

Iowa Prison Population Forecast FY2011-2021

Iowa Department of Human Rights
Division of Criminal and Juvenile Justice Planning

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INTRODUCTION

This is the twenty-first annual Prison Population Forecast prepared by the Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP). The impetus for the series came from an increasing prison population (the population on 6/30/91 was 4,077, a 50 percent increase from five years earlier) combined with a realization that new prisons are expensive and take years to plan and construct.

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. While this document forecasts Iowa's prison population through state FY2021, it is not meant to be a *prediction* of what will happen. Rather, it attempts to assess the impacts of *current* policy. While policies and procedures are not static, a document such as this helps in managing changes so that, once they occur, there has been an opportunity to plan to accommodate them. Thus, when this document forecasts a prison population of 11,330 in FY2021, it is suggesting that recent history indicates that population pressures on Iowa's prison system will continue after a recent period of abatement.

This year's forecast suggests that current policies and procedures will result in a larger prison population in ten years than the three most recent forecasts, as an upturn in admissions and a drop in releases during the last months of FY10 and the first half of FY11 caused the population to rise dramatically beginning in February of 2010. While some have pointed at the Board of Parole as the source of the problem, there are multiple factors accounting for the recent rise, as admissions have jumped as paroles have decreased over a period of years. The rise in population in FY2011 would have been even greater had not parole releases actually increased slightly in FY11 (for the first time since FY06). To some extent, the rise in admissions is more troubling, as its sources are unclear and controlling increases is very difficult; it is easier to modify paroling behavior than to change the sentencing practices of autonomous judges statewide.

Another factor contributing to the anticipated rise continues to be legislation pertaining to sex offenders passed in 2005. This year's forecast projects the addition of 952 sex offenders to the population between 6/30/2011 and 6/30/2021. Nearly all of this increase is due to anticipated increases in admissions for violation of the "Special Sentence." A year ago, we estimated that, at the end of FY2020, there would be 392 inmates serving time due to revocation of the Special Sentence. This year's estimate suggests 679 Special Sentence revocations in prison on 6/30/21. The increased estimate this year is due to having one more year of experience in tracking Special Sentence violations, which have been higher than originally anticipated. In addition, this year's estimate for the first time takes into account that offenders have begun to return to prison on second-and-subsequent violations of the Special Sentence. Prior to this year CJJP had made no attempt to estimate the impact of these longer (five-year) sentences. The estimate this year is that more than half of the Special Sentence population in 2021 will be serving 5-year (second-and-subsequent) sentences. That said, there is still some uncertainty in determining the long-term impact of 2005 sex offender legislation.

In FY2011 Iowa continued to exhibit a high rate of incarceration for African-Americans. Trends suggest that this rate will continue through the projection period, with African-Americans expected to account for 25.4 percent of the population in FY2021 (up slightly from about 25.2% in 2011). African-Americans also accounted for 25.2 percent of the new prison admissions in

FY11, their highest admission percentage ever going back to at least FY1986. The violent crime initiative of the mid-1990's continues to disproportionately affect African-Americans, however, as 52 percent of the new admissions for "70%" crimes in FY2011 were African-American (compared to 24.3% of the non-70% admissions). The long sentences accompanying 70 percent crimes will result in a continued rise in the percentage of African-American inmates in the institutional populations. As of 6/30/11, 16.5 percent of the African-American inmates in prison in Iowa were serving 70% sentences, compared to 9.3 percent of the white inmates. The forecast suggests that, by the end of FY2021, 18.1 percent of the African-Americans in the inmate population will be serving 70% sentences, compared to 10.6 percent of white inmates. The forecast projects an increase of 416 inmates serving 70% sentences by the end of the forecast period.

There is some guesswork involved in preparing a forecast. As suggested above, an example is found in attempting to estimate the impact of the sex offender legislation passed in 2005. Among the features of the legislation was a Class A felony for some second-time sex offenders (Iowa Code 902.14) and the Special Sentence that requires ten-year or lifetime supervision of most sex offenders following completion of their original periods of prison or probation. While CJJP originally estimated that 13 offenders per year would be eligible for the new Class A sentence, until FY11 only one inmate had been received under the new provision. In FY11, however, four new inmates entered under this provision. Releases to the Special Sentence also rose dramatically in FY2011. After 35 releases to the Special Sentence in FY09 and another 64 in FY10, FY11 saw 111 releases to 10-year supervision and 45 to lifetime supervision. Another inmate who would have been released to the Special Sentence died in prison. Thus, anticipating the eventual impact of new provisions in the Code can be difficult, as they cannot always rely entirely on an examination of past justice system practices.

Thus, this report is not an attempt to *predict* the future of Iowa's prison population. Instead, it is meant to provide an indication of the direction Iowa can anticipate its prison population will move under current policies and procedures. As these are modified, the State can anticipate different results in future forecasts.

SHORT-TERM OUTLOOK

To some extent, forecasting the short-term population this year is more difficult than is true for the long-term forecast, as there has been explosive growth in the population during calendar 2010 that continued into early 2011. After reaching a low of 8,265 inmates on February 10, 2010, the population reached 8,603 on June 30, 2010 and an all-time high of 9,009 in April, 2011. Since reaching this peak, the population dropped back to around 8,800 at the end of the fiscal year.

Since that time the Iowa Supreme Court handed down a decision that further makes forecasting the population more difficult, as Michael Anderson v. State of Iowa (case 09-0507) for the first time gives prison inmates credit for time previously served under electronic monitoring and home supervision (“house arrest”). This decision, handed down on July 29, 2011, resulted in a surge of releases in September and October, 2011, and will have an as-yet undetermined impact on future populations. While we have attempted to take this change into account in estimating the short-term population, no attempt has been made yet to estimate its long-term impact.

Iowa’s prison population is expected to rise slightly (to 8,824) between the end of state FY2011 and FY2012 after decreasing in mid-year due to the Anderson decision. By June 30, 2012, Iowa’s prison population is expected to exceed official capacity by about 1,615 inmates, or by about 22 percent, if current offender behaviors and justice system trends, policies, and practices continue (Table 1).¹ Women’s facilities are expected to hold about 115 more inmates than the official capacity, and men’s facilities are expected to hold about 1,500 more inmates than the official capacity (Tables 2 and 3). It appears that a year later, when the new facilities are opened at the Iowa Correctional Institution for Women at Mitchellville, available space for women prisoners will easily be adequate.

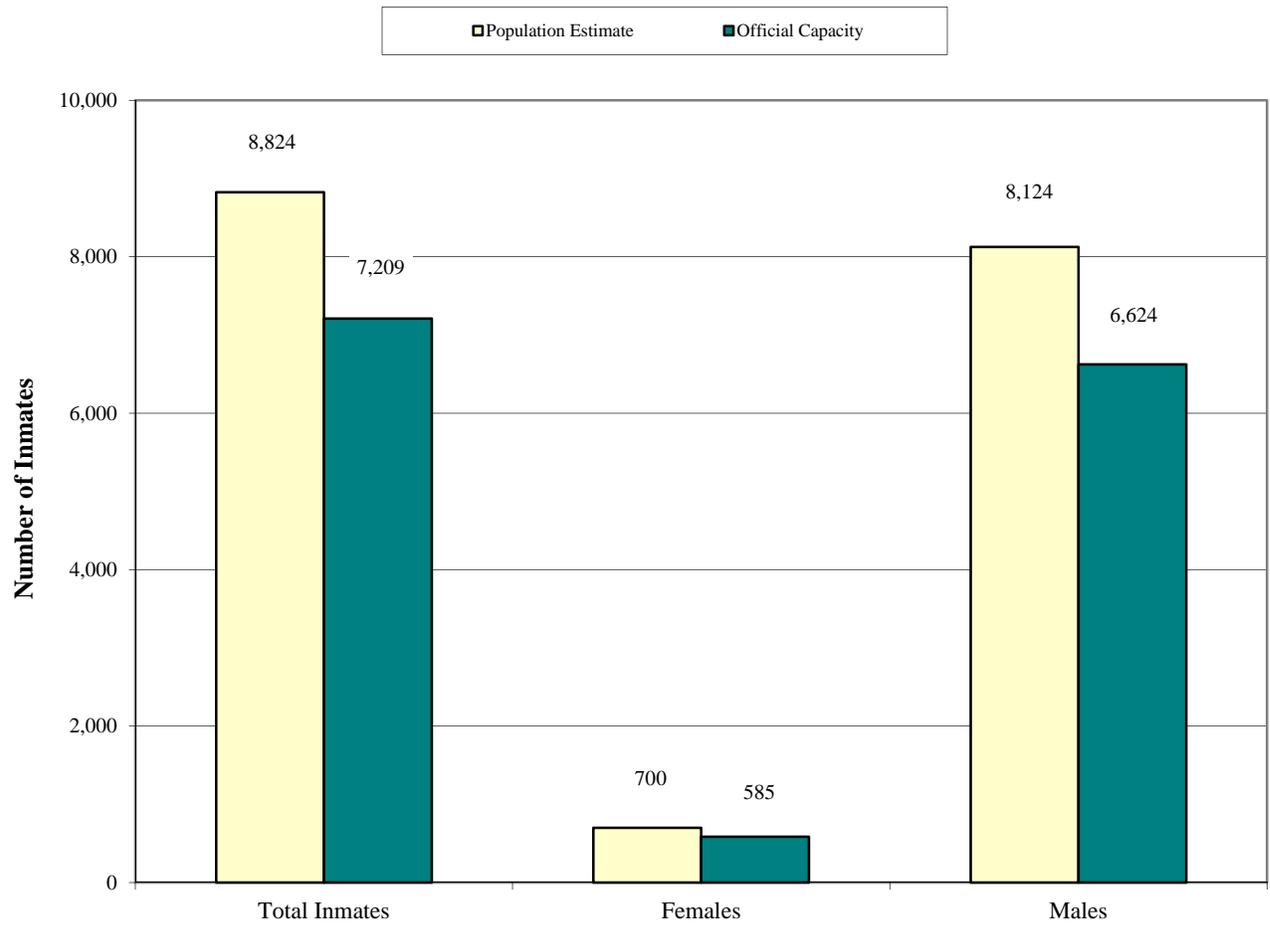
It should also be remembered that there has been somewhat of a shift in the population due to the elimination of the Violator program in late FY2010. In June of 2010 there were 39 inmates in prison under that program. Balancing this reduction has been an increase in safekeepers/compact/federal inmates, with a rise from 84 a year ago to 117 on June 30, 2011.

The level of crowding in men’s facilities is expected to be about the same at the end of FY2012, with the men’s population expected to exceed capacity by 22.6 percent. This situation will abate somewhat in 2014, when the men’s capacity will rise by 120 beds with the opening of the new Fort Madison prison.

The biggest changes expected to occur between the end of FY2011 and FY2012 are in 70% inmates (a projected increase of 57 inmates) and Special Sentence revocations (an increase of 81 inmates).

¹ Tables will be found in the appendix.

Projected Populations & Official Capacities: Mid-Year 2012



Source Data: Tables 1-3

LONG-TERM PROJECTED POPULATIONS

Total Inmates

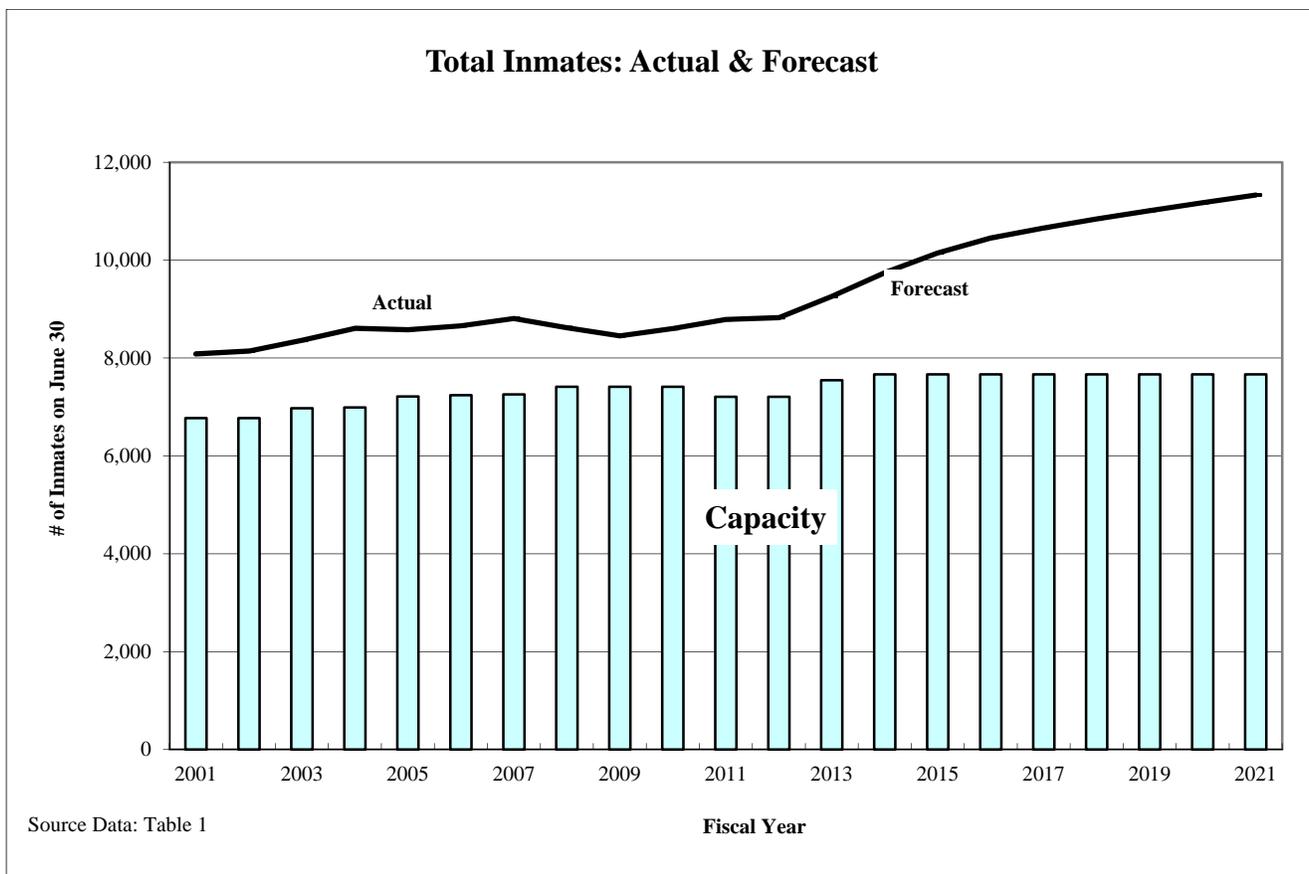
If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population may be expected to increase from 8,787 inmates on June 30, 2011 to about 11,300 inmates on June 30, 2021, or by about 29 percent over the ten-year period (Table 1).

Male & Female Inmates

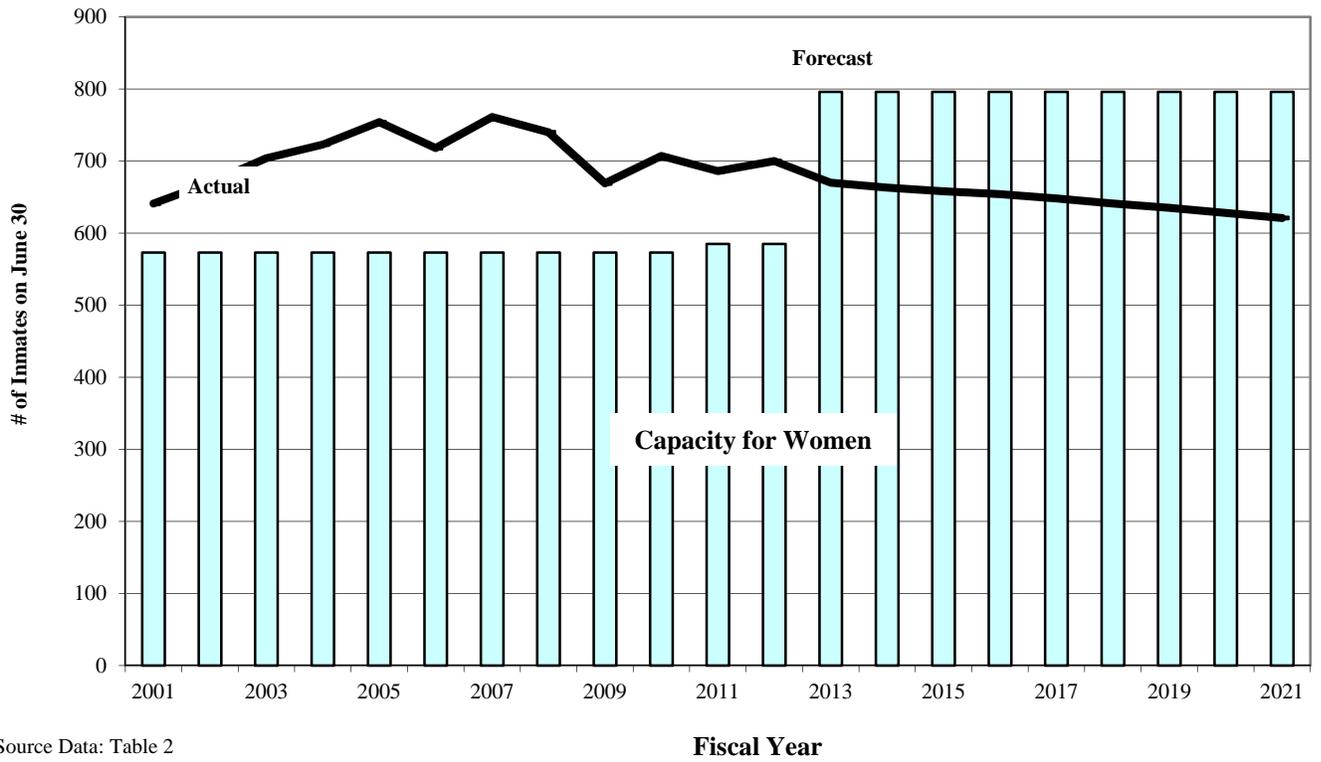
For the second time in three years, the projection suggests a decrease or stabilization in the women's prison population. The current forecast suggests that the women's population will gradually fall during the next decade, reaching 621 inmates in mid-2021 (Table 2). Because the women's population is smaller than the men's, it is to be expected that year-to-year forecast numbers will vary as admissions rise or fall from year to year (as swings are more likely with smaller numbers). The population of male inmates is expected to increase by about 32 percent during this same period, larger than the 21 percent increase projected one year ago (Table 3).

Prison Capacity

When compared with official Department of Corrections prison population capacities, and taking into consideration currently-planned increases in prison capacity, the female inmate population is projected to be at 78 percent of expanded capacity in 2021, while the male inmate population is projected to exceed capacity by about 56 percent, by mid-year 2021 (Tables 2 and 3).

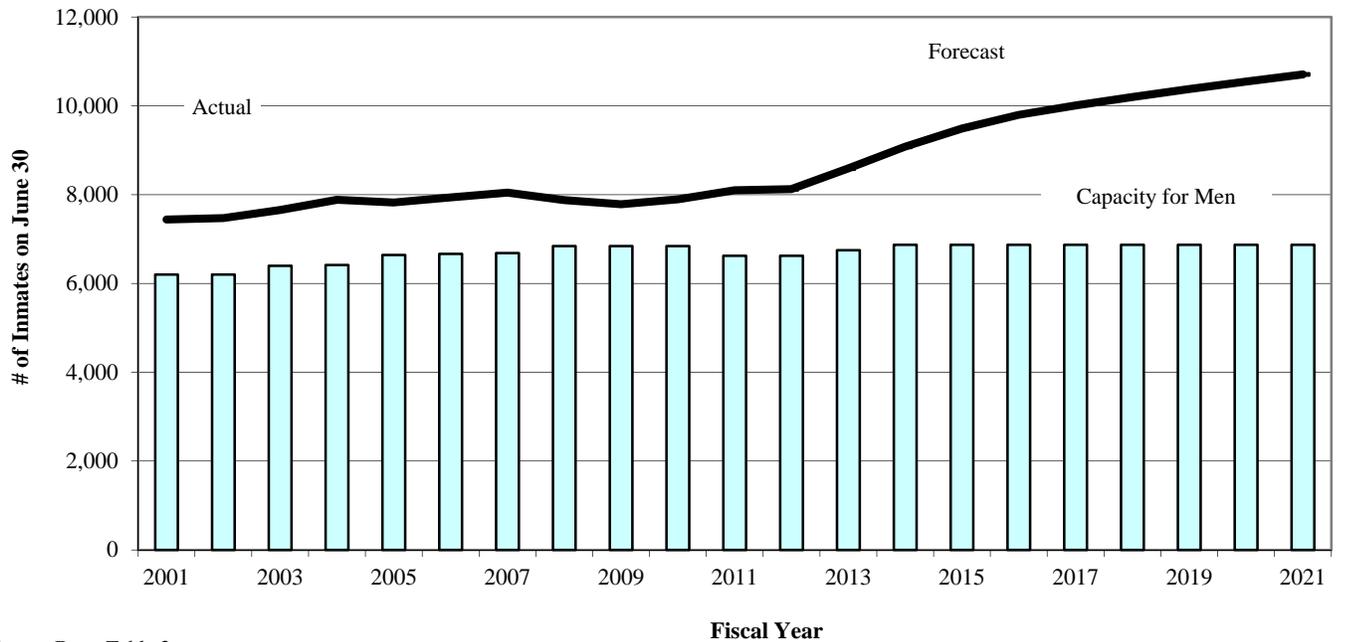


Female Inmates: Actual & Forecast



Source Data: Table 2

Male Inmates: Actual & Forecast



Source Data: Table 3

FACTORS INFLUENCING PRISON GROWTH

The forecast this year continues to show a return of patterns suggesting continuing increases in Iowa's prison population. This year's forecast suggests a new record-high population by the end of FY2013, with yearly increases thereafter.

To some extent, the last months of FY2010 and beginning of FY2011 constituted a "perfect storm" vis-à-vis the prison population, as both direct court commitments and probation revocations turned upward while paroles lagged. While the beginning of FY12 showed a drop in population as the result of Anderson v. Iowa, the forecast suggests that population pressures remain that will result in the return of ever-rising prison populations. Last year, CJJP projected 10,409 inmates by mid-year 2020, if current offender behaviors and justice system trends, policies, and practices continued. The current forecast for mid-year 2020 is 11,174, or nearly 800 more inmates than projected last year

This increase from last year's forecast appears to be due to these primary factors:

- **A continuing drop in paroles.** While parole releases actually rose in FY11 (from 1,379 in FY10 to 1,450 in FY11), as a percentage of all releases paroles still constitute a considerably smaller portion than was true five or six years ago. In FY05-06, there were more than two parole releases for every expiration of sentence (e.g., in FY05 there were 2,305 parole releases and 1,035 expirations); In FY11 paroles and expirations were almost equal, with 1,450 paroles vs. 1,444 expirations. While the Board of Parole has continued to make extensive use of work release, parole releases from institutions lag well behind their numbers of the recent past.
- **Changes in average (mean) time served prior to release.** After four years of increase, the average length-of-stay for first releases from prison decreased in FY11. The decrease was seen in nearly all felony groups except sex offenders. Serious misdemeanants and drunken driving offenders also tended to see their length-of-stay increase. We anticipate that sex offender length-of-stay will now stabilize, as nearly all sex offenders eligible for release now are covered by the Special Sentence, which provides supervision after release even for those who expire their sentences. Despite the drop in length-of-stay for first releases, those released after a previous release failure spent longer in prison than was true in any recent year.
- **An increase in the number of probation revocation admissions to prison.** Probation revocation admissions to prison reached an all-time high in FY11. This suggests that the reduction in community-based corrections resources – which has resulted in higher probation caseloads -- may be having an impact on the ability to successfully maintain high-risk probationers in the community. One positive note, however, is that probation revocations were higher in the first half of FY11 than in the second half, so it is possible that the record high may be an anomaly.
- **An increase in the number of Class B felons expected to be in the population in ten years.** A year ago, CJJP estimated that there would be 2,199 Class B felons in the population at the end of FY2020. This year's forecast suggests 2,100 Class B felons at the end of FY2021. The difference between these numbers is largely accountable to Class B non-violent offenders (primarily drug offenders), whose projected number this year is smaller than last because their number of admissions in FY2011 was smaller than anticipated (thereby reducing projected admissions during the forecast period).

- **An underestimation in the expected number of Special Sentence revocations in the population.** Each year since its initiation, CJJP has increased the anticipated number of Special Sentence violators expected in the population. Three years ago, CJJP forecasted that 123 Special Sentence violators would be in the population at the end of FY2018. Two years ago, we estimated that there would be 314 Special Sentence violators in the population at the end of FY2019. Last year, we projected 392 at the end of FY2020. This year, taking second-and-subsequent revocations into account for the first time, we project 679 Special Sentence revocations in prison at the end of FY2021. What these changes suggest is that revocation rates for those serving the Special Sentence have been higher than anticipated, both for those released from prison and those who served their original sex offense sentences in the community. Essentially, what has happened is that Special Sentence revocations have occurred at a much higher rate than previously seen for sex offenders in Iowa. Given the relatively short period of experience in dealing with the Special Sentence, it would not be surprising if the actual figure in ten years were even higher, depending on policies of the DOC and Board of Parole.

While changes enacted in the 2004 and 2005 legislative sessions will eventually assist in stemming the growth of the inmate population, these changes have had minimal impact through the end of FY2011. The foremost of these changes modified the mandatory minimum terms which had previously required that some inmates serve 85 percent of their terms. The change allows the Board of Parole to release affected inmates after serving 70 percent of their sentences (which still expire at 85 percent). This change has allowed the release of a number of Class C felons since its passage, but no impact will be seen on affected Class B inmates until at least 2016. The major growth in the prison population through FY2021 will be among those serving 70 percent sentences (the expected increase in Class B 70% sentences is 406 inmates between FY2011 and FY2021) and Special Sentence revocations.

After the three-year drop in new prison admissions (new court-ordered commitments and probation revocations), FY2010 and FY2011 saw a return to the pattern of increases seen earlier in the decade. Although there was a slight drop (-0.2%) in direct court commitments to prison in FY11, this decrease was more than offset by an increase (+12.9%) in probation revocation admissions. While there was an overall 5.4% increase in new commitments during the year, all of the increase occurred during the first half of the year; during the final two quarters of FY11 there was a 3.5 percent decrease in new admissions, with six of the eight judicial districts showing decreases.

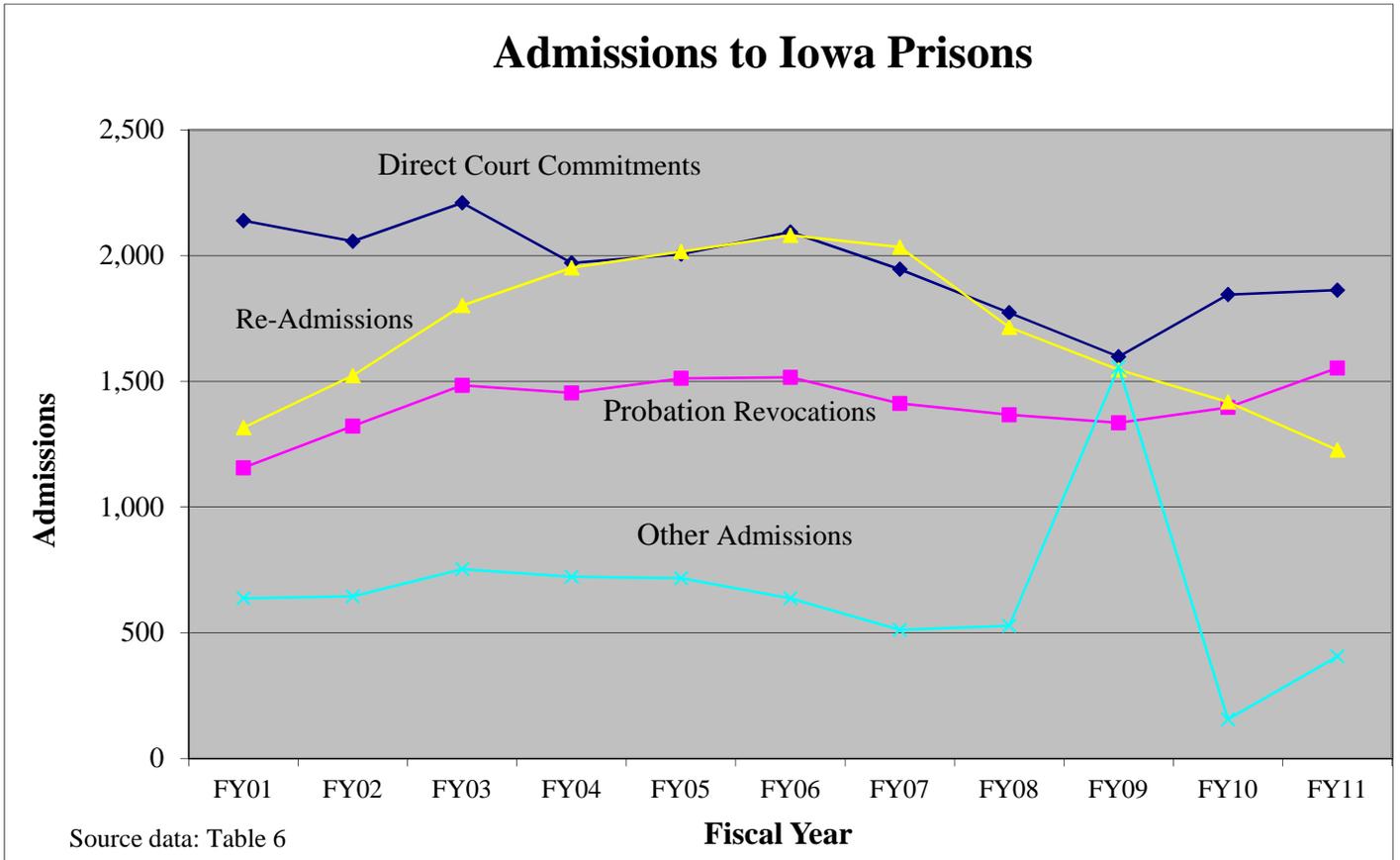
Nonetheless, six of the judicial districts showed increases in admissions during FY11, with the Third and Fourth Judicial Districts being the two exceptions. The decreases in these two relatively small districts were more than offset by double-digit increases in larger districts, the Fifth (Des Moines) and Sixth (Cedar Rapids-Iowa City).

Taking these changes into account, the forecast projects an increase in new admissions over the next ten years (with a change from 3,439 admissions in FY2011 to about 4,001 admissions in FY2021 [Table 7]). As noted above, all the increase in admissions seen in FY2011 occurred in the first half of the fiscal year, as the first half of the year saw an increase of 232 and the last half saw a decrease of 51 admissions. Nearly half the increase was due to new drug commitments.

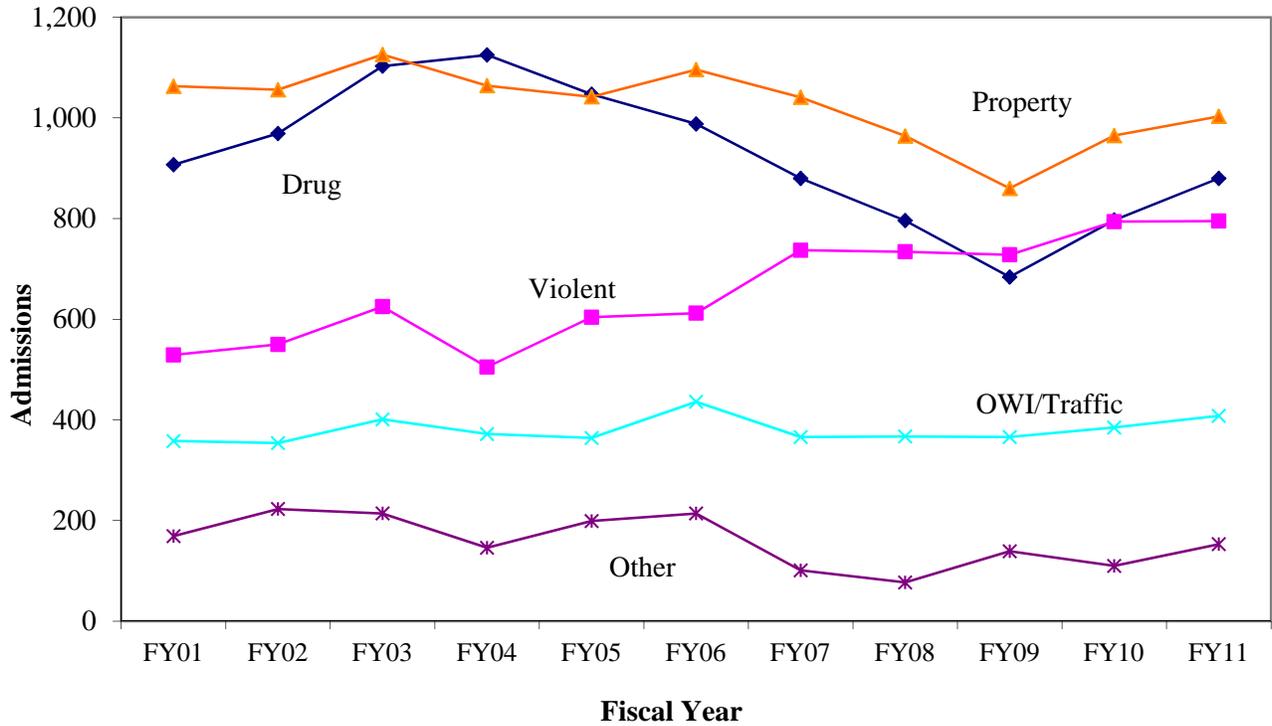
After a decrease in FY2010, readmissions decreased again in FY11, but that decrease was solely due to the elimination of the Violators Program, which has been discontinued. When one excludes Violator admissions in FY10, there was little change in return admissions (1,263 in

FY10 and 1,266 in FY11). The readmission pattern was similar to that of new admissions, with a 5.7% increase in the first half of the year and a 4.7% decrease in the last half. Nonetheless, readmissions are expected to increase to about 1,641 over the next decade,

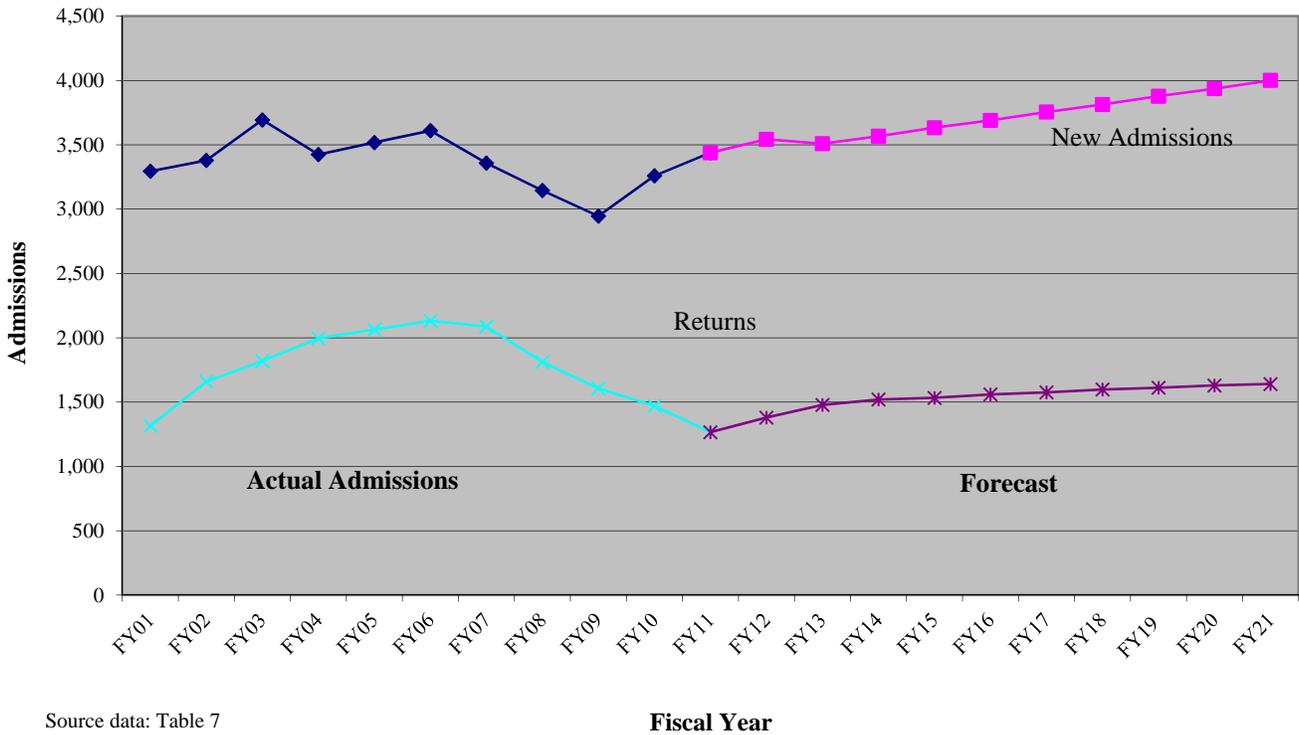
In the chart below, note that the dramatic increase in other admissions seen in FY2009 was a one-time occurrence due to flooding of the Linn County Jail and the temporary holding of Linn County Jail inmates in institutions of the Iowa DOC.



New Prison Admissions by Offense Type



Prison Admissions: Actual & Forecast



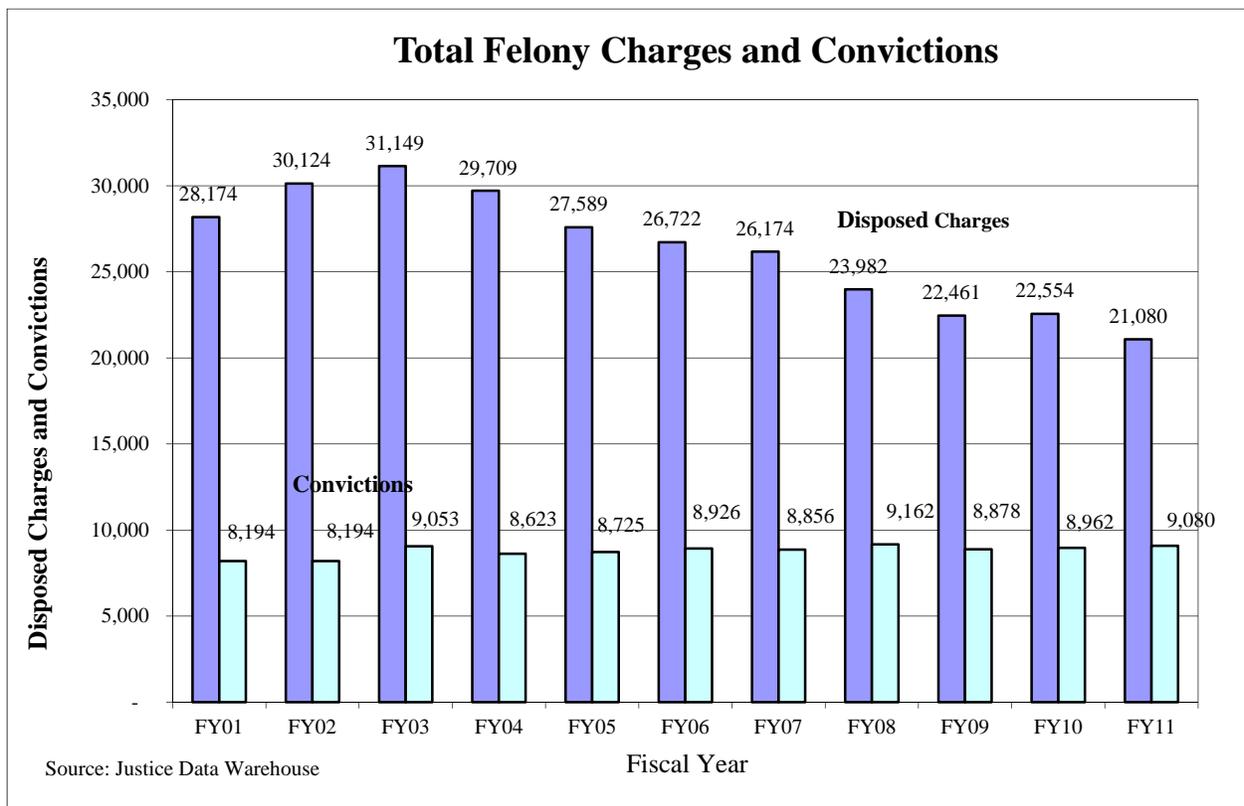
Source data: Table 7

There are other factors which, while their impact may not be so direct, appear to influence the prison population:

- **Decreases in Felony Charges Disposed**

Projections of new prison admissions are informed by felony charges disposed and felony convictions in the Iowa District Court. As shown in the chart below, felony charges in FY11 dropped for the seventh time in the last eight years. Overall, felony charges disposed have dropped nearly one-third since FY2003. It is also noteworthy that the largest decreases have taken place among the most serious crimes: since 2003, filings of Class B felonies have dropped nearly 48 percent, and “other felonies,” which tend to include sentencing enhancements that lead to long sentences, have dropped 45.5 percent.

Compared to disposed charges, felony convictions over the period have remained relatively stable. Total felony convictions in FY11 were nearly identical to the FY2003 total.



- **Changes in Sentencing and Parole Eligibility**

The Violent Crime Initiative (*Iowa Code §902.12*), effective FY1997, abolished parole and most of the earned time for a number of violent offenses and required at least 85 percent 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 FY1998.

Due to these changes, the expected length of stay for these offenses increased greatly (Table 4). However, under changes enacted during FY2004 and FY2005, all persons previously

admitted to prison for these crimes have become eligible for parole or work release after serving 70 percent of their sentences, leaving an opportunity for parole between 70 percent and 85 percent. The extent to which the Board of Parole releases offenders prior to the 85 percent expiration obviously affects the size of the prison population. Sixty-three of these offenders were released in FY2011 (compared to 67 in FY2010). CJJP estimates that 44 of these offenders would not have been released in FY2011 if the original 85 percent requirement were still in effect.

As of 6/30/11, of the 982 inmates serving minimum sentences under Iowa Code §902.12, 61 had passed their mandatory minimum release date. Twenty-one of the 61 had already failed during a previous release opportunity. Of the 982, CJJP estimates that 391 would have been released by 6/30/21 under the original 85 percent law. If this group, instead, were released at their 70 percent eligibility date, 545 will have been released. If release occurs, on average, midway between 70 percent and 85 percent, 454 will have been released. In addition, CJJP estimates that another 47 Class C 70 percent felons yet to be admitted will have been released prior to the end of FY2021 (who would **not** have been released under 85 percent provisions). Remember that the impact of the change to 70 percent on Class B felons will just start having an impact in FY2016, at which point the first of these offenders will become eligible for parole consideration, so the long-term impact of the change is more considerable. In January, 2018, when the first Class B 70 percent felons would have been released under the original 85 percent law, there will be 114 Class B inmates who will have passed the 70 percent point of their sentences and will be eligible for parole or work release. There will be 230 of these Class B offenders eligible for release under the 70 percent requirement as of 6/30/21; only 83 of these Class B offenders would have been released by 6/30/21 under the original 85 percent law.

By mid-year 2021, CJJP estimates that about 1,432 prisoners will be serving time under these mandatory sentencing provisions (not including 21 sex predators). While there is expected to be stability in the number of those serving 70 percent Class C sentences (a slight rise from 334 to 354), CJJP estimates that those serving 70 percent Class B sentences will rise from 625 to 1,031, as the first of these offenders will not become eligible for parole until January, 2016. Additional, substantial effects of these laws on the prison population will be realized beyond this forecasting period. For estimates of the make-up of the prison population in future years, see Table 10.

It should be noted that a high percentage of those serving sentences under §902.12 are African-American. Of the non-70 percent offenders in prison on 6/30/11, 24.5 percent were African-American. Of the 70 percent offenders, 38.4 percent were African-American (a rise of a full percentage point since FY10). In FY11, 52 percent of the new admissions for 70 percent crimes were African-American, a new high. Of the robbers entering prison under 70 percent sentences, 60.9 percent were African-American (including 70.4 percent of the Robbery-1 admissions). Thus, it will be difficult to reduce the racial disparity in Iowa's prison population without somehow modifying 70 percent sentences.

In addition to the Violent Crime Initiative, the Sexual Predator law (§901A, *Iowa Code*) effective in FY1997, imposes the requirement that certain repeat sex offenders serve 85 percent 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. On June 30, 2011, there were 34 offenders serving

sentences under §901A (including one lifer). There were four additional lifers sentenced under the enhanced sentencing provisions of §902.14 (second and subsequent sex offenses). In FY11 there were four releases of offenders sentenced under the sexual predator provisions of §901A.

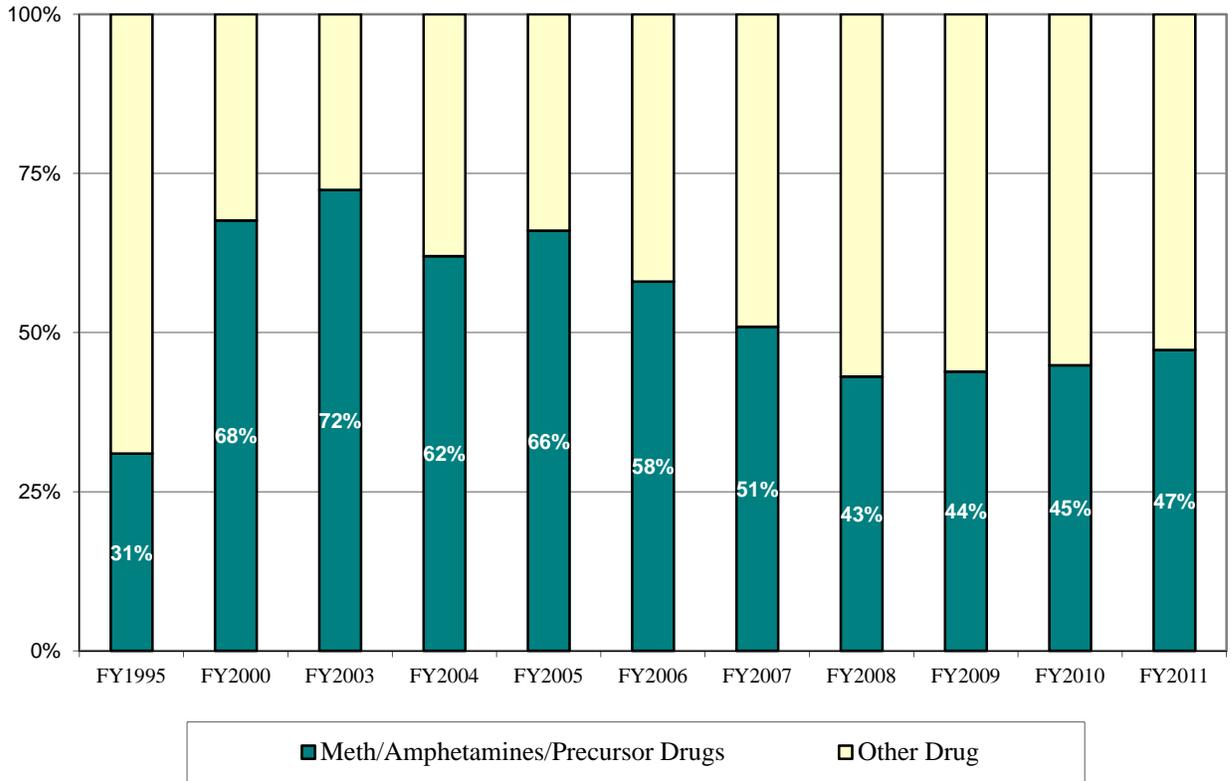
- **Admissions of Drug Offenders**

After five straight years of declines in drug admissions to prison, new drug admissions increased in both FY2010 and FY2011. Drug admissions have been one of the driving forces behind rising prison populations in Iowa for more than the past decade. Drug admissions reached their peak in FY2004, when 32 percent of the new inmates entering prison were committed for drug offenses. More broadly, between FY2005 and FY2011, about 26 percent of Iowa's prison population has entered prison after conviction for drug crimes. In addition, there are obviously other inmates who have been committed to prison for non-drug crimes which stem from drug involvement.

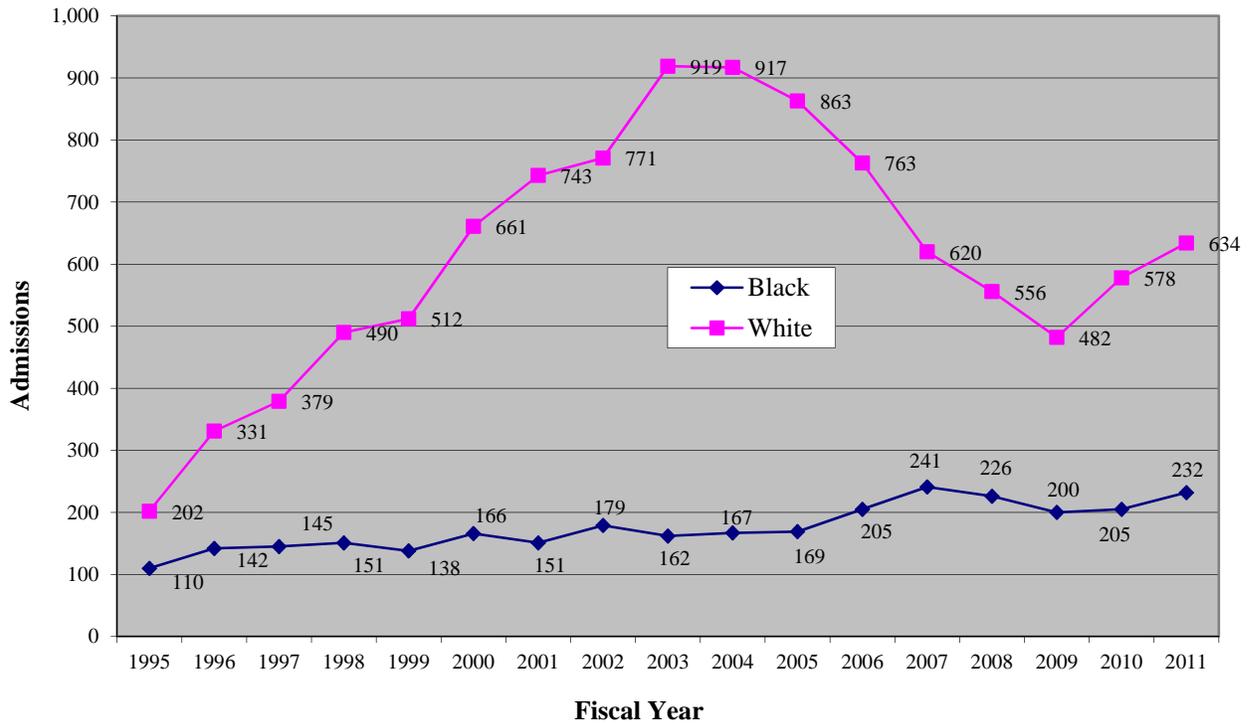
As time passes, it becomes more evident that the rise in drug admissions that peaked in FY2004 was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution of meth dealers and users. CJP analysis of Department of Corrections' records reveals that, of drug offenders admitted to prison during FY2011, about 47 percent had offenses involving methamphetamines, amphetamines, or precursor substances. This is a rise from 44 percent in FY10, but a drop from 66 percent in FY2005. Between FY2010 and FY2011 new drug admissions rose by 82, 58 of which involved meth-related crimes. CJP estimates that prison admissions for meth-related drug crimes increased from about 244 admissions in FY1996 to 416 admissions in FY2011, with an estimated high of 805 in FY2003.

Another factor pertaining to drug commitments that bears continued inspection is the relationship between Iowa's historically high rate of African-American imprisonment and drug commitments. As admissions for methamphetamines rose from the 1990's through 2004, the percentage of white drug admissions also rose, as meth tends to be a "white" drug. As meth admissions dropped, however, there was a tendency for cocaine-related admissions – who are principally black -- to increase. While admissions for meth and cocaine both increased in FY11, the percentage of drug admissions accounted for by cocaine dropped to 17.2 percent, the lowest since FY2005. White drug admissions rose by 57 in FY11, while black admission rose by 27. The increase in black drug admissions was entirely due to an increase in admissions for crack cocaine, as cocaine powder admissions dropped for both whites and blacks.

New Prison Admissions: Drug Offenders by Type of Drug Involved

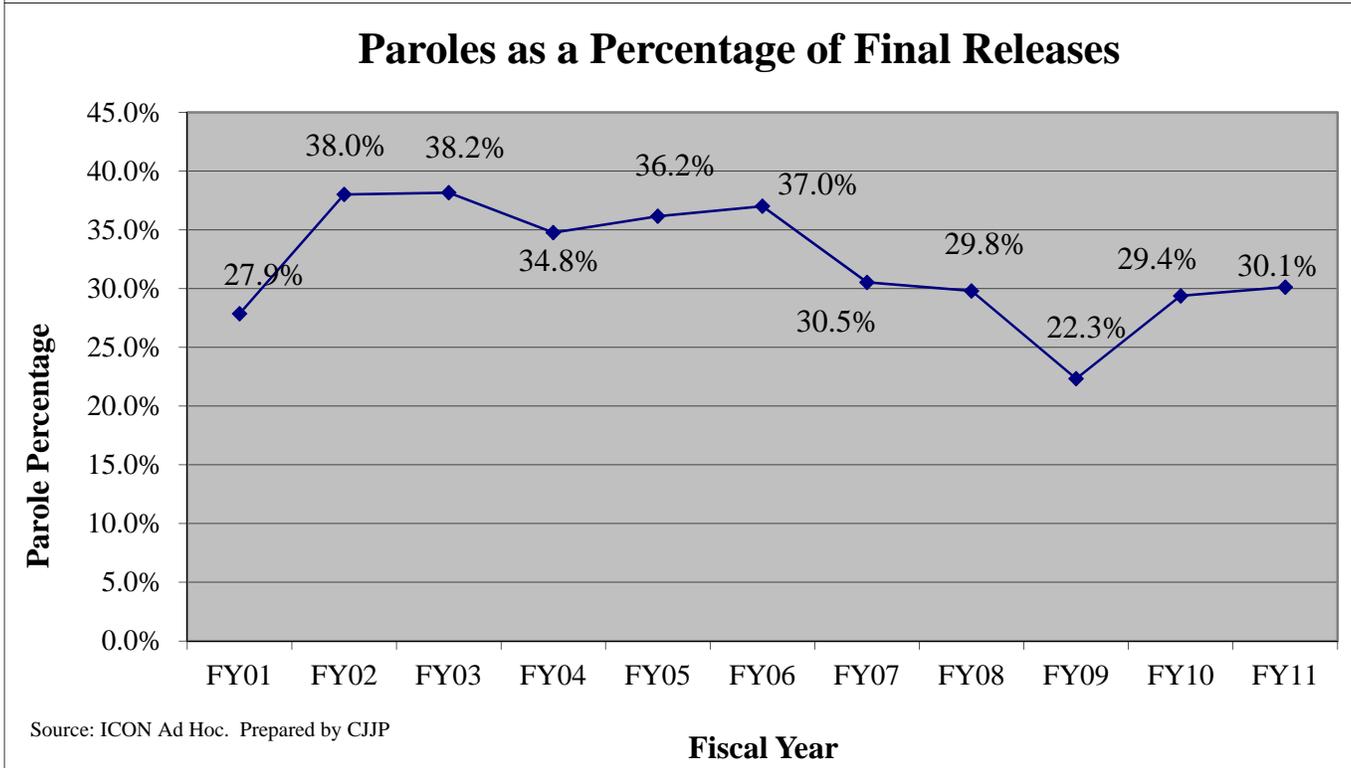
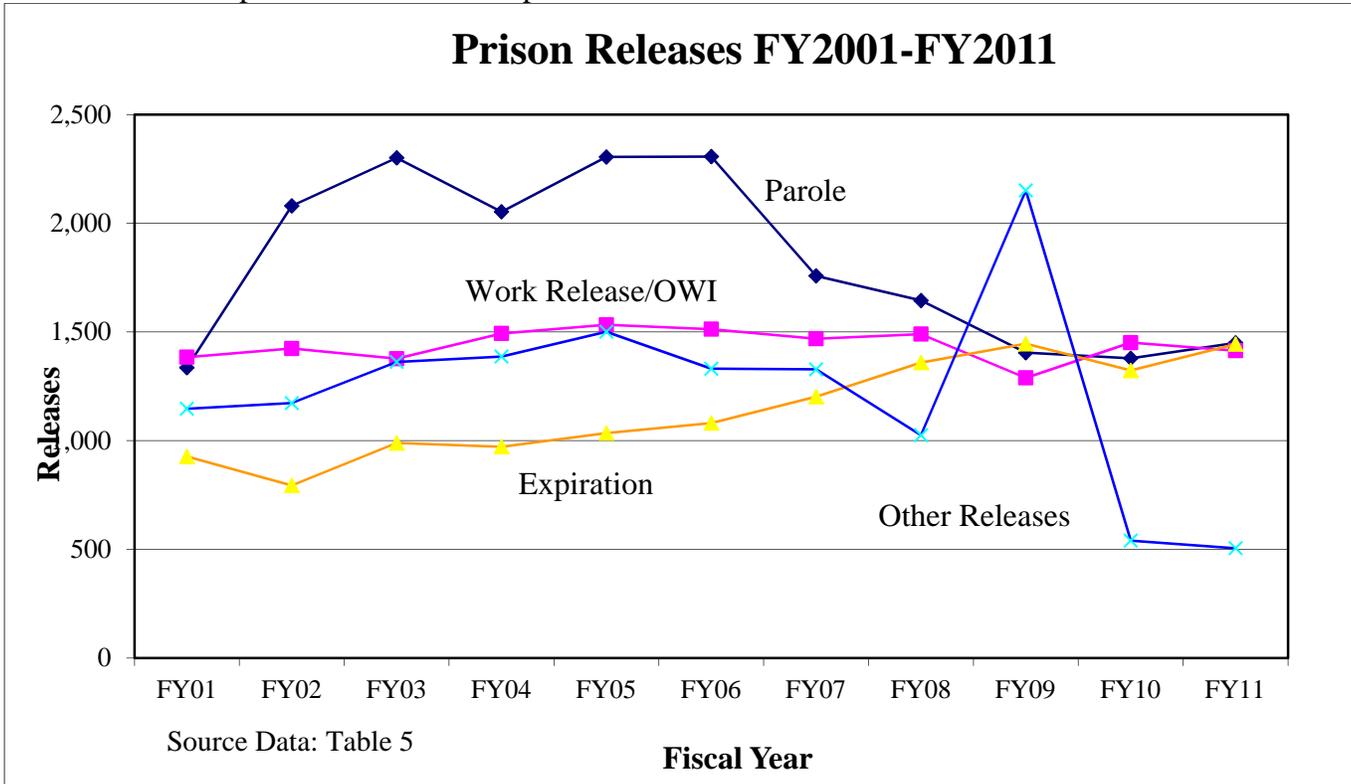


New Drug Admissions to Iowa Prisons



- Increases and Decreases in Paroles**

While paroles increased in FY2011, as a percentage of total release their number changed very little. Each of the last three years has seen approximately equal numbers of paroles and expirations. The rate of paroles continues well below the rate of FY2005.

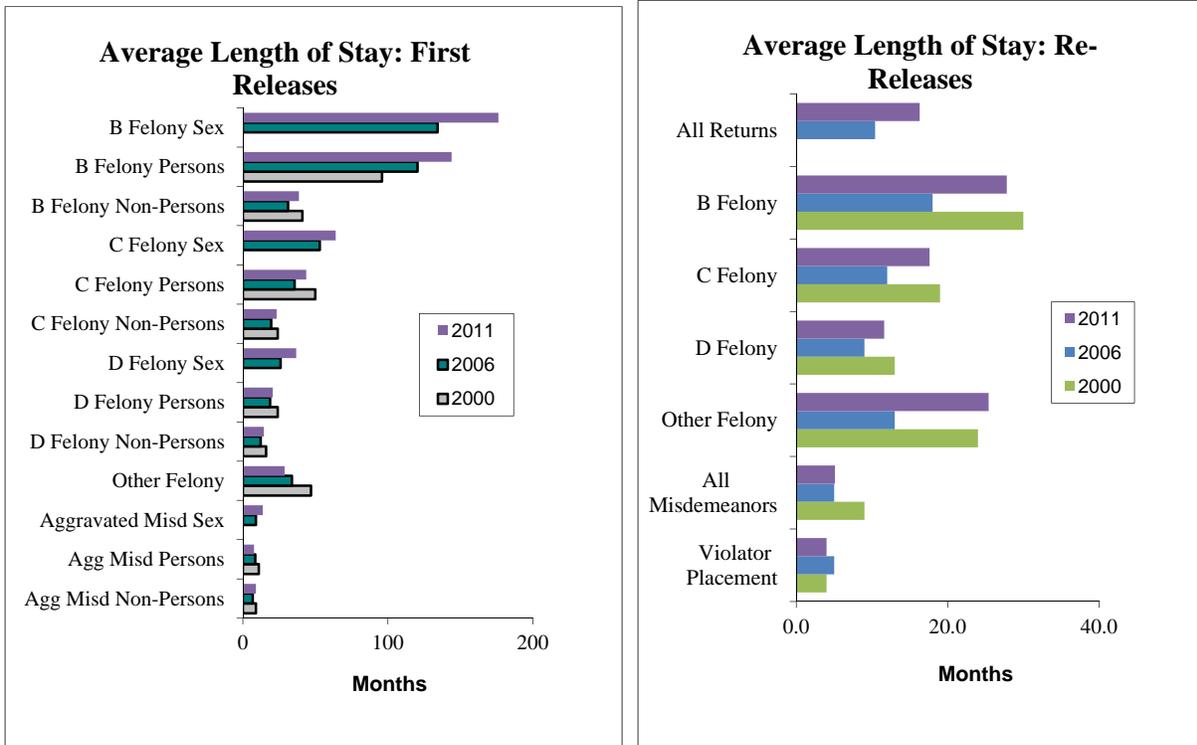


- **Increases in Inmate Average Length of Stay**

As parole releases rise and fall, average time served for departing inmates also tends to rise and fall. Analysis of time served is done by class and offense type for two groups: new inmates who are leaving prison for the first time, and inmates who have previously been released but have returned and are being released for a second or subsequent time. Average time served for the second group tends to be shorter than the first because of their having usually served a significant portion of their sentences prior to their original release.

Average time served in prison prior to release dropped for new admissions in FY11 and rose for returns (Table 4).² Comparing FY2011 figures with FY2000 (FY2001 figures are unavailable), one sees decreases in average time served for nearly all first release groups, with the average dropping to a level similar to that seen in FY07 and FY08. Inmates released for a second or subsequent time on a sentence in FY2011, on the other hand, tended to split increases and decreases, with increases for the most serious offenders (Class B and Other Felonies) and decreases for Class C and Class D felonies.

Note that sex offenders in every category tend to serve more time in prison than other inmates within the same offense classes. This group was also most likely to see a further lengthening of time served in FY11. With the creation of a “Special Sentence” in 2005 that provides for post-incarceration supervision for all sex offenders, CJJP expects this trend to continue. The majority of sex offenders expire their sentences in prison.



Source Data: Table 4. Data prior to FY2004 are based on samples of released prisoners. Length of stay figures do not reflect the amount of time that will eventually be served on crimes for which parole has been abolished (see page 10). “Other felony” category includes habitual criminals and some drug offenders. Figures for “all returns” are not available prior to FY2004.

² See the section “Forecasting the Prison Population” for a description of admission and release categories.

Note, too, that slight variations in average length-of stay can have considerable impact on the prison population. If the 1,258 “subsequent release” inmates in FY2011 had been released at the same point as “subsequent release” inmates in FY2010 (i.e., in 15.2 months instead of 16.3 months), the result would be 115 fewer inmates, less those returned for violations. On the other hand, if the 3,186 “first release” inmates in FY11 had been released at the same point as in FY2010 (23.2 months instead of 20.8 months), the prison population at the end of FY11 would have been increased by 664 inmates. Thus, the size of the prison population is very sensitive to variations in average length-of-stay.

- **Changes in Community-Based Offender Populations**

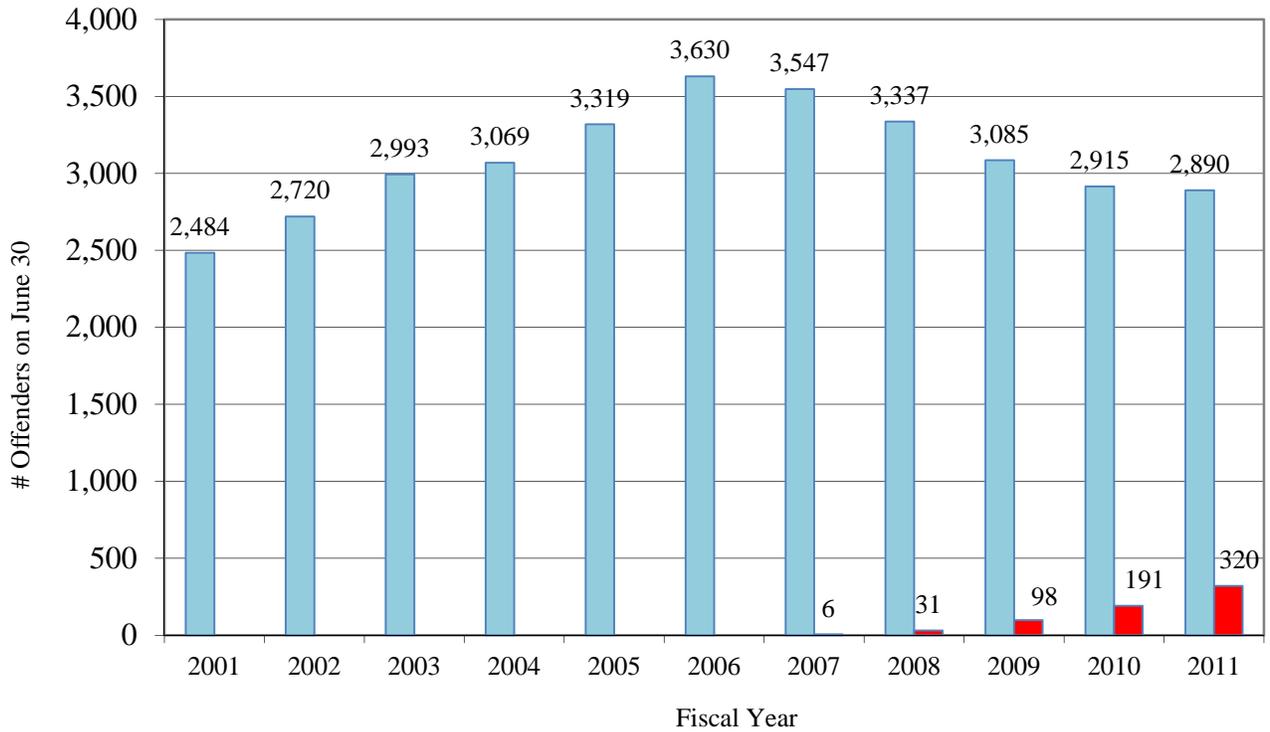
As shown in the charts below, probation and parole populations have varied over the past ten years. While the relationship is not necessarily linear, there appears to be a connection between the number of offenders under supervision in the community and the number eventually entering prison.

The parole supervision population has risen and dropped during the decade, with the peak figure of 3,630 (at the end of FY2006) followed by five years of declines. This drop in parole populations appears to be the result of a decrease in paroles granted. Accompanying this drop in parolees supervised in the community has been a drop of more than one-third in parole revocations since FY2006 (970 in FY2006 and 637 in FY2011).

Note in the parole supervision chart that the number of Special Sentence offenders has been added (in red). This population is expected to rise dramatically in the next ten years.

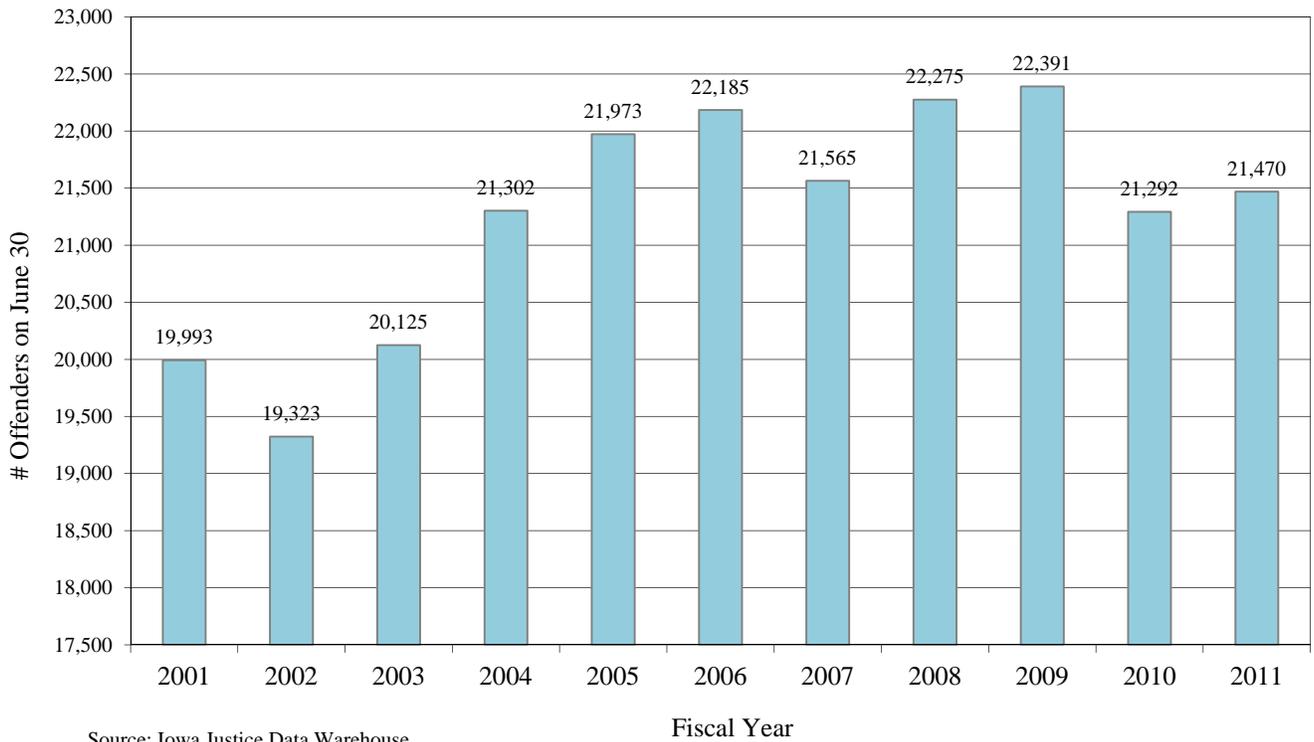
The end-of-year probation population has risen 7.4 percent since FY2001 (19,993 offenders in FY2001 and 21,470 offenders in FY2011), but the number of probation revocations entering prison has risen 34.3 percent. This rise in probation revocations has been accompanied by a decrease of 12.9 percent in the number of direct court commitments, suggesting that more offenders are being given a chance to succeed in the community rather than being directly committed to prison (Table 6).

End-of-Year Parole Populations (Field Supervision)



Source: Iowa Justice Data Warehouse

End-of-Year Probation Populations (Field Supervision)



Source: Iowa Justice Data Warehouse

- **Housing Federal Prisoners/Detainees**

Much of the increase in “other” prison admissions and releases in recent years is due to the housing of federal prisoners/detainees (Tables 5 and 6). At mid-year 2011, there were 87 interstate compact, safekeepers, and federal prisoners in Iowa prisons (an increase of three from FY10). Another 30 inmates were on “hold” status awaiting revocation or other action. For purposes of the prison population forecast, it is assumed that these numbers will remain constant throughout the forecast period.

- **New Concentration on Sex Offenders**

In response to a particularly heinous rape and murder of a young girl, in 2005 the Iowa General Assembly enacted legislation that significantly toughened sentences for sex offenders, especially those whose victims are children. Three of the provisions of this legislation have particular impact on the prison population:

- Life sentences for second and subsequent sex offenses
- An increase in the severity of penalties for some categories of Lascivious Acts with a Child
- Establishment of ten-year or lifetime post-release supervision for felony sex offenders (the “Special Sentence”).

Based on analysis of past admission trends, CJJP in 2005 estimated that the new Class A provision would result in admissions of 13 new Class A inmates per year. Through FY10, only one inmate had entered the Iowa prison system covered by this sentence. During FY11, however, four new inmates were received under this statute. In this forecast CJJP is estimating such admissions (including life sentences for Sex Abuse-1st) at four every year (accounting for forty new inmates by mid-2021).

CJJP also estimates that, by mid-year 2021, revocations of the “Special Sentences” to be served by sex offenders will result in an increase from 108 inmates on June 30, 2011 (up from 71 a year earlier) to 679 on June 30, 2021 (up from 392 one year ago). Eighteen of these current inmates are serving five-year sentences for a second-or-subsequent revocation (up from five a year ago). Because there is yet little experience in determining how long those entering prison on the Special Sentence will spend in prison, we have assumed an imprisonment period of two years for first revocations and five years for second-and-subsequent revocations. Until this year we have not attempted to estimate the impact of second-and-subsequent revocations, but there is now sufficient experience to assess their eventual impact. We expect inmates revoked to prison on second-and-subsequent revocations to outnumber first-offense inmates by the end of FY13.

After starting with Special Sentence revocations about evenly split between former prisoners and former probationers, during the last two years former prisoners have outnumbered former probationers about 2:1. These revocations are still a relatively recent phenomenon, however, and we expect variability in their numbers until a pattern becomes well-established. It should be noted that the number of offenders being supervised under the Special Sentence continues to rise rapidly, so it is not unexpected that the number revoked will rise similarly, in the absence of policy changes. All the increase in the imprisoned sex

offender population in Iowa between FY2010 and FY2011 was accounted for by inmates serving sentences for violation of Special Sentences.

There has also been another impact stemming from establishment of the Special Sentence. Given that all sex offenders receiving the Special Sentence will receive field supervision upon discharging their original sentences, the Board of Parole no longer is required to approve early release of an inmate to ensure a period of field supervision. Given that fact, the Board has become more and more reluctant to release sex offenders on parole. Thus, the extent to which sex offenders are serving their entire sentences prior to release has risen, further increasing the number of sex offenders in Iowa's prison system. In FY2011, for example, of the "first release" sex offenders, nearly 2/3 served their entire sentences. This compares to other violent offenders, 47% of whom were released via expiration of sentence.

With these new sex offender provisions, CJJP estimates that the number of offenders serving sentences for sex offenses in Iowa's prisons will rise from 1,270 to 2,222 by mid-year 2021 (not including those serving time for sex offender registry violations, which are public order crimes). The full impact of the new sex offender legislation is not expected to be reached until well after this forecasting period.

- **Increases in Housing Class A Felons**

Iowa has seen its population of institutionalized Class A felons rise from 198 in 1986 to 643 on June 30, 2011. Consistent with recent forecasts, an attempt has been made here to estimate what will happen to this specific population over the next decade.

To achieve this estimate, it has been assumed that current Class A felons will die or leave the prison system due to other factors after serving approximately 30 years (at a median age of 60). If this is so, about 252 lifers will be leaving the prison system between 2011 and 2021, with a jump to double-digit departures starting in FY2012. In this case, it is projected that Iowa's Class A felon population will rise from its current level to 646 later in FY2012 and then begin to drop as more inmates die or otherwise leave the prison system than are admitted. Under this scenario, the number of Class A felons is projected to be 581 at the end of FY2021 (including A Felony sex offenders). This is higher than last year's estimate due to the admission of four Class A Sex Offenders during FY2011 under a provision used only once in the previous five years. *Regardless of the accuracy of this estimate, as long as the number of Class A felons admitted to prison remains at its current low level, at some point during the decade the number of Class A inmates will begin to decline.*

In fact, the median time served for lifers dying in prison during recent years has been 18 years, so the estimate used above should be conservative. The median age of death for lifers in Iowa prisons has been 58 years. Other Class A inmates have also left prison due to commutation or by court order.

As of 6/30/11, 25 of the lifers in the Iowa prison system were age 70 and above, further reinforcing the notion that some lifers will be leaving prison within the next decade.

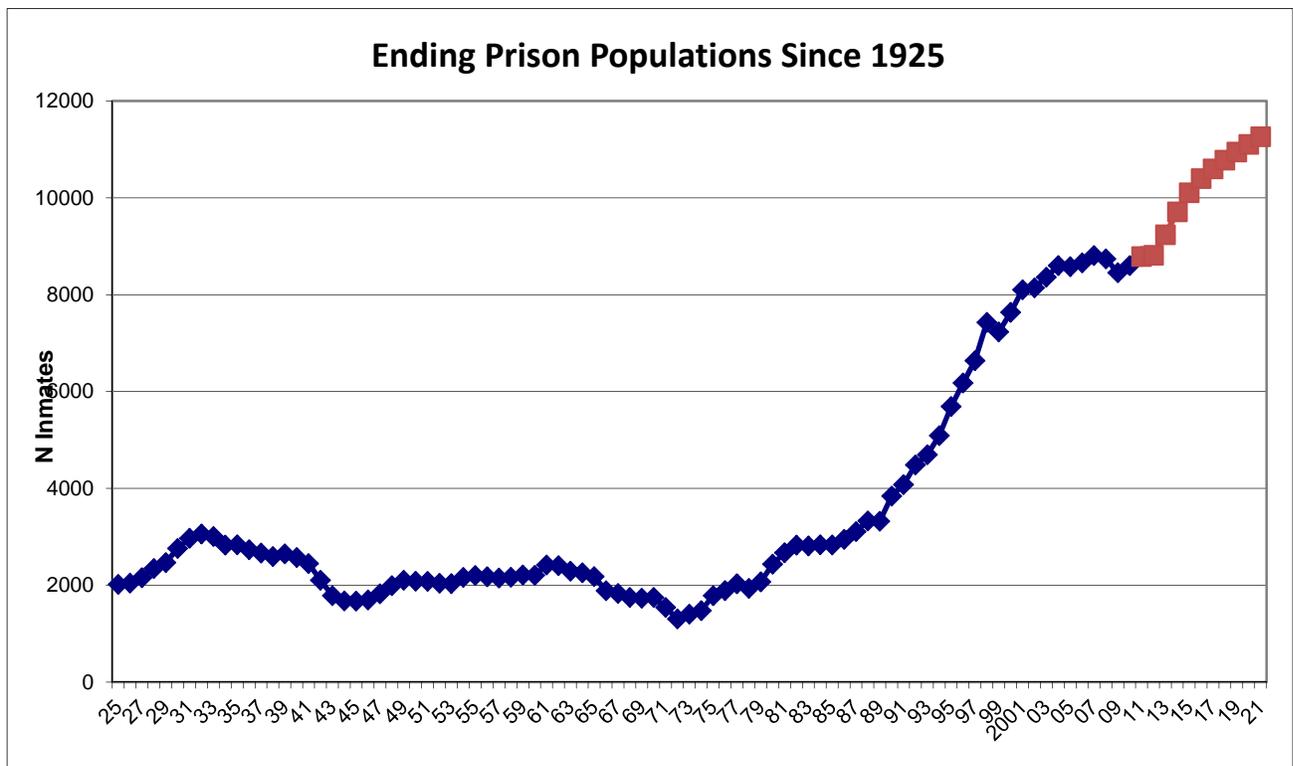
As a separate group, the number of Class A sex offenders is difficult to forecast, as on June 30 there were only 19 inmates serving life sentences for sex offenses. A new Class A penalty for subsequent sex offenses was adopted in 2005, but the first inmate sentenced under that provision didn't enter prison until late 2010. An additional four entered during

FY11. For the purpose of this forecast, it is estimated that one new Class A sex offender will be admitted every quarter. With the passage of time, it will be possible to develop a more rigorous estimate of future admissions.

OPPORTUNITIES FOR CHANGE

The growth in Iowa's prison population in FY11 provides further proof that, even after several years of relatively stable populations, Iowa cannot be complacent if it wishes to effectively manage the size of its prison population. While recent forecasts suggested that prison population pressures in Iowa have abated somewhat, the last four months of FY2010 and the first half of FY2011 saw nearly unprecedented growth in the population. This growth abated during the last half of FY11, but population pressures remain.

The graph below provides some historical context for the growth in prison population in Iowa, and illustrates the pattern of growth experienced since 1973. While the last seven years have shown some stability in population, the previous 30 years showed consistent growth. The question is whether the stability of the last seven years will be overcome by the same pressures that caused growth in the previous 30 years.



Source: Iowa Department of Corrections and CJJP

We have written previously that the population surge since 1990 was driven primarily by the methamphetamines epidemic, and the population stability since 2005 was due in part to an effective effort to reduce the incidence of meth labs in the State. It doesn't appear coincidental, then, that most of the increase in new commitments in FY11 was due to an increase in drug commitments. In turn, most of the additional drug commitments involved methamphetamines.

Another factor to consider is that the DOC "Violator Program" was discontinued in late FY2010, and the last of those entering the program had left the prison system by the end of the first quarter of FY2011. It is uncertain at this point how this program's discontinuation will affect the prison population. In the short term the population will be reduced, as typically there have been about 100 of these short-term inmates in the population. To the extent that the Violator Program was able to reduce later probation revocations, however, the impact of its elimination may result

in a long-term rise in the population. With direct court commitments remaining stable in FY11 and probation revocations rising, there is a suggestion that the Violator Program might have assisted in reducing probation revocations.

We wrote two years ago that, despite three years of reduced admissions at the time, there were still pressures on the population that could result in future population increases. That appears to have been exactly what has happened in the last two years, as direct court commitments have risen 16.6 percent in the last two years, and probation revocations have risen 16.8 percent. Partially responsible for these increases, new drug commitments have risen each of the last two years after five years of decreases. While there was a slight drop in commitments of new “70%” inmates in FY11, at the end of the year there were 64 more of these inmates in prison than was true at the end of FY2010. The one encouraging note about admissions is that despite the rise in FY2011, admissions still trail their FY2003 peak.

While paroles increased during FY2011, the rate of parole remains well below those of five or six years ago. It should be remembered that a major reason for the stability of Iowa’s prison population between FY2004 and FY2006 was an increase in paroles. Even with the small increase seen in FY11, parole releases have dropped 37 percent since FY2006. Some of this may be due to the addition of several new Board members in FY11, as making release decisions on prison inmates is a daunting task. That experience among Board members can be an aid in increasing paroles can be seen in data from the last six months, as the FY11 increase in paroles occurred only during the last months of the fiscal year. Paroles also rose substantially during the first quarter of FY12. Iowa can’t avoid increasing prison populations without assistance from the Board of Parole.

In recent years the Department and the local Departments of Correctional Services have moved purposefully toward implementation of “evidence-based practices” throughout the correctional system. Accompanying this movement has been adoption of a policy supporting more rigorous monitoring and evaluation of correctional programming. Included among the interventions are a variety of sex offender programs and a host of programs designed to facilitate an offender’s transition from institution to community.

This movement toward data-driven decision-making should be applauded on a variety of fronts. First, it promises more efficient use of correctional resources in a time of limited budgets. Second, it holds the promise of reduced recidivism and, ultimately, a safer Iowa. Accompanying reduced recidivism, of course, should be a justice system more able to efficiently handle the volume of offenders coming to its attention.

Consistent with this movement toward evidence-based programming, the Department of Corrections is spearheading Iowa’s involvement of the “Results First” cost/benefit analysis model developed by the Washington State Institute for Public Policy and now being supported by the Pew Center on the States. Through use of this model, Washington State has seen a drop in its crime rate while avoiding \$1.3 billion in justice system costs per biennium. States implementing the Results First model also have access to Pew Center technical assistance in determining what options will utilize state financial resources most efficiently.

Results First is a cost/benefit analysis model that analyzes programs across the justice system. The model aggregates the best national research to identify evidence-based programs that are effective. States are also able to tailor the model by using available state data to assess the impact of current programming and estimate the anticipated impact of proposed changes in law,

policy, or programs. The model is able to estimate the return-on-investment for existing and proposed programs, enabling a determination of how best to use state resources to control or reduce crime. It is anticipated that Iowa's Public Safety Advisory Board can use the Results First model in recommending changes to justice system legislation, policy, and programs to reduce crime in Iowa while maximizing efficiency.

In FY2011 releases from prison due to expiration of sentence continued at a high level. This may be due to a variety of factors, including inmates' refusal of parole, the parole board's desire to incapacitate some dangerous inmates as long as possible, and previous failures on parole and/or work release (about 38 percent of the institutional expirations in FY2011 had had previous release opportunities). Other factors may also come into play, such as lack of treatment resources in the community and high parole and probation caseloads in departments of correctional services (although the average monthly parole caseload dropped about 79 between the end of FY2010 and the end of FY2011). In that context, funds allocated to community-based corrections and treatment programs are well spent, as maintaining offenders in the community is much less costly than institutionalization. As Iowa addresses the needs of its corrections system, it would be wise to ensure that community-based resources are adequate. Cuts in community-based programming will likely result in rises in institutional populations. The possibility exists that the increase in commitments during the last half of FY2010 and first half of FY2011 may be related to a reduction of resources in community-based corrections. This is another area in which the Results First model can help in determining how to best use justice system resources.

One opportunity for change lies in Iowa's response to drug offenders. There have been some hopeful signs vis-à-vis drug offenders in recently, as from FY2005 through FY2009 admissions for drug offenses dropped (particularly admissions for Class B drug offenses). Iowa should continue examining drug offenders and drug sentences to ensure that those committed to prison for drug offenses could not be handled more effectively elsewhere or, perhaps, handled in prison for shorter periods of time. One step in this regard may be to equalize powder and "crack" cocaine sentences, one of the recommendations of the Public Safety Advisory Board (PSAB). While there was disagreement on the PSAB as to how crack and powder sentences should be equalized, the Board agreed that the current disparity in penalties was unwarranted.

As noted previously, 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 somehow addressing sex offender policy, as, 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. This year's forecast suggests over 2,600 offenders under supervision in the community at the end of 2021 (up from about 370 at the end of 2011). With community-based corrections already strained due to budget cuts, it is difficult to understand how this additional workload can be adequately handled.

A final possibility to controlling future population increase lies with inmates serving 70 percent sentences, particularly those with 25- and 50-year terms. At the end of FY2011, Class B 70 percent inmates constituted 7.1 percent of Iowa's inmate population (up from 6.1 percent just two years ago). This year's forecast suggests that 9.2 percent of the FY2021 population will be

serving 70 percent Class B sentences. While there is little argument that the inmates serving these sentences deserve punishment, and in many cases warrant long sentences for the purposes of public protection, Iowa should consider whether it is wise correctional policy to imprison all of these offenders for a minimum of 17.5 years when, prior to adoption of (then) 85 percent sentences, these inmates served an average of about seven years.

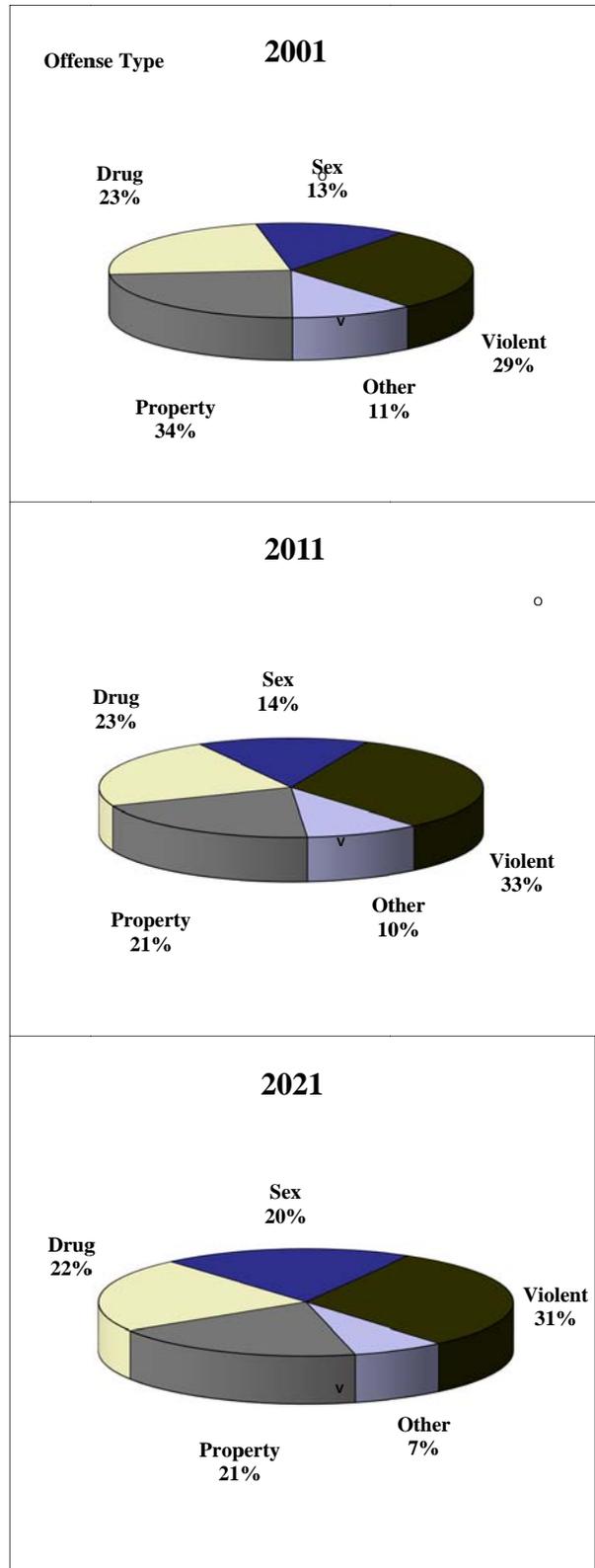
THE CHANGING FACE OF IOWA'S PRISON POPULATION

Iowa's prison population has grown from 2,495 inmates at mid-year 1990, to 7,645 inmates at mid-year 2000, to 8,787 inmates at mid-year 2011. In addition to the large increase in prisoners, the offender population has changed in regard to offense type, age, race/ethnicity and sex.

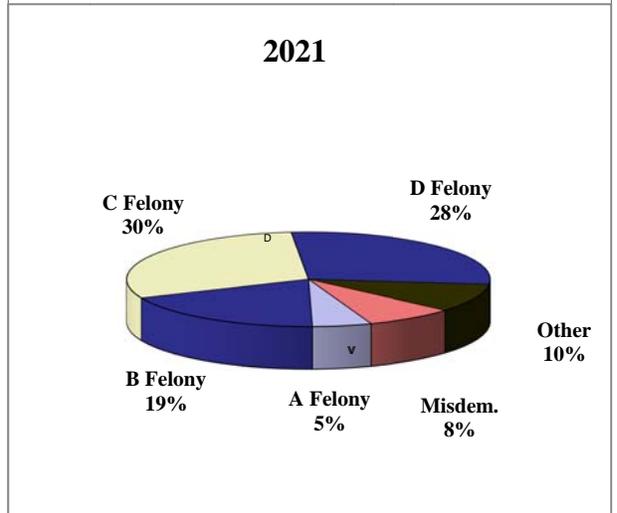
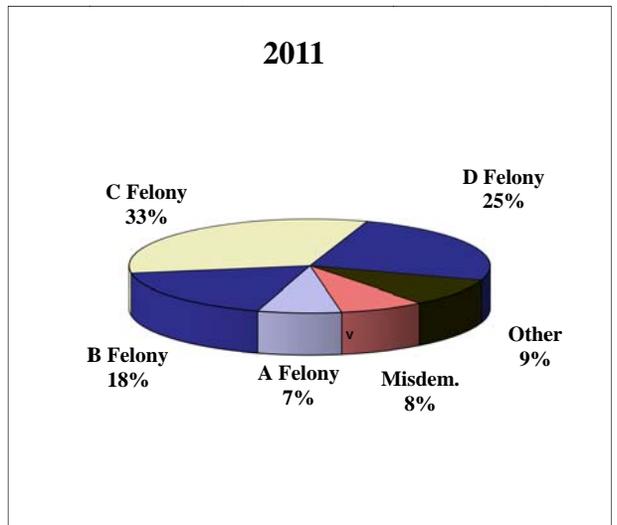
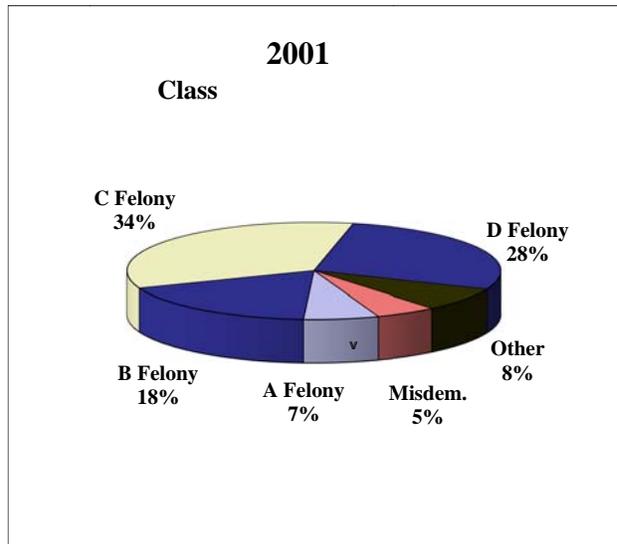
Regarding offense types, the percent of inmates serving sentences for drug crimes (as their most serious offense) has increased from two percent in 1988 (data are unavailable for FY1991), to 23 percent in 2001, remaining at 23 percent in 2011 (after reaching a high of 26 percent in FY2005). With an upturn in drug commitments in FY2011, CJJP expects their representation in the prison population to remain stable during the coming decade.

As drug offenses increased, there has been an accompanying drop in property offenders over the period (40 percent in 1988 to 21 percent in 2011). CJJP expects the percentage of property offenders in prison to remain at about that level during the coming decade.

The percentage of violent (non-sex) offenders in Iowa's prison population has crept slowly up during the past 20 years. CJJP expects the percentage of violent offenders to fall slightly in the next decade despite a continued increase in 70 percent inmates. The percentage of sex offenders in the population is expected to rise significantly. Note that the definition of sex offenders in this instance includes those returned for violation of the Special Sentence. These revocations are expected to account for about sixty percent of the increase in imprisoned sex offenders during the coming decade.



The distribution of sentences in the population has also changed over the past two decades. While there has been concern over the years about the rising “lifer” population, in fact the percentage of lifers in the population dropped between 1991 and 2001 and has risen slightly since then (7.7% in 1991 to 6.4% in 2001 to 7.3% in FY2011). CJJP predicts a slight drop in the lifer population in the coming years because of a drop in Class A admissions and expected mortality among current lifers.³ The percentage of Class C “lead” sentences is also expected to drop in the next decade as the percentage of Class B and “other” felons increases. Part of the increase in Class D population is due to an expected increasing number of second-and-subsequent Special Sentence revocations (which are here classified as D Felonies due to their maximum term of five years). CJJP predicts that the largest increase in the population in the next decade will occur among Class B 70% felons (an increase from 625 to 1,031, or 65 percent).

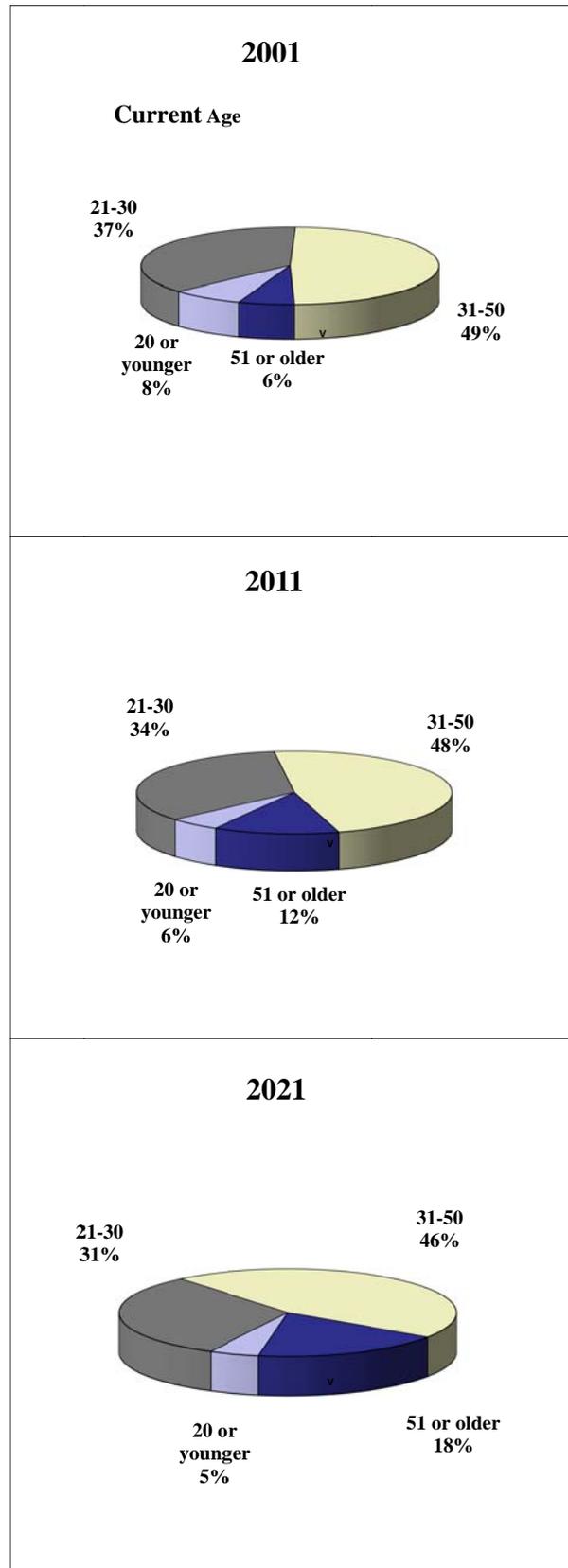


³ Lifers were assumed to exit the system after 30 years in most cases. For inmates who had already served 30 years, they were assumed to exit at age 60 (if below age 60) or 75 (if between 60 and 75). The few remaining inmates were assessed on an individual basis. The resulting figures should be conservative, as the median historic length-of-stay (LOS) for lifers who have left the prison system since 1987 is 16 years; the median age of lifers who have died is 58. This approach yields a median LOS of 30 years and median age of departure at 59 years.

Iowa's prisoners are also older than in prior decades. The median age of the population has increased from 29 in 1991 to 32 in 2001 to 34 in 2011. During the twenty year period, the percentage of inmates age 30 and below has dropped from 57 percent to 40 percent and the percentage of inmates over fifty has tripled.

This trend toward older populations is projected to continue, as the number of young inmates is expected to rise only slightly in the coming decade while older inmates increase more markedly. It is expected that the average age of the population will rise about two years in the decade, and the number of inmates older than 50 will rise from 1,129 at the end of FY2011 to around 2,000 by the end of FY2021.

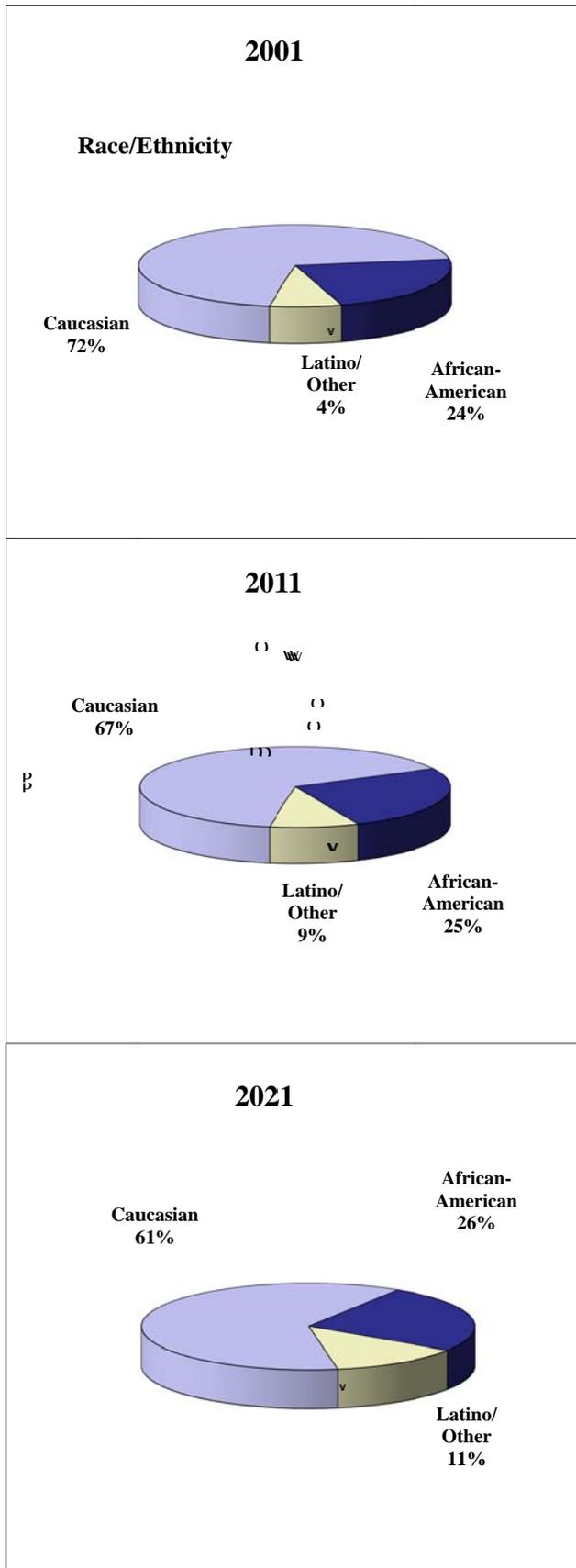
This "graying" of the prison population has significant implications, as a recent National Governors Association release cited research showing that, while the "average" inmate costs approximately \$29,000 per year, elderly inmates cost \$70,000.⁴



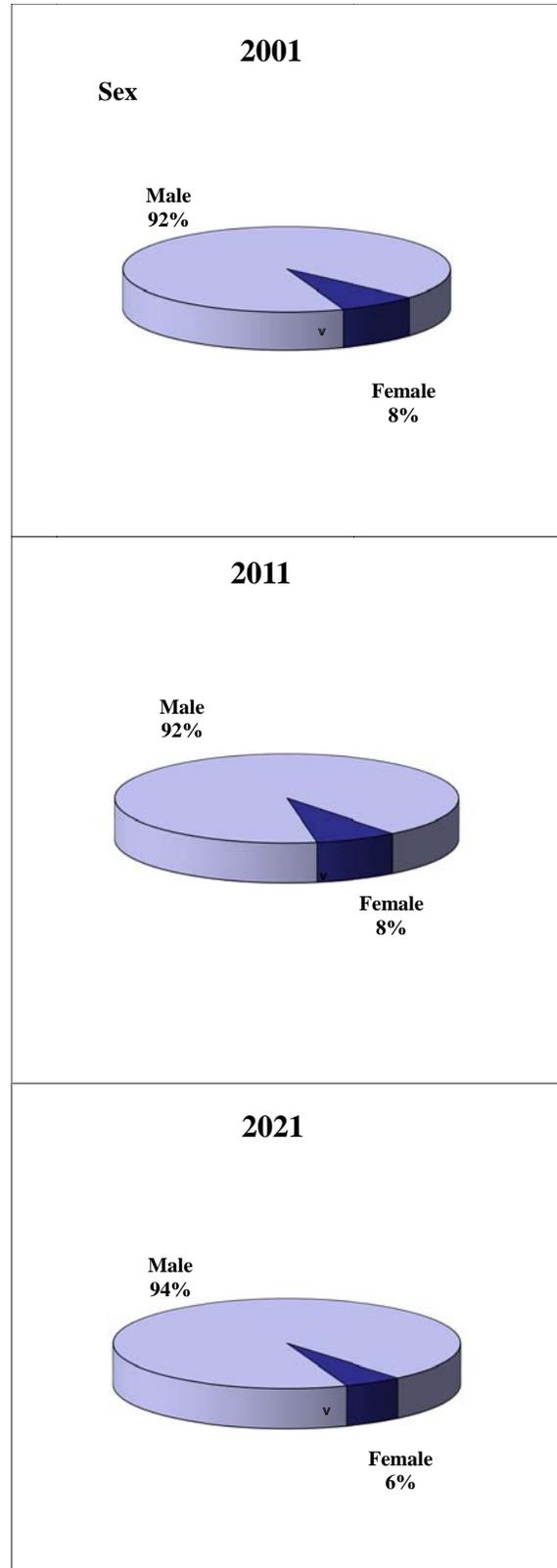
⁴ NGA Center for Best Practices, "State Efforts in Corrections and Sentencing Reform," released October 27, 2011, citing "Addressing the Needs of Elderly, Chronically Ill, and Terminally Ill Inmates," February 2004, 11.

The percent of African-American inmates in Iowa's prison system increased from 22.2 percent in 1991 to 22.8 percent in 2001, to 25.1 percent in 2011, clearly showing African-American over-representation in Iowa's prisons (Iowa's African-American percentage in the 2010 Census was 2.9%). The 2011 figure ties for the second-highest going back to 1987. The percentage of Latino, Native American, and Asian inmates has steadily increased in Iowa as well, from 3.0 percent in 1991 to 7.5 percent in 2001 to 9.3 percent in 2011. Hispanics in Iowa's prison population tend to be over-represented in drug crimes, OWI, and crimes against persons and under-represented in property and public order offenses. A significant percentage of the "safekeepers" held for federal prosecution have been Hispanic, although FY2010 and FY2011 saw a dramatic reduction in safekeepers in Iowa's prison system.

A projection of the population by race suggests that African-Americans will continue to be over-represented in the prison population in 2021, as their percentage is expected to rise to about 27.5 percent in the coming years. The big change in population, however, is expected among Latino inmates, as Iowa's Latino population is expected to rise dramatically in the coming years. If the Latino prison population rises to the same extent as is projected in the general population, Iowa can expect an increase from 586 Latino inmates at the end of FY2011 to about 1,152 at the end of FY2021.



CJJP estimates that at mid-year 2021, female inmates will make up about 5.5 percent of Iowa’s prison population. This percentage estimate is lower than was the case last year, as new statistical modeling suggests a drop in the female inmate population over the next decade. Over time, however, the percent of female inmates has increased, from 5.3 percent in 1990 to 7.9 percent in 2000 to a high of 8.8 percent in 2008. The current forecast suggests that the female inmate population will rise slightly between 2011 and 2012 and then begin a slow downward progression, reaching around 720 inmates at the end of the forecast period. This is a change from last year’s forecast, which suggested a leveling-off of the female population at around 750 inmates. Regardless, the size of the imprisoned female population is expected to be well within the available bed space when new facilities are completed at Mitchellville in 2013.



FORECASTING THE PRISON POPULATION

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.

Iowa's Forecasting Model

The statewide prison population forecast and policy simulation model used by the Division of Criminal and Juvenile Justice Planning (CJJP) 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 Adult Corrections Information System (ACIS), the Iowa Corrections Offender Network (ICON), and felony charges and convictions disposed from the Iowa Justice Data Warehouse (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 as separate categories have been broken out since FY2006, in part because sex offenders tend to serve higher percentages of their sentences than other offenders. Projections are accomplished through ARIMA modeling, a statistical time series technique, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends.
- *Projected average length of stay.* This is accomplished through annual data collection conducted by CJJP utilizing ICON information. Projected average lengths of stay are made for various offense classes and types of offenses in two separate categories described below.
- *Projected releases of offenders who are incarcerated at the onset of the projection period ("decay").* This is accomplished through analysis of the prison population at the beginning of the projection period combined with historical data on numbers of inmates released. This year's forecast uses a technique begun 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 been released following expiration of the mandatory term;
 - The average length of time served prior to release.

One significant change was made to the model in 2007 is continued here, made to correct what had been perceived as a weakness of previous forecasts. This change relates to the timing of the release of new and returned inmates. In previous forecasts, releases for the preceding year were analyzed to obtain an average length of time spent in prison prior to release for each class of inmates. Then, as the projected number of new or returned inmates in a particular class reached that length of time served, they were all "released" by the model at that length of time.

The problem with this approach is that Class D inmates serving time for violent offenses, for example, are not *all* released after identical lengths-of-stay. Rather, releases take place over a period of time depending on such things as the heinousness of the crime, the inmate's prior record, institutional misconduct, and so forth. Thus, using these Class D inmates as an example, they may be released after serving only a short period of time or, conversely, may be held until their sentences expire.

The practical problem caused by the original approach is that it tended to escalate the population forecast in the short term, as it did not "allow" for early releases. As a result, adjustments were made elsewhere in the model each year to counterbalance the artificial short-term increase.

To rectify this problem, rather than applying the *average* time served for each class of inmate, forecasts since 2007 have applied the *distribution* of releases for the previous year. Returning to the example above, if ten percent of the Class D violent releases in FY2011 left prison within the first quarter after admission, the model applied this figure to the projected number of admissions in this class in the first quarter after admission. If the model projected ten admissions of inmates in this class during a quarter, one of them was counted as having left during that quarter, leaving nine still in prison. Conversely, if 20 percent of these Class D inmates expired their sentences after three years (due to earned time) the model "kept" these inmates in prison through three years. Use of this methodology has eliminated the artificial population rise seen in early drafts of the forecast in previous years, necessitating less "adjustment" of short-term population estimates.

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

- *New Admissions* are new court-ordered commitments and probation revocations. Length of stay 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 OWI facility placement. Length-of-stay 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 another 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 length of stay figures as contained in this report:

- *Average length of stay for sexual predators* sentenced under §901A, as shown in Table 4, is lower than will be true in the long term, as the few predators who have been released were sentenced to short terms. This is reflected in data for FY2005-FY2011. Over time it is expected that the length-of-stay for this group will increase, eventually approaching the original estimated length-of-stay for this group (144.0 months).
- *Length of stay data* through FY2003 are based on samples of released prisoners, with data since FY2004 based upon a census of departing inmates. These figures differ from average time-served data generated by the Board of Parole because: a) the data contained in this report include *all* types of releases, not just parole releases; b) the data contained in this report distinguish between first releases and re-releases; c) the data contained in this report exclude jail credit and other time not spent within the prison system; and d) BOP figures calculate the amount of time spent from admission to the parole *decision*, not actual release.
- “*Drunk Driving Initial Stay*” describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

Iowa’s prison population forecast is updated annually in order to take into consideration the most recent trends in prison admissions and average length of stay. While the model may be modified from year to year, its basic structure remains the same. When changes occur in justice system policy, however, forecast results may differ (occasionally substantially) from year to year. Trends may change from year-to-year as new statutes (e.g., new sex offender legislation) result in changes in admissions or length-of-stay. An example of how forecasts may change from year to year is found following the tables at the end of the report.

In addition to the statewide prison population forecast, CJPJ completes projections for the female inmate population, utilizing same ARIMA technique used for the total population. The inmate population of males is determined by subtracting the forecast for females from total projected inmates. This is a change from forecasts prior to 2009, which used a straight-line technique to project the female population.

Forecasting Assumptions

- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and length of stay 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.
- It is assumed that inmates serving 70% mandatory terms will be released midway between the expiration of their mandatory term and the 85% expiration of sentence.
- It is assumed that sex offenders (including Special Sentence revocations) will be released upon expiration of their sentences rather than being paroled or otherwise released.
- It is assumed that new prison admissions will increase by about 16.3 percent between FY2011 and FY2021.
- It is assumed that readmissions to prison will increase by about 29.6 percent between FY2011 and FY2021. In calculating this percentage, admissions to the violator program, which has been discontinued, are not included.

Acknowledgments

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- For providing information on current and planned prison population capacities: John Baldwin, Director, Iowa Department of Corrections, and Lettie Prell, 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.

APPENDIX: STATISTICAL TABLES

Table 1. Mid-Year Prison Populations and Capacities: Total					
Year	Total Inmates June 30th	Increase (Decrease)	% Change	Total Prison Capacity	Population as % of Capacity
2001	8,083	448	5.9%	6,772	119.4%
2002	8,141	58	0.7%	6,772	120.2%
2003	8,361	220	2.7%	6,972	119.9%
2004	8,607	246	2.9%	6,989	123.2%
2005	8,577	(30)	-0.3%	7,215	118.9%
2006	8,658	81	0.9%	7,240	119.6%
2007	8,807	149	1.7%	7,256	121.4%
2008	8,618	(189)	-2.1%	7,414	116.2%
2009	8,453	(165)	-1.9%	7,414	114.0%
2010	8,602	149	1.8%	7,414	116.0%
2011	8,935	333	3.9%	7,209	123.9%
Forecast:					
2012	8,824	37	0.4%	7,209	122.4%
2013	9,259	435	4.9%	7,546	122.7%
2014	9,743	484	5.2%	7,666	127.1%
2015	10,147	404	4.1%	7,666	132.4%
2016	10,453	306	3.0%	7,666	136.4%
2017	10,656	203	5.0%	7,666	139.0%
2018	10,841	185	3.7%	7,666	141.4%
2019	11,013	172	3.4%	7,666	143.7%
2020	11,174	333	4.9%	7,666	145.8%
2021	11,330	317	4.5%	7,666	147.8%

Note: Populations exclude sex offender civil commitment unit.

Source: E-1 Reports and ICON, Iowa Department of Corrections; forecast by CJJP

Table 2. Mid-Year Prison Populations and Capacities: Females					
Year	# Women June 30th	Increase (Decrease)	% Change	Capacity for Women	Population as% of Capacity
2001	641	37	6.1%	573	111.9%
2002	670	29	4.5%	573	116.9%
2003	704	34	5.1%	573	122.9%
2004	723	19	2.7%	573	126.2%
2005	754	31	4.3%	573	131.6%
2006	718	(36)	-4.8%	573	125.3%
2007	761	43	6.0%	573	132.8%
2008	740	(21)	-2.8%	573	129.1%
2009	669	(71)	-9.6%	573	116.8%
2010	707	38	5.7%	573	123.4%
2011	724	17	2.4%	585	123.8%
Forecast:					
2012	700	14	2.0%	585	119.7%
2013	670	(30)	-4.3%	796	84.2%
2014	663	(7)	-1.0%	796	83.3%
2015	658	(5)	-0.8%	796	82.7%
2016	654	(4)	-0.6%	796	82.2%
2017	648	(6)	-0.9%	796	81.4%
2018	641	(7)	-1.1%	796	80.5%
2019	635	(6)	-0.9%	796	79.8%
2020	628	(13)	-2.0%	796	78.9%
2021	621	(14)	-2.2%	796	78.0%

Source: E-1 Reports and ICON; forecast by CJPJ

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

Year	# Men June 30th	Increase (Decrease)	% Change	Capacity For Men	Population as % of Capacity
2001	7,442	411	5.8%	6,199	120.1%
2002	7,471	29	0.4%	6,199	120.5%
2003	7,657	186	2.5%	6,399	119.7%
2004	7,884	227	3.0%	6,416	122.9%
2005	7,823	(61)	-0.8%	6,642	117.8%
2006	7,940	117	1.5%	6,667	119.1%
2007	8,046	106	1.3%	6,683	120.4%
2008	7,878	(168)	-2.1%	6,841	115.2%
2009	7,784	(94)	-1.2%	6,841	113.8%
2010	7,895	111	1.4%	6,741	117.1%
2011	8,101	206	2.6%	6,624	122.3%
Forecast:					
2012	8,124	23	0.3%	6,624	122.6%
2013	8,589	465	5.7%	6,750	127.2%
2014	9,080	491	5.7%	6,870	132.2%
2015	9,489	409	4.5%	6,870	138.1%
2016	9,799	310	3.3%	6,870	142.6%
2017	10,008	209	2.1%	6,870	145.7%
2018	10,200	192	1.9%	6,870	148.5%
2019	10,378	178	1.7%	6,870	151.1%
2020	10,546	346	3.4%	6,870	153.5%
2021	10,709	331	3.2%	6,870	155.9%

Note: Populations exclude sex offender civil commitment unit.

Source: E-1 Reports and ICON; forecast by CJJP.

Table 4. Inmate Average Length Of Stay (In Months)

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	% Chng 2001- 2011
No Parole - Murder-2nd	--	--	--	--	--	464.1	--	--	--	--	--	
No Parole - Other Class B	--	--	--	--	--	--	43.0	78.7	95.1	14.3	--	
No Parole - Class C	--	--	--	--	84.0	86.0	88.3	89.8	89.1	88.9	89.4	-12.8%
No Parole - Sex Predators	--	--	--	--	33.0	44.0	30.8	80.8	47.5	40.6	--	-71.8%
B Felony Persons	112.0	111.0	135.0	114.0	124.0	114.0	120.6	134.4	117.4	125.0	144.0	11.6%
B Felony Non-Persons	44.0	32.0	33.0	35.0	36.4	31.0	34.2	40.3	36.5	42.8	38.6	-2.7%
B Felony Sex	--	--	--	127.0	146.0	134.0	132.3	158.8	173.7	187.2	176.3	
C Felony Persons	51.0	52.0	48.0	43.0	40.0	36.0	44.9	46.2	44.5	47.6	43.7	-6.7%
C Felony Non-Persons	24.0	22.0	20.0	20.0	20.5	20.0	19.8	21.3	21.8	24.7	23.3	2.9%
C Felony Sex	--	--	--	57.0	53.0	53.0	56.8	53.9	57.5	59.7	64.0	
D Felony Persons	25.0	23.0	23.0	19.0	19.0	19.0	20.1	19.3	21.0	22.0	20.6	-12.0%
D Felony Non-Persons	15.0	15.0	13.0	13.0	12.5	12.0	12.4	13.3	14.1	14.6	14.5	-2.7%
D Felony Sex	--	--	--	29.0	32.0	26.0	31.1	31.5	35.2	31.5	36.8	
Other Felony	44.0	41.0	35.0	38.0	33.3	35.0	33.4	41.6	45.6	41.5	39.9	-5.7%
Other Felony Non-Persons	--	--	--	35.0	32.0	32.0	33.4	39.8	40.9	38.1	34.4	
Other Felony Persons	--	--	--	42.0	64.0	79.0	64.5	41.3	80.7	66.6	46.6	
Other Felony Sex	--	--	--	80.0	25.0	33.0	78.1	80.8	92.3	--	409.8*	
Agg Misdemeanor Persons	10.0	9.0	10.0	10.0	9.0	9.0	9.3	9.9	10.5	9.5	9.0	-5.0%
Agg Misd. Non-Persons	9.0	8.0	7.0	7.0	6.5	7.0	7.5	7.6	8.0	7.9	7.7	-12.2%
Agg Misdemeanor Sex	--	--	--	11.0	12.0	9.0	9.4	14.2	12.5	11.5	13.5	
Serious Misdemeanor	8.0	7.0	8.0	7.0	6.3	5.0	6.6	6.4	12.4	6.4	6.9	-20.0%
Drunk Driving Initial Stay	2.0	5.0	6.0	5.0	5.2	5.0	6.0	5.7	6.6	5.6	8.0	180.0%
All New Admissions	--	--	--	19.6	20.5	19.2	20.1	21.4	22.5	23.2	20.8	
Readmissions:												
B Felony	27.0	16.0	23.0	27.0	22.9	18.0	22.1	21.3	31.1	30.3	27.8	12.2%
C Felony	18.0	14.0	12.0	12.0	13.0	12.0	11.8	12.9	16.0	15.4	17.6	-14.4%
D Felony	11.0	10.0	9.0	8.0	9.1	9.0	8.5	9.9	9.9	10.6	11.6	-3.6%
Other Felony	20.0	21.0	14.0	22.0	18.3	13.0	15.8	25.8	23.5	26.3	25.4	31.5%
Drunk Driving Returns	--	--	--	8.0	10.0	9.0	9.1	10.7	9.9	10.0	12.4	
All Misdemeanors	7.0	8.0	6.0	6.0	6.0	5.0	5.3	6.5	5.8	6.4	5.0	-8.6%
Violator Placement	5.0	5.0	5.0	4.0	4.9	5.0	4.7	4.6	4.8	4.8	4.0	-4.0%
All Returns (no Violators/Safekeepers)			--	11.2	11.8	10.4	10.8	12.7	14.2	15.2	16.3	

Source::ICON, compiled by CJP7/12/11

* One "Other Felony-Sex" released to work release in FY11

Notes: All data prior to FY2004 are based on samples of exiting prisoners, typically those released during the first 4-6 months of the calendar year. Figures since FY2004 are based upon actual time served for all releases. "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 2000-2008 denotes *expected* length of stay unless there have been actual releases in those categories.

Length-of-stay for sex offenders prior to FY2004 is not currently available. Figures for "persons" offenders prior to FY2004 include sex offender releases. Figures for FY2004 and thereafter do not. For further explanation of forecasting categories and time served calculations, please refer to the section, *Forecasting the Prison Population*.

	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	% Change FY01-11
To Parole	1,336	2,080	2,301	2,053	2,305	2,307	1,758	1,645	1,405	1,379	1,449	8.5%
To Work Release	1,120	1,209	1,163	1,272	1,334	1,304	1,271	1,283	1,095	1,261	1,222	9.1%
To OWI Facility	264	215	214	221	199	209	198	207	194	190	192	-27.3%
Expiration of Sentence	927	794	989	972	1,035	1,081	1,202	1,359	1,446	1,323	1,444	55.8%
To Shock Probation	273	252	222	197	175	177	177	159	154	114	112	-59.0%
Other Violator Releases	251	276	370	398	481	495	477	382	278	274	40	-84.1%
Escapes	3	1	5	1	0	5	1	0	1	-	-	-100.0%
Other Final Discharges	11	11	18	19	7	48	23	20	80	14	9	-18.2%
Other Releases	609	633	747	772	838	606	650	464	1,638	138	344	-43.5%
<i>Total Releases</i>	4,794	5,471	6,029	5,905	6,374	6,232	5,757	5,519	6,291	4,693	4,813	0.4%

Source: E-1 Reports and ICON.

The spike in other releases in FY2009 was due to holding Linn County Jail inmates in DOC institutions during the aftermath of flooding.

Table 6. Prison Admissions by Admission Reason: FY2001-2011

	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	% Change FY01-11
New Court Commitments	2,139	2,057	2,210	1,971	2,006	2,094	1,946	1,773	1,598	1,845	1,863	-12.9%
New/Probation Revocations	1,156	1,322	1,484	1,454	1,512	1,516	1,412	1,367	1,335	1,396	1,553	34.3%
Special Sentence Revocation-New	0	0	0	0	0	0	0	5	13	18	23	
Sub-Total, New Admits	3,295	3,379	3,694	3,425	3,518	3,610	3,358	3,145	2,946	3,259	3,439	4.4%
Parole Returns	495	552	725	762	809	970	957	859	768	667	637	28.7%
Parole - Violator Program	43	69	76	70	69	75	93	50	35	10	0	-100.0%
Probation - Violator Program	256	309	368	403	394	376	352	279	236	195	0	-100.0%
Work Release - Viol. Program	13	8	9	34	22	13	11	6	7	2	0	-100.0%
Total Violator Placements	312	386	453	507	485	464	456	338	278	207	0	-100.0%
Shock Probation Returns	80	136	93	80	82	85	65	63	58	48	46	-42.5%
Escape Returns	194	216	275	291	84	6	1	1	1	1	1	-99.5%
Work Release Returns	182	165	201	232	466	471	479	460	347	394	418	129.7%
OWI Facility Returns	53	68	55	80	90	85	76	76	77	65	79	49.1%
Special Sentence Rev. Return	0	0	0	0	0	0	2	2	17	36	46	
Other Returns						46	52	35	61	52	39	
Sub-Total, Re-Admissions	1,316	1,523	1,802	1,952	2,016	2,127	2,088	1,834	1,607	1,470	1,266	-3.8%
Sub-Total, Re-Admits w/o Violators	1,004	1,137	1,349	1,445	1,531	1,663	1,632	1,496	1,329	1,263	1,266	26.1%
Other Admissions	637	645	753	723	717	637	512	528	1,557	156	367	-42.4%
Total Admissions	5,248	5,547	6,249	6,100	6,251	6,374	5,958	5,507	6,110	4,885	5,072	-3.4%

	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	% Change
New Court Commitments	2,139	2,057	2,210	1,971	2,006	2,094	1,946	1,773	1,598	1,845	1,863	-12.9%
New/Probation Revocations	1,156	1,322	1,484	1,454	1,512	1,516	1,412	1,372	1,348	1,414	1,576	36.3%
Re-Admissions	1,316	1,523	1,802	1,952	2,016	2,127	2,088	1,834	1,607	1,470	1,266	-3.8%
Other Admissions	637	645	753	723	717	637	512	528	1,557	156	367	-42.4%

Note: admission figures may vary slightly from previous publications.

Note: the rise in "other admissions" in FY2009 was due to placement of Linn County inmates as the result of jail flooding.

New Special Sentence admissions include two whose most serious charge was another offense

Source: ACDS and ICON

Table 7. Prison Admissions: Actual and Projected

	<i>New Admissions:</i>		<i>Readmissions:</i>	
	#	% Change	#	% Change
Actual:				
FY2001	3,295	3%	1,316	7%
FY2002	3,379	3%	1,659	26%
FY2003	3,694	9%	1,819	10%
FY2004	3,425	-7%	1,996	10%
FY2005	3,518	3%	2,064	3%
FY2006	3,610	3%	2,132	3%
FY2007	3,358	-7%	2,088	-2%
FY2008	3,145	-6%	1,812	-13%
FY2009	2,946	-6%	1,607	-11%
FY2010	3,259	11%	1,470	-21%
FY2011	3,439	5%	1,266	-16%
Forecast				
FY2012	3,543	3%	1,380	8%
FY2013	3,509	-1%	1,478	7%
FY2014	3,567	2%	1,520	3%
FY2015	3,633	2%	1,533	1%
FY2016	3,690	2%	1,560	2%
FY2017	3,755	2%	1,576	1%
FY2018	3,814	2%	1,598	1%
FY2019	3,878	2%	1,612	1%
FY2020	3,937	1%	1,630	1%
FY2021	4,001	2%	1,641	1%

Note: For an explanation of forecast categories, please refer to the previous section, *Forecasting the Prison Population*.

Source: CJP, based on data obtained from the Adult Corrections Information System and Iowa Corrections Offender Network (ICON).

Table 8. New Prison Admissions by Offense Type (Detail)

Offense Type	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	01-'11 %
												Change
Alcohol	20	22	17	18	18	24	37	25	32	45	62	210.0%
Arson	17	16	18	27	24	27	27	27	16	21	25	47.1%
Assault	327	390	388	317	373	433	400	404	459	506	479	46.5%
Burglary	394	334	335	385	370	375	376	345	341	415	411	4.3%
Conspiracy	36	39	29	40	39	15	24	29	30	32	30	-16.7%
Criminal Mischief	22	39	36	50	50	51	35	35	55	47	61	177.3%
Drug Offenses	907	969	1,103	1,125	1,047	988	880	796	693	798	880	-3.0%
Flight/Escapes	18	32	26	14	17	10	17	7	13	9	10	-44.4%
Forgery/Fraud	260	259	283	217	250	273	233	210	148	159	165	-36.5%
Kidnapping	9	6	15	8	12	14	10	23	23	8	7	-22.2%
Murder/Manslaughter	49	43	66	32	64	44	57	54	49	55	40	-18.4%
OWI	298	264	293	253	241	311	264	271	290	308	320	7.4%
Pimping/Prostitution	12	22	34	27	31	17	15	12	8	3	9	-25.0%
Robbery	81	63	65	61	62	43	37	46	67	78	69	-14.8%
Sex Offenses	281	260	235	222	262	264	233	207	173	208	200	-28.8%
Sex Registry	11	25	22	34	37	73	92	69	69	51	64	481.8%
Special Sentence	0	0	0	0	0	0	0	5	13	17	21	--
Theft	372	426	460	364	350	370	370	347	315	344	341	-8.3%
Traffic	60	90	108	119	123	125	102	96	76	77	88	46.7%
Weapons	56	52	61	45	55	63	54	35	39	50	56	0.0%
All Other Offenses	77	61	110	76	93	90	95	102	37	28	101	31.2%
Total New Admissions	3,307	3,412	3,704	3,434	3,518	3,610	3,358	3,145	2,946	3,259	3,439	4.0%

Table 9. New Prison Admissions by Offense Type: FY2001-2011

	FY01	FY02	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	01-'11 %
												Change
Drug	907	969	1,103	1,125	1,047	988	880	796	684	798	880	-3.0%
Violent	529	550	625	505	604	612	737	734	771	855	795	50.3%
Sex	281	260	235	222	262	264	233	207	169	208	200	-28.8%
Property	1,063	1,056	1,126	1,064	1,042	1,096	1,041	964	875	986	1,003	-5.6%
OWI/Traffic	358	354	401	372	364	436	366	367	366	385	408	14.0%
Other	169	223	214	146	199	214	101	77	81	27	153	-9.5%
Total New Admissions	3,307	3,412	3,704	3,434	3,518	3,610	3,358	3,145	2,946	3,259	3,439	4.0%

Notes: New admissions consist of court-ordered commitments and probation revocations. Figures may differ from previous reports due to recent corrections made in historical databases. Source: Adult Corrections Information System and Iowa Corrections Offender Network, compiled by CJJP.

Table 10. Forecasted Change in Prison Population, by Offense Class				
Offense Class	Actual on 6/30/2011	Estimated Population After:		
		One year	Five years	Ten years
A Felons (non-sex)	624	619	577	528
A Felons Sex Offenses	19	23	37	53
B Felons 70% Sentences	401	437	571	661
B Felons 70% Sex Offenses	224	246	314	370
B Felons Not vs. Persons	464	435	458	512
B Felons vs. Persons	362	353	421	491
B Felons Sex Offenses	94	90	81	67
Other Felons 70% Sentences	24	24	24	26
Other Felons 85% Sex Offenses	33	29	24	21
Other Felons Not vs. Persons	679	695	845	956
Other Felons vs. Persons	73	70	64	58
Other Felons Sex Offenses	19	18	20	19
C Felons 70% Sentences	334	337	377	354
C Felons Not vs. Persons	1,381	1,360	1,612	1,657
C Felons vs. Persons	458	427	408	443
C Felons Sex Offenses	655	671	788	886
D Felons Not vs. Persons	1,393	1,366	1,625	1,774
D Felons vs. Persons	386	390	492	558
D Felons Sex Offenses	85	86	85	74
Agg. Misd. Not vs. Persons	296	325	359	389
Agg. Misd. Vs. Persons	178	154	161	180
Agg. Misd. Sex Offenses	33	32	42	52
Serious Misdemeanants	18	12	11	13
OWI Offenders	329	320	380	391
Special Sentences 5 Year	18	55	311	421
Special Sentences 2 Year	90	134	249	258
Safekeepers/Compact/Federal	117	117	117	117
Total Population	8,787	8,824	10,453	11,330
Total Sex Offenders (incl. SS)	1,180	1,382	1,952	2,222
Total 70% Sentences	1,016	1,073	1,310	1,432

Projected Iowa Prison Populations, 2007,2008, 2009, 2010, and 2011

