

JFA Associates

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Conducting Justice and Corrections Research for Effective Policy Making

DEPARTMENT OF CORRECTIONS

**TEN-YEAR ADULT SECURE POPULATION PROJECTION
2021-2031**

Prepared by

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EXECUTIVE SUMMARY

- 2020 saw a decrease in the Arkansas prison population because of the COVID-19 pandemic and related mitigation efforts. The December 2020 ADC population was 9.4 percent lower than in 2019. The decrease in the prison population was the largest one-year decline in the past 10 years.
- The drop in the Arkansas prison population was fueled almost entirely by the reduction in new court commitments being admitted to prison. Male new court commitments declined 36.6 percent and female new court commitments declined 39.9 percent in 2020.
- Other driving factors in the prison population such as the number of parole violators returned, sentence lengths and transfer release rates were unchanged in 2020 and had no effect on the decline in the prison population. Admission due to a parole violation increased 3.5% in 2020.
- Assuming a rebound of the new court commitments by June 2022, the Arkansas prison population is projected to grow 1.4 percent per year to 18,100 in 2026 and 19,160 in 2031.
- Two legislative Acts (55 and 946) passed during the 2021 session have the potential to influence the future level of the Arkansas prison population. More data on court-level implementation and application is needed to refine these estimates.
- The average sentence among new commitments saw no appreciable changes between 2019 and 2020.
- Parole violator admissions had decreased in recent years prior to 2020. However, in 2020, parole violations grew, driven by a 4.5 percent increase in male parole violator admissions.
- The average length of stay in prison across all seriousness levels has also remained stable in recent years, 2020 being no exception.
- The rate at which offenders are being held beyond their transfer eligibility date remained mostly unchanged from 51.5 percent in 2019 to 48.3 percent in 2020. However, the volume of cases released and held decreased by over 17 percent, reflective of the decreased volume in admissions in 2020. The average time offenders were held beyond their eligibility date also saw little change.

The Impact of COVID-19 on the ADC Population

- Due to expanded Emergency Powers Act (EPA) criteria and suspension of jury trial and court closures, the ADC population decreased from February to December 2020.

- Table 1 provides a quick examination of how the ADC population has changed between year-end 2019 and 2020 using key attributes. The percentage of male offenders increased between 2019 and 2020. Similarly, offenders convicted of more serious offenses made up a larger portion of the ADC population in 2020 than in 2019.

**TABLE 1
COMPARISON OF END OF YEAR PRISON POPULATIONS (2019 VS. 2020)**

Attribute	Dec. 2019		Dec. 2020		Numeric Change	Percent Change
	Number	Percent	Number	Percent		
Total	17,805	100.0%	16,122	100.0%	-1,683	-9.5%
Gender						
Female	1,585	8.9%	1,320	8.2%	-265	-16.7%
Male	16,220	91.1%	14,802	91.8%	-1,418	-8.7%
Race						
Black	7,291	40.9%	6,723	41.7%	-568	-7.8%
White	9,804	55.1%	8,719	54.1%	-1,085	-11.1%
Other	710	4.0%	680	4.2%	-30	-4.2%
Release Restricted Offenses						
Yes	3,126	17.6%	3,049	18.9%	-77	-2.5%
No	14,679	82.4%	13,073	81.1%	-1,606	-10.9%
Admission Reason						
New commitment	11,810	66.3%	10,693	66.3%	-1,117	-9.5%
Parole violator	5,995	33.7%	5,429	33.7%	-566	-9.4%
Seriousness Level						
1-2	230	1.3%	197	1.2%	-33	-14.3%
3	1,656	9.3%	1,328	8.2%	-328	-19.8%
4	1,340	7.5%	1,155	7.2%	-185	-13.8%
5	1,405	7.9%	1,151	7.1%	-254	-18.1%
6	3,539	19.9%	3,058	19.0%	-481	-13.6%
7	1,962	11.0%	1,844	11.4%	-118	-6.0%
8	3,550	19.9%	3,345	20.7%	-205	-5.8%
9-10	3,994	22.4%	3,952	24.5%	-42	-1.1%
Unknown	129	0.7%	92	0.6%	-37	-28.7%

2021-2031 Prison Population Projections

- At the end of December 2031, 19,160 offenders are projected to be under the jurisdiction of the Arkansas Division of Correction.
- At the end of 2020, the inmate prison population was 16,094. Under the projection, the population is projected to increase to 16,704 inmates at the end of 2021 and then to increase to 18,100 in 2026. The projected growth represents average annual increases of 1.4 percent per year through the year 2031.
- Under the projections, the male inmate population is projected to grow an annual average of 1.4 percent between 2021 and 2031 while the female inmate populations are projected to grow an average of 1.2 per year.

ARKANSAS DEPARTMENT OF CORRECTIONS TEN-YEAR ADULT SECURE POPULATION PROJECTION

I. INTRODUCTION

The Arkansas Department of Corrections (DOC) requested continuing assistance to produce an independent and unbiased forecast of the state’s inmate population. The JFA Associates has produced forecasts for Arkansas for over twenty years. This report presents an updated forecast for the 2021 – 2031 horizon as well as an update to the comprehensive analysis of all trends in the State’s criminal justice system to include calendar year 2020 data. Statistics generated for this report reflect trends based on the categories used in the simulation model to produce a ten-year forecast. An explanation of these categories is presented in the next section. The data and associated trends in this report are presented only in the context of building the simulation model and forecast.

The forecasts updated in this report were completed by analysis of current inmate population trends and analyzing computer extract files provided by the DOC. The forecast presented in this document was produced using the DOC data from January to December 2020 but will rely on data provided for 2019 as well. Data from 2020 have shown trends that are likely the direct result of the global pandemic. These data must be considered outliers from normal trends at this time.

This document contains monthly projections of male and female inmates, a summary of recent offender trends based on the simulation model categories, and an explanation of the primary assumptions on which the projections are based.

II. THE SIMULATION MODEL AND SENTENCING POLICIES

The forecast of the correctional population in Arkansas was completed using the Wizard projection software. This simulation model mimics the movement of offenders through the state’s prison system over a ten-year period and produces monthly projections. Any sentencing policies and legislative acts that were passed with a projectable impact have been incorporated into the model.

Factors the Wizard Model uses to Project the ADC Population

A variety of factors support a correctional system’s long-term projection. These factors can be separated into two major categories – external and internal.

Internal factors reflect the various decision points within the criminal justice system that cumulatively determine prison admissions and length of stay (LOS).

External factors reflect the interplay of demographic, socio-economic and crime trends that produce arrests, and offenders’ initial entry into the criminal justice process. Criminologists have long noted that certain segments of the population have higher rates or chances of becoming

involved in crime, being arrested, and being incarcerated. This is known as the “at-risk” population, which generally consists of younger males. The high crime rate ages are between 15 and 25, while the high adult incarceration rate is between the ages of 18 and 44. When the at-risk population is expected to increase in a jurisdiction, it can be expected to place some additional pressure on criminal justice resources.

People are sentenced to prison for three basic reasons: 1) they have been directly sentenced by the courts to a prison term (new court commitments); 2) they have failed to complete their term of probation and are now being sentenced to prison for a violation or new crime; or, 3) they have failed their term of parole (or post-release supervision) and are being returned to prison for a new crime or a technical violation. A projection model thus should have a “feedback loop” that captures the relative rate community supervision failures.

Sentencing in Arkansas

Each state has a unique sentencing structure, the model developed for a particular state must consider that state’s sentencing laws.

In the simulation model, particular care was taken to characterize accurately the elements of the Arkansas Sentencing Standards, subsequent criminal justice reforms and significant sentencing changes.

The Arkansas Sentencing Standards, adopted as part of Criminal Justice reform efforts 1993, are applicable to offenses committed on or after January 1, 1994, and provide a voluntary presumptive sentence for most felony offenses based on the seriousness level of the offense and the criminal history score of the defendant. Revisions in 2017 created a presumptive range for sentences to the ADC and realigned presumptive dispositions to allow for alternative sanctions in more grid cells. The most recent data report by the Sentencing Commission indicates a guidelines compliance rate of 80 percent. The Sentencing Order includes a place to provide a reason for departures from the guidelines. The most commonly provided reasons for upward departures from the guidelines are:

- Multiple concurrent sentences being entered at this time require a higher sentence.
- Sentence is higher as a result of other charges being dropped or merged.
- Policy on multiple offenses in a single course of conduct in offender’s prior criminal history results in a sentence that is clearly too lenient.

For more information on the Arkansas Sentencing Standards, please contact the Arkansas Sentencing Commission.

Generally, Offenders convicted of a crime in seriousness levels 1 through 6 are eligible for supervised release after serving one-third of their sentence minus good time. Offenders convicted of a crime in seriousness levels 7 through 10 are eligible after serving one-half of their sentences minus good time. There are some exceptions, which are tracked separately. These exceptions include, but are not limited to:

- Offenses for which an inmate is sentence to Death, Life without Parole, or Life.

- Offenses for which an inmate is ineligible for parole as codified in § 16-93-609.
 - This includes offenders with multiple convictions for a “felony involving violence” as defined in § 5-4-501 (d)(2).
 - Act 895 of 2015 added residential burglary to the list of offenses which constitute a “felony involving violence.”
- Offenses for which an inmate is not eligible for parole until serving 70 percent of his or her sentence as codified in § 16-93-618.
 - For most 70 percent crimes, the defendant is not eligible for good time until he or she has served 70 percent of his or her sentence.
 - If the 70 percent offense is a drug offense, the offender is eligible for good time, but he or she cannot be released prior to serving 50 percent of his or her sentence.

The Emergency Powers Act (EPA) gives the Arkansas Board of Corrections the ability to effect policy whereby measures can be taken if the prison population exceeds 98 percent of capacity or if the county jail backlog exceeds 500 inmates. The EPA has been tracked by this model for over a decade.

EPA releases are capacity driven and linked to an offender’s transfer eligibility date or discharge date, decreasing their length of stay anywhere from 1 to 365 days. The simulation model’s goal is to forecast the need for capacity and can only track the movement of offenders based on predicted trends. EPA releases are built into the model and assumed to remain at the previous year’s level every year throughout the forecast horizon. In 2020, EPA releases counts were superseded by “Special COVID-19” releases and therefore could not be used to predict future levels. EPA release levels observed in 2019 were used for this year’s simulation model. Future EPA levels should be watched very closely and tracked in this report in the ‘Forecast Accuracy’ section to gauge their impact more adequately.

In early 2017, Act 423, known as the Criminal Justice Efficiency and Safety Act of 2017, was passed. Parts of Act 423 seek to increase the effectiveness of monitoring probationers and parolees by the Division of Community Correction, to promote efficient staffing by the Division of Community Correction and to establish more efficient and effective sanctions for parolees and probationers who violate the terms and conditions of their supervision. The impact of this legislation on the number of parole and probation revocations to the ADC has been incorporated into the simulation model and the projections presented in this document.

The legislative session for 2021 saw the following legislative actions taken that could impact the future ADC population:

- Act 878 amended the eligibility for judicial transfer to a CCC as a sentencing option. Residential burglary offenders and a “catch-all” group of B felonies are no longer eligible for judicial transfer. Terroristic threatening with no firearm, endangering the welfare of a minor first degree, and leaving the scene of an accident resulting in death or injury are now eligible. Also, Class Y drug offenses, except trafficking, will be eligible.
- Act 946 mandated that class B felony possession of firearms by certain persons must serve 100 percent of sentence.

- Act 1102 increased the penalty for several sex offenses with child victims to a Class Y felony and created a sentence of mandatory Life without the possibility of parole if the victim is < 14.
- Act 327 made changes to the SSP sanctions (for parolees only). Sanctions for Serious conditions violators changed from 180 to 120 days (90/60 for program completion). Sanctions for Technical conditions violators changed from 90 to 60 days (45/30 for program completion). Absconding for more than 6 months is now a serious conditions violation, not a technical conditions violation.
- Act 722 increased the felony class for fleeing by means of vehicle or conveyance.
- Act 55 makes a qualified offender eligible for administrative transfer to a Community Correction Center unless the court expressly disallows the transfer on the Sentencing Order. Previously, an offender was only eligible for administrative transfer if specifically authorized by the court. This could allow for better utilization of bedspace between Divisions of the DOC for those offenders who meet eligibility requirements for Community Corrections Centers.

III. EXTERNAL TRENDS IMPACTING THE ARKANSAS PRISON POPULATION

Arkansas Resident Population

Growth in a state’s population can indirectly impact its criminal justice system, particularly growth in a state’s “at-risk” population. As discussed previously, the at-risk population is defined as the portion of the resident population most likely to be incarcerated. Here, this demographic group is defined as all males between the ages of 18 and 44. In previous iterations of this report, the “at-risk” population was limited to males ages 18 to 35, however recent indicators for national trends shows that the prison population, overall, is aging and that the age range of persons serving prison time for their first incarceration has lengthened. Thus the “at-risk” age range has been expanded.

Since 2000, Arkansas’s population has grown at a moderate pace. Between 2000 and 2004 the population grew by an average annual rate of 0.6 percent. Between 2005 and 2010 it grew an average annual rate of 1.0 percent. Using the 2010 census as a base, the University of Arkansas Institute for Economic Advancement has projected the population of Arkansas will grow from the 2020 mid-July estimate of 3,030,522 to 3,217,462 in 2030 (an increase of 6.2 percent overall). These data are listed in Table 2. It should be noted that the historical and projected population for Arkansas is dramatically outpaced by the growth in both prison admissions and prison population indicating Arkansas is increasing its per-capita incarceration rate.

Previous versions of this document have included the projected growth of the state’s at-risk population. Unfortunately, the US Census Bureau has not updated these projections for the states using the 2010 census base data. As an alternative, this brief presents available historical estimates for 2010 through 2019 (the most recent data since the last decennial census) in Table 3. During this time, the at-risk population has increased by only 0.2 percent per year and by only 1.8 percent overall. Near future growth in this population will most likely mimic these trends.

TABLE 2
ARKANSAS PROJECTED POPULATION 2020 – 2030

Year	Total Population	Annual Percent Change
<i>Actual 2020</i>	<i>3,030,522</i>	-
2021	3,092,955	2.1%
2022	3,107,234	0.5%
2023	3,121,147	0.4%
2024	3,134,930	0.4%
2025	3,148,708	0.4%
2026	3,162,491	0.4%
2027	3,176,202	0.4%
2028	3,189,914	0.4%
2029	3,203,630	0.4%
2030	3,217,462	0.4%
Average Projected Change 2020-2030		0.6%

**TABLE 3
HISTORICAL ARKANSAS AT-RISK POPULATION 2010 – 2019**

Year	Estimated Male Resident Population Ages 18-44
2010	516,169
2011	519,614
2012	521,186
2013	522,025
2014	522,167
2015	522,152
2016	522,682
2017	523,795
2018	524,692
2019	525,650
Percent Average Change 2010-2019	0.2%

Crime in Arkansas

Note: Crimes mentioned in this report are a reference to reported crime tracked by the FBI’s UCR initiative. Although no statistical significance is attributed to the impact of crime rates on prison admissions, observing these rates can provide some anecdotal insight into state prison admission trends and, in some cases, a lower level of guidance in projecting future admissions to prison.

The total number of crimes reported in Arkansas has declined an average of 1.4 percent per year between 2010 and 2019. This decline has been driven by decreases in property crime. Total numbers of reported violent crime have seen an average annual increase between 2010 and 2019 (2.2 percent). These increases in the number of violent crimes have occurred primarily over the past 5 years. During this same time frame, the ADC population increased an average of 1.2 percent per year. In 2019, the number of UCR reported crimes per 100,000 residents in Arkansas was 3,442.6.

Comparison of Arkansas and the United States

In the discussion above, the population and crime data are observed in terms of changes over time within Arkansas. In Table 4, Arkansas’s population and crime data are presented in comparison to the national levels and trends. Arkansas has seen slower growth in its population than the nation over the past decade, growing by 3.7 percent compared to 6.8 percent for the United States. Crime in the nation has decreased by a far larger percentage when compared to Arkansas. From 2009 to 2019, reported crime in the U.S. decreased by 28.6 percent while Arkansas saw a 19.8 percent decrease in reported crime.

In terms of state prison populations, up until 2020, Arkansas had seen significant growth while the national prison population was shrinking. Arkansas grew by 17.1 percent overall between 2010 and 2019. This is compared to a 10.8 percent decrease nationally between 2010 and 2019. The unprecedented impact of the COVID-19 pandemic in 2020 has significantly changed this trend. The ADC population at the end of 2020 was 0.5 percent lower than the year end population of 2010, driven by a one-year decrease of 9.4 percent.

According to the Bureau of Justice Statistics, Arkansas’s adult incarceration rate in 2019 was 762 prisoners per 100,000 state residents. The Arkansas rate exceeded the national rate of 477. Note: the national incarceration rate used for this report is based on offenders held in state prisons only and does not include federal prisoners or persons held in jails.

**TABLE 4
COMPARISON BETWEEN UNITED STATES AND ARKANSAS
ON KEY POPULATION AND CRIME DEMOGRAPHICS**

	United States	Arkansas
POPULATION		
Total Population (7/1/20)	329,484,123	3,030,522
Change in Population		
1-year change (7/1/19 – 7/1/20)	0.4%	0.4%
10-year change (7/1/10 – 7/1/20)	6.8%	3.7%
CRIME RATE (Rate per 100,000 inhabitants)		
UCR Part I Reported Crime Rates (2019)		
Total	2,476.6	3,442.6
Violent	306.7	584.6
Property	2,109.9	2,858.0
Change in Total Reported Crime Rate		
1-year change (2018-2019)	-3.6%	-0.4%
10-year change (2009-2019)	-28.6%	-19.8%
PRISON POPULATION		
Total Inmates (State Prisons Only) 2020*	1,255,689	16,094
1-year change (2019-2020)	-2.2%	-9.4%
10-year change (2010-2020)	-10.8%	-0.5%
Average annual change (2010-2020)	-1.1%	0.2%
State Incarceration Rate (per 100,000 residents)	477	762

**Year end 2019 is the latest data available for the U.S., data is for States only, federal cases excluded.*

IV. ACCURACY OF THE JUNE 2020 PROJECTIONS

The previous inmate population forecast for the Department of Corrections was released in June 2020. Tracking the accuracy of the previous projections helps JFA Associates determine how well the Wizard model is simulating the Arkansas prison system. Per DOC request, accuracy of forecasts are now tracked by absolute difference (meaning the difference regardless of the value being positive or negative) beginning with this iteration of the forecast report.

Significant Finding: *The projections model error for the male ADC population averaged 4.7 percent per month from June 2020 to May 2021. The female projections error averaged 3.6 percent per month. A significant proportion of these errors are likely a result of the model assumptions anticipating an earlier rebound in the prison population after the large declines seen in response to the COVID-19 pandemic.*

Significant Finding: *The ADC continued to exercise the Emergency Powers Act in 2020, allowing early release for prisoners throughout the year when over-crowding conditions were at their peak. EPA releases may hamper the simulation model's ability to estimate the inmate population monthly by offsetting length of stay trends. In 2020, 2,357 offenders were released via the Emergency Powers Act, the majority of whom were released via special COVID-19 mitigation measures.*

Tables 6 through 8 and Figures 1 and 2 present the accuracy of projections generated in June of 2020. Accuracy of the projections were tracked from June 2020 to May 2021 by comparing projected totals with the actual counts of male and female inmates.

- Through the most recent 12 months, the projected female population averaged a 3.6 percent difference from actual totals. On average, the 2020 simulation model averaged a difference from actual female counts of 47 per month.
- The forecasted counts of male inmates erred from the actual population a maximum of 1,032 (April 2021) and a minimum of 61 (June 2020).
- The total prison population forecast had an average percent difference of 4.6 percent per month during the entire tracking period. National standards set acceptable error at 2.0 percent.

As mentioned previously, EPA releases are tracked by JFA Associates to monitor and mitigate their impact on the simulation model. The EPA was utilized every month in 2020. Table 5 details EPA releases since 2010. Over the past decade, an annual average of 2,516 persons per year were released via this method.

**TABLE 5
EPA RELEASES 2010-2020**

Year	Act 1721	Act 418	Special COVID- 19	Total
2010	319	1,853	-	2,172
2011	319	2,023	-	2,342
2012	169	2,478	-	2,647
2013	201	2,672	-	2,873
2014	437	2,470	-	2,907
2015	368	2,380	-	2,748
2016	311	2,458	-	2,769
2017	203	2,178	-	2,381
2018	177	2,074	-	2,251
2019	181	2,095	-	2,276
Total 2020	250	859	1,248	2,357

**TABLE 6
ACCURACY OF THE 2020 TOTAL PRISON POPULATION FORECAST**

Month- Year	Projected	Actual	Absolute Numeric Difference	Absolute Percent Difference
Jun-20	16,588	16,552	36	0.2%
Jul-20	16,607	16,511	96	0.6%
Aug-20	16,714	16,367	347	2.1%
Sep-20	16,828	16,215	613	3.8%
Oct-20	16,878	16,311	567	3.5%
Nov-20	16,909	16,165	744	4.6%
Dec-20	17,069	16,094	975	6.1%
Jan-21	17,117	16,119	998	6.2%
Feb-21	17,207	16,120	1,087	6.7%
Mar-21	17,283	16,085	1,198	7.4%
Apr-21	17,367	16,250	1,117	6.9%
May-21	17,402	16,313	1,089	6.7%
Average			739	4.6%

**FIGURE 1
ACCURACY OF THE 2020 TOTAL PRISON POPULATION FORECAST**

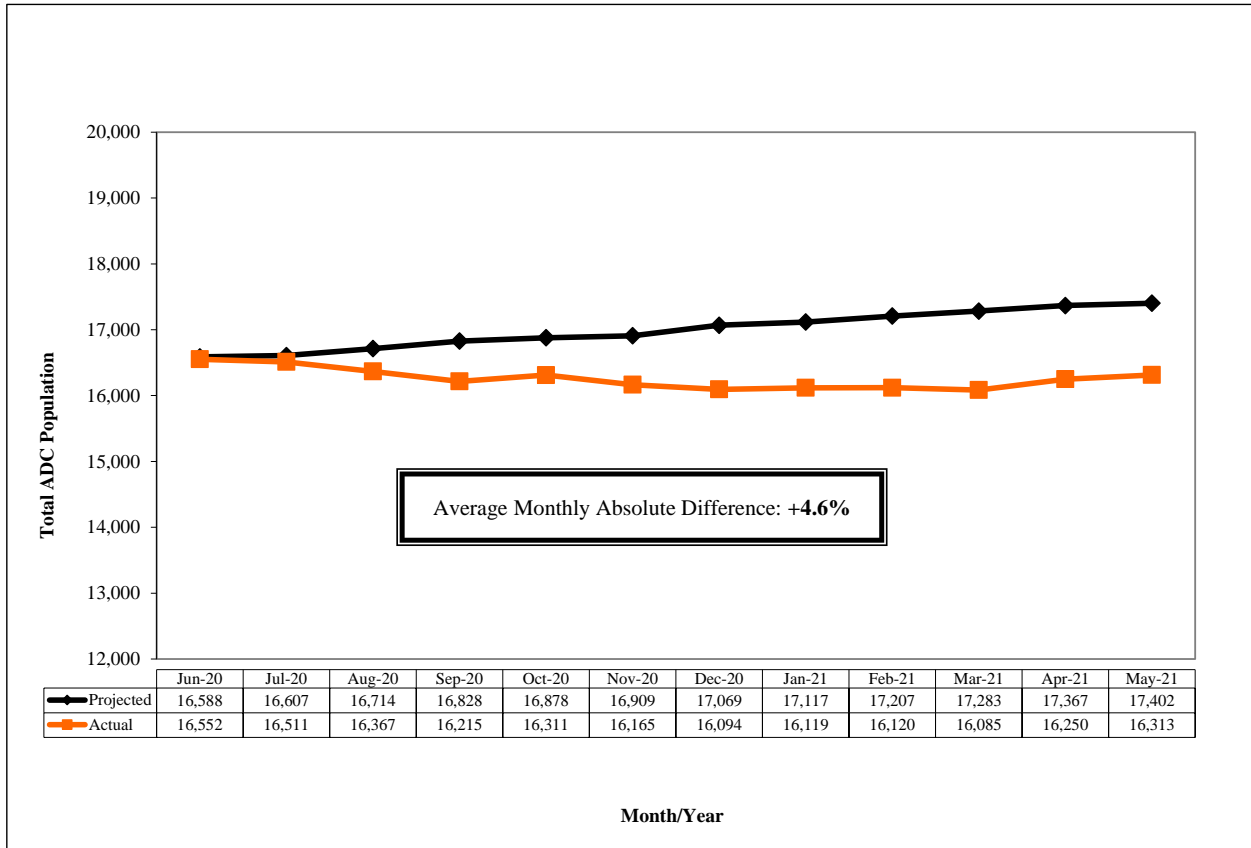


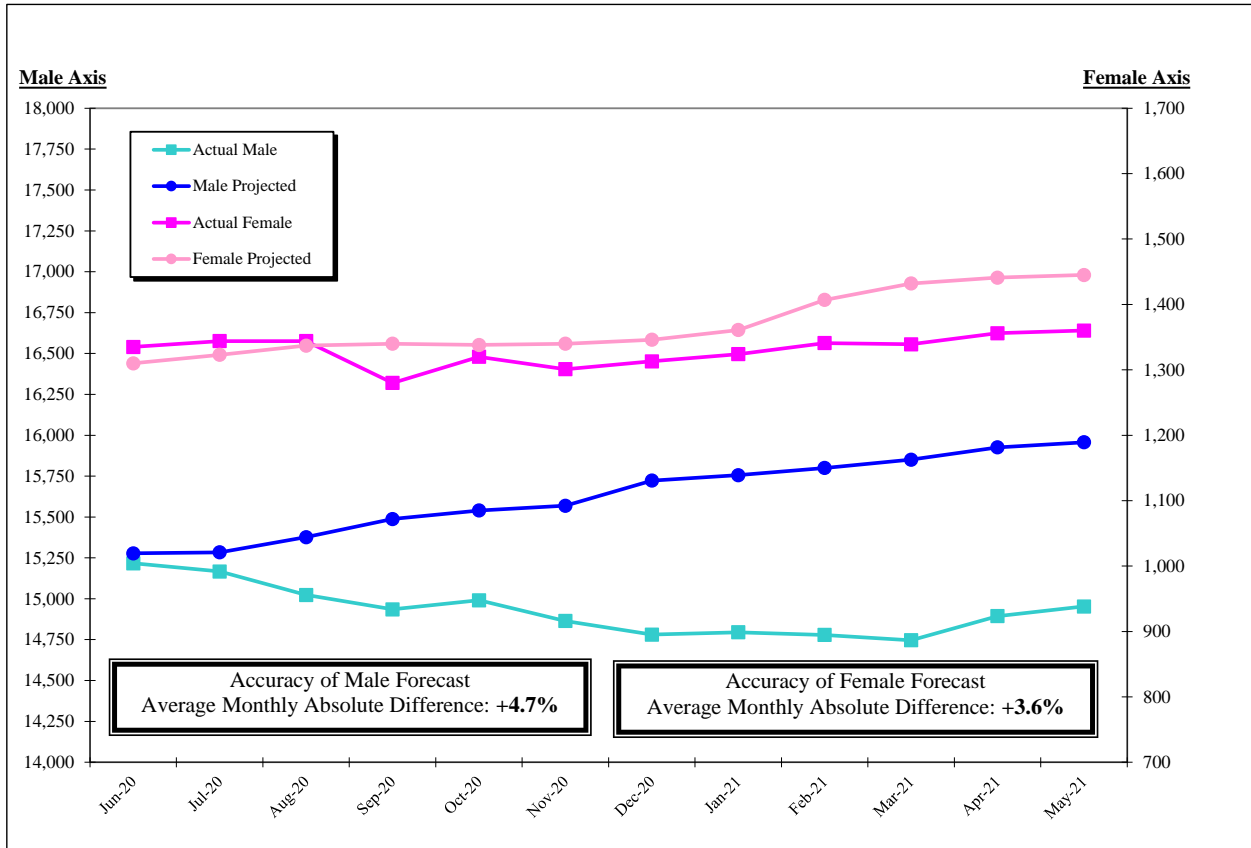
TABLE 7
ACCURACY OF THE 2020 FEMALE PRISON POPULATION FORECAST

Month-Year	Projected	Actual	Absolute Numeric Difference	Absolute Percent Difference
Jun-20	1,310	1,335	25	1.9%
Jul-20	1,323	1,344	21	1.6%
Aug-20	1,337	1,344	7	0.5%
Sep-20	1,340	1,280	60	4.7%
Oct-20	1,338	1,320	18	1.4%
Nov-20	1,340	1,301	39	3.0%
Dec-20	1,346	1,313	33	2.5%
Jan-21	1,361	1,324	37	2.8%
Feb-21	1,407	1,341	66	4.9%
Mar-21	1,432	1,339	93	6.9%
Apr-21	1,441	1,356	85	6.3%
May-21	1,445	1,360	85	6.3%
Average			47	3.6%

TABLE 8
ACCURACY OF THE 2020 MALE PRISON POPULATION FORECAST

Month-Year	Projected	Actual	Absolute Numeric Difference	Absolute Percent Difference
Jun-20	15,278	15,217	61	0.4%
Jul-20	15,284	15,167	117	0.8%
Aug-20	15,377	15,023	354	2.4%
Sep-20	15,488	14,935	553	3.7%
Oct-20	15,540	14,991	549	3.7%
Nov-20	15,569	14,864	705	4.7%
Dec-20	15,723	14,781	942	6.4%
Jan-21	15,756	14,795	961	6.5%
Feb-21	15,800	14,779	1,021	6.9%
Mar-21	15,851	14,746	1,105	7.5%
Apr-21	15,926	14,894	1,032	6.9%
May-21	15,957	14,953	1,004	6.7%
Average			700	4.7%

**FIGURE 2: ACCURACY OF 2020 MALE AND FEMALE FORECASTS
JUNE 2020 THRU MAY 2021**



V. HISTORICAL ARKANSAS INMATE POPULATION TRENDS

Significant Finding: 2020 saw a 16.6 percent decrease in the number of admissions to the ADC compared to 2019 (See Table 9).

Significant Finding: Total male admissions to prison decreased by 14.7 percent between 2019 and 2020, while total female admissions decreased by 27.1 percent (See Table 9).

Significant Finding: The year-end ADC jurisdictional population fell by 9.4 percent between 2019 and 2020 (Table 13).

Tables 9 through 15 provide historical trends for prison admissions, year-end population, and releases in Arkansas from 2010 to 2020. These trends may be disaggregated by gender and/or admission reason. These data reflect numbers taken directly from ADC extract data. The majority of these tables provide data on the ADC jurisdictional population. The jurisdictional population is defined as all ADC responsible inmates in both prison facilities and held in county jail back-up. Table 14 alone provides counts on the year-end in-house population (inmates held in prisons only).

Significant Trends:

New commitment admissions

- The reduction in court processing caused by the COVID-19 pandemic reduced the number of new commitment females admitted in 2020 by 39.9 percent compared to 2019. Male new commitments saw a 36.6 percent decrease. It is unlikely that this low volume of admissions will continue as court services slowly increase in 2021. The degree and speed to which the rebound impacts ADC admissions is difficult to predict. These data are shown in Table 10 and Figure 3.
- The number of new commitments declined across all seriousness levels between 2019 and 2020. These data are shown in Table 11.

Parole violator admissions

- While the number of male new court commitments fell dramatically in 2020, the number of male parole violators admitted to prison increased by 4.5 percent when compared to 2019. These data are shown in Table 10.
- As seen in Figure 5, the volume of hearings and waivers resulting in a revocation for ≥ 6 months has remained low over the last several quarters.
- In previous iterations of this report, trends in the number of parole technical violators versus the number of parole new charge violators admitted to prison were examined using ADC extract data. These data have reflected a different proportion of technical versus new charge violators compared to data reported by ACC. The ACC data reflect violator information at a later stage of the revocation process than the ADC data. The DOC has requested that violator data reported by ACC be used beginning with this iteration of the forecast report. As seen in Table 12, the vast majority of parole violators admitted to the ADC in 2020 were new charge violators. This proportion is different from the ADC data used to report 2018 and 2019 trends and results should not be compared across years. The

numbers reported here mirror closely those reported in the ACC forecasting brief. Parole violator new charge cases differ between data sets less than 0.1 percent and parole violator technical cases by only 1.4 percent (6 persons).

Releases

- As seen in Table 15, the number of releases from the ADC in 2020 decreased by 1.0 percent compared to 2019. While the number of releases decreased year-to-year, the total number of releases vastly outpaced the total number of admissions in 2020, fueling the 9.4 percent decrease in the year-end ADC population.

Year-end prison population

- As shown in Table 13 and Figure 4, the prison population decreased 9.4 percent in 2020 primarily due to the impact of COVID-19 mitigation measures. Changes in the number of ADC inmates in 2021 should be closely monitored to ascertain to what degree a rebound may occur.
- The female prison population decreased by 16.4 percent in 2020. This is the largest single year decrease in the female ADC population in the past decade.
- At year-end 2020, the total Arkansas prison population was 16,094, which was only 0.5 percent smaller than the total prison population at year end 2010.
- As of mid- May 2021, the total prison population was 16,313, a decrease of 10.3 percent from pre-COVID-19 count of 18,181 (February 2020).
- The Arkansas prison population (ADC) growth has stabilized in the years following the unprecedented one-year increase of 17.7 percent in 2013. The Arkansas prison population decreased in the pre-COVID-19 years of 2018 and 2019 by -1.5 percent and -0.2 percent respectively.

TABLE 9
HISTORICAL JURISDICTIONAL ADMISSIONS TO THE ADC BY GENDER
2010-2020

Year	Males	Females	Total
2010	6,854	813	7,667
2011	6,293	717	7,010
2012	5,547	616	6,163
2013	8,152	1,067	9,219
2014	8,486	1,173	9,659
2015	9,206	1,400	10,606
2016	9,226	1,419	10,645
2017	8,988	1,457	10,445
2018	8,853	1,451	10,304
2019	8,751	1,570	10,321
2020	7,462	1,145	8,607
Numeric Change 2010 – 2020	608	332	940
Percent Change 2010 – 2020	8.9%	40.8%	12.3%
Average Annual Percent Change 2010 – 2020	2.0%	6.1%	2.4%
Percent Change 2019 – 2020	-14.7%	-27.1%	-16.6%

Note: 2016 - 2020 data were generated using new extract file coding.

FIGURE 3: HISTORICAL ADC JURISDICTIONAL ADMISSIONS 2010-2020

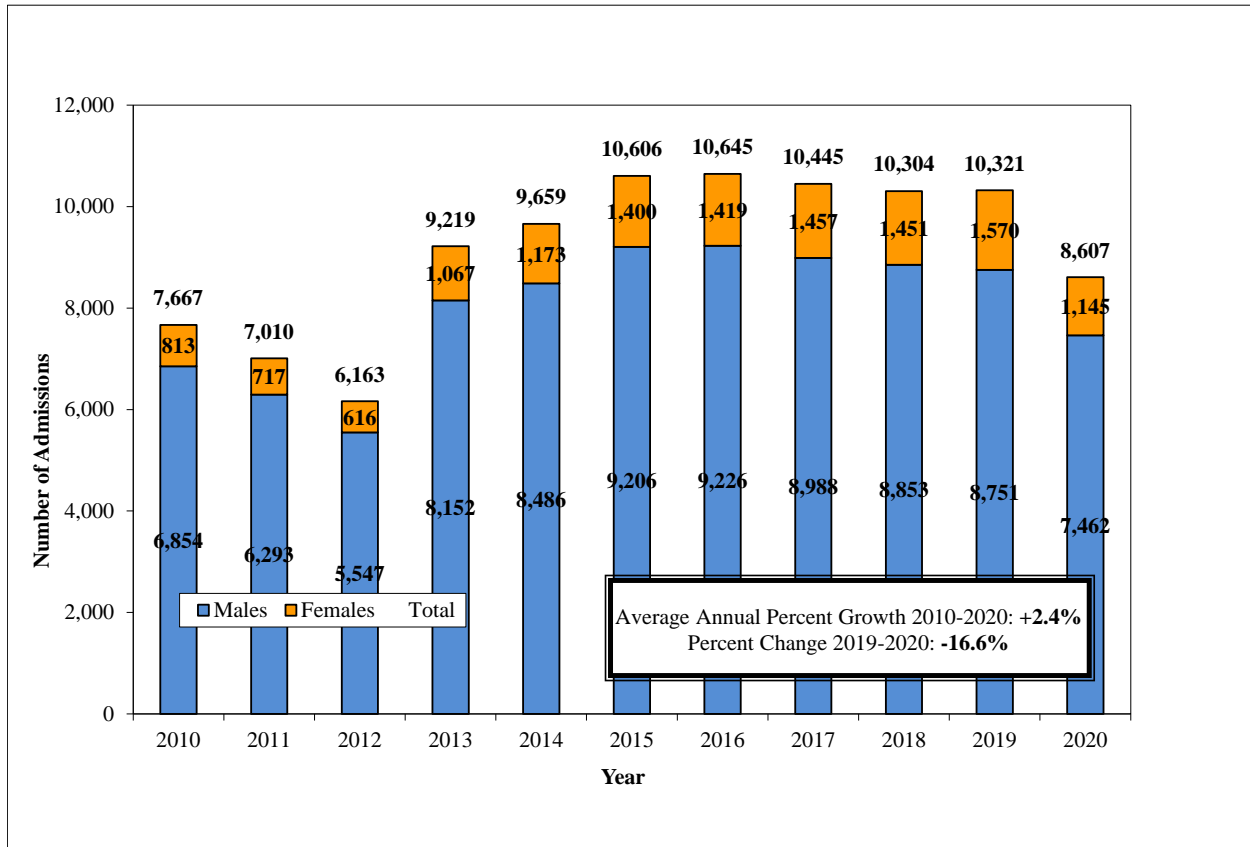


TABLE 10
HISTORICAL JURISDICTIONAL ADMISSIONS TO THE ADC BY ADMISSION TYPE
2010-2020

Year	New Commits		Parole Violator	
	Male	Female	Male	Female
2010	4,370	606	2,484	207
2011	4,540	577	1,753	140
2012	3,914	523	1,633	93
2013	4,481	733	3,671	334
2014	4,347	822	4,139	351
2015	4,593	931	4,613	469
2016	4,045	816	5,181	603
2017	4,024	925	4,964	532
2018	4,076	899	4,777	552
2019	4,094	1,003	4,657	567
2020	2,596	603	4,866	542
Average Percent Change 2010- 2020	-4.0%	2.1%	11.9%	25.1%
Percent change 2019- 2020	-36.6%	-39.9%	4.5%	-4.4%

Note: Counts differ slightly from Table 17 as they include lifers, 70 percenters and 'unknowns' (unknowns are cases in the extract files for which seriousness level cannot be identified, this is less than 2.0 percent of admissions in any given year). Note: 2016 - 2020 data were generated using new extract file coding.

TABLE 11
JURISDICTIONAL NEW COMMITMENTS ADMITTED TO ADC 2018 – 2020

Seriousness Level	New Commitments		
	2018	2019	2020
1	0	3	0
2	236	239	153
3	1,389	1,550	985
4	609	678	425
5	598	699	421
6	1,028	919	572
7	484	420	288
8	373	345	204
9	140	128	81
10	58	48	37
Other	60	68	33
Total	4,975	5,097	3,199

Note: cases with an unknown seriousness level are included in 'Other'.

TABLE 12
JURISDICTIONAL PAROLE VIOLATORS ADMITTED TO ADC 2018 – 2020

Seriousness Level Group	2018 Parole Violator New Charge	2018 Parole Violator Technical	2018 Parole Violator Total	2019 Parole Violator New Charge	2019 Parole Violator Technical	2019 Parole Violator Total	2020 Parole Violator New Charge	2020 Parole Violator Technical	2020 Parole Violator Total
Males	1,982	2,795	4,777	1,690	2,967	4,657	4,479	387	4,866
SL 1-6	1,385	1,985	3,370	1,171	2,153	3,324	3,316	300	3,616
SL 7-10	537	677	1,214	479	727	1,206	1031	79	1,110
Restricted Release/Unknown SL	60	133	193	40	87	127	132	8	140
Females	214	338	552	261	306	567	504	38	542
SL 1-6	155	280	435	194	248	442	404	32	436
SL 7-10	55	53	108	63	53	116	92	4	96
Restricted Release/Unknown SL	4	5	9	4	5	9	8	2	10
Total	2,196	3,133	5,329	1,951	3,273	5,224	4,983	425	5,408

Note: 2020 data uses updated criteria for determining whether a violator is technical or due to new charge

TABLE 13
HISTORICAL END OF YEAR JURISDICTIONAL ADC POPULATION
2010 - 2020

Year	Male	Female	Total
2010	15,013	1,163	16,176
2011	13,948	1,087	15,035
2012	13,568	1,059	14,627
2013	15,881	1,330	17,211
2014	16,453	1,397	17,850
2015	16,282	1,402	17,684
2016	16,161	1,376	17,537
2017	16,665	1,413	18,078
2018	16,396	1,403	17,799
2019	16,188	1,571	17,759
2020	14,781	1,313	16,094
Numeric Change 2010 – 2020	-232	150	-82
Percent Change 2010 – 2020	-1.5%	12.9%	-0.5%
Average Annual Percent Change 2010 – 2020	0.1%	1.8%	0.2%
Percent Change 2019 – 2020	-8.7%	-16.4%	-9.4%

*Note: population as of September 2021 was **16,698**.*

FIGURE 4: HISTORICAL ADC JURISDICTIONAL POPULATION 2010-2020

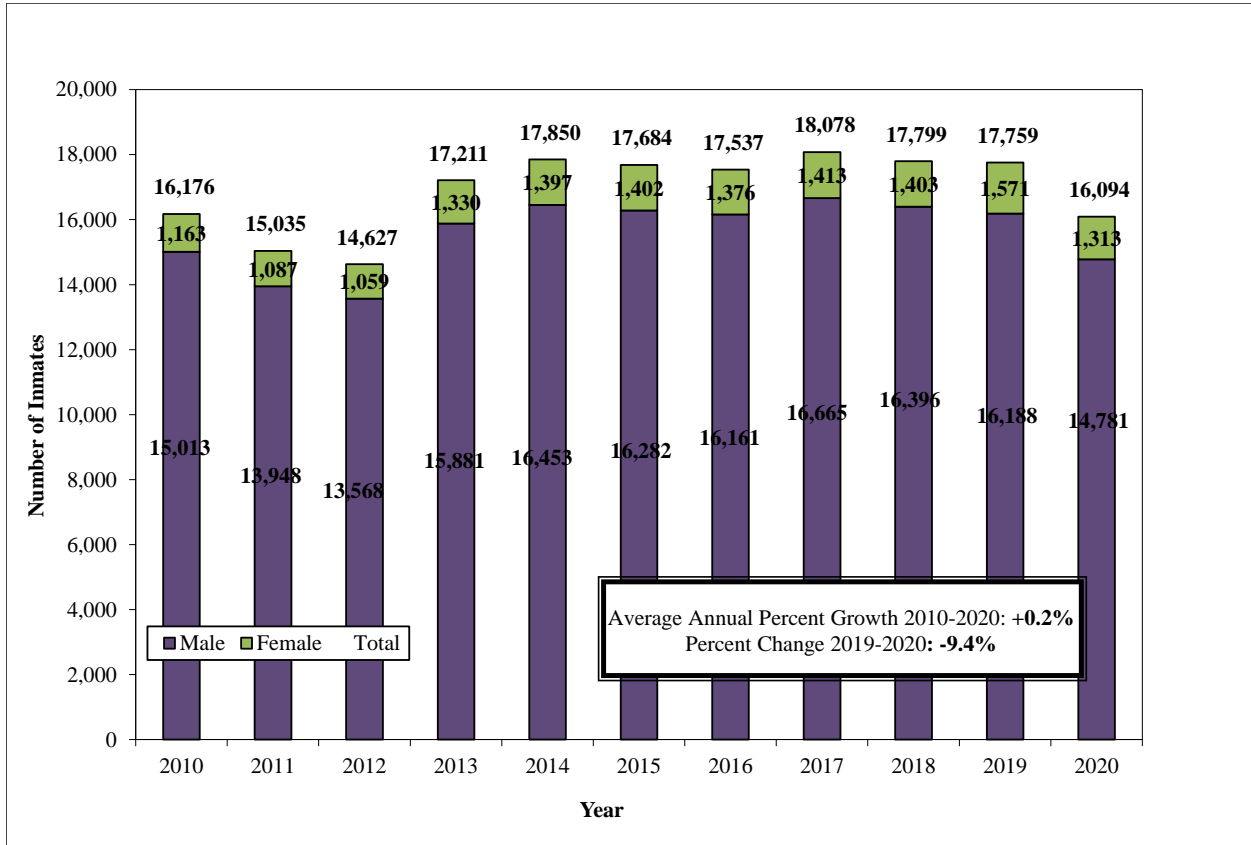
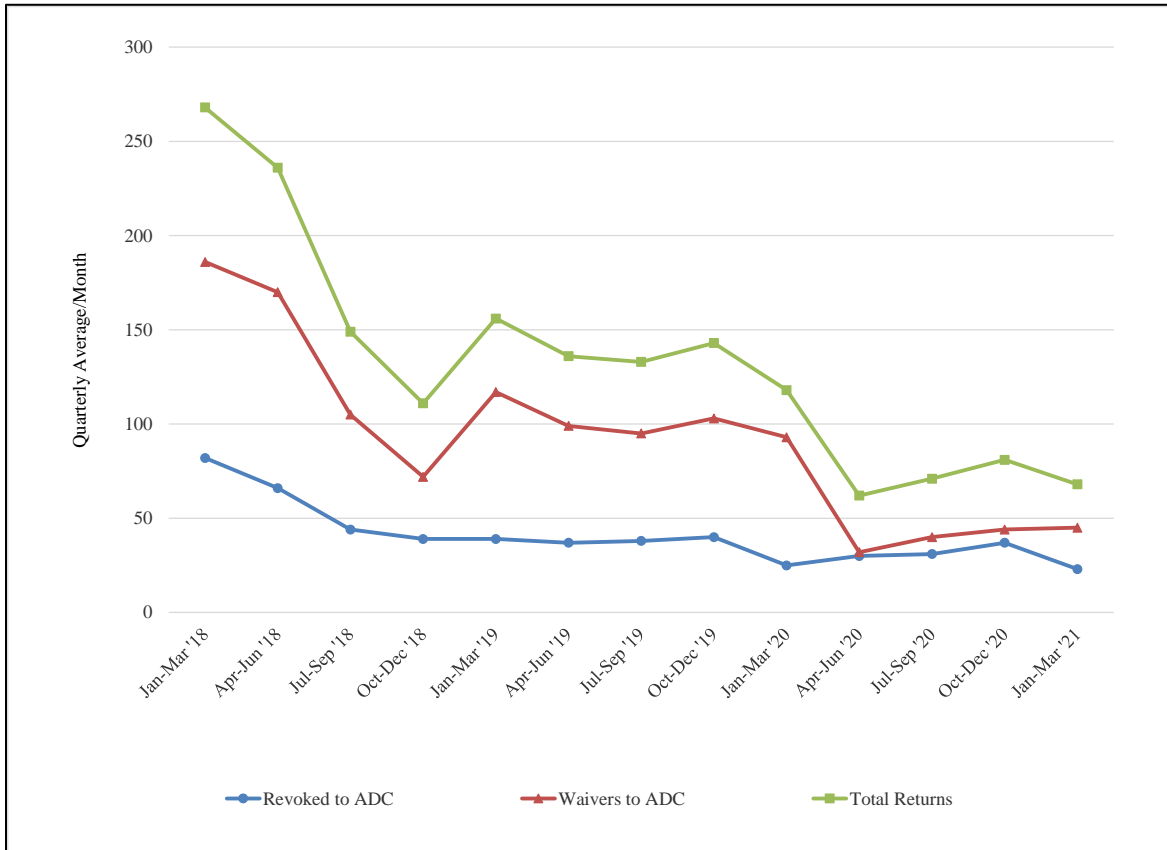


TABLE 14
HISTORICAL END OF YEAR ADC IN-HOUSE POPULATION 2010-2020

Year	Males	Females	Total
2010	13,094	1,098	14,192
2011	13,049	1,041	14,090
2012	13,041	1,002	14,043
2013	13,181	1,114	14,295
2014	14,021	1,229	15,250
2015	14,432	1,352	15,784
2016	14,502	1,331	15,833
2017	14,574	1,316	15,890
2018	14,329	1,249	15,578
2019	14,373	1,369	15,742
2020	12,805	1,009	13,814
Numeric Change 2010 – 2020	-289	-89	-378
Percent Change 2010 – 2020	-2.2%	-8.1%	-2.7%
Average Annual Percent Change 2010 – 2020	-0.1%	-0.2%	-0.2%
Percent Change 2019 – 2020	-10.9%	-26.3%	-12.2%

See page 18 for difference between in-house & jurisdictional count.

**FIGURE 5:
AVERAGE MONTHLY PAROLE HEARINGS AND REVOCATIONS TO ADC BY
QUARTER
JANUARY 2018 – MARCH 2021**



Note: numbers above do NOT include Administrative Revocations which completed for parolees who receive New ADC Time due to a recent conviction. These do not require a revocation hearing.

TABLE 15
HISTORICAL JURISDICTIONAL RELEASES FROM THE ADC 2010-2020

Year	Males	Females	Total
2010	5,952	712	6,664
2011	6,612	692	7,304
2012	5,647	652	6,299
2013	5,755	789	6,544
2014	7,762	1,053	8,815
2015	9,360	1,400	10,760
2016	9,162	1,402	10,564
2017	8,632	1,420	10,052
2018	9,069	1,469	10,538
2019	8,970	1,392	10,362
2020	8,853	1,403	10,256
Numeric Change 2010 – 2020	2,901	691	3,592
Percent Change 2010 – 2020	48.7%	97.1%	53.9%
Average Annual Percent Change 2010 – 2020	4.9%	7.9%	5.2%
Percent Change 2019 – 2020	-1.3%	0.8%	-1.0%

VI. CURRENT ARKANSAS INMATE POPULATION TRENDS

A. 2020 Admissions to Prison

Significant Finding: *The average sentence applied to the entire admissions population (excluding lifers) in 2020 was 96.6 months (8.1 years), versus 99.1 months (8.3 years) in 2019.*

Table 17 provides information about the population admitted to prison in 2020 based on the ADC admissions extract data file. The admissions population in Table 17 is divided into Identification (ID) groups based on a combination of factors that include offense seriousness level, admission type, gender, and special sentencing conditions. The ID groups are generated for modeling purposes and do not necessarily coincide with ADC groupings. Some groupings are specialized for modeling purposes. These include unique categories for persons sentenced to life in prison, for those sentenced for 70 percent offenses and persons sentenced for 100% offenses. The rest of admissions for the simulation model are divided into new commitments and parole violators and then by seriousness level. Parole violators are further disaggregated into a new charge and technical violators. As mentioned previously, identification of parole violator reason has changed for this iteration of the forecast report. This is reflected in groupings in Table 17. All groups are differentiated by gender.

Data from the ADC admissions extract file was used to generate Figure 8 which details the average sentences for each group in 2020. Unless specifically stated, all ID groups discussed below are assumed to exclude lifers, 100 percent offenders, seriousness level unknown cases and 70 percent inmates.

Significant Trends:

Admissions Counts

- In 2020, male parole violators accounted for 56.5 percent of all ADC admissions while male new commits accounted for 30.2 percent. Female parole violators accounted for 6.3 percent of ADC admissions in 2020 while female new commitments made up 7.0 percent.
- In 2020, 2.5 percent of admissions had release restrictions. This 2.5 percent is comprised of 46 admissions for 70 percent drug crimes, 11 admissions for life sentences, 20 admissions for 100% offenders and 173 admissions for all other 70 percent crimes.
- The groups discussed in the above bullet comprise a small portion of yearly admissions, however, because of their long sentences the numbers of these groups stack up over time in the prison population. The ADC population on December 31, 2020 was comprised of over 30 percent inmates with minimum serving time restrictions (70 percenters, lifers, and 100 percenters).

- Table 16 shows the historical growth in the inmate population in reference to the impact that 70 percenters have had on the year end population. In the past ten years the number of 70 percenters has grown by 10.4 percent overall and, in contrast, the number of 70 percenters who were eligible for good time reduction in the ADC year-end population has dropped significantly.

Sentence Lengths

- New commitment males had an average sentence of 77.2 months (6.4 years) in 2020.
- New commitment females averaged a sentence of 63.5 months (5.3 years) in 2020. This is reflective of the higher proportion of drug offenses committed by women sentenced to a term of imprisonment at the ADC. Because there are fewer serious or violent offenses, the average sentence for a female is lower than that of a male.
- In 2020 male parole violators admitted with a new charge had an average sentence of 106.1 months (8.8 years).
- In 2020 female parole violators with a new charge had an average sentence of 81.9 months (6.8 years).

**TABLE 16
HISTORICAL 70 PERCENT ACTS ADMISSIONS & YEAR END COUNT
2010-2020**

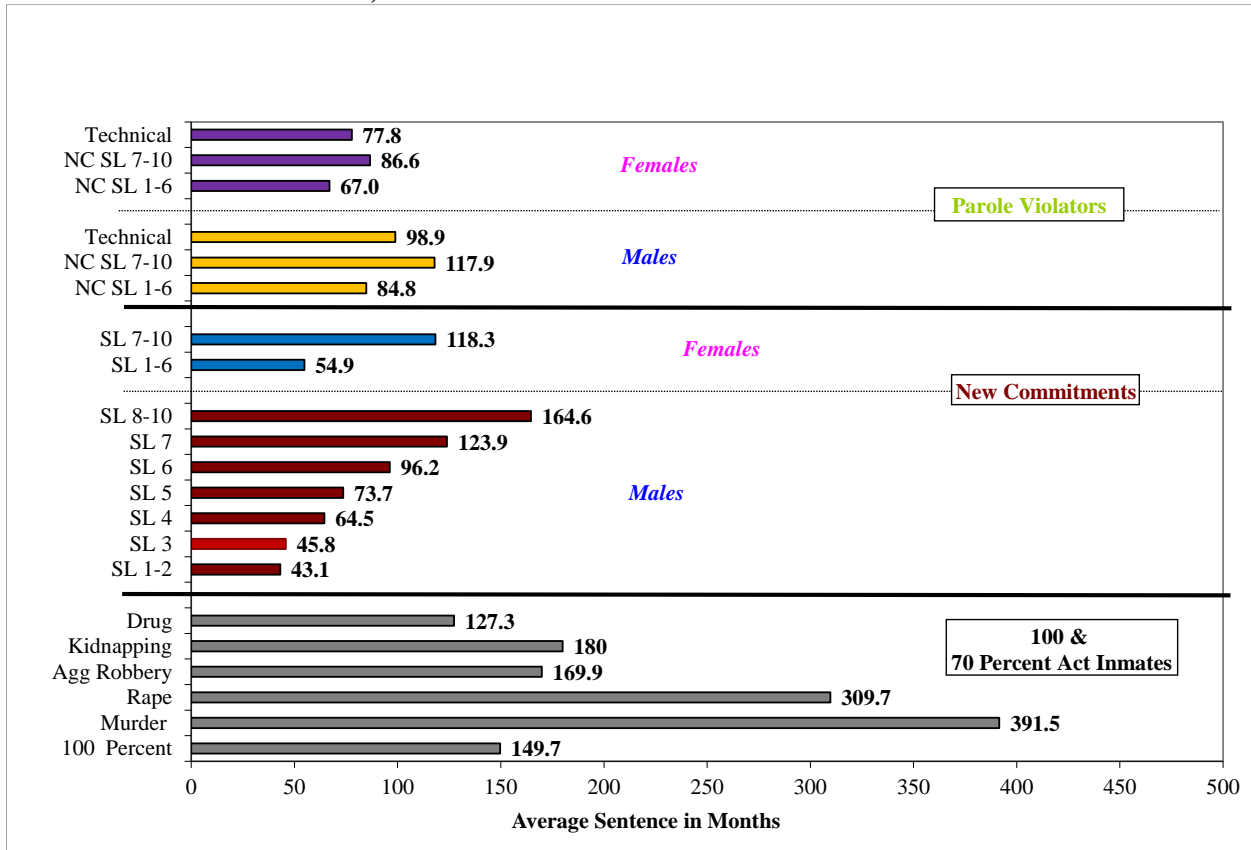
Year	Drug 70 Percenters Admitted	Other 70 Percenters Admitted	Average Sentence All 70 Percenters (mos.)	Total End of Year Drug 70 Percenters	Total End of Year Other 70 Percenters
2010	156	313	250	437	2,694
2011	91	185	236	n/a	n/a
2012	54	200	260	369	n/a
2013	61	211	236	349	2,675
2014	73	241	229	333	2,662
2015	61	211	228	278	2,777
2016	91	270	228	211	2,839
2017	63	257	252	165	2,877
2018	76	272	230	118	2,966
2019	64	269	243	105	3,021
2020	46	173	232	75	2,974
Numeric Change 2010-2020	-110	-140	-18	-362	280
Percent Change 2010- 2020	-70.5%	-44.7%	-7.2%	-82.8%	10.4%
Percent Change 2019- 2020	-28.1%	-35.7%	-4.6%	-28.6%	-1.6%

**TABLE 17
ADC ADMISSIONS COUNTS AND AVERAGE SENTENCE BY ID GROUP IN 2020**

ID Group	Number Admitted	Percent of Total	Average Sentence (months) 2020	Average Sentence (months) 2019
Lifers	11	0.1%	Life	Life
100 Percent Inmates	20	0.2%	149.7	238.4
70 Percent Acts Inmates	219	2.5%	232.3	242.9
1 st Degree Murder	37	0.4%	391.5	401.5
Rape	53	0.6%	309.7	334.0
Aggravated Robbery	82	1.0%	169.9	166.3
Kidnapping	1	0.0%	180.0	177.0
Drug – Methamphetamine	46	0.5%	127.3	146.7
New Commitments – Males	2,438	28.3%	77.2	81.3
Seriousness levels 1-2	138	1.6%	43.1	39.9
Seriousness level 3	766	8.9%	45.8	46.0
Seriousness level 4	341	4.0%	64.5	75.0
Seriousness level 5	345	4.0%	73.7	75.2
Seriousness level 6	449	5.2%	96.2	99.0
Seriousness level 7	222	2.6%	123.9	137.9
Seriousness levels 8-10	177	2.1%	164.6	175.7
New Commitments – Females	588	6.8%	63.5	63.9
Seriousness levels 1-6	508	5.9%	54.9	56.6
Seriousness levels 7-10	80	0.9%	118.3	112.6
Parole Violators New Charge – Males	4,347	50.5%	92.7	n/a
Seriousness levels 1-6:	3,316	38.5%	84.8	n/a
Seriousness levels 7-10:	1,031	12.0%	117.9	n/a
Parole Violators Technical – Males	412	4.8%	98.9	n/a
Parole Violators New Charge – Females	496	5.8%	70.6	n/a
Seriousness levels 1-6:	404	4.7%	67.0	n/a
Seriousness levels 7-10:	92	1.1%	86.6	n/a
Parole Violators Technical – Females	44	0.5%	77.8	n/a
Unknown seriousness level	32	0.4%	56.5	115.8
TOTAL	8,607	100.0%	96.6*	99.1*

*Note: *Average sentence for all admissions excludes lifers.*

**FIGURE 6: AVERAGE SENTENCES OF ADC ADMISSIONS IN 2020
BY GENDER, SERIOUSNESS LEVEL AND ADMISSION TYPE**



B. New Commitment Sentence Length Comparison

Table 18 and Figure 7 depict average sentences for new commitments by seriousness level for 2016 through 2020. These data reflect the stability in sentencing practices in Arkansas and identify years where new laws have impacted sentences in specific seriousness levels.

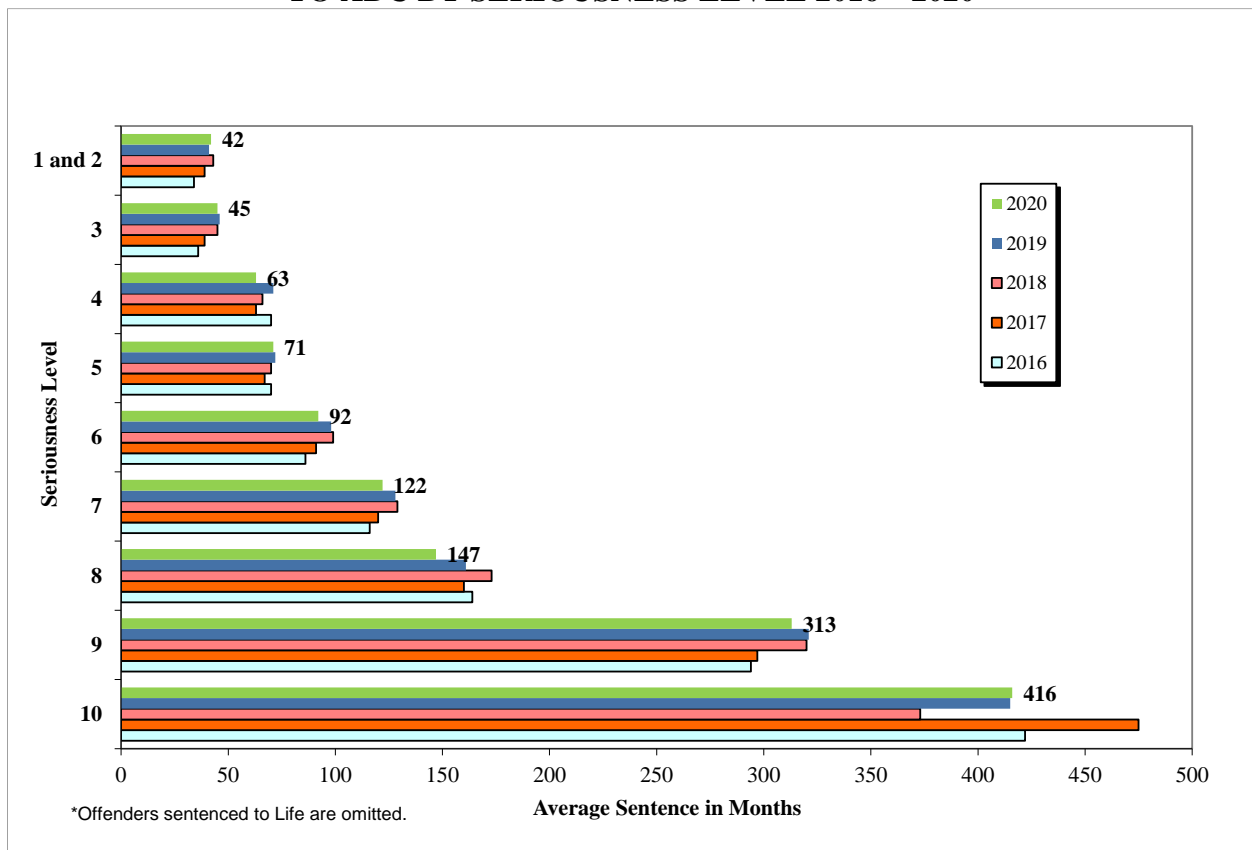
Significant Trends:

Between 2016 and 2020, the average of seriousness level 3 average annual sentences was 42 months. In 2020, seriousness level 3 averaged sentences of 45 months. This group has seen increasing average sentences in recent years. Changes to average sentences may be due to the different types of crimes ranked as seriousness level 3.

TABLE 18
AVERAGE SENTENCES OF NEW COMMITMENTS TO ADC BY SERIOUSNESS
LEVEL 2016 - 2020

Seriousness Level	Average Sentence (months)					Average 2016-2020	Average Percent Change 2016- 2020
	2016	2017	2018	2019	2020		
Seriousness levels 1-2	34	39	43	41	42	40	5.7%
Seriousness level 3	36	39	45	46	45	42	5.9%
Seriousness level 4	70	63	66	71	63	67	-2.2%
Seriousness level 5	70	67	70	72	71	70	0.4%
Seriousness level 6	86	91	99	98	92	93	1.9%
Seriousness level 7	116	120	129	128	122	123	1.4%
Seriousness level 8	164	160	173	161	147	161	-2.5%
Seriousness level 9	294	297	320	321	313	309	1.6%
Seriousness level 10	422	475	373	415	416	420	0.6%

FIGURE 7: COMPARISON OF AVERAGE SENTENCES FOR NEW COMMITMENTS TO ADC BY SERIOUSNESS LEVEL 2016 – 2020



C. 2020 Release Population

Table 19 provides information about the population released from prisons in Arkansas in 2020. For each ID group, Table 20 presents the number of people released, the average length of stay in months, and the percent of releases by release type. Please note that the parole violator data for these data use the old ADC extract data violator reason. Updates to these data using the new violator reason data were not able to be made as of the release of this report.

Average Length of Stay

- The average length of stay for male new commitments demonstrated a direct correlation with seriousness level in 2020. Average length of stay ranged from between 8.7 months for seriousness levels 1-2, to 71.6 months for seriousness levels 8-10 (combined). The overall male average length of stay for 2020 was 19.9 months.
- The average length of stay of female new commitments across all seriousness levels in 2020 was 11.3 months. Lower-level offenders (1-6) averaged an average LOS of 9.1 months while higher level (7-10) averaged 28.1 months.
- The average LOS of male parole violators with a new charge released in 2020 was 21.9 months (1.8 years). Male technical parole violators averaged a LOS of 6.8 months.
- In 2020, the average LOS of female parole violators with a new charge was 14.0 months. Female technical parole violators averaged a LOS of 4.3 months.
- In 2020, 35 100 percent offenders were released from prison after serving an average length of stay of 116.0 months (9.7 years).

**TABLE 19
AVERAGE LENGTH OF STAY AND RELEASE TYPE FOR ADC RELEASES IN 2020**

ID Group	Number of Releases	Percent	Length of Stay (months)	Percent by Release Mechanism		
				Parole	Discharge	Other
Lifers	44	0.4%	358.8	7%	9%	84%
100 Percent Inmates	35	0.3%	116.0	14%	66%	20%
70 Percent Inmates	307	3.0%	87.1	78%	13%	9%
1 st Degree Murder	30	0.3%	133.7	80%	0%	20%
Rape	76	0.7%	139.5	49%	26%	25%
Aggravated Robbery	121	1.2%	79.2	88%	10%	2%
Kidnapping	5	0.0%	136.5	80%	0%	20%
Drug – Methamphetamine	75	0.7%	24.7	83%	11%	6%
New Commitments – Males	3,282	32.0%	21.2	93%	6%	1%
Seriousness levels 1-2	148	1.4%	8.7	95%	4%	1%
Seriousness level 3	993	9.7%	9.8	93%	6%	1%
Seriousness level 4	440	4.3%	16.1	90%	9%	1%
Seriousness level 5	487	4.7%	15.4	96%	3%	1%
Seriousness level 6	681	6.6%	24.8	92%	6%	2%
Seriousness level 7	310	3.0%	35.9	95%	4%	1%
Seriousness level 8-10	223	2.2%	71.6	89%	6%	5%
New Commitments – Females	777	7.6%	11.3	97%	3%	<1%
Seriousness levels 1-6	689	6.7%	9.1	97%	3%	0%
Seriousness levels 7-10	88	0.9%	28.1	97%	1%	2%
Parole Violators New Charge – Males	1,734	16.9%	21.9	95%	4%	1%
Seriousness levels 1-6	1,213	11.8%	18.6	94%	5%	1%
Seriousness levels 7-10	521	5.1%	29.7	96%	3%	1%
Parole Violators Technical – Males	3,443	33.6%	6.8	91%	9%	0%
Parole Violators New Charge – Females	211	2.1%	14.0	98%	2%	0%
Seriousness levels 1-6	166	1.6%	11.8	98%	2%	0%
Seriousness levels 7-10	45	0.4%	21.9	100%	0%	0%
Parole Violators Technical – Females	386	3.8%	4.3	94%	6%	0%
Unknown	37	0.4%	11.4	94%	3%	3%
TOTAL	10,256	100.0%	18.7	92%	7%	1%

Note: "Other" release category is a "catch-all" of minor prison release routes such as death and administrative closure. Total average LOS excludes lifers.

D. Special Population Analysis

The ADC requested an analysis of the elderly inmate population to be included in the forecast report beginning with this iteration. Attention to this population is important because aging inmates are more costly to incarcerate due to increased medical needs. Elderly inmates sentenced to longer sentences also contribute to bed stagnation over time as the beds utilized for this group do not turn over quickly and slowly stack up in prison.

Table 20 provides data for the ADC inmate population ages 55 and older. Nationally, the “graying” of state prisons stems from an increase in admissions of older people to prison and the use of longer sentences for more violent crimes. As seen in Table 20, the number of admissions of persons ages 55 and older has increased by an annual average of 3.9 percent since 2016. Further, this group’s average sentence is longer than the average sentence of all admissions for each of the five years examined. This group is also added to by existing long serving persons “aging into” the 55 and older cohort.

While the number of releases each year has outpaced admissions, these releases show significantly longer lengths of stay than the total release cohort. This longer length of stay will cause stacking in the end of year population. This is seen from 2016 to 2019 as the number of persons ages 55 and older in the year-end ADC population grew steadily year-on-year.

TABLE 20
HISTORICAL ADC POPULATIONS AGES 55 AND OLDER 2016-2020

Year	Admissions	Average Sentence at Admission (months)	End of Year Population	Releases	Average LOS (months)
2016	465	123.4	1,914	655	48.2
2017	526	119.9	1,920	647	53.4
2018	554	128.3	2,146	728	43.1
2019	645	120.2	2,235	783	44.9
2020	521	118.9	2,146	831	50.7
Average Percent Change	3.9%	-0.8%	3.1%	6.2%	2.1%

VII. KEY POPULATION PROJECTION ASSUMPTIONS

The inmate population projections contained in this report were completed using the Wizard simulation model. This model simulates the movement 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. Wizard simulates the movement of individual cases, by offense group, and projects each separately. Inmates sentenced under different sentencing policies move through the system differently. Preceding sections of this reports displayed the individual case level data used to build the model. JFA has made the following assumptions that have a significant impact on the projection results.

All forecast assumptions presented below are based on the overall assumption that the global pandemic and all relative effects of the prison population trends will persist until at least June 2021 before beginning to return to more normal operations. Most notably affecting the prison population rebound will be court processes returning to full capacity and how the backlog of cases will be dealt with. Arkansas has a high plea rate for felony court cases, and this should aid in clearing court backlogs and returning ADC admissions to near pre-pandemic levels by the end of 2021.

A. Future transfer eligibility rates for new offenders will mimic those observed during 2020.

Table 21 displays the number and rates at which new law offenders were not released at the transfer eligibility dates for 2019 and 2020. As can be seen in Table 21, approximately 48 percent of all new commitment inmates released are held beyond their transfer eligibility date and serve an average of 9.8 months beyond that date before being released. The statistics shown in Table 21 are included in the simulation model, broken out by gender, and are assumed to continue over the forecast horizon. As the data for 2020 do not differ significantly from 2019, the impact of the COVID-19 pandemic is not considered to be substantial for this statistic. It is assumed that transfer eligibility rates observed in 2020 will continue throughout the forecast horizon.

TABLE 21
ADC INMATES (RELEASED VIA DISCHARGE OR PAROLE) HELD BEYOND
TRANSFER ELIGIBILITY DATE IN 2019 & 2020

ID Group*	Total Released via Discharge/Parole	Total Held Beyond Transfer Eligibility Date	Percent Held Beyond Transfer Eligibility Date	Average Months Held Beyond Transfer Eligibility Date
2019				
New Commitments – Males	3,775	1,999	53.0%	10.1
New Commitments – Females	879	351	39.9%	5.3
TOTAL	4,654	2,350	50.5%	9.3
2020				
New Commitments – Males	3,256	1,644	50.5%	10.6
New Commitments – Females	782	305	39.0%	5.5
TOTAL	4,038	1,949	48.3%	9.8

**Analysis does not include prisoners with an offense date before 1/1/1994, lifers, parole violator returns and 70 percenters.*

B. The sentence group composition of future annual new court commitments is assumed to be the same as the composition of new commitments during 2020.

Table 19 presented the sentencing profiles for newly committed inmates by seriousness level. Future new commitments are assumed to “look like” these new commitment admissions in terms of the proportion of admitting charges, sentences received, good time credit awards, and serving times to parole eligibility. Sentences observed in 2020 by severity level were consistent with sentences observed in 2019, indicating no effect from the COVID-19 pandemic. It is assumed that sentences observed in 2020 will be the same throughout the forecast horizon.

C. Parole revocation admissions to ADC will be at the level observed during 2020.

As previously noted in the report, the number of parole violators returned are slightly increasing for males and slightly declining for females. The volume of parole revocations admitted in 2020 were as expected and seem unaffected by the COVID-19 pandemic. It is assumed the level for both males and females will remain constant at levels observed in 2020 over the forecast horizon.

D. Projections New Commitment Assumption.

New Court Commitments into the ADC decreased dramatically in 2020 because of the COVID-19 pandemic and restriction measures. By the first 3 months of 2021, admissions had begun to rebound and were on track to increase close to 2019 levels. It is assumed the rebound of new court admissions into ADC will take approximately 20 months from January 2020- most of the increase predicted to occur from May to December. This is a 10 percent increase in new admissions in 2021. The rebound admissions rate is aggressive compared with what other states around the country are predicting but is based on the high plea bargain rate in Arkansas and the state leadership’s commitment to fully open

operations. From there new court commits to ADC will mirror the state demographic growth trends.

VIII. PRISON POPULATION PROJECTIONS FOR 2021-2031

Table 22 and Figure 8 display the ADC projected inmate populations for the period 2021 to 2031. The tables include the projections using the base model assumptions. A more detailed breakdown of the forecast by gender and by month is presented in the Appendix of this document.

Projections included in this report were produced using the Wizard simulation model which projects bed space needs regardless of housing location or type. The Wizard model, at its most basic level, uses the calculation of:

$$\textit{Admissions} \times \textit{Length of Stay} = \textit{Population}$$

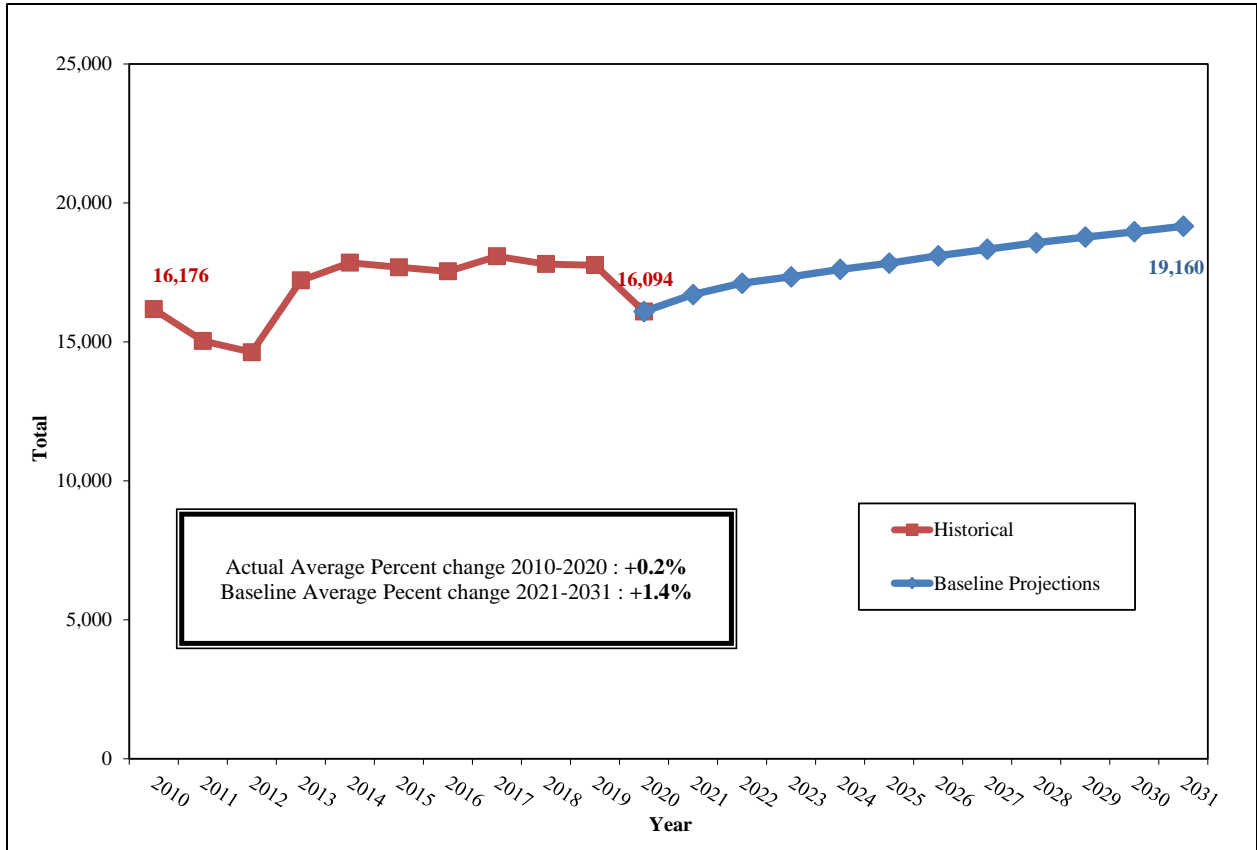
Forecasts produced under this method will account for shorter sentencing for offenders cycling faster through the system and the stacking effect of lifers, release restricted offenders with long length of stays. All these complex interplays are present in the Arkansas prison system and influence the resulting projections.

- At the end of December 2031 19,160 offenders are projected to be under the jurisdiction of the ADC.
- At the end of 2020, the inmate prison population was 16,094. Under the projection, the population is projected to increase to 16,704 inmates at the end of 2021 and then to increase to 18,100 in 2026. The projected growth represents average annual increases of 1.4 percent per year through the year 2031.
- Under the projections, the male inmate population is projected to grow an annual average of 1.4 percent between 2021 and 2031 while the female inmate populations are projected to grow an average of 1.2 per year.

**TABLE 22
HISTORICAL AND PROJECTED END OF YEAR ADC POPULATION 2010-2031**

	Year	Males	Females	Total
Historical (Actual) Population	2010	15,013	1,163	16,176
	2011	13,948	1,087	15,035
	2012	13,568	1,059	14,627
	2013	15,881	1,330	17,211
	2014	16,453	1,397	17,850
	2015	16,282	1,402	17,684
	2016	16,161	1,376	17,537
	2017	16,665	1,413	18,078
	2018	16,396	1,403	17,779
	2019	16,188	1,571	17,759
		2020	14,781	1,313
Projected Population	2021	15,318	1,386	16,704
	2022	15,693	1,419	17,112
	2023	15,908	1,436	17,344
	2024	16,156	1,455	17,611
	2025	16,361	1,471	17,832
	2026	16,614	1,486	18,100
	2027	16,832	1,501	18,333
	2028	17,048	1,519	18,567
	2029	17,241	1,532	18,773
	2030	17,420	1,544	18,964
	2031	17,598	1,562	19,160
Historical Change	Numeric Difference 2010-2020	-232	150	-82
	Percent Difference 2010-2020	-1.5%	12.9%	-0.5%
	Average Percent Difference 2010-2020	1.3%	2.8%	0.2%
Projected Change	Numeric Difference 2021-2031	2,281	175	2,456
	Percent Difference 2021-2031	14.9%	12.6%	14.7%
	Average Percent Difference 2021-2031	1.4%	1.2%	1.4%

**FIGURE 8
HISTORICAL AND PROJECTED
ADC POPULATION 2010-2031**



**TABLE 23
PROJECTED TOTAL ADC POPULATION BY MONTH 2021-2031**

Year	January	February	March	April	May	June	July	August	September	October	November	December
Actual 2021	16,119	16,120	16,088	16,250	16,313	16,560	16,638	16,655	16,698			
2021	16,169	16,193	16,193	16,275	16,324	16,553	16,577	16,590	16,593	16,637	16,662	16,704
2022	16,558	16,608	16,626	16,657	16,701	16,678	16,702	16,747	16,761	16,834	16,858	17,112
2023	16,891	16,915	16,908	16,931	16,950	16,971	17,011	17,036	17,060	17,087	17,105	17,344
2024	17,201	17,223	17,252	17,266	17,259	17,303	17,325	17,418	17,480	17,525	17,497	17,611
2025	17,558	17,593	17,587	17,629	17,649	17,670	17,676	17,724	17,761	17,795	17,836	17,832
2026	17,839	17,866	17,903	17,893	17,925	17,950	17,970	18,007	18,021	18,061	18,095	18,100
2027	18,200	18,207	18,223	18,281	18,312	18,330	18,341	18,398	18,401	18,430	18,433	18,333
2028	18,534	18,557	18,591	18,648	18,715	18,763	18,800	18,779	18,812	18,864	18,907	18,567
2029	18,885	18,881	18,900	18,946	18,919	18,948	18,979	19,003	19,017	19,067	19,123	18,773
2030	19,186	19,177	19,178	19,236	19,233	19,244	19,251	19,225	19,269	19,266	19,277	18,964
2031	19,365	19,387	19,381	19,354	19,432	19,459	19,488	19,485	19,478	19,525	19,510	19,160

**TABLE 24
PROJECTED FEMALE ADC POPULATION BY MONTH 2021-2031**

Year	January	February	March	April	May	June	July	August	September	October	November	December
Actual 2021	1,324	1,341	1,339	1,356	1,360	1,377	1,401	1,397	1,415			
2021	1,328	1,347	1,348	1,358	1,355	1,374	1,376	1,377	1,377	1,381	1,383	1,386
2022	1,373	1,377	1,378	1,381	1,385	1,383	1,385	1,388	1,389	1,396	1,398	1,419
2023	1,399	1,401	1,400	1,402	1,403	1,405	1,409	1,411	1,413	1,415	1,416	1,436
2024	1,421	1,423	1,425	1,426	1,426	1,429	1,431	1,439	1,444	1,448	1,445	1,455
2025	1,449	1,451	1,451	1,454	1,456	1,458	1,458	1,462	1,465	1,468	1,471	1,471
2026	1,465	1,467	1,470	1,469	1,472	1,474	1,475	1,478	1,480	1,483	1,486	1,486
2027	1,491	1,491	1,492	1,497	1,500	1,501	1,502	1,507	1,507	1,509	1,510	1,501
2028	1,516	1,518	1,521	1,525	1,531	1,535	1,538	1,536	1,539	1,543	1,547	1,519
2029	1,541	1,541	1,542	1,546	1,544	1,546	1,549	1,551	1,552	1,556	1,560	1,532
2030	1,562	1,561	1,561	1,566	1,566	1,566	1,567	1,565	1,568	1,568	1,569	1,544
2031	1,578	1,580	1,580	1,577	1,584	1,586	1,588	1,588	1,587	1,591	1,590	1,562

**TABLE 25
PROJECTED MALE ADC POPULATION BY MONTH 2021-2031**

Year	January	February	March	April	May	June	July	August	September	October	November	December
Actual 2021	14,795	14,779	14,749	14,894	14,953	15,183	15,237	15,258	15,283			
2021	14,841	14,846	14,845	14,917	14,969	15,179	15,201	15,213	15,216	15,256	15,279	15,318
2022	15,185	15,231	15,248	15,276	15,316	15,295	15,317	15,359	15,372	15,438	15,460	15,693
2023	15,492	15,514	15,508	15,529	15,547	15,566	15,602	15,625	15,647	15,672	15,689	15,908
2024	15,780	15,800	15,827	15,840	15,833	15,874	15,894	15,979	16,036	16,077	16,052	16,156
2025	16,109	16,142	16,136	16,175	16,193	16,212	16,218	16,262	16,296	16,327	16,365	16,361
2026	16,374	16,399	16,433	16,424	16,453	16,476	16,495	16,529	16,541	16,578	16,609	16,614
2027	16,709	16,716	16,731	16,784	16,812	16,829	16,839	16,891	16,894	16,921	16,923	16,832
2028	17,018	17,039	17,070	17,123	17,184	17,228	17,262	17,243	17,273	17,321	17,360	17,048
2029	17,344	17,340	17,358	17,400	17,375	17,402	17,430	17,452	17,465	17,511	17,563	17,241
2030	17,624	17,616	17,617	17,670	17,667	17,678	17,684	17,660	17,701	17,698	17,708	17,420
2031	17,787	17,807	17,801	17,777	17,848	17,873	17,900	17,897	17,891	17,934	17,920	17,598

IX. COMMUNITY CORRECTION CENTER POPULATION PROJECTIONS FOR 2021-2031

Beginning with this iteration of the prison forecast report, projections for the community corrections centers (CCC) will be presented in this report rather than in the ACC forecasting report.

As seen in Table 26, up until 2020 and the impact of COVID-19 mitigation measures, these facilities generally remained at capacity year-on-year. In 2020, the average daily population for all CCC fell below capacity. The forecast in Table 27 shows a steady increase in the ADP for the CCC, returning to capacity within the next few years.

It should be noted the CCC forecast is constructed under the current space restraints of the ACC centers, which have been operating at full capacity for many years. It is recommended that with improved data, a closer analysis of the overall need of bedspace in the CCC centers regardless of capacity be conducted to refine these estimates in the future.

Note: The population peaking factor is a rough estimate of maximum bed-space needs based on the actual average daily population. It is defined as the percentage that the population peak for the year was above the daily average. 2020 data is for May 2020-April 2021.

TABLE 26
HISTORICAL COMMUNITY CORRECTION CENTER AVERAGE DAILY
POPULATION BY UNIT WITH PEAKING FACTOR 2010-2020

CY	Central		East Central		Northeast		Northwest		Southwest		Omega	
	ADP	Peaking Factor	ADP	Peaking Factor	ADP	Peaking Factor	ADP	Peaking Factor	ADP	Peaking Factor	ADP	Peaking Factor
Capacity	150		350		240		126		525		300	
2010	149.7	0.3%	-	-	238.1	0.4%	98.2	1.4%	475.0	0.3%	281.4	0.8%
2011	148.2	1.2%	-	-	231.9	3.8%	96.3	3.7%	464.7	2.2%	242.4	18.8%
2012	147.0	3.4%	-	-	210.0	9.0%	96.0	4.2%	361.0	11.9%	278.0	5.0%
2013	149.3	1.1%	-	-	215.2	8.3%	98.9	4.1%	356.6	4.0%	272.3	9.2%
2014	149.0	2.1%	-	-	236.9	2.1%	99.7	2.3%	463.5	3.6%	282.0	3.5%
2015	149.3	3.8%	-	-	235.2	3.3%	99.9	2.1%	424.3	8.2%	283.5	5.1%
2016	153.4	5.0%	303.2	21.1%	226.9	6.7%	107.9	11.2%	455.3	9.2%	259.8	12.8%
2017	150.3	7.8%	350.6	7.8%	222.8	10.4%	107.3	9.0%	483.8	9.8%	297.2	5.3%
2018	155.6	5.9%	359.8	4.8%	221.6	11.9%	113.2	3.4%	455.1	5.7%	281.0	12.8%
2019	153.3	9.6%	357.9	6.2%	238.9	4.2%	119.7	7.8%	481.6	12.3%	294.9	8.9%
2020*	115.8	22.6%	257.5	35.2%	184.2	22.2%	103.8	14.6%	254.9	67.5%	205.8	32.2%
Average Percent Change 2010-2020	-2.2%		-14.3%		-2.1%		0.7%		-3.8%		-2.2%	

Note: Central, East Central and Northeast counts include drug treatment cases.

TABLE 27
PROJECTIONS OF CCC AND SSC POPULATIONS 2021 – 2031

CY	Central CCC	East Central CCC	Northeast CCC	Northwest CCC	Southwest CCC	Omega	Total
2020 Actual	116	258	184	104	255	206	1,123
2021	126	280	200	113	301	237	1,257
2022	132	293	209	118	326	257	1,335
2023	135	300	214	121	344	271	1,385
2024	138	307	219	124	353	278	1,419
2025	142	315	225	127	362	285	1,456
2026	145	323	230	130	371	292	1,491
2027	149	331	236	133	380	299	1,528
2028	153	339	242	137	390	307	1,568
2029	156	348	248	140	399	314	1,605
2030	160	356	254	144	409	322	1,645
2031	164	365	261	147	420	330	1,687
Average Percent Change 2021-2031	3.2%	3.2%	3.2%	3.2%	4.7%	4.4%	3.8%

Note: Forecast peaking factor is determined by averaging the most recent 2 years of actual peaking factor.

LIST OF SOURCES

- Table 1
ADC data extract year-end snapshot files (Dec. 31, 2019 and Dec. 31, 2020).
- Tables 2 and 3
US Census Bureau and University of Arkansas Institute for Economic Development.
- Table 4
Resident population: U.S. Census Bureau, Population estimates for July 1, 2020.
Crime: Uniform Crime Reports, Crime in the United States – 2019, Federal Bureau of Investigation.
US prison population: Prisoners in 2019, Bureau of Justice Statistics, October 2020; Arkansas Department of Correction Statewide Population Report.
Arkansas prison population: ADC Research and Planning.
US and Arkansas incarceration rate: Prisoners in 2019, Bureau of Justice Statistics, October 2020; US (excludes federal prisons); Rate is for adults (ages 18 and above) only.
- Table 5
ADC Research and Planning.
- Tables 6 – 8, Figures 1 and 2
ADC Planning & Research/JFA Associates' prison projections.
- Tables 9, 10, 11, and Figure 3
ADC data extract admissions files.
- Table 12
ADC data extract admissions files and ACC parole revocation data extract file
- Tables 13, 14, and Figure 4
ADC Research and Planning.
- Figure 5
Arkansas Board of Parole.
- Table 15
2010, 2012-2015: ADC Research & Planning. 2016 - 2020 data were generated using new extract file coding.
- Table 16
ADC data extract admissions files and ADC data extract year-end snapshot files
- Tables 17, 18, and Figures 6 and 7
ADC data extract admissions files.
- Tables 19 and 21
ADC data extract release files.
- Table 20
ADC data extract admissions and release files and ADC data extract year-end snapshot files
- Table 26
ACC Planning and Evaluation.