



The Correctional Policy Project:

Iowa Prison Population Forecast FY 2017-FY 2027

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Completion of this report fulfills the Division of Criminal and Juvenile Justice Planning's legislative obligation outlined in Iowa Code §216A.137 to maintain a correctional policy project. Points of view or opinions expressed in this report are those of the Division of Criminal and Juvenile Justice Planning.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
I. FORWARD.....	5
<i>Benefits of Forecasting.....</i>	<i>5</i>
<i>Acknowledgments.....</i>	<i>5</i>
II. METHODOLOGY	6
<i>Iowa's Forecasting Model</i>	<i>6</i>
<i>Forecasting Assumptions.....</i>	<i>7</i>
III. SHORT-TERM OUTLOOK	8
Figure 1: Projected Prison Populations and Official Capacities by June 30 th , 2018	8
IV. LONG-TERM OUTLOOK.....	9
<i>Total Inmates.....</i>	<i>9</i>
<i>Male & Female Inmates</i>	<i>9</i>
<i>Prison Capacity.....</i>	<i>9</i>
Figure 2: Actual and Forecasted Number of Total Inmates	9
Figure 3: Actual and Forecasted Number of Female Inmates	10
Figure 4: Actual and Forecasted Number of Male Inmates	10
V. HISTORIC PRISON FORECASTS.....	11
Figure 5: Historical Forecast Figures Final 10-Year Projections	11
VI. FACTORS REDUCING PRISON GROWTH	12
1.) <i>Increases in New Aggravated Misdemeanant Prison Entries.....</i>	<i>12</i>
2.) <i>Average (mean) LOS Prior to Release for Certain Crime Class Categories</i>	<i>12</i>
3.) <i>Increases in Parolees.....</i>	<i>12</i>
4.) <i>Prison Release of Robbery-2 Offenders.....</i>	<i>13</i>
VII. FACTORS CONTRIBUTING TO PRISON GROWTH	14
<i>Increases in Prison Admissions</i>	<i>14</i>
Figure 6: Actual and Forecasted Prison Admissions	14
Figure 7: Prison Admissions by Admission Type	15
1.) <i>Changes in Felony Charges and Convictions</i>	<i>15</i>
Figure 8: Total Felony Charges and Convictions	16
2.) <i>Drug Offender Admissions.....</i>	<i>16</i>
Figure 9: New Prison Admissions by Offense Type.....	17
Figure 10: Primary Drug Involved In New Drug Prison Admissions	17
3.) <i>Increases in the Number of Class B Felons Incarcerated.....</i>	<i>17</i>
4.) <i>Changes in Parole Eligibility for Class B and C Felons due to Mandatory Minimums</i>	<i>18</i>
Figure 11: Distribution of Total, 70% and Non-70% Incarcerated Offenders by Race, FY 2017	19
5.) <i>Increases of Sex Offenders Incarcerated Including Special Sentence Revocations</i>	<i>19</i>
6.) <i>Increases in Housing Class A Felons</i>	<i>20</i>
7.) <i>Housing Federal Prisoners/Detainees</i>	<i>20</i>
8.) <i>Increases in Inmate Average LOS for Some Crime Class Categories</i>	<i>20</i>
Figure 12: Average LOS by Offense Class in Months, FY 2008 and FY 2017	21
9.) <i>Increases and Decreases in Paroles.....</i>	<i>22</i>
Figure 13: Prison Releases FY 2008-FY 2017.....	22
10.) <i>Changes in Community-Based Offender Populations</i>	<i>22</i>
Figure 14: End-of-Year Parole Populations (Field Supervision)	23

Figure 15: End-of-Year Probation Populations (Field Supervision).....	23
VIII. OPPORTUNITIES FOR CHANGE.....	24
Figure 16: Ending Prison Population since 1925 through FY 2027 Forecast.....	24
Increases in Parolees	24
Response to Drug Offenders.....	24
Sex Offender Legislation	25
Mandatory Minimum Sentences	26
Juvenile Offender Legislation	27
APPENDIX I: Prison Population Forecasted Figures	28
Table 1: Mid-Year Prison Populations and Capacities: Total	28
Table 2: Mid-Year Prison Populations and Capacities: Females	29
Table 3: Mid-Year Prison Populations and Capacities: Males.....	29
APPENDIX II: Prison Admission Populations and Forecasts	30
Table 4: Prison Admissions by Admission Reason	30
Table 5: New Prison Admission by Offense Type and Subtype	31
Table 6: New Admissions by Offense Class.....	32
Table 7: Prison Admissions: Actual and Projected.....	33
APPENDIX III: Prison Release Populations	34
Table 8: Prison Releases by Release Reason.....	34
APPENDIX IV: LOS for Release Cohorts.....	35
Table 9: Inmate Mean Length-of-stay for Offenders Exiting Prison (In Months), by Fiscal Year	35
Table 10: Inmate Mean Length-of-stay for Offenders Exiting Prison (In Months), by Fiscal Year Cont.....	36
APPENDIX V: Probation Populations and Revocations Information.....	37
Table 11: Percentage of Probation Population Revoked	37
APPENDIX VI. Prison Population Demographics	38
Table 12: Prison Population Demographic Trends	38

EXECUTIVE SUMMARY

This is the 26th Iowa Prison Population Forecast prepared by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP). This report has been developed to assist the executive and legislative branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. The purpose of Iowa's Prison Forecast is to provide an estimate regarding the number of inmates who are projected to be incarcerated at some point in the future if current justice system trends, policies, and practices continue.

The prison forecast is one of several tools which inform staff of the Department of Corrections (DOC) concerning expected prison growth. The DOC utilizes the information in the forecast to determine if there are programmatic or policy decision changes which need to occur presently to help mitigate the potential effects projected by the forecast. To date, there have been several efforts by state government officials, DOC, and policy makers to help ensure that prison populations do not reach their forecasted growth figures.

Forecasted figures utilize data assessing present prison admissions, their length-of-incarceration, and prison releases. Frequently, legislation is enacted which modifies criminal sentencing. It is important to note that it can take several years to realize the effects and it is possible that legislative modifications enacted in the recent past, which effects have not been realized, have the potential to influence projections.

Short-term projections suggest the prison population is expected to remain stable through the end of FY 2018, with a population of approximately 8,611 inmates. Long-term projections suggest Iowa's prison population is projected to increase from 8,371 inmates on June 30, 2017 to an estimated 10,396 inmates on June 30, 2027, or by nearly 24% over the ten-year period (Appendix I, Table 1).

For the last three fiscal years, ten-year prison projections have been somewhat similar projecting between 10,050 and 10,650 inmates. Although, ten-year projections in FY 2017 are lower than what was forecasted in FY 2016. There are several factors responsible for driving the forecasted figures.

Between FY 2016 and FY 2017, there was an increase in prison admissions (Appendix II, Table 4), although these increases were largely for lower-level felony and misdemeanor admissions, which involve a shorter average length-of-stay (LOS). In FY 2017, there was also a decrease in average LOS for offenders admitted to prison on new class B and D felonies, as well as C felony and Aggravated Misdemeanor non-person categories (Appendix IV, Table 9). Lastly, from FY 2016 to FY 2017 there were similar proportions of offenders released via expiration of sentence and parole, and slightly more offenders released to work release (Appendix III, Table 8).

There are several actions, which if taken, are believed to alter the prison population outcome forecasted in this analysis. This analysis suggests that opportunities include, but are not limited to, continued use of parole for appropriate inmates, modifications to sex offender legislation, modifications to mandatory minimum sentences, modifications to drug sentencing, and continued study of sentencing practices for juveniles. It is noteworthy that members of Iowa's Public Safety Advisory Board (PSAB) and Sex Offender Research Council (SORC) have provided legislative recommendations specific to these issues.

I. FORWARD

This is the 26th Iowa Prison Population Forecast prepared by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP). This report has been developed to assist the executive and legislative branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. This report is not an attempt to *predict* the future of the prison population in Iowa. Instead, it is meant to provide an indication of the direction the prison population will likely move under current policies and procedures. As these are modified, different results can be anticipated in future forecasts.

The present report utilizes data obtained from Iowa's Justice Data Warehouse (JDW), which is managed by CJJP staff. "The Justice Data Warehouse (JDW) is a central repository of key criminal and juvenile justice information from the Iowa Court Information System (ICIS) and information from the Iowa Correctional Offender Network (ICON) system. The JDW is located on a platform with the Information Technology Department as one part of the Enterprise Data Warehouse. The overall mission of the JDW is to provide the judicial, legislative and executive branches of state government and other entities, with improved statistical and decision support information pertaining to justice system activities." ¹

Benefits of Forecasting

- To make a determination of the number of inmates who may be incarcerated at some point in the future, if current justice system trends, policies and practices continue.
- To simulate alternative corrections futures based on specific changes in laws, policies and/or practices. For example, data from the forecast are used extensively in estimating changes resulting from proposed legislation.

Acknowledgments

The staff of CJJP would like to thank the following agencies and individuals for contributing to this year's forecast report (CJJP remains solely responsible for the content of the report).

For providing information on current and planned prison population capacities:

- Jerry Bartruff, Director, Iowa Department of Corrections
- Lettie Prell, Former Research Director, Iowa Department of Corrections

For developing the original methodologies of our prison population forecasting and policy simulation tool:

- Mary Mande, former director of the Colorado Statistical Analysis Center and corrections research consultant

¹ <https://humanrights.iowa.gov/cjpp/justice-data-warehouse>

II. METHODOLOGY

Iowa's Forecasting Model

The statewide prison population forecast and policy simulation model used in this analysis is a matrix that distributes Iowa's prison population over the projection period by quarter. There are three basic components of the model:

- *Projected prison admissions.* This is accomplished through analysis of historical prison admissions data, obtained from the ICON, and felony charges and convictions disposed from the JDW which includes statewide court information. Projected admissions are made for various offense classes and types of offenses (e.g., Class C 70% offenders, Class C violent [non-sex] offenders, Class C sex offenders, and Class C non-violent offenders) in two separate categories described below. Sex offenders have been a separate category since FY 2006, in part because sex offenders tend to serve higher percentages of their sentences than other offenders. Projections are accomplished through linear modeling, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends.
- *Projected average length-of-stay (LOS).* This projection is executed utilizing correctional data extracted from the JDW for offenders who exit prison. Projections for average LOS are made for various offense classes and types of offenses in two separate categories in subsequent sections.
- *Projected releases of offenders who are incarcerated at the onset of the projection period (referred to as "decay").* This involves analysis of the prison population at the beginning of the projection period combined with historical data on numbers of inmates released. The forecast for this year uses a technique initiated in 2007, using three different calculations based upon the inmate group:
 - The average length of time inmates have been released prior to their discharge dates;
 - The average length of time inmates with mandatory terms have served;
 - The average length of time served prior to release.

Prison admissions and average LOS data are analyzed within two broad categories based on the type of prison admission:

- *New Admissions* are new court-ordered commitments and probation revocations. LOS for this category is defined as time served in prison prior to first release (which may be parole, work release, expiration of sentence, etc.).
- *Readmissions* include all offenders who had one or more prior unsuccessful conditional releases on their current commitments, including those revoked from Operating While Intoxicated (OWI) facility placement. LOS for this category is defined as the time served in prison from the last admission (or readmission) to release (which may be parole, work release, expiration of sentence, etc.). Please note that, while this category is labeled "readmissions," it includes some offenders who were not previously incarcerated; examples

include OWI offenders who were directly placed in community-based OWI treatment facilities but were later revoked.

Admissions are further categorized by whether or not the crime was a sex offense or other crime against persons. Crimes against persons are those offenses involving death, injury, attempted injury, abuse, threats, coercion, intimidation, or duress. Examples of crimes against persons include all forms of homicide, assault, robbery, terrorism, child endangerment, first degree burglary, and first degree arson. Examples of crimes not against persons include burglary and arson offenses other than first degree, drug offenses, forgery, theft, and weapons possession (as opposed to use).

Regarding LOS figures as contained in this report *“Drunken Driving Initial Stay”* describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

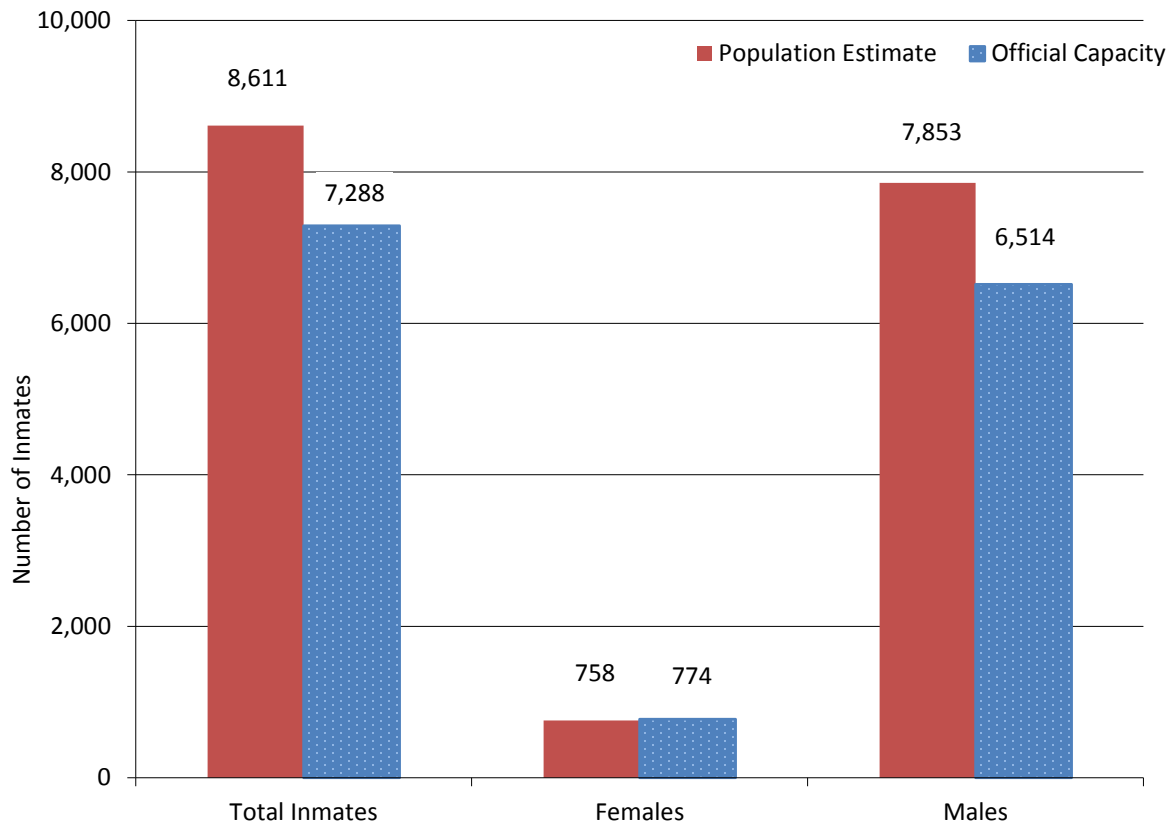
Forecasting Assumptions

- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and the LOS of prisoners will continue in the same direction or will change in explicitly stated ways (see below). It is further assumed that the data provided as measurements of these phenomena accurately reflect actual conditions.
- It is assumed that no catastrophic social or economic disruptions such as war or major depressions will occur during the projection period.
- It is assumed there will be no major legislative changes in the state criminal code or criminal procedures during the projection period.
- It is assumed there will be no major changes in judicial sentencing, parole board release policies, or probation/parole revocation policies and practices during the projection period.

III. SHORT-TERM OUTLOOK

Iowa's prison population is expected to increase from 8,371 inmates on June 30, 2017 to 8,611 inmates on June 30, 2018. By June 30, 2018, Iowa's prison population is expected to exceed official capacity² by about 1,323 inmates (or about 18%), if current offender behaviors and justice system trends, policies, and practices continue (Appendix I, Table 1). Women's facilities are expected to be at 97.9% of capacity, while men's facilities are expected to hold about 1,339 more inmates than the official capacity (Appendix I, Tables 2 and 3).

Figure 1: Projected Prison Populations and Official Capacities by June 30th, 2018



Source: Justice Data Warehouse

² In August of 2016, the IDOC established a principal that official prison capacity should reflect the actual beds present in their institutions. While an institution has a specified design capacity when opened, official capacity may change as units and spaces are repurposed to best meet the needs of the institution and its population.

IV. LONG-TERM OUTLOOK

Total Inmates

If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population is projected to increase from 8,371 inmates on June 30, 2017, to an estimated 10,396 inmates on June 30, 2027, or by about 24% over the ten-year period (Appendix I, Table 1).

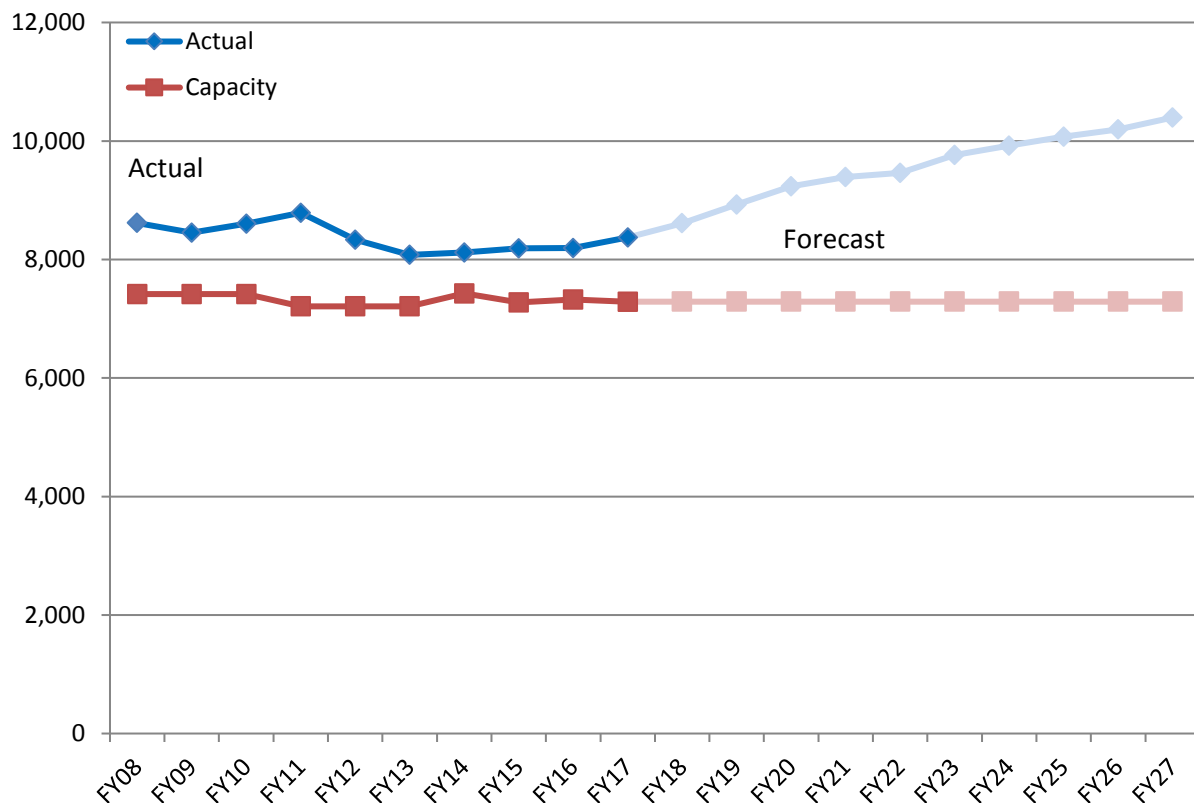
Male & Female Inmates

The current forecast suggests that the female population will rise by 23.8% over the next ten years, reaching 915 inmates in mid-2027 (Appendix I, Table 2). Because the female population is smaller than the male population, it is to be expected that the year-to-year forecast numbers will vary as admissions rise or fall (as fluctuations are more likely with smaller numbers). The population of male inmates is expected to increase to 9,481 inmates during this same period, a 24.2% increase (Appendix I, Table 3).

Prison Capacity

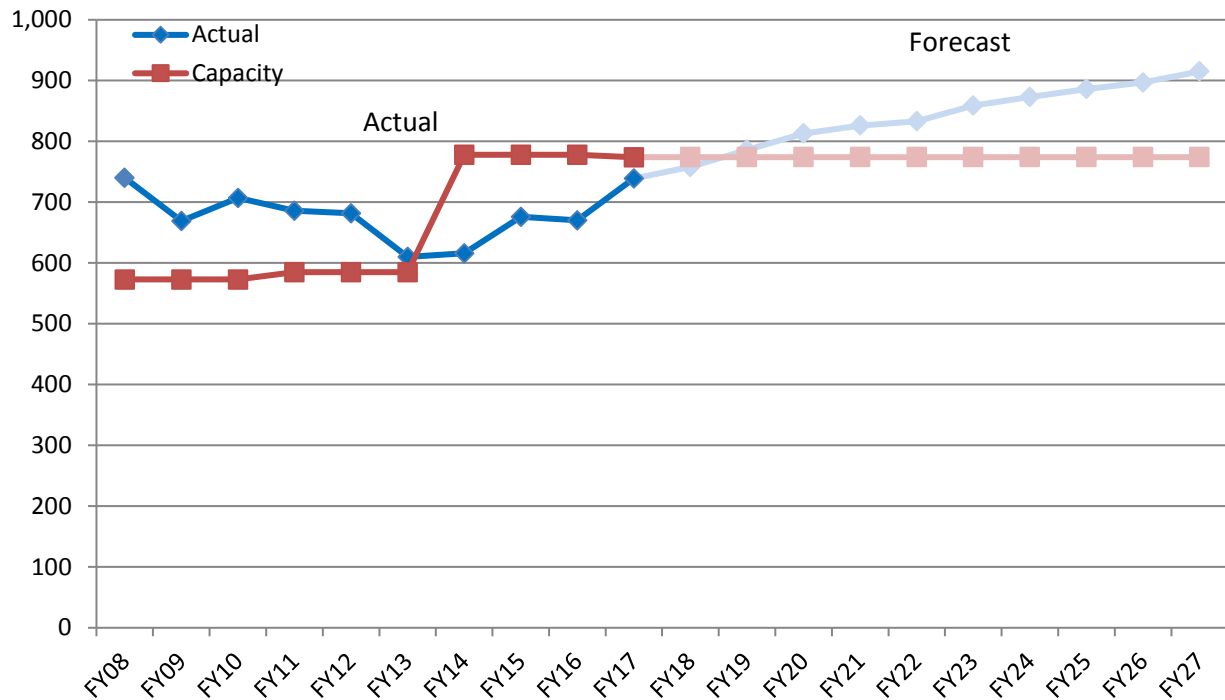
When compared with official DOC prison population capacities, and taking into consideration currently-planned increases in prison capacity, the female inmate population is projected to exceed capacity by 18.2% in 2027, while the male inmate population is projected to exceed capacity by about 45.5%, by mid-year 2027 (Appendix I, Tables 2 and 3).

Figure 2: Actual and Forecasted Number of Total Inmates



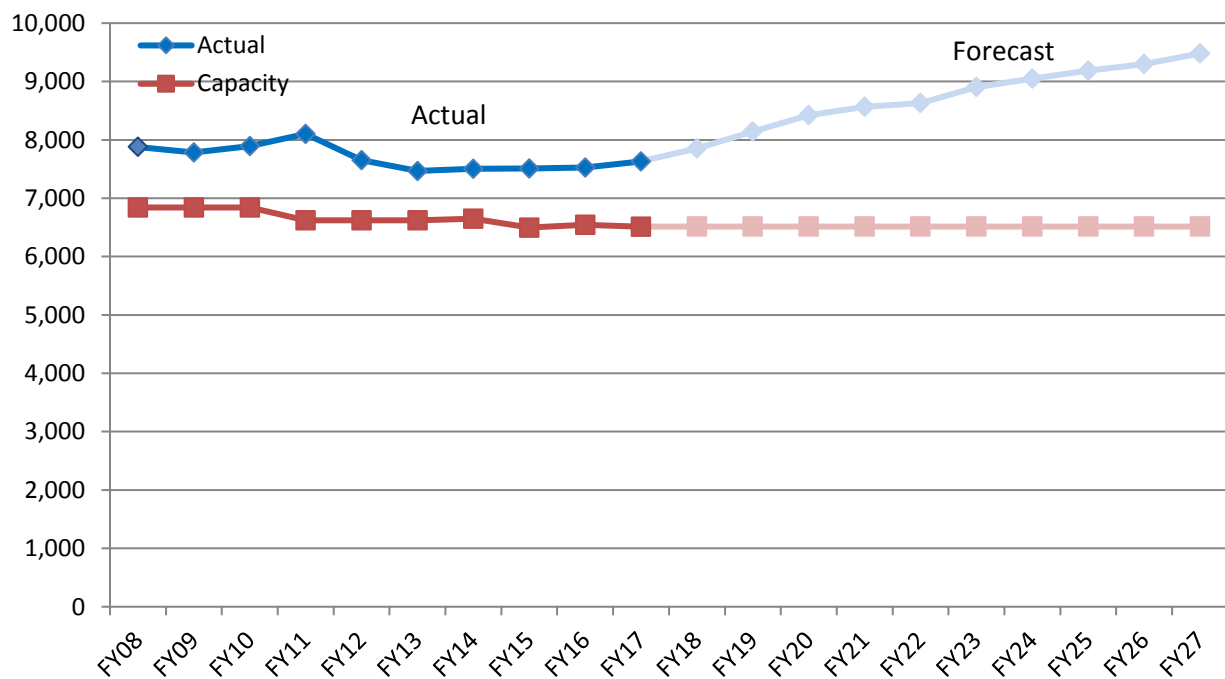
Source: Justice Data Warehouse

Figure 3: Actual and Forecasted Number of Female Inmates³



Source: Justice Data Warehouse

Figure 4: Actual and Forecasted Number of Male Inmates



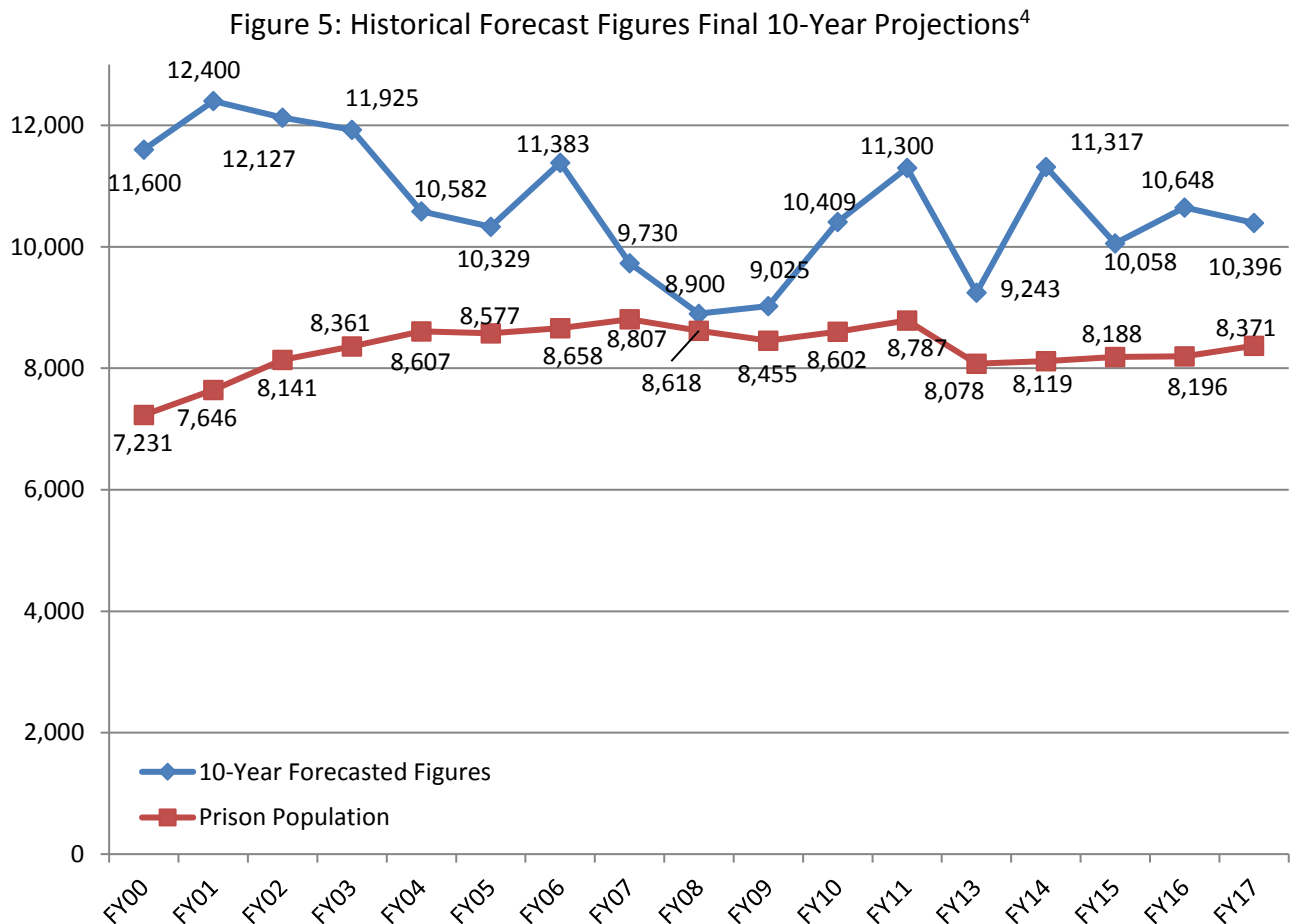
Source: Justice Data Warehouse

³ The increase in capacity for female inmates from FY 2013-FY 2014 was due to the opening of the Iowa Correctional Institute for Women (ICIW).

V. HISTORIC PRISON FORECASTS

This year's prison forecast predicts prison populations to be at approximately 10,396 in ten years. For the last three fiscal years, ten-year prison projections have been somewhat similar projecting between 10,000 and 10,650 inmates. There are several factors responsible for driving the forecasted figures.

Ten-year prison populations for FY 2017 are slightly lower than forecasted figures projected in FY 2016. Compared to FY 2016, in FY 2017 prison admissions increased (Appendix II, Table 4), while these increases were largely for lower-level felony and misdemeanor admissions (crime class categories with shorter average LOS). In FY 2017, there was also a decrease in average LOS for B and D felonies, as well as C felony and Aggravated Misdemeanor non-person categories (Appendix IV, Table 9). Lastly, comparing the two years, there were similar proportions of offenders released via expiration of sentence and parole, and a slight increase in offenders released to work release in FY 2017 (Appendix III, Table 8).



Source: Justice Data Warehouse

⁴ A prison forecast publication was not published in 2012 due to limited resources.
Prison population figures based on June 30th data.

VI. FACTORS REDUCING PRISON GROWTH

1.) Increases in New Aggravated Misdemeanant Prison Entries

Between FY 2011 – FY 2016, the percentage of new admissions whose most serious commitment offense were aggravated misdemeanors was over 20% and in FY 2017, 22.9% of the new admissions were aggravated misdemeanants (Appendix II, Table 6). Aggravated misdemeanor sentences tend to expire after less than one year of incarceration. These short-term inmates tend to cycle quickly, not accumulating in the prison population.

2.) Average (mean) LOS Prior to Release for Certain Crime Class Categories

Historically, decreases in LOS for most felony groups have been a contributing factor reducing the prison population. A decline in LOS for most felony groups contributed to a reduction in the prison population between FY 2013 and FY 2016, particularly C and D felony crime classes as well as misdemeanors. While we have observed particularly low prison populations for the last four years, FY 2017 prison populations rose to rates last observed in FY 2012 (Appendix I, Table 1).

In FY 2011, the highest prison population during the decade was observed with 8,787 inmates on June 30th. The prison population was much lower between FY 2013 (8,078) and FY 2014 (8,119) however, has since begun to steadily increase. In FY 2017, the prison population increased to levels last observed during FY 2012 at 8,371 inmates as of June 30th.

Projected prison populations are very sensitive to changes in LOS. The total average time served for first-release inmates decreased for almost all offense class categories from FY 2008 through FY 2017, with the exception of most sex offense classes. However, the average time served for first-release inmates during this time period increased from 21.2 to 21.7 months. Observing more recent trends, the total average LOS increased the last four years (19.5 vs. 21.7); with large increases for the B felony sex crime class category (Appendix IV, Table 9).

The total average time served for prison readmissions decreased from FY 2008 through FY 2017 from an average of 11.3 months to 9.8 months. Every crime class category experienced declines with the exception of special sentence returns; a large crime class category influencing the average, and Other felony return admissions. Observing more recent trends, we observed a decrease in LOS from FY 2016 through FY 2017 from an average of 10.7 months to 9.8 months (Appendix IV, Table 10).

3.) Increases in Parolees

In 2010, 1,379 offenders were paroled, the lowest number of parolees experienced in the last decade. Since FY 2010, parolees increased by 52% through FY 2017 (Appendix III, Table 8). Between FY 2013 and FY 2017, parole practices had returned to rates observed in FY 2006 with approximately two parolees for every expiration-of-sentence.⁵

⁵ Inmates released via expiration-of-sentence are those who serve their full sentence in prison and are directly released into the community without a period of transition such as parole or work release.

4.) Prison Release of Robbery-2 Offenders

Another factor expected to reduce prison growth is the continued release of inmates convicted under statute §711.3; Robbery 2nd, a crime carrying a 70% mandatory minimum sentence. In FY 2016 there were 39 offenders who were released from prison after serving a §711.3 sentence. In FY 2017, this number rose to 72 inmates released. The average LOS for these offenders under a new prison commitment in FY 2017 was 72.1 months, for those serving the same sentence as a prison return, their average LOS was 15.9 months. In FY 2017, 71 new inmates entered prison with a most serious Robbery 2nd crime.

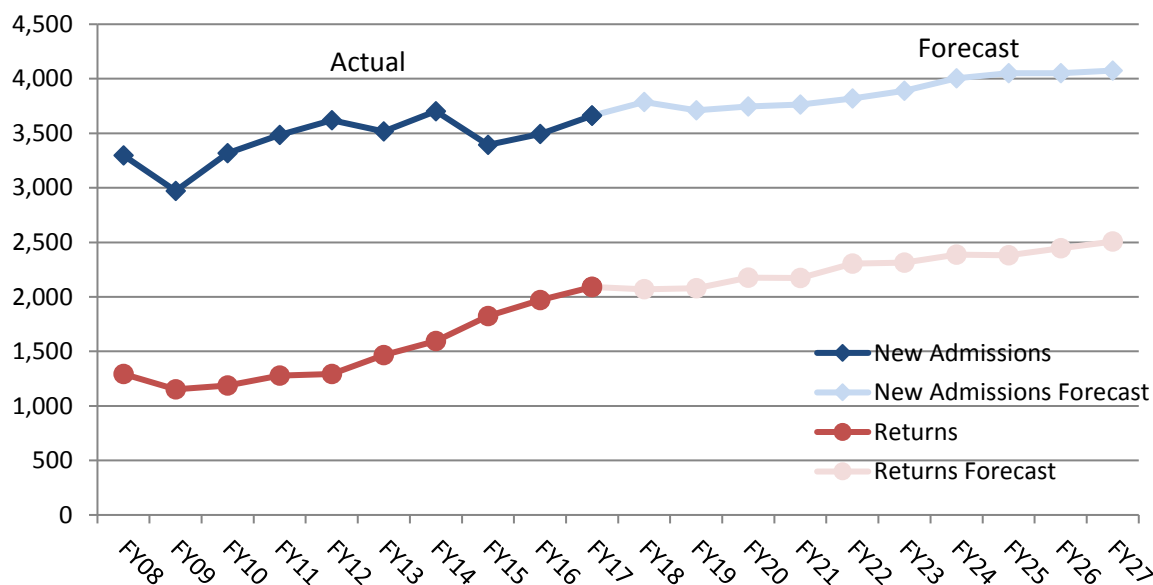
Enacted July 1, 2017, House File 2064, reduced the mandatory term for §711.3 from 70% to a range of 50% to 70% of the mandatory term. As discussed in the Opportunities for Change portion of this report, this legislation is expected to reduce the LOS for inmates convicted of Robbery 2nd.

VII. FACTORS CONTRIBUTING TO PRISON GROWTH

Increases in Prison Admissions

The forecast projects an increase in new admissions from 3,661 in FY 2017 to about 4,075 in FY 2027, and an increase in returns from 2,090 to 2,507 (Figure 6; Appendix II, Table 7). Until admissions are reduced, it will be difficult to further reduce Iowa's prison population.

Figure 6: Actual and Forecasted Prison Admissions

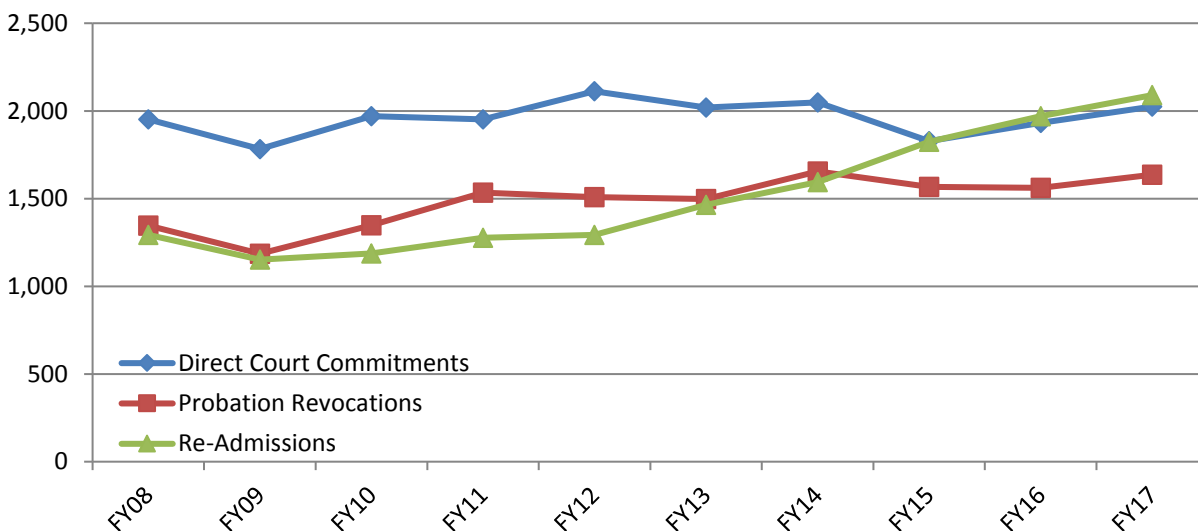


Source: Justice Data Warehouse

Since FY 2009, prison returns have risen by approximately 81.4%; from 1,152 returns in FY 2009 to 2,090 in FY 2017. During FY 2017, the probation population was the lowest observed in the last decade (20,510) however, the probation revocation rate was the highest (7.9%) with one revocation per 13 offenders in the probation population (Appendix V, Table 11).

Direct court commitments reached an excess of 2,000 inmate admissions between FY 2012-FY 2014. In FY 2015, the first large direct court commitment decline occurred; however, in FY 2017 commitments rebounded to 2,025 inmates (Figure 7; Appendix II, Table 4). Comparing FY 2016 to FY 2017, while there was an increase in total new prison admissions, larger increases were observed for D felony or Aggravated Misdemeanor crime categories, than higher level offenses (Appendix II, Table 6).

Figure 7: Prison Admissions by Admission Type



Source: Justice Data Warehouse

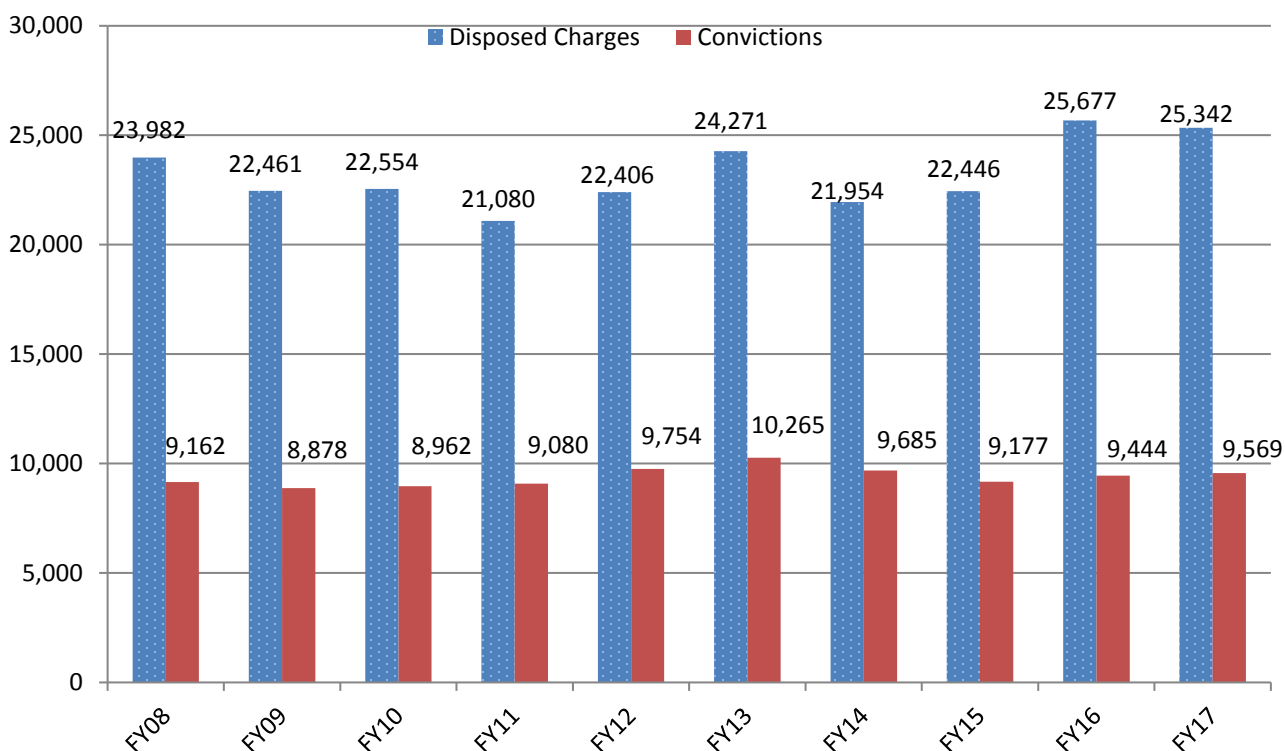
As discussed in the next sections, there are several factors which influence prison admission trends:

- 1.) Changes in Felony Charges and Convictions
- 2.) Drug Offender Admissions
- 3.) Increases in the Number of Class B Felons Incarcerated
- 4.) Changes in Parole Eligibility for Class B and C Felons due to Mandatory Minimums
- 5.) Increases in Sex Offenders Incarcerated- Including Special Sentence Revocations
- 6.) Increases in Housing Class A Felons
- 7.) Housing Federal Prisoners/Detainees
- 8.) Increases in Inmate Average Length-of-Stay (LOS)
- 9.) Increases and Decreases in Paroles
- 10.) Changes in Community-Based Offender Populations

1.) Changes in Felony Charges and Convictions

Projections of new prison admissions are informed by felony disposed charges and felony convictions in the Iowa District Court. Trends in prison admissions may correspond to rises and declines in felony convictions, as felony convictions have a higher likelihood of receiving a prison sentence, compared to misdemeanor convictions. As shown in the following chart, the number of disposed felony charges decreased and felony convictions increased from FY 2016 to FY 2017. During FY 2017, the second highest number of disposed felony charges was observed within the ten-year period. Felony convictions during FY 2017 were higher than during FY 2008-FY 2011, however, are below peak figures observed during FY 2012 - FY 2014.

Figure 8: Total Felony Charges and Convictions



Source: Justice Data Warehouse

2.) Drug Offender Admissions

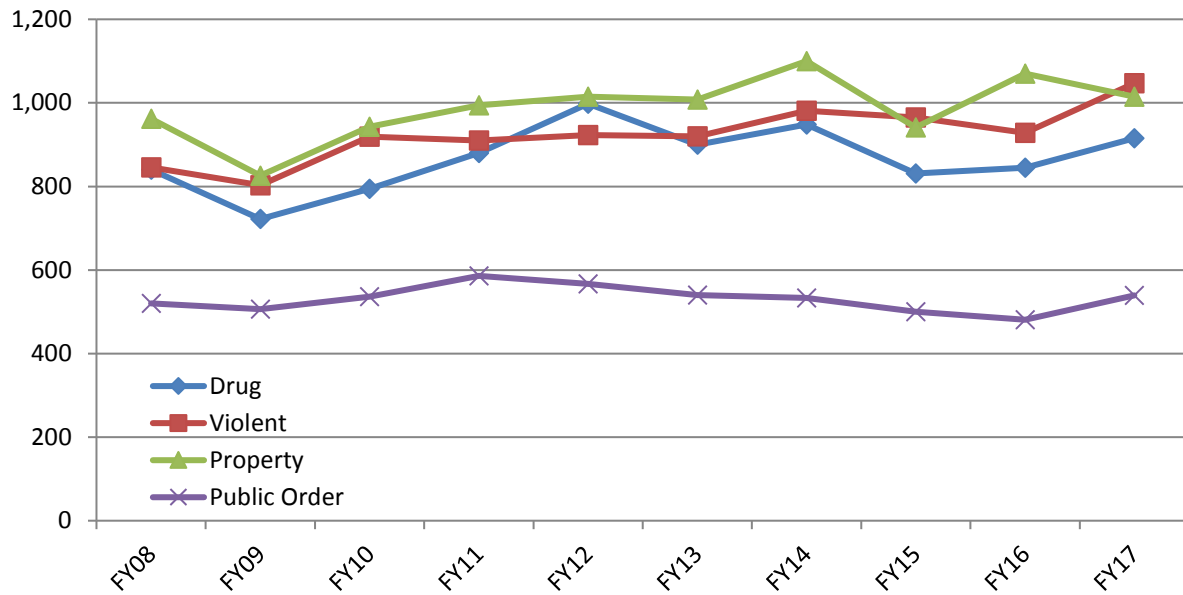
Admissions due to drug convictions have been one of the driving forces behind rising prison populations in Iowa for more than the past decade. Within the last decade, drug admissions reached their peak in FY2012, with 998 inmates. FY 2017 figures are slightly below what was observed in FY 2012 with, 915 new drug prison admissions.

As time passes, it becomes more evident that the rise in admissions for drug offenses was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution of methamphetamine dealers and users. Admissions of methamphetamine offenders reached a low in FY 2009, but have steadily increased, reaching a high of 586 during FY 2017, a 92.8% increase. However, there was a decline in offenders entering prison on a most serious cocaine offense from FY 2008 – FY 2017, and since FY 2012 admissions have also declined for offenders entering on a most serious marijuana offense (Figure 10).

Recently, there has been much published regarding opioid use nationally and in Iowa. While there are no available data on opioid usage, prison admissions may help provide insight into the extent of the problem in Iowa. Examining new prison admissions there were 37 inmates who entered prison on a most serious drug offense involving an opioid⁶ in FY 2017, comprising 4.1% of total new drug prison admissions. In FY 2008, new prison admissions involving a most serious opioid compromised 1.9% of total new drug prison admissions.

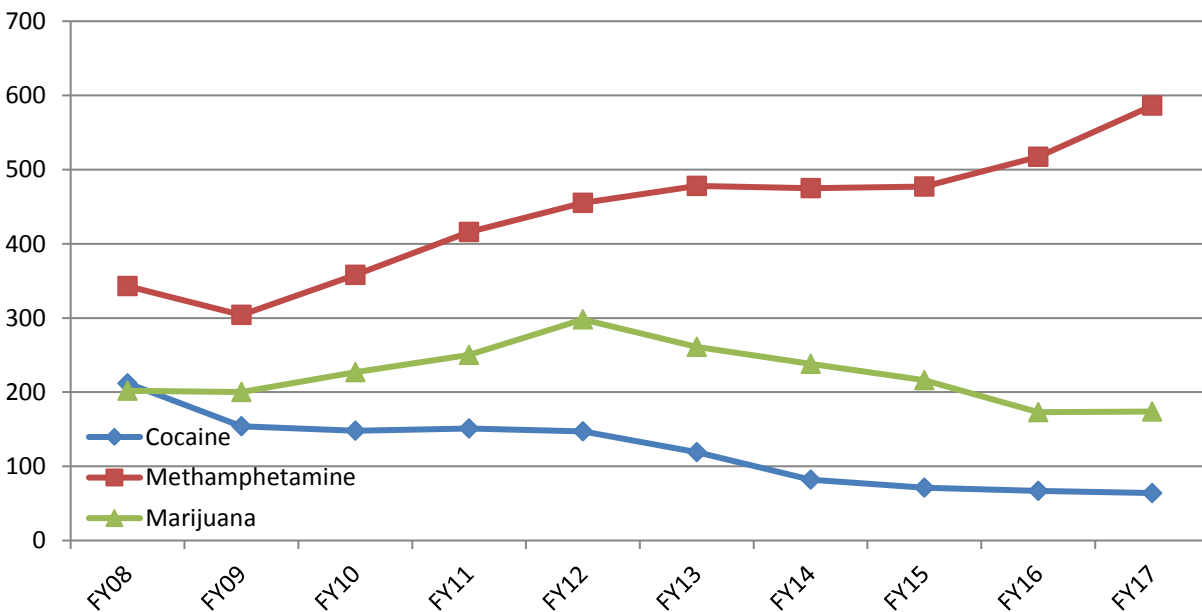
⁶ Opioids include drugs such as Heroin, Morphine, Oxycodone (OxyContin and Percocet), Hydrocodone (Vicodin and Lortab), Codeine, and Fentanyl.

Figure 9: New Prison Admissions by Offense Type



Source: Justice Data Warehouse

Figure 10: Primary Drug Involved In New Drug Prison Admissions⁷



Source: Justice Data Warehouse

3.) Increases in the Number of Class B Felons Incarcerated

The projection suggests that 1,551 B felons will be incarcerated during 2027, or 14.9% of the anticipated population. This population is expected to rise by 2.2% over the next decade. In FY 2016, it was projected that this crime category would increase by 38.0% over the next decade.

⁷ Includes offenders who were new admissions within a particular fiscal year whose most serious offense was a drug offense.

The variation in projections for this population between FY 2016 and FY 2017 is largely attributable to the fact that in FY 2017 there were large reductions in LOS. For instance, the average LOS for B felony persons offenses decreased by 41.8 months, B felony non-persons offenses decreased by 6.6 months, and B felony sex offenses decreased by 27.2 months.

Also responsible for the decrease, are the release of inmates incarcerated on Class B 70% sentences. While this population is expected to increase from 850 to 1,017 (or 19.6%) within the decade, this projection is lower than previous forecasts largely due to the first releases of inmates incarcerated for this offense (first eligible in January of 2016). In FY 2017, 39 inmates serving 70% B felony sentences exited prison. Projections for this population are expected to level out as the continued release of 70% B felony offenders is observed.

4.) Changes in Parole Eligibility for Class B and C Felons due to Mandatory Minimums

The Violent Crime Initiative (*Iowa Code* §902.12), effective FY 1997, abolished parole and most of the earned time for a number of violent offenses and required at least 85% of the maximum term be served. The offenses originally affected included all robbery and second degree murder, sexual abuse, and kidnapping. Attempted murder and certain instances of vehicular homicide were added, effective FY 1998. “This eligibility requirement was later modified to permit up to a 30% reduction of sentence. These sentences, defined in §902.12 of the Iowa Code, will be referred to here as 70% sentences.”⁸

By mid-year 2027, projections indicate that 1,705 prisoners will be serving time under these mandatory sentencing provisions (not including sexual predators). These projections are lower than in years prior, attributable to the release stability of offenders serving 70% Class C sentences and the recent first releases of inmates serving 70% Class B sentences.

During 2016, the Iowa State Legislature enrolled HF2064⁹. This bill decreased the mandatory minimum term of parole eligibility for Robbery 2nd offenders to a range of 50% to 70% and also established a new crime of Robbery 3rd, an aggravated misdemeanor, not subject to a mandatory term. Mandatory minimum terms are a contributor to increases in the prison population. The imposition of HF2064 is expected to decrease the LOS for Robbery 2nd offenders and may contribute to reduced prison populations for this group of offenders.

It should be noted that African-Americans are over represented in Iowa’s prison population, but particularly so for §902.12, 70% crimes. The total prison population is approximately 25.1% African-American. Of the 7,180 non-70% offenders in prison on June 30th 2017, 23.6% were African-American. Of the 1,191 70% offenders, 35.8% were African-American. In FY 2017, 43.4% of the new admissions for 70% crimes were African-American. Of the offenders entering prison to serve 70% sentences for Robbery, 59.1% were African-American (including 64.7% of Robbery-1st admissions). It is also noteworthy that the percentage of African-Americans incarcerated has remained stable from FY 2008-FY 2017 comprising approximately 25% of the prison population (Appendix VI, Table 12).

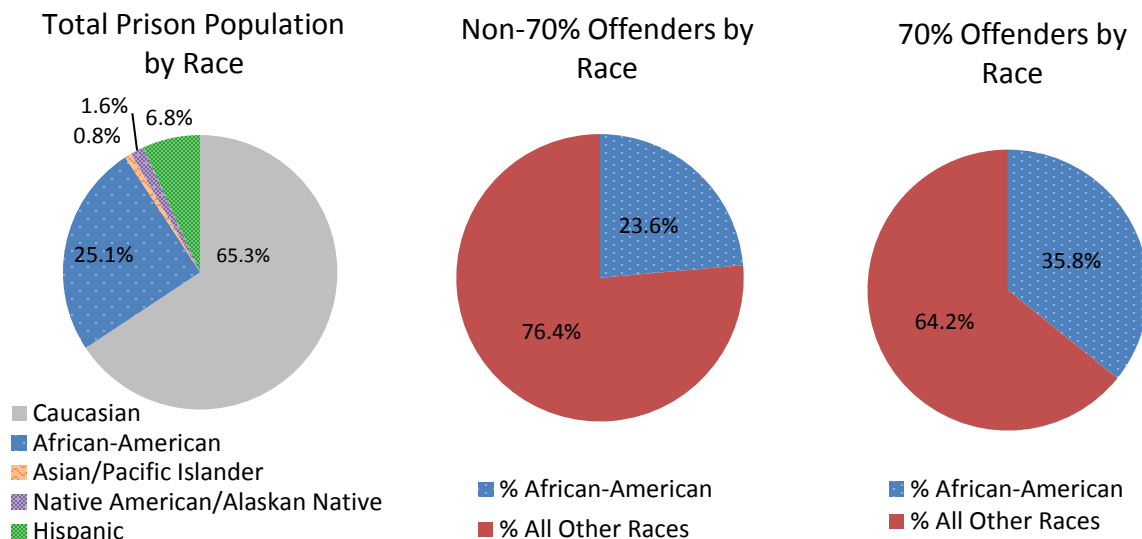
⁸ Stageberg, P. & Rabey, S. (2013). An Analysis of the use of 70% Mandatory Minimum Sentences in Iowa.

https://humanrights.iowa.gov/sites/default/files/media/Violent_Offender_70Pct_Report%5B1%5D.pdf

⁹ <https://www.legis.iowa.gov/legislation/BillBook?ga=86&ba=HF%202064>

It has been mentioned in previous forecasts that it will be difficult to reduce the racial disparity in Iowa's prison population without somehow modifying 70% sentences. The effects of HF2064 are expected to decrease the prison population in the coming years; however the effects are not yet realized in the current projected forecast.¹⁰

Figure 11: Distribution of Total, 70% and Non-70% Incarcerated Offenders by Race, FY 2017



Source: Justice Data Warehouse

In addition to the Violent Crime Initiative, the Sexual Predator law (§901A, *Iowa Code*) effective in FY 1997, imposed a requirement that certain repeat sex offenders serve 85% of the maximum term, *and* increases those maximum terms from the sentences that would otherwise have been imposed. While recent sentencing changes provide for parole eligibility for those sentenced under the Violent Crime Initiative, parole remains abolished for offenders sentenced under §901A. In FY 2017, there were three releases of offenders sentenced under the sexual predator provisions.

5.) Increases of Sex Offenders Incarcerated Including Special Sentence Revocations

Prison populations have historically experienced increases in incarcerated sex offenders. For the last three years, the sex offender population has remained between 1,180-1,210 offenders. Adding to the increased prison population of sex offenders will include those revoked who were serving special sentences.

The “special sentence places offenders convicted of offenses in Iowa Code §709 (sex offenses), §726.2 (incest), and §728.12 (1), (2), or (3) (sexual exploitation) on either 10-year or life-time community supervision based solely upon the offense class of conviction. Offenders convicted of A, B, and C felony sex offenses receive life-time community supervision and D felony and misdemeanor offenders receive 10-year supervision sentences (§903B, Code of Iowa).”¹¹

¹⁰ More information regarding HF2064 can be found within the Opportunities for Change portion of this report.

¹¹Johnson, S., Davidson, C. (2014). An Analysis of the Sex Offender Special Sentence in Iowa

The number of individuals under community based special sentence supervision is expected to continue increasing. During FY 2017, 135 offenders entered prison under a special sentence return, an increase of 27.4% from FY 2014, with 106 special sentence returns.

6.) Increases in Housing Class A Felons

The population of Class A, life sentence inmates (lifers) grew from 198 in 1986 to 663 in 2017. As of June 30th 2017, 33 of the lifers in the Iowa prison system were age 70 or above, suggesting a reduction in population over the next decade due to mortality. As a separate group, the number of Class A sex offenders is difficult to forecast, as on June 30, 2017 there were only 20 inmates serving life sentences for sex offenses.

7.) Housing Federal Prisoners/Detainees

Much of the increase in “other” prison admissions and releases observed between FY 2005 and FY 2009 was due to the housing of prisoners held on interstate compact and federal prisoners/detainees. From FY 2010 to FY 2016, the number of safe keeper, compact, and other offender admissions remained relatively stable. However, between FY 2016 and FY 2017 admissions increased from 77 to 341. The large increase may be in part attributed to flooding in the Linn County jail which required the temporary holding of offenders in prisons (Appendix II, Table 4).

8.) Increases in Inmate Average LOS for Some Crime Class Categories

Slight variations in average LOS can have a considerable impact on the prison population, and implicates how changes in parole practice can influence the population. The total average time served in prison prior to release rose slightly for new admissions between FY 2008-FY 2017, however, there were several crime class categories with LOS declines (Appendix IV, Table 9).¹² For example, for new admissions, most crime class categories experienced declines, with the exception of most sex crime categories. Examining differences in LOS for prison returns for the same time period, declines for most crime categories were observed, with the exception of special sentence returns, which rose from 6.5 months in FY 2015 to 20.6 months in FY 2017. Average time served for prison returns tends to be shorter than new admissions due to serving a significant portion of their sentences prior to their original release.

While it appears that there was a large increase in the LOS for new class B felon sex admissions, this category tends to be small with 15 inmates released in FY 2017. The LOS for smaller release categories can be more sensitive to outliers than larger categories.

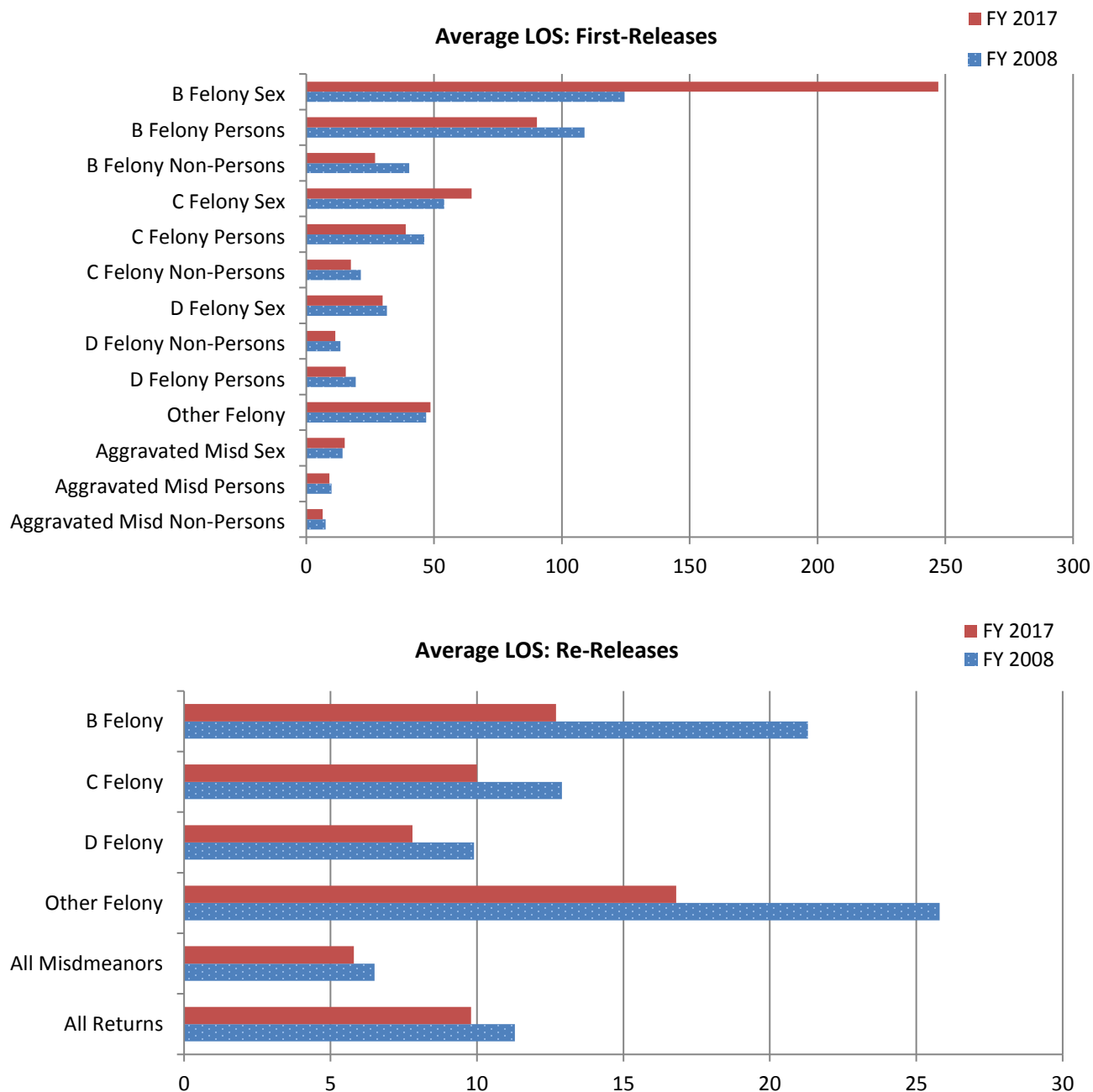
Note that sex offenders in every category tend to serve more time in prison than other inmates within the same offense classes. With the creation of a special sentence providing for post-incarceration supervision for all sex offenders with offenses committed after June 30, 2005, a

https://humanrights.iowa.gov/sites/default/files/media/An%20Analysis%20of%20the%20Sex%20Offender%20Special%20Sentence%20in%20Iowa_2014.pdf

¹² See the section “Forecasting the Prison Population” for a description of admission and release categories.

continuation of the pattern is expected resulting in most sex offenders being released from prison via expiration-of-sentence.¹³

Figure 12: Average LOS by Offense Class in Months, FY 2008 and FY 2017



Source: Justice Data Warehouse

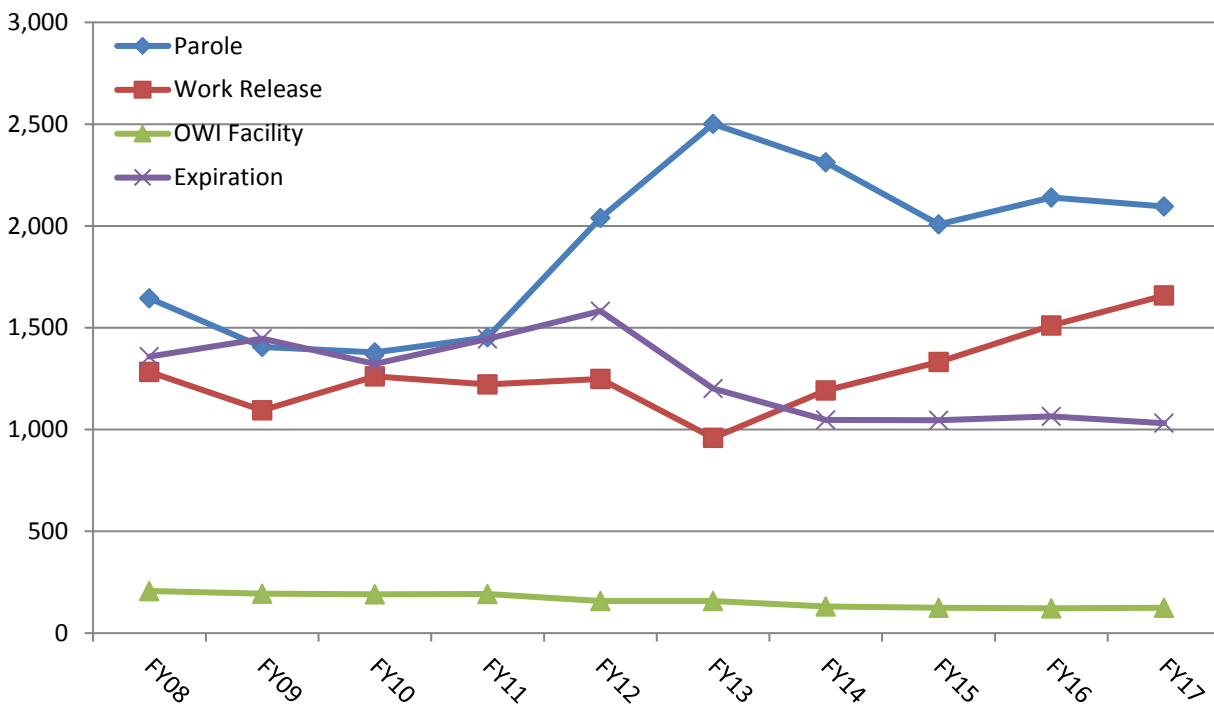
¹³ Johnson, S. and Davidson, C. 2014. An Analysis of the Sex Offender Special Sentence in Iowa. The Division of Criminal and Juvenile Justice Planning. https://humanrights.iowa.gov/sites/default/files/media/An%20Analysis%20of%20the%20Sex%20Offender%20Special%20Sentence%20in%20Iowa_2014.pdf

9.) Increases and Decreases in Paroles

Within the last decade, the number of offenders released from prison to parole reached a peak in FY 2013 with 2,501 offenders. Since this time there has been a decline in the number of offenders paroled with 2,096 offenders released in FY 2017. For the last three fiscal years, the ratio of paroles to expirations, which provides a good indicator of prison release practices, has remained at about two paroles per one expiration; levels last observed in FY 2006.

While the current prison population is much higher than historical figures, it is clear that low prison populations are due in large part to changes in parole practice. While the Board of Parole (BOP) and Department of Corrections (DOC) use a variety of validated tools to identify the lowest risk candidates for release, it is inevitable that some released inmates will return to prison as the result of violations of release conditions and/or new criminal activity. The extent to which these can be controlled has a direct relationship to changes in the size of the prison population.

Figure 13: Prison Releases FY 2008-FY 2017



Source: Justice Data Warehouse

10.) Changes in Community-Based Offender Populations

As shown in Figure 14, probation and parole populations have varied over the past ten years. While the relationship is not necessarily linear, there appears to be a connection between the number of offenders under supervision in the community and the number eventually entering prison.

The parole supervision population has fluctuated during the decade, but in FY 2017 reached its peak with 3,728 parolees. Comparatively, return prison admissions rose in FY 2017 and are at the highest figure observed within this decade (N=2,090). The extent to which the released

inmates are successful on parole and work release will have a substantial bearing on growth or reduction in Iowa's prison population.

The end-of-year probation population has decreased 8.2% since FY 2008.¹⁴ While there was a decline in the probation population from FY 2016 through FY 2017 of 2.2%, probation revocations to prison increased from 1,561 to 1,636 (Appendix II, Table 4). Also noteworthy are the number of offenders serving time in the community under the sex offender special sentence. This population is expected to rise dramatically in the next ten years given that there are currently 1,188 sex offenders incarcerated who will be released in the future, 1,000 of whom will receive lifetime community supervision.

Figure 14: End-of-Year Parole Populations (Field Supervision)

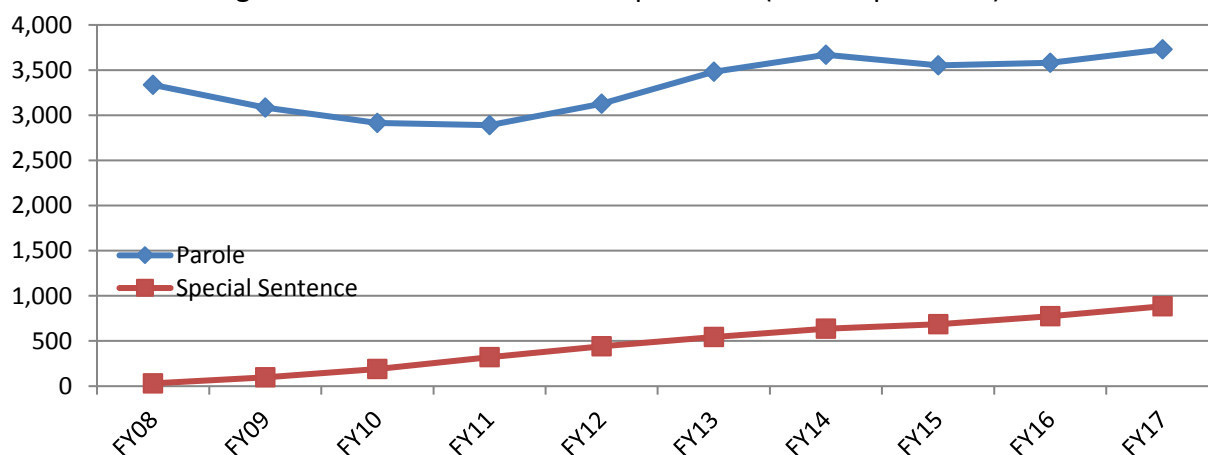
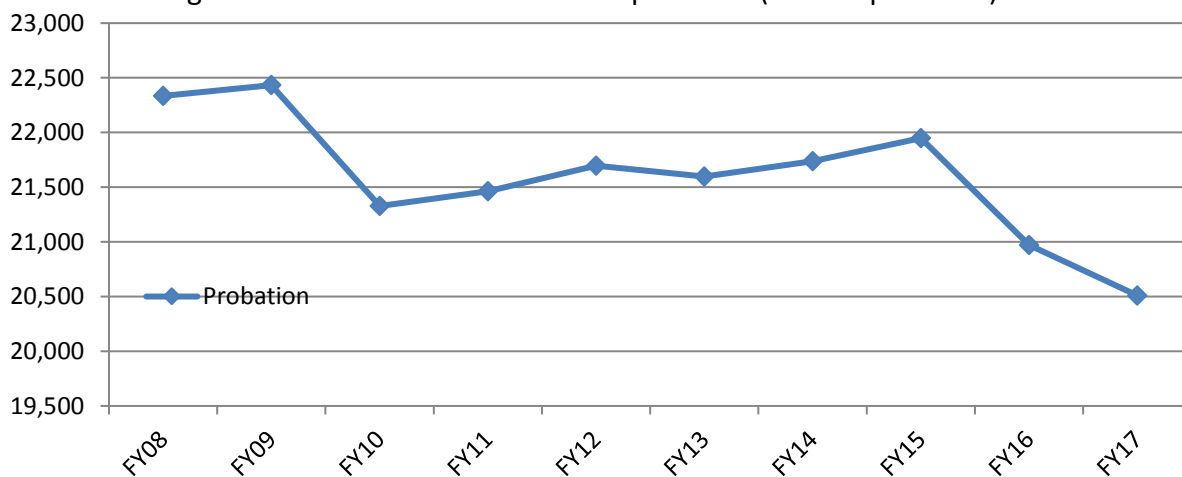


Figure 15: End-of-Year Probation Populations (Field Supervision)



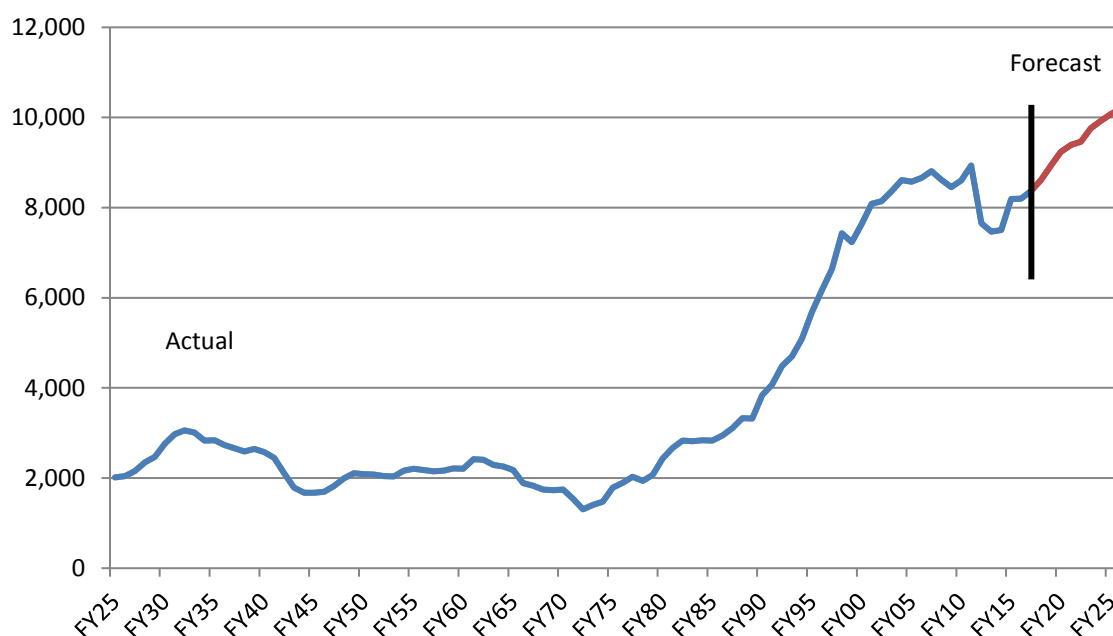
Source: Justice Data Warehouse

¹⁴ Probation and parole figures represent a count of supervision status, and are not a count of unique offenders. For instance, if an offender was supervised under more than one status type during one year, they would be counted more than once. While largely, offenders receive one supervision status during one particular year, it is important to note that occasionally, the alternative can occur.

VIII. OPPORTUNITIES FOR CHANGE

From 1925-1975, the Iowa prison population remained steady at about 2,000 inmates with a peak population around 3,000 inmates in the 1930's. Since 1975, Iowa's prison population has reached more than 9,000 inmates and is forecasted to increase to 10,396 inmates by 2027. While this forecast serves as a predictive scenario for the prison population, if current policy and practice continue, there are opportunities and recent legislative changes that could result in lower prison populations.

Figure 16: Ending Prison Population since 1925 through FY 2027 Forecast



Source: Iowa Department of Corrections

Increases in Parolees

For the last six fiscal years, the number of offenders paroled has exceeded 2,000. The ratio of paroles to expirations (a good indicator of release activity) returned to levels prior to FY 2007, with approximately one sentence-expiration per two parolees. A major contribution to the stability of Iowa's prison population between FY 2003 and FY 2006 was an increase in paroles. An increase in prison populations can be mitigated with assistance from the Board of Parole (BOP). The BOP and the DOC use a variety of timely, reliable, and validated tools proven to be effective in identifying appropriate release candidates.

Response to Drug Offenders

One continued opportunity for change lies in the response to drug offenders. Drug offenders and drug sentences should continue to be examined to ensure that offenders committed to prison for drug offenses could not be more effectively managed elsewhere or, perhaps, committed to prison for shorter periods of time.

A 2011 study produced for the PSAB examined the impact of mandatory minimum sentences for drug offenders, identifying no reduction in recidivism among inmates serving mandatory minimum drug sentences and suggesting that there are inmates subject to these sentences who could be safely released in the absence of the mandatory sentence.¹⁵ In 2016, HF 2064 passed which made certain drug offenders serving mandatory terms eligible for early release. The bill provides that an offender convicted under §124.401(1)(b) or (c) who has not been previously convicted of a forcible felony and who does not have a prior conviction under §124.401 (a),(b), or (c) shall first be eligible for parole or work release after the person has served one-half of the minimum term of confinement prescribed in §124.413¹⁶. The effects of this provision will likely not be realized until a passage of time, however largely does not influence the current analysis.

As reported in prior forecasts, additional opportunities for change may include continued examination of modifications of powder and “crack” cocaine sentences, one of the recommendations of the PSAB provided in their report to the General Assembly from 2013 through 2016. During SFY 2017, the Legislature enacted SF445¹⁷ which modified the amounts and penalties for crack cocaine such that possession of less than 200 grams of crack is a B+ felony, possession of 40-200 grams of crack is a B felony, and possession of less than 40 grams of crack is a C felony. Correctional impact analysis estimates this bill to move one offender convicted from a B felony to a C felony annually. Prior to passage of SF445, the penalty for crack was 10 times that of powder. SF445 reduced the penalty inequity for crack to 2.5 times that of powder.

Sex Offender Legislation

During the 2005 General Assembly, considerable changes were made in legislation pertaining to sex offenders. The anticipated impact of these changes (as they currently exist) is included in the population forecast presented here. While admissions of new sex offenders to prison have changed little over the past 20 years, changes in policy – particularly the establishment of the lifetime Special Sentence – have begun to have a significant impact on Iowa’s prison population. It will be difficult to stem future population increases without addressing sex offender policy. Without some modifications either to the length of Special Sentence supervision or to which offenders are subject to lifetime supervision, sex offenders will constitute an ever-larger proportion of offenders under community supervision. With community-based corrections already strained due to limited resources, it will be necessary to monitor the effects of increased workloads.

In 2014, Iowa’s PSAB and Sex Offender Research Council (SORC) jointly recommended the following change to Iowa’s Special Sentence:

“Imposition of the special sentence would remain as it is today, with the added provision to give the court the opportunity to review and reduce the special sentence. The change to current policy will be to allow the court to remove an offender from the special sentence supervision based on an evidentiary hearing that reviews information believed to be pertinent to special sentence placement (the nature of the sex offense, the offender’s institutional behavior, sex offender treatment compliance, court mandate

¹⁵ https://humanrights.iowa.gov/sites/default/files/media/PSAB_MandatoryMinimumReport2011.pdf

¹⁶ <https://www.legis.iowa.gov/legislation/BillBook?ga=86&ba=HF2064>

¹⁷ <https://www.legis.iowa.gov/legislation/BillBook?ga=87&ba=SF445>

compliance, victim impact, risk assessment, etc.). This information would then be utilized by the judge to render a judgment as to whether or not continued special sentence supervision is appropriate.”¹⁸

Both councils recommend that additional funding should be directed towards early and effective treatment for sex offenders. The PSAB continues to endorse this legislative recommendation as included in their FY 2015, FY 2016, and FY2017 Annual Report to the General Assembly.

Mandatory Minimum Sentences

Another possibility for controlling future prison population increase lies with inmates serving 70% sentences, particularly those with 25- and 50-year terms. While there is little disagreement that the inmates serving these sentences warrant lengthier sentence terms for the purposes of public protection, offenders are currently imprisoned for a minimum of 17.5 years when, prior to adoption of (then) 85% sentences, these inmates served an average of about seven years. An analysis of released Robbery-2nd 70% offenders revealed this group had relatively low recidivism rates, by way of either a new felony or violent arrest (one year 4.9%; three years 16-17%).¹⁹

In 2015, as a result of this analysis, Iowa’s PSAB offered the following legislative recommendation:

“As in current law, robbery should remain a forcible felony that requires incarceration. Continue the current 15% cap on earned time for robbery offenses covered by §902.12. While this option contributes to larger prison populations, it permits the incapacitation of some of the prison system’s most dangerous and violent offenders, increasing public safety. Establish a mandatory minimum term of seven years for Robbery in the First Degree and three years for Robbery in the Second Degree. These recommended minimum sentences are consistent with the average LOS for robbers prior to establishment of the 70% sentence. They would require imprisonment of robbers for a period consistent with the seriousness of robbery offenses while allowing the Board of Parole discretion to consider possible release between expiration of the mandatory minimum and the maximum 85% term. While allowing for earlier release of lower-risk inmates, this proposal also would permit lengthy incarceration of those individuals at high risk to reoffend or those individuals who pose a significant threat to public safety.”²⁰

This recommendation continued to be endorsed as a priority area for the PSAB in their 2016 report to the Legislature. Consequently, in 2016, HF2064 was passed which includes elements of PSAB’s mandatory minimum recommendation. As previously mentioned, this bill decreased the mandatory minimum term for parole eligibility for Robbery 2nd offenders to a range of 50% to

¹⁸ Johnson, S. (2014) An Analysis of the Sex Offender Special Sentence in Iowa. The Division of Criminal and Juvenile Justice Planning.

https://humanrights.iowa.gov/sites/default/files/media/An%20Analysis%20of%20the%20Sex%20Offender%20Special%20Sentence%20in%20Iowa_2014.pdf

¹⁹ Stageberg, P., Rabey, S. (2013) An Analysis of the use of 70% Mandatory Minimum Sentences in Iowa.

https://humanrights.iowa.gov/sites/default/files/media/Violent_Offender_70Pct_Report%5B1%5D.pdf

²⁰ Johnson, S. (2016) Public Safety Advisory Board Annual Report. The Division of Criminal and Juvenile Justice Planning.

https://humanrights.iowa.gov/sites/default/files/media/CJJP_FY2016%20PSAB%20Report%20to%20the%20Legislature.pdf

70%, established a new crime of Robbery 3rd which is an aggravated misdemeanor and not subject to a mandatory term, and reduced the mandatory minimum for §726.6 Child Endangerment convictions from 70% to 30% of prescribed confinement.

The collective impact of this legislation revealed this bill will not result in an increase or decrease in the total number of convictions, but rather some crimes that were formerly Robbery 2nd, Theft 1st, or Aggravated Assault will become Robbery 3rd under this legislation. Correctional impact analysis estimated there will be a reduction in prison admissions, as some crimes that were formerly felonies will become misdemeanors, also influencing the prison population projections; suggesting a decrease by 166 inmates by year-seven of enactment.

Juvenile Offender Legislation

In July 2014, the Iowa Supreme Court decided that “mandatory minimum criminal sentences violate the Iowa Constitution's ban on cruel and unusual punishment when applied to crimes committed when the defendant was under the age of 18.” At the time of this ruling, it was estimated that “100 Iowa inmates will be eligible to have their prison sentences reviewed by a trial judge, with the potential for early release in some cases.”²¹ As of June 30th, 2017, there were 74 inmates who were under 18 at the time of their offense serving a most serious mandatory minimum criminal sentence. As a result of this legislation, these offenders may be eligible for release prior to their mandatory minimum term.

²¹ The Des Moines Register. 2014. Iowa Ruling Shifts from Mandatory Minimums for Juveniles. <http://www.desmoinesregister.com/story/news/2014/07/18/iowa-ruling-shifts-from-mandatory-minimums-for-juveniles/12833927/>

APPENDIX I: Prison Population Forecasted Figures

Table 1: Mid-Year Prison Populations and Capacities: Total²²²³

Fiscal Year	Total Inmates June 30th	Increase Decrease	% Change	Total Prison Capacity	Population as % of Capacity
ACTUAL					
FY2008	8,618	--	--	7,414	116.2%
FY2009	8,453	-165	-1.9%	7,414	114.0%
FY2010	8,602	149	1.8%	7,414	116.0%
FY2011	8,787	185	2.1%	7,209	121.9%
FY2012	8,333	-454	-5.2%	7,209	115.6%
FY2013	8,078	-255	-3.1%	7,209	112.1%
FY2014	8,119	41	0.5%	7,428	109.3%
FY2015	8,188	69	0.8%	7,276	112.5%
FY2016	8,196	8	0.1%	7,322	111.9%
FY2017	8,371	175	2.1%	7,288 ²⁴	114.9%
FORECAST					
FY2018	8,611	240	2.9%	7,288	118.1%
FY2019	8,928	317	3.7%	7,288	122.5%
FY2020	9,235	307	3.4%	7,288	126.7%
FY2021	9,392	157	1.7%	7,288	128.9%
FY2022	9,462	70	0.7%	7,288	129.8%
FY2023	9,763	301	3.2%	7,288	133.9%
FY2024	9,922	159	1.6%	7,288	136.1%
FY2025	10,073	151	1.5%	7,288	138.2%
FY2026	10,195	122	1.2%	7,288	139.9%
FY2027	10,396	201	2.0%	7,288	142.6%

Source: ICON

²² In August of 2016, the IDOC established a principal that official prison capacity should reflect the actual beds present in their institutions. While an institution has a specified design capacity when opened, official capacity may change as units and spaces are repurposed to best meet the needs of the institution and its population.

²³ Populations exclude the sex offender civil commitment unit.

²⁴ <https://doc.iowa.gov/daily-statistics>; The 2017 prison capacity is reported as of 10/03/2017.

Table 2: Mid-Year Prison Populations and Capacities: Females

Fiscal Year	# Women June 30th	Increase Decrease	% Change	Capacity	Population as % of Capacity
ACTUAL					
FY2008	740	--	--	573	129.1%
FY2009	669	-71	-9.6%	573	116.8%
FY2010	707	38	5.7%	573	123.4%
FY2011	686	-21	-3.0%	585	117.3%
FY2012	682	-4	-0.6%	585	116.6%
FY2013	610	-72	-10.6%	585	104.3%
FY2014	616	6	1.0%	778	79.2%
FY2015	676	60	9.7%	778	86.9%
FY2016	670	-6	-0.9%	778	86.1%
FY2017	739	69	10.3%	774	95.5%
FORECAST					
FY2018	758	19	2.6%	774	97.9%
FY2019	786	28	3.7%	774	101.6%
FY2020	813	27	3.4%	774	105.0%
FY2021	826	13	1.6%	774	106.7%
FY2022	833	7	0.8%	774	107.6%
FY2023	859	26	3.1%	774	111.0%
FY2024	873	14	1.6%	774	112.8%
FY2025	886	13	1.5%	774	114.5%
FY2026	897	11	1.2%	774	115.9%
FY2027	915	18	2.0%	774	118.2%

Source: ICON

Table 3: Mid-Year Prison Populations and Capacities: Males

Fiscal Year	# Men June 30th	Increase Decrease	% Change	Capacity	Population as % of Capacity
ACTUAL					
FY2008	7,878	--	--	6,841	115.2%
FY2009	7,784	-94	-1.2%	6,841	113.8%
FY2010	7,895	111	1.4%	6,841	115.4%
FY2011	8,101	206	2.6%	6,624	122.3%
FY2012	7,651	-450	-5.5%	6,624	115.5%
FY2013	7,468	-183	-2.4%	6,624	112.7%
FY2014	7,503	35	0.5%	6,650	112.8%
FY2015	7,512	9	0.1%	6,498	115.6%
FY2016	7,526	14	0.2%	6,544	115.0%
FY2017	7,632	106	1.4%	6,514	117.2%
FORECAST					
FY2018	7,853	221	2.9%	6,514	120.6%
FY2019	8,142	289	3.7%	6,514	125.0%
FY2020	8,422	280	3.3%	6,514	129.3%
FY2021	8,566	144	1.7%	6,514	131.5%
FY2022	8,629	63	0.7%	6,514	132.5%
FY2023	8,904	275	3.2%	6,514	136.7%
FY2024	9,049	145	1.6%	6,514	138.9%
FY2025	9,187	138	1.5%	6,514	141.0%
FY2026	9,298	111	1.2%	6,514	142.7%
FY2027	9,481	183	2.0%	6,514	145.5%

Source: ICON

APPENDIX II: Prison Admission Populations and Forecasts

Table 4: Prison Admissions by Admission Reason

											%Change
Admission Type	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2008-FY2017
New Court Commitments	1,951	1,783	1,970	1,951	2,112	2,020	2,048	1,828	1,932	2,025	3.8%
New/Probation Revocations	1,347	1,189	1,348	1,534	1,508	1,497	1,655	1,567	1,561	1,636	21.5%
NEW ADMISSIONS	3,298	2,972	3,318	3,485	3,620	3,517	3,703	3,395	3,493	3,661	11.0%
Parole Return	810	715	657	692	664	800	896	1,020	1,057	1,186	46.4%
Work Release Returns	380	317	404	420	443	472	540	597	714	713	87.6%
OWI Facility Returns	91	85	73	89	91	87	49	64	54	47	-48.4%
Special Sentence Return	10	28	51	68	89	103	106	137	135	135	--
Prison Compact	3	7	3	8	7	3	4	7	11	9	--
RETURNS	1,294	1,152	1,188	1,277	1,294	1,465	1,595	1,825	1,971	2,090	61.5%
Safe Keeper ²⁵	466	1,077	37	47	57	48	46	47	77	341	-26.8%
Violators	323	272	202	--	--	--	--	--	--	--	--
Other Admissions ²⁶	9	9	6	17	8	4	10	--	17	6	--
TOTAL ADMISSIONS	5,390	5,482	4,751	4,826	4,979	5,034	5,354	5,267	5,558	6,098	13.1%

Source: Justice Data Warehouse

²⁵ The rise in safe keeper placements in FY 2009 and FY 2017 was due in-part to placement of Linn County inmates as the result of jail flooding.

²⁶ Other Admissions – Other admission categories included prison admissions which did not fall under a particular admission category.

Table 5: New Prison Admission by Offense Type and Subtype²⁷

	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	%Change FY2008-FY2017
OFFENSE TYPE											
Drug	840	722	795	881	1,000	900	948	834	845	915	8.9%
Violent	846	803	920	911	923	920	981	967	928	1,047	23.8%
Property	966	828	944	993	1,016	1,008	1,100	941	1,070	1,015	5.1%
Public Order	520	507	537	586	568	540	533	500	481	539	3.6%
Other	126	112	121	114	113	149	140	153	169	145	15.1%
No Charge	0	0	1	0	0	0	1	0	0	0	--
TOTAL	3,298	2,972	3,318	3,485	3,620	3,517	3,703	3,395	3,493	3,661	11.0%
OFFENSE SUBTYPE											
Alcohol	23	29	46	63	68	63	56	60	49	37	60.9%
Arson	31	13	20	24	21	27	26	24	20	25	-19.4%
Assault	440	437	474	494	499	518	542	551	526	564	28.2%
Burglary	358	320	396	414	448	426	402	349	411	391	9.2%
Drug Offenses	840	722	795	881	1,000	900	948	834	845	915	8.9%
Flight/Escape	7	13	8	9	9	10	7	3	9	5	-28.6%
Forgery/Fraud	184	132	149	156	164	164	197	171	193	177	-3.8%
Kidnapping	22	24	9	9	11	6	17	12	18	16	-27.3%
Murder/Manslaughter	76	64	80	58	77	64	85	68	78	92	21.0%
OWI	271	283	299	304	289	228	229	216	202	221	-18.4%
Pimping/Prostitution	12	8	3	8	7	7	6	1	2	1	-91.7%
Robbery	48	46	71	67	50	56	67	69	71	90	87.5%
Sex Offenses	205	182	211	200	217	204	201	187	166	216	5.4%
Theft	355	308	330	336	341	343	418	352	388	368	3.7%
Traffic	89	66	77	76	72	90	79	64	70	66	-25.8%
Weapons	38	37	48	56	53	73	86	84	80	118	210.5%
All Other Offenses	299	288	302	330	294	338	337	350	365	359	20.1%
TOTAL NEW ADMITS	3,298	2,972	3,318	3,485	3,620	3,517	3,703	3,395	3,493	3,661	11.0%

Source: Justice Data Warehouse

²⁷ Figures may differ from previous reports due to recent corrections made in historical databases.

Table 6: New Admissions by Offense Class

											%Change
	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2008 – FY2017
OFFENSE CLASS											
A Felony	19	17	17	14	22	13	22	25	24	26	36.8%
B Felony	183	165	196	189	171	168	179	155	169	179	-2.2%
C Felony	852	701	812	825	894	829	913	813	828	876	2.8%
D Felony	1,417	1,299	1,448	1,447	1,501	1,507	1,551	1,433	1,473	1,529	7.9%
Other Felony	141	132	161	160	183	199	182	176	182	185	31.2%
Aggravated Misd.	663	638	655	823	823	775	825	766	786	837	26.2%
Serious Misd.	22	20	29	27	26	25	28	25	30	29	31.8%
Other Misd.	1	0	0	0	0	1	1	1	0	0	--
Blank	0	0	0	0	0	0	2	1	1	0	--
TOTAL NEW ADMITS	3,298	2,972	3,318	3,485	3,620	3,517	3,703	3,395	3,493	3,661	11.0%

Source: Justice Data Warehouse

Table 7: Prison Admissions: Actual and Projected²⁸

	New Admissions:		Readmissions:	
	#	% Change	#	% Change
ACTUAL				
FY2008	3,298	--	1,294	--
FY2009	2,972	-9.9%	1,152	-11.0%
FY2010	3,318	11.6%	1,188	3.1%
FY2011	3,485	5.0%	1,277	7.5%
FY2012	3,620	3.9%	1,294	1.3%
FY2013	3,517	-2.8%	1,465	13.2%
FY2014	3,703	5.3%	1,595	8.9%
FY2015	3,395	-8.3%	1,825	14.4%
FY2016	3,493	2.9%	1,971	8.0%
FY2017	3,661	4.8%	2,090	6.0%
FORECAST				
FY2018	3,788	3.5%	2,069	-1.0%
FY2019	3,712	2.0%	2,079	0.5%
FY2020	3,746	0.9%	2,175	4.6%
FY2021	3,764	0.5%	2,174	0.0%
FY2022	3,818	1.4%	2,305	6.0%
FY2023	3,890	1.9%	2,313	0.3%
FY2024	4,003	2.9%	2,386	3.2%
FY2025	4,050	1.2%	2,381	-0.2%
FY2026	4,052	0.0%	2,446	2.7%
FY2027	4,075	0.6%	2,507	2.5%

Source: Justice Data Warehouse

²⁸ For an explanation of forecast categories, please refer to the Forecasting the Prison Population section of this analysis.

APPENDIX III: Prison Release Populations

Table 8: Prison Releases by Release Reason

											% Change
	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2008-FY2017
To Parole	1,645	1,405	1,379	1,452	2,039	2,501	2,312	2,007	2,139	2,096	27.4%
To Work Release	1,283	1,095	1,261	1,222	1,248	959	1,192	1,332	1,511	1,658	29.2%
To OWI Facility	207	194	190	192	157	157	131	125	122	124	-40.1%
Expiration of Sentence	1,359	1,446	1,323	1,445	1,582	1,201	1,047	1,045	1,064	1,031	-24.1%
Other Violator	382	278	274	40	-	-	-	-	-	-	-
Escapes	-	1	-	-	1	1	-	-	-	-	-
Other Releases ²⁹	643	1,872	266	464	616	739	620	646	185	839 ³⁰	30.5%
Special Sentence	-	-	-	-	-	-	-	-	158	180	-
TOTAL RELEASES	5,519	6,291	4,693	4,815	5,643	5,558	5,302	5,155	5,179	5,928	7.4%
Ratio paroles: expirations	1.2	1.0	1.0	1.0	1.3	2.1	2.2	1.9	2.0	2.0	--

Source: Justice Data Warehouse

²⁹ Other releases include those offenders released via shock probation.

³⁰ The majority of offenders identified as other releases exited prison in FY 2017 via return to sending jurisdiction (359) and work unit transfers from county jail contracts (311).

APPENDIX IV: LOS for Release Cohorts

Table 9: Inmate Mean Length-of-stay for Offenders Exiting Prison (In Months), by Fiscal Year

	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	% Change FY2008– FY2017
NEW ADMISSIONS											
*No Parole ³¹ - Murder-2nd	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	--
*No Parole - Other Class B	210.0	210.0	210.0	210.0	210.0	210.0	210.0	184.0	149.9	142.2	--
*No Parole - Class C	84.0	84.0	84.0	84.0	84.0	84.0	84.0	82.5	83.4	71.2	-15.2
*No Parole - Habitual Class C	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	--
B Felony Persons	108.9	86.1	109.4	123.5	131.8	108.0	101.6	106.0	132.0	90.2	-17.2%
B Felony Non-Persons	40.3	36.5	42.8	38.6	39.0	40.5	34.7	36.9	33.5	26.9	-33.2%
B Felony Sex	124.5	158.2	138.1	152.3	174.6	157.3	172.8	209.1	274.5	247.3	98.6%
C Felony Persons	46.2	44.5	47.6	43.7	47.1	38.0	45.0	37.5	38.2	38.9	-15.8%
C Felony Non-Persons	21.3	21.8	24.7	23.3	23.4	21.8	18.7	17.6	19.5	17.4	-18.3%
C Felony Sex	53.9	57.5	59.7	64.0	66.7	63.5	66.5	63.4	58.2	64.7	20.0%
D Felony Persons	19.3	21.0	22.0	20.6	21.2	16.9	17.0	15.3	16.6	15.4	-20.2%
D Felony Non-Persons	13.3	14.1	14.6	14.5	13.5	12.2	11.2	11.5	11.7	11.3	-15.0%
D Felony Sex	31.5	35.2	31.5	36.8	31.7	33.0	32.0	24.1	30.5	29.9	-5.1%
Other Felony ³²	46.9	44.9	39.6	39.7	43.8	38.2	40.6	38.3	32.0	48.6	3.6%
Other Felony Non-Persons	38.8	41.8	39.1	36.4	41.2	35.2	36.3	36.1	29.2	38.4	-1.0%
Other Felony Persons	444.8	430.9	80.7	NA	247.1	314.7	489.8	471.2	472.4	354.4	-20.3%
Other Felony Sex	17.7	39.8	NA	409.8	109.3	NA	NA	45.1	39.2	52.3	195.5%
Agg Misd Persons	9.9	10.5	9.5	9.0	8.7	8.6	8.3	8.4	8.7	9.0	-9.1%
Agg Misd Non-Persons	7.6	8.0	7.9	6.9	7.0	7.1	6.6	7.1	7.0	6.4	-15.8%
Agg Misd Sex	14.2	12.5	11.5	13.5	12.9	11.9	12.9	8.6	8.3	15.0	5.6%
Serious Misd	6.4	12.4	6.4	6.9	7.3	6.2	6.9	10.6	5.9	7.3	14.1%
Drunk Driving Initial Stay	5.7	6.6	5.6	8.0	7.5	6.1	3.9	5.2	5.3	5.8	1.7%
TOTAL AVERAGE	21.2	22.4	23.5	21.5	23.2	21.5	19.5	20.2	21.1	21.7	--

Source: Justice Data Warehouse

³¹ “No parole” groups marked with an asterisk (*) reflect sentences under §902.12 or §901A, effective for persons committing certain violent crimes after July 1, 1996. Time served from 2008-2017 denotes expected LOS unless there have been actual releases in those categories.

³² Other felony groups tend to include sentencing enhancements.

Table 10: Inmate Mean Length-of-stay for Offenders Exiting Prison (In Months), by Fiscal Year Cont...

	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	% Change FY2008- FY2017
READMISSIONS											
B Felony	21.3	31.1	30.3	27.8	31.2	26.2	22.7	12.3	15.7	12.7	-40.4%
C Felony	12.9	16.0	15.4	17.6	16.2	13.7	12.5	10.0	10.5	10.0	-22.5%
D Felony	9.9	9.9	10.6	11.6	10.3	8.8	8.5	7.7	8.2	7.8	-21.2%
Other Felony	25.8	23.5	26.3	25.4	26.0	20.2	7.4	12.8	15.0	16.8	-34.9%
Drunk Driving Returns	10.7	9.9	10.0	12.4	10.3	8.3	7.3	6.6	7.3	6.3	-41.1%
Special Sentence Returns	-	-	-	-	-	-	-	6.5	17.2	20.6	--
All Misdemeanors	6.5	5.8	6.4	5.0	9.0	5.9	5.8	10.7	7.3	5.8	-10.8%
TOTAL AVERAGE	11.3	11.7	13.6	13.6	13.9	11.7	9.9	10.3	10.7	9.8	--

Source: Justice Data Warehouse

APPENDIX V: Probation Populations and Revocations Information

Table 11: Percentage of Probation Population Revoked

Fiscal Year	Probation Population	Probation Revocations	% Revoked	Rate of Revocation
FY2008	22,334	1,347	6.0%	17:1
FY2009	22,433	1,189	5.3%	19:1
FY2010	21,329	1,348	6.3%	16:1
FY2011	21,463	1,534	7.1%	14:1
FY2012	21,698	1,508	6.9%	14:1
FY2013	21,597	1,497	6.9%	14:1
FY2014	21,739	1,655	7.6%	13:1
FY2015	21,947	1,567	7.1%	14:1
FY2016	20,970	1,629	7.8%	13:1
FY2017	20,510	1,614	7.9%	13:1

Source: Justice Data Warehouse

APPENDIX VI. Prison Population Demographics

Table 12: Prison Population Demographic Trends³³

	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	% Difference FY2008- FY2017
RACE											
Caucasian	65.7%	64.8%	65.0%	64.7%	64.5%	64.6%	64.7%	65.3%	65.3%	65.7%	0.0%
African-American	25.2%	25.7%	25.4%	25.9%	26.2%	26.1%	26.0%	25.5%	25.3%	25.1%	-0.1%
Asian/Pacific Islander	0.8%	0.9%	0.9%	0.8%	0.9%	0.9%	0.8%	0.8%	0.8%	0.8%	0.0%
Native American/Alaskan	1.5%	1.8%	1.8%	1.9%	1.8%	1.7%	1.8%	1.7%	1.5%	1.6%	0.1%
Other	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Hispanic ³⁴	6.6%	6.8%	6.8%	6.7%	6.6%	6.7%	6.8%	6.7%	7.0%	6.8%	0.2%
Unknown	0.3%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	-0.3%
SEX											
Male	91.3%	92.1%	91.8%	92.2%	91.8%	92.4%	92.4%	91.7%	91.8%	91.2%	-0.1%
Female	8.7%	7.9%	8.2%	7.8%	8.2%	7.6%	7.6%	8.3%	8.2%	8.8%	0.1%
AGE											
17 and Under	0.2%	0.2%	0.2%	0.2%	0.1%	0.2%	0.1%	0.0%	0.0%	0.1%	-0.1%
18-20	4.8%	5.0%	5.4%	5.1%	4.9%	4.7%	4.3%	2.7%	2.4%	3.3%	-1.5%
21-25	17.5%	17.4%	17.3%	17.6%	17.3%	18.2%	17.6%	16.4%	15.6%	16.2%	-1.3%
26-30	17.4%	17.7%	17.1%	16.8%	16.6%	16.2%	16.4%	17.4%	18.1%	17.9%	0.5%
31-35	14.2%	13.9%	14.0%	14.8%	14.8%	14.9%	15.9%	15.4%	15.8%	15.9%	1.7%
36-40	13.1%	12.4%	12.3%	11.7%	11.2%	11.0%	11.1%	12.6%	13.1%	13.0%	-0.1%
41-50	21.8%	21.8%	21.3%	21.1%	20.8%	20.4%	19.4%	18.6%	17.8%	17.3%	-4.5%
51-60	7.9%	8.8%	9.3%	9.7%	10.7%	10.2%	10.8%	12.1%	12.3%	11.4%	3.5%
61-70	2.1%	2.3%	2.4%	2.5%	2.8%	3.3%	3.4%	3.5%	3.7%	3.8%	1.7%
71-80	0.4%	0.4%	0.5%	0.6%	0.6%	0.7%	0.9%	1.1%	1.0%	1.0%	0.6%
81+	0.1%	0.1%	0.1%	0.0%	0.1%	0.1%	0.1%	0.2%	0.2%	0.2%	0.1%
Unknown	0.6%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	-0.6%
TOTAL	8,618	8,453	8,602	8,787	8,333	8,078	8,119	8,188	8,196	8,371	--

Source: Justice Data Warehouse and Iowa Department of Corrections

³³ Prison population demographic data reflect offender information on June 30th of each fiscal year.

³⁴ In this display of data, Hispanic is identified as a mutually exclusive race category.