



Criminal Legal Landscape for the **State of Colorado**

An Overview of Adult & Youth Justice Systems

2023



Acknowledgements

The JFA Institute would like to thank the research and design team who helped create and visually represent the data in the report.

The JFA institute

Wendy Ware, President

Dr. James Austin, Director of Strategic Initiatives

Lori Pacheco, Research Associate

Roger Ocker, Senior Research Associate

The JFA Institute would also like to thank Alison Lawrence of the National Council of State Legislature.

This report was commissioned by the Public Welfare Foundation.

The JFA Institute

The JFA Institute (JFA) is a non-profit, 501(c)(3), multi-disciplinary research organization. JFA's mission is to conduct theoretical and applied research on the causes of crime and the justice system's responses to crime and offenders. JFA receives funding solely from outside sources including federal, state, and local governmental agencies, as well as from foundations interested in developing and evaluating innovative crime prevention, law enforcement, sentencing and correctional policies and programs designed to reduce crime and to improve the quality of the adult and juvenile justice systems.

Public Welfare Foundation

For over 75 years, the Public Welfare Foundation has supported efforts to advance justice and opportunity for people in need. Today, the Foundation's efforts focus on catalyzing a transformative approach to justice that is community-led, restorative, and racially just through investments in criminal justice and youth justice reforms. These efforts honor the Foundation's core values of racial equality, economic well-being, and fundamental fairness for all.

INTRODUCTION

The Colorado Justice Data Landscape Report is provided as a service to the public and to policy makers interested in Colorado’s adult criminal and youth justice systems. This report is a compilation of existing information available on criminal justice systems that should be seen as a summary and a benchmark for future data metrics. It is not intended to be an exhaustive or single-use resource. The report also provides an overview of Colorado’s adult and juvenile justice legislation from 2013 to present. Direct links to how this legislation may have quantitatively affected the criminal justice system cannot be made from this analysis.

This report is first an almanac of key criminal justice system indicators but can serve as a means to highlight areas where more in-depth research can be done to expand understanding on how demographics, socio-economic factors, and racial inequities can influence an individual’s involvement in the Colorado justice system.

Criminal justice systems are often complex and influenced by many factors. It is impossible to attribute a single cause or condition to “explain” what may cause crime, individual behaviors, or emerging trends that cause harm or jeopardize public safety. The best we can hope for is to use historical data and provide context to explain trends and better inform policy makers.

Government policy should be based on informed decision making and this report is designed as a visual summative reference document of tables, charts, and narrative to offer highlights into criminal justice trends in Colorado. The most up to date trend data on state demographic, socio-economic factors, crime, arrests, court processes, incarceration, and community supervision are provided by age, race/ethnicity, gender, and region, where available.

This report attempts to use “person first” language where possible and will generally use this language unless directly referring to, citing or quoting data sources. Words that encompass and define multiple groups of individuals and situations, like homeless or absconder, remain unchanged.

EXECUTIVE SUMMARY

The presentation of data in this report shows Colorado as a State that has been greatly impacted by high levels of overall population growth over the past twenty years. According to U.S. Census data, Colorado's overall population grew every year in the last decade making it the 6th fastest growing state in the US since 2010¹. During that time, the population became less White with People of Color making up almost 35 percent of the state population by 2022. While this percentage is still well below the comparable US percentage, it marks a sizeable shift in Colorado demographics. Total population growth was concentrated in but not limited to urban areas.

While the resident population grew, Colorado also experienced positive metrics of prosperity as the unhoused population and unemployment declined universally prior to 2020. After implementation of COVID-19 societal restrictions in 2020, Colorado saw a sharp increase in unemployment to over two and half times that of pre-COVID levels, followed by a quick rebound two years later. The unhoused population has been a recent issue in Colorado's Denver capital area since COVID, gaining both political and media attention. Incidents of homelessness in the metro Denver area have increased almost 30 percent since 2019. The number of individuals experiencing homelessness throughout the rest of the state, however, followed a different trend, declining slightly from 2020 to 2022.

Like national trends, crime rates in Colorado have been on a long-term trajectory of decreasing. Because of Colorado's rapidly growing population, it is necessary to examine crime as a rate standardized against the size of the state population. Beginning in 2021, Colorado experienced a sharp rebounding increase in both violent and property crime rates, although the increases were pocketed to certain crimes in each category. Total increases in the violent crime rate were fueled by an increase in aggravated assaults while increases in the total property crime rate were fueled by a spike in thefts of motor vehicles and motor vehicle parts.

Court filings, felony case resolutions, and sentence dispositions have remained stable in recent years, with declines in 2020 due to COVID-19 court shutdowns. Directly related to the slowing of case processing by courts and decreased law enforcement activity, newly sentenced prison admissions and jail bookings both saw a downward trajectory.

Like US trends, all Colorado adult incarcerated and supervised populations were greatly impacted. As the pandemic waned in recent years, these populations have begun to rebound but have yet to reach pre-CVOID levels.

Colorado's Youthful Offender System continues its long-term de-incarceration trend, housing less than one-quarter of the youths it did in 2005. This is the result of a historic movement in 1991 by the state to limit the use of the criminal justice system for youths.

As Colorado and the nation move beyond the impacts of COVID 19, it is important to learn from both the non-intended impacts and the impacts of measures taken intentionally to address the pandemic on the criminal justice system to better inform future decision making.

Table of Contents

Acknowledgements.....	1
The JFA Institute.....	1
Public Welfare Foundation	1
Introduction	2
Executive Summary.....	3
Overview	6
Colorado Resident Population by Demographic Attributes	8
Race & Ethnicity	8
Gender	9
Age	9
Urban/Rural	10
The At-Risk Population (Males Ages 15-35).....	10
Projections of the Colorado Resident Population	12
Timeline of Criminal Justice legislation in colorado	13
Crime and Arrest in Colorado	15
Law Enforcement	15
Violent Crime	15
Property Crime.....	17
Crime Trends.....	21
Court Filings in Colorado.....	26
New County Court Case Filings	27
New District Court Felony Case Filings	28
Colorado Adult Prisons	30
Probation in Colorado.....	42
New Probation Cases	42
Parole in Colorado.....	49
Colorado Community Corrections	52
Average Daily Population in Community Corrections Facilities	53
Jails in Colorado	55
OTHER external factors.....	60
Homelessness in Colorado.....	60
Homelessness and Race.....	63

Homelessness and Age	65
Unemployment in Colorado	66
Colorado Juvenile Justice	70
Conclusion.....	77
Appendix I: Colorado Criminal Justice Legislative Milestones.....	79
Appendix II Table of Figures and Tables	85
Appendix III: Endnotes	87

OVERVIEW

Covering over 104,000 square miles that straddle the Rocky Mountains, Colorado is the 8th largest state by area in the US. The Rockies divide the State into four distinct geographical regions, the Plains comprise approximately half of the State east of the Rockies, the Mountains comprise the mountain ranges running north to south through the middle of the State, the San Luis Valley which covers most of the central-south part of the State, and the Western Slope which makes up the area west of the Rocky Mountains. These geographical divides also demarcate distinct socio-economic regions and industries in the State.

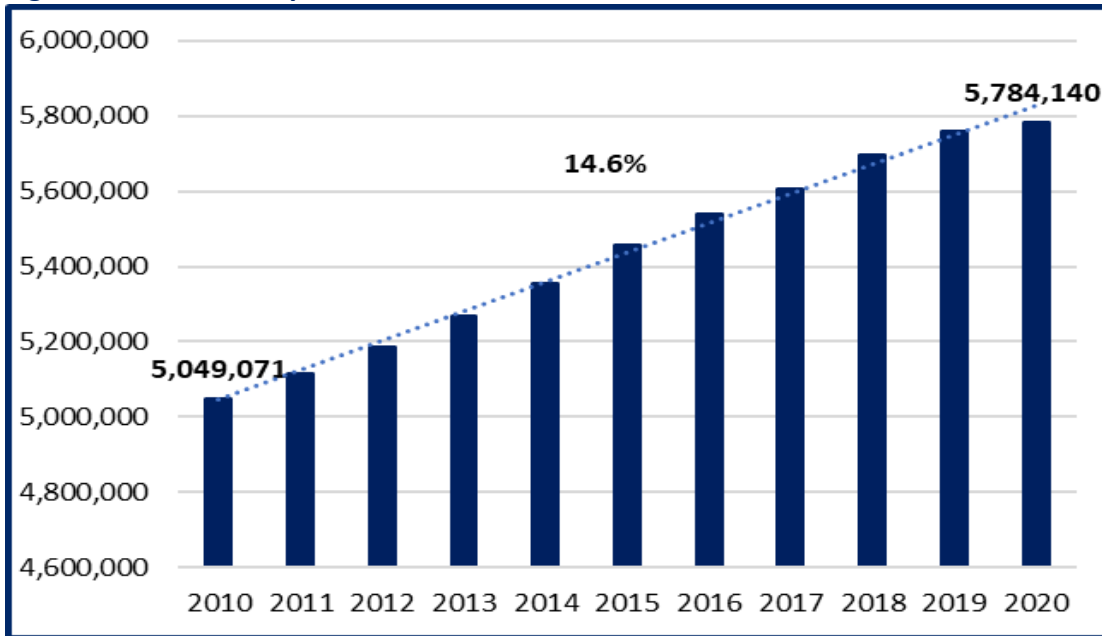
Colorado is bordered by Utah on the west, New Mexico and Oklahoma on the south, Kansas to the east, Nebraska to the northeast, and Wyoming to the north. Colorado has two distinct populous areas. The largest is the Front Range Urban Corridor running north to south along the eastern edge of the Rocky Mountains where over 70 percent of the State's population resides. This area includes the cities of Denver, Boulder, Fort Collins, Loveland, Castle Rock, Colorado Springs, Pueblo, Greeley, and numerous municipalities in between. The second, albeit smaller, population dense area in the State is in-and-around the city of Grand Junction on the Western Slope.

Colorado is made up of 64 counties. As of the 2020 Census, 11 of these counties had populations of over 100,000 residents, with all but one of the eleven being in the Front Range Urban Corridor. Colorado had 13 counties with a population of less than 5,000 residents in 2020. The most populous city in 2020 was the capital, Denver. A Metropolitan Statistical Area is defined as a geographical region with a relatively high population density with close economic ties throughout the region. The Denver Metropolitan Statistical Area (MSA), which is the largest of Colorado's 6 MSAs, is made up of 10 counties. In 2020, the Denver MSA contained over 50 percent of the State's total resident population.

The Colorado of the 2020 Census was the result of significant population growth in the previous decade (Figures 1 and 2). The State resident population increased by just under 730,000 persons between 2010 and 2019, an increase of 14.1 percent. This is the 3rd largest percentage increase of any State during this time.

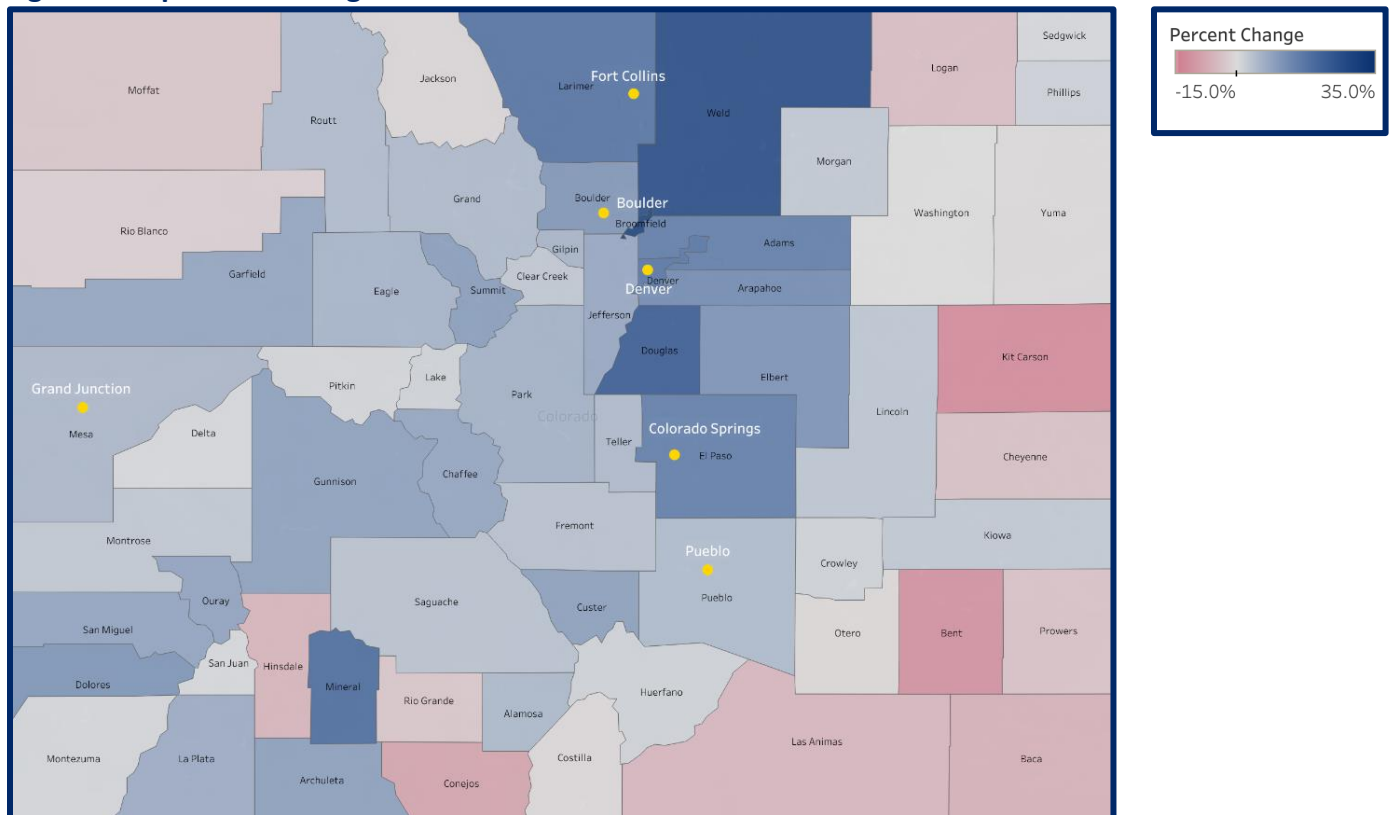
Most of this growth occurred between 2010 and 2015 and was concentrated in the Front Range Urban Corridor. Statewide, the population density increased in Colorado from 48.5 persons per square mile in 2010 to 55.7 persons per square mile in 2020.

Figure 1. Colorado Population 2010 – 2020



Source: Census.gov

Figure 2. Population Change 2010 to 2020



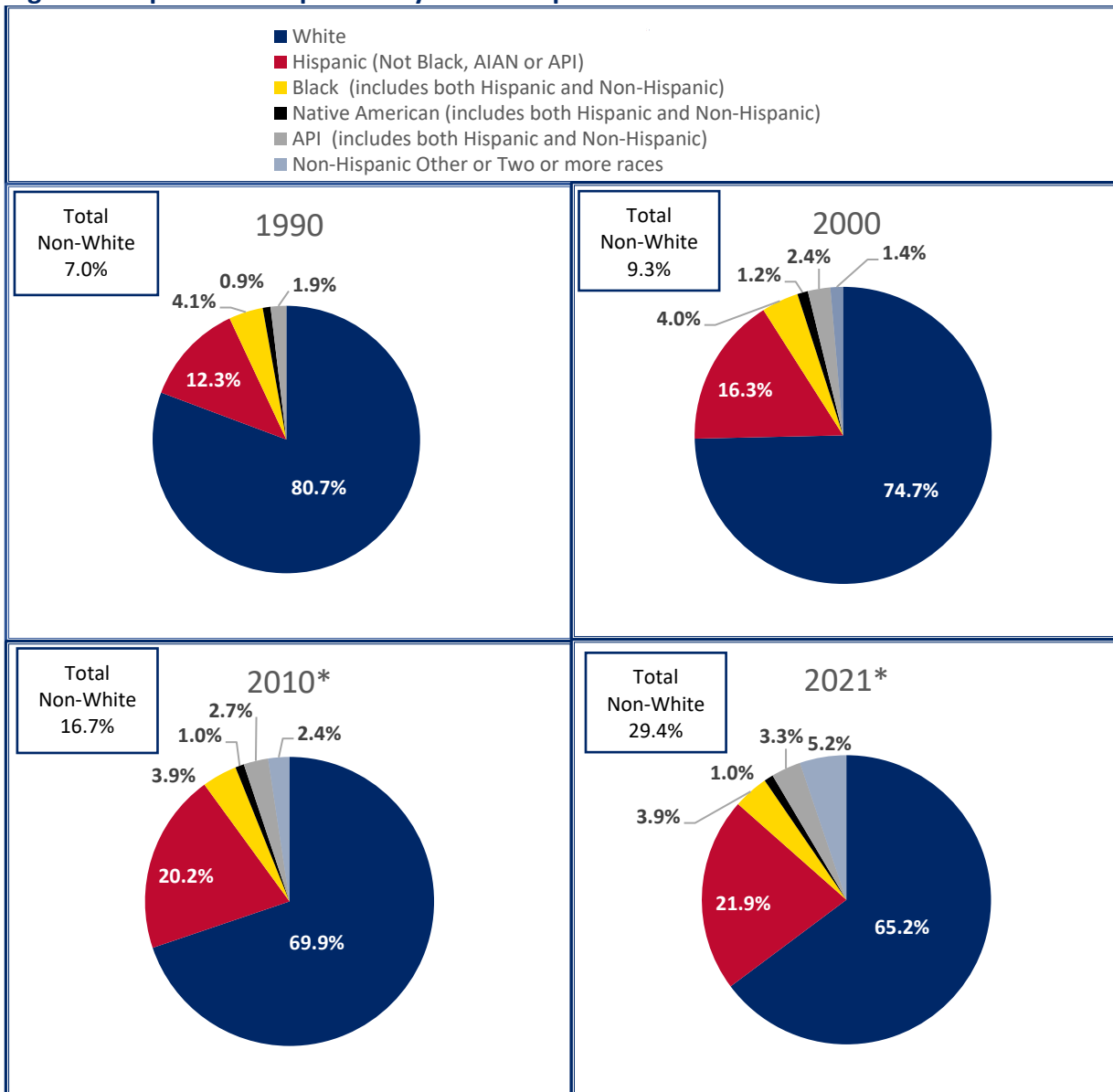
Source: Census.gov

Colorado Resident Population by Demographic Attributes

Race & Ethnicity

Over the past three decades, racial and ethnic diversity have increased significantly in Colorado’s resident population with the proportion of residents reporting a race other than White increasing from just 7 percent in 1990 to over 29 percent in 2021. The proportion of people identifying as ethnically Hispanic grew from 12.3 percent in 1990 to almost 22 percent in 2021. The proportion of Black residents in Colorado has remained static when comparing Decennial Census numbers since 1990.

Figure 3. Population Proportion by Race Comparison²

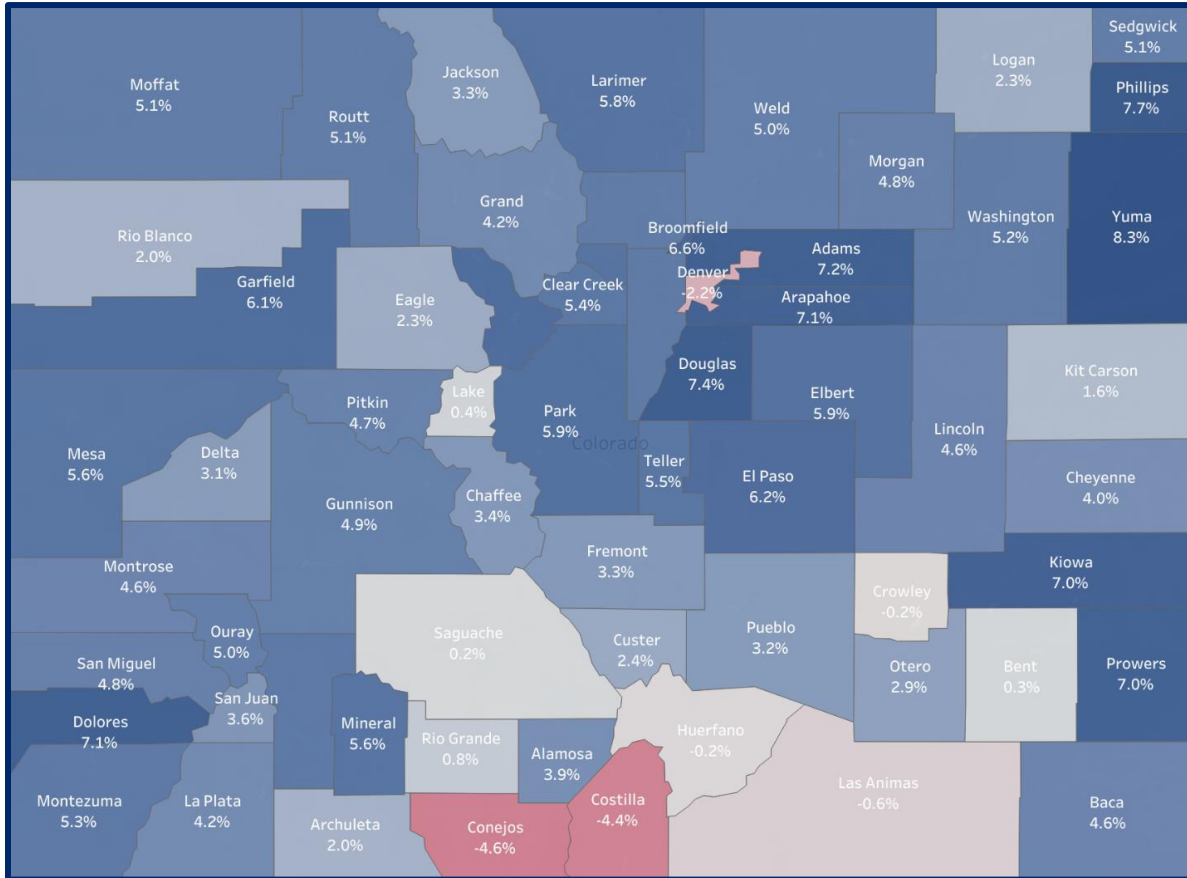


*Changes to methodology include the addition of Other Race in 2000 and Two or More Races in 2010.

Source: Census.gov

All but six counties experienced relatively significant increases in the proportion of non-White and White Hispanic residents between the most recent two Decennial Censuses. While the City and County of Denver, the State’s Capital and largest urban center, experienced a 2.2 percent decrease in its proportion of non-White and White Hispanic residents, the exurban counties of Denver saw some of the largest increases. Notable increases included Douglas County 7.4 percent, Arapahoe County 7.1 percent, and Broomfield County 6.6 percent. Other large increases in the proportion of non-White and White Hispanic residents in the State occurred in several rural, agriculture heavy counties in the Eastern Plains.

Figure 4. Change in Proportion of Non-White and White Hispanic Population 2010 to 2020



Source: Census.gov

Gender

The Colorado resident population by proportion of gender did not change significantly between the 2010 and 2020 Census. In 2010, males comprised 50.1 percent of the resident population and females comprised 49.9 percent. The male population increased by 16.1 percent between the last two Censuses while the female population increased by 13.1 percent during the same time frame.

Age

The State of Colorado resident population became older between 2010 and 2020. The median age increased 3.0 percent from 36.1 years in 2010 to 37.2 years in 2020. The proportion of persons ages 65

and over increased from 11.0 percent in 2010 to 14.8 percent in 2020. In absolute numbers, which is an increase of over 300,000 residents that are ages 65 and over. In contrast, the proportion of persons all ages under 18 decreased over the ten-year period from 24 to 22 percent. The number of persons under age 18 grew by less than 20,000 persons in that time frame. Even as the number of senior residents increased, persons ages 18 to 44 make up most of the Colorado resident population. As of 2020, these persons comprised 39.2 percent of all residents.

Urban/Rural

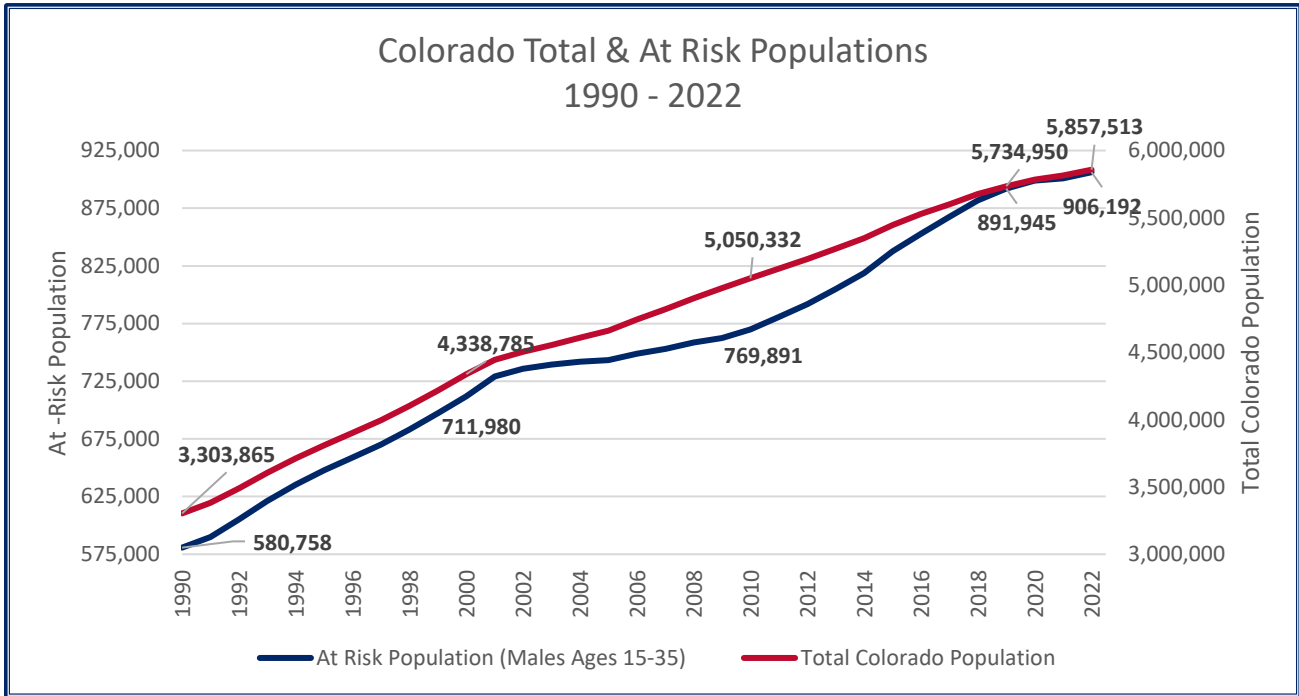
In terms of persons residing in urban or rural communities in Colorado, the urban population increased by 14.6 percent between the 2010 and 2020 Decennial Censuses while the rural population increased 15.8 percent. The notable difference in change between urban and rural populations is in the sheer numbers. The urban population increased by 634,175 persons between 2010 and 2020, the rural population increased by only 110,343. Considering the urban population is confined to a significantly smaller geographical area than the rural population in Colorado, the impact of such growth on infrastructure, crime, and economics is more significant in urban areas. Compared to the nation, in 2020, Colorado had a smaller proportion of rural residents (14.0 percent) than the US as a whole (19.9 percent).

The At-Risk Population (Males Ages 15-35)

Criminologists have long noted that one of the most consistent findings in developmental criminology is the “age-crime curve” - the observation that criminal behavior increases in emerging adults and decreases throughout adulthood. Similarly, the risk for incarceration decreases as adults age out of continued criminal activity. The combination of these observations gives way to the concept known as the “at-risk” population, which generally consists of younger males, aged 15 to 35. The concept and tracking of the “at-risk” population within a jurisdiction should not be viewed as means to increase or target policing based on demographic trends, rather a way to better understand and respond to young people with meaningful impact through policies and programs that can affect individual outcomes and the public.

While the total Colorado resident population increased at an average rate of 1.3 percent per year between 2010 and 2021, the “at-risk” population grew at a similar rate of 1.4 percent per year. From 2018 to 2022, the “at-risk” population has grown more slowly than the overall population of the state, 2.8 percent versus 3.2 percent, respectively.

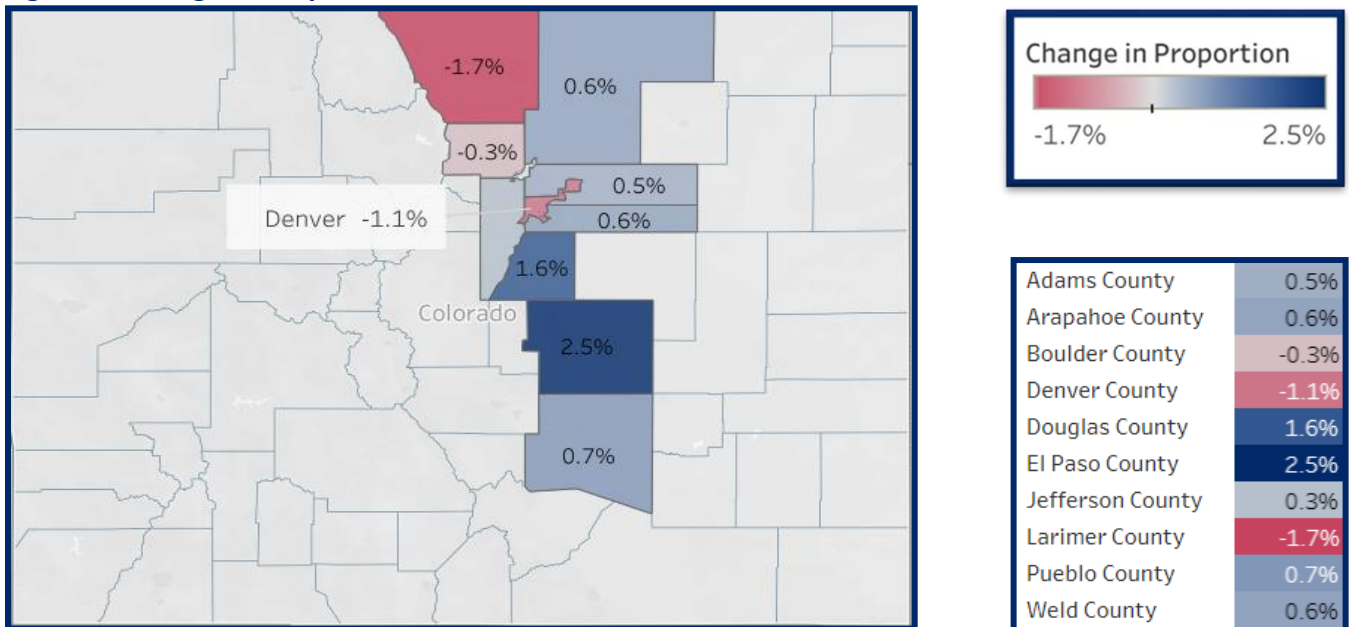
Figure 5. Total and At-Risk Populations 1990 to 2022



Source: dola.colorado.gov

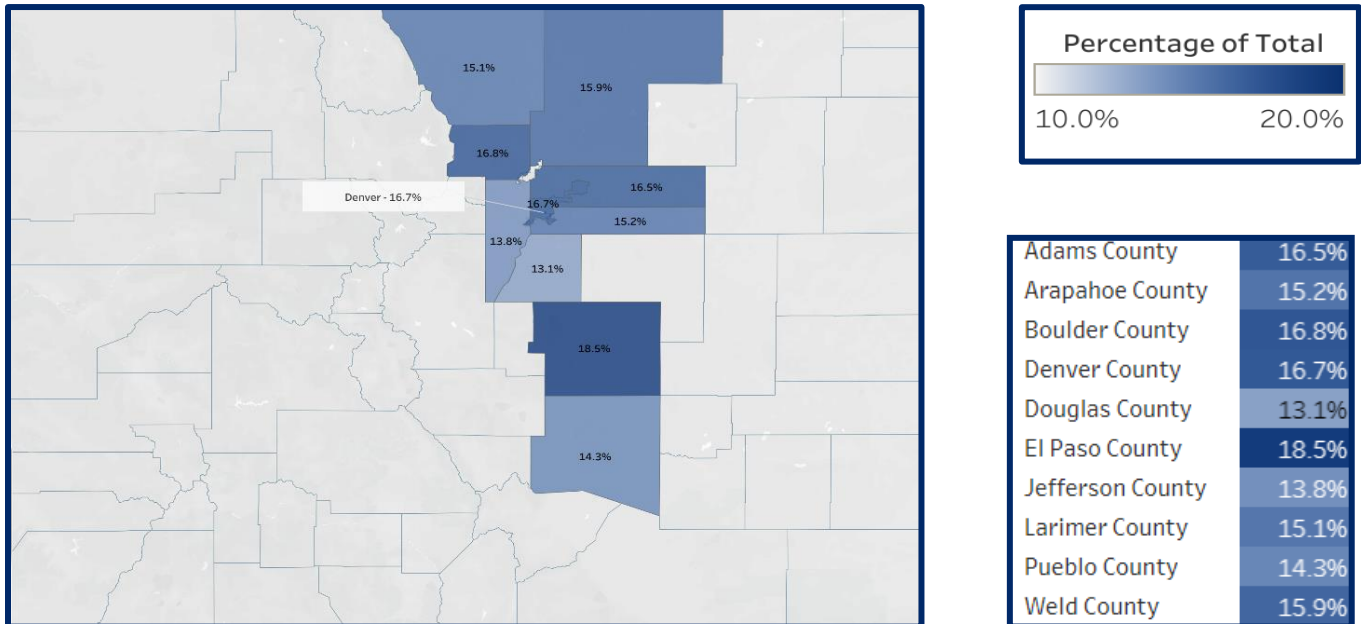
Among the ten most populous counties in the Front Range Urban Corridor three counties, Denver, Boulder, and Larimer, saw decreases in their proportion of “at-risk” residents between 2010 and 2021, while El Paso and Douglas saw the largest increases. In 2021, all ten of these counties had a population where at least 1 in 10 persons would fall under the “at-risk” cohort.

Figure 6. Change in Proportion of At-Risk 2010 to 2021



Source: dola.colorado.gov

Figure 7. Percentage of Total County At Risk as of 2021

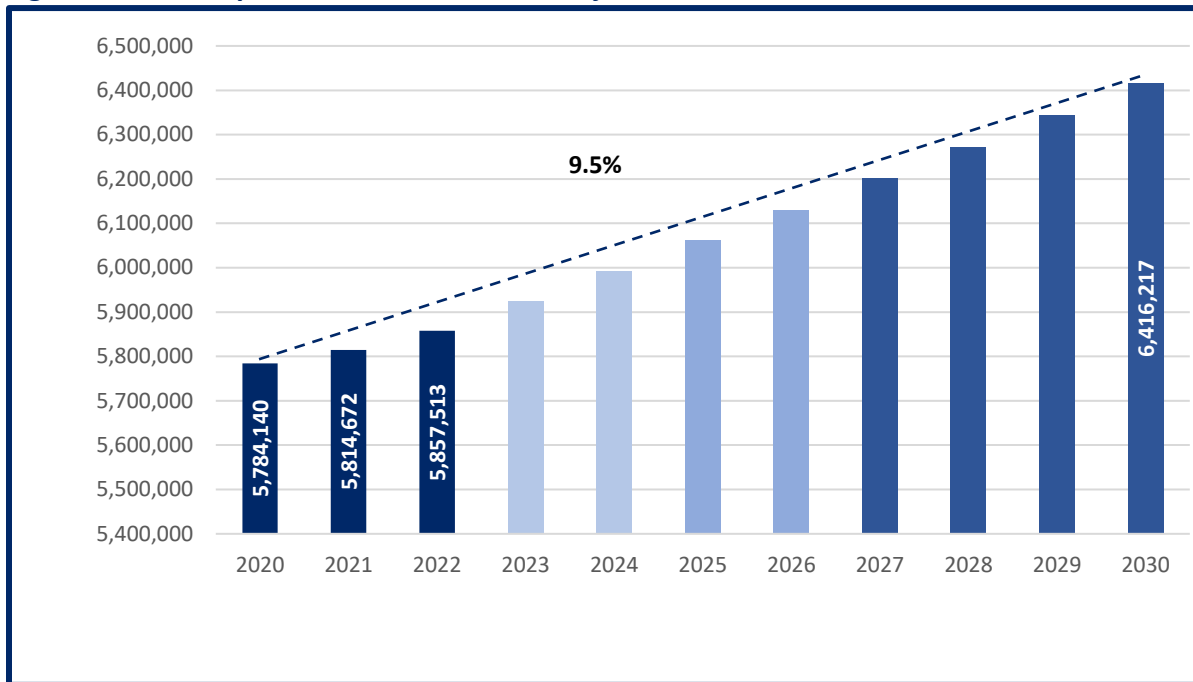


Source: dola.colorado.gov

Projections of the Colorado Resident Population

In October of 2022, the Colorado Department of Local Affairs’ State Demography Office issued resident population projections for Colorado. Between 2022 and 2030, the resident population is projected to increase 9.5 percent to 6,416,217. This is a lower predicted level of growth compared to Colorado’s increase in population between 2010 and 2020. The largest change in the number of residents is projected to occur in El Paso, Weld County, and Adams County.

Figure 8. Total Population Estimates and Projected Growth

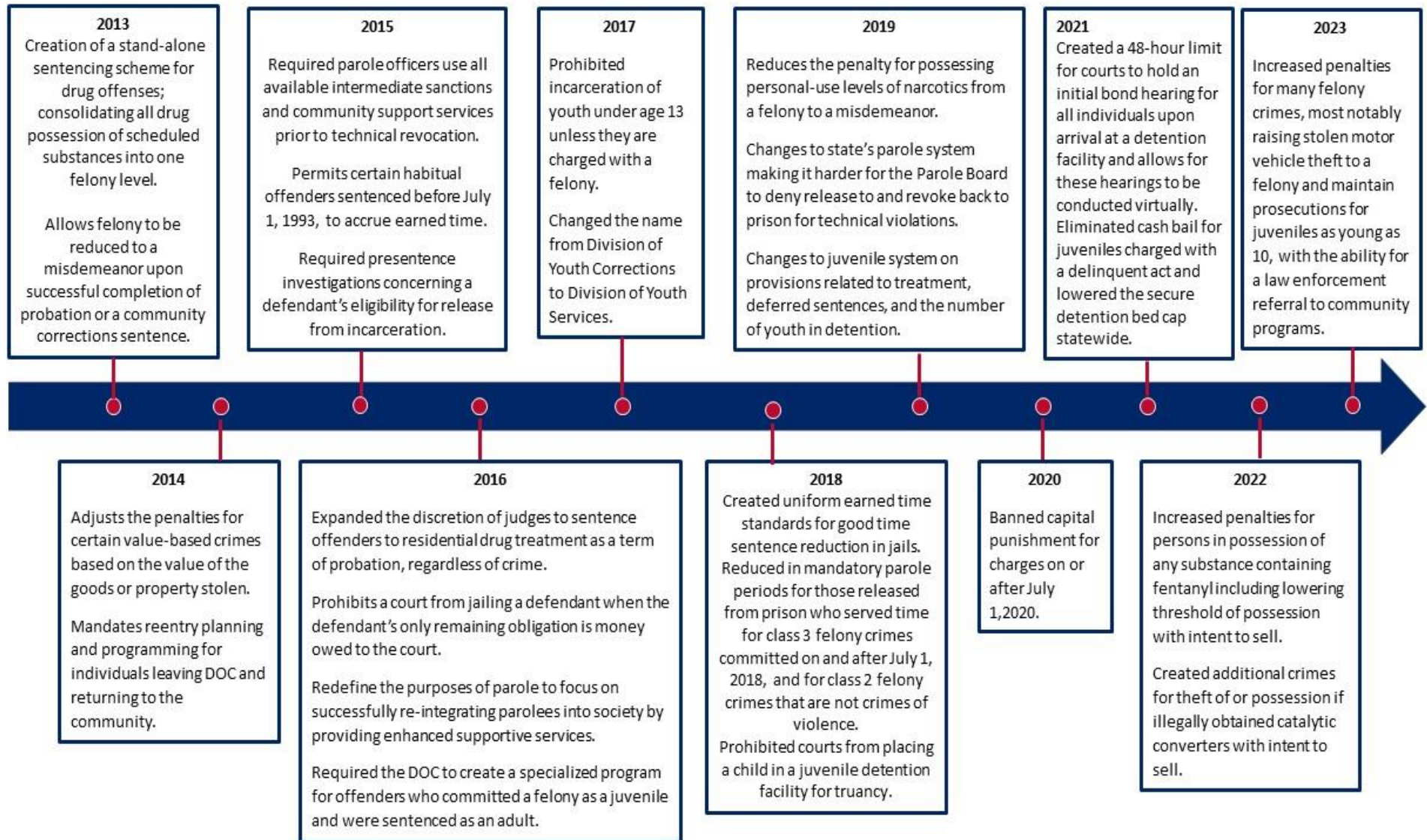


Source: dola.colorado.gov

TIMELINE OF CRIMINAL JUSTICE LEGISLATION IN COLORADO

The following timeline provides a summary of criminal justice legislation enacted in Colorado over the past ten years. This list is not comprehensive but highlights major milestones that impact the following key parts of the State’s justice system.

1. The size of populations in the State’s prisons and jails;
2. The penalties imposed on persons sentenced by the Courts; and
3. The supervision of offenders in the community.



CRIME AND ARREST IN COLORADO

Law Enforcement

There are over 246 law enforcement agencies in the State of Colorado employing over 17,000 law enforcement employees in 2022, a rate of 2.1 police officers per 1,000 residents³. The majority are local municipal departments and county level agencies. There are seven state-wide agencies such as the Colorado Bureau of Investigation (CBI) and another 13 agencies for college and university campuses. These agencies are required by Colorado law to report crime data to the CBI. Per Colorado Revised Statute 24-33.5-412.(5), each Colorado law enforcement agency is required to submit their crime, arrest, stolen and recovered property data to the CBI. These data are then transmitted to the Federal Bureau of Investigation's Uniform Crime Reporting (UCR) program.

The UCR Program is a national effort of more than 18,000 city, county, state, tribal, university and college, and federal law enforcement agencies voluntarily reporting data on crimes brought to their attention. The prime objective of UCR is to generate reliable information for use in law enforcement administration, operation, and management.

UCR collects data on reported offenses and persons arrested by law enforcement. Information on select offenses is prioritized by UCR. These offenses are 1) murder and nonnegligent manslaughter, 2) forcible rape, 3) robbery, 4) aggravated assault, 5) burglary, 6) larceny-theft, 7) motor vehicle theft, and 8) arson. These are serious crimes by nature and/or volume. Not all crimes, such as embezzlement, are readily brought to the attention of the police. Also, some serious crimes, such as kidnapping, occur infrequently. Therefore, for practical purposes, the reporting of offenses is limited to the selected crime classifications as they are the crimes most likely to be reported and most likely to occur with sufficient frequency to provide an adequate basis for comparison.

UCR has been in place for several decades. However, after many years of planning and implementation which began in the 1980s, the UCR reporting system was replaced by the National Incident Based Reporting System (NIBRS) in 2021. While UCR focused on summary reporting of select high level offenses, NIBRS has expanded reporting on both the number of crimes and is incident based rather than a summary.

Violent Crime

Reported UCR violent crime in Colorado fell an annual average of 1.6 percent between 1990 and 1999, fueled primarily by a decrease in reported aggravated assaults of 2.6 percent. All other reported UCR violent crimes increased in Colorado between 1990 and 1999.

Reported violent crime in Colorado increased in the following decade with an average annual rate of 2.2 percent from 2000 to 2009. UCR homicides had a declining rate of change during this time. However, the average yearly change in reported robberies, rapes, and aggravated assaults increased, leading to an

overall average increase. For the period, robberies increased 1.2 percent per year, rapes 3.2 percent per year, and aggravated assaults 2.6 percent per year.

Between 2010 and 2015, the number of reported UCR violent crimes increased annually by 0.4 percent per year. Between 2016 and 2020, the rate increased to 7.3 percent per year. Comparing 2010 and 2020, 2020 had 50.4 percent more reported violent crimes. This stark increase occurred primarily in the latter part of the 2010s.

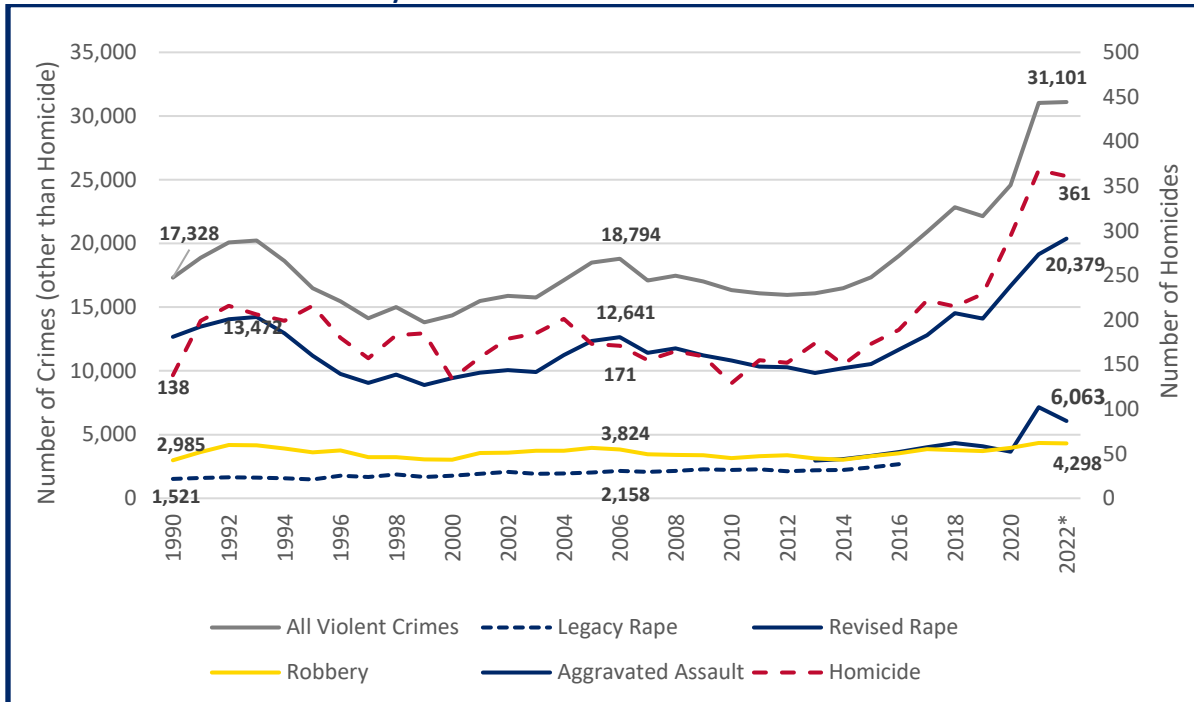
Aggravated assaults are the largest contributor and main driver in overall UCR violent crime statistics. Between 2010 and 2015, the number of reported aggravated assaults in Colorado decreased at an average of 1.0 percent per year. This trend reversed between 2016 and 2020 as reported aggravated assaults increased at an average of 9.8 percent per year. Colorado was not unique in this trend. The increase in reported violent crime between 2016 and 2020, driven primarily by increases in aggravated assaults, occurred nationwide. However, the rate of increase in Colorado was larger than the rate seen nationally.

Like aggravated assaults, all other reported UCR violent crime categories also increased in Colorado, with most of the increase occurring in the latter half of the 2010s. From 2016 to 2020, reported robberies increased a yearly average of 3.8 percent, reported rape increased 2.3 percent annually, and reported homicides increased an average of 11.7 percent per annum.

In 2021, the crime reporting method for law enforcement agencies changed nationally from the Uniform Crime Reporting System (UCR) to the National Incident Based Reporting System (NIBRS). For this reason, reported crime for 2021 and after is not comparable to previous crime numbers. Between 2021 and 2022, reported aggravated assaults continued to increase in Colorado while all other reported violent crime categories decreased.

Figure 9. Colorado Violent Crimes 1990 to 2022 ^{4,5}

Homicides on Secondary Axis



Source: 1990-2020, Crime Data Explorer (cjis.gov); 2021 & 2022, coloradocrimestats.state.co.us

Property Crime

Total reported UCR property crime in Colorado fell an annual average of 1.4 percent between 1990 and 1999. Declines were seen in all UCR property crime categories except motor vehicle theft, which increased an average of 2.3 percent annually. Reported burglary fell a yearly average of 3.6 percent and larceny-theft (which makes up the bulk of reported property crime) decreased 1.2 percent per year.

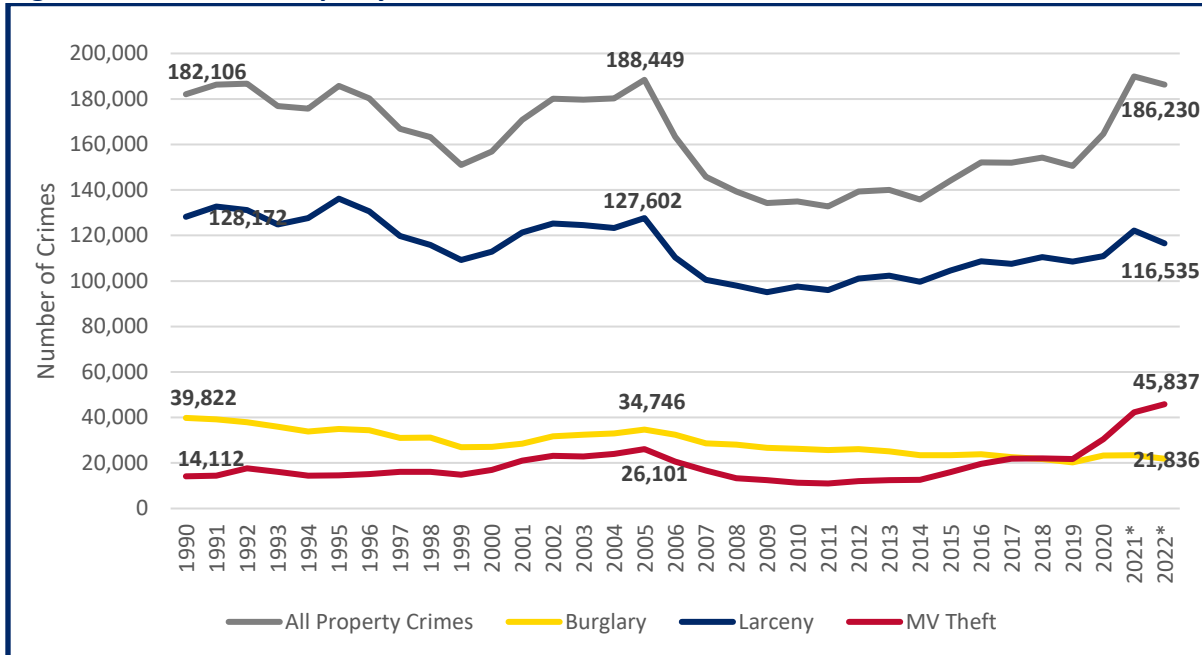
Between 2000 and 2009, total reported UCR property crime in Colorado continued to decline, albeit at a slower rate than the previous decade, at an average annual rate of 0.9 percent. Reported UCR Burglary increased marginally by 0.1 percent per year while larceny-theft decreased an average of 1.2 percent per year. Inverse to the previous decade’s trend, motor vehicle theft dropped an average of 0.5 percent per year from 2000 to 2009.

Like UCR violent crime, reported property crimes in Colorado increased in the 2010s. Between 2010 and 2019, reported burglaries decreased an average of 2.7 percent per year but larceny-theft and motor vehicle crimes increased a yearly average of 1.4 percent and 6.2 percent, respectively. The number of reported motor vehicle thefts grew dramatically from 11,271 in 2010 to 30,452 in 2020, an increase of over 170 percent.

While the number of reported UCR property crimes steadily rose in Colorado between 2010 and 2019, nationally reported UCR property crime declined by an annual average of 2.8 percent indicating a more unique situation in Colorado than national trends.

Between 2021 and 2022, using the NIRBRS data, total reported property crime decreased in Colorado by 2.0 percent. While total reported property crimes decreased, reported motor vehicle thefts increased 8.5 percent.

Figure 10. Colorado Property Crimes 1990 to 2022⁶



Source: 1990-2020, Crime Data Explorer (cjis.gov); 2021 & 2022, coloradocrimestats.state.co.us

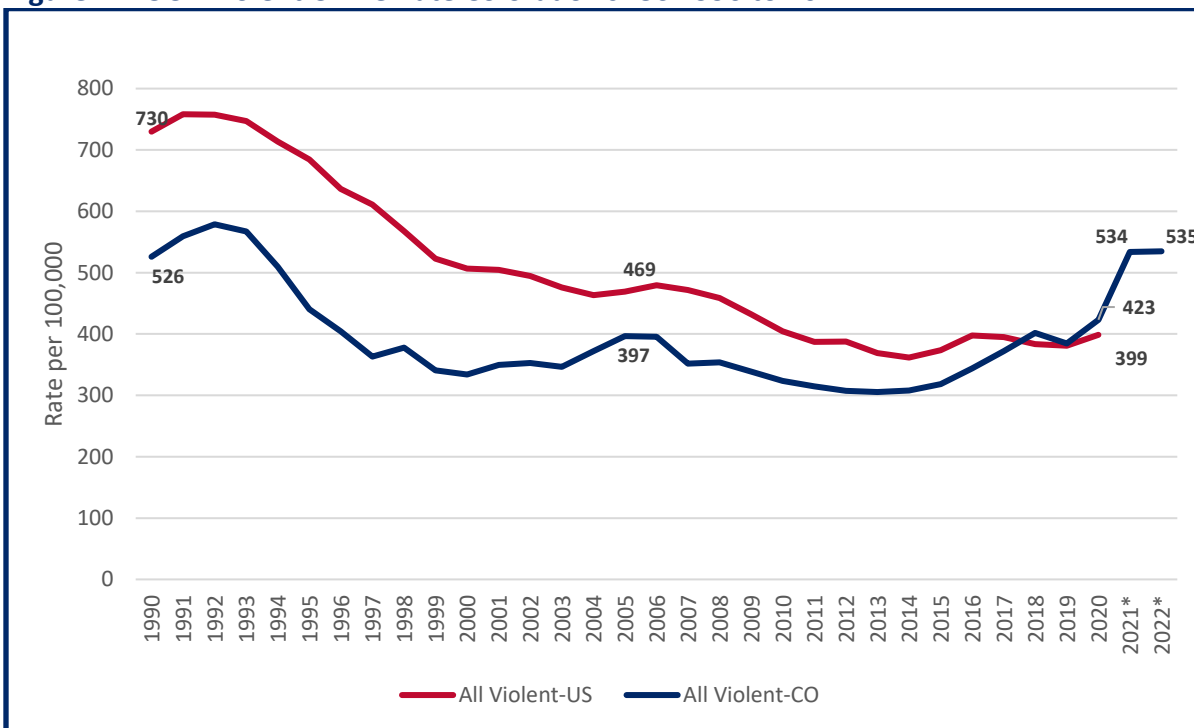
Crime Rates

To compare crime trends between jurisdictions of varying sizes (for example comparing Colorado to the US), the number of crimes per 100,000 residents, or the rate of crime, is used.

Comparing Colorado’s violent crime rate to national rates, Colorado has historically remained below the national rate. This was true from 1990 to 2017 after which Colorado’s reported violent crime rate exceeded the US rate. In 2020, Colorado reported 423 violent crimes per 100,000 residents, 6.0 percent above the national rate.

As mentioned previously, crime data for 2021 and 2022 are not comparable to prior years because of changes in reporting. However, comparing the crime rate in 2021 versus 2022 we get a small window into trends emerging immediately post-COVID. With 534 violent crimes per 100,000 residents in 2021 and 531 in 2022, the violent crime rate has remained static compared to pre-COVID levels.

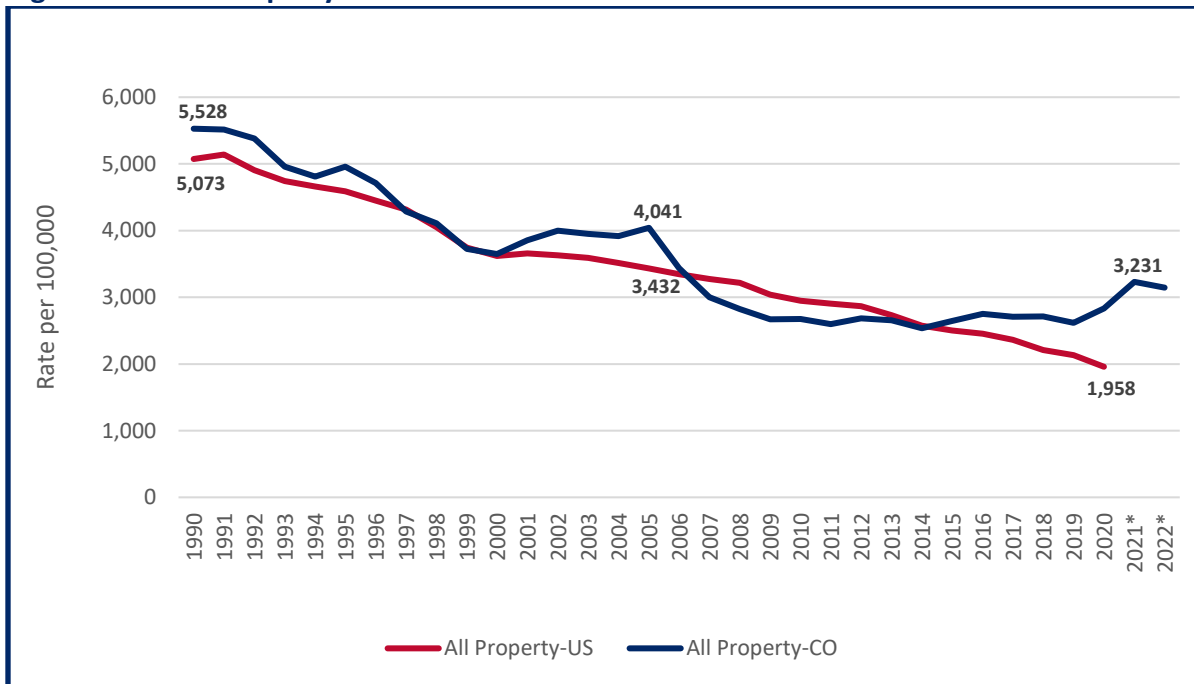
Figure 11. UCR Violent Crime Rate Colorado vs. US 1990 to 2022



Source: 1990-2020, Crime Data Explorer (cjis.gov); 2021 & 2022, coloradocrimestats.state.co.us

Colorado’s property crime rate mirrored the national rate between 1990 and 2014, albeit with more fluctuation and the Colorado rate dipping below the U.S. rate from 2006 to 2014. Since 2014, Colorado’s annual property crime rate has exceeded the US rate. In 2020, Colorado reported 3,257 property crimes per 100,000 residents, 66.3 percent above the national rate.

Figure 12. Total Property Crime Rate Colorado vs. US 1990 to 2022



Source: 1990-2020, Crime Data Explorer (cjis.gov); 2021 & 2022, coloradocrimestats.state.co.us

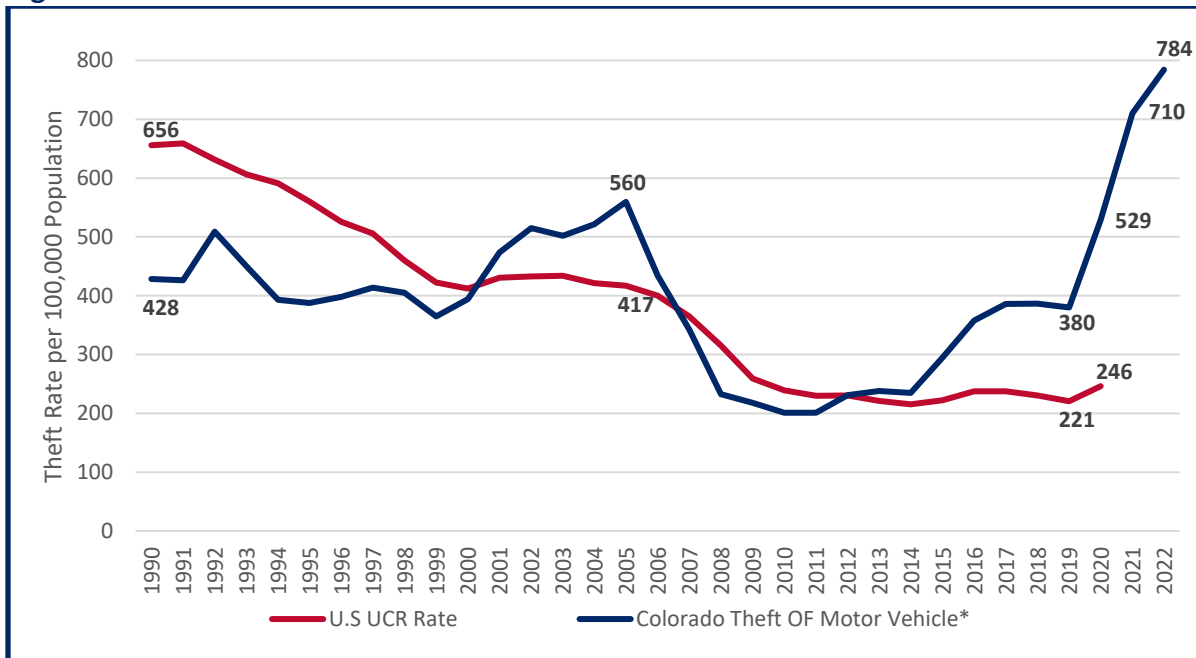
Due to a dramatic increase in motor vehicle theft post-COVID, special analysis using crime rates is warranted. Between 1990 and 2000, the reported UCR motor vehicle theft rate remained stable and below the national rate.

By the 2000s, Colorado exceeded the national rate and reached a 30 year high of 560 reported motor vehicle thefts per 100,000 residents in 2005. From this high, the Colorado rate declined at a fast pace and mirrored the US rate between 2008 and 2014. In 2015 the UCR motor vehicle theft rate began to increase again in Colorado.

In 2020, the reported motor vehicle theft rate in Colorado was 529 crimes per 100,000 residents. The national rate was 246, 53 percent lower than the Colorado rate.

Between 2021 and 2022, the two years of Colorado NIRBRS data available, the Colorado rate of motor vehicle theft increased from 727 in 2021 to 784 in 2022, a one-year increase of 7.7 percent.

Figure 13. Motor Vehicle Theft Rate Colorado vs. US 2008 to 2022

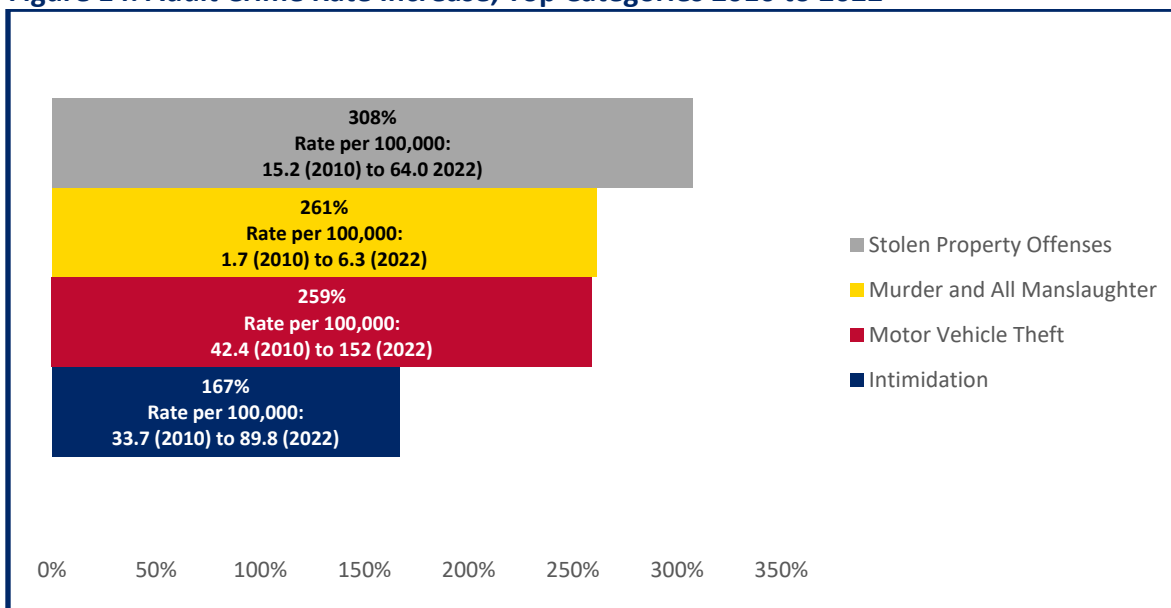


Source: 1990-2020, Crime Data Explorer (cjis.gov); 2021 & 2022, coloradocrimestats.state.co.us

Crime Trends

The greatest increases in the number of reported crimes in Colorado, between 2010 and 2022, have been for a varying array of offenses (Figure 14). Murder and manslaughter increased 261 percent. Motor Vehicle Theft increased 259 percent. Stolen Property Offenses had the largest increase, 308 percent.

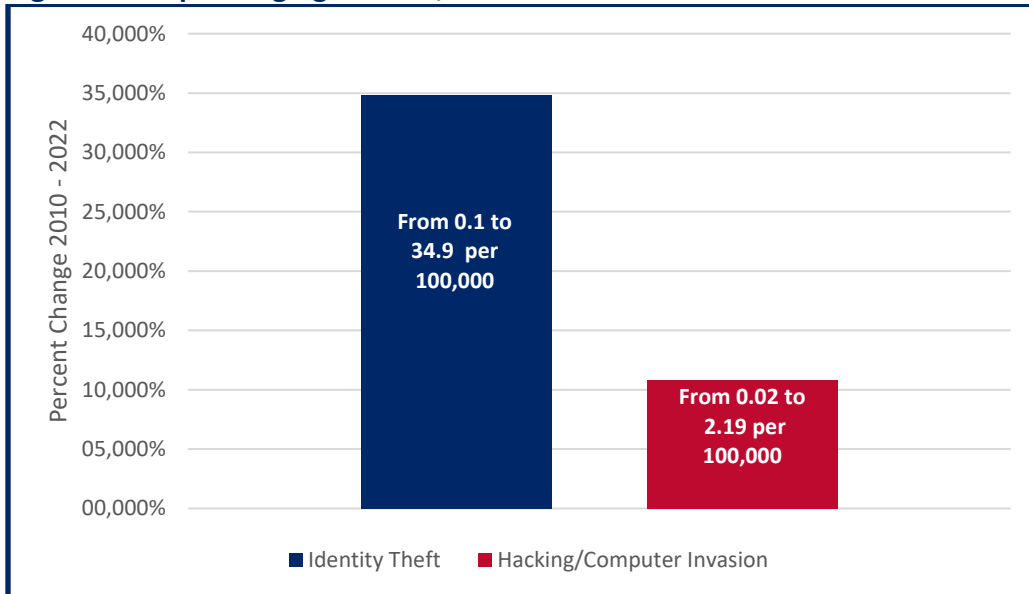
Figure 14. Adult Crime Rate Increase, Top Categories 2010 to 2022



Source: <https://coloradocrimestats.state.co.us/>

Cybercrimes are an emerging criminal justice issue (Figure 15). In this category of offenses, people commit crimes in cyberspace rather than in person. The two most significant offenses, identify theft and computer hacking, saw dramatic increases from 2010 to 2022 corresponding with growth of capabilities of and connectivity to the internet.

Figure 15. Top Emerging Crimes⁷, Adult 2010 to 2022



Source: <https://coloradocrimestats.state.co.us/>

Incarceration Rates

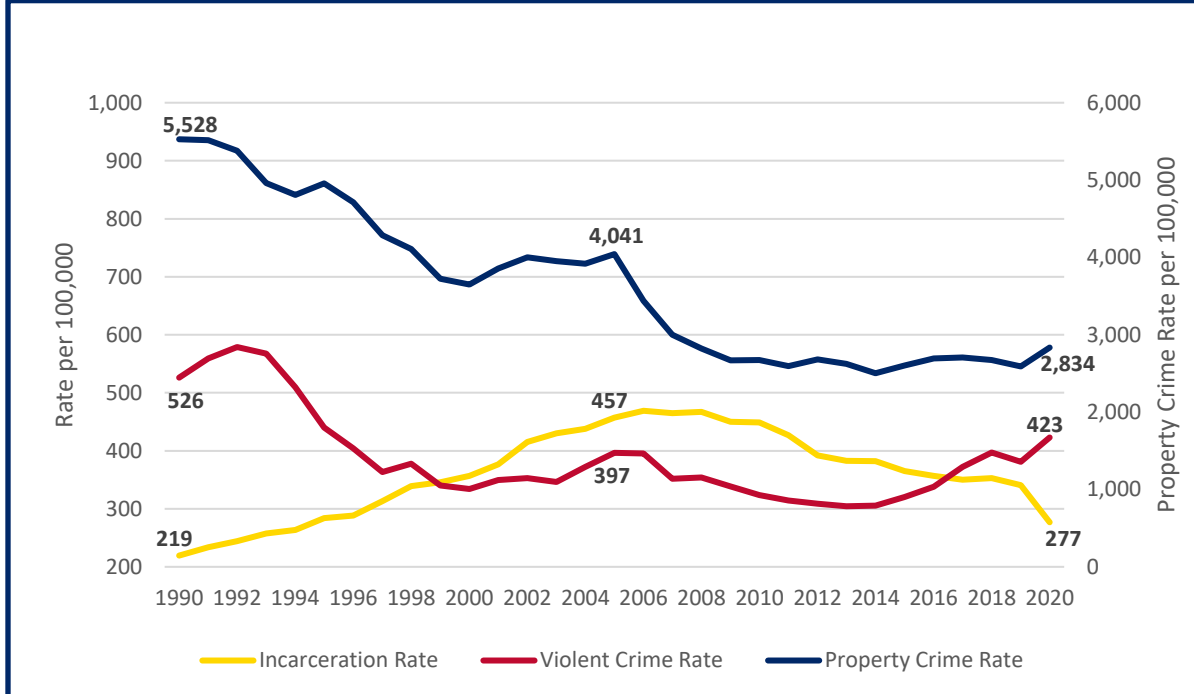
The relationship between a state’s reported crime rates and a state’s incarceration rate can provide key insights into how a criminal justice system is operating. As noted earlier, the reported crime rate is a number generated by measuring numbers of crimes against the resident population. A state’s incarceration rate is the number of individuals incarcerated (whether in jail or prison) per 100,000 residents.

As shown in Figure 16, over the 15 years between 1990 and 2005, Colorado’s incarceration rate doubled from 219 in 1990 to 457 in 2005, for a total increase of 108.7 percent. During this same time-period, the reported violent crime and property crime rates decreased by 25.4 percent and 26.9 percent, respectively. From 1990 to 2015, the State’s resident population increased 40.2 percent from just over 3,300,000 persons to over 4,600,000. Indicating that, while the rates of crimes being committed went down, incarceration of individuals went up.

The next 15 years saw a near reversal of this trend when, from 2005 to 2020, Colorado’s incarceration rate went from 457 to 277 prisoners per 100,000 residents, a decrease of 39.4 percent. During this same time-period, the reported property crime rate continued to decline 30 percent and the violent crime rate remained below the 2005 rate until 2016. Beginning in 2016, the violent crime rate slowly rose, reaching 423 per 100,000 residents in 2020, an increase of 6.5 percent compared to 2005.

Figure 16. Crime Rates vs. Incarceration Rates 1990 to 2020

Property Crime Rate on Secondary Axis



Source: ors.colorado.gov/ors-crimestats

Arrest Rates

In discussing arrest rates, we acknowledge the effects of the COVID-19 pandemic. During the pandemic, many Colorado law enforcement agencies implemented measures to mitigate the spread of the virus to both agency employees and persons suspected or accused of committing a crime. Many agencies heavily limited public access to police facilities. Further, in-person responses to calls for service were limited to high priority/emergency calls such as motor vehicle crashes, forcible felonies (felonies involving the use or threat of physical force), battery, or domestic disputes that were either in progress or where the person who was suspected or accused of committing the crime was still on scene. Lower-level calls for service received alternatives to in-person responses. “Low-level” had a wide range of definitions across agencies but generally included non-injury, minor vehicle crashes, thefts from vehicles, vandalism or property damage, and thefts from publicly accessible spaces.

Law enforcement agencies also limited enforcement actions. Arrests for low-level offenses were discouraged to avoid introducing new persons to jail populations. Instead of custodial arrests, police were encouraged to issue “notices to appear” or citations for misdemeanor crimes. Many agencies did not enforce stay-at-home orders through arrests. Instead, police gave verbal or ticketed warnings when appropriate and had officers focus on public education and connecting citizens to essential services.

Colorado’s adult arrest rates – arrests of persons ages 18 and over per 100,000 adult residents – have remained generally static since 2000, even as the State’s resident population has boomed.

The property offense arrest rate has remained over 600 arrests consistently over the 5-year increments examined in the chart below. The property arrest rate dipped to 457 in 2020, likely due to lower crime during the COVID-19 pandemic as well as mitigation policies put in place by law enforcement across the State.

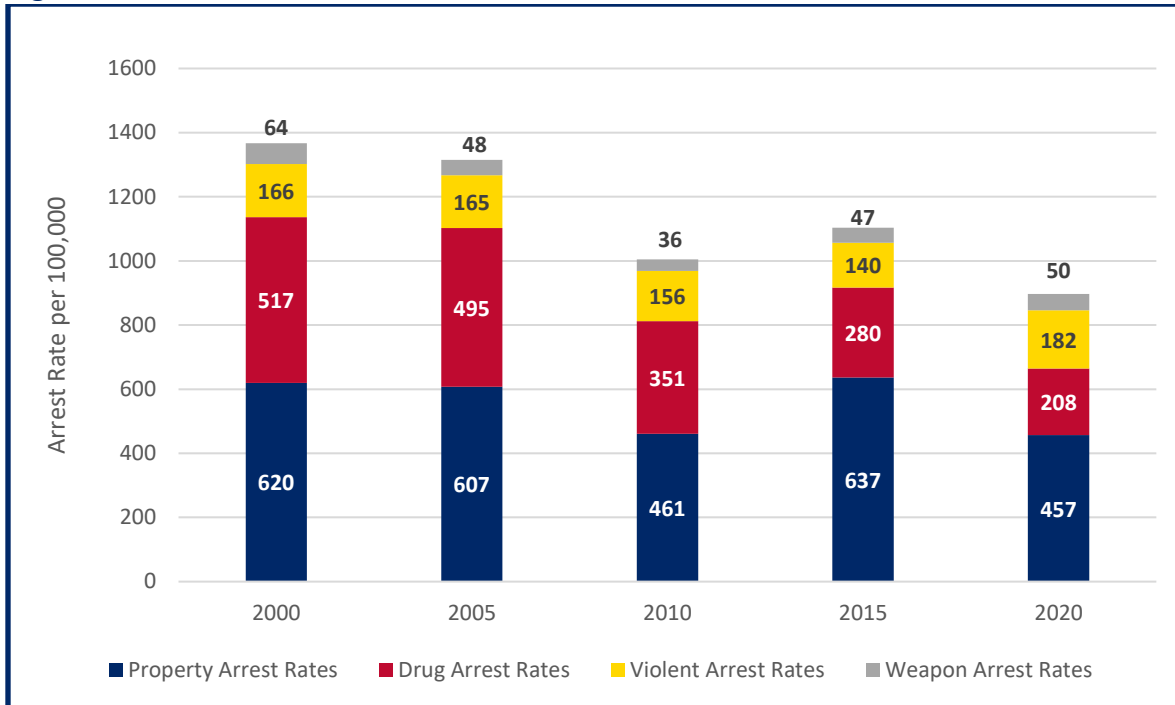
The drug offense adult arrest rate has steadily declined in Colorado. In 2000, there were 517 drug arrests per 100,000 residents. In 2020, the rate was nearly 60 percent lower at 208 arrests per 100,000 residents.

Colorado legalized recreational marijuana usage in 2015. The impact of this action on community safety and law enforcement policies has been of great public interest. According to the July 2021 report 'Impacts of Marijuana Legalization in Colorado A Report Pursuant to C.R.S. 24-33.4-516', produced by the Colorado Division of Criminal Justice, charges for marijuana related offenses have dropped precipitously since 2015. There were 9,777 charges for possession of marijuana filed in courts in 2012. This dropped to 505 in 2019. However, most of these charges were petty offenses, the least severe violation level in Colorado. The number of felony and misdemeanor related marijuana charges filed (for conspiracy, distribution, manufacture, etc.) has not changed significantly since 2015, while the number of traffic related marijuana charges filed in the courts grew. In summary, the recent decline in reported drug crimes and arrests can only be partially attributed to the legalization of recreational marijuana.

The weapons offense arrest rate remained at or below the 2000 rate of 64 for each of the 5-year data marks examined. The weapons arrest rate did not change significantly even as the resident population increased.

The violent offense adult arrest rate saw little change between 2000 and 2015, even as the State's population increased significantly. However, in 2020, the violent offense arrest rate reached 182 arrests per 100,000 residents, 9.6 percent higher than the rate in 2000.

Figure 17. Adult Arrest Rates 2000 to 2020

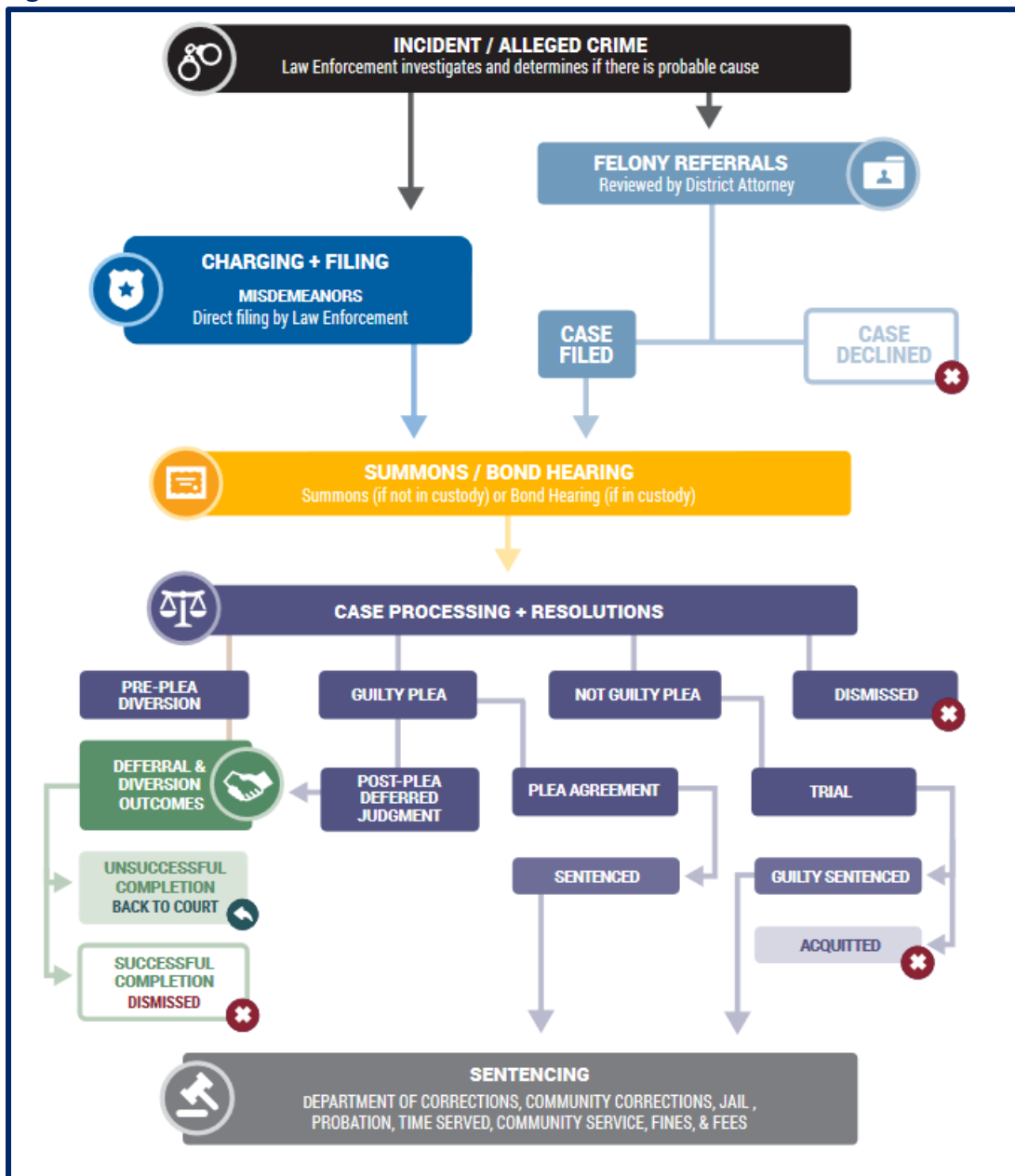


Source: Crime Data Explorer (cjis.gov)

COURT FILINGS IN COLORADO

In the State of Colorado, criminal case filings are issued in two levels of courts, County and District. County Courts handle civil cases under \$25,000, misdemeanors, traffic infractions, felony complaints (that may later be sent to District Courts), protection orders, and small claims. County Court decisions can be appealed to the District Court. District Courts hear any civil case, regardless of financial size, domestic relations cases, criminal, juvenile, probate, and mental health cases. District case appeals go to the Colorado Court of Appeals or directly to the Colorado Supreme Court.

Figure 18. The Criminal Case Process in Colorado



Source: Colorado Prosecutorial Dashboards

New County Court Case Filings

The number of new felony County Court case filings in Colorado increased almost every year over the past two decades. From 2001 to 2010, the number of new felony cases increased an average of 3.5 percent per year reaching 22,235 in 2010, an overall increase of 22.1 percent. Over the next decade new felony County Court cases increased a total of 46.8 percent from 2011 to a twenty-year high of 32,631 in 2019 – at an average yearly increase of 4.9 percent.

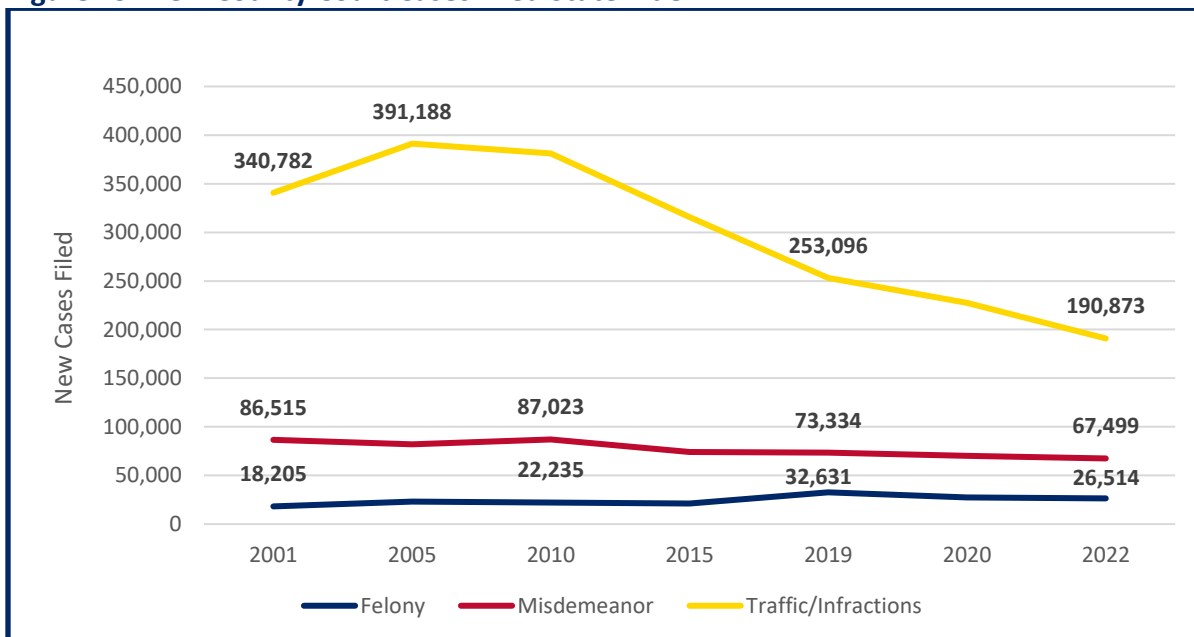
Following March 2020, new case filing was heavily impaired by the COVID-19 pandemic. New felony County Court filings fell 15.6 percent between 2019 and 2020 and remained at a decreased level through 2022.

In contrast to increases in new felony case filings, new misdemeanor County Court filings had been steadily declining from 2001 through 2010. The number of new cases remained static year-to-year beginning in 2011, increasing by an annual average of only 0.2 percent through the end of 2019.

Like felony filings, misdemeanor case filings were impacted by the COVID-19 pandemic. New misdemeanor case filings decreased 4.2 percent between 2019 and 2020 and have continued to decline each year since.

The most dramatic trend in new case filings is the decrease in new traffic/infractions from 2005 till the present. From 2001 to 2010, traffic/infraction filings increased by an average of 1.3 percent per year. This trend reversed from 2011 to 2019, as new filings decreased an average of 4.7 percent per year. Like felony and misdemeanor case filings, beginning in 2020 and continuing to the present, traffic/infraction filings have decreased at an average rate of 8.9 percent per year.

Figure 19. New County Court Cases Filed Statewide



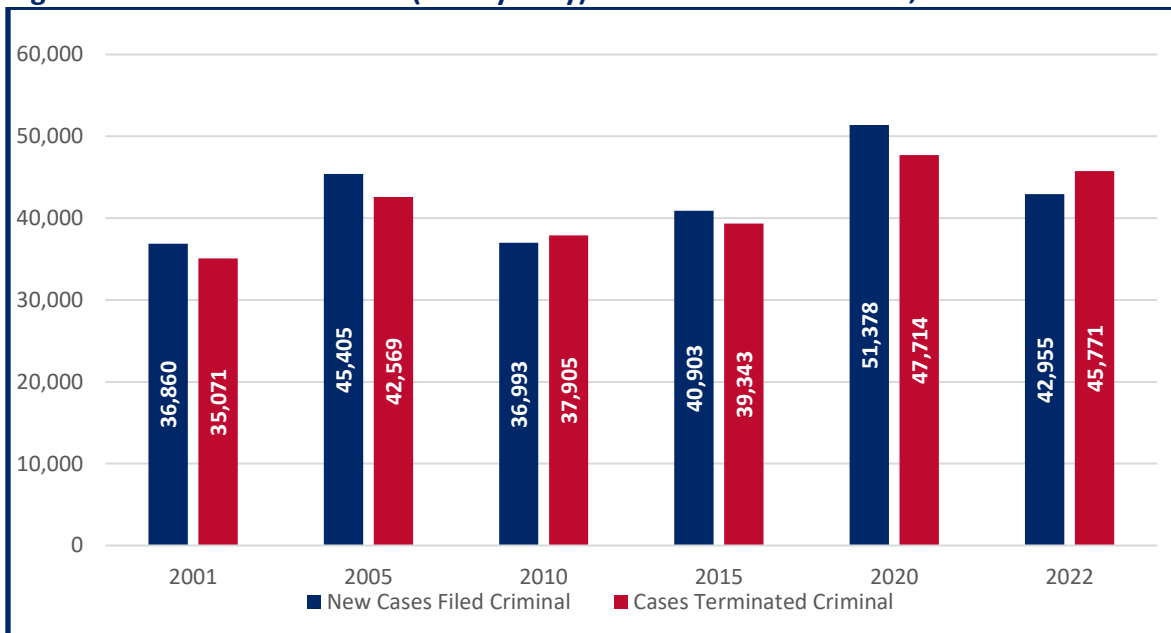
Source: Colorado Judicial Branch (<https://www.courts.state.co.us/>)

New District Court Felony Case Filings

New District Court case felony filings steadily increased by a yearly average of 4.9 percent between 2010 and 2019 generating a total nine-year increase of 52.2 percent. After COVID-19 mitigation actions decreased arrests and hampered the progress of court processing, new case filings fell by 8.7 percent in 2020. The number of District Court felony filings declined further in both 2021 and 2022.

Trends in cases terminated followed trends in District Court filings, except for 2022. In 2022, District Court cases terminated were higher than cases filed, indicating efforts to clear case backlogs created during COVID-19 court shutdowns.

Figure 20. District Court Cases (Felony Only) Statewide 2001 to 2022, Filed vs. Terminated

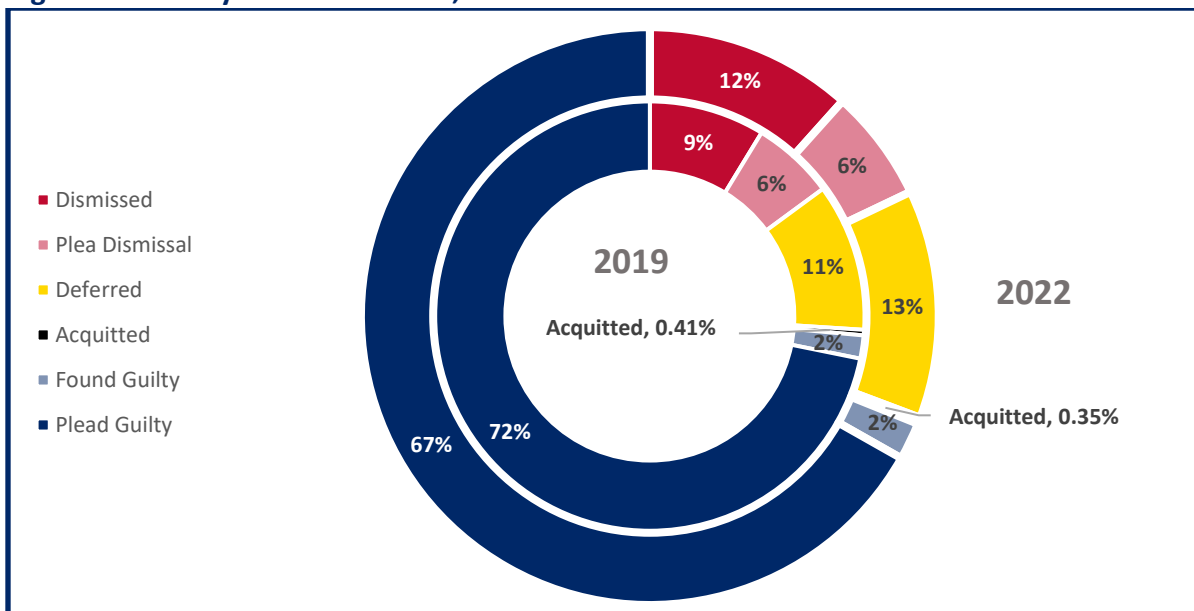


Source: Colorado Judicial Branch (<https://www.courts.state.co.us/>)

Felony Case Resolutions in Colorado

Pre-COVID-19, 2019 felony case resolutions were 72 percent guilty pleas. In 2022, 67 percent of resolutions were guilty pleas, a percent change of 7 percent. Dismissed and deferred resolutions increased in 2022 compared to 2019, an indication of courts clearing pandemic related backlogs.

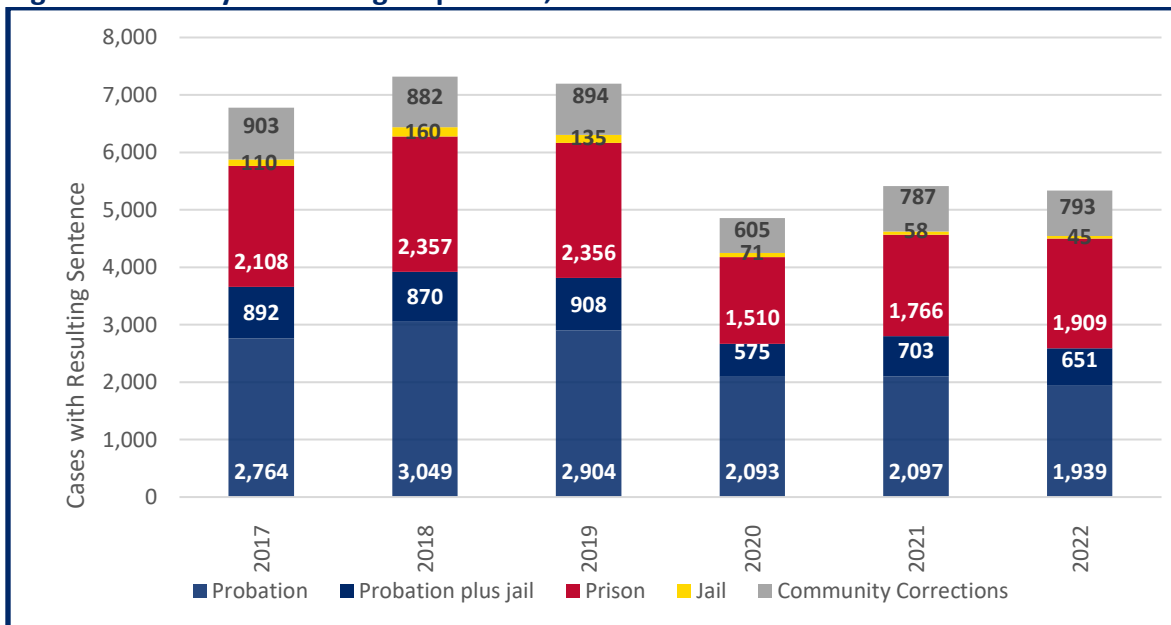
Figure 21. Felony Case Resolution, Select Judicial Districts* 2019 vs. 2022⁸



Source: Colorado DA Dashboards, data.dacolorado.org

Beginning in 2017 and trending through 2019, felony sentencing most often resulted in probation supervision or probation plus a jail term. These non/limited incarceration type sentences accounted for 53 percent of felony dispositions in 2019 while prison terms made up 33 percent of dispositions. This distribution of dispositions continued through the COVID-19 pandemic, albeit at a very reduced number of cases. In 2022, the first, full calendar year post-COVID-19, probation or probation plus jail accounted for 48 percent of felony dispositions and prison terms made up 36 percent of felony sentences. The number of dispositions in 2022 remained at the low levels seen in 2020 and 2021.

Figure 22. Felony Sentencing Disposition, Select Judicial Districts 2017 to 2022⁹



Source: Colorado DA Dashboards, data.dacolorado.org

COLORADO ADULT PRISONS

The Colorado Department of Corrections (CDOC) is comprised of 21 facilities for adults of which 19 are state-run and two are privately run by Core Civic. Two of these facilities are delineated for females only. A 22nd facility operates as an intake unit for the entire CDOC. There are five levels of security in which a facility can be categorized, Levels I to V¹⁰. Locations of facilities are shown on the map (Figure 23).

Table 1. Colorado Department of Corrections Adult Correctional Facilities

Level	Facility	Capacity	Location	Facility Type
I	Delta Correctional Center	477	Delta	State Run
I	Rifle Correctional Center	192	Rifle	State Run
I	Skyline Correctional Center	126	Cañon City	State Run
II	Arrowhead Correctional Center	520	Cañon City	State Run
II	Buena Vista Minimum Center	300	Buena Vista	State Run
II	Transitional Work Center	75	Buena Vista	State Run
II	Four Mile Correctional Center	521	Cañon City	State Run
II	Trinidad Correctional Facility	500	Trinidad	State Run
III	Arkansas Valley Correctional Facility	1089	Ordway	State Run
III	Colorado Territorial Correctional Facility	985	Cañon City	State Run
III	Fremont Correctional Facility	1621	Cañon City	State Run
III	Benton County Correctional Facility	1388	Las Animas	Private
III	Crowley County Correctional Facility	1824	Olney Springs	Private
IV	Buena Vista Correctional Facility	934	Buena Vista	State Run
IV	Limon Correctional Facility	930	Limon	State Run
IV	Sterling Correctional Facility	2488	Sterling	State Run
V	Centennial Correctional Facility*	936	Cañon City	State Run
V	Colorado State Penitentiary	725	Cañon City	State Run
V	San Carlos Correctional Facility**	255	Pueblo	State Run
	Denver Reception & Diagnostic Center	570	Denver	Specialty
	Denver Women's Correctional Facility	984	Denver	Specialty
	LaVista Correctional Facility	560	Pueblo	Specialty

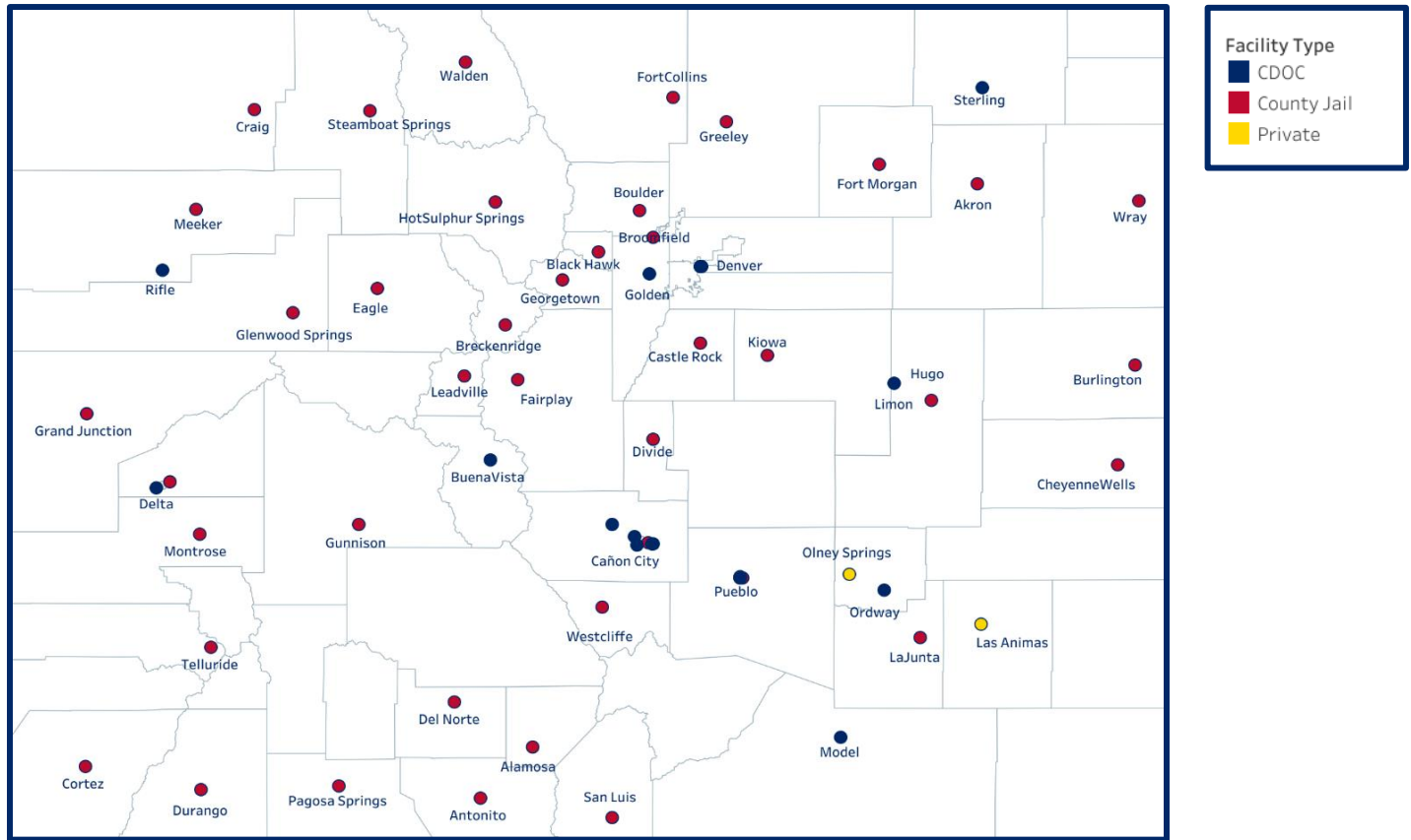
*Maximum Security/Mental Health Facility

**Mental Health Facility

All persons entering the CDOC system are assessed and classified at the Denver Reception & Diagnostic Center (DRDC) to ensure proper placement in a permanent facility. The DRDC has a 62-bed transition unit, 36-bed infirmary, 12-bed special medical needs unit, and 96 standard beds.

The total capacity of the prison system is over 14,000 state-run beds and approximately 3,200 privately run beds.

Figure 23. Locations of Correctional Facilities in Colorado



Source: cdoc.colorado.gov/facilities

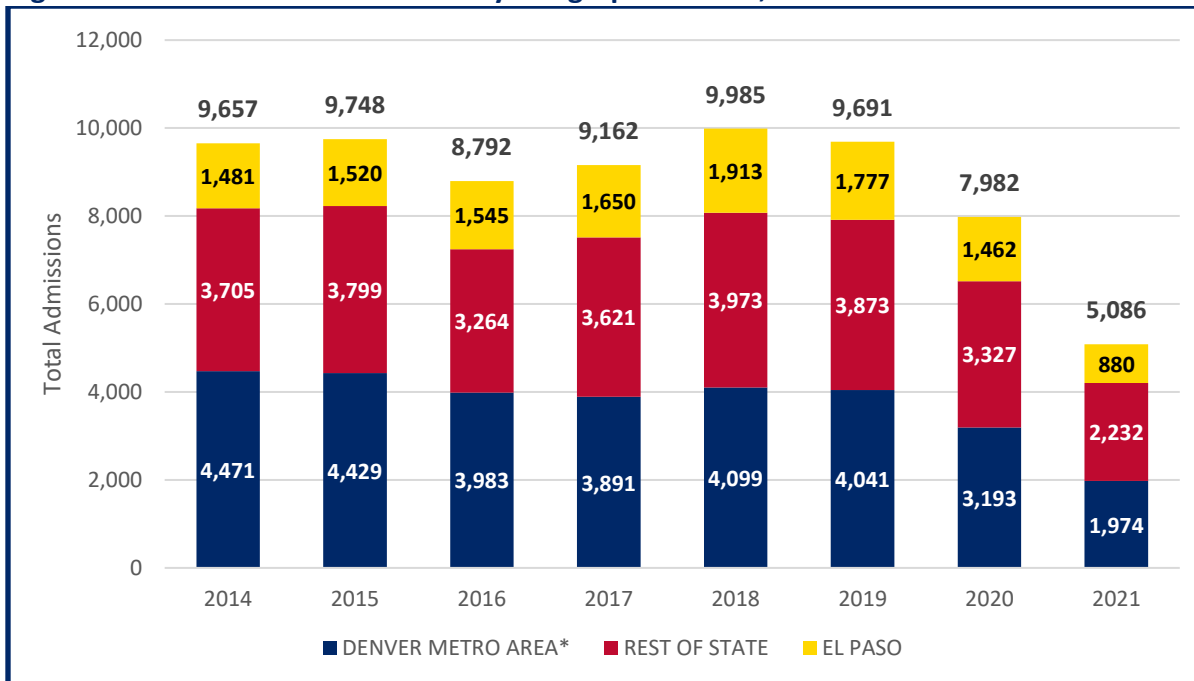
Admissions to Prison

Between FY 2014 and FY 2019, admissions to the CDOC averaged around 9,500 a year but fluctuated year-to-year, reaching a low of 8,792 in 2016 and a high in 2018 of 9,985.

Growth in total admissions averaged a very low yearly percent change of 0.3 percent between 2014 and 2019. While the Denver Metro area contributes most to the number of prison admissions in Colorado (an average of 44 percent per year), admissions from Denver declined an average of 1.9 percent per year between 2014 and 2019. During this period, admissions from El Paso County had an annual average growth rate of 4.0 percent while the “rest of the State” contributed a growing average of 1.3 percent per year.

Total admissions to the CDOC numbered 9,691 in 2019. This number dropped a historic 17.6 percent to 7,982 in FY 2020. Total admissions fell an additional 36.3 percent in FY 2021 to the lowest number of admissions in the past eight years. These decreases in CDOC admissions can be largely attributed to restrictions put in place for COVID-19 quarantine efforts which included lockdowns and court closures. The number of admissions in FY 2021 was almost half of the number of admissions in FY 2014.

Figure 24. Adult Prison Admissions by Geographical Area, FY2014 to FY2021¹¹



cdoc.colorado.gov/about/data-and-reports/statistics

Pre-COVID¹², the number of CDOC admissions for violent offenses increased at a very low growth rate of only 0.3 percent per year. Property and other nonviolent admissions saw growth from 2014-2019 during this time with average yearly increases of 3.9 percent and 3.0 percent, respectively. Drug related admissions fell by an average of 5.0 percent per year.

Table 2. General Examples of Offenses by Group

Violent	Property	Drug	Other nonviolent
Assault	Arson	Paraphernalia	Obstruction
Child abuse	Burglary	Possession	Organized Crime
Escape	Forgery	Sale/Trafficking	Perjury
Kidnapping	Fraud/Embezzlement		Public Peace
Manslaughter	Identity Theft		Traffic
Menacing	Motor Vehicle Theft		Weapons
Murder	Theft		
Robbery	Trespassing/Mischief		
Sexual Assault			

On average from 2014 to 2019, admissions were comprised of 46 percent violent, 14 percent other nonviolent, 25 percent property, and 15 percent drug related.

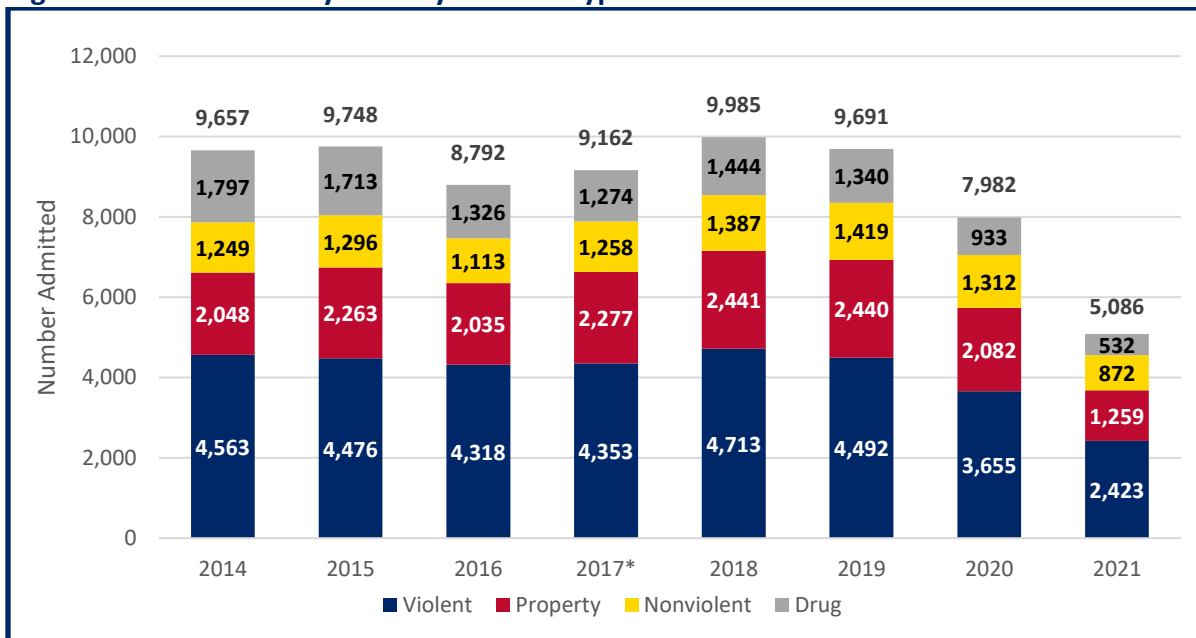
Post-COVID, the number of admissions for all offense groups fell precipitously in both 2020 and 2021. When comparing the number of admissions in FY 2019 to FY 2021, admissions for violent offenses

decreased 46.1 percent, property 48.4 percent, other nonviolent 38.5 percent, and drug offense admissions 60.3 percent.

While the total volume of admissions decreased dramatically, the average proportion of admissions post-COVID remained the same for property offenses. Violent offense admissions increased to 48 percent, other nonviolent increased to 17 percent, and drug offense admissions decreased to 10 percent.

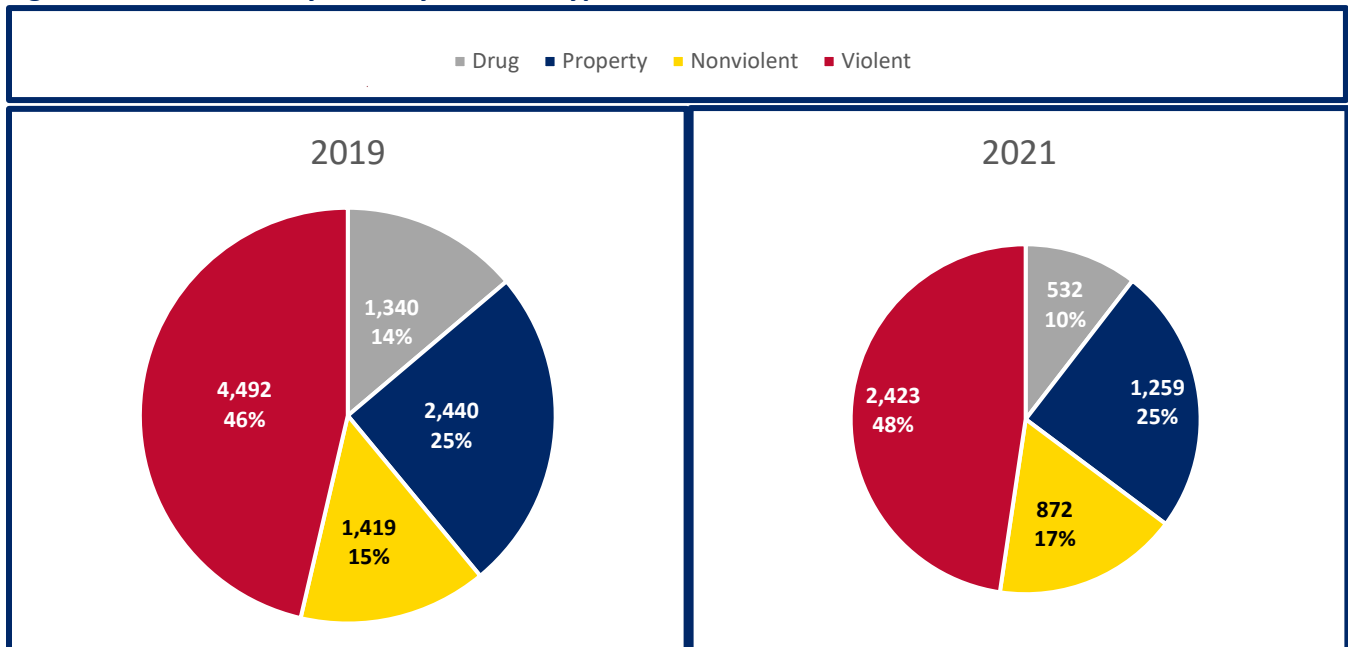
Offenses listed in aggregate categories here are not necessarily those included in UCR or NIBRS categories. The UCR and NIBRS crime categories were standardized by the Bureau of Justice Statistics (BJS) and The Federal Bureau of Investigation (FBI) for use by law enforcement agencies in reporting to the FBI. The offenses listed in categories describing admissions to prison in Colorado were developed by the CDOC for its own tracking and reporting purposes. Examples of crimes in each category are listed in Table 2.

Figure 25. Admissions by Primary Offense Type FY2014 to FY2021¹³



Source: cdoc.colorado.gov/about/data-and-reports/statistics

Figure 26. Admission by Primary Offense Type 2019 vs. 2021

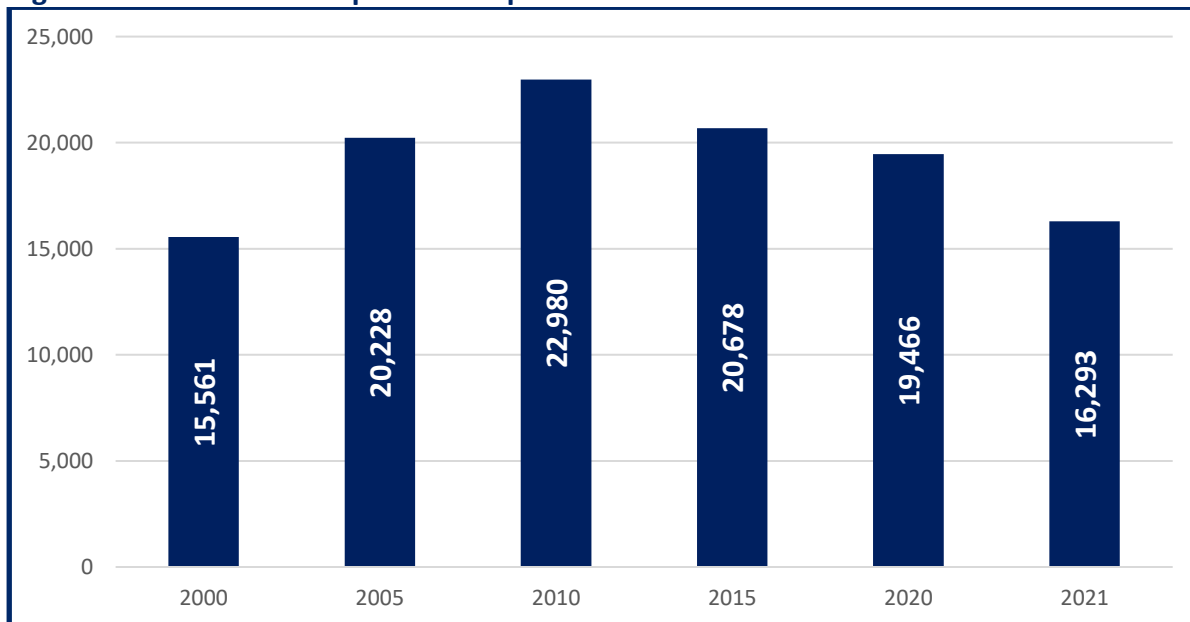


Source: cdoc.colorado.gov/about/data-and-reports/statistics

Average Daily Prison Population

The total CDOC-responsible average daily population (ADP) peaked in FY 2010 at 22,980. This ADP fell by 15.3 percent to 19,499 in FY 2020. Between FY 2020 and FY 2021, the CDOC total ADP had a single year drop of 16.3 percent to 16,293.

Figure 27. Total CDOC Responsible Population FY2000 to FY2021



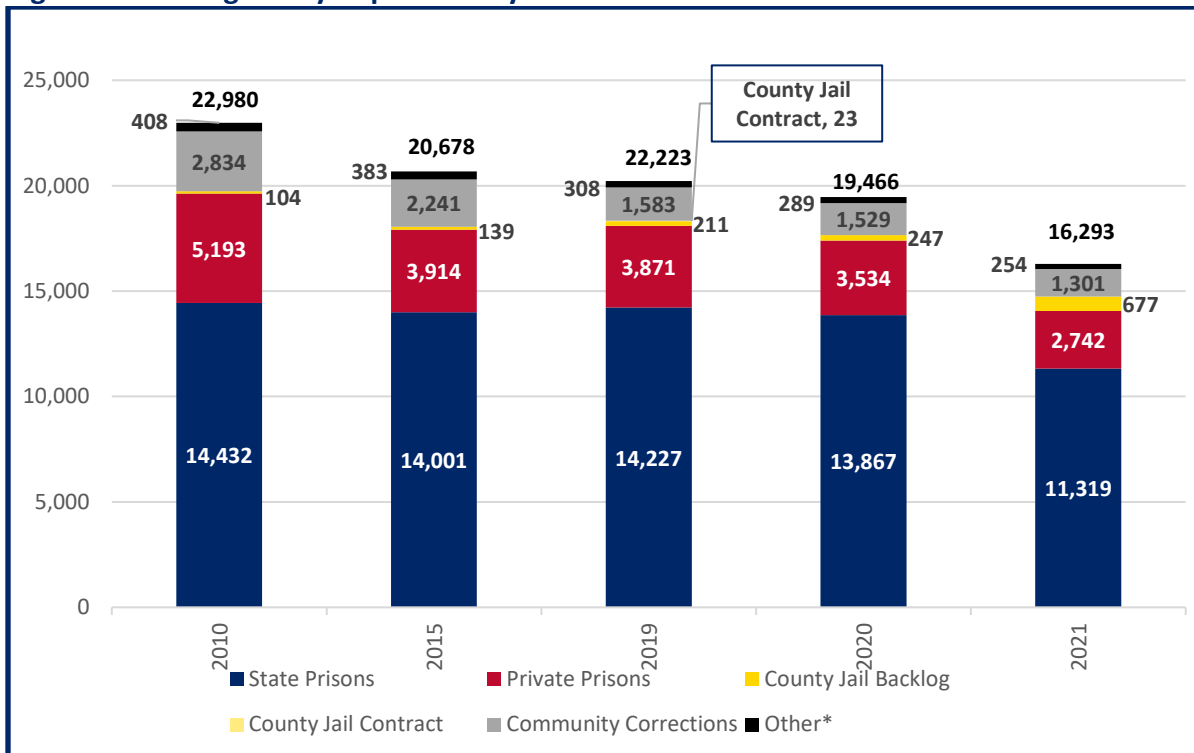
Source: cdoc.colorado.gov/about/data-and-reports/statistics

The ADP of persons housed in State-run CDOC facilities decreased by 3.0 percent between 2010 and 2015. Then, between 2015 and 2019, the ADP for State-run facilities remained static. The pre-COVID ADP for State-run facilities in FY 2019 was 14,227. This decreased dramatically with the COVID pandemic to 11,319 in FY 2021, a 20.4 percent drop.

The CDOC use of private prison beds declined between 2010 and 2015. The ADP of persons housed in privately run facilities fell from 5,193 in 2010 to 3,914 in 2015 (a 24.6 percent decrease). The pre-COVID ADP in FY 2019 for persons housed in privately run facilities was 3,871. This decreased by 29.2 percent to 2,742 in FY 2021.

The ADP of persons housed in the CDOC County jail backlog (persons sentenced to prison and awaiting transfer from a local jail to CDOC intake) remained below 300 from FY 2010 to FY 2020. However, due to quarantine restrictions and cessation of movement from jails to the CDOC, the jail backlog ADP ballooned to 677 in FY 2021. Compared to FY 2019, the 2021 jail backlog ADP was 220.9 percent higher¹⁴.

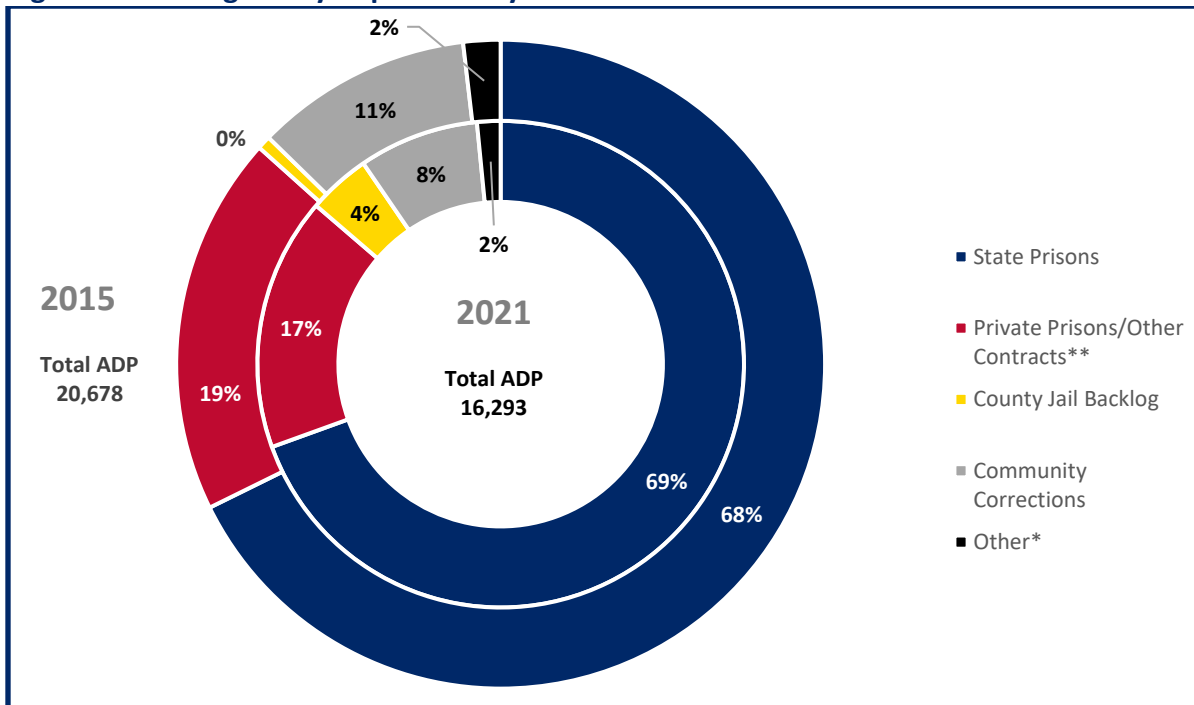
Figure 28. Average Daily Population by Location FY2010 to FY2021



Source: cdoc.colorado.gov/about/data-and-reports/statistics

While the total number of persons held under CDOC responsibility declined post-COVID, the proportion of the CDOC ADP held in state-run prisons changed very little. In FY 2015, 68 percent of incarcerated persons were in state prisons versus 69 percent in FY 2021. The proportion of private prison beds decreased from 19 percent in 2015 to 17 percent in 2021. The county jail backlog increased from a miniscule portion of total in 2015 to 4 percent in 2021.



Figure 29. Average Daily Population by Location FY2015 vs. FY2021



*Other includes fugitives, revocations in jail and awaiting transfer, and external placements.
Source: cdoc.colorado.gov/about/data-and-reports/statistics

The CDOC population is 94% male and 6% female. The Colorado resident population is evenly proportioned by gender. The large fraction of males in the CDOC population matches prison trends nationwide.

Table 3. Colorado Department of Corrections Population by Gender - 2021

	Number of Individuals	Percentage of Adult Prison Population	Percentage of Colorado Adult Population
	12,870	94%	51%
	860	6%	49%

Source: cdoc.colorado.gov/about/data-and-reports/statistics; gis.dola.colorado.gov

The CDOC population is 44% White, 31% Hispanic/Latino, and 18% Black. Blacks and Hispanics are over-represented in the CDOC compared to the proportion of these groups in the resident population. The Colorado resident adult (persons aged 18 and older) population is comprised of only 4% Black and 20% Hispanic/Latino.

Table 4. Colorado Department of Corrections Population by Race/Ethnicity - 2021

	Number of Individuals	Percentage of Adult Prison Population	Percentage of Colorado Adult Population
White	6,668	44%	70%
Hispanic/Latino	4,742	31%	20%
Black	2,789	18%	4%
Native American	552	4%	1%
Asian American	180	1%	3%
Other or Mixed Race	389	3%	2%

Source: cdoc.colorado.gov/about/data-and-reports/statistics; gis.dola.colorado.gov

Releases from Prison

Releases from prison fall into two main categories: discharge and parole. Parole can be further broken down into two categories, discretionary and mandatory. Discretionary parole is when a person serving a sentence in prison has met appropriate criteria and, at the “discretion” of the parole board, is released from incarceration before their sentence was completely served to then serve time under supervision in the community. Certain persons sentenced to prison in Colorado, prior to 1993, may be released to parole under this system. Under a discretionary parole system, a person will never be confined for a period greater than the original sentence imposed.

Persons sentenced in 1993 and after are subject to mandatory parole and must serve time on parole after release from prison. A person does not begin serving the period of parole until their prison sentence has been fully served or the parole board determines that they are ready for parole. Under a mandatory parole system, a person faces a sentence to prison, a period of parole, and if violated on this period of parole, another period of confinement not necessarily limited to the original term of incarceration imposed.

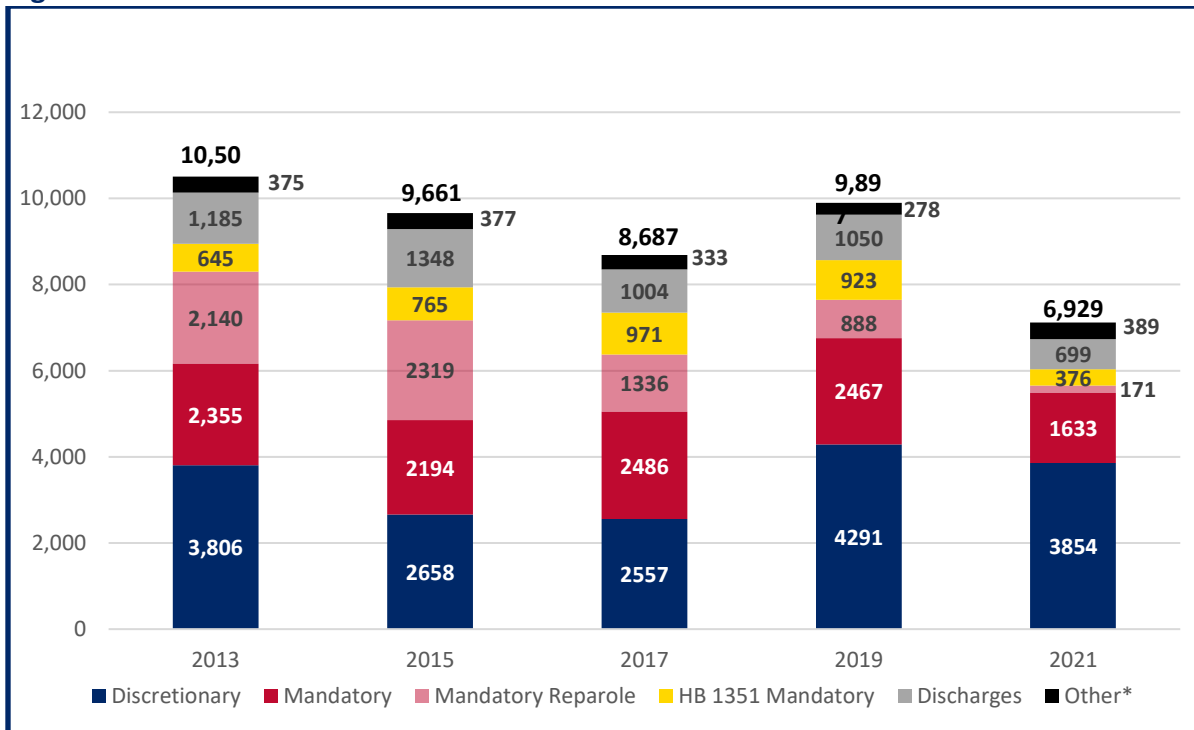
Most persons released from the CDOC exit to parole supervision. Between 2013 and 2021, on average over 84 percent of CDOC releases were paroled. The number of persons released via discretionary parole increased by 12.7 percent in the pre-COVID era (2013-2019), while mandatory parole releases increased by 4.8 percent during this same period.

While release via discretionary and mandatory parole increased, CDOC discharges decreased by 11.4 percent between FY 2013 and FY 2019. As the CDOC ADP dropped post-COVID, the number of releases decreased in parallel.

The number of CDOC releases fell 28.0 percent between FY 2019 and FY 2021. Releases to discretionary parole fell 10.2 percent, while mandatory parole releases decreased 33.8 percent.

While the total volume of CDOC releases fell substantially, the proportion of total releases to parole and discharges, post-COVID, remained static compared to pre-COVID releases.

Figure 30. Prison Releases FY2013 to FY2021

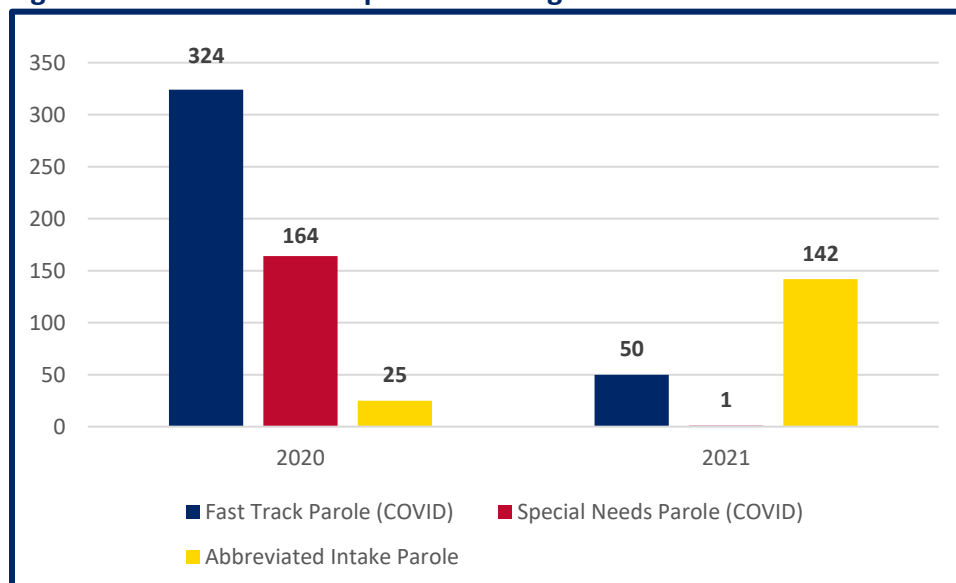


Source: cdoc.colorado.gov/about/data-and-reports/statistics

*Includes Martin/Cooper Discharges, Discharge to Pending Charges, Discharge to Detainer, Probation, Court Order Discharge, Deceased, Appeal Bond, Return to Controlling Jurisdiction, Abbreviated Intake Parole, Fast Track Parole (COVID), Special Needs Parole (COVID)

The majority of COVID-19 related special discharges from the CDOC occurred in 2020. In 2020, fast track parole was primarily used. In 2021, abbreviated parole intake was the primary instrument used for special discharge.

Figure 31. COVID Related Special Discharge

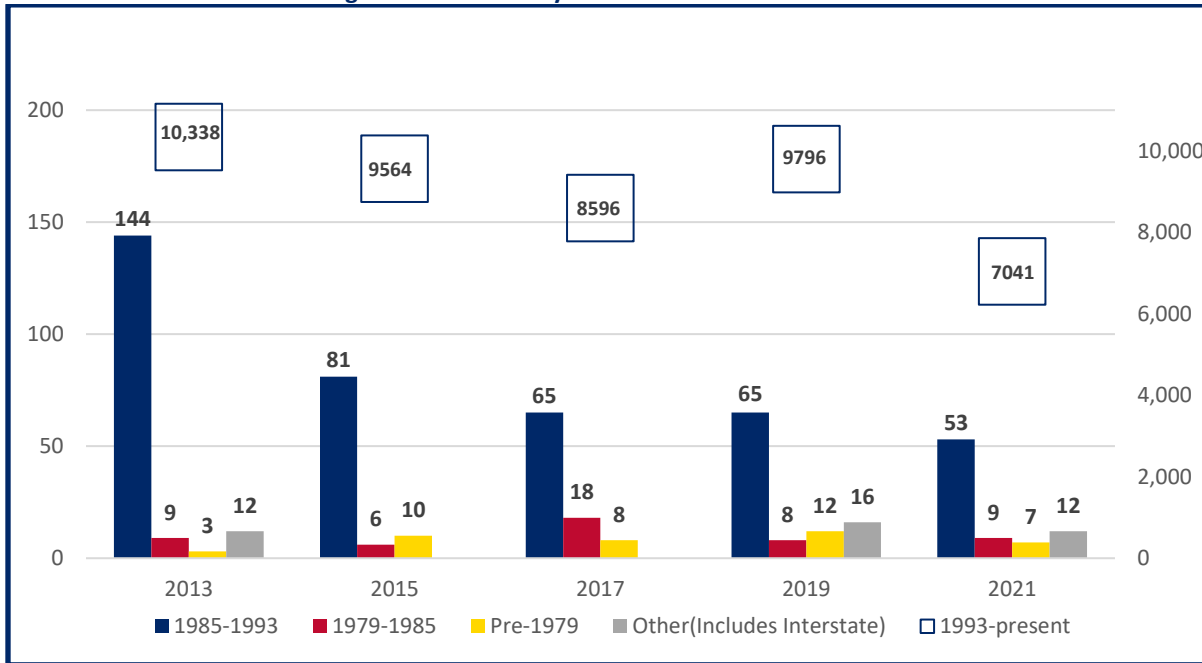


Source: cdoc.colorado.gov/about/data-and-reports/statistics

Nearly all persons released from the CDOC were governed by current sentencing laws that have been in effect from 1993 to the present with no revisions. As mentioned previously, current Colorado sentencing laws require a mandatory period of parole supervision upon release.

Figure 32. Releases by Governing Law 2013 to 2021

Present Governing Law on Secondary Axis

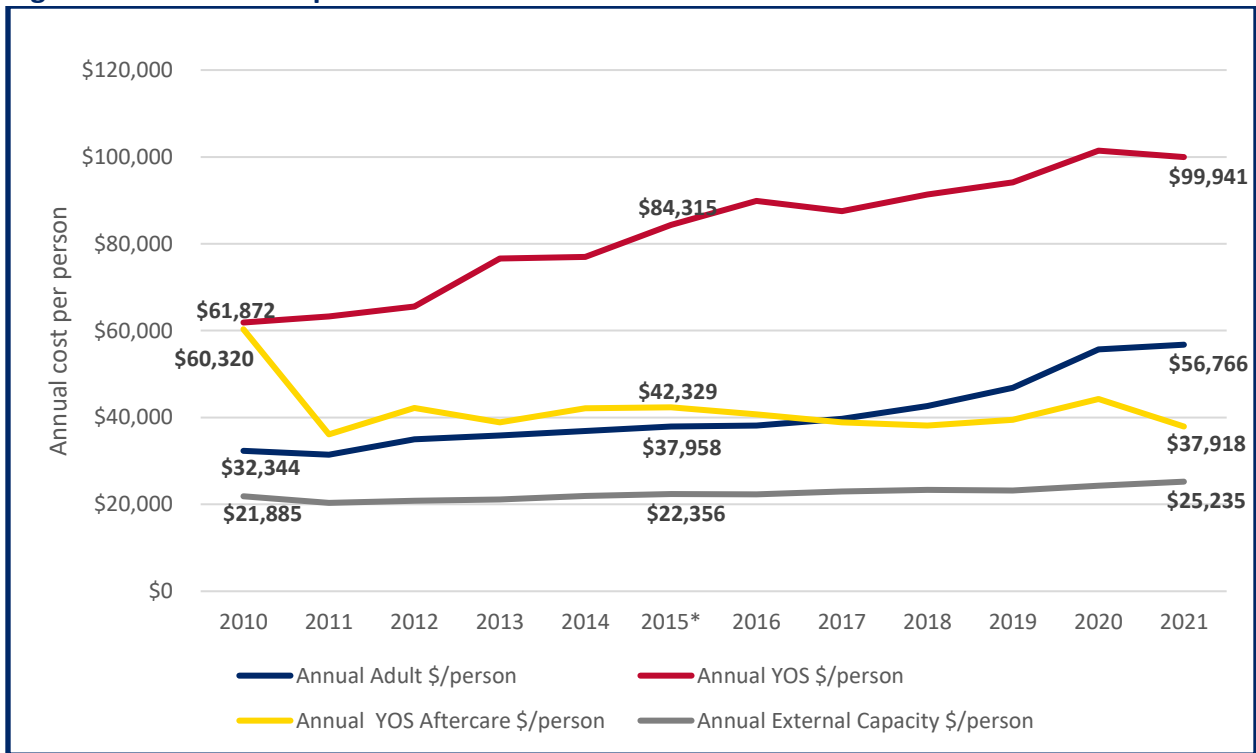


Source: cdoc.colorado.gov/about/data-and-reports/statistics

The Cost of Incarceration in Colorado

The annual cost of adult incarceration in Colorado has skyrocketed in recent years. In 2010, the annual cost per adult incarcerated was \$32,344. This increased by 17.4 percent to \$37,958 in 2015. By 2021, the annual cost per adult incarcerated was \$56,766, a 49.5 percent increase from 2015 and a 75.5 percent increase from 2010. Increases in the cost of incarceration far outpaced inflation for the time periods examined. The reasons for increases in costs per incarcerated person, particularly since 2015, are not known from available data.

Figure 33. Annual Cost per Person 2010 to 2021¹⁵



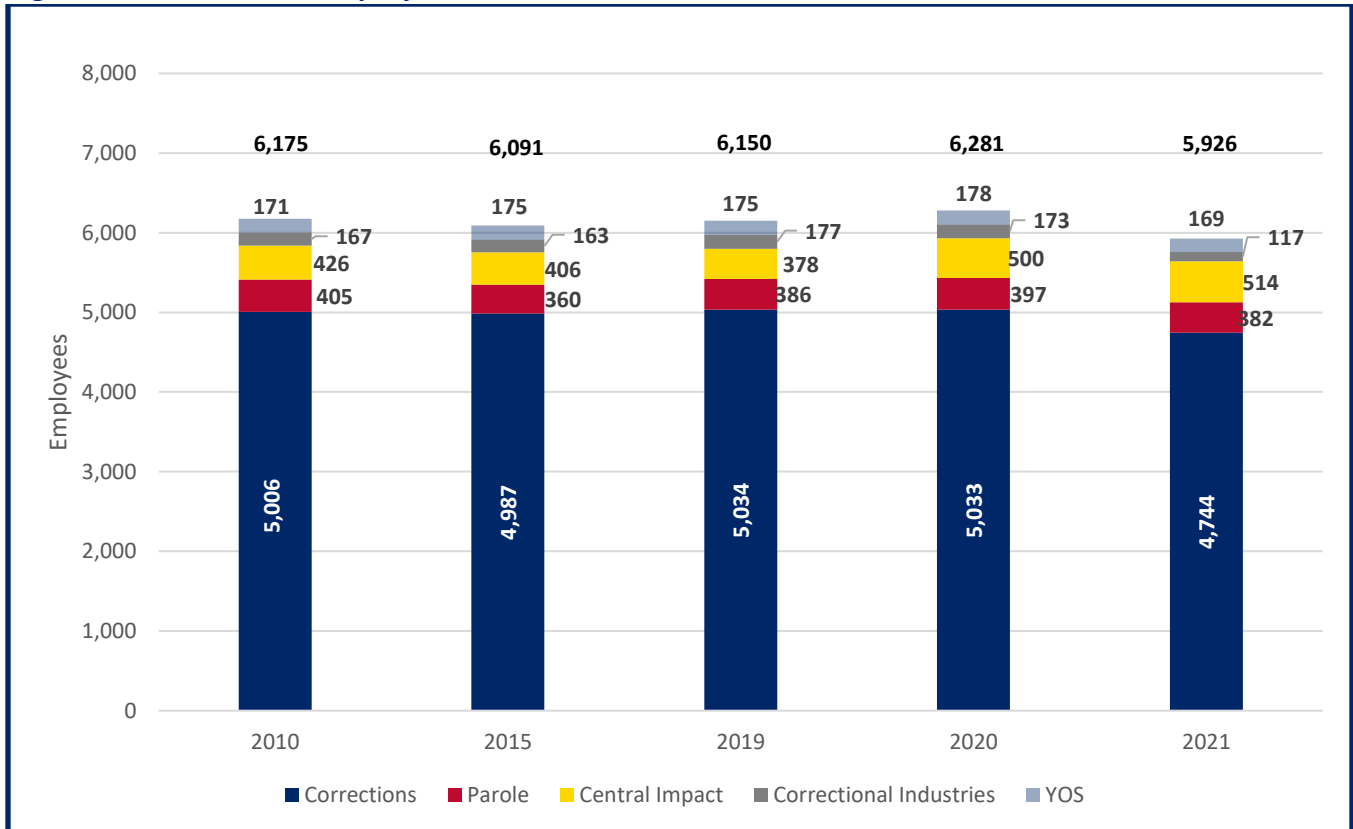
Source: cdoc.colorado.gov/about/data-and-reports/statistics

Correctional Staffing in Colorado

The number of corrections employees in Colorado declined from 5,033 in FY 2020 to 4,744 in FY 2021, a drop of 5.7 percent. Since the COVID-19 pandemic, Colorado, and the nation, has experienced a correctional staffing crisis. In Colorado, prior to the COVID-19 pandemic, the DOC staff vacancy rate was 10 percent and has risen to nearly 25 percent by December 2022. In hard numbers, this vacancy rate amounts to roughly 1,600 vacant positions across all classifications¹⁶. During this same period, the number of applications received by DOC dropped 51 percent from 1,762 to 852.

While adequate staffing in prisons is essential for the protection of incarcerated persons, staff, and public safety, it is important to note that while the number of CDOC employees declined 5 percent from 2010 to 2021, the number of people incarcerated in Colorado declined 20 percent. At the same time, the number of CDOC overhead employees increased 21 percent (Table 5).

Figure 34. Correctional Employees 2010 to 2021



Source: cdoc.colorado.gov/about/data-and-reports/statistics

Table 5. Corrections Comparison 2010 to 2021¹⁷

	2010	2021	Absolute Change	Percent Change
Adult Prison ADP	14272	11373	-2899	-20%
Corrections Employees	5006	4744	-262	-5%
Central Impact Employees (Overhead)	426	514	88	21%
Adult Annual Cost per Person	\$32,334	\$55,717	\$23,383	72%
YOS ADP	220	212	-8	-4%
YOS Employees	171	169	-2	-1%
YOS Annual Cost per Person*	\$70,452	\$92,544	\$22,092	31%
Parole ADP Served	8657	9719	1062	12%
Parole Employees	405	382	-23	-6%
Parole Annual cost per Person	\$4,929	\$6,270	\$1,341	27%
Total Correctional Employees	6175	5926	-249.00	-4%

Source: cdoc.colorado.gov/about/data-and-reports/statistics

PROBATION IN COLORADO

The Colorado Judicial Department administers adult and juvenile probation within Colorado's 22 judicial districts. This includes 23 probation departments with over 50 separate probation offices throughout the State.

In Colorado, adults and juveniles convicted of a felony or misdemeanor offense can be sentenced to probation. A probation sentence comes with requirements for successful completion set by the Court. Included in these terms and conditions, aside from remaining law abiding, may be individual-specific requirements such as behavioral health counseling or paying victim restitution.

After disposition by the court, a risk assessment is completed to determine the level of supervision necessary to reduce the potential to re-offend while also maximizing public safety. All persons on supervised probation are required by law to pay a monthly \$50 supervision fee. Persons deemed high risk receive intensive supervision rather than regular probation. Persons deemed lower risk may be sentenced to unsupervised probation.

Persons sentenced for drug related offenses may have their case assigned to Drug Court which involves intensive supervision directed at sustained sobriety. Persons convicted of drinking and driving offenses may be assigned to Alcohol Probation. Adults who are convicted of felony sex offenses and sentenced to probation are placed on Sex Offender Intensive Supervision (SOISP). SOISP is a high level of supervision within probation that may include mandatory monitored treatment at a variety of levels.

Additionally, some persons deemed lower risk may be supervised by a private company under contract with the Probation Department. Colorado law permits the probation department in each judicial district the ability to enter into an agreement with any private agency to provide supervision or other services.

New Probation Cases

As mentioned previously in this document, most felony dispositions in the State of Colorado are sentences to probation. The advantages of probation versus incarceration are two-fold. First, probation provides increased opportunities for rehabilitation at a lower annual cost. Second, for the person convicted and sentenced, the advantage of accepting probation affords freedom from incarceration with the incentive to focus on rehabilitation.

Between FY 2010 and FY 2019, Colorado courts showed an increased use of probation in their dispositions. While the number of new private probation cases decreased, new state-supervised regular probation cases increased from 26,336 in 2010 to 41,608 in 2019, an increase of 58.0 percent.

Regarding state vs. private probation, not all judicial districts have access to or utilize private probation providers. Most notably the 2nd District, Denver County, does not utilize private probation. Colorado has contracted for private probation services since FY 1996.

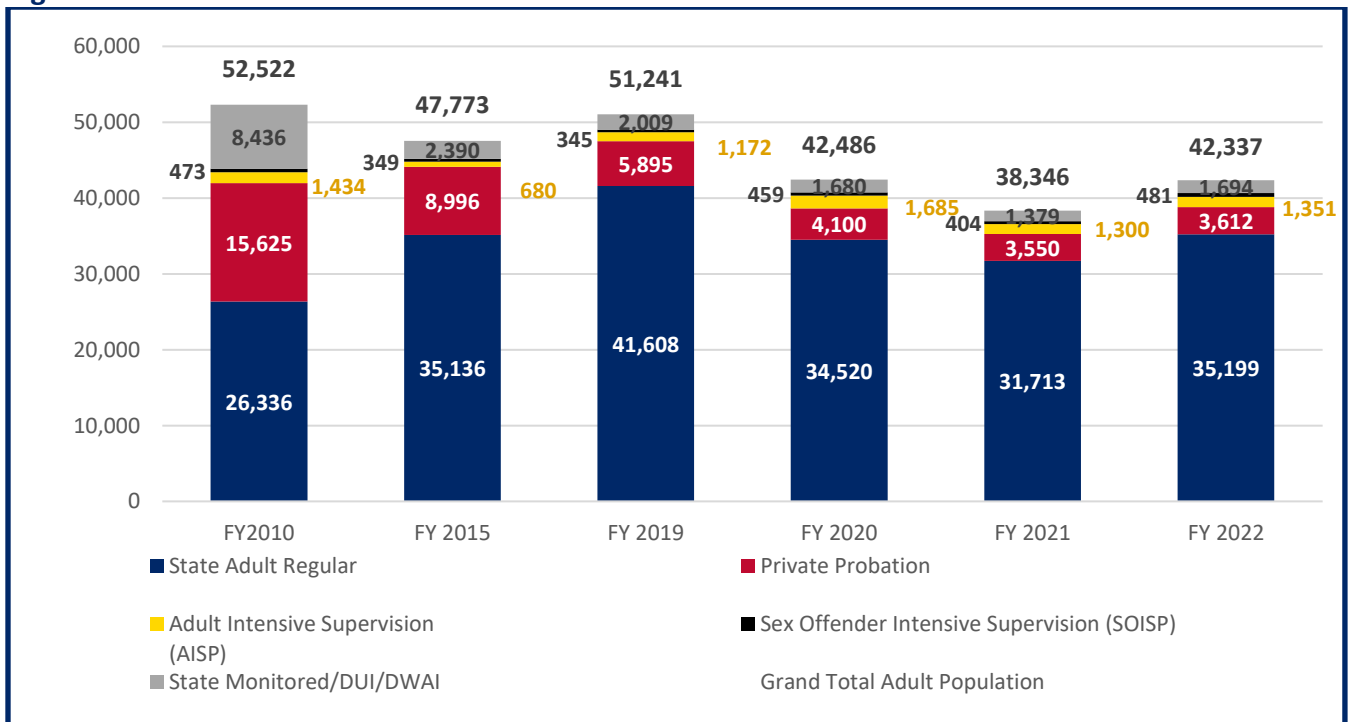
The use of private probation in Colorado has been declining since the mid-2000s. There appears to be no singular policy change or legislation imposed responsible for this decline. However, Chief Justice Directive 21-01 (formerly 16-01), defined the priority use of probation resources and the circumstances under which districts may contract with private probation, effective October 1, 2021. This directive permitted contract probation services to be utilized for lower-priority investigations and supervision of lower risk offenders. The idea behind this shift was that by utilizing private probation for lower risk persons, state probation departments could concentrate their resources on persons deemed higher risk to improve their supervision outcomes.

All Districts that have employed private probation services since 2005 have steadily reduced the flow of new cases to private probation supervision. Both direct sentencing from court cases and transfers from state supervision (the source for most new private probation cases) have declined. As of FY 2023, 100% of new private probation cases were transfers. On the last day of FY 2023, 90% of private probation cases were supervised at the minimum or administrative levels.

Post-COVID¹⁸, as the number of court cases dropped and case processing slowed due to mitigation efforts, new probation cases across all supervision types fell. In FY 2021, the number of total new cases was 17.4 percent below the number in FY 2019.

As courts returned to the new post-pandemic “normal” in Colorado, new probation cases began to increase. FY 2022 saw 10.4 percent more new probation cases compared to FY 2021, primarily due to increases in new state-supervised regular cases. Even with this substantial one-year increase, new probation cases in FY 2022 remained 17 percent lower than FY 2019.

Figure 35. New Probation Cases FY2010 to FY2022¹⁹



Source: Annual Statistical Reports, courts.state.co.us

The Size of Probation Caseloads

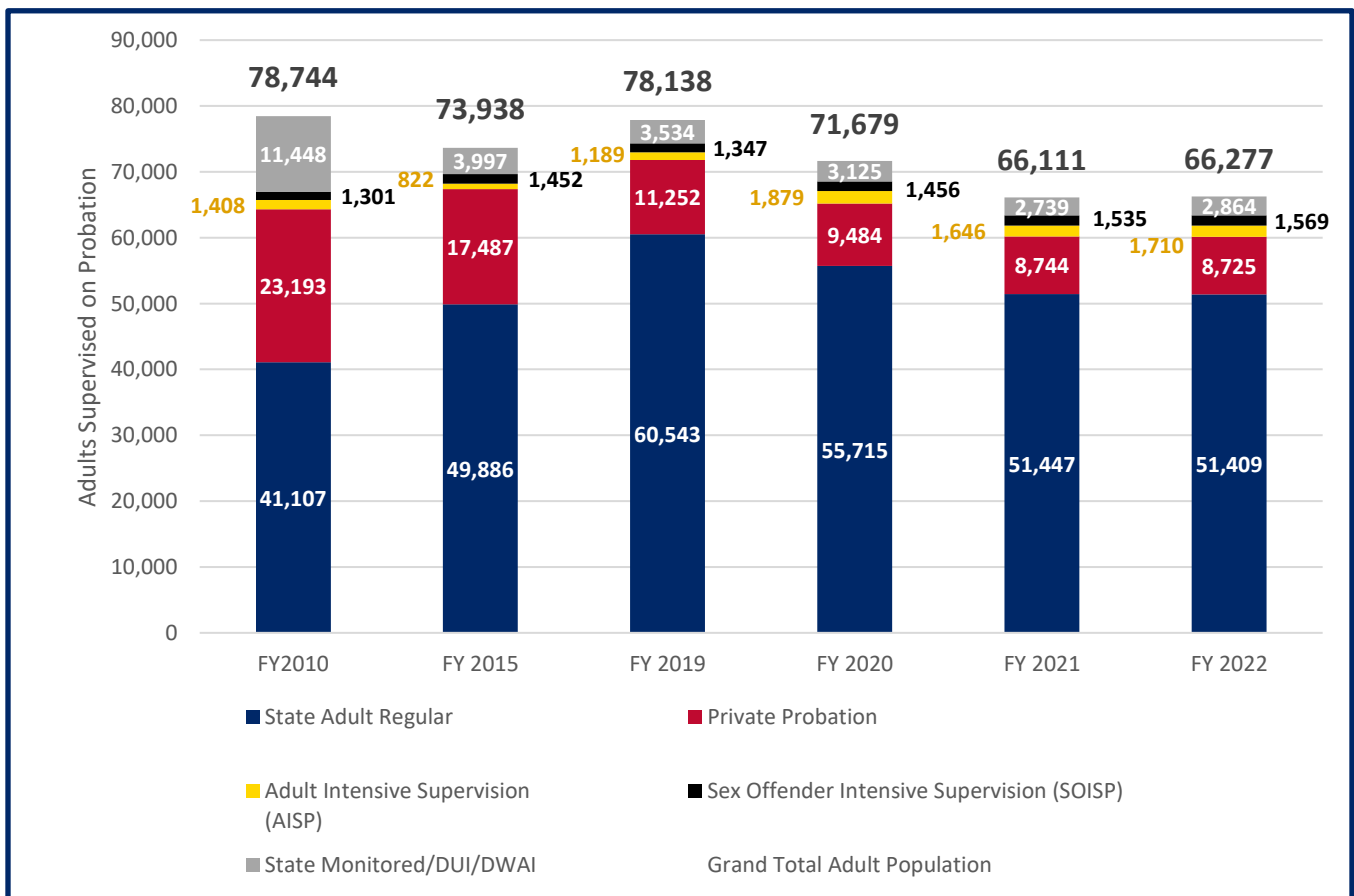
The number of new cases placed on probation minus the number of cases terminated each year results in the active probation caseload.

The number of adults supervised on probation in Colorado fluctuated from 2010 to 2019, but ended the decade at the same level it began at just over 78,000 individuals. Of the types of probation supervision, adults on state-supervised regular probation increased by just over 19,000 individuals or 7.3 percent. Regular probationers under private supervision in Colorado decreased by almost 12,000 individuals or 51.5 percent, demonstrating a shift from private to state run supervision.

The FY 2022, post-COVID, total number of persons under probation supervision in Colorado was 11,861 persons, or 15.2 percent, lower compared with FY 2019.

From the pre-COVID peak in the number of persons under regular state-supervised probation in FY 2019, the post-COVID number of persons under regular supervision decreased by 15.1 percent to 51,409 in FY 2022. Private supervised regular probationers decreased by 22.4 percent between 2019 and 2022.

Figure 36. Adult Supervised Probation Population FY2010 to FY2022



Source: Annual Statistical Reports, courts.state.co.us

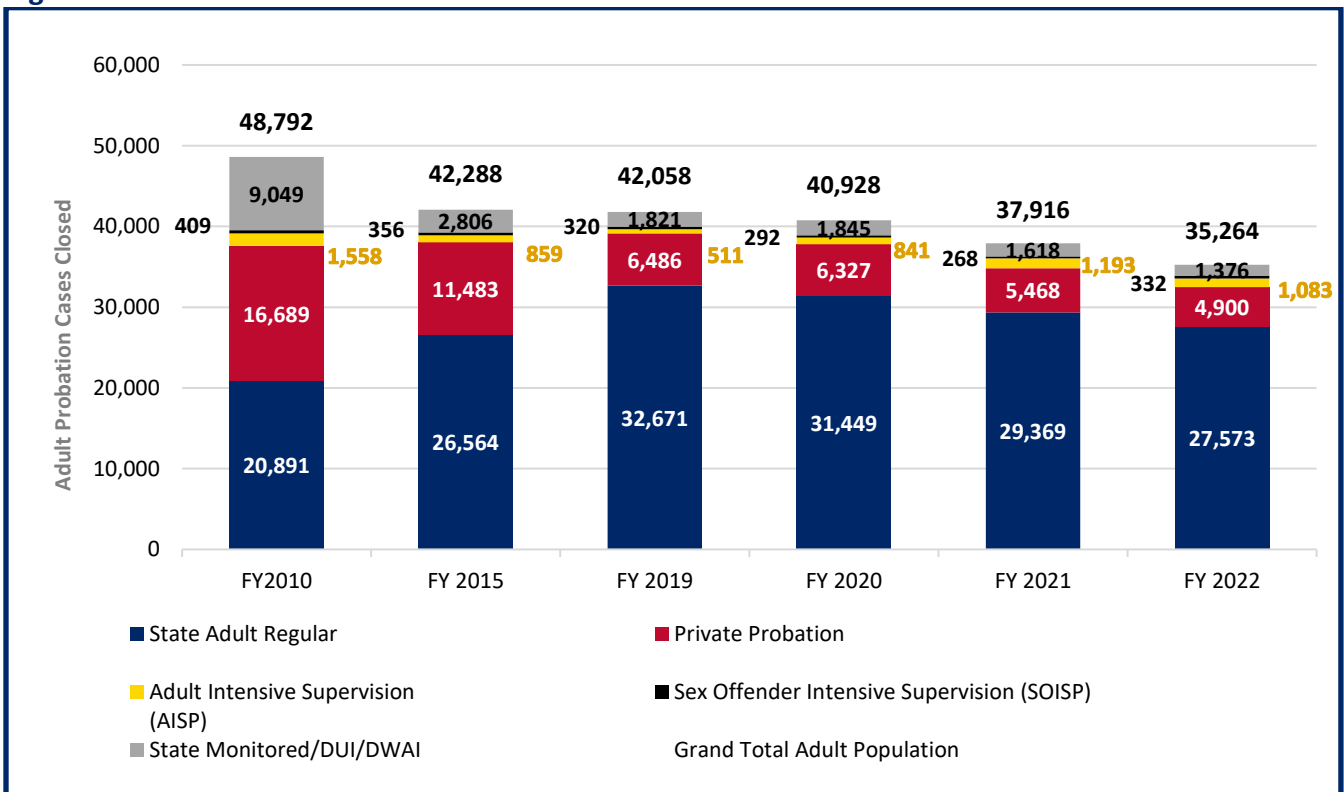
Probation Case Closures

Probation cases can be terminated in the state of Colorado for successful completion of term (via normal schedule or early termination petition), absconding, or revocation.

The total number of adults terminated from probation in Colorado declined from 48,792 in 2010 to 42,058 in 2019, a decrease of 13.8 percent. The number of probation case closures decreased sharply over a shorter time, post-COVID. Between FY 2020 and FY 2022, the number of closures decreased 13.8 percent from 40,928 to 35,264.

Within this decline, and like trends observed in total probation caseloads, cases closed from state-supervised regular probation increased in Colorado between 2010 and 2019, while case closures from private probation decreased as court districts began decreasing the use of private probation. Post-COVID, this trend continued with an overall decrease in case closures. By the end of FY 2022, private probation closures made up 13.8 percent of all probation case closures while in 2010, this percentage was 34.2 percent.

Figure 37. Colorado Adult Probation Case Closures FY2010 to FY2022



Source: Annual Statistical Reports, courts.state.co.us

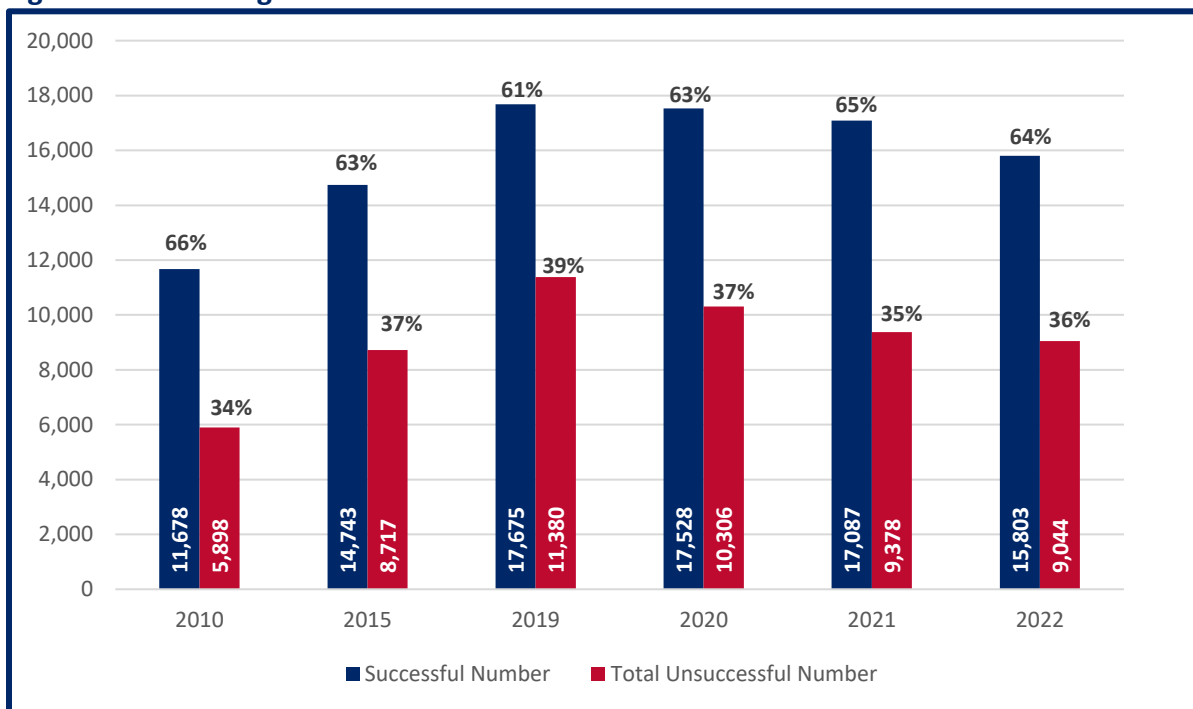
Probation Violations in Colorado

Most probation case closures for a failure to meet the terms and conditions of supervision in Colorado are for absconding. Absconding is defined as a person's change of place of residence without notifying their probation supervisor and/or failing to report as directed leading to a person having whereabouts

that are unknown. Second to absconding, most probation failures in Colorado are for technical violations. A technical violation is a violation of terms set by the court. Testing positive for drugs or failing to attend mandatory counseling are examples of technical violations. Well below absconding and technical violations in proportion of closures is committing a new offense.

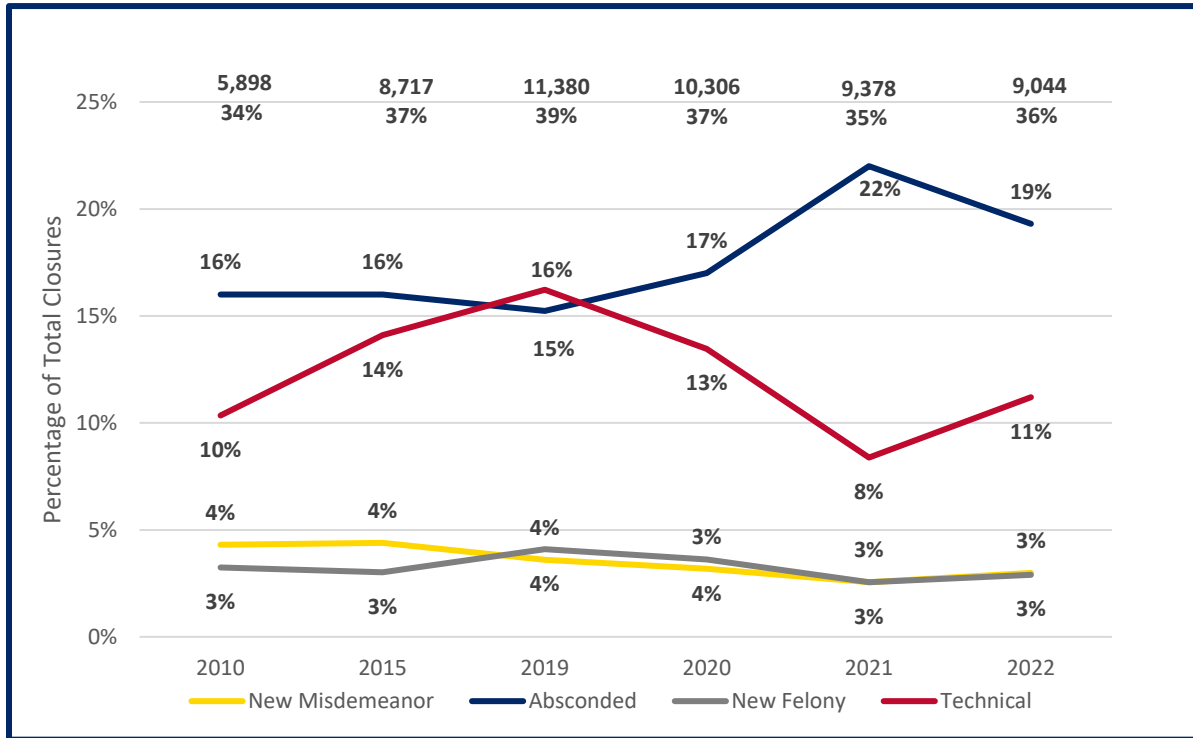
In FY 2010, 34 percent of all probation closures were due to failures, the largest portion being for absconding. By mid-decade, that failure rate had increased to 37 percent with absconding being responsible for 16 percent and technical revocation at 14 percent. FY 2019 saw total failures increase to 39 percent of closures. By FY 2022, failures from probation decreased slightly to 36 percent with absconding making up 19 percent, technical violations accounting for 11 percent, and new felony/misdemeanors at 3 percent each.

Figure 38. Adult Regular Probation Closures FY2010 to FY2022



Source: Annual Statistical Reports, courts.state.co.us

Figure 39. Adult Probation Violation Rates FY2010 to FY2022²⁰

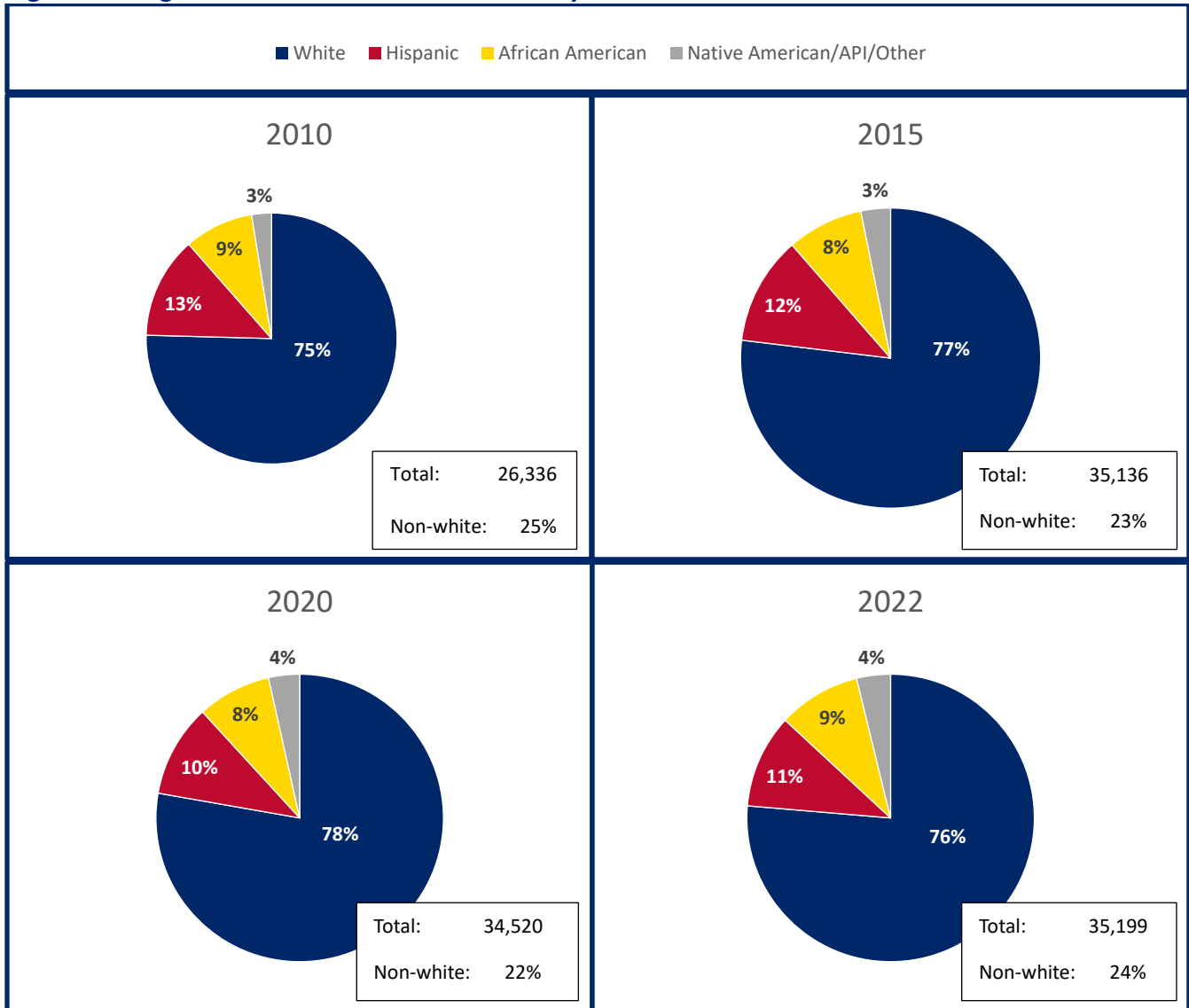


Source: Annual Statistical Reports, courts.state.co.us

Probation and Race

Proportions of Colorado probation caseloads by racial category have remained static through the previous decade and through the COVID-19 pandemic years. While these metrics have remained stable, disparities are evident in the Black population when compared with the racial demographic population of the state. Black individuals are, on average, 4 percent of the state population while representing 8 to 9 percent of the probation population.

Figure 40. Regular Probation for Race & Ethnicity



Source: Annual Statistical Reports, courts.state.co.us

PAROLE IN COLORADO

As noted previously, in Colorado there are two types of parole: discretionary and mandatory. For persons sentenced prior to 1993, parole is entirely discretionary, i.e., an incarcerated person who meets the appropriate criteria can be released from incarceration before a sentence is completely served. In 1993, the Colorado Legislature added an additional type of parole release called mandatory parole requiring every individual sentenced to the CDOC to complete parole as part of their release from custody, regardless of time served in prison.

Most felony sentenced individuals are eligible for parole release consideration by the parole board after serving 50 percent of the court's sentence, less earned and presentence credits. Pre-sentence or "jail credits" are the amount of time the defendant spent in custody (jail and community corrections) awaiting sentencing.

Incarcerated persons not falling under the general rule of eligibility at 50 percent of sentence include those with a life sentence for a Class 1 felony, who are not eligible for parole as of July 1, 2009, persons with a life sentence under a habitual criminal statute, who are eligible for parole after 40 years, persons convicted of more violent offenses, who must serve 75 percent of their imposed sentence, and certain persons convicted of sex offenses who receive indeterminate life sentences.

Incarcerated persons not granted parole by the parole board but completing their entire sentence in prison are still subject to an additional 1, 3, or 5-year term of mandatory parole after release, depending on the type of felony for which they were sentenced. Since 1993, every person serving a carceral sentence is required to serve a term of mandatory parole and if revoked on parole, could end up serving longer in prison than their original sentence.

Mandatory or discretionary parole eligibility thresholds can be reduced by "earned good time" adjustments. "Earned good time", up to 10 days per month, is a credit earned for participating in various prison training, education, and rehab programs. The CDOC tallies up good time and earned time every 6 months, but this can be done more regularly as a person's parole eligibility date gets closer. Earned good time can be cancelled out by disciplinary infractions affecting a parole eligibility date.

Parole board grant rates are not publicly available, making the impact of this decision-making body on prison and parole trends very difficult to glean.

Once released to parole, a person remains under the purview of the CDOC. The Division of Adult Parole Services is responsible for monitoring all persons on parole while in the community and for reporting any violations of parole terms to the Parole Board.

The Number of Persons on Parole Supervision

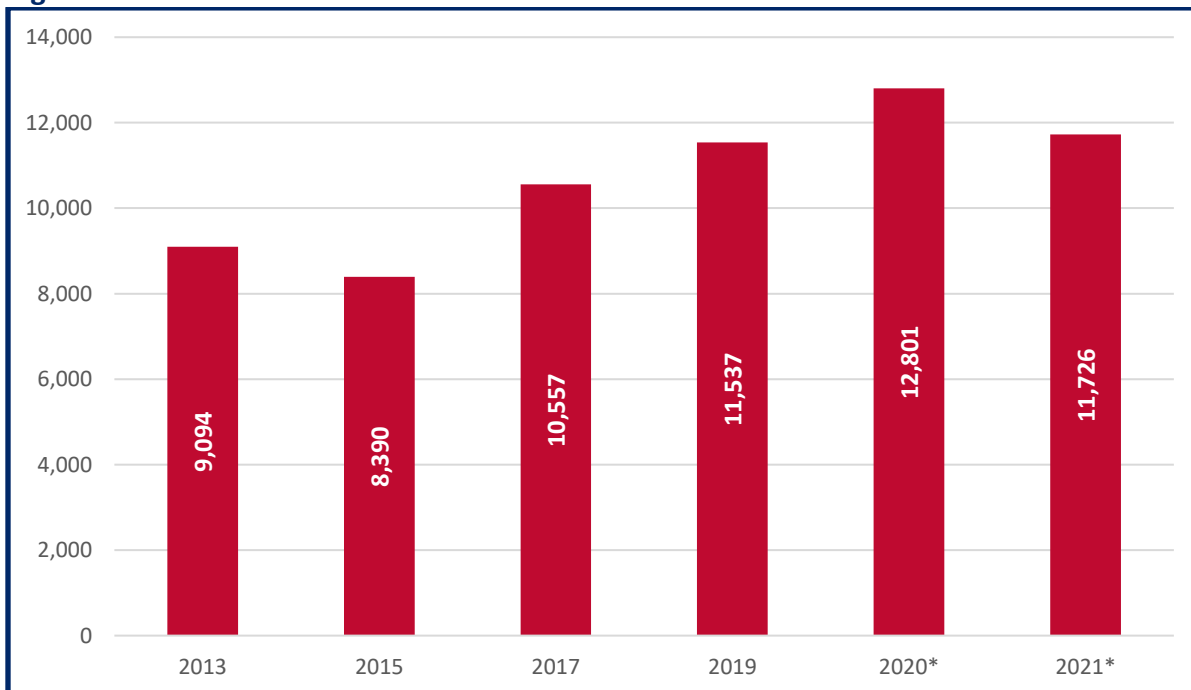
Once a person is released on parole, Community Re-Entry Specialists (CRES) provide integrated case management and support services throughout the state to assist with removing barriers that interfere

with an offender’s successful transition from prison to the community. Re-entry services may include, but are not limited to, stabilization assistance or resources for housing, transportation, clothing, personal hygiene, backpacks, work tools, employment training, and job placement. The services are based on individual need and are incentive-based, requiring the offender’s participation and accountability. CRES use cognitive-based interventions when interacting with the offenders to enhance motivation and reinforce positive behavior, deliver risk reduction, encourage stabilization efforts, support family reintegration, and assist with employment and job training opportunities. CRES also conducts an initial assessment to determine the appropriate level of re-entry transition assistance that may be needed for successful reintegration into the community.

The number of persons under parole supervision in Colorado increased substantially between 2013 and 2019. In FY 2013, the parole caseload numbered 9,094. This increased by 26.9 percent to 11,537 in FY 2019.

Between FY 2020 and FY 2021, the number of persons on parole declined 8.4 percent from 12,801 to 11,726.

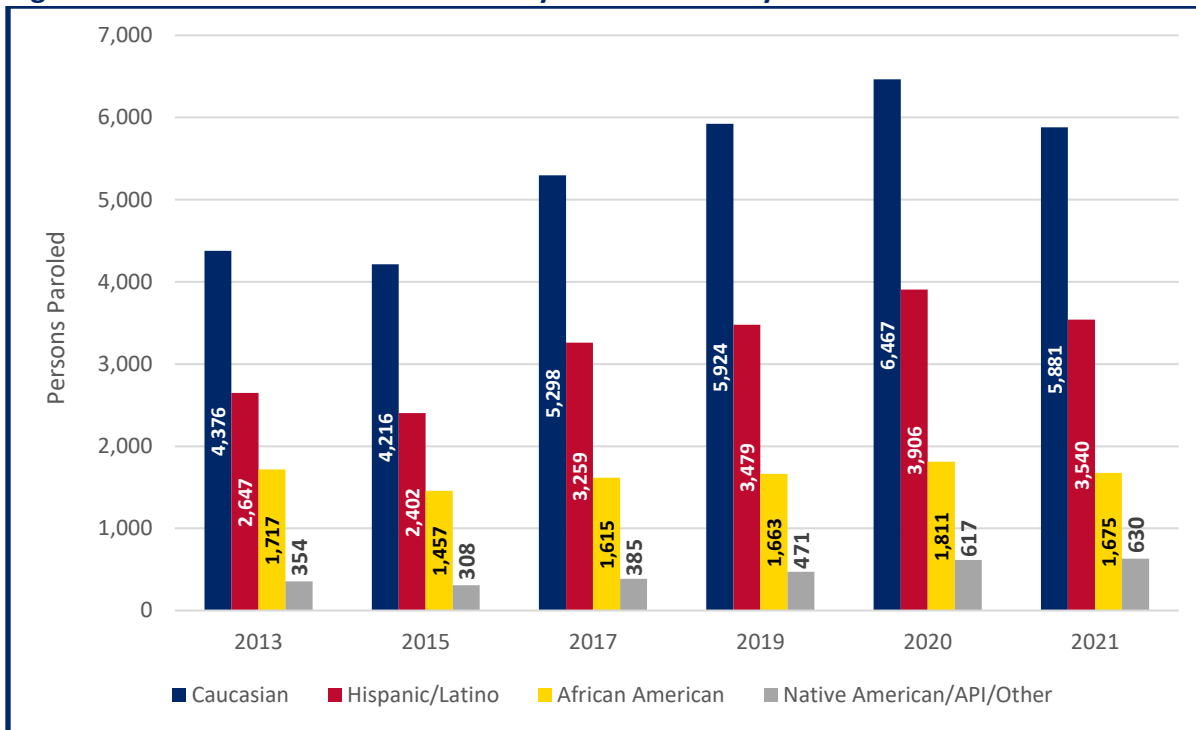
Figure 41. Parole Caseloads FY2013 to FY2021



Source: cdoc.colorado.gov/about/data-and-reports/statistics

The proportion of persons being supervised on parole, broken out by their race and ethnicity, has seen little to no change since FY 2013. The proportion of White people on parole has remained near 50 percent and the proportion of Hispanic people near 30 percent. The proportion of Black people has declined from 19 percent in FY 2013 to 14 percent in FY 2021.

Figure 42. Number of Persons Paroled by Race & Ethnicity FY2013 to FY2021

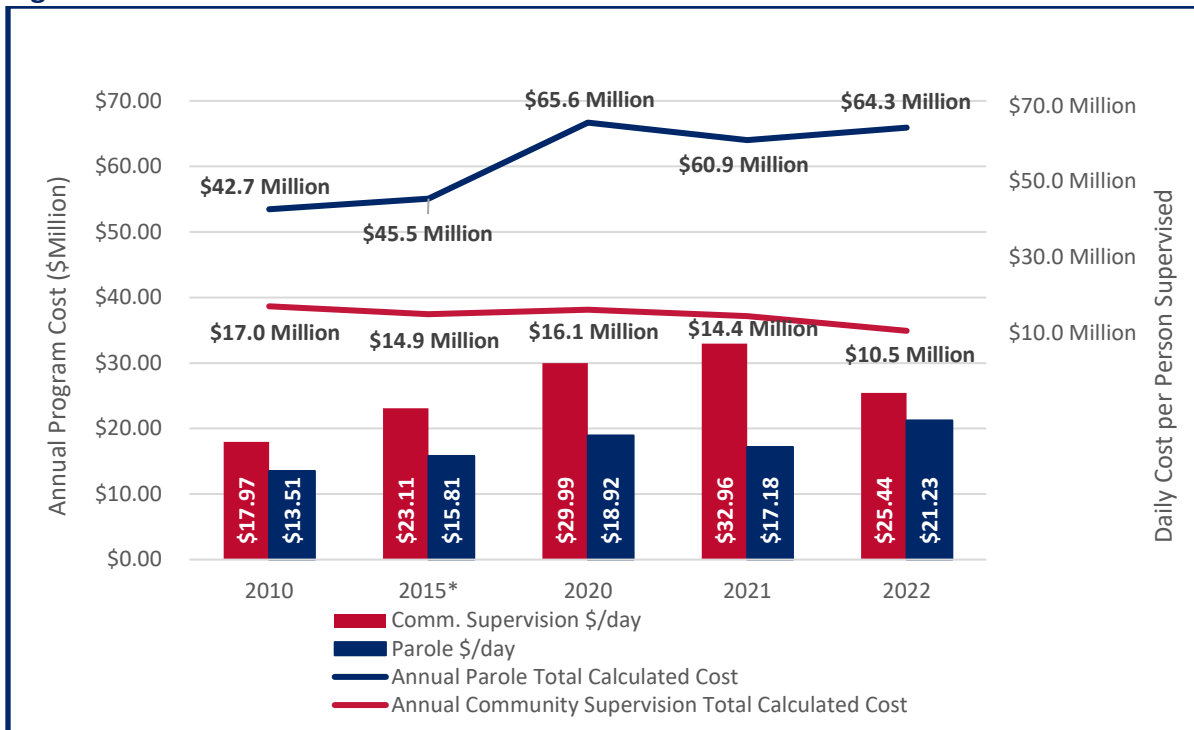


Source: cdoc.colorado.gov/about/data-and-reports/statistics

The Cost of Parole

The total cost to Colorado to supervise persons on parole has increased by 50.6 percent between FY 2010 and FY 2022. The cost per day for each person on parole grew from \$17.97 in FY 2010 to \$25.44 in FY 2022. According to the U.S. Bureau of Labor Statistics Consumer Price Index, the rate of overall cost increase between FY 2010 and FY 2022 in the U.S. was 36 percent. Costs of parole in Colorado have thus significantly outpaced US standard of inflation over the time examined.

Figure 43. Cost of Parole FY2010 to FY2022²¹



Source: cdoc.colorado.gov/about/data-and-reports/statistics

Colorado Community Corrections

Community corrections in Colorado is a system of approximately 30 “halfway houses”, the purpose of which is to provide three core services. First community corrections can be used as a sentencing alternative for judges to divert individuals convicted of a felony from prison. Second, community corrections may serve as residential community placement for individuals referred from the prison system to assist them in transitioning back into the community. Lastly, some persons may be required to reside in a community corrections facility as part of their conditions of parole. Court placements into community corrections are known as diversion cases, whereas placements from the CDOC are known as transition cases.

Community corrections is an intermediate sanction for individuals both “halfway in” and “halfway out” of prison. This benefits the community as it is a more economically sustainable strategy to supervise people carefully and closely while also facilitating long-term behavioral change through community-based treatment and education. Community corrections can provide a cost-effective sentencing option for certain people sentenced and deemed low risk.

For diversion cases, community corrections is often a last chance alternative to prison for a person, providing community-based housing and supervision in lieu of incarceration. For transition cases, community corrections is meant to help individuals adjust from life in prison to the community. Persons in community corrections are required to pay fines, child support, and restitution. Other methods of

accountability include curfew requirements, electronic monitoring, random substance abuse screening, and participation in treatment/services.

Generally, new crime rates are low for individuals living in community corrections facilities, although revocation rates for technical violations and curfew violations increase under intense supervision. Multiple instances of program violations are usually required before transition clients are returned to prison or court for a new placement. These violations include but are not limited to absconding, drug use, repeated house rule violations, and/or committing a new crime.

Referrals to community corrections programs are screened by a district community corrections board which consists of several local residents. Board members are average citizens with varying professional backgrounds. If the community corrections board accepts a person for placement, the case is referred to a specific facility which also then screens the case for acceptance. If both the board and the provider accept the referral, the person is placed in community corrections as bedspace becomes available.

Community corrections in Colorado is a system of public providers, non-profit providers, and private organizations. The Colorado model was founded on the principle of local control which involves collaboration between the state and local levels of government and community corrections providers.

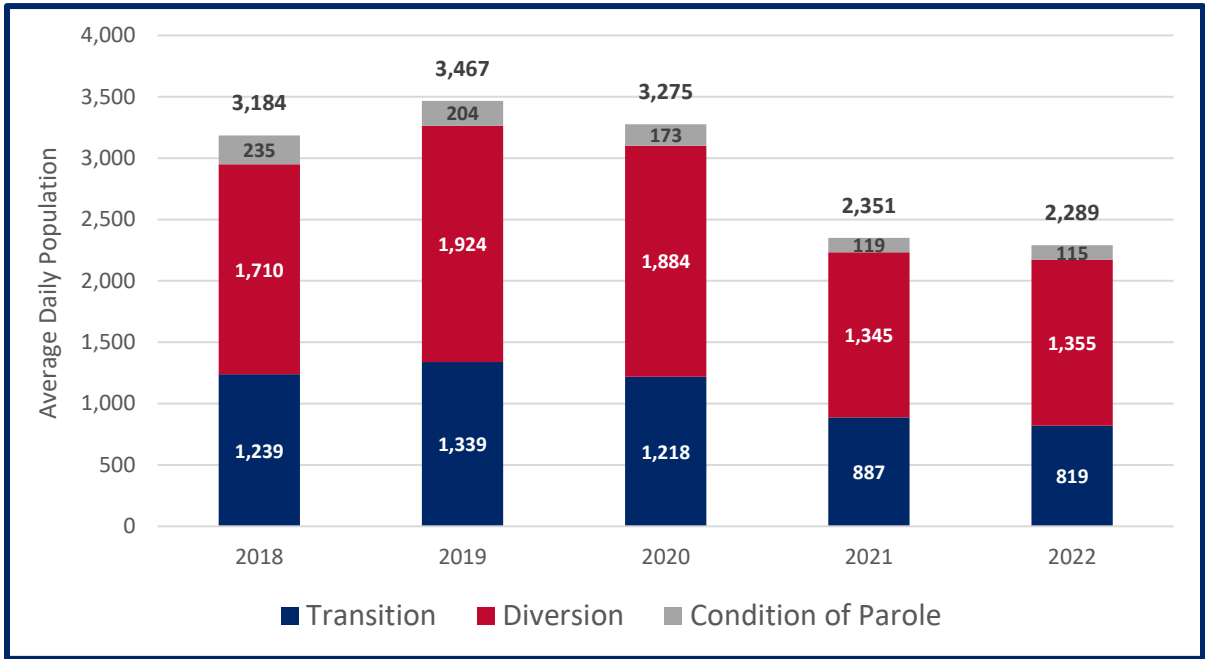
All community corrections providers perform similar levels of core supervision and treatment practices according to state standards. Some providers have specific programs targeted toward the supervision and treatment of specialized populations who have various levels of substance use disorders, mental health disorders, and/or a history of sex offenses. These specialty programs are known as Intensive Residential Treatment (IRT), Residential Dual Diagnosis Treatment (RDDT), Therapeutic Community (TC), the EMBARC (Enhancing Motivation by Achieving Reshaped Cognition) pilot program (Cognitive Behavioral Therapy - CBT), and Sex Offender Supervision and Treatment Program (SOSTP).

Gainful employment is a requirement of community corrections. This provides individuals with a means for participation in conventional society while also paying taxes, restitution, child support, treatment costs, and other financial responsibilities. Persons must also attend educational classes and treatment according to their individualized treatment needs.

Average Daily Population in Community Corrections Facilities

The average daily population (ADP) of Colorado's community corrections facilities has decreased an annual average of 7 percent between FY 2015 and FY 2022. The largest decrease occurred between FY 2020 and FY 2021, likely due to the COVID-19 pandemic. The ADP for FY 2021 was 28 percent lower than the ADP in FY 2020. The rate of referrals being accepted did not change between FY 2020 and 2021, however, the number of referrals, especially for transitional housing, decreased greatly.

Figure 44. Colorado Community Corrections Average Daily Population FY 2018-2022

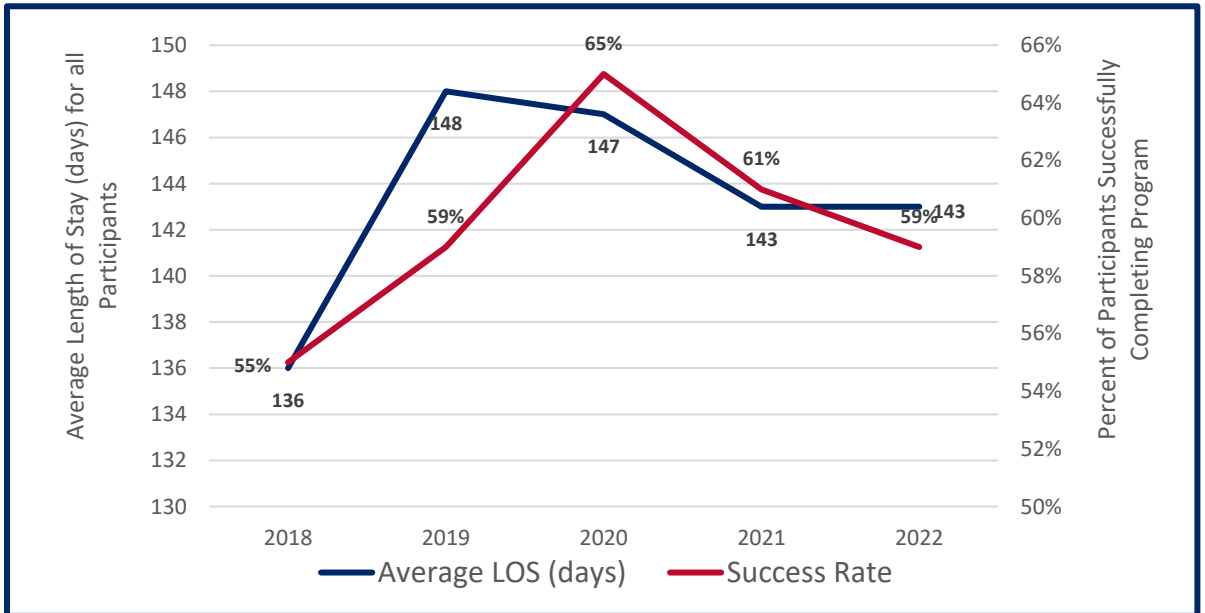


Source: cdpsdocs.state.co.us/ors/data/Comcor/ComcorFrame.html

Community Corrections Success Rates

Between FY 2018 and FY 2022, the community corrections success rate, persons successfully completing the program versus persons either escaping, receiving a technical violation, or committing a new crime, averaged 60 percent. The time of program participation averaged 143 days until termination, successful or unsuccessful.

Figure 45. Colorado Community Corrections Success Rate and Average Time Participating



Source: cdpsdocs.state.co.us/ors/data/Comcor/ComcorFrame.html

JAILS IN COLORADO

Colorado has 61 jails in its 64 counties. In May of 2019, the Colorado Legislature passed HB 19-1297, a law that required all county jails to collect and report data to the Division of Criminal Justice (DCJ) on a quarterly basis. This requirement was later expanded for jails of 400 beds or larger in two ways. First, the data reporting now is to include the number of persons currently in custody with substance use disorder, mental illness, co-occurring substance use disorder and mental illness, neurocognitive issues (TBI & dementia), and self-harming behavior. Second, data on persons in large jails released from restrictive housing is now to be reported.

Statewide data reported here only includes counties that contributed information to DCJ. Since this is a newly created data reporting system, lengthy historical data is not available.

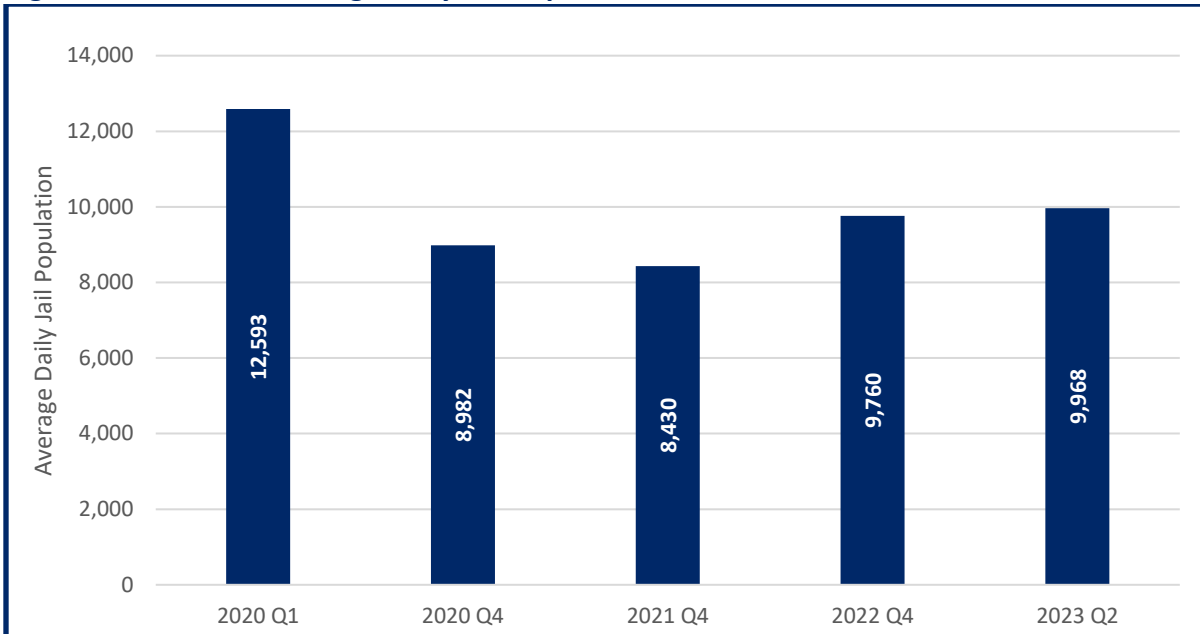
The Average Daily Jail Population

The average daily population (ADP) of Colorado's jails in the first quarter of 2020 (the only period of reported data that can be considered pre-COVID-19) was 12,593. After the initial impact of COVID-19, the Colorado jail ADP fell 28.7 percent to 8,982. A reduction in jail bookings occurred nationwide in the early pandemic due to temporary changes in arrest and jail practices and court slowdowns. The decrease in the Colorado jail ADP was comparable to reductions nationwide.

The Colorado jail ADP reached its post-COVID low in Q4 of 2021. Compared to Q1 of 2020, the Colorado jail ADP had fallen by over one-third.

Like jails across the US, the Colorado jail ADP slowly began to rebound as societal effects of the pandemic waned. Between Q4 2021 and Q4 2022, the ADP grew by 15.8 percent. By Q2 of 2022, the Colorado jail ADP grew to 9,968 but was still 20.8 percent below the pre-COVID ADP.

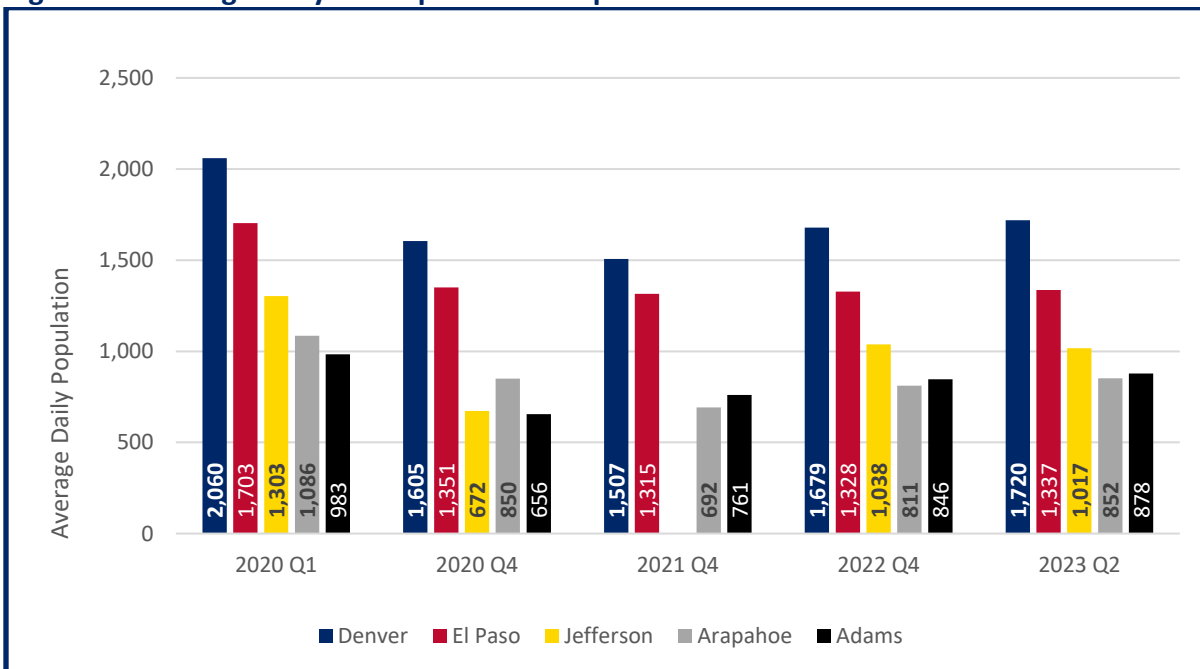
Figure 46. Colorado Average Daily Jail Population 2020 to 2023²²



Source: ors.colorado.gov/ors-jaildata

The 20 percent sustained reduction in ADP seen statewide is reflected, to different degrees, in certain counties. Denver County’s Q2 2023 ADP was 16.5 percent below its pre-COVID ADP in Q1 of 2020, less than the statewide reduction. El Paso, Jefferson, and Arapahoe Counties had reductions slightly above that of the State. Adams County’s Q2 2023 ADP was the lowest reduction at only 10.7 percent below its pre-COVID ADP.

Figure 47. Average Daily Jail Population – Top Five Counties 2020 to 2023²³

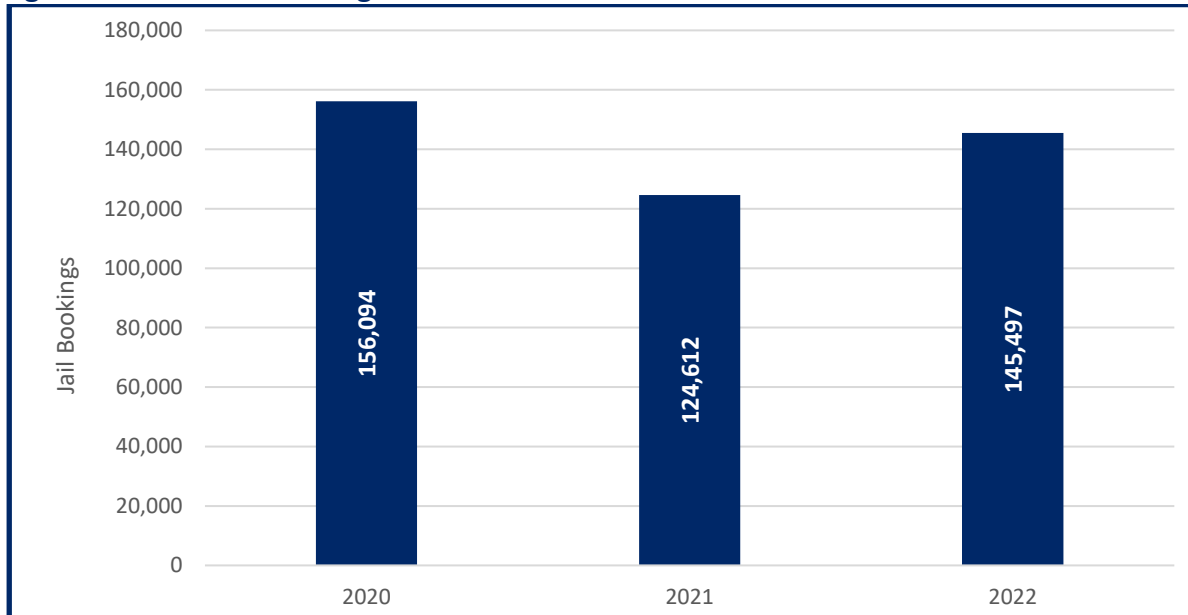


Source: ors.colorado.gov/ors-jaildata

Jail Bookings

The primary driver of the drop in jail ADP during the COVID-19 pandemic was a large decrease in jail bookings. Lower jail booking came primarily from a decrease in property crimes and a decrease in arrests for misdemeanor and lower-level felony charges. Jail bookings in Colorado decreased by 20.2 percent between 2020 and 2021. While the number of bookings began to go up again in 2022, they were still 6.8 percent lower than 2020.

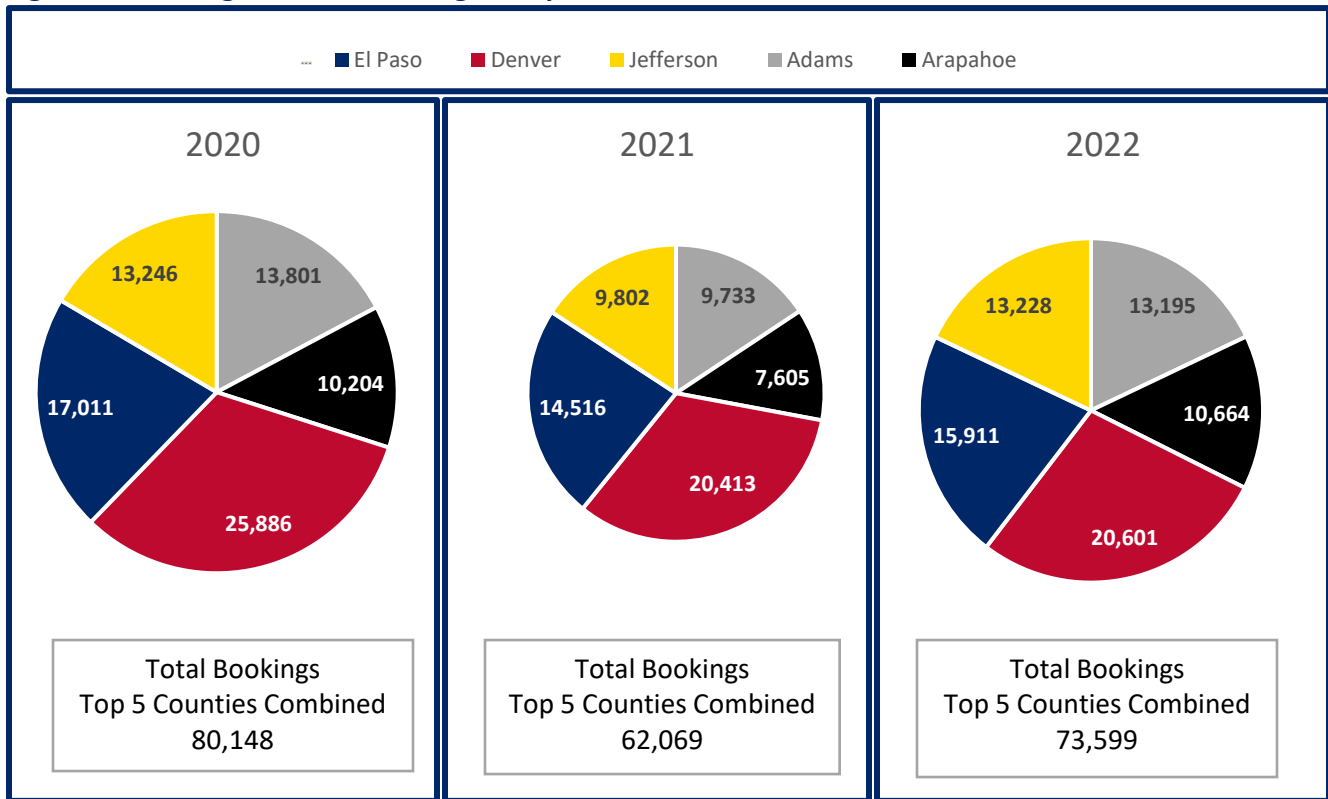
Figure 48. Total Jail Bookings 2020 to 2023²⁴



Source: ors.colorado.gov/ors-jaildata

Counties that have seen the largest post-COVID rebound in jail bookings, FY 2021 versus FY 2022, are Arapahoe, Adams, and Jefferson. Denver County sustained its pandemic booking level through 2022.

Figure 49. Average Annual Bookings – Top 5 Counties 2020 to 2022



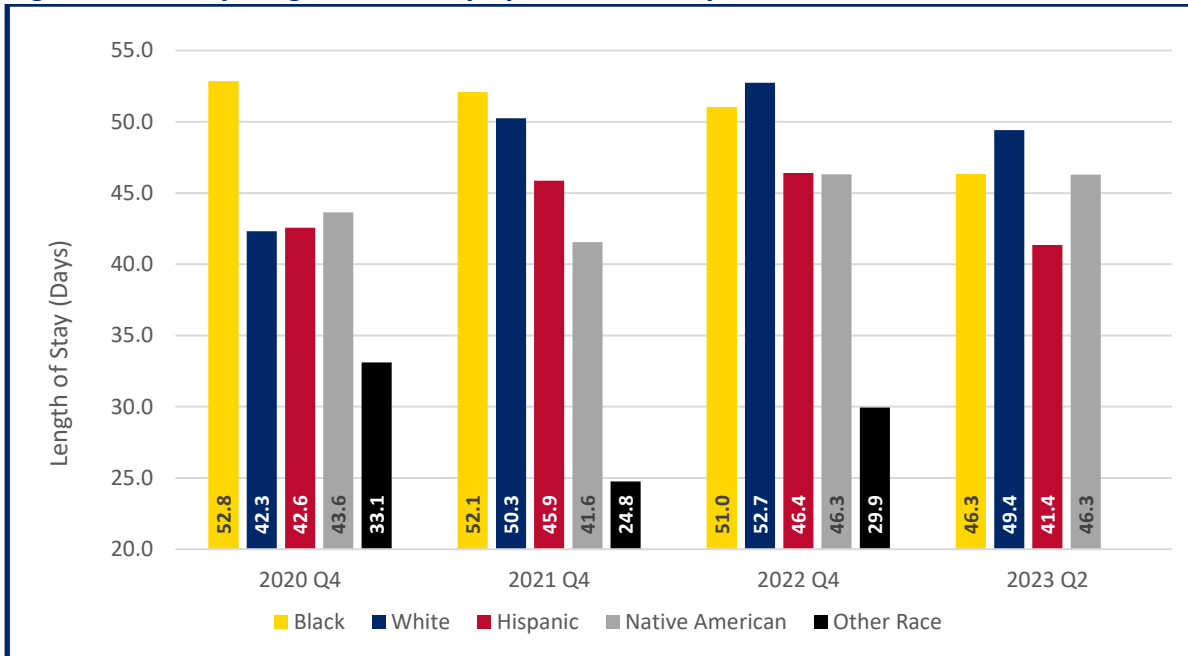
Source: ors.colorado.gov/ors-jaildata

Length of Stay in Jail

As court case processing in Colorado slowed due to the COVID-19 pandemic, the average length of stay (LOS) for persons in jail increased. Further, as mitigation efforts led to the early release of low-level, nonviolent offenders and law enforcement focused on arrests and bookings of more serious offenders, the make-up of jail populations became proportionally more composed of persons with violent, felony charges. Persons held for charges of this level have a longer average LOS, driving the average LOS in Colorado jails upward.

The increases in LOS occurred across all race categories. During the pandemic (Q4 of 2020 through Q4 of 2021), the length of stay for Black persons held for felony charges was higher than all other race and ethnic groups. As the pandemic waned, the LOS for Black persons lowered and was on par with all other groups.

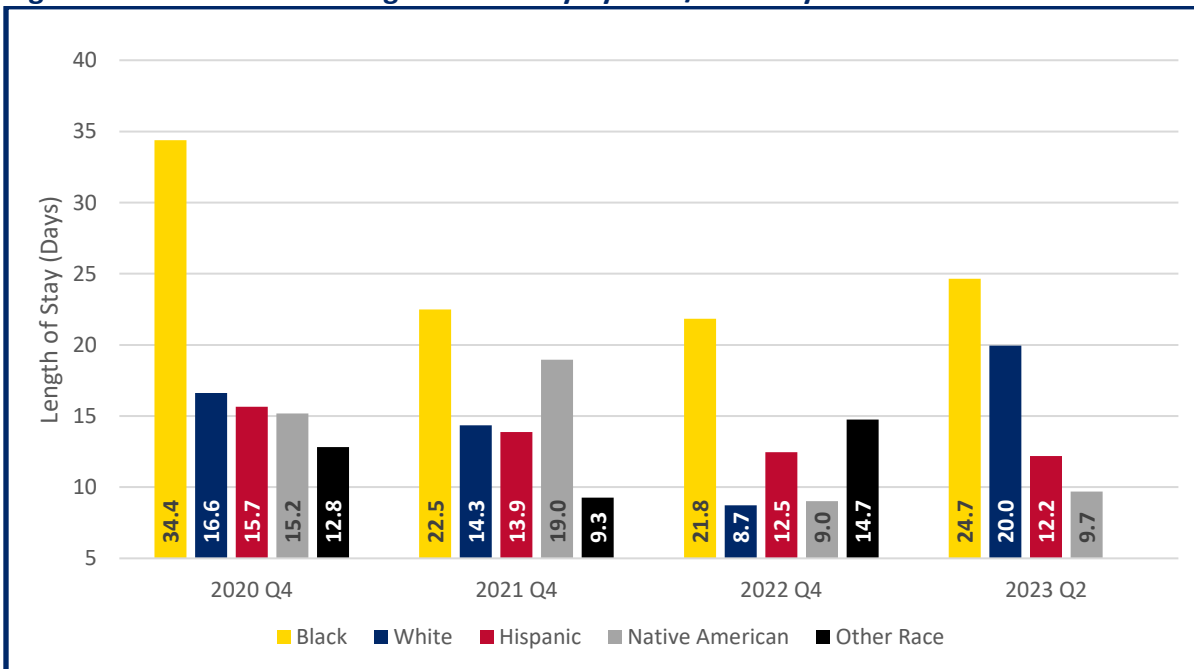
Figure 50. Felony Length of Jail Stay by Race/Ethnicity 2020 to 2023²⁵



Source: ors.colorado.gov/ors-jaildata

In contrast to persons with felony charges, Black persons with misdemeanor charges have had a sustained longer LOS than all other race and ethnic groups, through the pandemic and into its waning period.

Figure 51. Misdemeanor Length of Jail Stay by Race/Ethnicity 2020 to 2023²⁶

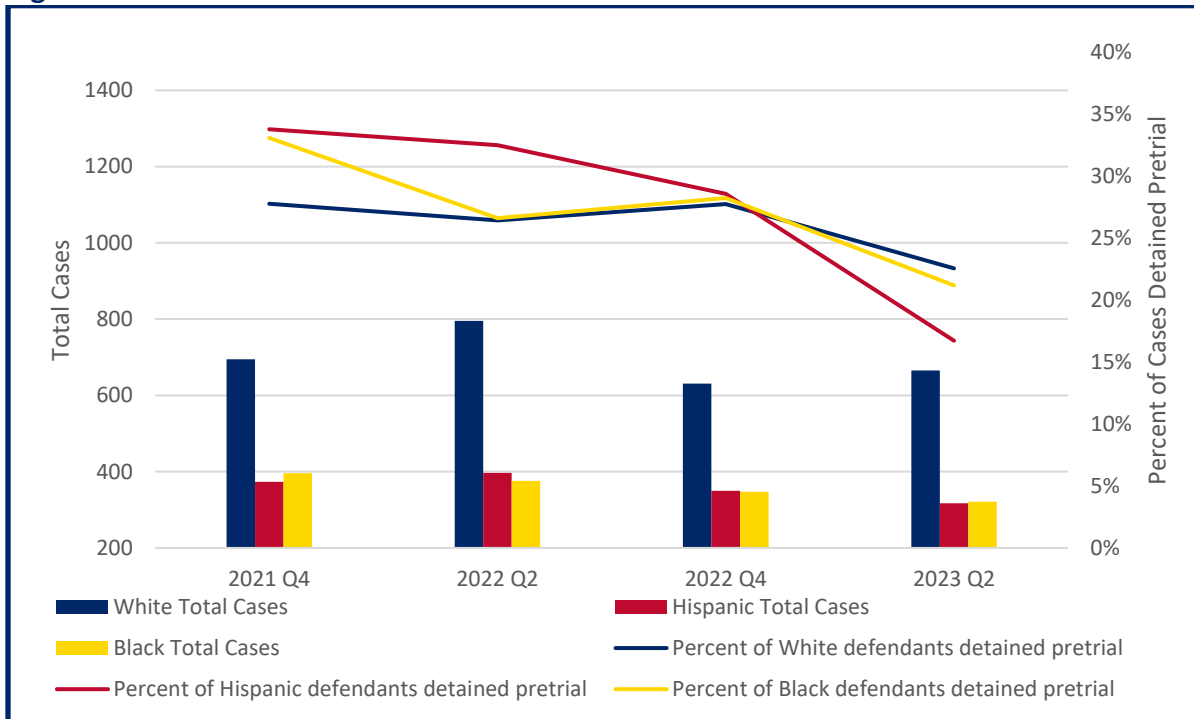


Source: ors.colorado.gov/ors-jaildata

Pretrial Detention

Post-COVID, Colorado’s rate of pretrial detention by race has become slightly more proportionate to the state’s total population. Each quarter from Q4 of 2021 to Q2 of 2023, most pretrial cases had White defendants. However, the proportion of Whites held in pretrial detention was lower than the proportion of both Black and Hispanics that were detained from Q4 2021 through Q2 2022. A shift in this trend occurred in the latter part of 2022 as the proportion of Whites detained pretrial exceeded the proportion of both Blacks and Hispanics for the first time.

Figure 52. Rate of Pretrial Detention 2021 to 2023



Source: data.dacolorado.org

OTHER EXTERNAL FACTORS

Homelessness in Colorado

Homelessness data, as described in this report, is overall homelessness and includes persons sheltered, unsheltered, and those in transitional and safe-haven housing.

In June of 2018, The Colorado Division of Criminal Justice published a study exploring homelessness in seven Colorado jails. The study administered questionnaires to people incarcerated in jails in Arapahoe County, the City and County of Denver, El Paso County, Larimer County, Mesa County, and Pueblo County. The survey generated 507 responses. The study sought to determine the risk factors associated with homelessness and its relationship to involvement with criminal justice. Home state origin, motivations for migration to Colorado, and what services incarcerated individuals needed to transition out of jail were asked of the respondents.

The study found that the majority of homeless people currently housed in a Colorado jail had migrated to the State before the legalization of marijuana (2015). The most common respondent's reason for relocation was to "escape a problem" (a survey response choice) or to be with family. The most common reported reasons incarcerated homeless persons migrated to Colorado after 2012 were "escape a problem" (44 percent), family (39 percent), and marijuana (35 percent).

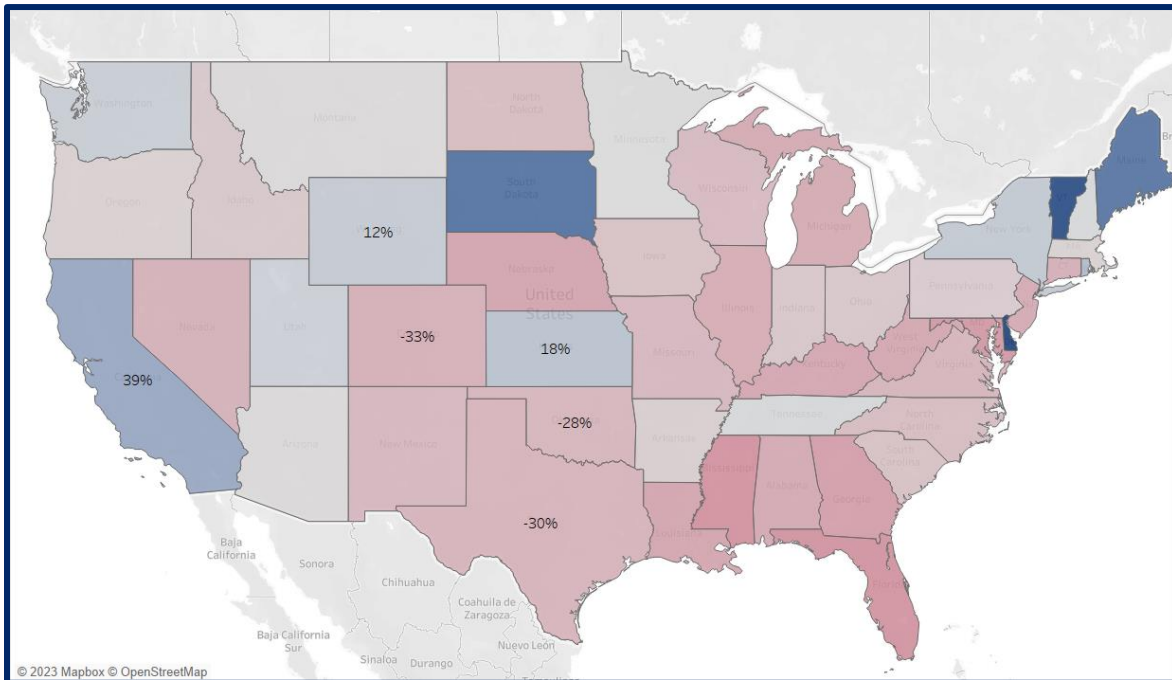
Further findings showed homeless persons housed in the jail had higher reported rates of mental illness (64 percent) than non-homeless (46 percent). For every facility, non-homeless survey participants were statistically more likely to be charged with a violent crime while homeless persons were more likely to have drug or trespassing charges.

Looking to longer term trends in the Colorado resident homeless population, between 2010 and 2022, the overall homeless population in the State of Colorado fell by 33 percent. This decrease occurred even as the State's resident population grew appreciably.

Other states in the US with similar resident population expansion, such as Oklahoma and Texas, also experienced marked decreases in their homeless populations while California, a State with a population decrease during this time, saw a 39 percent escalation in its overall homeless population. During that time, the Colorado homelessness rate fell from 307 to 177 per 100,000.

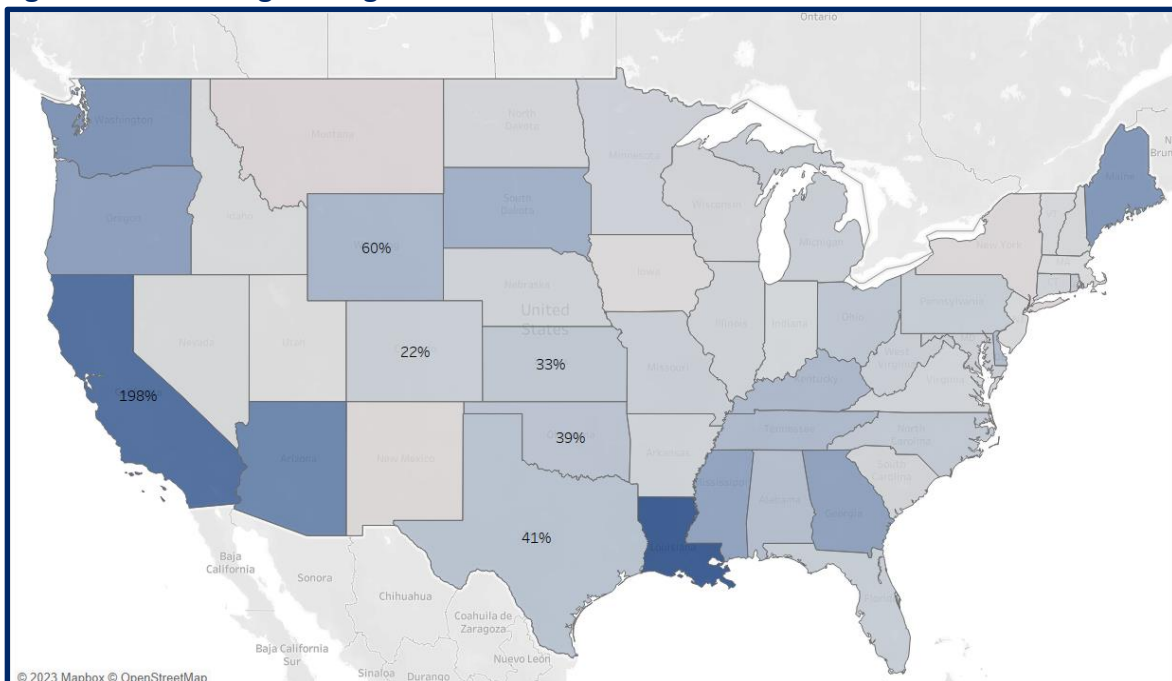
Looking specifically at post-COVID years, the homeless population increased 53%, nationwide. Colorado, and every State discussed above, experienced an increase in the number of homeless residents in 2022. Colorado's homeless population grew by 22 percent while Texas' increased 41 percent, Oklahoma's increased 39 percent, and California's surged almost 200 percent.

Figure 53. Percentage Change in Homelessness 2010 to 2022



Source: [HUDuser.gov/portal/datasets/ahar](https://huduser.gov/portal/datasets/ahar)

Figure 54. Percentage Change in Homelessness 2021 to 2022

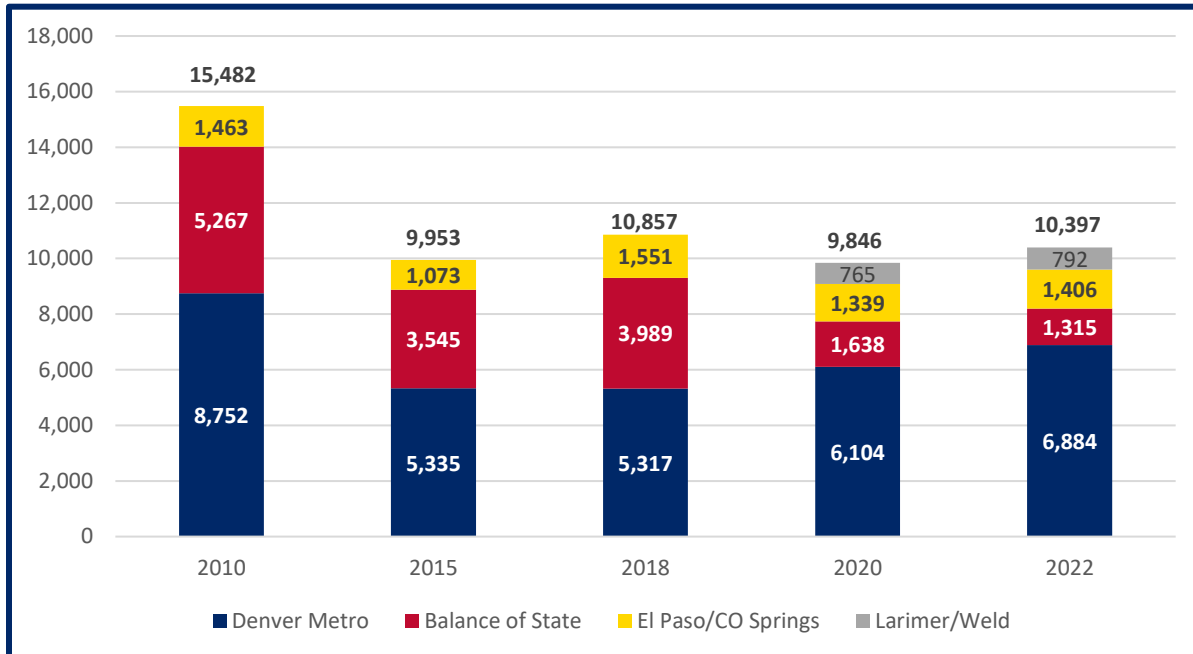


Source: huduser.gov/portal/datasets/ahar/

Breaking down the number of people experiencing homelessness by region in Colorado reveals starkly different trends. From 2018 to 2022, homelessness declined over 10 percent in El Paso/CO Springs and over 45 percent in all other counties except Denver Metro Area.

From 2018 to 2022, the Denver Metro Area homeless population increased by almost 30 percent. Reports of growth in the numbers of unsanctioned tent encampments dominated local news. Encampments were a major issue discussed during the 2022 Denver Mayoral election. By 2023, it was estimated the Denver Metro Area homeless population grew an additional 32 percent to over 9,065²⁷. Within the 9,065, sixty-four percent of those individuals are solely within the City of Denver.

Figure 55. Homelessness by Geographic Distribution 2010 to 2022

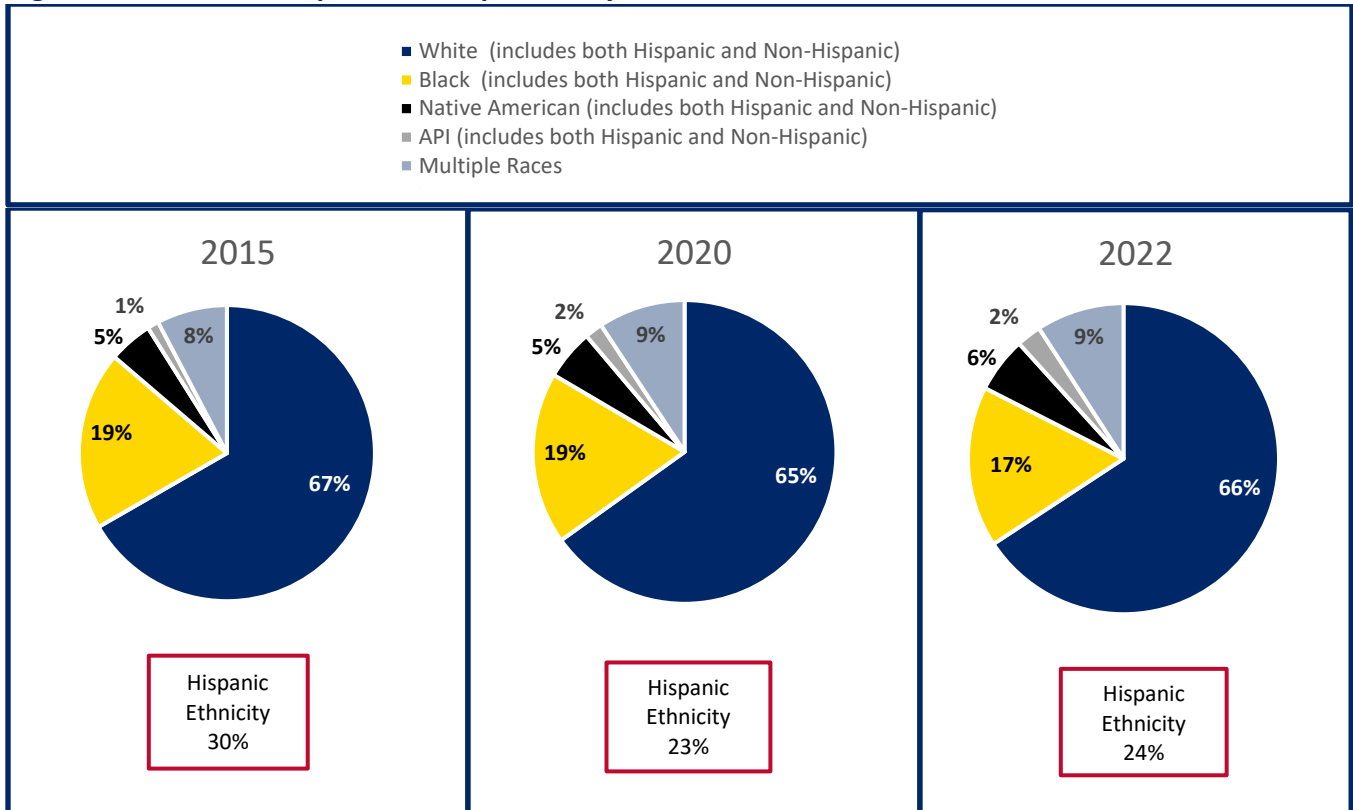


Source: huduser.gov/portal/datasets/ahar/

Homelessness²⁸ and Race

Statewide in Colorado, White people made up just over 65 percent of both the resident population and the homeless population in 2021. White Hispanic people made up around 22 percent of the resident population and approximately 24 percent of the homeless population.

Figure 56. Homeless Population Proportion by Race 2015, 2020, and 2022

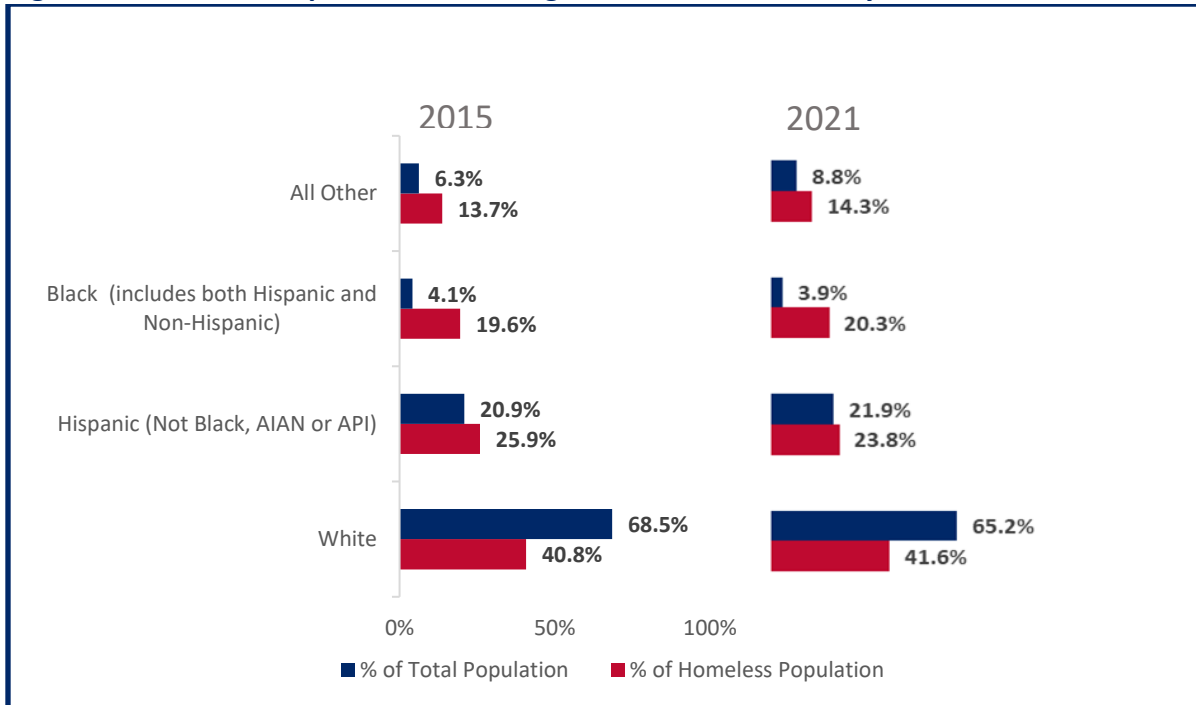


Source: huduser.gov/portal/datasets/ahar/

A large disparity exists when comparing the percentage of the homeless population for Black people. In 2015 and 2021, Black people comprised approximately 20 percent of the homeless population, while only being 4 percent of the resident population. Combined with White Hispanic, non-White people have historically made up over 1/3rd of the homeless population in Colorado since 2015.

The percentage of White people in the Colorado homeless population has grown since 2015 but has remained below the proportion of White people in the Statewide resident population.

Figure 57. Colorado Population Percentage, Homeless vs. Total by Race 2015 vs. 2021



Source: huduser.gov/portal/datasets/ahar/

Figure 58. Homelessness by Race/Ethnicity – U.S. vs. Colorado - 2021



Note: Hispanic ethnicity is all races combined and is calculated separately from race. Values do not sum to 100%.

Source: huduser.gov/portal/datasets/ahar/

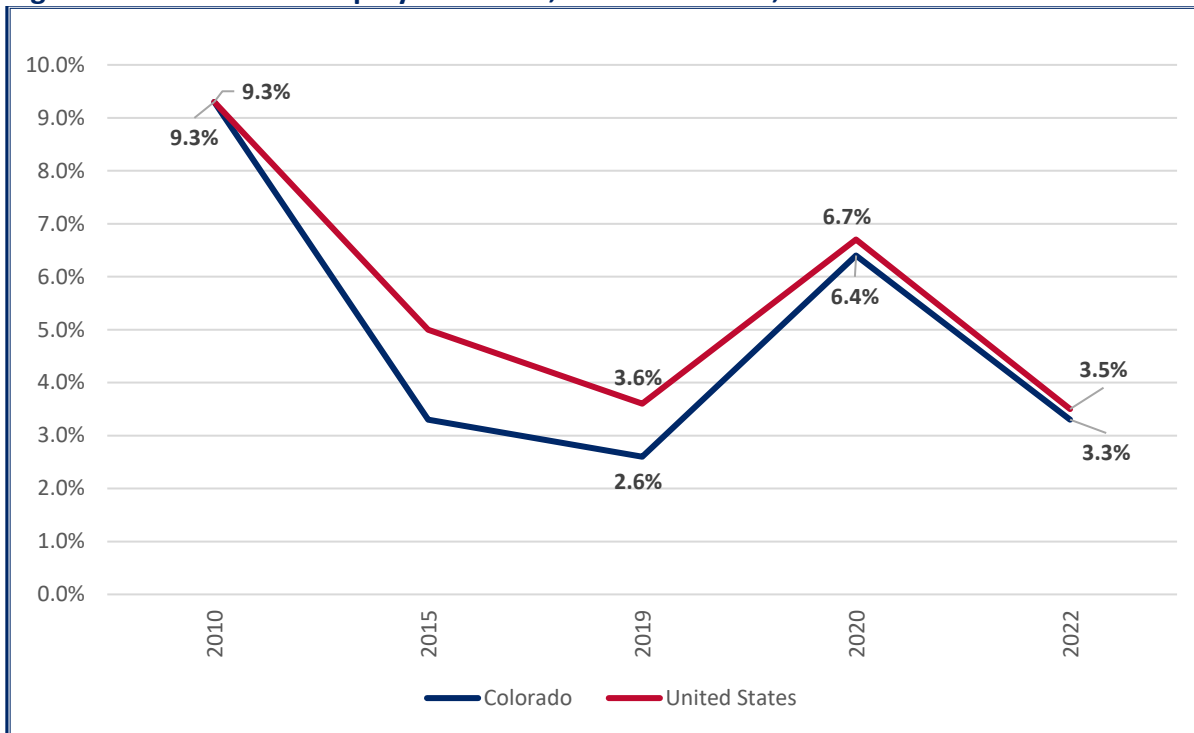
Homelessness²⁹ and Age

When comparing the 2015 and 2020 homeless population in terms of age, the numbers of homeless youth (persons under the age of 18) declined 30 percent in Colorado from 2,528 to 1,364. When comparing 2020 and 2022, the homeless youth population has remained fixed.

Unemployment in Colorado

From 2010 to 2022, the first full calendar year post-COVID-19 pandemic, the state of Colorado unemployment rate was consistently below the national rate. The unemployment rate in Colorado was at its highest in 2010, following the Great Recession, at 9.3 percent. In terms of persons unemployed, Colorado's recovery from the Great Recession outpaced the US as the State's unemployment rate fell faster than the national rate between 2010 and 2015. Through the COVID-19 pandemic, the percentage of unemployed persons in Colorado was below that of the US. Post-COVID, the state's unemployment rate, 3.3 percent, was only slightly below the US rate of 3.5 percent.

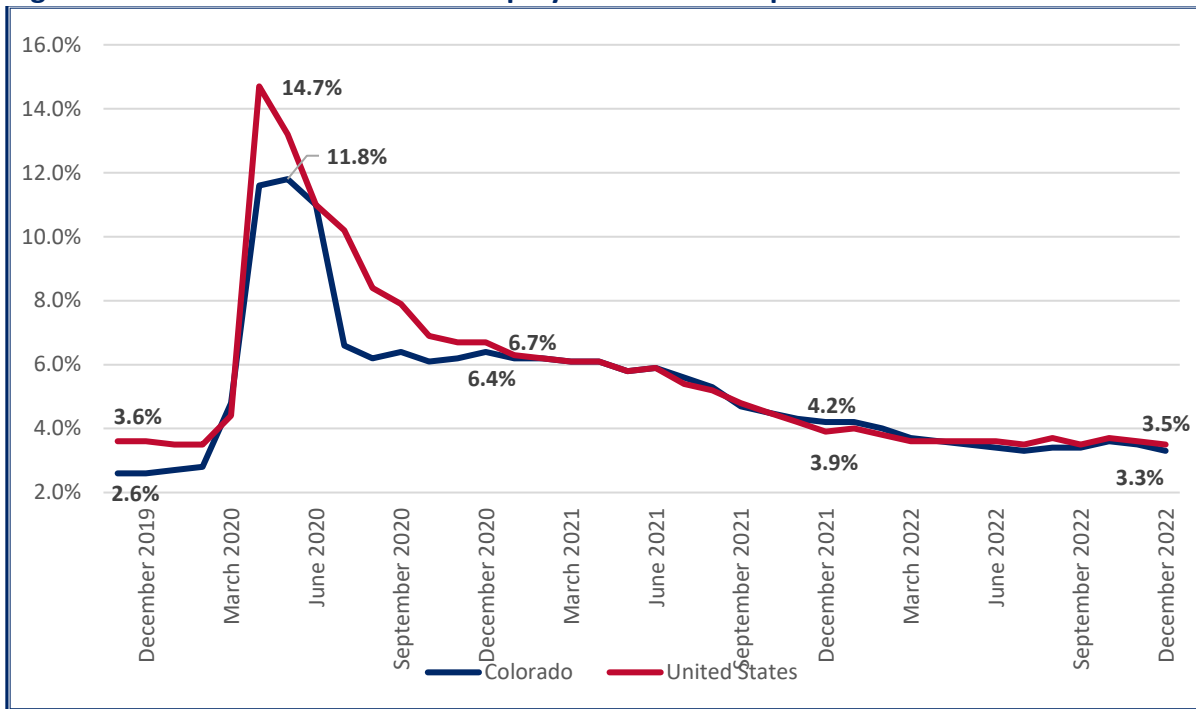
Figure 59. Year-end Unemployment Rate, Colorado vs. US, 2010 to 2022



Source: Colorado Department of Labor & Employment

Mid-pandemic, Colorado's unemployment peaked in mid-year 2020 when it reached 11.8 percent. This was lower than the overall US rate of 14.7 percent. In the second half of 2020, Colorado employment recovered at a faster rate than the US reaching 6.4 percent by December 2020. Since December 2020, the Colorado unemployment rate has closely mirrored the national rate in both recovery time and absolute rate though to the end of 2022.

Figure 60. Pre- and Post-COVID Unemployment Rate Comparison 2019 – 2022



Source: Colorado Department of Labor & Employment

Breaking down unemployment by race/ethnicity (Figure 62), in the early part of the century, the highest unemployment rate in Colorado was found in the Black population, 6.3 percent. This rate increased to 9.6 percent in 2005. Post-Great Recession, in 2010 the Black unemployment rate was 12.8 percent, exceeded only by the ethnically Hispanic unemployment rate of 13.2 percent. During this same time, the unemployment rate of all other non-White races was a similar 13.1 percent. By 2015, the Black unemployment rate had recovered to 5.9 percent.

In 2020, during the height of the COVID-19 pandemic, the Black unemployment rate doubled. White and ethnically Hispanic people also saw their unemployment rates double. In 2021, White and ethnically Hispanic unemployment rates recovered significantly to levels near those seen in 2019. The Black unemployment rate, however, continued to skyrocket in 2021 to 16.9 percent (or nearly 1 in 5 Black persons unemployed).

By 2022, Black people still had the highest unemployment rate of all races, albeit lowering to 5.8 percent. The long-term higher unemployment rate of Black people in Colorado coupled with disproportionate impacts on Black employment during difficult economic times indicate continued employment disparities for Black people living in the State.

Since 2000, White persons residing in Colorado have had the lowest unemployment rate every year.

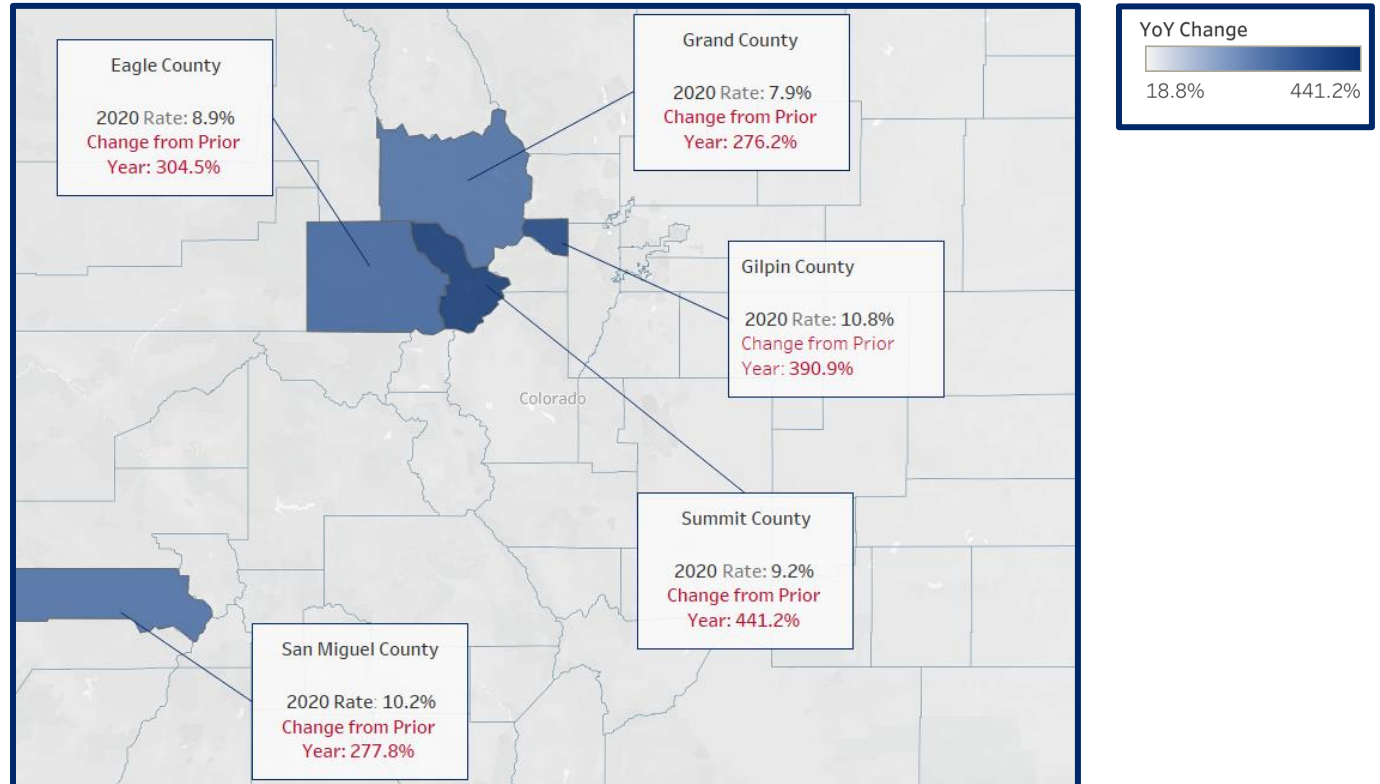
Figure 61. Percentage Unemployment by Race Ethnicity

	White	Hispanic	Black	Other
2000	2.6%	4.4%	6.3%	4.7%
2005	4.6%	6.2%	9.6%	7.2%
2010	8.4%	13.2%	12.8%	13.1%
2015	3.8%	5.5%	5.9%	4.1%
2020	6.9%	9.6%	9.1%	11.3%
2021	4.4%	6.7%	16.9%	6.9%
2022	2.9%	2.9%	5.8%	4.2%

Source: Colorado Department of Labor & Employment

In regional terms, mountain resort counties, heavily reliant on tourism for commerce, were the most severely impacted by the COVID-19 pandemic. By December 2020, Summit County had an unemployment rate of 9.2 percent, 441 percent greater than the rate in December of 2019. Eagle, Grand, and Gilpin Counties were impacted similarly.

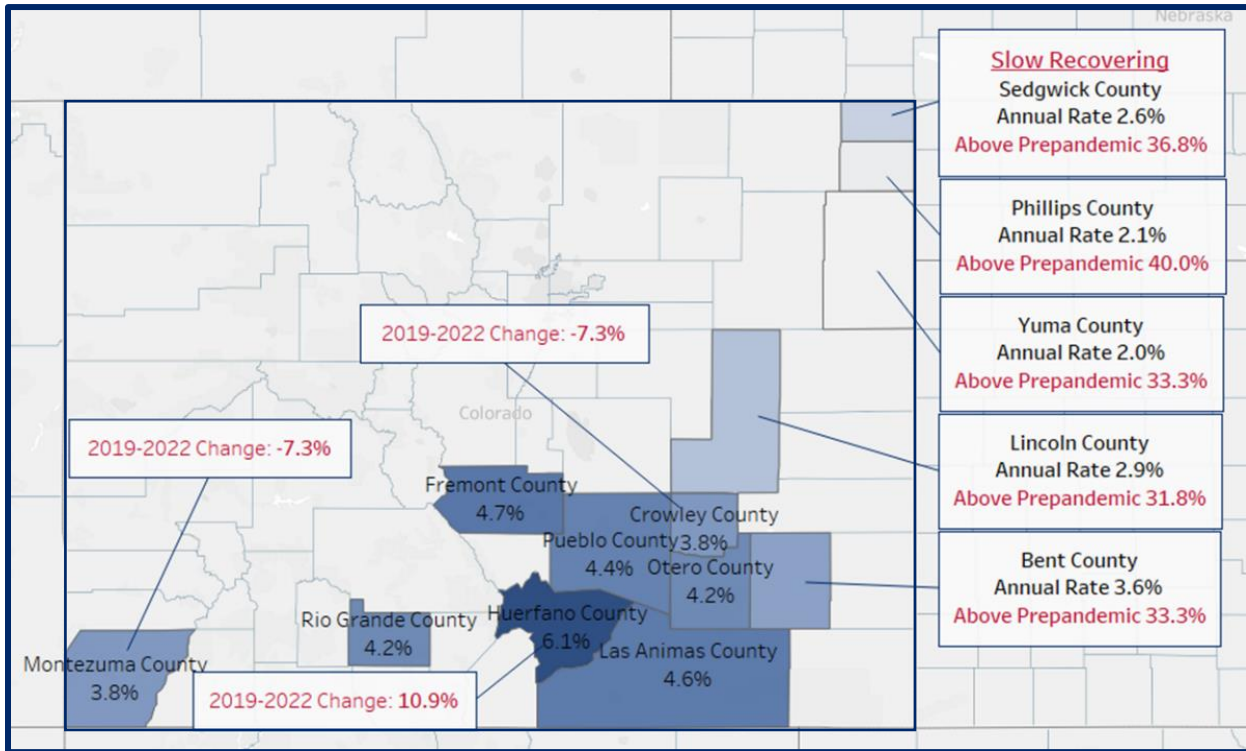
Figure 62. Top 5 Pandemic Affected Counties at the End of 2020



Source: Colorado Department of Labor & Employment

Rural and frontier Counties, mostly in southern Colorado, have been the slowest to recover, in terms of unemployment, from the COVID-19 pandemic.

Figure 63. Top 5 Slowest Recovering Counties & Top 8 Highest Unemployment at December 2022



Source: Colorado Department of Labor & Employment



COLORADO JUVENILE JUSTICE

The Colorado Division of Youth Services (DYS) is responsible for the care and supervision of youth committed by District Courts to the custody of the Colorado Department of Human Services (CDHS). DYS operates 15 secure centers that house youth between the ages of 10 and 21 who are pre-adjudicated or committed. In addition to residential programming, DYS administers juvenile parole services throughout Colorado.

DYS is responsible for state-operated secure detention. DYS Youth Service Centers are varied in their focus and capacity. A Youth Service Center can have the security capability to house pre-trial and/or committed youths. Centers provide both education and programming. Education is usually provided through the local school district. Some centers augment schooling with vocational and career training. The programming types and curriculums are not uniform across the system.

Five state-owned and operated youth centers serve only pre-adjudication youth while three secure state-operated youth centers are multi-purpose, serving both pre-adjudication and committed youth. A youth center facility in Colorado should be understood to be a secure residential facility designed to physically restrict the movements and activities of youth in custody such as locked rooms, buildings, fences, and other physical barriers within the structure itself and around a secure perimeter.

Seven of the DYS secure youth centers house committed youth exclusively. These programs are designed to treat the highest-risk and highest-need youth.

DYS contracts with a variety of private providers for community programs that range from staff-secure treatment programs to foster homes licensed through the state. Placement alternatives include residential childcare facilities, group homes, and foster homes. The programs act both as initial treatment programs and as community transition placements for youth moving from more secure settings. In addition, these programs may also focus on specific populations or the provision specific services, such as treating youth with chronic mental health needs, or youth transitioning to independent living.

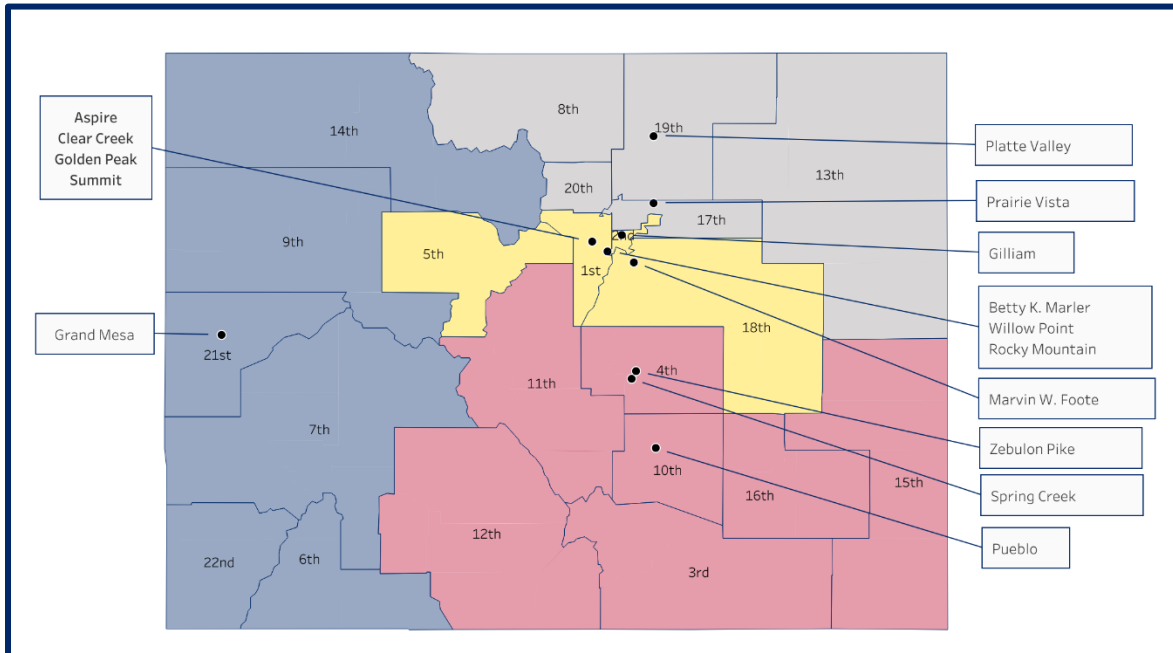
Senate Bill 91-94, which was introduced and adopted during the 1991 Colorado Legislative Session, provided for the establishment of a Juvenile Services Fund that would provide resources to local jurisdictions on or after July 1, 1993, to fund alternative to incarceration services described in local juvenile services plans developed by each jurisdiction. After enactment of SB 91-94, service plans came to include such programs as intervention, drug and behavioral health treatment, expanded community supervision, non-detention lodging, risk and needs assessments, bonding programs, and family services. These local efforts have the overall goal, for appropriate youth, of acting as viable alternatives to placement in state-funded detention and commitment facilities. This statewide effort became known as CYDC.

The Youthful Offender System (YOS) was established as a result of legislation enacted in 1993. YOS is a Colorado Department of Correction facility that provides rehabilitation programs and services that

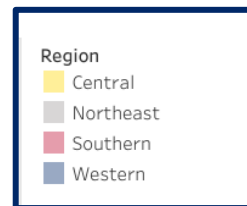
prepare youth for re-entry into the community. The Youthful Offender System delivers a four-part continuum of services: Orientation and Training Phase (OTP), Phase I (institutional); Phase II (pre-release); and Phase III (community supervision) all of which are administered by the Division of Prisons. YOS houses both males and females ranging from 14 to 19 years of age and has a capacity of 250.

Since CYDC began, statewide juvenile commitment and detention rates have steadily declined. This has led to a trickle-down impact on the YOS ADP.

Figure 64. Colorado Youth Service Centers by Judicial Region



Source: Colorado Division of Youth Services, cdhs.colorado.gov/dys

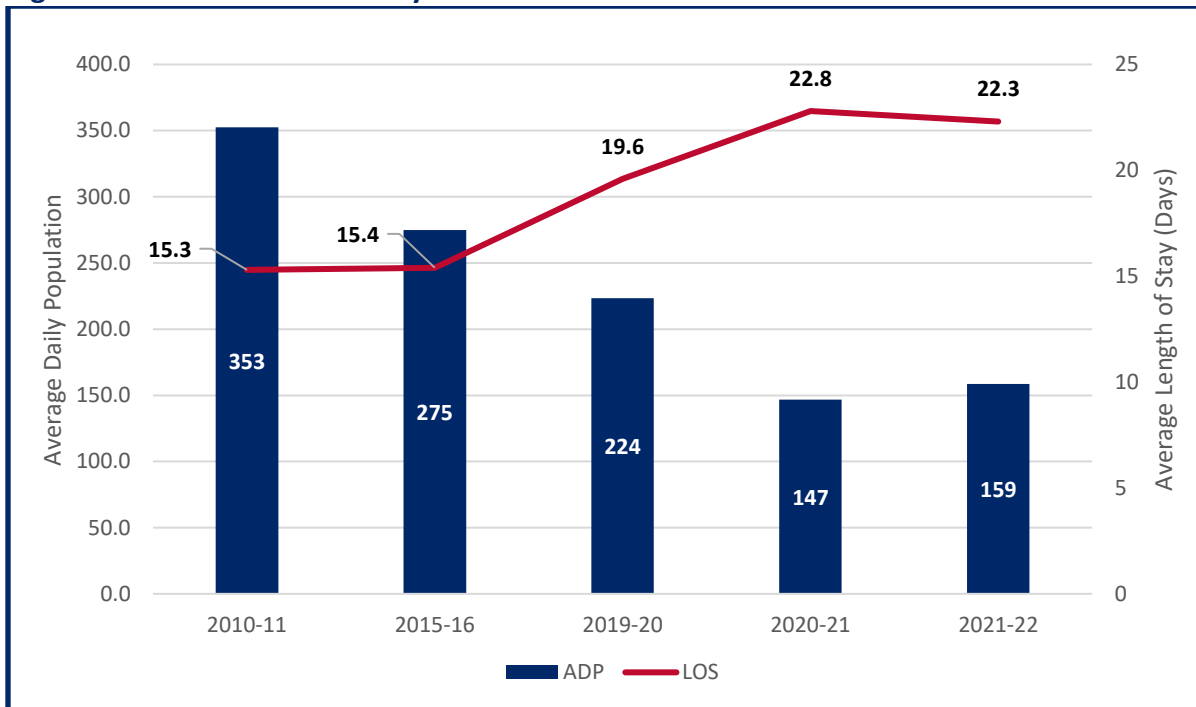


YOS Average Daily Population

As a result of the CYDC, the Youthful Offender System average daily population (ADP) has steadily declined since FY 2010. In 2010, the ADP was 352.6 and decreased by 36.6 percent to 223.5 by FY 2020. Post COVID-19, the ADP dropped to 158.5, 29.1 percent lower than FY 2020.

As with the Colorado jail system, COVID-19 mitigation efforts led to a decrease in the YOS ADP but an increase in the average length of stay in custody. In FY 2015, the average LOS was 15.4 days. This increased substantially to 22.8 days in FY 2021 and was sustained through FY 2022 at 22.3 days.

Figure 65. Youthful Offender System ADP and LOS FY 2010-11 to FY 2021-22³⁰

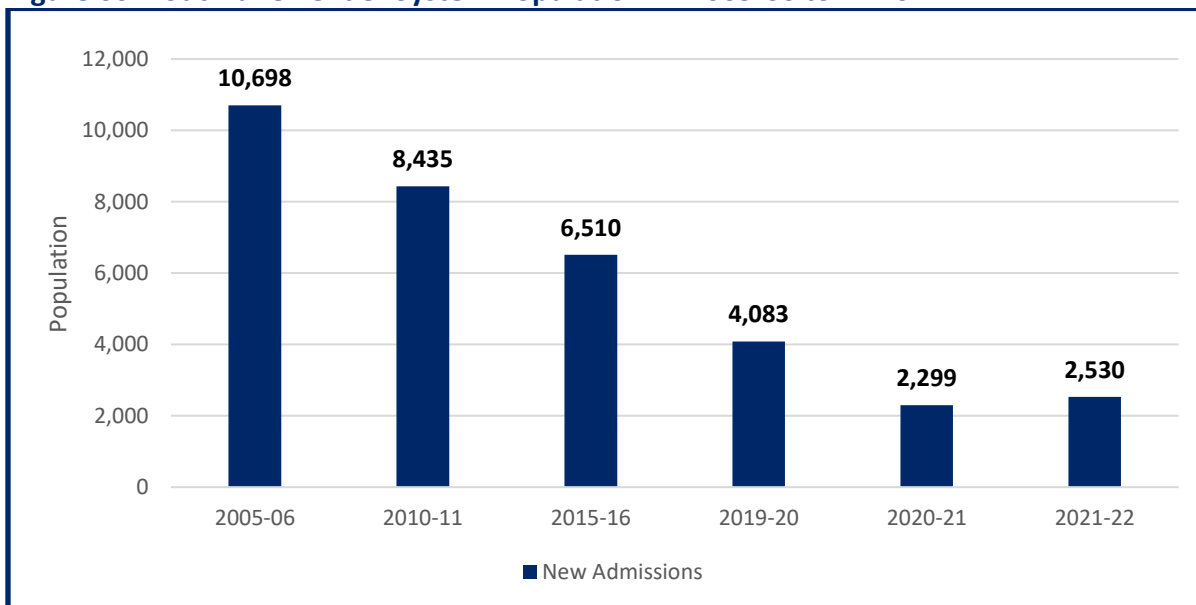


Source: Colorado Division of Youth Services, cdhs.colorado.gov/dys

YOS Admissions

Admissions to YOS had been declining for over a decade prior to the COVID-19 pandemic. Again, like the Colorado jail system, COVID-19 mitigation efforts led to large decreases in new admissions from 4,083 in FY 2020 to 2,299 in FY 2021, a decrease of 43.7 percent.

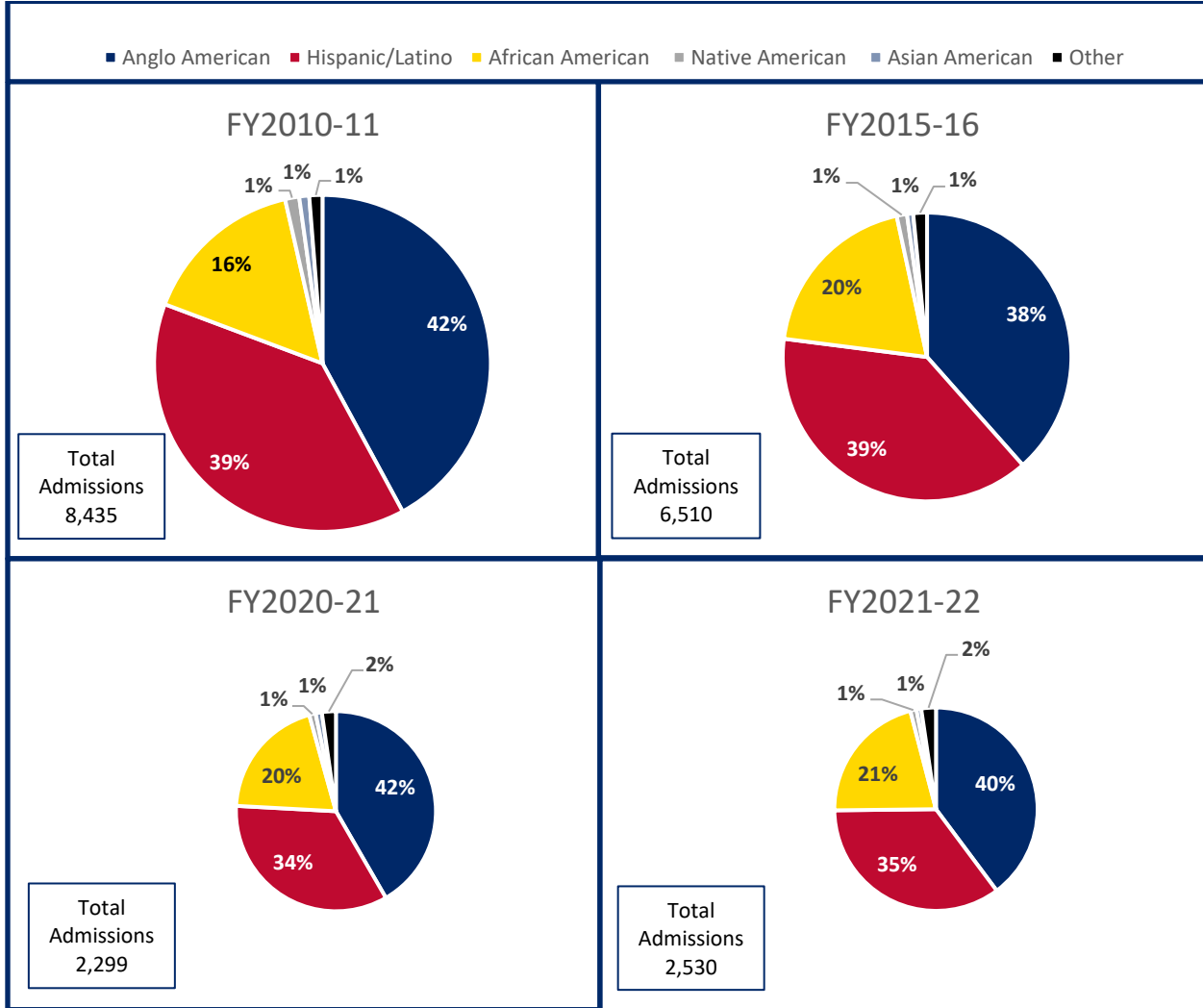
Figure 66. Youthful Offender System Population FY 2005-06 to FY 2021-22³¹



Source: Colorado Division of Youth Services, cdhs.colorado.gov/dys

The proportion of YOS admissions by race has changed little since FY 2011. The only change of note came between FY 2016 and FY 2021 when the fraction of Hispanic youth decreased 5 percent as the fraction of White youth increased 4 percent.

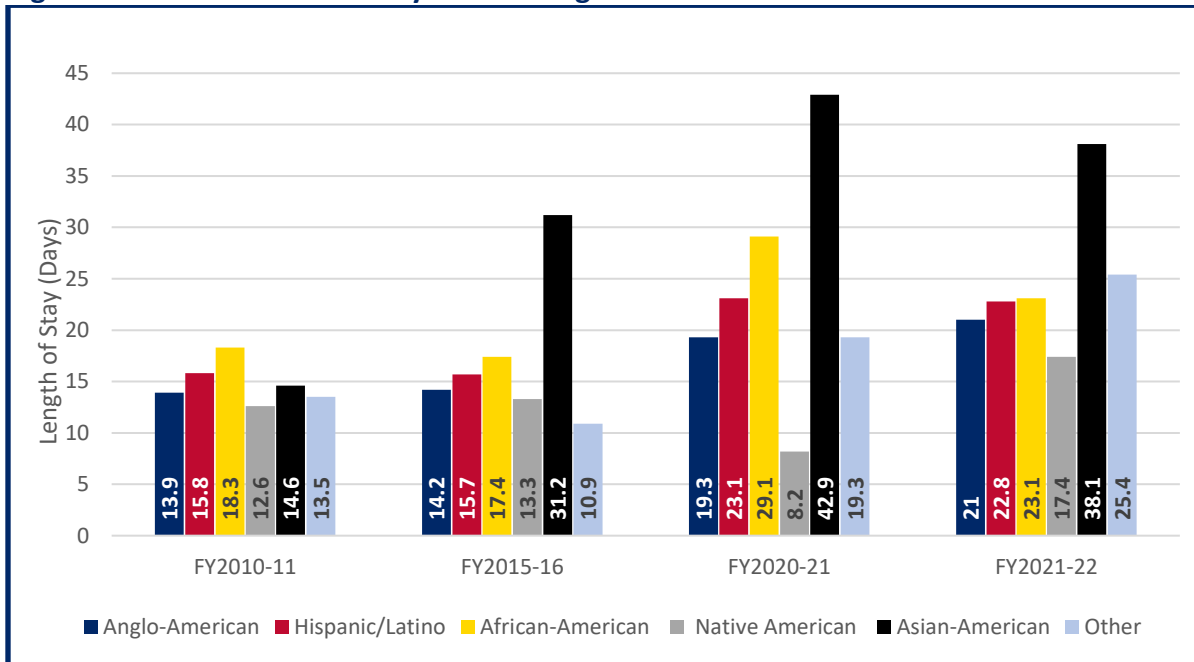
Figure 67. Youthful Offender System New Admissions FY 2010-11 to FY 2021-22³²



Source: Colorado Division of Youth Services, cdhs.colorado.gov/dys

The average LOS for youth in the YOS by race shows Black youth have had longer stays than all other races since FY 2011, except the small number of Asian youth and Other non-White youth.

Figure 68. Youthful Offender System Average LOS FY 2010-11 to FY 2021-22³³



Source: Colorado Division of Youth Services, cdhs.colorado.gov/dys

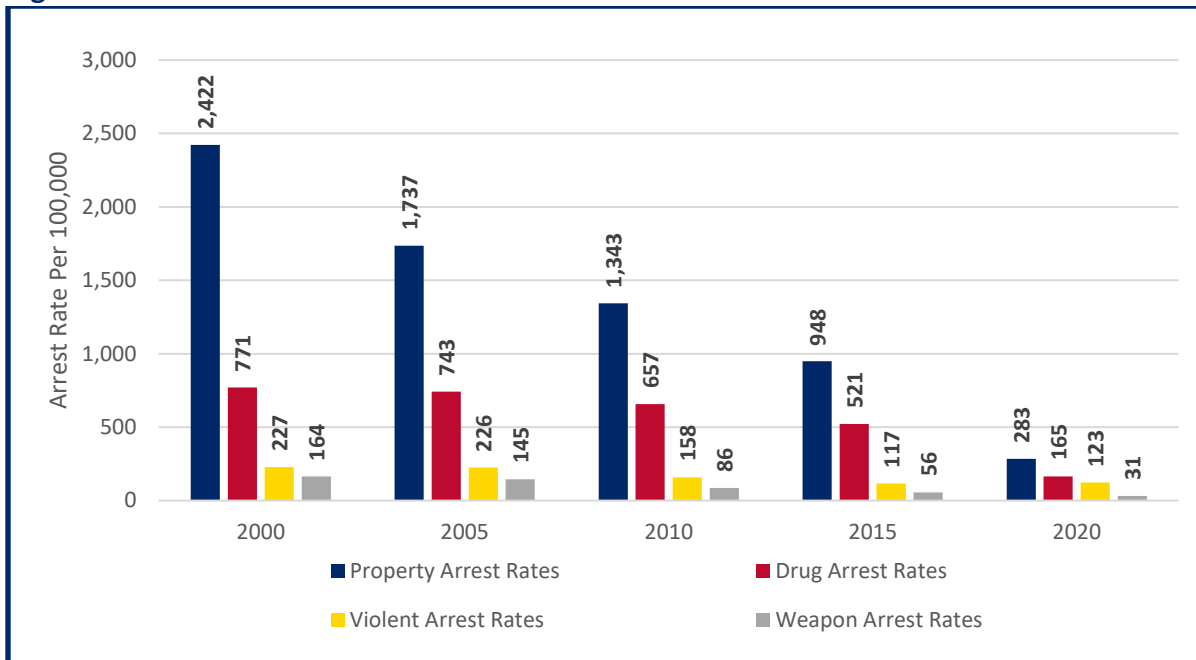
Juvenile Arrests in Colorado

The number of juvenile arrests per 100,000 residents, also known as the arrest rate, has steadily declined over the past two decades. Property arrests have, without exception, been the primary arresting offense for young people in Colorado. Property offenses include theft, arson, burglary, motor vehicle theft, and trespassing. The property arrest rate decreased by 44.6 percent between 2000 and 2010 from a rate of 2,422 to a rate of 1,343 per 100,000. By 2020, the property arrest rate decreased 70.1 percent compared to the 2010 rate and 88.3 percent lower than the 2000 rate. In total, the 2020 juvenile property crime arrest rate was just 12 percent of what it was in 2000 marking a historic low in juvenile property arrests.

The juvenile drug offense arrest rate did not follow such a dramatic trajectory but did decline modestly between 2000 and 2015, falling 3.6 percent in total. The juvenile drug arrest rate dropped precipitously to 165 in 2020, because of COVID-19. In total, the 2020 juvenile drug offense arrest rate was 21.4 percent of what it was two decades before.

Like the drug arrest rate, the youth violent and weapons arrests rates steadily fell between 2000 and 2015 then plummeted in 2020 making juvenile violent arrest 54.2 percent and weapons arrests 18.9 percent of what they were in 2000, respectively.

Figure 69. Juvenile Arrest Rates 2000 to 2020

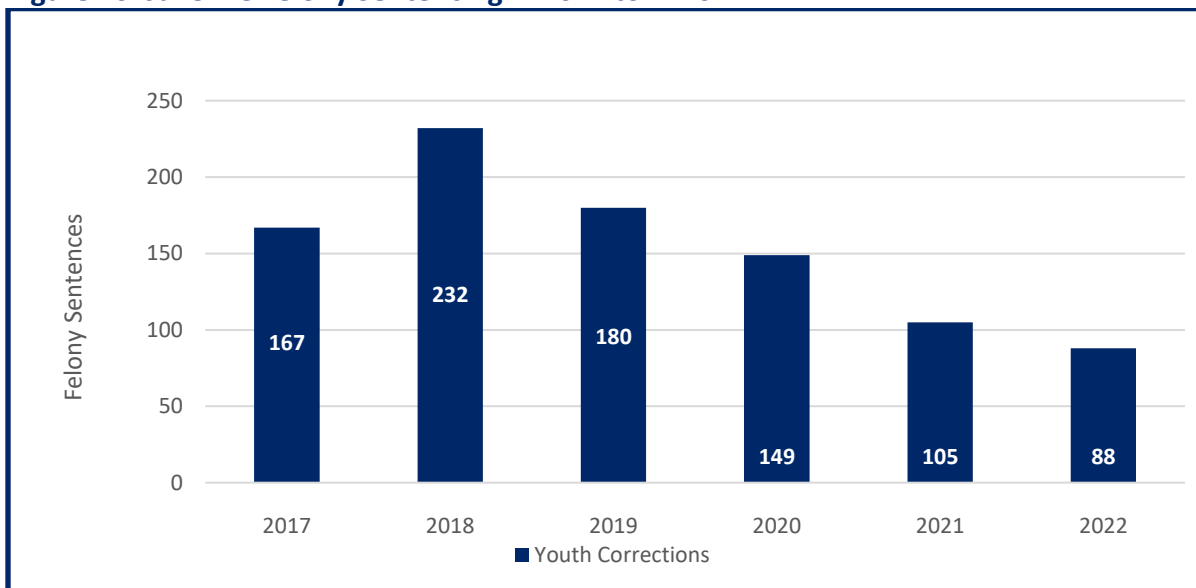


Source: FBI Crime Data Explorer, cde.ucr.cjis.gov

Juvenile Felony Sentencing

The number of felony juvenile sentences in Colorado has declined at an annual rate of 21.3 percent between 2018 and 2022. Since the COVID-19 pandemic, felony sentences for youth decreased to just 105 sentences in 2021, a 29.5 percent one-year abatement. In 2022, the felony juvenile sentenced dropped below 100, an additional reduction of 16.2 percent.

Figure 70. Juvenile Felony Sentencing FY2017 to FY2022



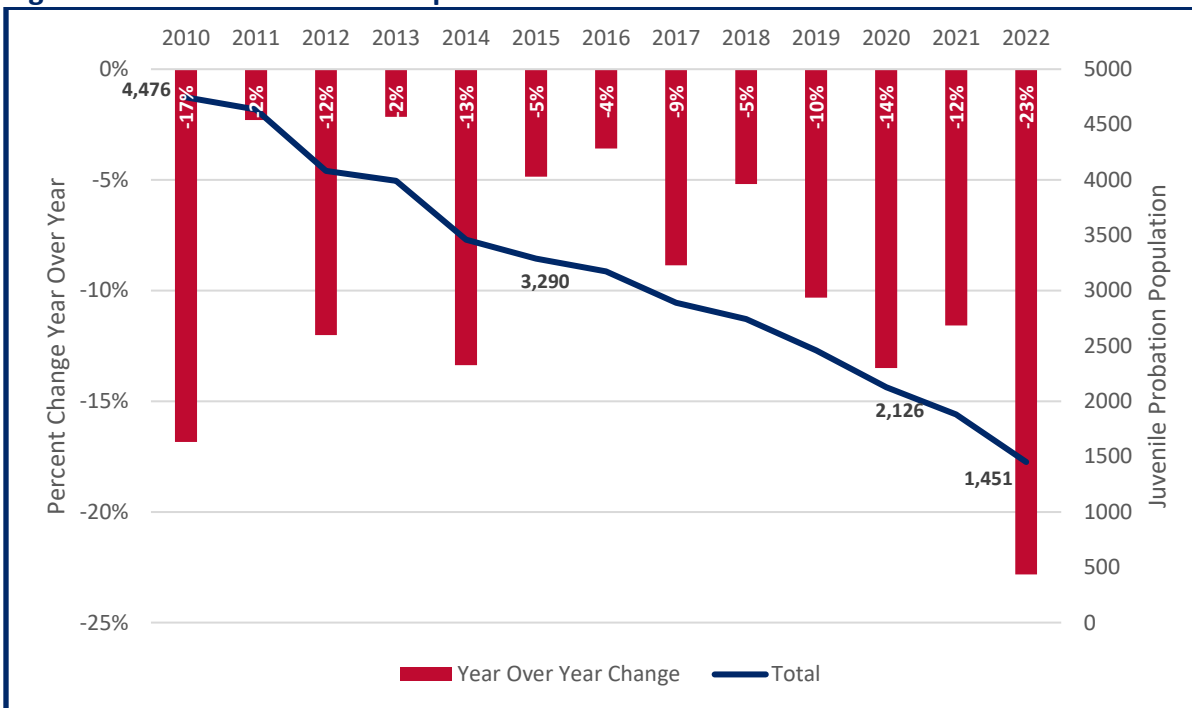
Source: Annual Statistical Reports, courts.state.co.us

Juvenile Probation in Colorado

Matching most youth criminal justice metrics in Colorado, the number of youths on probation in the state has steadily declined over the past two decades. In 2010, the number of youths on probation was 4,746. This decreased 30.7 percent in 2015 and an additional 35.4 percent through 2020 to reach a low of 2,126. In 2020, the number of Colorado youth supervised on probation was 44.7 percent of what it was in 2010.

Post COVID from 2021 to 2022, the number of youths on probation fell 23 percent, the largest single year decrease in the past 13 years. Youth on probation numbered 1,451 in 2022, almost 3,300 fewer than in 2010.

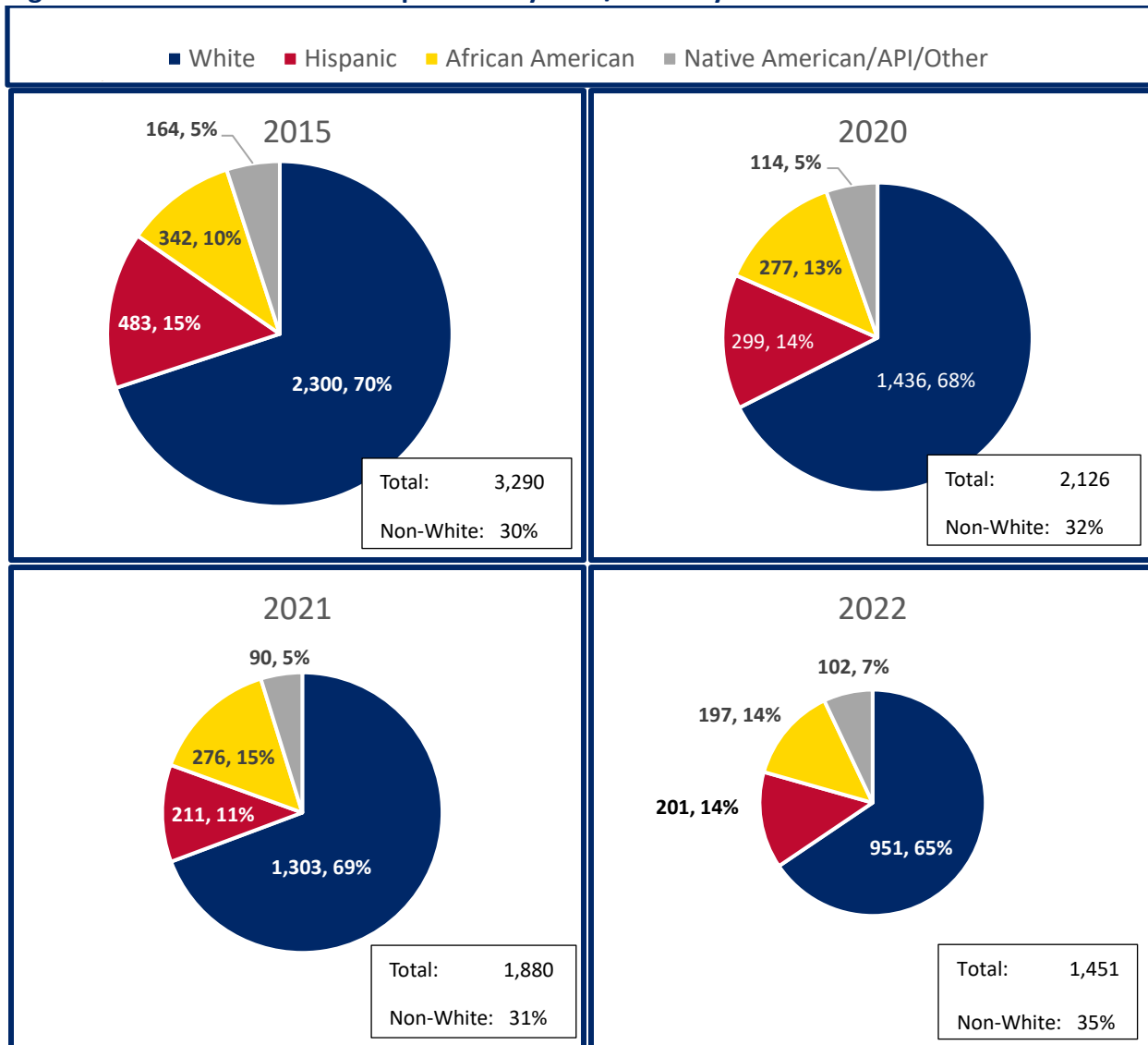
Figure 71. Juvenile Probation Population 2010 to 2022



Source: Annual Statistical Reports, courts.state.co.us

As the number of youths on probation has declined in Colorado, the proportion of non-Whites in the probation population has increased somewhat. Non-Whites accounted for 30 percent of probationers in 2015 but increased to 35 percent in 2022. Black youth make up a disproportionately larger percentage of the youth on probation compared to their representation in the total Colorado resident population.

Figure 72. Juvenile Probation Population by Race/Ethnicity FY2010 to FY2022



Source: Annual Statistical Reports, courts.state.co.us

CONCLUSION

This report attempts to clarify the complex data landscape of Colorado’s criminal justice system. Over the past twenty years, Colorado has emerged as a fast-growing state in both population and economy. The State is comprised of a single, large urban corridor surrounded by numerous rural counties. From this seemingly simplistic structure, Colorado has developed a robust and expanding economy. Its traditionally largest mining, manufacturing, agriculture, and tourism industries are being augmented with growing financial services, bioscience, and aerospace sectors. This diverse economy allowed Colorado to recover quickly from the COVID-19 pandemic even as homelessness reemerged as a persistent condition in the Denver metro area.

The COVID-19 pandemic and the recovery that continues to develop, created pocketed crime spikes in aggravated assault, larceny, and, most notably, motor vehicle and motor vehicle parts thefts. Responses to increases in reported crime have not led to increased incarceration post-pandemic to date but has resulted in larger probation caseloads in 2022.

Over the last ten years Colorado's adult criminal justice legislation has focused mostly on readjusting penalties and thresholds for felonies and misdemeanors. Some changes have provided increased focus on re-entry services and community supervision. Notably, Colorado has an overly punitive sentencing structure for parole violators returned to prison. Under current law, it is possible for a parole violator to end up serving more time incarcerated than originally sentenced.

State spending for Corrections is at a 21-year high, with the annual cost of housing a person in prison averaging almost \$57,000 in 2021. The total amount appropriated for corrections in the state for FY 2022-23 was just over \$1 billion. This makes Corrections the 6th highest funded department in the state³⁴.

In summation, this report is presented as an initial reference document for information, historical context, and baseline quantitative metrics for Colorado's criminal justice system. It is intended to present general findings to start conversations, prompt questions, and inspire further investigation into more in-depth research for effective policy making.

APPENDIX I: COLORADO CRIMINAL JUSTICE LEGISLATIVE MILESTONES

2023

- House Bill 23-1042 limits how law enforcement may use deceptive tactics when interrogating children. The bill specifically makes any statements obtained by juveniles during custodial interrogations inadmissible in court if law enforcement knowingly presented false information. Law enforcement officers are also required to record all juvenile interrogations to receive training on interrogating juveniles.
- House Bill 23-1135 reclassifies criminal penalties for indecent exposure from a class 1 misdemeanor to a class 6 felony if committed in view of a person who is under 18. With this change, penalties for in-person indecent exposure are aligned to those that occur over a computer.
- House Bill 23-1292 allows certain defendants in violent crime cases to serve sentences for multiple charges concurrently rather than consecutively. These provisions, however, exclude people with certain prior convictions involving serious bodily injury, death, firearms, and explosives. The bill also allows persons sentenced as violent and habitual offenders to petition the court to modify their sentences.
- House Bill 23-1293 increases and decreases penalty levels for many felony crimes, modifies some crimes, creates a new crime, and eliminates some mandatory sentences.
- House Bill 23-1249 originally intended to ban the arrest and prosecution of children under 13 for most crimes. The bill, in its final version, continues to allow prosecution of children as young as 10, but law enforcement may refer them to community programs instead of the juvenile justice system.
- Senate Bill 23-095 makes pointing lasers at aircraft a state level crime. The bill makes it unlawful to knowingly aim the beam of a laser device at an aircraft in flight or on the ground, punishable as a class 6 felony. Exceptions are provided for authorized individuals conducting research, flight tests, or training, and if the laser device is used to send an emergency distress signal.
- Senate Bill 23-097 eliminates provisions that tie the value of a stolen vehicle to the penalty and makes most motor vehicle theft a felony. State law previously used a car's value as a threshold to determine if the auto theft was a felony or a misdemeanor.
- Senate Bill 23-249 makes falsely reporting a mass shooting or an active shooter a class 6 felony. The bill also expands the crime of false reporting of an emergency to include when a threat causes a shelter-in-place order or results in the initiation of a standard response protocol. Finally, the bill adds false reporting of an emergency that is a bias motivated crime to the Victim's Rights Act.

2022

- House Bill 22-1217 requires people buying or selling catalytic converters to record transactional information and share with law enforcement to track down thieves. The bill also creates a related grant program to fund public awareness campaigns.
- House Bill 22-1326 makes it a felony to possess more than one gram of a substance containing fentanyl. The bill also decreases the amount of fentanyl required to charge individuals for distribution. It mandates drug treatment for people convicted of fentanyl-related crimes, requires county jails to provide

medication-assisted treatment and withdrawal management, and makes several one-time investments for harm-reduction, including bulk purchases of the opioid overdose reversal drug naloxone.

- Senate Bill 22-009 makes it illegal to install, sell, or advertise used or salvaged catalytic converters.
- Senate Bill 22-179 prohibits an individual from tampering with an emission control system, including catalytic converters, or selling or operating a tampered with car. The bill also establishes civil penalties for violating these provisions, with funds dedicated to the grant program created in House Bill 22-1217.

2021

- House Bill 21-1065 automatically removes juvenile offenders from the sex offender registry when they turn 25 years old or seven years after they were required to register, as long as they have not reoffended as an adult.
- House Bill 21-1080 alleviates the delay of individuals arrested on a criminal offense often spending a significant amount of time in jail awaiting a bond hearing. by requiring courts to hold an initial bond hearing within 48 hours of arrival at a detention facility. The bill also allows the hearing to be conducted online or over the phone. After bond is posted, a defendant must be released within six hours. Rural and under-resourced jurisdictions will also have access to a statewide bond hearing officer for weekends and holidays.
- House Bill 21-1090 allows individuals to carry two ounces of cannabis instead of a single ounce, which was previously the maximum legal limit of possession in the state. Additionally, the measure makes it easier for people with past possession or cultivation convictions to have their records sealed or pardoned by the Governor.
- Senate Bill 21-071 lowers the statewide secure detention bed cap and eliminates the use of cash bail for juveniles charged with or accused of committing a delinquent act. This is designed to limit the number of juveniles who commit non-violent, delinquent acts being sent to a juvenile facility instead of to community-based supervision and intervention because of bed availability.
- Senate Bill 21-124 changes the sentencing standard for individuals convicted of being present, but not actually responsible for a murder. The bill alters the automatic sentence of life without parole to a sentence of between 16 and 48 years in prison. The law does not apply retroactively.
- Senate Bill 21-146 changes eligibility criteria for qualifying incarcerated persons with special needs who do not pose a threat to society and need medical treatment for serious, chronic health conditions may apply to be released from prison prior to their parole date. It also requires the Department of Corrections and Parole Board to develop policies and procedures to improve the special needs parole process, including re-entry support.
- Senate Bill 21-271 overhauls and restructures the state's misdemeanor sentencing laws. The bill specifically eliminates duplicate offenses, removes ones that are rarely used, and reclassifies certain other crimes.

2020

- House Bill 20-1014 criminalizes future acts of infertility fraud and also makes it easier for offspring to sue medical professionals in similar cases.
- House Bill 20-1148 makes it a felony for offenses committed against a deceased human body and clarifies time-periods in which a prosecution must be commenced.
- Senate Bill 20-100 bans capital punishment for cases charged on or after July 1, 2020, but allows for pending capital cases to continue.
- Senate Bill 20-221 bans the panic defense which asks a jury to find a victim's sexual orientation or gender identity as a reason for a defendant's violent reaction, including murder.

2019

- House Bill 19-1148 changes the maximum jail sentence for a class 2 misdemeanor, misdemeanors without a fixed statutory penalty, and municipal ordinance violations from one year to 364 days.
- House Bill 19-1263 changes the penalty for possessing personal-use levels of narcotics from a felony to a misdemeanor.
- House Bill 19-1310 lowers the interest rate charged on restitution and suspends interest while someone is incarcerated or for juvenile delinquency cases under the age of 21.
- Senate Bill 19-108 recommends a series of changes to how youth offenders are treated, including provisions related to treatment, deferred sentences, and the number of youths in detention. Legal Financial Obligations
- Senate Bill 19-143 changes the state's parole system and makes it harder for the Parole Board to deny release to and to bring a person back to prison for many technical violations.

2018

- House Bill 18-1010 adds two members (Child Protection Ombudsman and a parent) to the Youth Restraint and Seclusion Working Group that advises DYS on policies, procedures, and best practices related to restraint and seclusion.
- House Bill 17-1015 provides uniform earned time standards for good time sentence reduction in jails.
- House Bill 18-1029 reduces from five years to three years the mandatory parole periods for those released from prison who served time for class 3 felony crimes committed on and after July 1, 2018, and for class 2 felony crimes that are not crimes of violence.
- House Bill 18-1109 lowers the age from 60 to 55 years of age the threshold for qualifying as a special needs offender under one category and adds a third category of special needs offenders to include those determined to be incompetent to complete any sentence and not likely to pose a risk to public safety.
- House Bill 18-1156 prohibits a court from placing a child in a juvenile detention facility for truancy.
- Senate Bill 18-154 requires local juvenile services planning committees to develop a plan for identifying youths in the juvenile justice system who also are or have been involved in the child welfare system.

2017

- House Bill 17-1162 repeals driver license penalties for failure to pay certain traffic infractions and provides courts the option of withholding a driver's state income tax refund in order to satisfy the outstanding judgment.
- House Bill 17-1207 prohibits incarceration of youth under age 13 unless they are charged with a felony.
- House Bill 17-1302 makes consensual exchanges of nude images by children a civil infraction and gives prosecutors a range of options, from a petty offense to a felony, for teens who possess or distribute sexts against a victim's will.
- House Bill 17-1308 removes mandatory requirements placed on parolees and instead leaves the decision to impose these requirements at the discretion of the State Board of Parole and parole officers. House Bill 17-1326 redirects cost savings from parole reforms into crime prevention initiatives in north Aurora and southeast Colorado with a focus on community/economic development and direct services.
- House Bill 17-1329 changes the name from Division of Youth Corrections to Division of Youth Services, establishes a pilot program that includes trauma informed care, and provides for independent evaluations.
- Senate Bill 17-008 legalizes the possession of a gravity or switchblade knife by removing such knives from the definition of "illegal weapon."

2016

- House Bill 16-1215 redefines the purposes of parole to focus on successfully re-integrating parolees into society by providing enhanced supportive services.
- House Bill 16-1278 expands the discretion of judges to sentence offenders to residential drug treatment as a term of probation, even if the underlying charge is not a drug offense.
- House Bill 16-1311 prohibits a court from jailing a defendant when the defendant's only remaining obligation is money owed to the court, except when a defendant willfully failed to pay.
- House Bill 16-1359 eliminates an exception related to an assessment to determine medical marijuana use for a person on probation.
- Senate Bill 16-051 increases judicial discretion regarding the imposition of consecutive sentences for violent crimes.
- Senate Bill 16-065 modifies the treatment of restitution for criminal offense and lowers the rate of interest on unpaid restitution; repeals the prohibition against reinstating a person's license until all restitution has been paid; allows juvenile delinquency records to be expunged upon satisfaction of a restitution order or by being current with a restitution payment plan to the court.
- Senate Bill 16-102 removes the mandatory term of incarceration that must accompany convictions of certain types of second-degree assault or violations of bail bond conditions.
- Senate Bill 16-180 requires the DOC to create a specialized program for offenders who committed a felony as a juvenile and were sentenced as an adult.

- Senate Bill 16-181 creates a procedure for resentencing offenders who were sentenced as juveniles to life without parole.

2015

- House Bill 15-1022 creates a new type of pre-diversion program for juveniles committing minor offenses.
- House Bill 15-1042 requires presentence investigations concerning a defendant's eligibility for release from incarceration.
- House Bill 15-1203 permits certain habitual offenders sentenced before July 1, 1993, to accrue earned time.
- House Bill 15-1303 removes the mandatory minimum of four years for a 2nd degree assault on a peace officer and aligns this offense with other class 4 felonies; allows the judge to take into consideration the circumstances of the individual case.
- House Bill 15-1122 clarifies procedures regarding parole for offenders under the supervision of DOC to align statute with current DOC practice.
- House Bill 15-1267 exempts medical marijuana from probation conditions unless the person is convicted of an offense related to medical marijuana.
- Senate Bill 15-124 reduces parole revocations for technical violations and requires that parole officers use all available intermediate sanctions and community support services prior to filing a complaint for revocation with certain exceptions.

2014

- House Bill 14-1023 allows the state public defender to hire social workers to assist in defending juveniles.
- House Bill 14-1032 makes changes to the procedures concerning the appointment of counsel for juveniles and requires that information about the right to counsel be provided on a promise to appear or summons.
- House Bill 14-1035 clarifies that restitution ordered as a part of a deferred judgment can be collected by the court after the deferred judgment is dismissed until the restitution judgment is satisfied.
- House Bill 14-1061 requires that a defendant must be given time to pay any monetary fine or fee and is required to be given proper notice and due process before taken into custody for failure to pay.
- House Bill 14-1266 adjusts the penalties for certain value-based crimes based on the value of the goods or property stolen, making some current felonies into misdemeanors and some current misdemeanors into lower-level offenses.
- House Bill 14-1355 mandates reentry planning and programming for individuals leaving DOC and returning to the community. Funds additional reentry planning services within DOC and also creates a grant program to support community-based programs.

2013

- House Bill 13-1129 creates the evidence-based practices implementation for capacity resource center in the Division of Criminal Justice in the Department of Public Safety.

- Senate Bill 13-250 creates a stand-alone sentencing scheme for drug offenses; consolidates all drug possession of scheduled substances into one felony level and allows that felony to be reduced to a misdemeanor upon successful completion of probation or a community corrections sentence; requires the court to exhaust all appropriate and available sentencing options for convictions of a level 4 drug felony; allows people convicted of a misdemeanor to be supervised on intensive supervised probation if assessed at a higher risk; and expands access to treatment for people serving a sentence for a drug offense.

APPENDIX II TABLE OF FIGURES AND TABLES

Figure 1. Colorado Population 2010 – 2020	7
Figure 2. Population Change 2010 to 2020	7
Figure 3. Population Proportion by Race Comparison	8
Figure 4. Change in Proportion of Non-White and White Hispanic Population 2010 to 2020	9
Figure 5. Total and At-Risk Populations 1990 to 2022.....	11
Figure 6. Change in Proportion of At-Risk 2010 to 2021	11
Figure 7. Percentage of Total County At Risk as of 2021.....	12
Figure 8. Total Population Estimates and Projected Growth	13
Figure 9. Colorado Violent Crimes 1990 to 2022	17
Figure 10. Colorado Property Crimes 1990 to 2022	18
Figure 11. UCR Violent Crime Rate Colorado vs. US 1990 to 2022.....	19
Figure 12. Total Property Crime Rate Colorado vs. US 1990 to 2022.....	20
Figure 13. Motor Vehicle Theft Rate Colorado vs. US 2008 to 2022	21
Figure 14. Adult Crime Rate Increase, Top Categories 2010 to 2022.....	21
Figure 15. Top Emerging Crimes, Adult 2010 to 2022	22
Figure 16. Crime Rates vs. Incarceration Rates 1990 to 2020	23
Figure 17. Adult Arrest Rates 2000 to 2020.....	25
Figure 18. The Criminal Case Process in Colorado.....	26
Figure 19. New County Court Cases Filed Statewide.....	27
Figure 20. District Court Cases (Felony Only) Statewide 2001 to 2022, Filed vs. Terminated	28
Figure 21. Felony Case Resolution, Select Judicial Districts* 2019 vs. 2022	29
Figure 22. Felony Sentencing Disposition, Select Judicial Districts 2017 to 2022	29
Table 1. Colorado Department of Corrections Adult Correctional Facilities	30
Figure 23. Locations of Correctional Facilities in Colorado	31
Figure 24. Adult Prison Admissions by Geographical Area, FY2014 to FY2021	32
Table 2. General Examples of Offenses by Group	32
Figure 25. Admissions by Primary Offense Type FY2014 to FY2021	33
Figure 26. Admission by Primary Offense Type 2019 vs. 2021.....	34
Figure 27. Total CDOC Responsible Population FY2000 to FY2021	34
Figure 28. Average Daily Population by Location FY2010 to FY2021	35
Figure 29. Average Daily Population by Location FY2015 vs. FY2021	36
Table 3. Colorado Department of Corrections Population by Gender - 2021	36
Table 4. Colorado Department of Corrections Population by Race/Ethnicity - 2021	37
Figure 30. Prison Releases FY2013 to FY2021	38
Figure 31. COVID Related Special Discharge.....	38
Figure 32. Releases by Governing Law 2013 to 2021	39
Figure 33. Annual Cost per Person 2010 to 2021	40
Figure 34. Correctional Employees 2010 to 2021.....	41
Figure 35. New Probation Cases FY2010 to FY2022	43
Figure 36. Adult Supervised Probation Population FY2010 to FY2022.....	44
Figure 37. Colorado Adult Probation Case Closures FY2010 to FY2022	45

Figure 38. Adult Regular Probation Closures FY2010 to FY2022	46
Figure 39. Adult Probation Violation Rates FY2010 to FY2022	47
Figure 40. Regular Probation for Race & Ethnicity	48
Figure 41. Parole Caseloads FY2013 to FY2021	50
Figure 42. Number of Persons Paroled by Race & Ethnicity FY2013 to FY2021.....	51
Figure 43. Cost of Parole FY2010 to FY2022	52
Figure 44. Colorado Community Corrections Average Daily Population FY 2018-2022.....	54
Figure 45. Colorado Community Corrections Success Rate and Average Time Participating	54
Figure 46. Colorado Average Daily Jail Population 2020 to 2023.....	56
Figure 47. Average Daily Jail Population – Top Five Counties 2020 to 2023	56
Figure 48. Total Jail Bookings 2020 to 2023	57
Figure 49. Average Annual Bookings – Top 5 Counties 2020 to 2022	58
Figure 50. Felony Length of Jail Stay by Race/Ethnicity 2020 to 2023	59
Figure 51. Misdemeanor Length of Jail Stay by Race/Ethnicity 2020 to 2023	59
Figure 52. Rate of Pretrial Detention 2021 to 2023	60
Figure 53. Percentage Change in Homelessness 2010 to 2022	62
Figure 54. Percentage Change in Homelessness 2021 to 2022	62
Figure 55. Homelessness by Geographic Distribution 2010 to 2022.....	63
Figure 56. Homeless Population Proportion by Race 2015, 2020, and 2022	64
Figure 57. Colorado Population Percentage, Homeless vs. Total by Race 2015 vs. 2021	65
Figure 58. Homelessness by Race/Ethnicity – U.S. vs. Colorado - 2021.....	65
Figure 59. Year-end Unemployment Rate, Colorado vs. US, 2010 to 2022.....	66
Figure 60. Pre- and Post-COVID Unemployment Rate Comparison 2019 – 2022	67
Figure 61. Percentage Unemployment by Race Ethnicity	68
Figure 62. Top 5 Pandemic Affected Counties at the End of 2020.....	68
Figure 63. Top 5 Slowest Recovering Counties & Top 8 Highest Unemployment at December 2022.....	69
Figure 64. Colorado Youth Service Centers by Judicial Region.....	71
Figure 65. Youthful Offender System ADP and LOS FY 2010-11 to FY 2021-22	72
Figure 66. Youthful Offender System Population FY 2005-06 to FY 2021-22.....	72
Figure 67. Youthful Offender System New Admissions FY 2010-11 to FY 2021-22.....	73
Figure 68. Youthful Offender System Average LOS FY 2010-11 to FY 2021-22	74
Figure 69. Juvenile Arrest Rates 2000 to 2020	75
Figure 70. Juvenile Felony Sentencing FY2017 to FY2022	75
Figure 71. Juvenile Probation Population 2010 to 2022	76
Figure 72. Juvenile Probation Population by Race/Ethnicity FY2010 to FY2022	77

APPENDIX III: ENDNOTES

¹ <https://www.census.gov/>

² All estimates 2010-2021 are 1-Year estimates with the exception of 2020 where only 5-Year ACS data is available.

³ <https://cde.ucr.cjis.gov/LATEST/webapp/#/pages/le/pe>

⁴ Due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned, the 2021 and 2022 data years could not be added to trend presentations based in traditional methodologies used with summary data in cde.ucr.cjis.gov. Data for these two years were sourced from coloradocrimestats.state.co.us data that were then reported to cde.ucr.cjis.gov. All violent crimes totals show a more significant increase due to a difference in definition of rape (CDE) vs. non-consensual sexual contacts (coloradocrimestats).

⁵ The UCR definition of rape was changed effective January 1, 2013. The legacy definition of rape was, “The carnal knowledge of a female forcibly and against her will.” The updated definition is, “Penetration, no matter how slight, of the vagina or anus with any body part or object, or oral penetration by a sex organ of another person, without the consent of the victim.”

⁶ Due to the full transition to NIBRS and the lack of data for agencies that are not fully transitioned, the 2021 and 2022 data years could not be added to trend presentations based in traditional methodologies used with summary data in cde.ucr.cjis.gov. Data for these two years were sourced from coloradocrimestats.state.co.us data that were then reported to cde.ucr.cjis.gov.

⁷ The 2015 United Nations Congress on Crime Prevention and Criminal Justice called out “new criminal trends that have emerged, with people committing crimes in cyberspace that they would not otherwise commit: the anonymity of the Internet and the possibility of adopting flexible identities can be incentives for criminal behaviour.”

https://www.un.org/en/events/crimecongress2015/pdf/Factsheet_5_Emerging_forms_of_crime_EN.pdf

⁸ Districts included: 1, 2 (Denver), 5, 6, 7, 8, 18, 20 – The districts reporting accounted for 46% and 43% of statewide cases resolved in 2019 and 2022 respectively. These select districts comprised approximately 57% of the state population in July 2021. The most highly populous district, District 4 (El Paso County) does not report into the Colorado District Attorneys’ data dashboard and comprised approximately 13% of the state’s population as of July 2021.

⁹ See note 7.

¹⁰ Level I facilities have designated boundaries but have no requirements for perimeter fencing. Incarcerated persons classified as minimum may be incarcerated in level I facilities.

Level II facilities have designated boundaries with single or double perimeter fencing. The perimeter is patrolled periodically. Incarcerated persons classified as minimum or restrictive minimum may be housed at this level.

Level III facilities have towers, a wall or double perimeter fencing with razor wire and detection devices. The perimeter is continuously patrolled. Appropriately designated close classified incarcerated persons, medium classified, and incarcerated persons of lower classification levels can be housed in these facilities.

Level IV facilities have towers, a wall or double perimeter fencing with razor wire and detection devices. The perimeter is continuously patrolled. Close classified incarcerated persons and below can be housed in level IV.

Level V facilities have the highest-level security and can incarcerate all classification levels. The facility must have double perimeter fencing with razor wire and detection devices or equivalent security. These facilities use towers or stun-lethal fencing as well as controlled sally ports. Perimeters are continuously patrolled.

¹¹ Denver Metro Area includes Denver, Adams, Arapahoe and Jefferson counties.
Data only reflects first admission for fiscal year.

¹² Pre-COVID for prison admissions is defined as 2014 to 2019.

¹³ In 2019 statistical appendices, Perjury (4) and Trespassing/Mischief (432) were missing from Total column. Data values were pulled in for consistency in representing the overall data set. For reporting purposes, Colorado categorizes escape as Nonviolent.

¹⁴ For prison ADP purposes, post-COVID is defined as 2020-2021.

¹⁵ *Consolidated Community Supervision and Community Supervision ISP, and Parole and Parole ISP categories are applicable from 2015 forward.

¹⁶ Department of Corrections, SMART Act Hearing Presentation, Joint Judiciary Committee, January 18, 2023, slide 6.

¹⁷ Central Impact Employees include Colorado incarcerated person phone system, central office, parole board, training academy, warehouse, transportation, investigations, and communications. Values for 2010 - 2013 were hand entered from annual reports.

¹⁸ Post-COVID for probation is defined as 2020 and 2021.

¹⁹ Colorado Private Probation: In FY 2018, the private probation section of the annual report was adjusted to combine non-DUI/DWAI private probation numbers with DUI/DWAI private probation numbers. Previous annual reports displayed these numbers separately.

New Felony: Includes revocations for a new felony offense committed while on probation supervision.

New Misdemeanor: Includes revocations for a new misdemeanor offense committed while on probation supervision.

Technical: Includes revocations for technical probation supervision violations (i.e. drug use, non-compliance).

Total Revocations: Total includes all felony, misdemeanor, and technical violations resulting in a revocation from probation.

Note: Percentages may not total 100 percent because of rounding.

²⁰ The list of applicable counties is found in note 22.

²¹ Annual cost calculated from daily cost per parolee and parole ADP.

²² Forty-eight of Colorado’s sixty-one counties report into the Colorado Jail Dashboard.

Adams	Delta	Kit Carson	Pitkin
Alamosa	Denver	La Plata	Prowers
Arapahoe	Douglas	Larimer	Pueblo
Baca	Eagle	Lincoln	Rio Blanco
Bent	El Paso	Logan	Rio Grande
Boulder	Elbert	Mesa	Routt
Broomfield	Fremont	Moffat	San Miguel
Chaffee	Garfield	Montezuma	Summit
Clear Creek	Gilpin	Montrose	Teller
Conejos	Gunnison	Morgan	Washington
Crowley	Jackson	Otero	Weld
Custer	Jefferson	Park	Yuma

²³ Jefferson County did not report into dashboard in 2021.

²⁴ The list of applicable counties is found in note 22.

²⁵ Data for Other Race were not available for 2023Q2 at the time of report generation.

²⁶ Data for Other Race were not available for 2023Q2 at the time of report generation.

²⁷ luige.delpuerto@gazette.com, L. D. P. (2023, July 24). *Denver Metro homelessness up 32% in 2023*. Denver Gazette. https://denvergazette.com/homeless/denver-homeless-count-rose-32-2023-versus-2022/article_b53b46c0-2a57-11ee-b8c3-3f056443c7fe.html

²⁸ Data are sourced from Point-in-Time (PIT) surveys from the U.S. Department of Housing and Urban Development (HUD). The Overall Homeless population in this context includes persons sheltered, unsheltered and those in transitional and safe haven housing.

²⁹ Data are sourced from Point-in-Time (PIT) surveys from the U.S. Department of Housing and Urban Development (HUD). The Overall Homeless population in this context includes persons sheltered, unsheltered and those in transitional and safe haven housing.

³⁰ Colorado Division of Youth Services reports based on their fiscal year.

³¹ Colorado Division of Youth Services reports based on their fiscal year.

³² Colorado Division of Youth Services reports based on their fiscal year.

³³ Colorado Division of Youth Services reports based on their fiscal year.

³⁴ <https://leg.colorado.gov/sites/default/files/fy23-24apprept.pdf>