Exploring the increase in district court filings in Colorado, 2013-2018

Figure 1: Total district court felony filings in Colorado, 2013-2018

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Introduction

In recent years, felony filings have increased significantly in Colorado's district courts. Between calendar years 2013 and 2018, the total number of statewide felony filings increased by 44.7 percent, from 36,582 filings in 2013 to 52,949 in 2018. The rate of growth was most pronounced between 2014 and 2017; it appears to have slowed in 2018 (see Figure 1). The overall state population also increased during this time, but the increase in filings has substantially outpaced population growth. The felony filing rate was 907 per 100,000 adult state residents in 2013, and grew to 1,190 per 100,000 adult state residents in 2018 (see Table 1). Thus, controlling for the growth in the adult population, the rate of felony district court filings still increased by 31.2 percent between 2013 and 2018.

This trend is important to understand because of the pressure it puts on multiple facets of the state's criminal justice system. A larger number of filings intensifies caseload pressures in court, requiring more time and effort on the part of judges, district attorneys, and public defenders. Additional personnel may even need to be hired to cope with these pressures. Burdens also increase on state and local correctional systems that are already near or at capacity. At midyear 2019, the state prison population stood at 17,932 and the Colorado Division of Criminal Justice’s (DCJ) population projections anticipate a period of negative growth over the next two years, followed by a return to growth in 2020. This expectation of negative growth comes on the heels of a period of strong growth—driven in part by the increase in filings—during which the prison population reached 98.6 percent of capacity with only 250 vacant beds across all facilities at the end of 2018. Probation and parole caseloads may also be strained by the high rate of felony filings. These effects thus reflect an array of financial and institutional pressures that are placed on state and county governments.

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¹ This analysis reviewed filings in Colorado’s district courts. While the vast majority of filings involved cases whose most serious crime was a felony, 4% of cases had misdemeanor or lower charges.

² Prison population data obtained from the Colorado Division of Criminal Justice’s quarterly correctional population reports online: https://www.colorado.gov/dcj-ors/ors-corrops (accessed on August 13, 2019).

This report explores the recent increase in Colorado felony district court filings, presenting data that identifies specific areas of growth and factors that are contributing to that growth. While we cannot fully account for the rise in filings, as this is a complex dynamic that involves multiple interactions between demographic, behavioral, and institutional factors, we are able to document the case types that have increased the most during this time period and elucidate patterns that speak to underlying factors that may be driving filings growth.

**Figure 1: Total district court felony filings in Colorado, 2013-2018**

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

<table>
<thead>
<tr>
<th>Year</th>
<th>Rate per 100,000 adult residents</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>907</td>
</tr>
<tr>
<td>2014</td>
<td>921</td>
</tr>
<tr>
<td>2015</td>
<td>986</td>
</tr>
<tr>
<td>2016</td>
<td>1,104</td>
</tr>
<tr>
<td>2017</td>
<td>1,168</td>
</tr>
<tr>
<td>2018</td>
<td>1,190</td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.
Available data reveal that the increase in filings between 2013 and 2018 involved a larger number of people whose felony cases were filed in district court, and a higher percentage of these people appearing multiple times per year in court. Table 2 displays the number of people whose felony cases were filed in district court between 2013 and 2018; this number increased by 35.8 percent between 2013 and 2018, from 30,515 individuals to 41,434 individuals. Table 3 shows the percentage of people who had more than one case per year filed in district court. In 2013, 14.4 percent of individuals had multiple felony cases filed; by 2018, this had increased to 19.7 percent.

Table 2: Number of people per year with felony district court filings

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of people</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>30,515</td>
</tr>
<tr>
<td>2014</td>
<td>31,343</td>
</tr>
<tr>
<td>2015</td>
<td>33,623</td>
</tr>
<tr>
<td>2016</td>
<td>37,532</td>
</tr>
<tr>
<td>2017</td>
<td>40,470</td>
</tr>
<tr>
<td>2018</td>
<td>41,434</td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

Table 3: Percent of people per year with multiple felony filings

<table>
<thead>
<tr>
<th>Year</th>
<th>Percent of people</th>
<th>Number of people</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>14.4</td>
<td>4,394</td>
</tr>
<tr>
<td>2014</td>
<td>15.2</td>
<td>4,764</td>
</tr>
<tr>
<td>2015</td>
<td>16.9</td>
<td>5,682</td>
</tr>
<tr>
<td>2016</td>
<td>18.4</td>
<td>6,906</td>
</tr>
<tr>
<td>2017</td>
<td>18.4</td>
<td>7,391</td>
</tr>
<tr>
<td>2018</td>
<td><strong>19.7</strong></td>
<td><strong>8,163</strong></td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.
“Upstream” possibilities: Population and arrest rate increases

The most straightforward explanations for the higher number of felony filings in Colorado would seem to involve growth in “upstream” contributors—the overall state population and the overall number of people arrested in the state. If state population growth and/or increases in arrests matched the growth in filings, the filings increase could be attributed to either or both of these factors. According to our analyses, however, neither of these possibilities fully explains the increase in district court filings.

If state population growth and/or increases in arrests matched the growth in filings, the filings increase could be attributed to either or both of these factors. According to our analyses, however, neither of these possibilities fully explains the increase in district court filings.

The increase in filings has substantially outpaced state population growth. Between 2013 and 2018, Colorado’s overall population increased by 8.2 percent and its adult population grew by 10.4 percent, making it one of the fastest growing states in America. However, as shown above, the number of felony filings increased by 44.7 percent during this period, and the rate of felony filings increased by 31.2 percent, so overall population growth does not appear to be a significant contributor to this dynamic. However, population growth is not evenly distributed. Criminal behavior tends to be concentrated within certain demographic groups—specifically, young men. Thus, if this group grew at a particularly high rate between 2013 and 2018, this change could help explain the growth in felony filings. The data do not support such a view. The population of young adults (ages 18-34) did increase at a higher rate than overall population growth, but at a much lower rate than the increase in felony filings. The number of people between the ages of 18 and 34 in Colorado grew by 10.2 percent between 2013 and 2018, and there are no identifiable gender differences in this growth. The number of men between 18 and 34 also grew by 10.2 percent during this time. Note also that the growth in Colorado’s population of young adults and young adult males (10.2 percent each) roughly matched the growth in the state’s overall adult population (10.4 percent), showing that adult population growth has not been driven by young adults or young men. Thus, population changes may have contributed somewhat to a larger number of felony filings, but they are not likely to be the main driver, as the rise in filings was substantially higher than population changes would account for and, as discussed above, the rate of filings increased significantly.

Another “upstream” possibility for the increase in felony filings could be an increase in statewide arrests, which would directly contribute to growth in the filing rate through the creation of more criminal cases. Available data do not support the possibility that an overall increase in statewide arrestees explains the growth in felony filings. Table 4 shows the number of adult arrestees in Colorado between 2013 and 2018, as well as state-wide arrest rates per 100,000 adults. The number of adult arrestees did rise between 2013 and 2017, and dropped slightly in 2018. The statewide adult arrest rate rose between 2013 and 2016, then declined in 2017 and 2018. Figure 2 visually displays this arrest rate trend over time.

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4 State population data obtained from the State Demography Office, Colorado Department of Local Affairs (https://demography.dola.colorado.gov/population/population-totals-colorado-substate/#population-totals-for-colorado-and-sub-state-regions) and the U.S. Census Bureau (https://www.census.gov/quickfacts/co).

5 State population data by age and gender obtained from the State Demography Office, Colorado Department of Local Affairs (https://demography.dola.colorado.gov/population/data/sya-regions/).
Here we must note some important caveats about the arrest data cited in this report. Most importantly, arrest data count arrestees (i.e., people) while filings data count cases. Thus, there is not a “one-to-one” correspondence between the arrest data and filings data. Moreover, there is not a perfect correspondence between what a person is arrested for and what they are charged with in court. Charges change between these two reporting points, so the comparison between arrests for a particular offense and filings for that offense should be considered in the context of this dynamic. Finally, 2018 arrest data may be incomplete, as law enforcement agencies have until June 2019 to report their data. Thus, arrest patterns for 2018 should be interpreted with caution.

### Table 4: Number and rate of adult arrestees in Colorado, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of arrestees</th>
<th>Arrest rate per 100,000 adults</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>71,022</td>
<td>1,761.2</td>
</tr>
<tr>
<td>2014</td>
<td>78,297</td>
<td>1,905.7</td>
</tr>
<tr>
<td>2015</td>
<td>82,734</td>
<td>1,972.0</td>
</tr>
<tr>
<td>2016</td>
<td>86,788</td>
<td>2,028.5</td>
</tr>
<tr>
<td>2017</td>
<td>87,928</td>
<td>2,014.7</td>
</tr>
<tr>
<td><strong>2018</strong></td>
<td><strong>84,537</strong></td>
<td><strong>1,899.5</strong></td>
</tr>
</tbody>
</table>


### Figure 2: Arrest rate per 100,000 adults in Colorado, 2013-2018

The adult arrest rate in Colorado in 2018 appears to have declined slightly compared to recent years. (Again, however, 2018 arrest data may be incomplete at this time.) Even at its peak in 2016, the adult arrest rate was only about 15 percent higher than it was in 2013, so the growth in felony filings has significantly outpaced overall arrest rate increases. Furthermore, arrest rates and felony filing rates in district courts are not completely related, as not all arrests are filed in district courts. Many arrests—especially those involving less severe charges—would be processed through municipal or county courts. This fact actually further reduces the potential contribution of arrest rate changes to the growth in felony filings, as increases in the rate of arrests would not be fully translated into increases in filings in district courts. That said, in subsequent sections of this report we will show that significant increases in certain types of arrests—namely, drug possession, forgery/fraud, motor vehicle theft, and assault—may partially explain higher rates of felony filings for these offenses.

**Breaking down charge types that contribute to the rise in felony filings**

The increase in felony filings has not been evenly distributed across court case types; some types of cases have contributed more to the increase than others. Thus, we next explore data on the types of court cases that have driven the increase in felony filings between 2013 and 2018. Figure 3 displays a waterfall chart that shows the increase by various charge types. Note that this figure indicates the most serious charge in each case, not all charges.⁶

![Figure 3: Charge types accounting for felony filing increase, 2013-2018](image)

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

⁶ For this information by judicial district, please see [http://cdpsdocs.state.co.us/ors/docs/impact/2019-09_District_Court_Filings_by_JD-2013-2018.pdf](http://cdpsdocs.state.co.us/ors/docs/impact/2019-09_District_Court_Filings_by_JD-2013-2018.pdf)
As shown in Figure 3, the most significant contributor to the increase in felony filings during this period has been drug cases—particularly drug possession (see next section). Of the 17,375 additional filings in 2018 compared to 2013, 34.1 percent of them had a drug offense as the most serious charge (5,921 cases). Violent offenses also contributed considerably; 21.3 percent of the increase were cases with a violent offense as the top charge (3,708 cases). Property offenses such as forgery/fraud and theft contributed 15.7 percent to the increase (2,742 cases), and a specific type of property crime—motor vehicle theft—Independently contributed 8.4 percent (1,466 cases). Finally, custody violations were also a substantial component of the growth in filings, contributing 12.0 percent (2,083 cases). Here it should be noted that custody violations—which include bond violations, escape, and other violations that are largely contraband-related—are driven in large part by local charging practices and other institutional factors. In recent years, for example, there have been more people on bond in Colorado, so we would expect custody violations to have increased. Colorado House Bill 2013-1236 directed the court to presume that persons in pretrial custody should be released under the least restrictive conditions consistent with public safety, which has increased the number of people on bond, and thus the number of custody violations.

Next, we will empirically explore these contributing case types and provide additional context for the dynamics that may be driving the recent growth in felony filings.

Drug offense filings: Trends and context

As noted above, over a third of the increase in felony filings between 2013 and 2018 involved a drug offense as the top charge (36.2 percent). In this section, we will show that not only do drug offenses—particularly drug possession—comprise a disproportionate share of the growth in filings, but that drug possession offenses are appearing more frequently across cases in district court. And while growth in the overall number and rate of arrestees in Colorado cannot explain the increase in felony filings, the number of arrests for drug possession has risen at a particularly high rate, which may significantly account for the sharp rise in filings for drug offenses.

Drug possession and drug distribution are distinct offense types, so we analyze them separately. Table 5 shows the number of arrestees for drug possession and drug distribution in Colorado between 2013 and 2018, and the rate per 100,000 adults (the drug offense can be any charge, not just the most serious charge). Figure 4 displays drug possession and drug distribution arrest and filing rates per 100,000 adults visually over time. The number of people arrested for drug possession increased by 58.1 percent between 2013 and 2018—from 13,052 to 20,637. The rate of drug possession arrestees increased by 43.2 percent during this time—from 323.7 per 100,000 adults to 463.7 per 100,000 adults in 2018. The number of drug distribution arrestees increased by 32.8 percent between 2013 and 2018—from 1,932 to 2,566. The rate of drug distribution arrestees increased by 20.5 percent during this time—from 47.9 per 100,000 adults to 57.7 per 100,000 adults. Thus, drug possession arrests have increased more than drug distribution arrests—by both number and by rate. Moreover, there were far more arrests for possession than for distribution during the study period, meaning that changes to the drug possession arrest rate affected felony filings more significantly than changes to the drug distribution arrest rate.

The number of people arrested for drug possession increased by 58.1 percent between 2013 and 2018.

The rate of drug possession arrestees increased by 43.2 percent during this time.
### Table 5: Drug offense arrests in Colorado, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Drug possession</th>
<th>Drug distribution</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of arrestees</td>
<td>Rate per 100,000 adults</td>
</tr>
<tr>
<td>2013</td>
<td>13,052</td>
<td>323.7</td>
</tr>
<tr>
<td>2014</td>
<td>14,686</td>
<td>357.5</td>
</tr>
<tr>
<td>2015</td>
<td>16,683</td>
<td>397.6</td>
</tr>
<tr>
<td>2016</td>
<td>18,908</td>
<td>441.9</td>
</tr>
<tr>
<td>2017</td>
<td>21,171</td>
<td>485.1</td>
</tr>
<tr>
<td>2018</td>
<td>20,637</td>
<td>463.7</td>
</tr>
</tbody>
</table>

Data source: Colorado Bureau of Investigation, National Incident Based Reporting System (NIBRS) data. Extracted on 4/11/19.

### Figure 4: Drug possession and drug distribution arrest and filing rates, 2013-2018

Data sources: Arrests: Colorado Bureau of Investigation, National Incident Based Reporting System (NIBRS) data. Extracted on 4/11/19. District Court Filings: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.
As noted above, over a third of the increase in felony filings between 2013 and 2018 involved a drug offense as the top charge (36.2 percent). Filings for drug distribution remained relatively stable between 2013 and 2018, while filings for drug possession increased substantially during this period. Table 6 displays the overall number of filings for drug distribution and possession from 2013 to 2018, alongside the rates per 100,000 adults and the percentages of all filings that contain each offense type. Figures 5 and 6 visually display changes to the rates per 100,000 adults and the percentages of all filings containing each offense type for drug distribution and drug possession charges.

### Table 6: District court filings for drug distribution and drug possession, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of cases</th>
<th>Rate per 100,000 adults</th>
<th>Percent of cases containing offense</th>
<th>Number of cases</th>
<th>Rate per 100,000 adults</th>
<th>Percent of cases containing offense</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>8,728</td>
<td>216.4</td>
<td>23.9</td>
<td>3,238</td>
<td>80.3</td>
<td>8.9</td>
</tr>
<tr>
<td>2014</td>
<td>9,375</td>
<td>228.2</td>
<td>24.8</td>
<td>3,024</td>
<td>73.6</td>
<td>8.0</td>
</tr>
<tr>
<td>2015</td>
<td>11,731</td>
<td>279.6</td>
<td>28.4</td>
<td>3,269</td>
<td>77.9</td>
<td>7.9</td>
</tr>
<tr>
<td>2016</td>
<td>14,159</td>
<td>330.9</td>
<td>30.0</td>
<td>3,809</td>
<td>89.0</td>
<td>8.1</td>
</tr>
<tr>
<td>2017</td>
<td>15,928</td>
<td>365.0</td>
<td>31.2</td>
<td>3,953</td>
<td>90.6</td>
<td>7.7</td>
</tr>
<tr>
<td>2018</td>
<td>17,195</td>
<td>386.4</td>
<td>32.5</td>
<td>3,929</td>
<td>88.3</td>
<td>7.4</td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

### Figure 5: Filing rate and percentage of cases containing drug possession offenses

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.
The rate of drug distribution filings increased by 10.0 percent between 2013 and 2018, while the rate of drug possession filings increased by 78.6 percent during this time. The percentage of cases containing drug distribution charges declined by 16.9 percent between 2013 and 2018, while the percentage of cases containing drug possession charges increased by 36.0 percent. We also note that there were many more drug possession cases overall than drug distribution cases, making their contribution to the total increase in felony filings even more significant; in 2018, for example, there were over four times as many drug possession filings in district court as drug distribution filings.

There have also been a number of potentially important shifts in the case characteristics of those charged with drug possession. One key reason for the substantial growth in drug possession filings has been the growing tendency of individuals charged with drug possession to have multiple cases in the same year. In other words, their frequency of contact with district court has increased. In 2013, 23.7 percent of individuals charged with drug possession had more than one case; by 2018, this percentage had gone up to 32.8 percent. An increasing proportion of those charged with drug possession are women: In 2013, 28.3 percent of drug possession cases involved female defendants; by 2018, this number had gone up to 30.8 percent. There is also evidence that drug possessors are distinguishing themselves from drug distributors. In 2013, 23.2 percent of cases involving drug possession also contained a charge of drug distribution; by 2018, this had declined to 13.4 percent. Thus, in recent years, those charged with drug possession are appearing more frequently in district court, and they are less often also accused of distributing drugs—potentially signaling shifts in drug use, enforcement and charging patterns in Colorado. However, data on past-month illicit (non-marijuana) drug use in Colorado do not indicate a sharp rise in the number of people using drugs during the study period. Figure 7 below shows that past month illicit drug use has remained relatively flat in recent years. These data, combined with the fact that individuals charged with drug possession are appearing more frequently in district court in recent years, suggest that the number of drug users is not increasing, but perhaps the severity of use among those who do use drugs may be.

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7 Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

8 Ibid.

9 Ibid.
Another trend that informs the sharp rise in felony drug filings involves the types of drugs contained in these cases. Court filings data only indicate that drug charges involve schedule I or schedule II substances, so we turn to arrest data to better understand the type of drugs that may be involved in the drug possession cases. Table 7 shows the number of drug arrests in Colorado between 2013 and 2018 by the type of drugs seized during those arrests for the top six most common drugs seized. Figure 8 displays these trends visually. Between 2013 and 2018, there was considerable growth in methamphetamine seizures, which increased by 156.0 percent. Heroin seizures also increased during this time; these were 179.5 percent higher in 2018 than in 2013. Marijuana seizures have understandably declined, given the legalization of marijuana in Colorado. Seizures of cocaine and other narcotics have increased slightly, but not on the scale of methamphetamine and heroin.

**Table 7: Number of adult arrests by drugs seized, 2013-2018**

<table>
<thead>
<tr>
<th>Year</th>
<th>2013</th>
<th>2014</th>
<th>2015</th>
<th>2016</th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amphetamines/methamphetamines</td>
<td>4,234</td>
<td>5,254</td>
<td>6,681</td>
<td>8,451</td>
<td>10,403</td>
<td>10,841</td>
</tr>
<tr>
<td>Marijuana</td>
<td>4,319</td>
<td>4,459</td>
<td>4,565</td>
<td>4,426</td>
<td>4,386</td>
<td>3,852</td>
</tr>
<tr>
<td>Heroin</td>
<td>1,395</td>
<td>1,997</td>
<td>2,654</td>
<td>3,318</td>
<td>3,806</td>
<td>3,899</td>
</tr>
<tr>
<td>Cocaine (not including crack)</td>
<td>1,243</td>
<td>1,265</td>
<td>1,447</td>
<td>1,678</td>
<td>1,710</td>
<td>1,748</td>
</tr>
<tr>
<td>Unknown drug type</td>
<td>960</td>
<td>930</td>
<td>1,070</td>
<td>1,341</td>
<td>1,421</td>
<td>1,569</td>
</tr>
<tr>
<td>Other drugs</td>
<td>775</td>
<td>792</td>
<td>846</td>
<td>1,067</td>
<td>1,079</td>
<td>974</td>
</tr>
</tbody>
</table>

Here we must note that we cannot definitively link drug seizures to drug possession filings because drug seizure does not necessarily indicate that a particular arrestee was using the drugs, and because polydrug use is common. In fact, there may be multiple drugs in any given seizure. For example, DCJ reports that almost half (48.2 percent) of positive DUI alcohol/drug screenings indicated polydrug use.

**Figure 8: Drugs seized during arrests, 2013-2018**

![Graph showing drugs seized during arrests, 2013-2018](image)

Drug possession cases are a large component of the increase in felony filings. Furthermore, the arrest seizure data presented above (Figure 8) suggest that methamphetamine and heroin are the specific drugs that are driving these cases. This point is further supported by treatment data provided by the Colorado Office of Behavioral Health. Between 2013 and 2016, treatment admission rates for methamphetamine grew by 33 percent, and treatment admissions for heroin roughly doubled. Still, in 2016 the rate of treatment admissions for methamphetamine was about 25 percent higher than for heroin.\(^\text{11}\) Data on drug poisoning deaths provided by the Colorado Department of Public Health and Environment also underscore the increasing problems of methamphetamine and heroin use in the state. In 2013, there were 96 documented deaths from methamphetamine in Colorado; in 2017, there were 299. In 2013, there were 118 documented deaths from heroin in Colorado; in 2017, there were 224.\(^\text{12}\)

The higher prevalence of methamphetamine and heroin in Colorado could also be related to shifts in drug availability, pricing, and potency. The Denver Field Division of the U.S. Drug Enforcement Administration reports that methamphetamine availability in the region was “high” in the first half of 2017. The agency also reports that the price per gram of methamphetamine decreased 13.6 percent.

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\(^\text{11}\) Source: Drug/Alcohol Coordinated Data System, Office of Behavioral Health, Colorado Department of Human Services.

between 2012 and 2017, and that purity increased six percent during this time. The agency reports that heroin availability in the region was “moderate” in the first half of 2017, but higher than the second half of 2016. Between 2013 and 2016, the price of heroin fluctuated but went up slightly overall; purity remained relatively stable during this time.\(^\text{13}\) Thus, there is some evidence that availability, price, and potency could be driving the increasing prevalence of methamphetamine, but this evidence is mixed with regard to heroin.

### Property offense filings: Trends and context

As discussed above, property offenses comprised 16.8 percent of the increase in felony filings between 2013 and 2018 (2,742 additional cases)—the most common of which were forgery/fraud, burglary, and “other property” crimes.\(^\text{14}\) Table 8 shows the growth in the numbers and rates of forgery/fraud, burglary and other property filings from 2013 to 2018. During this period, the number of forgery/fraud filings increased by 37.0 percent and the rate per 100,000 adults increased by 24.2 percent. The number of burglary filings increased by 18.4 percent and the rate grew by 7.2 percent. The number of other property filings increased by 37.4% and the rate by 24.8% at its height in 2017.

### Table 8: District court filings for selected property offenses, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Forgery/Fraud</th>
<th></th>
<th></th>
<th>Burglary</th>
<th></th>
<th></th>
<th></th>
<th>Other Property</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of cases containing offense</td>
<td>Rate per 100,000 adults</td>
<td></td>
<td>Number of cases containing offense</td>
<td>Rate per 100,000 adults</td>
<td></td>
<td>Number of cases containing offense</td>
<td>Rate per 100,000 adults</td>
<td></td>
</tr>
<tr>
<td>2013</td>
<td>4,904</td>
<td>121.6</td>
<td></td>
<td>3,396</td>
<td>84.2</td>
<td></td>
<td>5,229</td>
<td>129.7</td>
<td></td>
</tr>
<tr>
<td>2014</td>
<td>5,103</td>
<td>124.2</td>
<td></td>
<td>3,530</td>
<td>85.9</td>
<td></td>
<td>5,485</td>
<td>133.5</td>
<td></td>
</tr>
<tr>
<td>2015</td>
<td>5,417</td>
<td>129.1</td>
<td></td>
<td>3,583</td>
<td>85.4</td>
<td></td>
<td>5,737</td>
<td>136.7</td>
<td></td>
</tr>
<tr>
<td>2016</td>
<td>6,510</td>
<td>152.2</td>
<td></td>
<td>3,949</td>
<td>92.3</td>
<td></td>
<td>6,589</td>
<td>154.0</td>
<td></td>
</tr>
<tr>
<td>2017</td>
<td>6,627</td>
<td>151.8</td>
<td></td>
<td>3,893</td>
<td>89.2</td>
<td></td>
<td>7,065</td>
<td>161.9</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>6,719</td>
<td>151.0</td>
<td></td>
<td>4,020</td>
<td>90.3</td>
<td></td>
<td>7,184</td>
<td>161.4</td>
<td></td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

Filings for property offenses have clearly been increasing. We next explore the extent that this growth may be due to an increase in arrestees for these offenses. Table 9 shows numbers of arrests and arrest rates for forgery/fraud and burglary between 2013 and 2018. Arrests for forgery/fraud have increased during this time, but arrests for burglary have not. In 2013 there were 4,427 arrests for forgery/fraud; by 2018 this number had increased to 6,349—peaking at 6,753 in 2017. The rate of forgery/fraud arrests increased by 40.9 percent between 2013 and its peak in 2017. In contrast to forgery/fraud, the number and rate of burglary arrests remained relatively flat between 2013 and 2018. Arrests for other property increased by 30.7% at its peak in 2017, declining in 2018. The arrest rate for other property\(^\text{15}\) increased by 20.8% in 2017 at its peak. Thus, the rise in district court filings for property offenses has likely been contributed to by an increase in arrests for forgery/fraud and other property offenses, but not burglary.

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\(^{13}\) Source: U.S. Department of Justice, Drug Enforcement Administration, 2018 National Drug Threat Assessment.

\(^{14}\) “Other property” crimes are primarily criminal mischief and trespassing.

\(^{15}\) Other Property include arrests for destruction of property and trespassing.
Table 9: Forgery/fraud and burglary offense arrests in Colorado, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Forgery/Fraud</th>
<th>Burglary</th>
<th>Other Property</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of arrestees</td>
<td>Rate per 100,000 adults</td>
<td>Number of arrestees</td>
</tr>
<tr>
<td>2013</td>
<td>4,427</td>
<td>109.8</td>
<td>2,841</td>
</tr>
<tr>
<td>2014</td>
<td>4,804</td>
<td>116.9</td>
<td>3,148</td>
</tr>
<tr>
<td>2015</td>
<td>5,310</td>
<td>126.6</td>
<td>2,849</td>
</tr>
<tr>
<td>2016</td>
<td>6,475</td>
<td>151.3</td>
<td>3,260</td>
</tr>
<tr>
<td>2017</td>
<td>6,753</td>
<td>154.7</td>
<td>3,141</td>
</tr>
<tr>
<td>2018</td>
<td>6,349</td>
<td>142.7</td>
<td>2,840</td>
</tr>
</tbody>
</table>


While we cannot identify all the behavioral and institutional reasons why filings for certain property crimes have been on the rise, the available data do reveal an important dynamic throughout these property offense types: they are increasingly paired with drug possession charges in district court. Table 10 shows the percentage of forgery/fraud burglary filings, and other property offenses that also contained a drug possession charge between 2013 and 2018.

Table 10: Percent of property crime filings that also contain a drug possession charge, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Forgery/Fraud</th>
<th>Burglary</th>
<th>Other Property</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>11.7</td>
<td>4.8</td>
<td>5.8</td>
</tr>
<tr>
<td>2014</td>
<td>13.2</td>
<td>4.4</td>
<td>8.0</td>
</tr>
<tr>
<td>2015</td>
<td>13.8</td>
<td>6.4</td>
<td>9.6</td>
</tr>
<tr>
<td>2016</td>
<td>17.1</td>
<td>5.9</td>
<td>10.5</td>
</tr>
<tr>
<td>2017</td>
<td>21.1</td>
<td>7.4</td>
<td>11.5</td>
</tr>
<tr>
<td>2018</td>
<td>23.5</td>
<td>7.7</td>
<td>12.1</td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

While the vast majority of cases do not involve drug possession (fully 76.5 percent of forgery/fraud cases, 92.3 percent of burglary cases, and 87.9 percent of other property cases did not in 2018), drug possession has become increasingly paired with these three property offense filings in recent years. While this does not provide evidence of a definitive link between drug use and property crimes, the data do suggest that drug use and certain types of property offending have been co-occurring in charging decisions more frequently in recent years, and/or that law enforcement agents are increasingly finding drugs on those committing property crimes. Prior research has documented the link between these offense types, and specifically the dynamic of committing property crimes to obtain money for drugs. While this is not the only way that drug and property offending are related, it may be part of the explanation for the increasing covariance of property offending and drug possession, especially in the context of the DEA drug threat assessment data presented earlier. Again, however, note that most property crime filings do not involve drug possession (only 23.5 percent of forgery/fraud, 7.7 percent of burglary cases and 12.1% of other property cases in 2018).

\[16\] See, for example, Bennett, Holloway, and Farrington (2008); Karberg and James (2005); Mumola and Karberg (2007).
Motor vehicle theft filings: Trends and context

The specific property crime of motor vehicle theft independently contributed 9.0 percent to the growth in filings between 2013 and 2018 (1,466 additional cases). During this period, the number of motor vehicle theft filings increased by 120.7 percent and the rate doubled (see Table 11).

Table 11: District court filings for felony motor vehicle theft, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of cases</th>
<th>Rate per 100,000 adults</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>1,742</td>
<td>43.2</td>
</tr>
<tr>
<td>2014</td>
<td>2,060</td>
<td>50.1</td>
</tr>
<tr>
<td>2015</td>
<td>2,556</td>
<td>60.9</td>
</tr>
<tr>
<td>2016</td>
<td>3,320</td>
<td>77.6</td>
</tr>
<tr>
<td>2017</td>
<td>3,669</td>
<td>84.1</td>
</tr>
<tr>
<td>2018</td>
<td>3,844</td>
<td>86.4</td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

We next explore the extent that this growth may be due to an increase in motor vehicle theft arrests. Table 12 shows the number of motor vehicle theft arrests and arrest rates between 2013 and 2018. In 2013 there were 1,586 arrests for motor vehicle theft; this number grew steadily through 2017 and declined slightly in 2018. The number of arrests for motor vehicle theft in 2017 was more than double the number in 2013. The rate of motor vehicle theft arrests roughly doubled between 2013 and its peak in 2017. Thus, the rise in district court filings for motor vehicle theft has likely been contributed to by an increase in arrests for this offense.

Table 12: Motor vehicle theft arrests in Colorado, 2013-2018

<table>
<thead>
<tr>
<th>Number of arrestees</th>
<th>Rate per 100,000 adults</th>
</tr>
</thead>
<tbody>
<tr>
<td>1,586</td>
<td>39.3</td>
</tr>
<tr>
<td>1,873</td>
<td>45.6</td>
</tr>
<tr>
<td>2,393</td>
<td>57.0</td>
</tr>
<tr>
<td>3,142</td>
<td>73.4</td>
</tr>
<tr>
<td>3,445</td>
<td>78.9</td>
</tr>
<tr>
<td>3,094</td>
<td>69.5</td>
</tr>
</tbody>
</table>


Like forgery/fraud cases, felony motor vehicle theft charges are more often paired with drug possession charges in district court in recent years. Table 13 shows the percent of motor vehicle theft filings that also contained a drug possession charge between 2013 and 2018; over this period, this percentage increased from 9.6 percent to 20.7 percent--peaking at 21.0 percent in 2017. Again, however, note that 79.3 percent of motor vehicle theft filings did not involve associated drug possession charges in 2018.
Table 13: Percent of motor vehicle theft filings that also contain a drug possession charge, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>9.6</td>
</tr>
<tr>
<td>2014</td>
<td>14.3</td>
</tr>
<tr>
<td>2015</td>
<td>16.3</td>
</tr>
<tr>
<td>2016</td>
<td>18.0</td>
</tr>
<tr>
<td>2017</td>
<td>21.0</td>
</tr>
<tr>
<td>2018</td>
<td>20.7</td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

Violent offense filings: Trends and context

Violent offenses have also contributed to the overall growth in felony filings: 22.6 percent of the cases comprising the filings increase between 2013 and 2018 had a violent offense as the top charge (3,708 cases). Table 14 presents the number and rates of the three most common violent crimes—simple assault, aggravated assault, and robbery—between 2013 and 2018. Table 14 shows that the growth in violent offense filings has been primarily driven by an increase in simple and aggravated assault cases. The number of simple assaults filed in district court was 52.2 percent higher in 2018 than in 2013; the rate was 37.9 percent higher. The number of aggravated assaults filed in district court was 56.2 percent higher in 2018 than in 2013; the rate was 41.5 percent higher. The incidence and rate of robbery, on the other hand, has remained flat over this period. Between 2013 and 2018, there was little change in the number of robbery filings in Colorado, or the robbery filing rate per 100,000 adult residents.

One reason for the rise in aggravated assault filings in recent years may have to do with a statutory change that occurred in 2016 in Colorado. That year, the state legislature implemented a specific statute that provided prosecutors with the ability to charge strangulation as a felony (second degree aggravated assault). Prior to the modification, this behavior could be charged as a misdemeanor or a felony. Note that the number and rate of aggravated assaults jumped sharply between 2015 and 2016 (see Table 14), and these figures remained high through 2018. Thus, the change to strangulation charging practices is likely to be an important factor in understanding the increase in aggravated assault filings.

Table 14: District court filings for selected violent offenses, 2013-2018

| Year | Simple Assault | | Aggravated Assault | | Robbery | |
|------|---------------|-----------------|-------------------|-----------------|-----------------|
|      | Number of cases | Rate per 100,000 adults | Number of cases | Rate per 100,000 adults | Number of cases | Rate per 100,000 adults |
| 2013 | 6,564          | 162.8            | 6,128            | 152.0            | 1,115           | 27.6 |
| 2014 | 6,937          | 168.8            | 6,422            | 156.3            | 1,092           | 26.6 |
| 2015 | 7,803          | 186.0            | 7,048            | 168.0            | 1,207           | 28.8 |
| 2016 | 8,924          | 208.6            | 8,213            | 192.0            | 1,287           | 30.1 |
| 2017 | 10,043         | 230.1            | 9,394            | 215.2            | 1,329           | 30.5 |
| 2018 | 9,992          | 224.5            | 9,574            | 215.1            | 1,280           | 28.8 |

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.
Next, we explore the extent to which the increase in felony filings for violent crimes can be linked to higher numbers of arrests for these crimes. Table 15 displays the number and rate of arrests for simple assault, aggravated assault, and robbery between 2013 and 2018. Aggravated assault arrests increased at a higher rate than those for simple assault and robbery. The number of arrestees for simple assault was 17.5 percent higher in 2018 compared to 2013, but the rate only increased by 6.5 percent (the rate was 14.6 percent higher at its peak in 2016). The number of arrests for robbery was 24.5 percent higher in 2018 than in 2013, and the rate increased by 13.0 percent (the rate was 20.7 percent higher at its peak in 2017). Note that there were also far fewer arrests and filings for robbery compared to simple and aggravated assault, so the impact of robbery cases on filings growth is limited relative to assault. Compared to arrests for simple assault and robbery, arrests for aggravated assault have gone up considerably. Compared to 2013, the number of aggravated assault arrests in 2018 was 49.5 percent higher, and the arrest rate was 35.5 percent higher.

Thus, the increase in violent felony filings is disproportionately due to an increase in arrests for aggravated assault, and less so to increases in arrests for simple assault and robbery—though these arrest rates have also increased somewhat.

Unlike property offenses, filings for aggravated assault and robbery offenses were not often paired with drug possession charges. Table 16 shows that filings for aggravated assault and robbery rarely contained an associated drug possession charge, and that these numbers did not change substantially between 2013 and 2018. However, 14.7 percent of cases with a simple assault charge in 2018 also contained a drug possession charge, an increase from 9.0 percent in 2013.

### Table 15: Violent offense arrests in Colorado, 2013-2018

<table>
<thead>
<tr>
<th>Year</th>
<th>Simple Assault</th>
<th></th>
<th>Aggravated Assault</th>
<th></th>
<th>Robbery</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number of arrestees</td>
<td>Rate per 100,000 adults</td>
<td>Number of arrestees</td>
<td>Rate per 100,000 adults</td>
<td>Number of arrestees</td>
<td>Rate per 100,000 adults</td>
</tr>
<tr>
<td>2013</td>
<td>16,994</td>
<td>421.4</td>
<td>4,991</td>
<td>123.8</td>
<td>1,053</td>
<td>26.1</td>
</tr>
<tr>
<td>2014</td>
<td>18,994</td>
<td>462.3</td>
<td>5,226</td>
<td>128.2</td>
<td>1,039</td>
<td>25.3</td>
</tr>
<tr>
<td>2015</td>
<td>20,237</td>
<td>482.4</td>
<td>5,606</td>
<td>133.6</td>
<td>1,188</td>
<td>28.3</td>
</tr>
<tr>
<td>2016</td>
<td>20,663</td>
<td>482.9</td>
<td>6,325</td>
<td>147.8</td>
<td>1,165</td>
<td>27.2</td>
</tr>
<tr>
<td>2017</td>
<td>20,737</td>
<td>475.1</td>
<td>7,101</td>
<td>162.7</td>
<td>1,376</td>
<td>31.5</td>
</tr>
<tr>
<td>2018</td>
<td>19,971</td>
<td>448.7</td>
<td>7,464</td>
<td>167.7</td>
<td>1,311</td>
<td>29.5</td>
</tr>
</tbody>
</table>

Table 16: Percent of violent crime filings that also contain a drug possession charge

<table>
<thead>
<tr>
<th>Year</th>
<th>Simple assault</th>
<th>Aggravated assault</th>
<th>Robbery</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>9.0</td>
<td>2.3</td>
<td>3.2</td>
</tr>
<tr>
<td>2014</td>
<td>10.1</td>
<td>3.0</td>
<td>4.2</td>
</tr>
<tr>
<td>2015</td>
<td>11.8</td>
<td>3.4</td>
<td>4.9</td>
</tr>
<tr>
<td>2016</td>
<td>12.7</td>
<td>3.6</td>
<td>4.5</td>
</tr>
<tr>
<td>2017</td>
<td>13.1</td>
<td>3.4</td>
<td>4.4</td>
</tr>
<tr>
<td>2018</td>
<td>14.7</td>
<td>3.9</td>
<td>4.4</td>
</tr>
</tbody>
</table>

Source: Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice.

Discussion and recommendations

In this report we have empirically explored the recent increase in felony district court filings in Colorado. The total number of statewide felony filings increased by 44.7 percent between 2013 and 2018, and the rate increased by 31.2 percent, which significantly outpaced growth in the state population, growth in the state’s population of young men, and increases in the number of people arrested in the state. While there are many reasons for the filings increase that remain unknown, our analyses have identified important characteristics of cases that have contributed the most to the growth.

A key theme that runs through all of the case types that have driven the filings growth is the increased presence of drugs, even though drug use rates have remained relatively flat during the study period. Arrest seizure data reflect a significant increase in methamphetamine and, to a lesser extent, heroin. Drug type is not available in district court data, but arrest data suggest that methamphetamine and heroin are driving the increase in drug possession cases. The district court data analyzed here also showed that between 2013 through 2018, 39.6 percent of defendants in district courts were drug-involved (n=64,212). In this context, drug-involved means having any drug-related charge during that six-year period. During this period, nearly half (44.5 percent) of women defendants and 38.1 percent of men were drug-involved. This sizable proportion of drug-involved defendants presents significant challenges for the justice system which sets clear behavioral expectations for individuals under supervision. Individuals struggling with drug addiction are likely to face significant challenges complying with these expectations.

Drug-involved individuals often fail criminal justice placements. In fact, this analysis of felony filings revealed that, in 2018, among persons charged with a bond violation, 49.2 percent were also charged with drug possession, suggesting that drug misuse

The district court data analyzed here also showed that between 2013 through 2018, 39.6 percent of defendants in district courts were drug-involved. In this context, drug-involved means having any drug-related charge during that six-year period.
was involved among the nearly half of defendants who failed pretrial supervision in 2018. Additionally, individuals on pretrial release with a drug charge, compared to cases without a drug charge, were more likely to fail to appear in court.\(^{17}\) Also, while overall 26 percent of individuals under supervision for a deferred judgment or probation sentence in 2018 were revoked in adult district court, 35 percent of women and 33 percent of men with a drug offense as the most serious charge were revoked.\(^{18}\) In 2018, 47 percent of technical violations in the community corrections halfway house system were substance abuse related (and 43 percent of these violations were linked to amphetamines).\(^{19}\) These types of justice system failures are likely to result in harsher consequences and deeper penetration into the system.

To complicate matters further, many of those with substance use disorders also suffer from mental illnesses, including psychological trauma and traumatic brain injury, and may begin abusing drugs as a form of self-medication. This combination of issues—substance use disorders, mental illness, a history of trauma, and individual responsibility—requires a knowledgeable and multidisciplinary response when an individual’s behavioral health problems result in criminal behavior.

The complicated nature of addressing substance misuse is not well suited to criminal justice system processes. And the scope of the drug problem far exceeds the boundaries of the criminal justice system: The National Survey on Drug Use and Health (NSDUH) estimates that nearly 400,000 Coloradoans ages 12 and older needed but did not receive treatment for substance use disorders in 2016-2017, the most recent year of available data.\(^{20}\) Best practices indicate that substance misuse should be addressed by a large community of local stakeholders that includes representatives from law enforcement and prosecution, but also—and perhaps most importantly—providers of public health, treatment, primary health care, and human services, among others. This group should identify the types of individuals who require a criminal justice system response and clearly divert the others into specialized treatment with the expectation that multiple episodes of treatment may be necessary. It is important to remember that treatment needs vary. Indeed, research has shown that some drug-involved individuals will stop using drugs without intervention.\(^{21}\) The stakeholder group should attempt to identify those with low or no levels of treatment need and direct resources elsewhere.

This analysis of felony filings revealed that, in 2018, among persons charged with a bond violation, 49.2 percent were also charged with drug possession, suggesting that drug misuse was involved among the nearly half of defendants who failed pretrial supervision in 2018.

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\(^{17}\) See https://cdpsdocs.state.co.us/ors/docs/impact/2018-03_ORS-BondReformImpact-HB13-1236.pdf

\(^{18}\) Note that nearly half of revocations result in reinstatement. Data extracted from the Colorado Judicial Branch’s information management system (ICON) via the Colorado Justice Analytics Support System (CJASS) and analyzed by the Division of Criminal Justice. Note these figures represent cases, not individuals. These data are from DCJ’s 2019 CLEAR Act report, in progress.

\(^{19}\) See https://cdpsdocs.state.co.us/occ/Reports/FY18-AnnualReport-FINAL-AsPublished-070919.pdf


\(^{21}\) According to a substance use epidemiology survey of more than 42,000 American adults, by age 35, half of all individuals who qualified for active alcoholism or addiction diagnoses during their teens and 20s desisted from substance misuse (nicotine, cannabis, cocaine and alcohol). This study found that only one-quarter of individuals who recovered sought assistance in doing so, including 12-step programs. See https://www.ncbi.nlm.nih.gov/pmc/articles/PMC3227547/ and https://www.drugfoundation.org.nz/matters-of-substance/november-2014/ageing-out-of-addiction/
Therefore, our key recommendation is to convene local stakeholders who can review data, identify gaps in the community’s response to behavioral health problems, and implement evidence-based solutions. This stakeholder group should provide leadership and vision in supporting a science-based approach to addressing substance-use related health issues, and it should customize solutions specific to the local community, including discussions and activities based on the following additional recommendations.

- Recognize that substance use disorders are chronic medical conditions and not moral failings.
- Ensure that funding for evidence-based treatment and workforce development is prioritized by policy makers.
- Evidence-based treatment for substance misuse should be widely available and easily accessed; promote early intervention for substance misuse and substance use disorders.
- Individuals must be assessed for substance misuse, mental health problems, and physical health problems. Treatment plans must address the entire person. Treatment plans must be meaningful and well-implemented.
- Mandate training for criminal justice professionals in the science of addiction. This training should include specific methods for assisting drug-involved individuals in complying with justice system requirements (i.e., speaking slowly, writing down appointments, help set priorities, etc.)
- Fund and expand diversion and deflection programs, such as L.E.A.D. (Law Enforcement Assisted Diversion) and co-responder programs, to immediately provide individuals who might otherwise become engaged in the criminal justice system with community support and treatment.

Many resources are available to assist stakeholders in addressing this issue. In 2016, for example, the Surgeon General released *Facing Addiction in America*, summarizing information about what works in prevention, treatment and recovery.\(^{22}\) This comprehensive report includes a myriad of science-based recommendations that can guide the work of community stakeholders who have convened to address the problem of substance misuse and addiction.

\(^{22}\) Available at https://addiction.surgeongeneral.gov/sites/default/files/surgeon-generals-report.pdf
References


Appendix A

STATUTE CATEGORY DETAILS

■ Arson
First degree arson
Second degree arson
Fourth degree arson
Third degree arson

■ Bond Violation
Violation of bail bond conditions

■ Burglary
Second degree burglary
Possession of burglary tools
First degree burglary
Third degree burglary

■ Drug Dist
Drug Distribution
Special Offender
Marijuana
Extraction of marijuana concentrate
Imitation controlled substances – violations – penalties
Unlawful distribution manufacturing synthetic cannabinoids
Unlawful use of marijuana in a detention facility
Child abuse
Unlawful possession of materials to make methamphetamine and amphetamine
Unlawful acts – licenses – penalties
Distribution of materials to manufacture controlled substances
Controlled substances – inducing consumption by fraudulent means
Drug Dist
Manufacture of drug paraphernalia – penalty
Medical use of marijuana by persons diagnosed with debilitating medical conditions
Property for unlawful distribution or manufacture of controlled substances
Unauthorized possession of controlled substances

■ Drug Poss
Drug Possession
Possession of drug paraphernalia – penalty
Drug Use
Marijuana
Illegal possession or consumption of ethyl alcohol by underage person
Fraud and deceit
Abusing toxic vapors – prohibited
Drug Distribution
Unlawful use or possession of synthetic cannabinoids

■ Escape
Escape
Attempt to escape
Aiding escape from civil process
Assault during escape
Holding hostages

■ Felony Assault
Assault in the second degree
Menacing
Assault in the first degree
Stalking – penalty – definitions
Crimes against at-risk adults and at-risk juveniles
Domestic violence – sentencing
Vehicular assault
Retaliation against a witness or victim
Child abuse
Bias-motivated crimes
Aggravated intimidation of a witness or victim
Retaliation against a judge
Retaliation against a juror

■ Forgery/Fraud
Criminal impersonation
Identity theft
Forgery
Criminal possession of an identification document
Criminal possession of a forged instrument
Unauthorized use of a financial transaction device
Second degree forgery
Fraud by check – definitions – penalties
Computer crime
Money laundering - illegal investments -
Criminal possession of forgery devices
Insurance Fraud
Forgery/Fraud
Offering a false instrument for recording
Criminal possession or sale of a blank financial device
Crimes against at-risk adults and at-risk juveniles
Criminal possession of second degree forged instrument
Issuing a false financial statement
Identification number - altering - possession
Defrauding a secured creditor or debtor
Issuance of bad check
Equity skimming of a vehicle
Use of forged academic record
Bait advertising
Commercial bribery and breach of duty
Concealment or removal of secured property
Controlled substances - inducing consumption by fraudulent means
Criminal possession of a financial transaction
Criminal simulation
Failure to pay over assigned accounts
Failure to pay over proceeds unlawful
Fraud in effecting sales
Obtaining signature by deception
Purchase on credit to defraud
Second degree forgery (Repealed)
Trademark counterfeiting
Unlawful activity concerning the selling of land

■ Homicide
Murder in the first degree
Murder in the second degree

■ Kidnapping
Second degree kidnapping
False imprisonment
First degree kidnapping
Violation of custody order or order relating

■ Misc Felony
Vehicular eluding
Attempt to influence a public servant
Contributing to the delinquency of a minor
Tampering with physical evidence
Tampering with a witness or victim
Misc Felony
Intimidating a witness or victim
Accessory to crime
Organized Crime
Criminal extortion – aggravated extortion
Disarming a peace officer
Cruelty to animals – aggravated cruelty to
Impersonating a peace officer
Human Trafficking – Sex
Pimping
Endangering public transportation
Bribery
Bribing a witness or victim
Firing woods or prairie
Embezzlement of public property
Perjury in the first degree
Animal fighting – penalty
Failure or refusal to leave premises or property
Fighting by agreement – dueling
Bigamy
Engaging in a riot
Inciting destruction of life or property
Intentionally setting wildfire
Issuing a false certificate
Misuse of official information
Bribe-receiving by a witness
Hazardous waste violations
Human Trafficking – Labor
Jury-tampering
Computer crime
Criminal attempt
Inciting riot
Prostitution with knowledge of being infected
Smuggling of humans
Tampering with a witness (Repealed)
Telecommunications crime
Trafficking in adults
Trafficking in children
Trafficking in children (Repealed)
Wiretapping prohibited – penalty

■ Misc Misd
Obstructing a peace officer, firefighter, emergency
Resisting arrest
False reporting to authorities
Obstruction of telephone or telegraph service
Disorderly conduct
Obstructing government operations
Illegal possession or consumption of ethyl alcohol by underage person
Perjury in the second degree
Cruelty to animals – aggravated cruelty to
Accessory to crime
Misc Misd
Failure or refusal to leave premises or property
Computer crime
Sale of secondhand property – record
Littering of public or private property
False report of explosives, weapons, or harmful substances
First degree official misconduct
Obstructing highway or other passageway
Prostitution prohibited
Unlawful conduct on public property
Harboring a minor
Soliciting for prostitution
Throwing missiles at vehicles – harassment of bicyclists
Interference with staff, faculty, or students of educational institution
Abuse of a corpse
Hindering transportation
Firing woods or prairie
Criminal invasion of privacy
Concealing death
Dissemination of false information to obtain hospital care
Gambling – professional gambling – offenses
Keeping a place of prostitution
Unlawful ownership of dangerous dog
Abandonment of a motor vehicle
Engaging in a riot
Gambling premises
Impersonating a public servant
Possession of a gambling device or record
Public buildings – trespass, interference
Abuse of public records
Eavesdropping prohibited – penalty
Furnishing cigarettes or tobacco products to minors
Refusing to aid a peace officer
Second degree official misconduct
Telecommunications crime
Criminal use of a noxious substance
Fighting by agreement – dueling
Inciting riot
Patronizing a prostitute
Wiretapping and eavesdropping devices prohibited
Abuse of property insurance
Abuse of telephone and telegraph service
Compounding
Conspiracy
Criminal attempt
Desecration of venerated objects
Disobedience of public safety orders
Disrupting lawful assembly
Duty to report use of force by peace officers
Failing to disclose a conflict of interest
False swearing
Gambling information
Loitering – definition – legislative declaration
Marrying a bigamist
Misuse of official information
Mutiny – contempt of flag – penalty
Official opprobrium
Personal information on the internet – law enforcement official
Promoting sexual immorality
Prostitute making display
Purchases of commodity metals – violations
Refusal to permit inspections
Refusal to yield party line
Soliciting unlawful compensation
Unauthorized release of an anima – penalty
Vehicular eluding
Wiretapping prohibited – penalty

MVT
Aggravated motor vehicle theft

Other Custody Violations
Introducing contraband in the first degree
Possession of contraband in the first degree
Introducing contraband in the second degree
Possession of contraband in the second degree
Riots in detention facilities
Aiding escape from an institution for mental illness
Aiding escape
Unauthorized residency by an adult offender from another state
Inducing prisoners to absent selves
Other Custody Violations
Violation of bail bond conditions

Other Homicide
Vehicular homicide
Child abuse
Manslaughter
Criminally negligent homicide
Crimes against at-risk adults and at-risk juveniles

Other Property
Criminal mischief
First degree criminal trespass
Second degree criminal trespass
Third degree criminal trespass
Second degree criminal tampering
First degree criminal tampering
Tampering with a utility meter – penalty
Defacing property – definitions
Tampering with equipment associated with oil and gas
Criminal extortion – aggravated extortion
Defacing or destruction of written instruments
Rights in stolen property
Defacing, destroying, or removing landmarks
Concealment of goods

Other Sex Crime
Sexual exploitation of a child
Unlawful sexual contact
Internet luring of a child
Indecent exposure
Internet sexual exploitation of a child
Public indecency
Soliciting for child prostitution
Enticement of a child
Invasion of privacy for sexual gratification
Patronizing a prostituted child
Other Sex Crime
Pandering of a child
Obscenity
Inducement of child prostitution
Pandering
Pimping of a child
Procurement of a child
Keeping a place of child prostitution
Patronizing a prostitute
Criminal invasion of privacy

- **Robbery**
  - Aggravated robbery
  - Robbery
  - Crimes against at-risk adults and at-risk juveniles
  - Aggravated robbery of controlled substances

- **SE**
  - SE
  - Habitual sex offenders against children
  - Habitual child abusers – indictment or information
  - Domestic violence – sentencing
  - Acquired immune deficiency syndrome testing
  - Habitual burglary offenders – punishment

- **Sex Assault**
  - Sexual assault on a child
  - Sexual assault
  - Sexual assault on a child by one in a position of trust
  - Unlawful sexual contact
  - Sexual exploitation of a child
  - Aggravated incest
  - Crimes against at-risk adults and at-risk juveniles
  - Incest
  - Sexual conduct in a correctional institution
  - Inducement of child prostitution
  - Pimping of a child
  - Child abuse
  - Internet luring of a child
  - Pandering of a child
  - Procurement of a child
  - Sexual assault on a client by a psychotherapist
  - Soliciting for child prostitution
  - Definitions
  - Keeping a place of child prostitution
  - Procurement of a child for sexual exploitation
  - Sexual assault in the second degree

- **SOFailtoReg**
  - Failure to register as a sex offender

- **Theft**
  - Theft
  - Criminal possession of a financial device
  - Crimes against at-risk adults and at-risk juveniles
  - Unlawful acts – theft detection devices
  - Possession of identity theft tools
  - Gathering identity information by deception
  - Identity theft
  - Theft of medical records or medical information
  - Fuel piracy
  - Theft by receiving
  - Theft of cable service – definitions
  - Theft of rental property
  - Theft of trade secrets – penalty
  - Unlawful recording of a live performance

- **Traffic Felony**
  - Traffic Felony

- **Traffic Misd**
  - Traffic Misd

- **Weapons**
  - Possession of weapons by previous offenders
  - Prohibited use of weapons
  - Possessing a dangerous or illegal weapon
  - Unlawfully carrying a concealed weapon
  - Illegal discharge of a firearm – penalty
  - Possession of a defaced firearm
  - Possession use or removal of explosives
  - Weapons
  - Unlawfully carrying a weapon – school, college
  - Possession of handguns by juveniles
  - Use of stun guns
  - Unlawful purchase of firearms
  - Unlawfully providing or permitting a juvenile to possess a handgun
  - Defacing a firearm
  - Firearms, explosives, or incendiary devices in public transport