



The Correctional Policy Project

Iowa Prison-Population Forecast
FY 2021 - FY 2031

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December 2021



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.

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The staff of CJJP would like to thank the Iowa Department of Corrections for providing information on current and planned prison population data and capacities.

EXECUTIVE SUMMARY

The Iowa Prison-Population Forecast prepared by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP), has been developed to assist the Iowa Department of Corrections (IDOC) along with the executive and legislative branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population.

Findings

- **Current prison population (as of June 30, 2021):**
 - Iowa's prison population was 7,743 inmates, an increase of 169 (2.2%) since June 30, 2020, which remains low in part due to the ongoing pandemic.
 - Prisons were overcapacity by 10.7%.
 - 92.4% of the prison population were male and 7.6% were female.
- **One year changes - FY 2020 to FY 2021:**
 - New admissions to prison decreased 27.1% (3,085 to 2,248).
 - Probation revocations decreased 28.7% (1,617 to 1,153).
 - Non-probation revocations decreased 37.2% (2,009 to 1,262).
- **Forecasted prison population:**
 - The short-term forecast predicts an increase in the prison population from 7,743 inmates on June 30, 2021 to 8,051 on June 30, 2022; an increase of 308 inmates (4.0%).
 - The long-term forecast predicts the population will increase to 9,310 inmates (20.2%) by the end of FY 2031, resulting in overcapacity of 33.1%.
- **Parole:**
 - Over the past 10 years:
 - the number of individuals served on parole has increased 20.5% (from 5,658 to 6,817),
 - releases from prison to parole have decreased by 20.8% (2,039 to 1,614),
 - the number of parole revocations have increased 28.8% (562 to 724).
- **Special sentence:**
 - Over the last 10 years, there has been a 163.2% increase in individuals serving special sentences in the community (649 to 1,708). This number is projected to continue to steadily increase over the next decade.
 - From FY 2012 to FY 2021, admissions for special sentence increased 23.6% (89 to 110).
- **New admissions to prison:**
 - Admissions have decreased over the past 10 years; from FY 2012 to FY 2021, they decreased 37.9% (3,620 to 2,248).
 - New admissions for methamphetamine were more prevalent compared to marijuana, cocaine, heroin, and prescription drugs in FY 2021 (647, 108, 43, 17, and 17, respectively).
 - New admissions are projected to increase from 2,248 in FY 2021 to 3,090 in FY 2031.
- **Return admissions to prison:**
 - Returns have decreased 5.8% from FY 2012 to FY 2021 (1,294 to 1,219).
 - Parole returns have increased 2.4% over the same period from 664 to 680.
- **Average Length-of-Stay:**
 - From FY 2012 to FY 2021, the average time served for released inmates who were admitted as a new admission, increased from 23.2 months to 27.6 months (19.0%).
 - Average length-of-stay (ALOS) for prison returns decreased 1.4% over the past 10 years, from 13.9 months to 13.7 months.

- **Demographics (FY 2016-FY 2021)**

- In FY 2021, 64.2% of the prison population were White, 25.4% Black, 7.1% Hispanic, 2.3% Native American or Alaskan, and 1.0% Asian or Pacific Islander.
- From FY 2016 to FY 2021, admissions for Whites and Blacks decreased 37.4% and 40.5%, respectively.
- Releases for Whites and Blacks increased 39.0% and 44.7%, respectively.

Recommendations

There are several actions, which if taken, would alter the prison population forecasted in this report, including, but not limited to:

- Investigation of institutional and community-based programming to mitigate and divert revocations of individuals in the community. The Justice Advisory Board (JAB) has identified community-based corrections and alternatives to incarceration as a priority, along with mental health for those in the criminal justice system¹. The goals associated with these two priorities include:
 - Reduce entry and revocation to prison by ensuring effective alternative services and strategies are available in community-based corrections.
 - Evaluate risk assessment tools to determine the overall effectiveness and the accuracy for all races.
 - Identify people who need mental health care and provide appropriate services and placement for them in the juvenile and criminal justice system.
 - Provide safe treatment and living conditions for those with mental health needs within the juvenile and criminal justice system.
 - Continue to advocate for legislation to appropriately reduce the prison population. The JAB recommends to equalize the quantity for each class level and sentence for crack and powder cocaine, so that fewer Blacks are incarcerated for longer periods of time than Whites. In addition, the JAB will continue the work of the Public Safety Advisory Board (PSAB) and study mandatory minimum sentences and its impact on Blacks, along with the effectiveness of the special sentence.
- Review policy and practices regarding COVID-19, and determine how they may have impacted admissions and releases. IDOC may want to consider a more in-depth review of the impact of COVID-19 in order to better assess improved resources, services, and outcomes. Various practice changes could assist in limiting prison admissions in the future.
- Investigate racial disparity in juvenile waivers to adult court and the impact they might have on the prison population. This could include working with the Juvenile Justice Advisory Council (JJAC) and the JAB.
- IDOC and CJP should expand their research partnership for predictive analytics for prison releases and returns. Expanding this initiative will assist in determining the likelihood and potential reduction of recidivism.

¹<https://humanrights.iowa.gov/sites/default/files/media/2021%20Annual%20Update%20of%20JAB%203-Year%20Plan.pdf>

INTRODUCTION

This is the 30th Iowa Prison-Population Forecast prepared by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP), which 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 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 laws, policies and procedures. As these are modified, different results can be anticipated in future forecasts, but it is important to note that it can take several years for legislative changes to have an effect and to be reflected in the data. It is possible that legislative modifications enacted in the recent past are not accounted for in current projections.

The prison forecast is one of several tools which inform the Iowa Department of Corrections (IDOC) and Board of Parole (BOP) concerning expected prison growth. The forecast is a guide for programmatic and policy changes to improve outcomes for incarcerated individuals. To-date, there have been several efforts by state government officials, IDOC, and policy makers to help ensure that prison populations do not reach their forecasted growth figures.

The current report utilizes data obtained from Iowa's Justice Data Warehouse (JDW). The JDW is a central repository of key criminal and juvenile justice information from the Judicial Branch Case Management System and information from the Iowa Correctional Offender Network (ICON). 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.

On March 14th, 2020, a state order postponed jury trials and permitted all parties to a case to appear via teleconference, holding only emergency cases in person. On July 9th, 2020 a list of mitigation measures was released for resuming in-person judicial business. Jury trials were set to begin September 14th, 2020, with teleconferencing permitted for certain juvenile cases. As cases increased in Iowa through the fall, the Iowa Supreme Court issued an order on November 10, 2020 postponing pending jury trials until after February 1st, 2021, and extending the speedy trial deadline from 90 days to 120 days for those in custody and 180 days to those not in custody.² An order issued November 24, 2020, established policies and procedures for the use of videoconference, electronic, and other tools to process some cases, such as first appearances, sentencing, civil court, and family court, without in-person contact. This order has been extended. Full in-person proceedings will not begin until January 1, 2022.

COVID-19-Related Changes in Iowa Department of Corrections Policy and Procedure

The IDOC reports that on June 30th, 2020, the final prison population was 7,569 inmates. This was the lowest prison population observed within the last two decades, with comparable prison populations of 7,646 last observed in FY 2000. The prison population reduction experienced in FY 2020 was due to a multitude of factors, including the pandemic.

Declines in the prison population were due, in part, to both the efforts of Correctional officials, the Board of Parole (BOP), as well as inadvertent changes to justice system operations, as a result of the pandemic. The overall reduction in the prison population resulted in the ability for Iowa prisons to create space, necessary for large quarantine areas, should a facility experience an outbreak of COVID-19. While space creation within prisons is necessary to reduce the spread of the virus, it is important to note that social distancing is challenging in a correctional setting, particularly amongst facilities with shared cells. The following include a list of some of the critical steps that were taken to successfully mitigate COVID-19 spread within Iowa prisons.

² <https://www.iowacourts.gov/iowa-courts/covid-19-information-and-updates/>

- *Pausing Prison Admissions:* In April and May, 2020, the Iowa Medical and Classification Center (IMCC), the IDOC's intake facility, suspended prison admissions. Admissions were suspended for a multitude of reasons including but not limited to: high rates of COVID-19 infection amongst already incarcerated inmates and widespread community contagion present amongst those awaiting in jail to be admitted to prison.
- *Identifying the Best Candidates for Release Consideration:* In March, 2020, the IDOC created eight tiers of data which helped correctional facilities in various capacities bolster release planning efforts for individuals considered appropriate for release consideration. This data was updated and provided to staff daily to help assist correctional officials in identifying those who may be most appropriate for release consideration during the height of the pandemic. This activity was bolstered when the IDOC launched a "Release Candidate" dashboard in May 2021, with a multitude of information and functionality, allowing Correctional staff an additional tool to identify appropriate candidates for release consideration.
- *Creating Technological Infrastructure to Monitor COVID-19:* The IDOC also created a Medical Management dashboard to help better identify, track and report COVID-19 related statistics including virus test results, inmate results, and vaccination records. The Medical Management dashboard's immediate function was to produce data and statistics on COVID-19, however, can be modified in the future to monitor other types of contagious disease.
- *Creating Information Exchanges to Better Communicate Health-Related Information to Medical Staff:* In collaboration the State Hygienic Lab and ATG, a third party vendor who helps manage IDOC's administrative databases, the IDOC created a data exchange allowing for integration of COVID-19 testing and test results. This exchange was critical, as during the height of the pandemic, there were instances where entire units and facilities experienced testing to determine how widespread COVID-19 might be. Medical staffing was depleted, as the need for inmate medical treatment rose. The manual entry of testing information historically took time from IDOC's medical staff, however, since the implementation of this health exchange, the testing and observation of the results were streamlined.
- *Development of a Mitigation Policies and Practices:* The IDOC also worked cross-collaboratively with the Iowa Department of Public Health (IDPH) during the pandemic seeking guidance and direction on policies and practices. Over the course of the pandemic, guidance changed as the situation evolved. Therefore, strategies continued to evolve to best meet the needs of the incarcerated population, staff, and the agency.
- *BOP Enhanced Review Efforts to Accelerate Release of Those Determined to be Appropriate:* During the pandemic, the BOP understood the need the IDOC had for prison population reductions, acknowledging the importance of creating space for the medical quarantining of sick, incarcerated individuals. In April, 2020, the BOP began conducted double panels to review cases proposed for parole and work release consideration. The intent of the double panels was to accelerate the volume at which appropriate individuals were reviewed and released, while still maintaining the high quality integral review performed by the BOP as part of standard practice. From April, 2020, through June 30th of 2021, the BOP reviewed approximately 15,504 cases, with about 56% resulting in an approval to release decision. Additionally, BOP worked with the IDOC to have staff initiate reviews of certain incarcerated individuals, for those deemed vulnerable.

- *Community-Based Corrections Population Management and Public Safety Strategies:* During the height of the pandemic, the IDOC also worked cross-collaboratively with Community-Based Corrections (CBC) to develop interim supervision strategies for individuals under their supervision. In an attempt to reduce the risk of viral transmission between correctional facilities and the community, and to best conserve resources and essential staff, the goal was to limit arrests, technical revocations, and subsequent incarceration to only what is necessary for public safety. These strategies were also appropriate during periods where reductions of jail, Courts, and treatment options were observed.

The IDOC continues their efforts to mitigate the spread of COVID-19. As of September, 2021, IDOC had vaccinated nearly 6,340 individuals and currently, about 70% of Iowa’s incarcerated population has been vaccinated.

Terminology

- **New admissions:** New admissions include court-ordered commitments and probation revocations.
- **Returns:** Returns include all incarcerated individuals who had one or more prior, unsuccessful conditional release on their current commitment, including those revoked from Operating While Intoxicated (OWI) facility placement. Length-of-stay for this category is defined as the time served in prison from the last admission (or return) to release (which may be parole, work release, expiration of sentence, etc.). Please note that, while this category is labeled “returns,” it includes some individuals who were not previously incarcerated; examples include those convicted of an OWI who were directly placed in community-based OWI treatment facilities but were later revoked.
- **Active-at-end (AAE):** AAE counts are point-in-time estimates of the number of prisoners, parolees, or probationers in Iowa. AAE estimates throughout this report refer to samples drawn at the end of the state fiscal year (i.e. June 30 at 12:00:00 AM).
- **Most-serious offense or supervision status:** The Justice Data Warehouse (JDW) uses a hierarchical system of business rules to organize information according to severity, displaying the most-serious offenses, offense types, sub-types, supervision statuses, etc. which are used throughout this report when a supervised individual has multiple offenses or supervision statuses.
- **Projected prison admissions:** Projections are accomplished through Auto-Regressive Integrated Moving Average (ARIMA) modeling with adjustments based on knowledge of recent law and conviction changes that may not yet be reflected in observed trends. This is accomplished through analysis of historical prison admissions data, obtained from the Iowa Corrections Offender Network (ICON) and JDW, and felony charges and convictions from the JDW. Projected admissions are made for various offense classes and types of offenses (e.g., Class C 70%, Class C violent non-sex, Class C sex, and Class C non-violent) in two separate categories (new admissions and returns).
- **Average length-of-stay (ALOS):** This estimate is calculated utilizing correctional data extracted from the JDW for individuals who are released from prison. Estimates of ALOS are made for the most serious offense classes and types of offenses in two separate categories of admission type (new admissions and returns).
- **Projected releases:** Projected releases of individuals 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.

METHODS

Iowa's Forecasting Model

This analysis used Autoregressive Integrated Moving Average (ARIMA) modeling to perform prison-population forecast analysis. ARIMA modeling constitutes “a class of statistical models for analyzing and forecasting time series data.”³ The ARIMA models in this report take the difference between consecutive, lagged time points to forecast 10 non-stationary future time points. 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.* Projections are accomplished through ARIMA modeling, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends. This is accomplished through analysis of historical prison admissions data, obtained from the ICON and JDW, and felony charges and convictions from the JDW. Projected admissions are made for various offense classes and types of offenses (e.g., Class C 70%, Class C violent non-sex, Class C sex, and Class C non-violent) in two separate categories described below (new admissions and returns). Sex offenders have been a separate category since FY 2006, in part because they tend to serve higher percentages of their sentences than other inmates.
- *Projected average length-of-stay (ALOS).*⁴ This projection is calculated utilizing correctional data extracted from the JDW for individuals who are released from prison. Projections for ALOS are made for the most serious offense classes and types of offenses in two separate categories in subsequent sections. These estimates are also categorized by admission type (new or return).
- *Projected releases of individuals 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 previous reports, using two different calculations based upon the inmate group:
 - The average length of time inmates with mandatory terms have served;
 - The average length of time served prior to release.

Prison admissions and ALOS data are analyzed within two broad categories based on the type of prison admission: new admissions and returns. A point-in-time estimate of the prison population – Active-At-End (AAE) is the third component.

Admissions are further categorized by whether or not the most serious 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.

Due to the current pandemic and impact on trends to the criminal justice system, CJJP reviewed adult court convictions and prison admissions for the impacted time frame, and compared to the same time frame a year ago. Based on the percent changes observed, the ARIMA models were smoothed to better accommodate for these more recent trends. The 2021 forecast does result in a modest increase, but less than the prior year.

³ <https://machinelearningmastery.com/arima-for-time-series-forecasting-with-python/>

⁴ Regarding ALOS 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.

Benefits of Forecasting

- To estimate the number of individuals 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.

Forecasting Assumptions

- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and the length-of-stay of inmates will return to previous trends once the pandemic is under control. It is further assumed that the data provided as measurements of these phenomena accurately reflect actual conditions.
- It is assumed there will be minimal legislative changes in the state criminal code and criminal procedures during the projection period.
- It is assumed there will be minimal changes in judicial sentencing, parole board release policies, or probation/parole revocation policies and practices during the projection period.

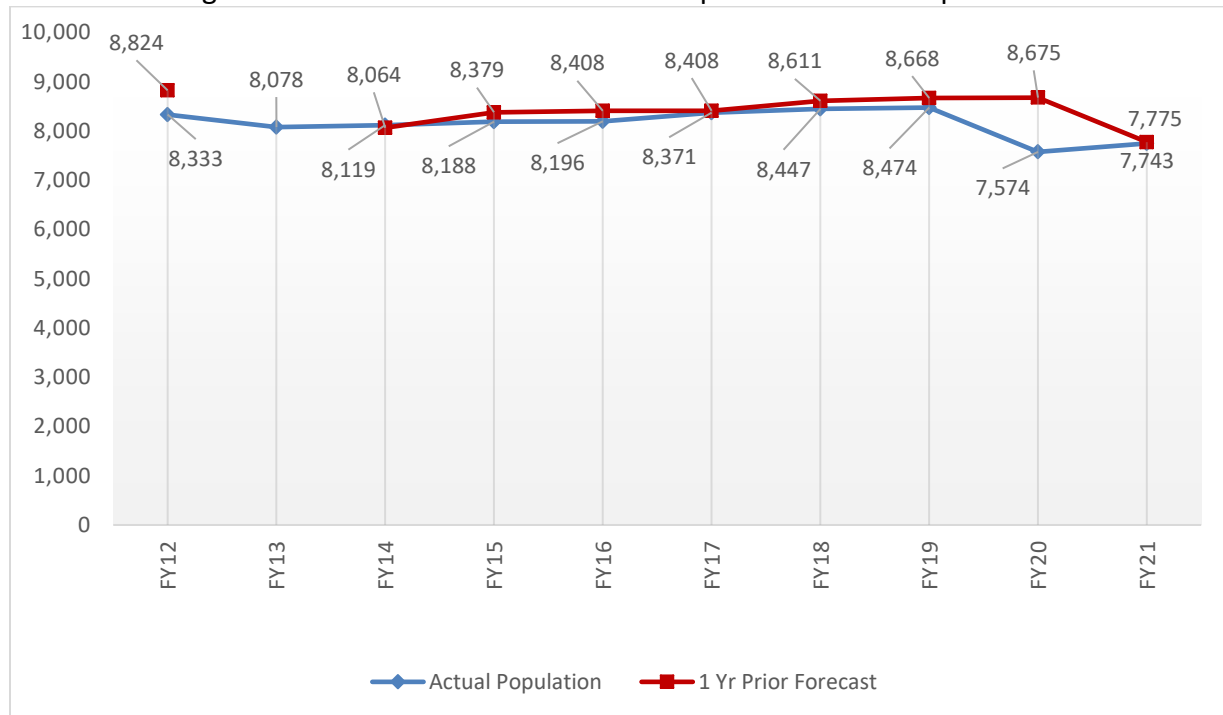
It is important to note that there may be slight discrepancies in findings and figures reported by the Prison Forecast, Iowa Department of Corrections (IDOC), and the Board of Parole. These variations are attributable to several factors, including but not limited to, changes within ICON and the JDW at the time of data extraction, variations in data parameter reporting, and variation in prison population estimates. Prison forecast analysis requires AAE case-level data. IDOC largely reports population estimates, using averages over the course of a year.

FORECASTED POPULATION AND CAPACITY

Accuracy of Historic Forecasts

With the exception of the unforeseen pandemic in 2020, the one-year prison population projections have been consistently accurate. Last year's projection was very precise. The FY 2021 prison population of 7,743 was very close to last year's projection of 7,775 (Figure 1; Appendix I, Table 4). It appears that the systemwide pandemic-related changes in policy and procedure, that went into effect in 2020, have shown lingering effects on the justice system. The prison population has not yet normalized to pre-pandemic levels. Since the last forecast, new prison admissions decreased by 837 and returns decreased by 1,102 (Appendix II, Table 5). Figure 1 shows prison forecast estimates for the past 10 fiscal years and highlights the accuracy of the short-term projections with the exception of FY 2020 when the pandemic hit.

Figure 1: Prison Forecast Estimates Compared to Actual Population⁵



Source: Prison Forecast Estimates and Justice Data Warehouse

Short-Term Projection

The pandemic continues to have an effect on the prison population. The population only increased by 169 inmates from FY 2020 to FY 2021 (Appendix VI, Table 14). It is difficult to know when the effects of the pandemic will end, and without legislation or more lasting policy/procedural change, it is unknown whether the prison population will eventually return to pre-pandemic levels.

Iowa's prison population is projected to increase 4.0% from 7,743 inmates on June 30, 2021, to 8,051 inmates on June 30, 2022. This will exceed capacity⁶ by about 1,058 inmates, or by 15.1% (Appendix I, Table 1).

⁵ There was a resource issue in FY 2012, therefore no forecast information is available.

⁶ In August 2016, the IDOC established a principle 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.

Long-Term Projections

If current criminal behaviors and justice system trends, policies, and practices continue, Iowa's prison population is projected to increase from 7,743 inmates on June 30, 2021, to an estimated 9,310 inmates on June 30, 2031, or by 20.2% over the ten-year period (Figure 2; Appendix I, Table 1).

Prison Capacity – Male and Female Inmates

In FY 2022, female inmates are projected to be 21.3% undercapacity, while male inmates are projected to be at 19.7% overcapacity (Appendix I, Tables 2 and 3).

The current forecast suggests that the female population will increase by 20.1% over the next ten years, reaching 704 inmates in FY 2031 (9.0% undercapacity; Appendix I, Table 2). The population of male inmates is expected to increase by 20.2%, reaching 8,606 inmates in FY 2031 (38.4% overcapacity; Appendix I, Table 3).

Figure 2: Actual and Projected Number of Total Inmates and Prison Capacity

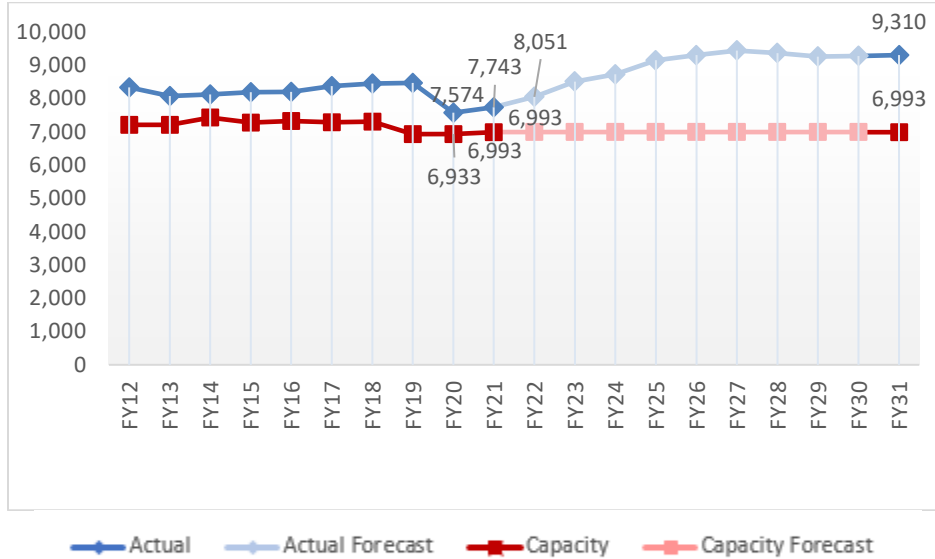
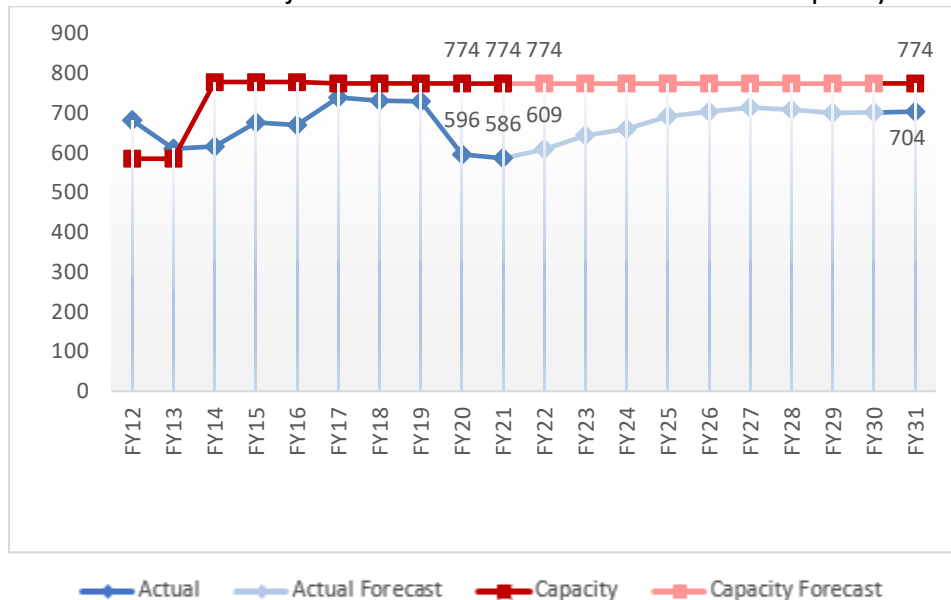
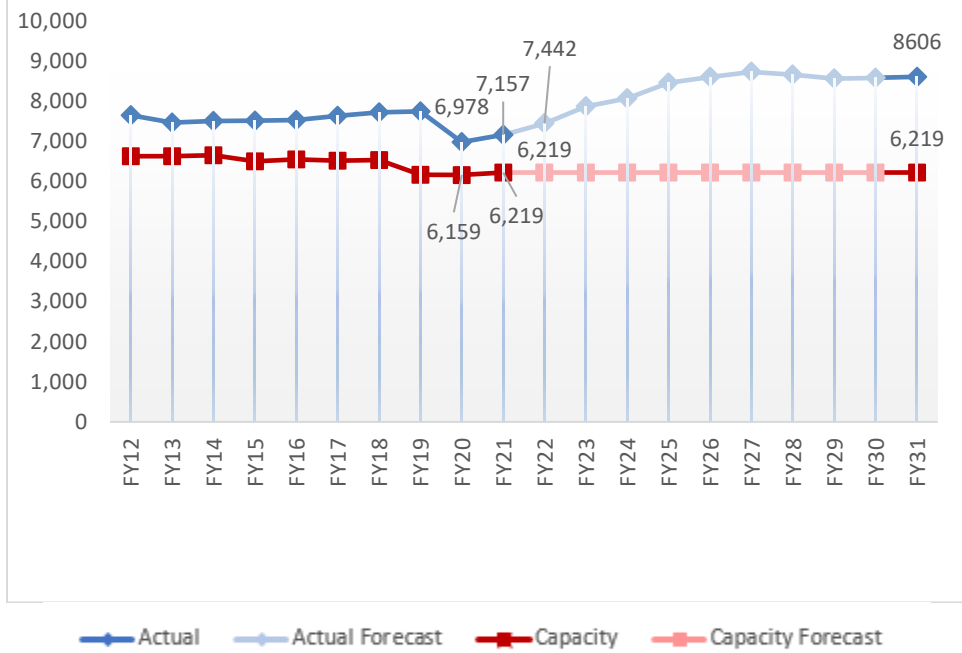


Figure 2a: Actual and Projected Number of Inmates and Prison Capacity: Females



Source: Prison Forecast Estimates

Figure 2b: Actual and Projected Number of Inmates and Prison Capacity: Males



Source: Prison Forecast Estimates

ADMISSIONS AND RETURNS

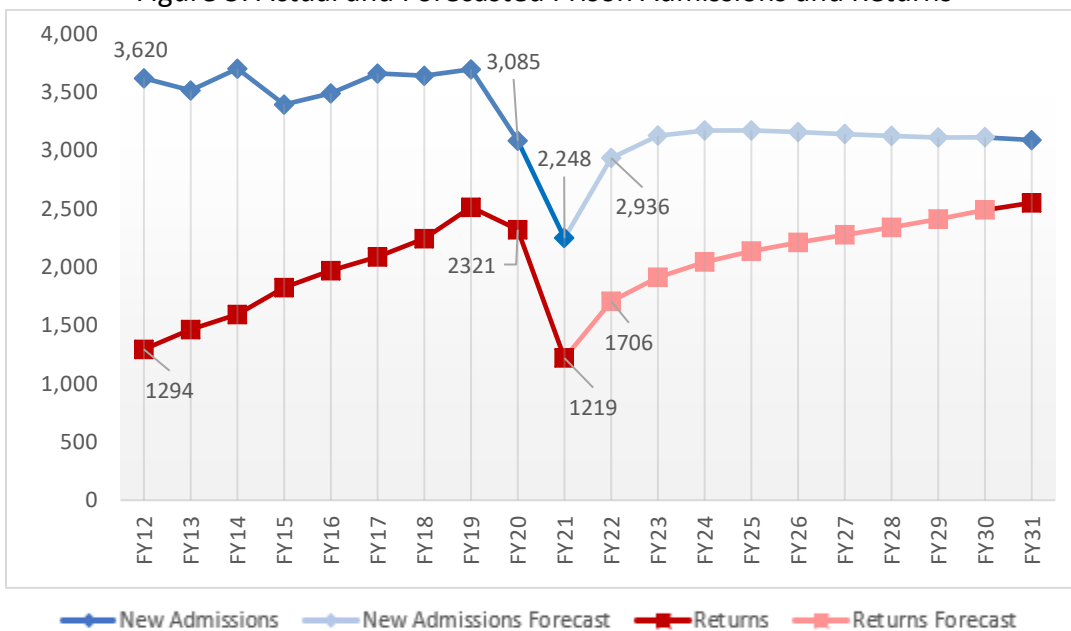
New prison admissions and prison returns are expected to increase following the pandemic, but to what extent is unknown. One-year new admissions to prison have decreased by 27.1% from 3,085 to 2,248. One-year returns decreased 47.5%, from 2,321 to 1,219.

New prison admissions decreased 37.9% from FY 2012 to FY 2021 (3,620 to 2,248; Appendix II, Table 5). Prison returns decreased 5.8% from FY 2012 to FY 2021 (1,294 to 1,219; Appendix II, Table 5). Figure 3 shows the changes in new admissions and returns over the last 10 years, as well as the projections for the next ten years.

Among returns, the following types increased over the ten-year period (Appendix II, Table 5):

- Parole returns, 2.4%, and
- Special sentence returns, 23.6%.

Figure 3: Actual and Forecasted Prison Admissions and Returns

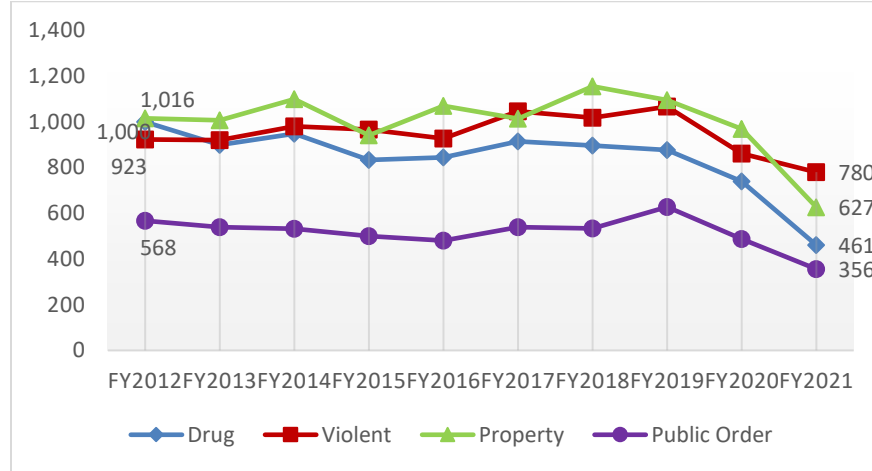


Source: Prison Forecast Estimates

OFFENSE TYPE

Of the 2,248 new admissions to prison in FY 2021 (Figure 4; Appendix II, Table 6), 34.7% were violent offenses, 27.9% were property offenses, 20.5% were drug offenses, 15.8% were public order offenses, and 1.1% were other.

Figure 4: FY 2012 to FY 2021 New Prison Admissions by Offense Type



Source: Justice Data Warehouse

From FY 2012 to FY 2021, new admissions for all offense types have decreased (Appendix II, Table 6):

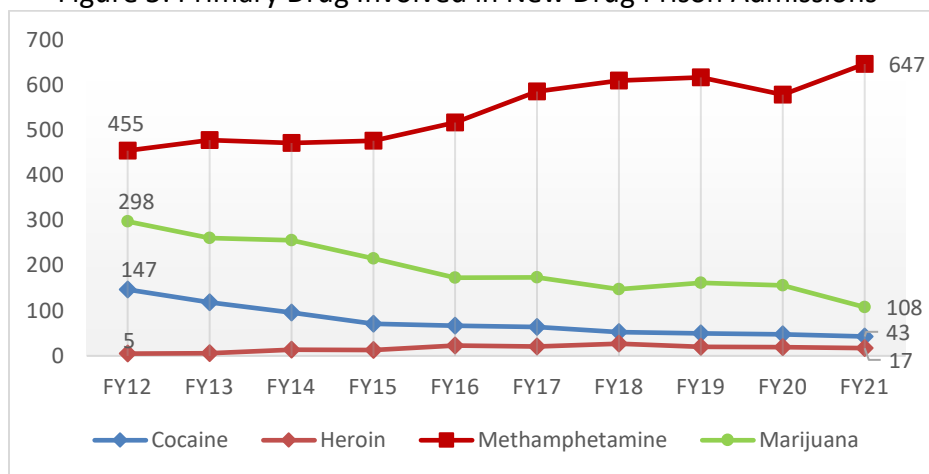
- drug offenses, 53.9%,
- property offense, 38.3%,
- public order offenses, 37.3%, and
- violent offenses, 15.5%.

Drug Offenses

Within the last decade, prison admissions for a most serious drug offense have decreased by 53.9% (Appendix II, Table 6). As time passes, it is more evident that admissions for drug offenses are related to the manufacture and trafficking of methamphetamines (Figure 5, Appendix VIII, Table 17). According to the “2021 Iowa Drug Control Strategy & Drug Use Profile Report” issued by the Governor’s Office of Drug Control Strategy, there were 647 admissions for a most serious drug conviction for methamphetamine in FY 2021, an increase of 42.2% over the past decade. While there are only a very small number of prison admissions with a most serious heroin offense, an increase from 5 to 17 has been observed for heroin over the past decade. During the same period, there have been decreases in the number of prison admissions with a most serious drug of cocaine, marijuana, or prescription (Appendix VIII; Table 17).

One continued opportunity for change lies in the response to drug crimes. Drug sentences should continue to be examined to determine whether those convicted and committed to prison for drug offenses could be more effectively rehabilitated elsewhere (e.g. community and inpatient treatment programs) or committed to prison for shorter periods of time.

Figure 5: Primary Drug Involved in New Drug Prison Admissions⁷



Source: Justice Data Warehouse

As reported in prior forecasts, additional opportunities for change includes continued examination of modifications of powder and “crack” cocaine sentences. During FY 2017, the Legislature enacted SF445⁸ (passed in 2016) 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 individual 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. The JAB is recommending to correct the remaining inequity.

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

⁸<https://www.legis.iowa.gov/legislation/BillBook?ga=87&ba=SF445>

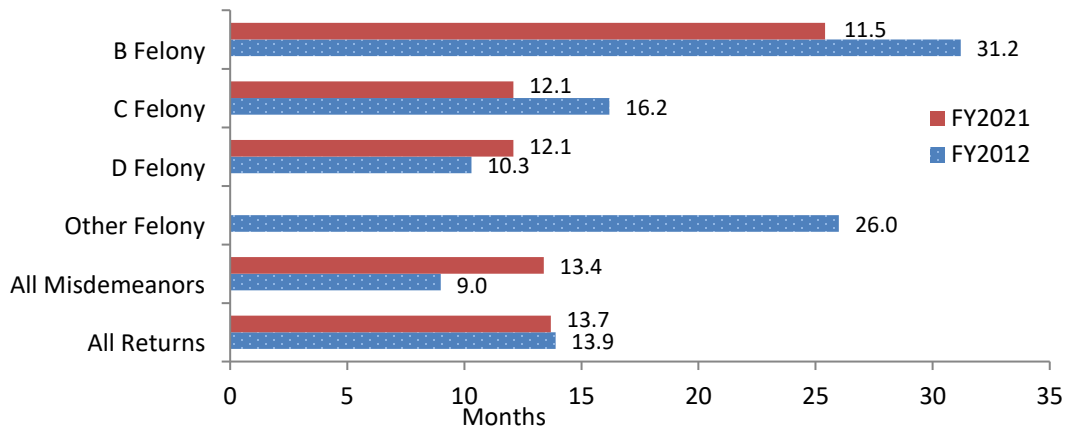
AVERAGE LENGTH-OF-STAY (ALOS)

Offense Class

From FY 2012 to FY 2021, the average time served for released inmates, identified as new admissions, increased from 23.2 months to 27.6 months (19.0%; Appendix IV, Table 10). Caution should be used when reviewing percent changes as some categories could have low numbers (e.g. B Felony Sex).

Since FY 2012, ALOS decreased 1.4% for returns (Appendix IV, Table 11). Decreases for B Felony and C Felony crime categories were observed, with increases in ALOS for D Felony and all Misdemeanor crime categories in FY 2021 (Figure 6). 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.

Figure 6: Average Length-of-Stay for Returns in Months by Class, FY 2012 and FY 2021



Source: Justice Data Warehouse

Mandatory Minimum Sentences

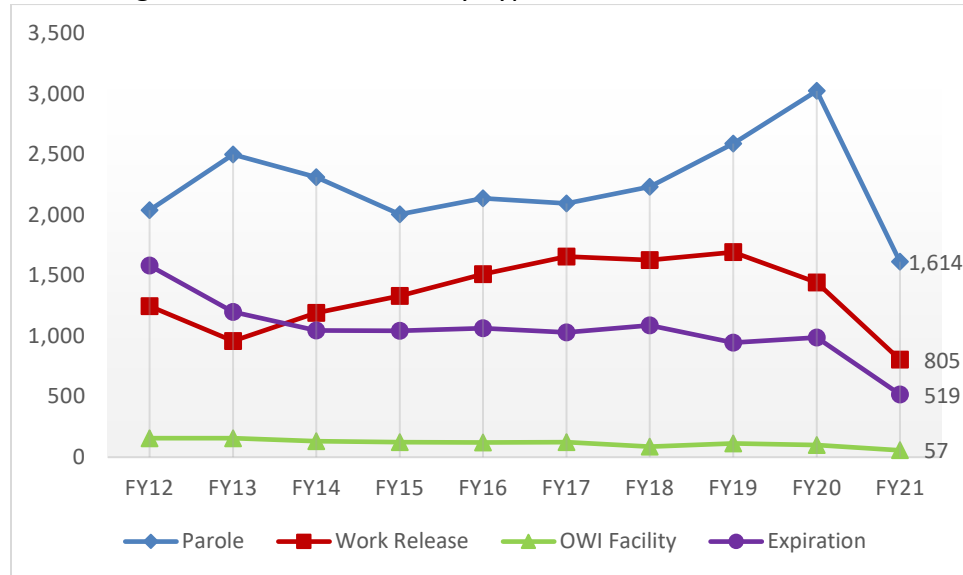
A factor expected to reduce prison growth is that more inmates convicted under Iowa statute §711.2 Robbery 1 and §711.3 Robbery 2 are becoming eligible for parole by meeting the mandatory minimum sentence. Additional inmates are eligible for parole, due to legislation in 2016 (HF2064), which provides an opportunity for individuals serving mandatory terms for certain drug crimes to be eligible for parole. For a review of the history of mandatory minimum prison terms and their impact on the prison population, please see prior forecasts.⁹

⁹ <https://humanrights.iowa.gov/cjip/publications/prison-population-forecasts>

COMMUNITY-BASED CORRECTIONS

Releases without community supervision (expiration of sentence) decreased 67.2% over the past decade (Figure 7; Appendix III; Table 9). Individuals served on parole and special sentence supervision (see the Special Sentence for those convicted of sex offenses), have increased over the past 10 years (Appendix V; Table 13).

Figure 7: Prison Releases by Type from FY 2012 to FY 2021



Source: Justice Data Warehouse

Revocations

From FY 2020 to FY 2021, probation revocations decreased 28.7% (1,617 to 1,153; Appendix V; Table 12). Non-probation revocations decreased 37.2% (2,009 to 1,262) for the same time period. Parole revocations have increased 28.8% since FY 2012 (562 to 724).

Parole

Over the past ten years, parole has been the most common release type (Figure 7; Appendix III; Table 9). In FY 2021, there were 6,817 individuals served on parole, a 20.5% increase from FY 2012 (Appendix V; Table 13).

Work Release

Over the past decade, releases from prison to work release decreased by 35.5%, from 1,248 to 805 (Figure 7; Appendix III; Table 9). During the same time, individuals served on work release decreased by 16.9% (1,773 to 1,473) (Appendix V; Table 13).

Probation

Over the past year, the probation population has decreased 3.9% from 33,277 to 31,968 (Appendix V, Table 12).¹⁰ Comparison over the past decade cannot be examined due to recent changes in how the data are reported. From FY 2020 -2021, prison admits for probation revocations decreased 29.1% (Appendix II, Table 5).

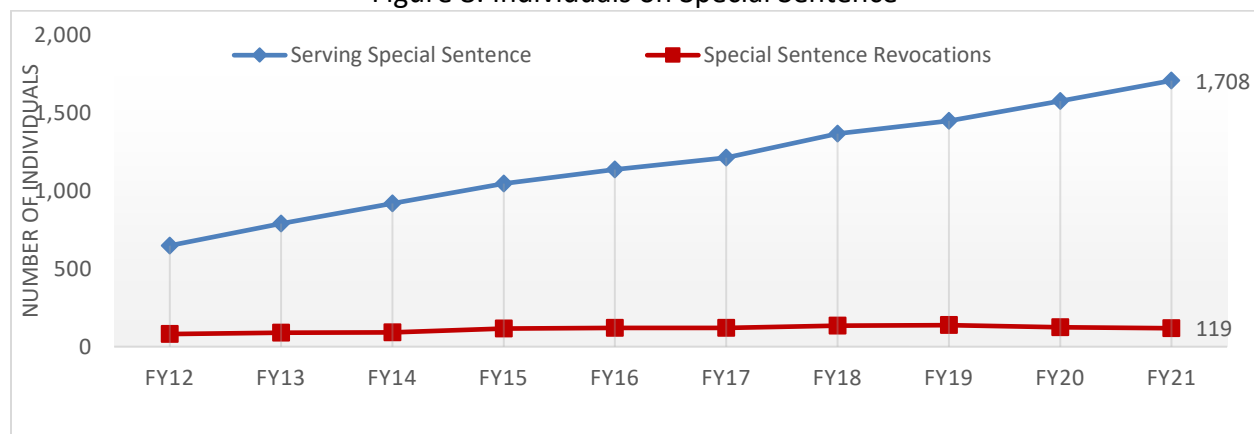
¹⁰ Probation and parole figures represent a count of supervision status and are not a count of unique individuals. For instance, if a person was supervised under more than one status type during one year, they would be counted more than once.

Special Sentence for those Convicted of Sex Offenses

The special sentence places people convicted of offenses under *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. This is based solely upon offense class. Individuals convicted of A, B, and C felony sex offenses receive life-time community supervision and those convicted of a D felony and misdemeanor receive 10-year supervision sentences (*Iowa Code*, §903B). For a history of sex conviction legislation and details about the impact, see the 2019 forecast.¹¹

Over the past 10 years, there has been a 163.2% increase in individuals serving special sentences in the community from 649 to 1,708 (Figure 8; Appendix V, Table 13). During the same time, special sentence revocations increased 46.9% from 81 in FY 2012 to 119 in FY 2021 (Appendix V; Table 13). A recently completed longitudinal study conducted by CJPJ studied a small subset of individuals serving special sentences over a 10 year followup period. It showed that those serving special sentences had a very low rates of new convictions for sex crimes within that time period (4.1%), but were revoked to prison at much higher rates (51.9%) compared to a group of similar people pre-special sentence (5.7% and 16.6%, respectively).¹²

Figure 8: Individuals on Special Sentence



CJPJ estimates, in 2031, just under 3,500 individuals are predicted to be serving special sentences (Figure 9). The lifetime special sentence is expected to be the main contributor in the rise of the special sentence population over the next ten years. Please refer to the longitudinal special sentence report for an explanation of the forecasting methodology.¹³

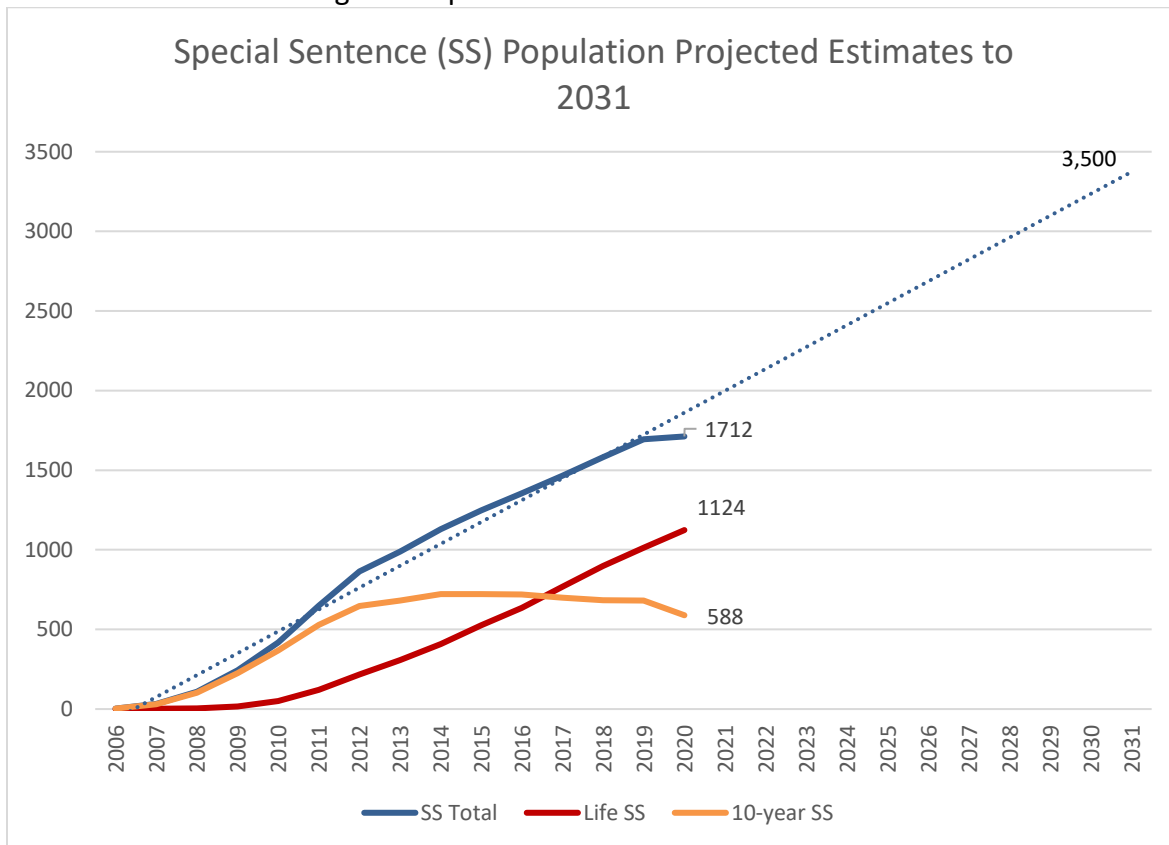
The population of individuals serving lifetime special sentences outnumbered those on 10-year sentences starting in 2018. The number of individuals serving 10-year special sentences has remained relatively stable since 2012. This indicates that entrances and exits for 10-year special sentences are happening at approximately the same rate.

¹¹ [2019 Prison Population Forecast](#)

¹² Yates, C. and TenNapel, M. (2021). Division of Criminal and Juvenile Justice Planning. "A Longitudinal Analysis of Iowa's Sex Offender Special Sentence Supervision."
https://humanrights.iowa.gov/sites/default/files/media/2021_Sex_Offender_Special_Sentence_Longitudinal_Analysis.pdf

¹⁴ Yates, C. and TenNapel, M. (2021). Division of Criminal and Juvenile Justice Planning. "A Longitudinal Analysis of Iowa's Sex Offender Special Sentence Supervision."
https://humanrights.iowa.gov/sites/default/files/media/2021_Sex_Offender_Special_Sentence_Longitudinal_Analysis.pdf

Figure 9: Special Sentence 10-Year Forecast



Source: Justice Data Warehouse

Without some modifications either to the length of special sentence supervision or to who is subject to lifetime supervision, those placed on special sentence will constitute an ever-larger proportion of people under community supervision. With community-based corrections already strained due to limited resources, it will be necessary to monitor the effects of increased workloads.

RACIAL DEMOGRAPHICS IN ADMISSIONS AND RELEASES

On June 30, 2021, the prison population was comprised of 64.2% White, 25.4% Black, 7.1% Hispanic, 2.3% Native American or Alaskan, and 1.0% Asian or Pacific Islander (Appendix VI, Table 14). The prison population racial trend has remained steady from FY 2012 to FY 2021.

Admissions and release data was compiled by race and offense class for FY 2016 to FY 2021 and can be found in Appendix VII, Tables 15 and 16.

Admissions

In a six year time period, the number of Whites and Blacks admitted to prison decreased by 37.4% and 40.5%, respectively.

Releases

Prison releases for Whites and Blacks decreased 39.0% and 44.7%, respectively.

CONCLUSION

The impact of the pandemic decreased the prison population in 2020. By 2021, the prison population had only slightly increased, but fewer individuals entered or reentered prison. The number of prison admissions (both new and return) and the number of prison releases decreased from FY 2020 to FY 2021.

Policies and practices implemented by courts, corrections, and the parole board during the pandemic likely contributed to this reduction. Some cases are still waiting to be processed through the courts. Efforts were made during the pandemic by corrections and the parole board to reduce revocation and accelerate release when appropriate. Despite the reduction in the population, it is important to note that some prisons are still overcapacity. Examination of the impact of policy changes to determine effectiveness could lead to practice changes to keep prison admissions and revocations down to reduce the prison population in the future, and to serve more people on community-based corrections when appropriate.

The pandemic and policies instituted by the IDOC also continue to affect community-based-corrections. Over the past year, the number of parole releases, parole returns, individuals served on parole in the community, and parole revocations have decreased. The number of new prison admissions due to probation revocation, individuals served on probation in the community, and probation revocations have also decreased in the past year. Meanwhile, special sentence releases, revocation, and returns have decreased, while the number of individuals serving special sentences in the community have increased. This trend is expected to continue as more individuals convicted of sex crimes are gradually released from prison onto the special sentence. Institutional and community-based treatment programs are an area of opportunity to help mitigate returns and revocations.

Racial disparity has been brought to the forefront of criminal justice issues across the nation. A recent report published by the Sentencing Project (October 2021) has identified Iowa as one of the states with the largest disparity in Black/White incarceration.¹⁴ The report recommends eliminating mandatory sentences for all crimes, requiring prospective and retroactive racial impact statements for all criminal statutes, and decriminalizing low-level drug offenses. CJP assists in conducting the minority impact (mandated by Iowa law, *Iowa Code* §2.56) of pending legislation to identify proposed laws that could contribute to these disparities. Analyzing sentencing practices in Iowa could also provide updated information regarding current trends and highlighting areas for potential change. Also, front-end changes, such as providing more funding to community-based services and mandatory law enforcement bias training (recently passed by state law), could be beneficial.

CJP presented a report¹⁵ on juvenile waivers to adult court to the JAB in 2020. Review of these cases show racial disparity towards Blacks. Further investigation is needed to review the impact on the prison population. The JAB three-year plan indicates that this will be a joint effort with the Juvenile Justice Advisory Council (JJAC). The two CJP Councils will collaborate on a joint recommendation.

This report continues to show that special sentences, mandatory minimums, and drug offense sentencing remain to be contributors to overpopulation. Continued investigation into the current length of these sentences is needed and would help to reduce the size of the prison population.

CJP and IDOC are currently partnering to develop a model using predictive analytics to better understand factors in recidivism. Recognizing these factors will assist with program and policy changes, and ensure that inmates are receiving interventions/programs that are beneficial to their transition back to the community, and reduce recidivism.

¹⁴The Color of Justice: Racial and Ethnic Disparity in State Prisons <https://www.sentencingproject.org/wp-content/uploads/2016/06/The-Color-of-Justice-Racial-and-Ethnic-Disparity-in-State-Prisons.pdf>

¹⁵ [Racial Disparities](#) - An Analysis of Three Decision Points in Iowa's Juvenile Justice System

APPENDIX I: Prison-Population Forecast

Table 1: Active-At-End Prison Population, Forecast Population, and Capacity: Total^{16 17}

Fiscal Year	Total Inmates	Increase Decrease	% Change	Total Prison	Population as % of Capacity
ACTUAL					
FY2012	8,333	--	--	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	114.9%
FY2018	8,447	76	0.9%	7,305	115.6%
FY2019	8,474	27	0.3%	6,936	122.2%
FY2020	7,574	-900	-10.6%	6,933	109.2%
FY2021	7,743	169	2.2%	6,993	110.7%
FORECAST					
FY2022	8,051	308	4.0%	6,993	115.1%
FY2023	8,509	458	5.7%	6,993	121.7%
FY2024	8,728	219	2.6%	6,993	124.8%
FY2025	9,148	420	4.8%	6,993	130.8%
FY2026	9,305	157	1.7%	6,993	133.1%
FY2027	9,441	136	1.5%	6,993	135.0%
FY2028	9,367	-74	-0.8%	6,993	133.9%
FY2029	9,261	-106	-1.1%	6,993	132.4%
FY2030	9,279	18	0.2%	6,993	132.7%
FY2031	9,310	31	0.3%	6,993	133.1%

Source: ICON and Prison Forecast Estimates

¹⁶ 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.

¹⁷ Populations exclude the sex offender civil commitment unit.

Table 2: Active-At-End Prison Population, Forecasted Population, and Capacity: Females

Fiscal Year	# Women June 30th	Increase / Decrease	% Change	Capacity	Population as % of Capacity
ACTUAL					
FY 2012	682	--	--	585	116.6%
FY 2013	610	-72	-10.6%	585	104.3%
FY 2014	616	6	1.0%	778	79.2%
FY 2015	676	60	9.7%	778	86.9%
FY 2016	670	-6	-0.9%	778	86.1%
FY 2017	739	69	10.3%	774	95.5%
FY 2018	731	-8	-1.1%	774	94.4%
FY2019	729	-2	-0.3%	774	94.2%
FY 2020	596	-133	-18.2%	774	77.0%
FY 2021	586	-10	-1.7%	774	75.7%
FORECAST					
FY 2022	609	23	3.9%	774	78.6%
FY 2023	643	35	5.7%	774	83.1%
FY 2024	660	17	2.6%	774	85.3%
FY 2025	692	32	4.8%	774	89.4%
FY 2026	703	12	1.7%	774	90.9%
FY 2027	714	10	1.5%	774	92.2%
FY 2028	708	-6	-0.8%	774	91.5%
FY 2029	700	-8	-1.1%	774	90.5%
FY 2030	701	1	0.2%	774	90.6%
FY 2031	704	2	0.3%	774	90.9%

Source: ICON and Prison Forecast Estimates

Table 3: Active-At-End Prison Population, Forecasted Population, and Capacity: Males

Fiscal Year	# Men June 30th	Increase/Decrease	% Change	Capacity	Population as % of Capacity
ACTUAL					
FY2012	7,651	--	--	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%
FY2018	7,716	84	1.1%	6,531	118.1%
FY2019	7,745	29	0.4%	6,162	125.7%
FY2020	6,978	-767	-9.9%	6,159	113.3%
FY2021	7,157	179	2.6%	6,219	115.1%
FORECAST					
FY2022	7,442	285	4.0%	6,219	119.7%
FY2023	7,866	424	5.7%	6,219	126.5%
FY2024	8,068	202	2.6%	6,219	129.7%
FY2025	8,456	388	4.8%	6,219	136.0%
FY2026	8,602	145	1.7%	6,219	138.3%
FY2027	8,727	126	1.5%	6,219	140.3%
FY2028	8,659	-68	-0.8%	6,219	139.2%
FY2029	8,561	-98	-1.1%	6,219	137.7%
FY2030	8,578	17	0.2%	6,219	137.9%
FY2031	8,606	29	0.3%	6,219	138.4%

Source: ICON and Prison Forecast Estimates

Table 4: Active-At-End Prison Population Compared to Prior Year Forecast

	Actual Population	1 Yr. Prior* Forecast	% Difference 1 Yr. Prior
FY12	8,333	8,824	-5.9%
FY13	8,078	--	--
FY14	8,119	8,064	0.7%
FY15	8,188	8,379	-2.3%
FY16	8,196	8,408	-2.6%
FY17	8,371	8,408	-0.4%
FY18	8,447	8,611	-1.9%
FY19	8,474	8,668	-2.3%
FY20	7,574	8,675	-14.5%
FY21	7,743	7,775	-0.4%

Source: Justice Data Warehouse

* This column lists the forecasted figure (for the year listed in the column on the left) from the year prior to the year listed in the column. For example, in FY 2020, the forecast projected a prison population of 8,675 for FY 2021.

APPENDIX II: Prison Admission Populations and Forecasts

Table 5: Prison Admissions by Admission Reason

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Change FY 12-FY 21	% Change FY 20-FY 21
Admission Type												
New Court Commitments	2,112	2,020	2,048	1,828	1,932	2,025	1,886	1,905	1,612	1,206	-42.9%	-25.2%
New/Probation Revocations	1,508	1,497	1,655	1,567	1,561	1,636	1,758	1,786	1,468	1,041	-31.0%	-29.1%
Prison Compact ¹⁸	--	--	--	--	--	--	--	6	5	1	--	-80.0%
NEW ADMISSIONS	3,620	3,517	3,703	3,395	3,493	3,661	3,644	3,697	3,085	2,248	-37.9%	-27.1%
Parole Return ¹⁹	664	800	896	1,020	1,057	1,186	1,375	1,517	1,470	680	2.4%	-53.7%
Work Release Return	443	472	540	597	714	713	632	778	656	401	-9.5%	-38.9%
OWI Facility Return	91	87	49	64	54	47	37	41	27	10	-89.0%	-63.0%
Special Sentence Return	89	103	106	137	135	135	174	163	143	110	23.6%	-23.1%
Prison Compact	7	3	4	7	11	9	7	--	--	2	-71.4%	--
Other Return ²⁰	--	--	--	--	--	--	20	15	25	16	--	-36.0%
RETURNS	1,294	1,465	1,595	1,825	1,971	2,090	2,245	2,514	2,321	1,219	-5.8%	-47.5%
TOTAL ADMISSIONS²¹	4,914	4,982	5,298	5,220	5,464	5,751	5,889	6,211	5,406	3,467	-29.4%	-35.9%

Source: Justice Data Warehouse

¹⁸ In FY 2019 there were programming changes in ICON which reclassified prison compacts from being classified as returns to new prison admissions.

¹⁹ Parole returns include short-term stays and releases to county jail.

²⁰ Other returns tend to include inmates who returned to prison to serve an original sentence, a sentence which was under appeal, a county jail contract, or those who had escaped/absconded. For the purposes of this report, the 'other return' category was established in FY 2018.

²¹ Excludes safe keeper, violators, and other admissions as they are not included in the prison forecast calculations

Table 6: New Prison Admissions by Offense Type and Subtype²²

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Change FY 12-FY 21	% Change FY 20-FY 21
OFFENSE TYPE												
Drug	1,000	900	948	834	845	915	897	877	740	461	-53.9%	-37.7%
Violent	923	920	981	967	928	1,047	1,019	1,067	862	780	-15.5%	-9.5%
Property	1,016	1,008	1,100	941	1,070	1,015	1,156	1,096	969	627	-38.3%	-35.3%
Public Order	568	540	533	500	481	539	534	628	488	356	-37.3%	-27.0%
Other	113	149	140	153	169	145	37	29	27	23	-79.6%	-14.8%
No Charge	0	0	1	0	0	0	1	0	0	1	--	--
TOTAL	3,620	3,517	3,703	3,395	3,493	3,661	3,644	3,697	3,085	2,248	-37.9%	-27.1%
OFFENSE SUBTYPE												
Alcohol	68	63	56	60	49	37	33	30	1	2	-97.1%	100.0%
Arson	21	27	26	24	20	25	34	25	22	16	-23.8%	-27.3%
Assault	499	518	542	551	526	564	570	582	477	443	-11.2%	-7.1%
Burglary	448	426	402	349	411	391	431	368	354	268	-40.2%	-24.3%
Drug Offenses	1,000	900	948	834	845	915	897	877	740	461	-53.9%	-37.7%
Flight/Escape	9	10	7	3	9	5	10	9	12	6	-33.3%	-50.0%
Forgery/Fraud	164	164	197	171	193	177	180	222	189	95	-42.1%	-49.7%
Kidnapping	11	6	17	12	18	16	12	15	22	20	81.8%	-9.1%
Murder/Manslaughter	77	64	85	68	78	92	88	79	65	64	-16.9%	-1.5%
OWI	289	228	229	216	202	221	171	232	180	122	-57.8%	-32.2%
Pimping/Prostitution	7	7	6	1	2	1	0	0	3	2	-71.4%	-33.3%
Robbery	50	56	67	69	71	90	75	87	70	60	20.0%	-14.3%
Sex Offenses	217	204	201	187	166	216	192	228	162	150	-30.9%	-7.4%
Theft	341	343	418	352	388	368	451	425	360	212	-37.8%	-41.1%
Traffic	72	90	79	64	70	66	86	108	74	46	-36.1%	-37.8%
Weapons	53	73	86	84	80	118	135	142	128	107	101.9%	-16.4%
All Other Offenses	294	338	337	350	365	359	279	268	226	174	-40.8%	-23.0%
TOTAL	3,620	3,517	3,703	3,395	3,493	3,661	3,644	3,697	3,085	2,248	-37.9%	-27.1%

²² Figures may differ from previous reports due to corrections made to historical databases.

Source: Justice Data Warehouse

Table 7: New Prison Admissions by Offense Class

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Change FY 12-FY 21	% Change FY 20-FY 21
OFFENSE CLASS												
A Felony	22	13	22	25	24	26	18	26	19	16	-27.3%	-15.8%
B Felony	171	168	179	155	169	179	167	190	157	107	-37.4%	-31.8%
C Felony	894	829	913	813	828	876	853	823	729	578	-35.3%	-20.7%
D Felony	1,501	1,507	1,551	1,433	1,473	1,529	1,530	1,715	1,539	1,112	-25.9%	-27.7%
Other Felony	183	199	182	176	182	185	204	51	42	29	-84.2%	-31.0%
Aggravated Misd.	823	775	825	766	786	837	841	856	574	390	-52.6%	-32.1%
Serious Misd.	26	25	28	25	30	29	29	26	19	14	-46.2%	-26.3%
Other Misd.	0	1	1	1	0	0	1	3	1	1	--	0.0%
Unknown	0	0	2	1	1	0	1	7	5	1	--	-80.0%
TOTAL	3,620	3,517	3,703	3,395	3,493	3,661	3,644	3,697	3,085	2,248	-37.9%	-27.1%

Source: Justice Data Warehouse

Table 8: Prison Admissions: Actual and Projected

	# of New Admissions	% Change	# of Returns	% Change
ACTUAL				
FY 2012	3,620	--	1,294	--
FY 2013	3,517	-2.8%	1,465	13.2%
FY 2014	3,703	5.3%	1,595	8.9%
FY 2015	3,395	-8.3%	1,825	14.4%
FY 2016	3,493	2.9%	1,971	8.0%
FY 2017	3,661	4.8%	2,090	6.0%
FY 2018	3,644	-0.5%	2,245	7.4%
FY 2019	3,697	1.5%	2,514	12.0%
FY 2020	3,085	-16.6%	2,321	-7.7%
FY 2021	2,248	-27.1%	1,219	-47.5%
FORECAST				
FY 2022	2,936	30.6%	1,706	40.0%
FY 2023	3,127	6.5%	1,912	12.1%
FY 2024	3,172	1.4%	2,043	6.9%
FY 2025	3,173	0.0%	2,137	4.6%
FY 2026	3,159	-0.4%	2,211	3.5%
FY 2027	3,141	-0.6%	2,277	3.0%
FY 2028	3,126	-0.5%	2,341	2.8%
FY 2029	3,112	-0.4%	2,412	3.0%
FY 2030	3,114	0.1%	2,490	3.2%
FY 2031	3,090	-0.8%	2,552	2.5%

Source: Justice Data Warehouse

APPENDIX III: Prison Release Populations

Table 9: Prison Releases by Supervision Status

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Change FY 12-FY 21	% Change FY 20-FY 21
To Parole	2,039	2,501	2,312	2,007	2,139	2,096	2,232	2,591	3,025	1,614	-20.8%	-46.6%
To Work Release	1,248	959	1,192	1,332	1,511	1,658	1,627	1,693	1,442	805	-35.5%	-44.2%
To OWI Facility	157	157	131	125	122	124	86	115	101	57	-63.7%	-43.6%
Expiration of Sentence	1,582	1,201	1,047	1,045	1,064	1,031	1,089	947	988	519	-67.2%	-47.5%
Escapes	1	1	--	--	--	--	--	--	--	--	--	--
Other Releases ²³	616	739	620	646	185	839	670	712	628	192	-68.8%	-69.4%
Special Sentence ²⁴	--	--	--	--	158	180	223	207	211	165	--	-21.8%
TOTAL RELEASES	5,643	5,558	5,302	5,155	5,179	5,928	5,927	6,265	6,395	3,352	-40.6%	-47.6%

Source: Justice Data Warehouse

²³ Other releases include inmates released via shock probation, transferred from county jail contract, those returning to sending jurisdiction, work unit transfers from county jail contracts, overturned conviction, and death.

²⁴ The special sentence for sex crimes was established by the 2005 General Assembly, and no releases were observed before 2015.

APPENDIX IV: ALOS for Release Cohorts

Table 10: Average Length-of-Stay (In Months) for Prison Release Populations, by Fiscal Year and Offense Class

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Change FY 12-FY 21	% Change FY 20-FY 21
NEW ADMISSIONS												
*No Parole - Murder-2nd	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	0.0%	0.0%
*No Parole - Other Class B	210.0	210.0	210.0	184.0	149.9	142.2	159.1	186.7	172.7	169.1	-19.5%	-2.1%
*No Parole - Class C	84.0	84.0	84.0	82.5	83.4	71.2	85.3	69.9	71.3	84.0	0.0%	17.8%
*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	0.0%	0.0%
B Felony Persons	131.8	108.0	101.6	106.0	132.0	90.2	85.2	95.4	78.8	112.9	-14.3%	43.3%
B Felony Non-Persons	39.0	40.5	34.7	36.9	33.5	26.9	29.1	27.7	29.1	41.0	5.1%	40.9%
B Felony Sex	174.6	157.3	172.8	209.1	274.5	247.3	--	--	285.2	184.8	5.8%	-35.2%
C Felony Persons	47.1	38.0	45.0	37.5	38.2	38.9	39.8	38.4	35.8	61.0	29.5%	70.4%
C Felony Non-Persons	23.4	21.8	18.7	17.6	19.5	17.4	15.4	15.6	15.9	17.9	-23.5%	12.6%
C Felony Sex	66.7	63.5	66.5	63.4	58.2	64.7	68.2	58.9	68.8	61.0	-8.5%	-11.3%
D Felony Persons	21.2	16.9	17.0	15.3	16.6	15.4	17.2	17.3	15.5	18.8	-11.3%	21.3%
D Felony Non-Persons	13.5	12.2	11.2	11.5	11.7	11.3	12.5	12.2	11.7	13.7	1.5%	17.1%
D Felony Sex	31.7	33.0	32.0	24.1	30.5	29.9	34.8	27.6	29.9	28.1	-11.4%	-6.0%
Other Felony Persons	247.1	314.7	489.8	471.2	472.4	354.4	378.9	--	--	115.1	-53.4%	--
Other Felony Non-Persons	41.2	35.2	36.3	36.1	29.2	38.4	31.9	28.4	29.3	--	--	--
Other Felony Sex	109.3	--	--	45.1	39.2	52.3	42.3	--	--	169.1	54.7%	--
Agg Misd Persons	8.7	8.6	8.3	8.4	8.7	9.0	8.5	8.1	8.6	9.6	10.3%	11.6%
Agg Misd Non-Persons	7.0	7.1	6.6	7.1	7.0	6.4	6.7	6.9	7.2	7.7	10.0%	6.9%
Agg Misd Sex	12.9	11.9	12.9	8.6	8.3	15.0	11.6	9.3	11.0	14.5	12.4%	31.8%
Serious Misd	7.3	6.2	6.9	10.6	5.9	7.3	6.4	5.0	9.8	6.5	-11.0%	-33.7%
Drunk Driving Initial Stay	7.5	6.1	3.9	5.2	5.3	5.8	6.1	--	7.2	7.7	2.7%	6.9%
TOTAL AVERAGE	23.2	21.5	19.5	20.2	21.1	21.7	20.5	18.9	19.9	27.6	19.0%	38.7%

Source: Justice Data Warehouse

Table 11: Average Length-of-Stay (In Months) for Prison Release Populations, by Fiscal Year and Offense Class (Cont.)

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Change FY 12-FY 21	% Change FY 20-FY 21
RETURNS												
B Felony	31.2	26.2	22.7	12.3	15.7	12.7	12.6	12	11.5	25.4	-18.6%	120.9%
C Felony	16.2	13.7	12.5	10.0	10.5	10.0	9.5	8.8	8.8	12.1	-25.3%	37.5%
D Felony	10.3	8.8	8.5	7.7	8.2	7.8	8.6	7.8	8.0	12.1	17.5%	51.3%
Other Felony	26.0	20.2	7.4	12.8	15.0	16.8	14.6	7.9	12.0	-	-	-
Drunk Driving Returns	10.3	8.3	7.3	6.6	7.3	6.3	7.2	6.9	7.4	10.6	2.9%	43.2%
Special Sentence Returns	NA	NA	NA ²⁵	6.5	17.2	20.6	2.8	11.6	15.4	13.3	-	-
All Misdemeanors	9.0	5.9	5.8	10.7	7.3	5.8	8.9	9.4	9.6	13.4	48.9%	39.6%
TOTAL AVERAGE	13.9	11.7	9.9	10.3	10.7	9.8	9.7	9.2	9.1	13.7	-1.4%	50.5%

Source: Justice Data Warehouse

²⁵ The special sentence for sex crimes was established by the 2005 General Assembly, and no releases were observed before 2015.

APPENDIX V: Individuals Served on Community-Based Corrections and Revocations

Table 12: Probation Revocations, Probation Population (Individuals Served), and Percent Revoked

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Change FY 12-FY 21	% Change FY 20-FY 21
Probation revocations ²⁶	1,629	1,624	1,769	1,735	1,788	1,825	1,839	1,956	1,617	1,153	-29.2%	-28.7%
Probation population	24,452	24,636	24,872	24,788	24,661	24,157	23,414	23,371	33,277	31,968	--*	-3.9%
% REVOKED	6.7%	6.6%	7.1%	7.0%	7.3%	7.6%	7.9%	8.4%	4.9%	3.6%	N/A	N/A

Source: Justice Data Warehouse

*For Years prior to FY2020, individuals served on probation only captures aggravated Misdemeanor and higher

Table 13: Revocations (Non-Probation), Individuals Served, and Change over Time

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Change FY 12-FY 21	% Change FY 20-FY 21
REVOICATIONS												
Parole	562	617	750	801	845	933	1,050	1,145	1,191	724	28.8%	-39.2%
Work Release	437	484	552	592	727	698	663	785	655	407	-6.9%	-37.9%
OWI Facility	89	90	51	60	56	44	39	53	38	12	-86.5%	-68.4%
Special Sentence	81	90	92	117	121	121	134	138	125	119	46.9%	-4.8%
TOTAL	1,169	1,281	1,445	1,570	1,749	1,796	1,886	2,121	2,009	1,262	8.0%	-37.2%
INDIVIDUALS SERVED												
Parole	5,658	6,134	6,450	6,528	6,606	6,775	6,928	7,220	8,162	6,817	20.5%	-16.5%
Work Release	1,773	1,577	1,803	2,095	2,311	2,460	2,441	2,492	2,222	1,473	-16.9%	-33.7%
OWI Facility	513	465	421	397	372	357	310	330	310	204	-60.2%	-34.2%
Special Sentence	649	790	920	1,047	1,138	1,214	1,367	1,450	1,577	1,708	163.2%	8.3%
TOTAL	8,593	8,966	9,594	10,067	10,427	10,806	11,046	11,492	12,271	10,202	18.7%	-16.9%
% REVOKED	13.6%	14.3%	15.1%	15.6%	16.8%	16.6%	17.1%	18.5%	16.4%	12.4%	N/A	N/A

Source: Justice Data Warehouse

²⁶ Due to changes in report programming, FY2020-2021 were updated.

APPENDIX VI. Prison Population Demographics

Table 14: Active-At-End Prison Population Demographic Trends

	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	% Diff. FY 12-FY 21	% Diff. FY 20-FY 21
RACE												
White	64.5%	64.6%	64.7%	65.3%	65.3%	65.7%	66.3%	65.5%	65.1%	64.2%	-0.4%	-1.0%
Black	26.2%	26.1%	26.0%	25.5%	25.3%	25.1%	24.5%	25.4%	25.5%	25.4%	-0.8%	-0.1%
Asian/Pacific Islander	0.9%	0.9%	0.8%	0.8%	0.8%	0.8%	0.9%	0.8%	0.8%	1.0%	0.1%	0.2%
Native American/Alaskan	1.8%	1.7%	1.8%	1.7%	1.5%	1.6%	1.7%	1.8%	1.9%	2.3%	0.5%	0.4%
Hispanic ²⁷	6.6%	6.7%	6.8%	6.7%	7.0%	6.8%	6.6%	6.5%	6.7%	7.1%	0.5%	0.4%
SEX												
Male	91.8%	92.4%	92.4%	91.7%	91.8%	91.2%	91.3%	91.4%	92.1%	92.4%	0.6%	0.3%
Female	8.2%	7.6%	7.6%	8.3%	8.2%	8.8%	8.7%	8.6%	7.9%	7.6%	-0.6%	-0.3%
AGE²⁸												
17 and Under	0.1%	0.2%	0.1%	0.0%	0.0%	0.1%	0.1%	0.1%	0.1%	0.1%	0.0%	0.0%
18-20	4.9%	4.7%	4.3%	2.7%	2.4%	3.3%	3.5%	3.1%	3.1%	2.5%	-2.4%	-0.6%
21-25	17.3%	18.2%	17.6%	16.4%	15.6%	16.2%	14.7%	14.2%	13.2%	12.6%	-4.7%	-0.6%
26-30	16.6%	16.2%	16.4%	17.4%	18.1%	17.9%	17.7%	17.5%	16.4%	16.4%	-0.2%	0.0%
31-35	14.8%	14.9%	15.9%	15.4%	15.8%	15.9%	15.8%	15.9%	16.3%	16.5%	1.7%	0.2%
36-40	11.2%	11.0%	11.1%	12.6%	13.1%	13.0%	13.9%	14.4%	14.0%	14.4%	3.1%	0.3%
41-50	20.8%	20.4%	19.4%	18.6%	17.8%	17.3%	17.1%	17.6%	18.1%	18.7%	-2.1%	0.6%
51-60	10.7%	10.2%	10.8%	12.1%	12.3%	11.4%	11.9%	11.7%	12.0%	12.3%	1.6%	0.3%
61-70	2.8%	3.3%	3.4%	3.5%	3.7%	3.8%	4.0%	4.2%	5.1%	4.9%	2.1%	-0.2%
71-80	0.6%	0.7%	0.9%	1.1%	1.0%	1.0%	1.1%	1.1%	1.4%	1.4%	0.8%	0.0%
81+	0.1%	0.1%	0.1%	0.2%	0.2%	0.2%	0.2%	0.2%	0.3%	0.2%	0.1%	-0.1%
TOTAL	8,333	8,078	8,119	8,188	8,196	8,371	8,447	8,474	7,574	7,743	N/A	N/A

Source: Justice Data Warehouse

²⁷ In this display of data, Hispanic is identified as a mutually exclusive race category.

²⁸ Age is calculated as of June 30th.

APPENDIX VII. Race by Offense Class

Table 15: Admissions to Prison by Race and Class

	Race	Offense Class								TOTAL
		A Felony	B Felony	C Felony	D Felony	Other Felony	Agg. Misd.	Serious Misd.	Other Misd.	
FY 2021	W	11	150	643	1,171	36	320	10	1	2,342
	B	6	51	254	312	25	88	1	0	737
	H	2	19	68	87	5	36	3	0	220
	O	1	7	32	99	2	21	0	0	162
	Total	20	227	997	1,669	68	465	14	1	3,461
FY 2020	W	16	262	975	1,793	98	542	14	1	3,701
	B	6	83	386	528	51	131	5	0	1,190
	H	1	30	86	132	4	46	0	0	299
	O	0	9	48	79	5	24	0	0	165
	Total	23	384	1,495	2,532	158	743	19	1	5,355
FY 2019	W	16	271	1,044	1,996	114	770	16	2	4,229
	B	11	107	435	572	63	204	9	0	1,401
	H	3	33	105	137	9	57	1	0	345
	O	1	11	41	92	2	31	3	1	182
	Total	31	422	1,625	2,797	188	1,062	29	3	6,157
FY 2018	W	10	254	1,044	1,837	116	747	20	1	4,029
	B	10	96	368	512	46	204	7	0	1,243
	H	2	30	97	137	5	51	3	0	325
	O	0	15	40	87	2	34	3	0	181
	Total	22	395	1,549	2,573	169	1,036	33	1	5,778
FY 2017	W	16	264	1,019	1,729	108	762	29	0	3,927
	B	7	84	413	525	56	186	4	0	1,275
	H	3	43	99	129	5	64	2	0	345
	O	1	9	39	77	2	31	0	0	159
	Total	27	400	1,570	2,460	171	1,043	35	0	5,706
FY 2016	W	14	239	945	1,729	82	712	20	0	3,741
	B	9	72	419	492	49	191	6	0	1,238
	H	2	43	85	112	7	43	2	0	294
	O	1	12	41	67	0	27	1	0	149
	Total	26	366	1,490	2,400	138	973	29	0	5,422

Source: Justice Data Warehouse

Table 16: Releases from Prison by Race and Class

	Race	Offense Class								TOTAL
		A Felony	B Felony	C Felony	D Felony	Other Felony	Agg. Misd.	Serious Misd.	Other Misd.	
FY 2021	W	16	153	612	1,094	47	350	9	1	2,282
	B	5	43	231	304	16	94	3	0	696
	H	1	17	44	75	6	30	1	0	174
	O	0	4	25	60	5	15	0	0	109
	Total	22	217	912	1,533	74	489	13	1	3261
FY 2020	W	9	267	1,067	2,066	127	781	19	0	4,336
	B	1	113	433	599	58	189	5	0	1,398
	H	1	37	88	157	11	61	0	0	355
	O	0	8	36	98	6	30	2	1	181
	Total	11	425	1,624	2,920	202	1,061	26	1	6,270
FY 2019	W	10	275	1,109	1,979	101	758	9	3	4,244
	B	5	90	412	553	63	194	11	0	1,328
	H	0	26	124	134	0	51	2	0	337
	O	0	14	46	79	0	37	3	0	179
	Total	15	405	1,691	2,745	172	1,040	25	3	6,096
FY 2018	W	5	237	1,078	1,718	136	734	28	0	3,936
	B	4	67	420	513	72	200	5	0	1,281
	H	0	46	101	129	6	59	2	0	343
	O	1	14	46	77	2	30	1	0	171
	Total	10	364	1,645	2,437	216	1,023	36	0	5,731
FY 2017	W	13	275	978	1,664	108	737	28	0	3,803
	B	3	95	419	461	62	199	5	0	1,244
	H	0	44	109	118	12	62	4	0	349
	O	0	16	38	68	1	24	0	0	147
	Total	16	430	1,544	2,311	183	1,022	37	0	5,543
FY 2016	W	11	230	1,009	1,657	102	721	13	0	3,743
	B	1	64	414	515	59	199	7	0	1,259
	H	1	28	80	110	3	39	2	1	264
	O	0	11	41	80	4	32	1	0	169
	Total	13	333	1,544	2,362	168	991	23	1	5,435

Source: Justice Data Warehouse

APPENDIX VIII. Primary Drug for Admissions

Table 17: Primary Drug Involved in New Drug Prison Admissions

Primary Drug	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	% Diff FY 2012- FY 2021	Diff FY 20-FY 21
SELECTED DRUGS												
Methamphetamine	455	478	472	477	517	586	610	617	579	647	42.2%	11.7%
Marijuana	298	261	256	216	173	174	148	162	156	108	-63.8%	-30.8%
Cocaine (Total)	147	119	96	71	67	64	53	50	48	43	-70.7%	-10.4%
Powder	52	43	41	22	20	27	22	26	36	23	-55.8%	-36.1%
Crack	95	76	55	49	47	37	31	24	12	20	-78.9%	66.7%
Heroin	5	6	14	13	23	21	27	20	19	17	240.0%	-10.5%
Prescription Drug	55	27	45	39	50	36	27	27	33	17	-69.1%	-48.5%
Ecstasy (MDMA)	10	6	7	3	6	4	8	5	3	8	-20.0%	166.7%
LSD	0	2	2	3	1	4	5	11	8	5	--	-37.5%
Other	11	4	7	5	8	13	20	14	28	13	18.2%	-53.6%
TOTAL (All Drugs)	981	903	899	827	845	902	898	906	874	858	-12.5%	-1.8%