



STATE OF MICHIGAN
DEPARTMENT OF CORRECTIONS
LANSING

JENNIFER M. GRANHOLM
GOVERNOR

PATRICIA L. CARUSO
DIRECTOR

DATE: February 1, 2005

TO: Senator Alan L. Cropsey, Chair
Senate Appropriations Subcommittee on Corrections
Representative Jack Brandenburg, Chair
House Appropriations Subcommittee on Corrections

FROM: Patricia L. Caruso, Director

SUBJECT: Prison Population Projections

Section 401 of 2004 P.A. 345 requires that the Department of Corrections submit three and five year prison population projections on February 1st. I am pleased to report that the prison population decreased in 2004 by another 330 inmates for the year as a whole (-0.7%) as a result of the department's Five Year Plan to Control Prison Growth. This represents the second consecutive year of population decline - following a drop of 572 in 2003 - bringing the year-end 2004 prison population down to 48,557. This is 902 lower than at the end of calendar year 2002 and represents a two-year decline of 1.8%. The projections issued last year at this time have turned out to be 99.3% accurate with only 361 fewer inmates than what we had projected.

The most prominent factor within the Five Year Plan that drove another prison population decline in 2004 was a further drop in prison admissions. Preliminary data show that the 6.7% prison intake decline experienced in 2003 was followed by another 5% decrease in 2004 - a decline of approximately 500 admissions in 2004. The largest decrease in 2004 was among new court commitments (-9%). This reduced intake has been achieved in large part by the expanded and revitalized collaboration between state and local community corrections officials, the MDOC Field Operations Administration and local justice officials.

However, this positive outcome is tempered by renewed population growth during the past five months. The low point in the prison population actually occurred at the end of July. Since that time, the population has increased by 488 for an average of about 98 per month. The attached Prison Population Projection Report (MDOC/Policy and Strategic Planning Administration, January 2005) forecasts continued prison population growth at a similar pace throughout calendar year 2005 (an average of 85 per month). The implications for prison bedspace are best defined considering "availability thresholds" that serve as benchmarks. The current female bed capacity would fall below a 50-bed availability threshold by the spring of 2005, and the current male capacity would fall below a 300-bed availability threshold by the summer of 2005. If these availability thresholds are crossed, the Department will have to increase costs by bringing more beds on-line.

*Memorandum to Senator Cropsey and Representative Brandenburg
Annual Prison Population Projections
Page Two*

Beyond 2005, there is potential for population growth to accelerate, and it is a prudent course of action to plan for the eventuality that annual prison admissions could again approach the historic peak reached in 2002. Preliminary prison intake in 2004 was still 195 higher than in 2001, so an increase in 2006 comparable to the 2002 increase (+1,440 admissions) would be enough to set another new intake record. We are alert to this potential and are planning interventions to respond.

Several of the components of the Five Year Plan that have been implemented, such as expanding community sanctions for low-level offenders and the beginning stages of the Michigan Prisoner ReEntry Initiative, have obviously been very successful at controlling prison growth. Other components of the Five Year Plan that have not yet been implemented, most notably revisions to Michigan's sentencing guidelines which will require legislative action, are still needed. Longer term measures that have the greatest potential to control prison growth, such as full implementation of the Michigan Prisoner ReEntry Initiative, are still under development and will simply take time to bring to full fruition. Those components of the Plan that are being implemented are not sufficient to control growth over a sustained period of time. The remaining components need to be implemented in Fiscal Year 2005.

The attached Report shows the impact on the prison population that would result from a return to 2002 intake levels in 2006 and beyond. Strategic planning necessitates that we prepare for this possibility to ensure that appropriate measures are implemented to prevent such growth from occurring. We will not assume that declining or even stable prison intake can be maintained indefinitely without immediate progress on remaining initiatives and formulation of additional strategies. From an historical perspective, the prison population reductions of the past couple of years are unprecedented, as there was continuous growth during the ten previous years by an average of more than 1,400 per year.

A complication to our projection capability is that recent trends in the key factors that drive prison population have shown considerable volatility. For example, prison intake increased in December for the first time since last March; and moves to parole have decreased from the previous year for three consecutive months, on the heels of four consecutive months of increased paroles. Our current bed space availability is such that only marginal population growth can be accommodated. For these reasons we have entered a period of uncertainty.

We will soon provide you with more specific information about the remaining components of the Five Year Plan to Control Prison Growth as well as proposed new initiatives, and we will monitor the accuracy of the attached projections. As ever, we eagerly anticipate working with you to control prison growth while ensuring protection of the public.

ATTACHMENT

- c: Mary A. Lannoye, Office of the State Budget
- Jacques McNeely, Office of Public Protection
- Marilyn Peterson, House Fiscal Agency
- Bethany Wicksall, Senate Fiscal Agency
- MDOC Executive Policy Team

REPORT TO THE LEGISLATURE
Pursuant to P.A. 345 of 2004
Section 401
Prison Population Projection Report
January 2005

Review of preliminary, full-year intake and release trends in 2004 compared to 2003 show that investments in administrative and statutory measures to control prison population growth under the department's Five Year Plan to Control Prison Growth have been effective. Prison population finished calendar year 2004 at 48,557 – which was down by 330 total inmates for the year as a whole (a decline of 0.7%). This was the second consecutive annual decline in prison population, and represents a 2-year decrease of 902 inmates (-1.8%).

Official prison population projections issued in February of 2004 concluded the year 361 higher than actual population (+0.7%). This is an exceptional level of accuracy with a prison population of this size, particularly given the number of initiatives that comprise the Five Year Plan. Nevertheless, the nominal over projection suggests that the forecast can be lowered somewhat for at least the upcoming year.

Beyond a year into the future, caution dictates that the possibility of increased prison intake (following two years of decline) must be built into the projections. Rather than what **will** happen, this is an indicator of what **could** happen absent the aggressive implementation of existing and new initiatives to further control growth. Prison population growth of this magnitude would certainly far exceed planned capacity and cause unprecedented and additional pressures on the State budget, so we must plan to achieve a different outcome than what is otherwise expected.

Key Corrections Trends

Prison Intake

The primary trend that led to reduced prison population in 2004 - and somewhat improved expectations for 2005 - is prison intake. The all-time highest single year for prison intake was 2002, with over 11,000 new prison admissions. In 2003, prison intake fell by more than 6%, and in 2004 it fell by another 5%. Our revised projections assume a modest admissions increase in 2005, but then assume a return to 2002 levels in 2006 and thereafter unless remaining components of the Five Year Plan to Control Prison Growth are implemented (such as revisions to sentencing guidelines) and other measures such as the fledgling prisoner reentry initiative progress without delay.

Conditional Reintegration Program (CRP) Prisoner Population

The CRP population fell by 42% (-196) to 274, and is expected to continue to fall as the pre-Truth in Sentencing (TIS) population gradually falls to zero. The Truth in Sentencing law prohibits housing affected State prisoners anywhere other than in secure institutions and camps until at least their full minimum sentences are served. Post-ERD (earliest release date) prisoners are now also accepted into the program under certain conditions, but more than half of the current CRP population continues to be pre-TIS cases. It is useful to recall that the CRP prisoner population peaked in 1992 at nearly 3,500 low-risk offenders.

Parole

Moves to parole decreased by more than 3% in 2004, mostly because of fewer drug-sentence cases available to parole following PA 670 drug law reform as well as the recent implementation of the department's "Zero Gun Tolerance" policy. Over time, it is assumed that the annual number of paroles will stabilize until and unless additional initiatives can further impact the parole approval rate without jeopardizing public safety.

Parole Violator Technical Returns to Prison

Despite the small decrease in moves to parole in 2004, the number of moves was still large enough to increase the parole population by nearly 4%. As expected, the 2,512 increase in the parole population over the past two years led to an accompanying increase in parole violator technical (PVT) returns, from 2,161 PVT's in 2003 to a preliminary figure of 3,019 in 2004. This is still lower than the peak year of 3,289 PVT's in 2002. Given the assumption that the annual number of moves to parole will stabilize, the annual number of PVT's should level off as well.

Prison Population Projections and Bedspace

Chart 1 summarizes the revised and extended prison population projections through 2009, and shows the tremendous gains in prison population stability achieved in 2003-2004 compared to the immediately preceding years. Table 1 (quarterly figures) and Table 2 (monthly figures) show the specific revised projection details.

In conclusion, continued benefits of the initial components of the Five Year Plan to Control Prison Growth have reduced prison population over the past two years, but renewed growth of nearly 100 per month during the past 5 months has exposed the tenuous nature of these achievements. Continued monthly growth at roughly that rate throughout 2005 would push prison population above bed availability thresholds and require bringing more capacity on-line. Clearly, the remaining components of the Five Year Plan must proceed without delay, and additional new measures must be devised and implemented in Fiscal Year 2005.

Chart 1

Michigan Department of Corrections
PROJECTED PRISON POPULATION

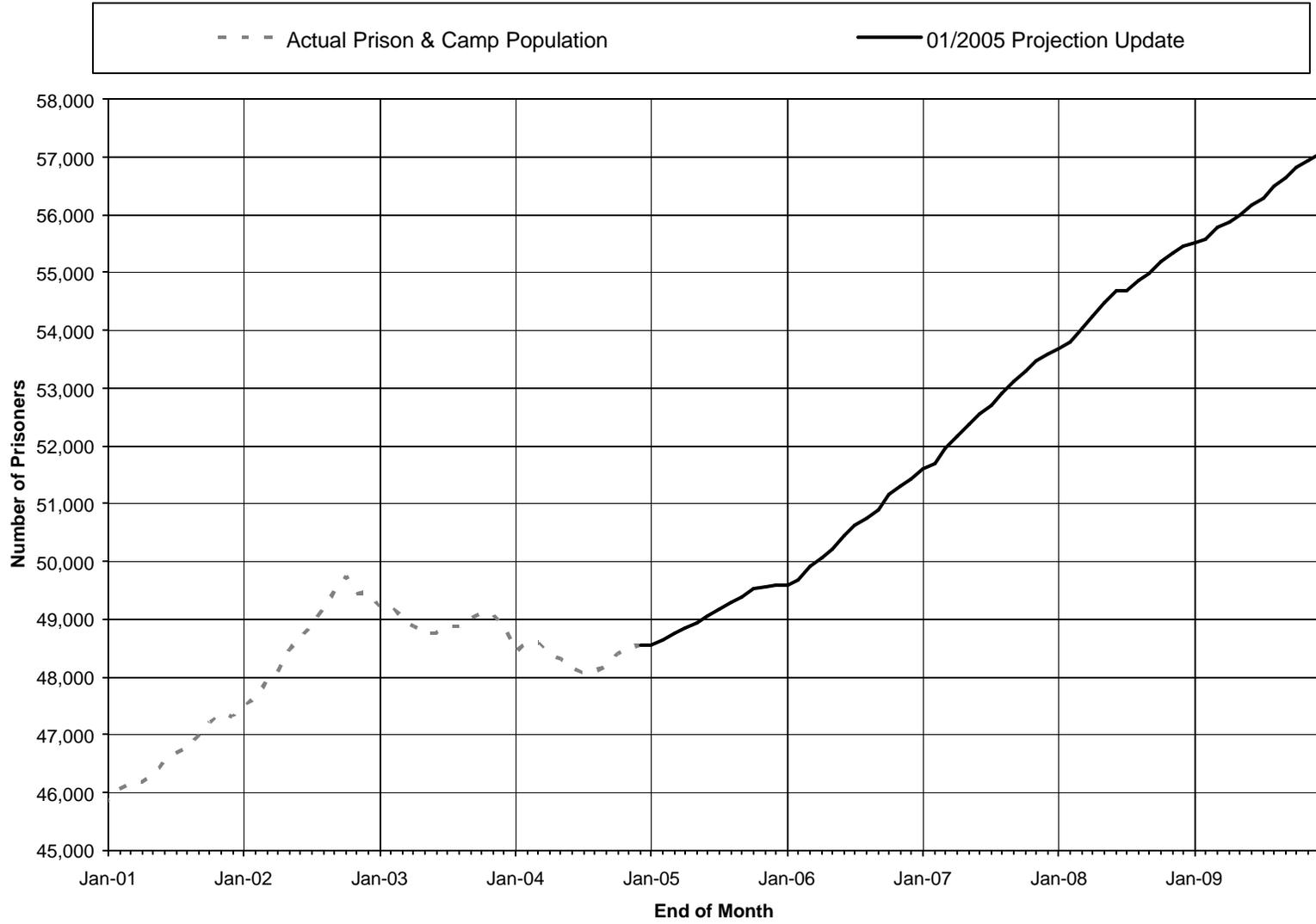


Table 1

**Projected Prison Population
February, 2005**

<u>End of Month</u>	<u>Total Prisoner Population Projection</u>	<u>Subtract Estimated CRP</u>	<u>Projected Prison/Camp Population</u>	<u>Yearly Growth</u>
Mar-05	48,968	215	48,753	
Jun-05	49,235	185	49,050	
Sep-05	49,530	155	49,375	
Dec-05	49,707	125	49,582	1,025
Mar-06	50,017	95	49,922	
Jun-06	50,499	65	50,434	
Sep-06	50,956	60	50,896	
Dec-06	51,490	60	51,430	1,848
Mar-07	52,025	60	51,965	
Jun-07	52,602	60	52,542	
Sep-07	53,163	60	53,103	
Dec-07	53,659	60	53,599	2,169
Mar-08	54,084	60	54,024	
Jun-08	54,748	60	54,688	
Sep-08	55,050	60	54,990	
Dec-08	55,504	60	55,444	1,845
Mar-09	55,830	60	55,770	
Jun-09	56,237	60	56,177	
Sep-09	56,699	60	56,639	
Dec-09	57,111	60	57,051	1,607

Table 2

**Projected Prison Population
February, 2005**

<u>End of Month</u>	<u>Total Prisoner Population Projection</u>	<u>Subtract Estimated CRP</u>	<u>Projected Prison/Camp Population</u>	<u>Yearly Growth</u>
Jan-05	48,812	255	48,557	
Feb-05	48,890	235	48,655	
Mar-05	48,968	215	48,753	
Apr-05	49,056	205	48,851	
May-05	49,144	195	48,949	
Jun-05	49,235	185	49,050	
Jul-05	49,343	175	49,168	
Aug-05	49,448	165	49,283	
Sep-05	49,530	155	49,375	
Oct-05	49,677	145	49,532	
Nov-05	49,692	135	49,557	
Dec-05	49,707	125	49,582	1,025
Jan-06	49,715	115	49,600	
Feb-06	49,795	105	49,690	
Mar-06	50,017	95	49,922	
Apr-06	50,138	85	50,053	
May-06	50,275	75	50,200	
Jun-06	50,499	65	50,434	
Jul-06	50,687	60	50,627	
Aug-06	50,813	60	50,753	
Sep-06	50,956	60	50,896	
Oct-06	51,208	60	51,148	
Nov-06	51,357	60	51,297	
Dec-06	51,490	60	51,430	1,848
Jan-07	51,654	60	51,594	
Feb-07	51,759	60	51,699	
Mar-07	52,025	60	51,965	
Apr-07	52,216	60	52,156	
May-07	52,434	60	52,374	
Jun-07	52,602	60	52,542	
Jul-07	52,758	60	52,698	
Aug-07	52,967	60	52,907	
Sep-07	53,163	60	53,103	
Oct-07	53,353	60	53,293	
Nov-07	53,532	60	53,472	
Dec-07	53,659	60	53,599	2,169
Jan-08	53,731	60	53,671	
Feb-08	53,846	60	53,786	
Mar-08	54,084	60	54,024	
Apr-08	54,295	60	54,235	
May-08	54,547	60	54,487	
Jun-08	54,748	60	54,688	
Jul-08	54,748	60	54,688	
Aug-08	54,923	60	54,863	
Sep-08	55,050	60	54,990	
Oct-08	55,263	60	55,203	
Nov-08	55,413	60	55,353	
Dec-08	55,504	60	55,444	1,845
Jan-09	55,573	60	55,513	
Feb-09	55,644	60	55,584	
Mar-09	55,830	60	55,770	
Apr-09	55,930	60	55,870	
May-09	56,053	60	55,993	
Jun-09	56,237	60	56,177	
Jul-09	56,361	60	56,301	
Aug-09	56,540	60	56,480	
Sep-09	56,699	60	56,639	
Oct-09	56,875	60	56,815	
Nov-09	57,012	60	56,952	
Dec-09	57,111	60	57,051	1,607