

Iowa Prison Population Forecast FY2013-2023

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

Paul Stageberg, Ph.D., Administrator.....Primary Author
Laura Roeder-Grubb, Information Technology Specialist.....Statistical Modeling

November 26, 2013



This report was made possible partially through funding from the U.S. Department of Justice, Bureau of Justice Statistics and its program for State Statistical Analysis Centers. Points of view or opinions expressed in this report are those of the Division of Criminal and Juvenile Justice Planning (CJJP), and do not necessarily reflect official positions of the U.S. Department of Justice.

TABLE OF CONTENTS

INTRODUCTION.....	1
SHORT-TERM OUTLOOK.....	3
LONG-TERM PROJECTED POPULATIONS	5
<i>Total Inmates.....</i>	<i>5</i>
<i>Male & Female Inmates.....</i>	<i>5</i>
<i>Prison Capacity.....</i>	<i>5</i>
FACTORS INFLUENCING PRISON GROWTH	6
• <i>Decreases in Felony Charges Disposed</i>	<i>10</i>
• <i>Changes in Sentencing and Parole Eligibility</i>	<i>11</i>
• <i>Admissions of Drug Offenders</i>	<i>12</i>
• <i>Increases and Decreases in Paroles</i>	<i>14</i>
• <i>Increases in Inmate Average Length of Stay.....</i>	<i>15</i>
• <i>Changes in Community-Based Offender Populations.....</i>	<i>17</i>
• <i>Housing Federal Prisoners/Detainees.....</i>	<i>19</i>
• <i>New Concentration on Sex Offenders</i>	<i>19</i>
• <i>Increases in Housing Class A Felons.....</i>	<i>20</i>
OPPORTUNITIES FOR CHANGE.....	22
THE CHANGING FACE OF IOWA’S PRISON POPULATION.....	26
FORECASTING THE PRISON POPULATION	31
<i>Benefits of Forecasting.....</i>	<i>31</i>
<i>Iowa’s Forecasting Model.....</i>	<i>31</i>
<i>Forecasting Assumptions</i>	<i>34</i>
<i>Acknowledgments.....</i>	<i>34</i>
APPENDIX: STATISTICAL TABLES.....	35

INTRODUCTION

This is the twenty-second 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 FY2023, 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 9,243 in FY2023, 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 smaller prison population in ten years than recent forecasts, as some stability in admissions combined with a rise in paroles have caused the population to fall precipitously after reaching an all-time high of 9,009 in April of 2011. Paroling activity during the past 18 months has essentially returned to a pattern last seen in FY2006, with about two parole releases for every expiration of sentence. This is a substantial change from FY11, when paroles and expirations occurred with similar regularity.

One factor contributing to continued population pressures is sex offender legislation passed in 2005. This year's forecast projects the addition of 427 sex offenders to the population between 6/30/2013 and 6/30/2023. Most of this increase (334 inmates) is due to anticipated increases in admissions for violation of the "Special Sentence." Two years ago, we estimated that, at the end of FY2021, there would be 679 inmates serving time due to revocation of the Special Sentence. This year's estimate suggests 509 on 6/30/23, still a noteworthy proportion of the expected increase in the sex offender population. The reduced estimate this year is due to having one more year of experience in tracking Special Sentence violations, which continue to be substantial. This year's estimate may under-represent the eventual population, as there are no long-term data yet on what percentage of Special Sentence revocations will be first-time (two year) sentences and what proportion will be second-and-subsequent revocations (five years). Assuming that incoming revocations will be split equally between first-time and second or subsequent revocations, the estimate this year suggests that more than 300 of the projected 509 serving Special Sentence revocations in 2023 will be serving 5-year (second-and-subsequent) sentences. That said, there remains some uncertainty in determining the long-term impact of 2005 sex offender legislation.

In FY2013 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 about 25 percent of the population in FY2023 (down slightly from about 26.1% in 2013). African-Americans also accounted for 23.2 percent of the new prison admissions in FY13, a drop from the record high of 25.2 in FY11. The violent crime initiative of

the mid-1990's continues to disproportionately affect African-Americans, however, as 31.5 percent of the new admissions for "70%" crimes in FY2013 were African-American (compared to 23.0% 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 6/30/13, 18.3 percent of the African-American inmates in prison in Iowa were serving 70% sentences, compared to 11.3 percent of the white inmates. The forecast suggests that, by the end of FY2023, about 25 percent of the African-Americans in the inmate population will be serving 70% sentences, compared to 16 percent of non-African-American inmates. The forecast projects an increase of 608 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, through FY13 only six inmates had been received under the new provision, with four of these entering during FY11. Releases to the Special Sentence also continued to rise in FY2013, which saw 95 releases to 10-year supervision and 77 to lifetime supervision (not including releases from temporary holds). Two additional inmates who would have been released to the Special Sentence died in prison and two were released upon appeal. 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

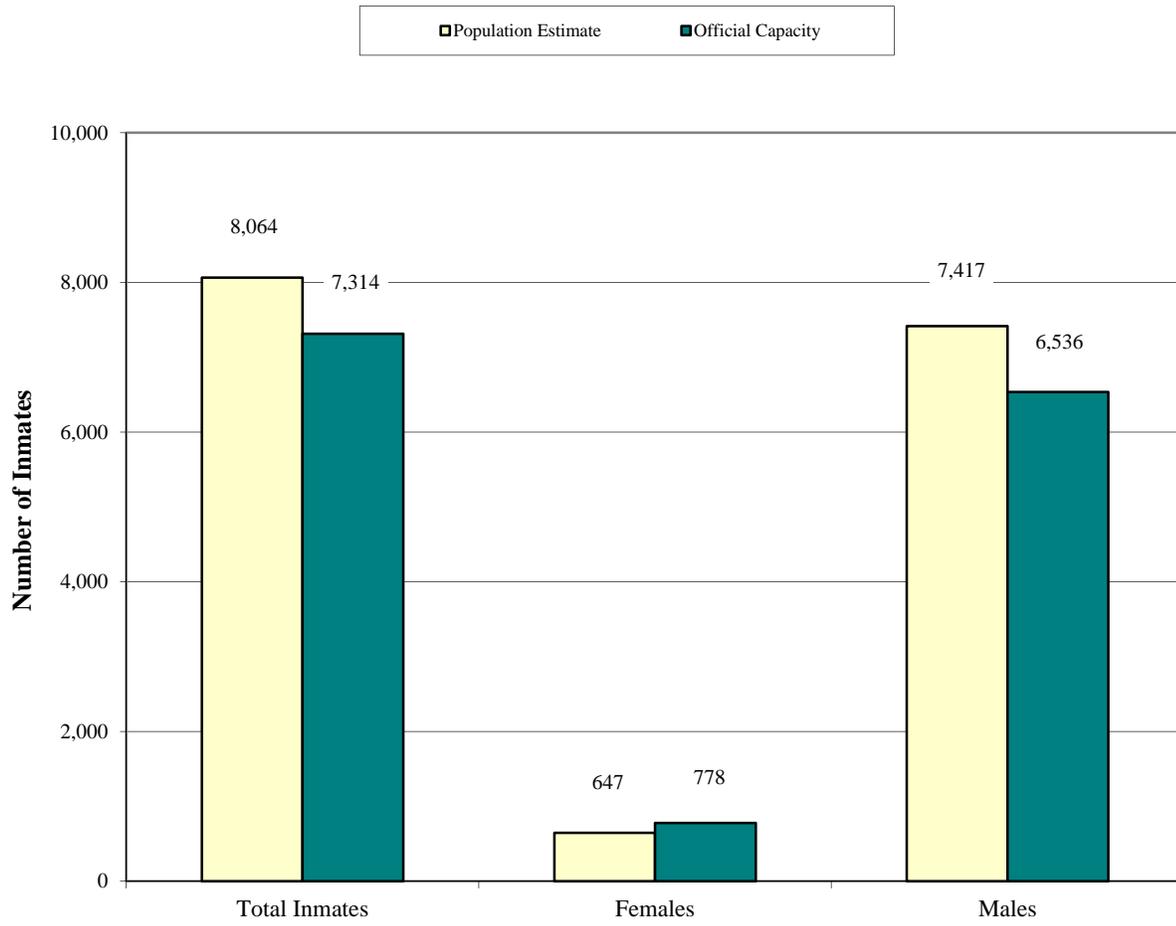
To some extent, forecasting the short-term population this year is more difficult than is true for the long-term forecast, as changes in parole practice since the end of FY2012 have contributed to a noteworthy drop in Iowa's prison population. After reaching a low of 8,265 inmates on February 10, 2010, the population reached an all-time high of 9,009 in April, 2011. Since reaching this peak, the population has dropped back to its lowest level since FY2001. Since the end of FY13 the population has also rebounded somewhat due to a rise in admissions.

Iowa's prison population is expected to remain stable through the end of FY14, with a population of around 8,064 on June 30, 2014. This expectation is tempered somewhat, however, by a recent rise in admissions that is too recent to be reflected in the forecast model. There is also an expectation that FY14 will see a rise in returning inmates due to the recent increase in paroles. By June 30, 2014, Iowa's prison population is expected to exceed official capacity by about 750 inmates, or by about 10 percent, if current offender behaviors and justice system trends, policies, and practices continue (Table 1).¹ Women's facilities are expected to be at 83 percent of capacity given the addition of beds at Mitchellville, while men's facilities are expected to hold about 880 more inmates than the official capacity (Tables 2 and 3). The closing of some obsolete facilities, along with the addition of the new prison at Fort Madison, means that correctional institutions in the state are much more functional – and safer for both staff and inmates – than has been the case any time in recent years.

The biggest changes expected to occur in the prison population between the end of FY2013 and FY2014 are a drop in C felons whose crime was non-violent (a drop of 128 inmates) and a continued rise in 70% inmates (a projected increase of 85 inmates).

¹ Tables will be found in the appendix.

Projected Populations & Official Capacities: Mid-Year 2014



Source Data: Tables 1-3

LONG-TERM PROJECTED POPULATIONS

Total Inmates

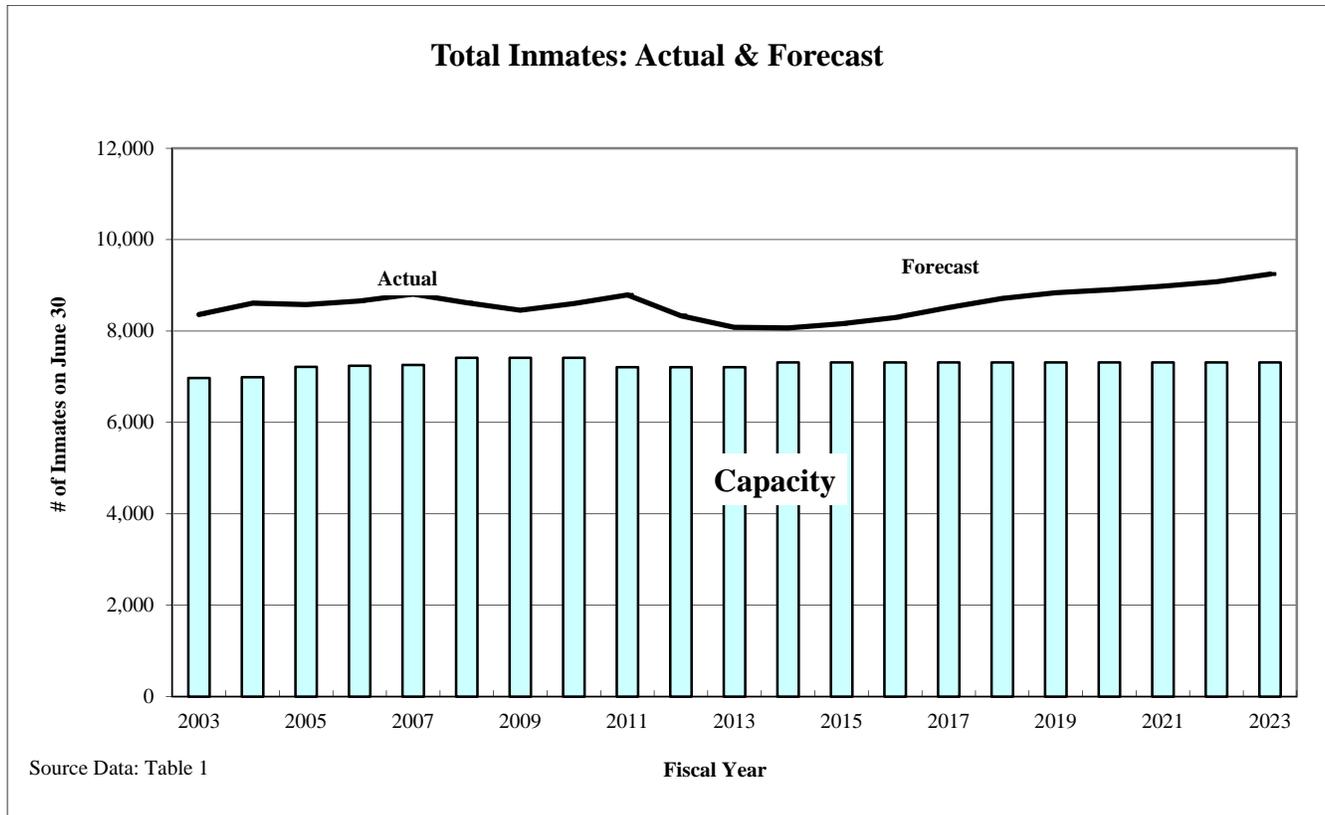
If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population may be expected to increase from 8,078 inmates on June 30, 2013 to about 9,243 inmates on June 30, 2023, or by about 14 percent over the ten-year period (Table 1).

Male & Female Inmates

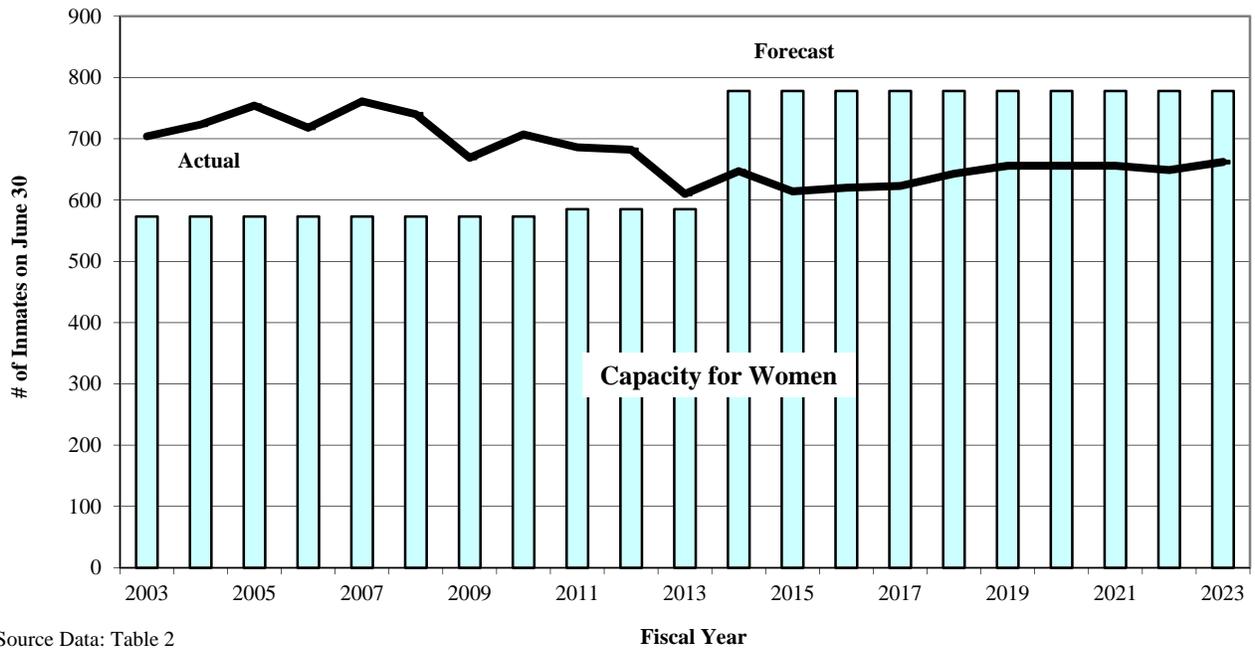
The current forecast suggests that the women's population will rise slightly (8.6%) over the next ten years, reaching 662 inmates in mid-2023 (Table 2). Because the women's population is smaller than the men's, it is to be expected that year-to-year forecast numbers will vary as admissions rise or fall from year-to-year (as swings are more likely with smaller numbers). The population of male inmates is expected to increase by about 15 percent during this same period, smaller than the 32 percent increase projected two years 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 85 percent of expanded capacity in 2023, while the male inmate population is projected to exceed capacity by about 31 percent, by mid-year 2023 (Tables 2 and 3).

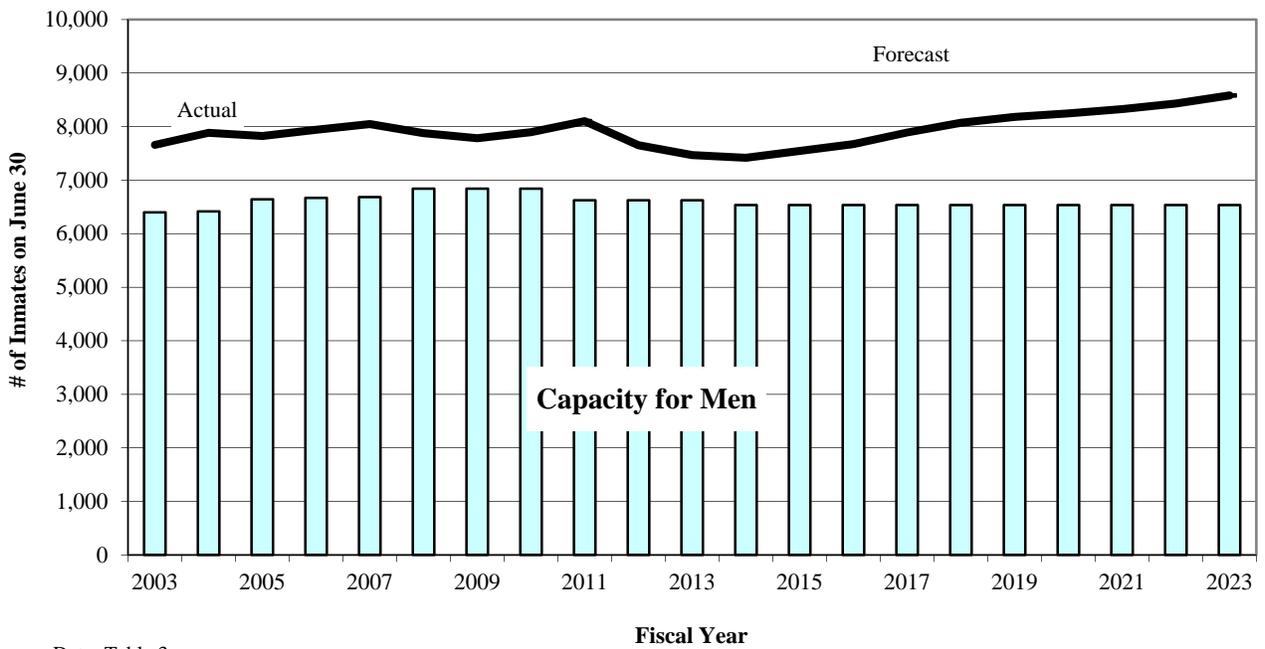


Female Inmates: Actual & Forecast



Source Data: Table 2

Male Inmates: Actual & Forecast



Source Data: Table 3

FACTORS INFLUENCING PRISON GROWTH

The forecast this year shows some abatement in the rises projected in recent years, but with some continuing upward pressure on the prison population. While a return to historic parole patterns has facilitated a drop in the population during the past two years, new admissions continue at a high level and increases in returns to prison are anticipated as a function of increased paroles and higher parole caseloads.

Two years ago, CJJP projected 11,330 inmates by mid-year 2021, if current offender behaviors and justice system trends, policies, and practices continued. The current forecast for mid-year 2021 is 8,981, or about 1,350 fewer inmates than projected then.

This decrease from the 2011 forecast appears to be due to these primary factors:

- **A rise in paroles.** Paroles increased 22.7 percent in FY13 after a 40.8 percent increase in FY12. Rather than being a dramatic change in parole practices, however, the last two years have represented a return to parole practice of FY2006 and before, when parole releases approximately doubled the number of releases due to expiration of sentence. In FY05-06, for example, 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 FY13 paroles again doubled the number of expirations, with 2,501 paroles vs. 1,201 expirations. (Table 5)
- **A drop in average (mean) time served prior to release.** Average time served for first-release inmates dropped from 23.0 months in FY12 to 21.7 months in FY13. This decrease was seen in nearly all felony groups except sex offenders, who continue to be released upon expiration of sentence at high rates. Although this drop in length-of-stay (LOS) has contributed to reducing the prison population, it should be noted that LOS for first releases in FY13 still exceeds the figures typically seen prior to FY2009. Average time served for those released after a previous release failure also dropped in FY13 (to 13.5 months), but remains above the figures seen prior to FY09. (Table 4)
- **A rise in the percentage of aggravated misdemeanants among new entries to prison.** In FY01, 15.6 percent of new admissions to Iowa's prisons were offenders whose most serious commitment offenses were aggravated misdemeanors, crimes which expire after less than one year of incarceration (barring consecutive sentences). Over the last three fiscal years this percentage had risen to over 20 percent, and in the first three months of FY14 22.5 percent of the new admissions were aggravated misdemeanants. These short-term inmates tend to cycle quickly, not accumulating in the prison population.

Working against a continued decrease in Iowa's prison population are a variety of factors:

- **An increase in the number of probation revocation admissions to prison.** Probation revocation admissions to prison reached an all-time high in FY13, and the last three fiscal years are the highest on record. 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.
- **An increase in the number of Class B felons expected to be in the population in ten years.** Two years ago, CJJP estimated that there would be 2,100 Class B felons in the population at the end of FY2021. This year the projection suggests 2,160 B felons in 2023, or 23.4 percent of the anticipated population (up from 17.4 percent on 6/30/13). Most of the anticipated rise is due to

continued lengthy incarceration of Class B 70% inmates, who are expected to increase from 739 to 1,331. (Table 10)

- **A continued rise in imprisonment of sex offenders, including special sentence revocations.** While the forecasted number of special sentence revocations in the population is lower than projected two years ago (estimated 509 in FY23 vs. estimated 679 in FY21 two years ago), CJJP projects a rise in imprisoned sex offenders from 1,331 in FY13 to 1,758 in FY23 (Table 10). Although special sentence revocations appear to have stabilized during the past two years, the continued rise in lifetime supervision will inescapably result in rising revocations, contributing substantially to sex offender admissions. It should also be noted that we have assumed that half the special sentence revocations will be second-and-subsequent revocations. A higher or lower percentage will yield either a higher or lower number of special sentence revocations in the prison population.

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 FY2013. 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 parole release of many Class C felons since its passage, but no impact will be seen on affected Class B inmates until at least 2016.²

The last four fiscal years have seen direct court commitments to prison in excess of 1,800 per year. While this is a reduction from ten years ago (there were 2,210 in FY03) these admissions have not seen a recent significant drop. Probation revocations to prison have reached new highs during the past three years. This is good news in that it shows Iowa's commitment to treating offenders in the community rather than committing them to prison without an opportunity to become productive citizens in the community, but bad news because many of these offenders are failing.

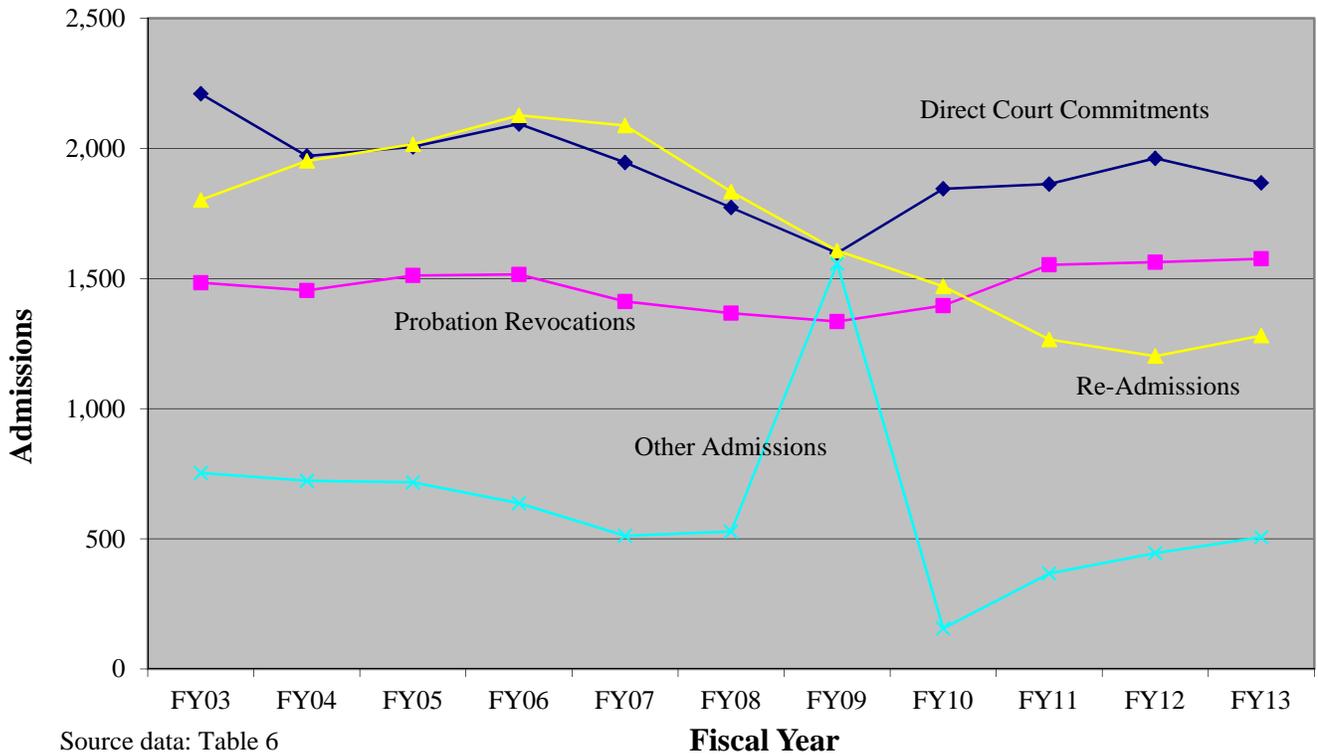
The linear model used this year to project prison admissions over the next ten years projects an increase of 8.1 percent from FY2013 in new direct court commitments to prison, along with a 0.2 percent decrease in re-admissions (also called returns). In terms of raw numbers, the forecast projects an increase in new admissions from 3,484 in FY13 to about 3,767 in FY2023, and an decrease in returns from 1,282 to 1,280. The projected drop in returns is, in all likelihood, an anomaly due to decreased paroles between FY2009 and FY2011, as fewer offenders under parole supervision yield fewer revocations of parole. What this means, in practical terms, is that pressures on the size of Iowa's prison population continue because of continuing high levels of commitments, both new commitments and returns. Until admissions are reduced, it will be difficult to further reduce Iowa's prison population despite efforts by the Department of Corrections and the Board of Parole to lower the population.

Nonetheless, four of the judicial districts showed decreases in admissions during FY13, led by the Sixth Judicial District, which had a reduction of 28.9% in combined direct court commitments and probation revocations.

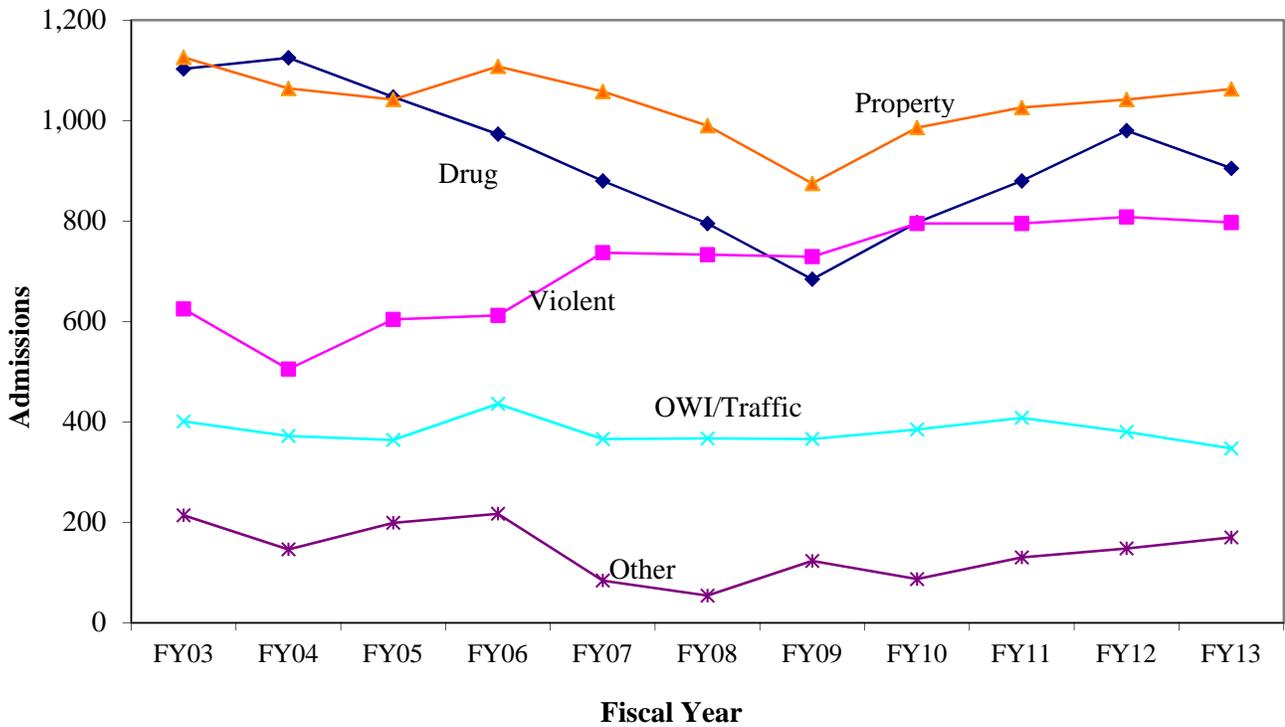
Admission patterns are shown in the chart below. Please note that the dramatic increase in other admissions seen in FY2009 was a one-time occurrence due to flooding of the Linn County Jail and the temporary holding of Linn County Jail inmates in institutions of the Iowa DOC.

² There is one inmate imprisoned for a Class B 70% sex offense who was sentenced as a youthful offender whose term of incarceration will be completed in 2015 but who will receive lifetime supervision under the special sentence.

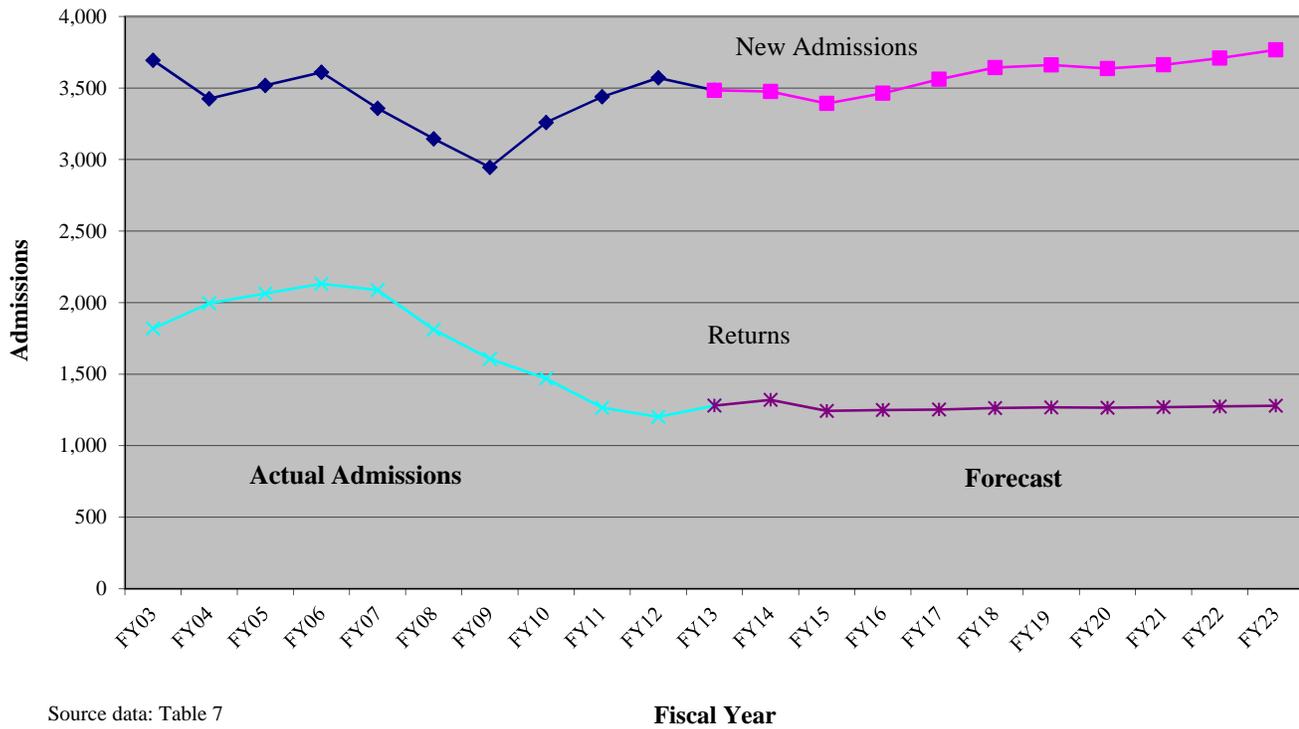
Admissions to Iowa Prisons



New Prison Admissions by Offense Type



Prison Admissions: Actual & Forecast



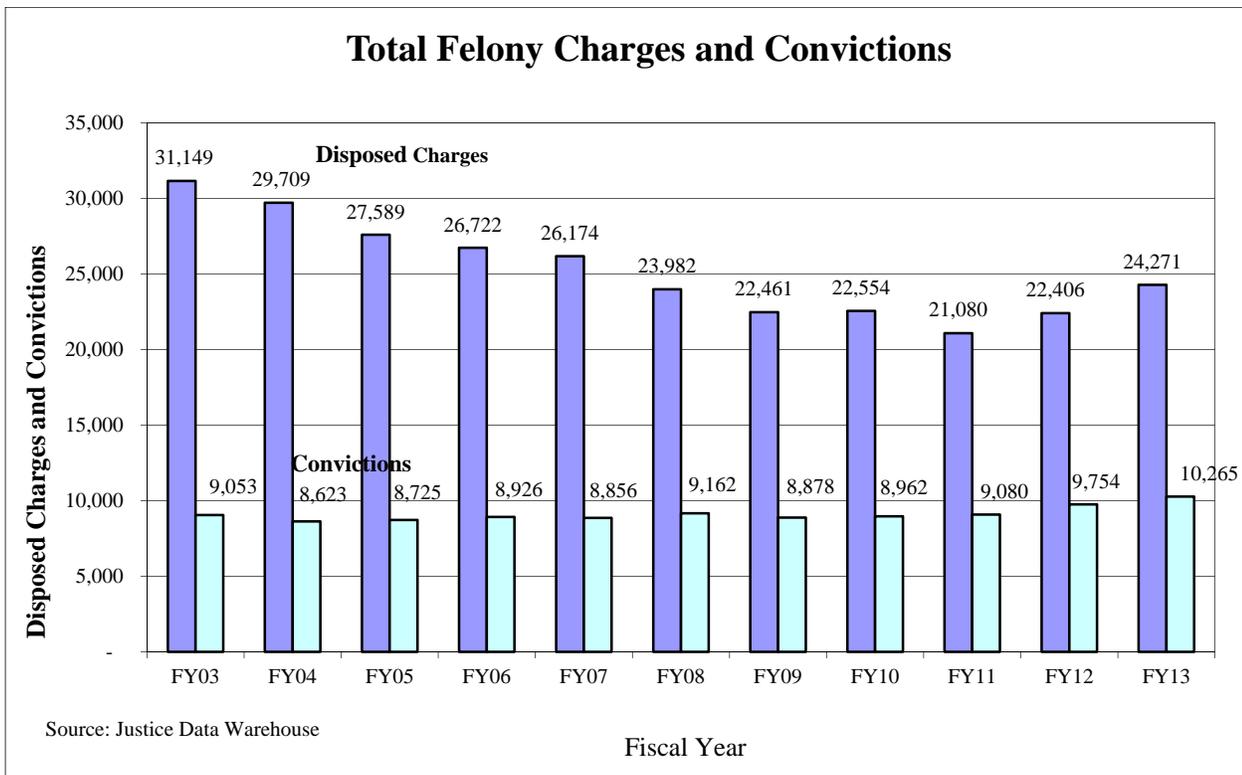
Source data: Table 7

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

- **Changes 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 disposed in FY12 and FY13 rose after a long period of decline. Between FY03 and FY11, felony charges disposed dropped nearly one-third, only to be replaced by a rise of about 15 percent between FY11 and FY13. The recent increases have been seen across all classes of felonies, but were greatest for Class B offenses (+15.5% from FY12 to FY13). Even with this rise, however, felony filings were lower in FY13 than in FY03 for all felony classes.

Compared to disposed charges, felony convictions over the period have remained relatively stable, although FY12 and FY13 differ from the previous pattern in showing the most felony convictions. These increases bear watching as a predictor of future changes in prison population.



- ### 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. Seventy-one of these offenders were released in FY2013 (not counting temporary holds). CJJP estimates that 53 of these offenders would not have been released in FY2013 if the original 85 percent requirement were still in effect.

As of 6/30/13, of the 1,058 inmates serving minimum sentences under *Iowa Code* §902.12, 40 had passed their mandatory minimum release date. Twenty-one of the 40 had already failed during a previous release opportunity. Of the 1,058, CJJP estimates that 407 would have been released by 6/30/23 under the original 85 percent law. If this group, instead, were released at their 70 percent eligibility date, 607 will have been released. If release occurs, on average, midway between 70 percent and 85 percent, 477 will have been released. In addition, CJJP estimates that another 55 Class C 70 percent felons yet to be admitted will have been released prior to the end of FY2023 (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 125 Class B inmates who will have passed the 70 percent point of their sentences and will be eligible for release consideration. There will be 299 of these Class B offenders who will have passed the 70 percent requirement as of 6/30/23; only 139 of these Class B offenders would have been released by 6/30/23 under the original 85 percent law.

By mid-year 2023, CJJP estimates that about 1,676 prisoners will be serving time under these mandatory sentencing provisions (not including 20 sex predators). While there is expected to be stability in the number of those serving 70 percent Class C sentences (a slight rise from 299 to 308), CJJP estimates that those serving 70 percent Class B sentences will rise from 739 to 1,331, 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 7,018 non-70 percent offenders in prison on 6/30/13, 24.6 percent were African-American. Of the 1,060 70 percent offenders, 36.4 percent were African-American (a drop of two full percentage points since FY11). In FY13, 31.5 percent of the new admissions for 70 percent crimes were African-American, down from 52 percent in FY11. Of the robbers entering prison to serve 70 percent sentences, 43.4 percent were African-American (including 59.1 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.

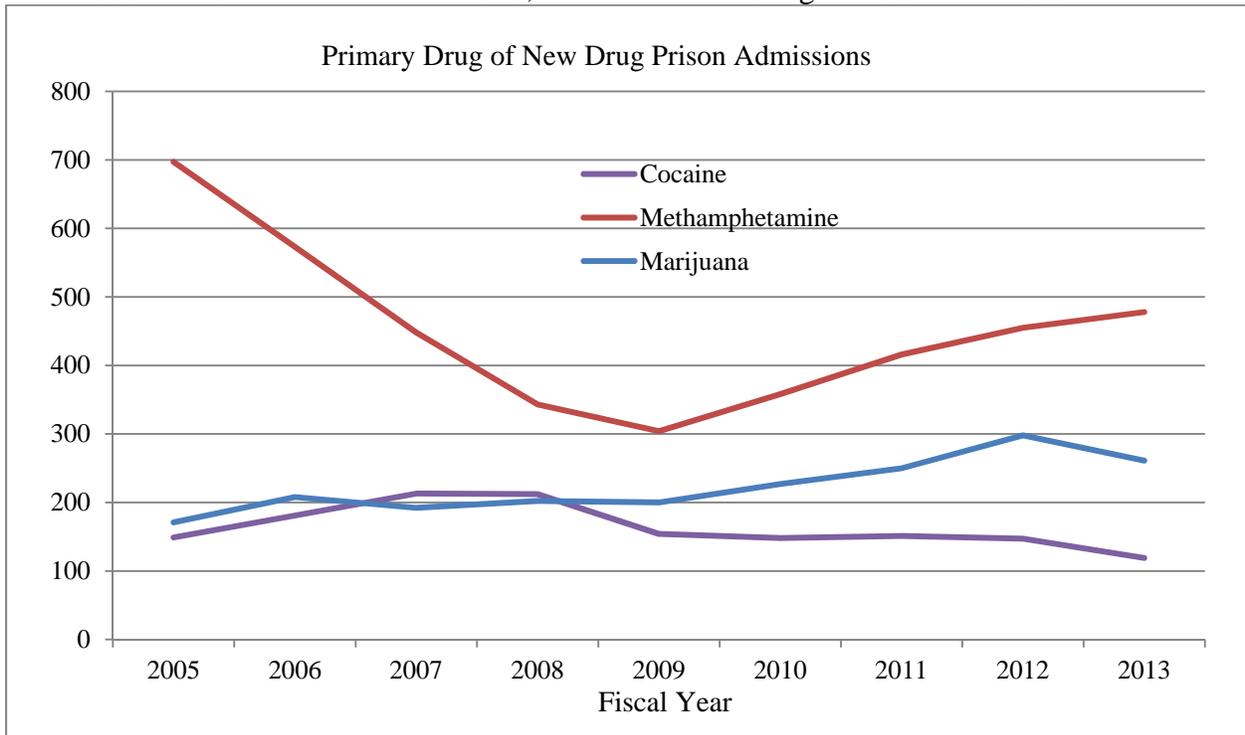
In addition to the Violent Crime Initiative, the Sexual Predator law (§901A, *Iowa Code*) effective in FY1997, imposes the requirement that certain repeat sex offenders serve 85 percent of the maximum term, *and* increases those maximum terms from the sentences that would otherwise have been imposed. 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, 2013, there were 30 offenders serving sentences under §901A (including one lifer), a figure expected to drop in the coming decade. There were six additional lifers sentenced under the enhanced sentencing provisions of §902.14 (second and subsequent sex offenses). In FY13 there were six 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 exceeded 900 in both FY12 and FY13, a figure last reached in FY2006. Drug admissions have been one of the driving forces behind rising prison populations in Iowa for more than the past decade, reaching their peak in FY2004, when 32 percent of the new inmates entering prison were committed for drug offenses. More broadly, between FY2004 and FY2013, nearly 27 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.

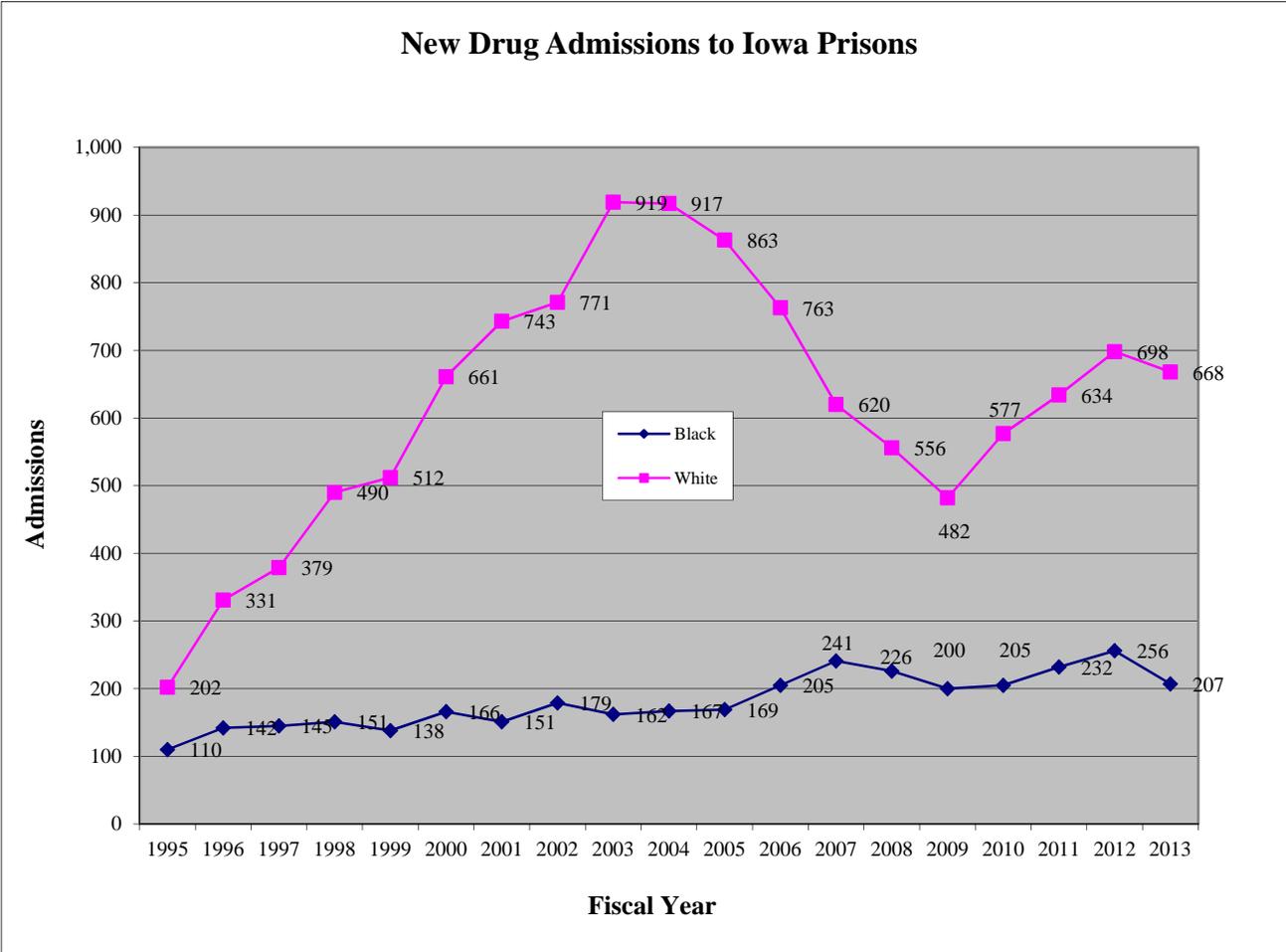
As time passes, it becomes more evident that the rise in drug admissions that peaked in FY2004 was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution of meth dealers and users. CJJP analysis of Department of Corrections' records reveals that, of drug offenders admitted to prison during FY2013, about 53 percent had offenses involving methamphetamines, amphetamines, or precursor substances. This is

a rise from 46.4 percent in FY12, but a drop from 66 percent in FY2005. Between FY2012 and FY2013 new drug admissions dropped by 78, but met-related admissions rose by 23. CJJP estimates that prison admissions for meth-related drug crimes increased from about 244 admissions in FY1996 to 478 admissions in FY2013, 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 methamphetamine 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 rose in FY13, cocaine admissions dropped (for both powder cocaine and crack), and the percentage of drug admissions accounted for by cocaine dropped to 13.2 percent, a considerable drop from the 26.7 percent in FY2008.

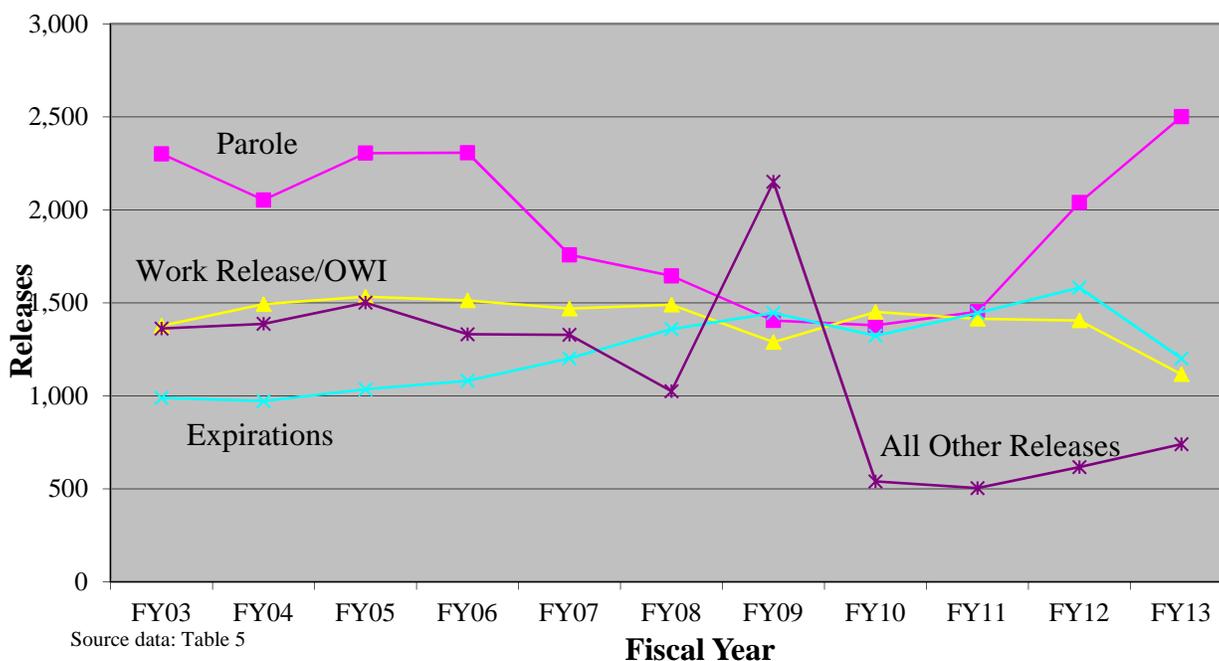
New Drug Admissions to Iowa Prisons



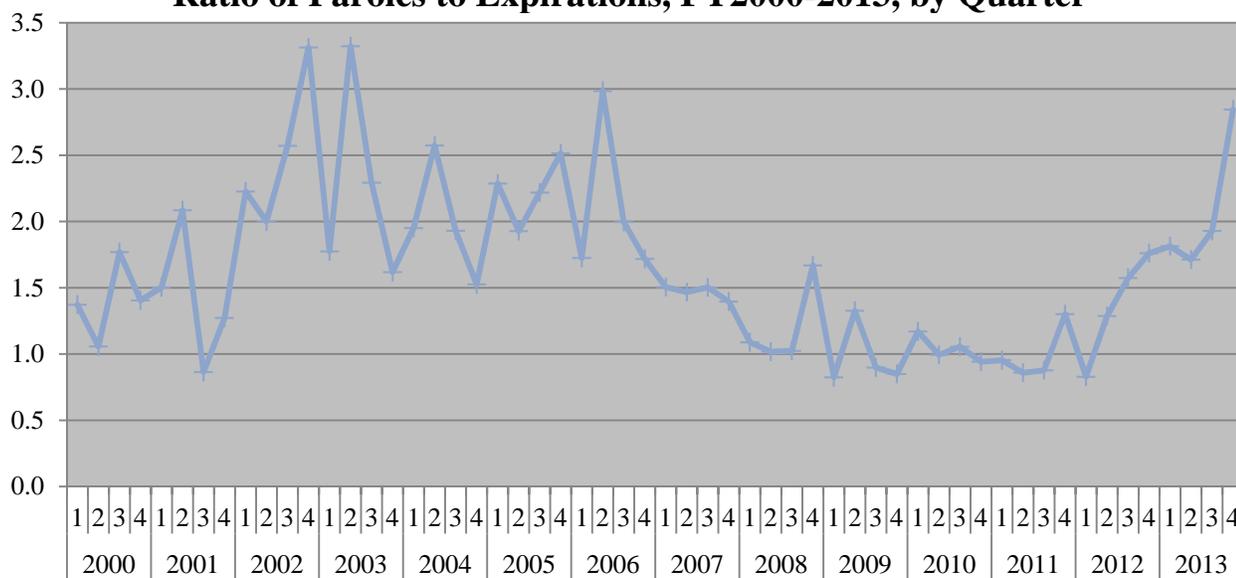
- Increases and Decreases in Paroles**

Paroles increased in FY2013, returning to a level last seen in FY2006. The ratio of paroles to expirations, which provides a good indicator of prison release practices, increased to 2.1 paroles for each expiration, a level similar to those seen in FY06 and before. It is clear that the prison population drop experienced in the past two years is due in large part to a change in parole practice. As noted above, however, it is likely that the drop in parole revocations experienced in the past three years was due to a reduction in parole, so the increases seen in FY12 and FY13 will probably result in a rise in inmates being revoked from parole. While the Board of Parole and Department use a variety of validated tools to identify the lowest risk candidates for release, it is inevitable that some released inmates will return to prison as the result of violations of release conditions and/or new criminal activity. The extent to which these can be controlled has a direct relationship to changes in the size of the prison population.

Prison Releases FY03-FY13



Ratio of Paroles to Expirations, FY2000-2013, by Quarter



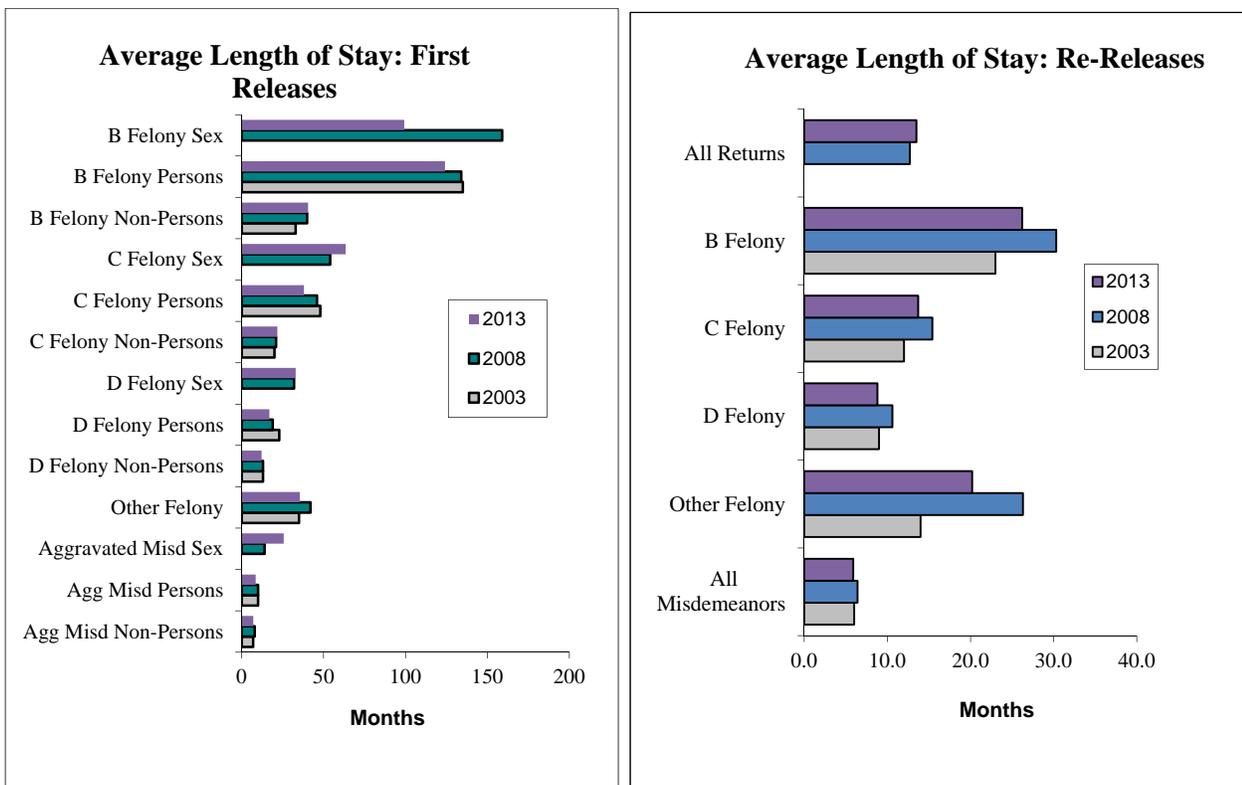
- **Increases in Inmate Average Length of Stay**

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 both for new admissions and returns in FY13 (Table 4).³ Comparing FY2013 figures with FY2003, one sees drops in average time served for nearly all first release groups. Inmates released for a second or subsequent time on a sentence in FY2013, on the other hand, tended show decreases from FY2008 but increases from FY03.

Note that sex offenders in every category tend to serve more time in prison than other inmates within the same offense classes. With the creation of the Special Sentence that provides for post-incarceration supervision for all sex offenders for offenses committed after June 30, 2005, CJJP expects a continuation of the pattern that sees most sex offenders released from prison via expiration of sentence.



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.

Note, too, that slight variations in average length-of stay can have considerable impact on the prison population, and shows how changes in parole practice can influence population. If the 1,328 "subsequent release" inmates in FY2013 had been released at the same point as "subsequent release" inmates in FY2012 (i.e., in 16.2 months instead of 13.5 months), the result would be 298 more inmates, less those returned for violations. If the 3,635 "first release" inmates in FY13 had been released at the same point as in FY2012 (23.0 months instead of 21.7 months), the prison population at the end of FY13 would have risen by 386 inmates. Thus, the size of the prison population is very sensitive to variations in average length-of-stay.

³ See the section "Forecasting the Prison Population" for a description of admission and release categories.

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

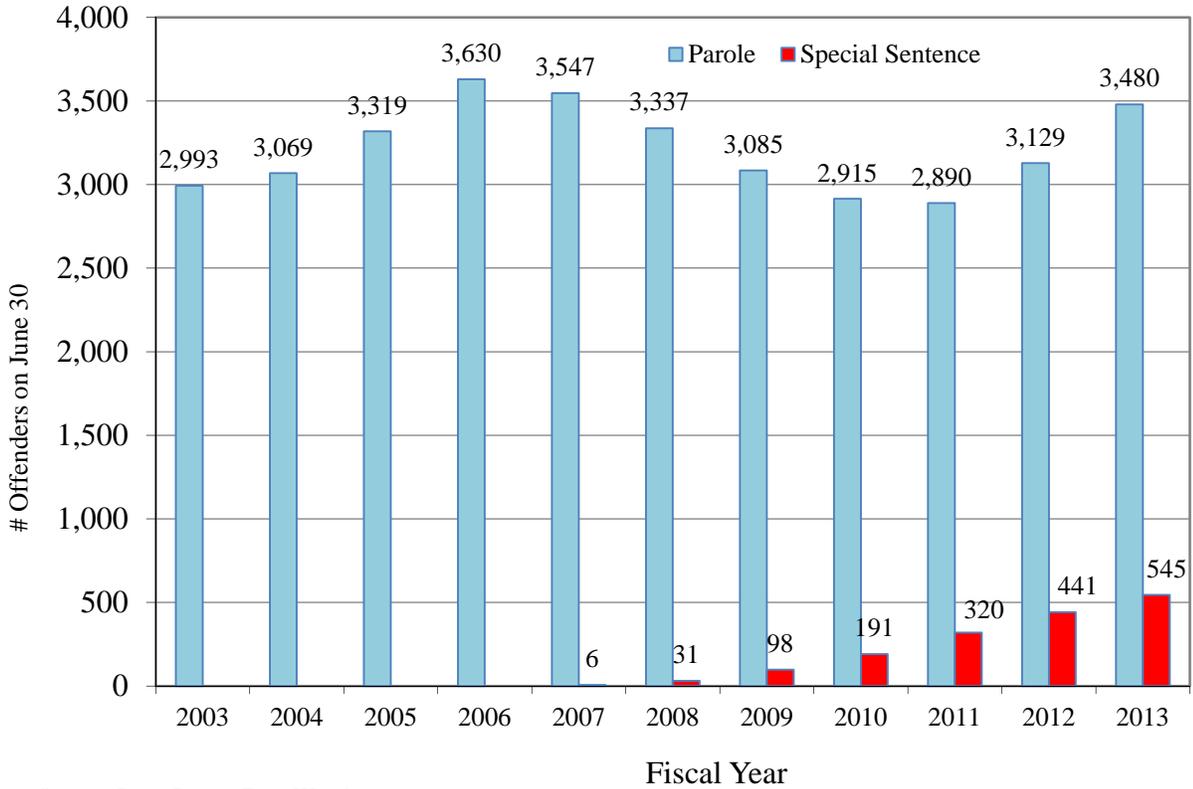
As shown in the charts below, probation and parole populations have varied over the past ten years. While the relationship is not necessarily linear, there appears to be a connection between the number of offenders under supervision in the community and the number eventually entering prison.

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, the apparent result of decreases in paroles granted. Since FY2011 the parole caseload has rebounded almost to the FY06 and FY07 levels (3,480 at the end of FY13). Although return admissions (parole and work release revocations) rose slightly in FY13, they have not reached the levels seen prior to FY2007. The extent to which the released inmates are successful on parole and work release will have a substantial bearing on growth or reduction in Iowa's prison population.

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.

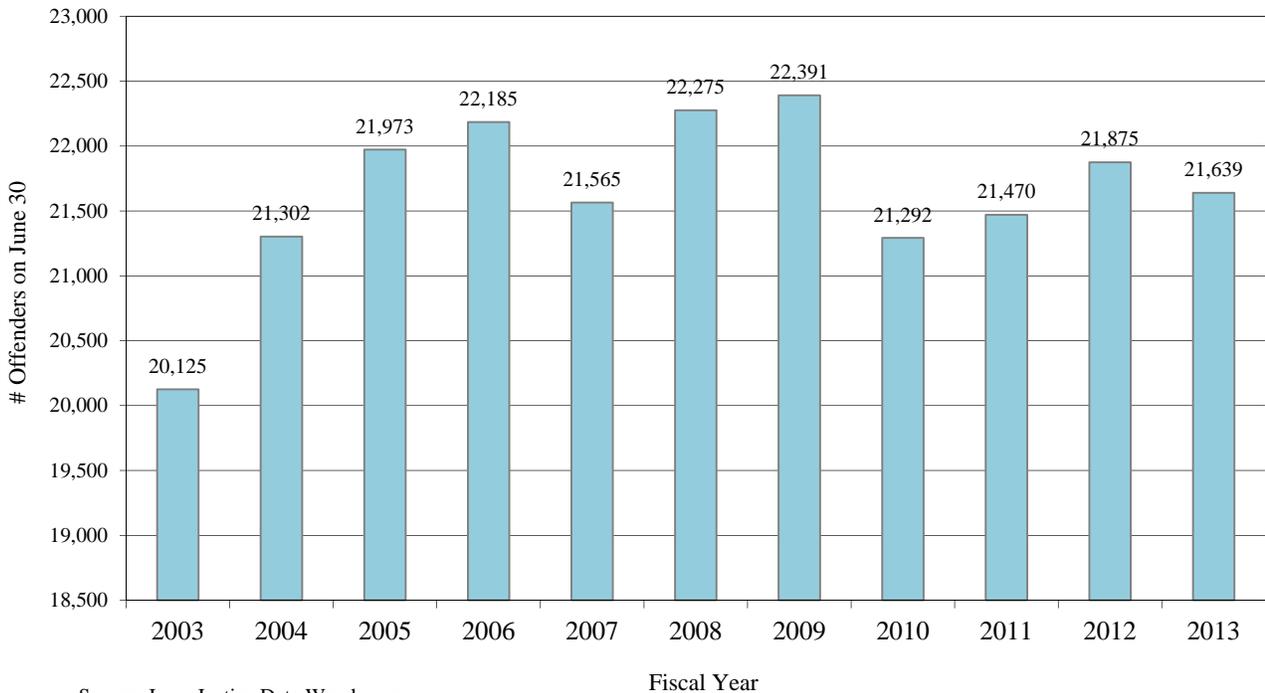
The end-of-year probation population has risen 7.5 percent since FY2003 (20,125 offenders in FY2003 and 21,639 offenders in FY2013), with an accompanying rise in probation revocations of 6.2 percent. This rise in probation revocations has been accompanied by a decrease of 15.5 percent in the number of 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 prisoners held on interstate compact and federal prisoners/detainees (Tables 5 and 6). At mid-year 2013, there were 83 interstate compact, safekeepers, and federal prisoners in Iowa prisons (a figure which appears to remain relatively constant from year-to-year)(Table 10). For purposes of the prison population forecast, it is assumed that this number 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 FY13, only six inmates had entered the Iowa prison system covered by this sentence, with four of them entering in the same fiscal year. 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-2023).

CJJP also estimates that, by mid-year 2023, revocations of the “Special Sentences” to be served by sex offenders will result in an increase from 175 inmates on June 30, 2013 to 509 on June 30, 2023. While these figures are smaller than estimated two years ago, they still represent a large portion of the expected increase in prison population over the next ten years. Forty-two of these current Special Sentence inmates are serving five-year sentences for a second-or-subsequent revocation (up from 18 two years 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. We have also assumed that the Special Sentence revocations will be equally split between first-offense revocations and subsequent revocations. We expect inmates revoked to prison on second-and-subsequent revocations to outnumber first-offense inmates by the beginning of FY16.

After starting with Special Sentence revocations about evenly split between former prisoners and former probationers, there was a period when revocations of former prisoners outnumbered former probationers about 2:1. In FY13 the pattern returned to a more equal distribution of the two types of revocation, probably due to second-and-subsequent revocations, which are all coded as returns to prison rather than new commitments. 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. Of the 427-inmate increase in imprisoned sex offenders anticipated in the next ten years, 334 are expected to be Special Sentence revocations.

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 reluctant to release sex offenders on parole, increasing the number of sex offenders in Iowa's prison system. In FY2013, for example, of the "first release" sex offenders, 57 percent served their entire sentences. This compares to other violent offenders, 31% 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 1,331 to 1,758 by mid-year 2023 (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 657 on June 30, 2013. 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 291 lifers will be leaving the prison system between 2013 and 2023, not accounting for any lifers to be admitted who die prior to mid-year 2023. If this estimate is true, about 18 lifers will die or otherwise leave prison during the current fiscal year after having served a median of 30 years. In this case, it is projected that Iowa's Class A felon population will rise from its current level to 646 later in FY2013 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 539 at the end of FY2023 (including A Felony sex offenders). This is lower than CJJP's last estimate. *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 because the current lifer population is aging and will obviously not live forever.*

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 6/30/13, 34 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.

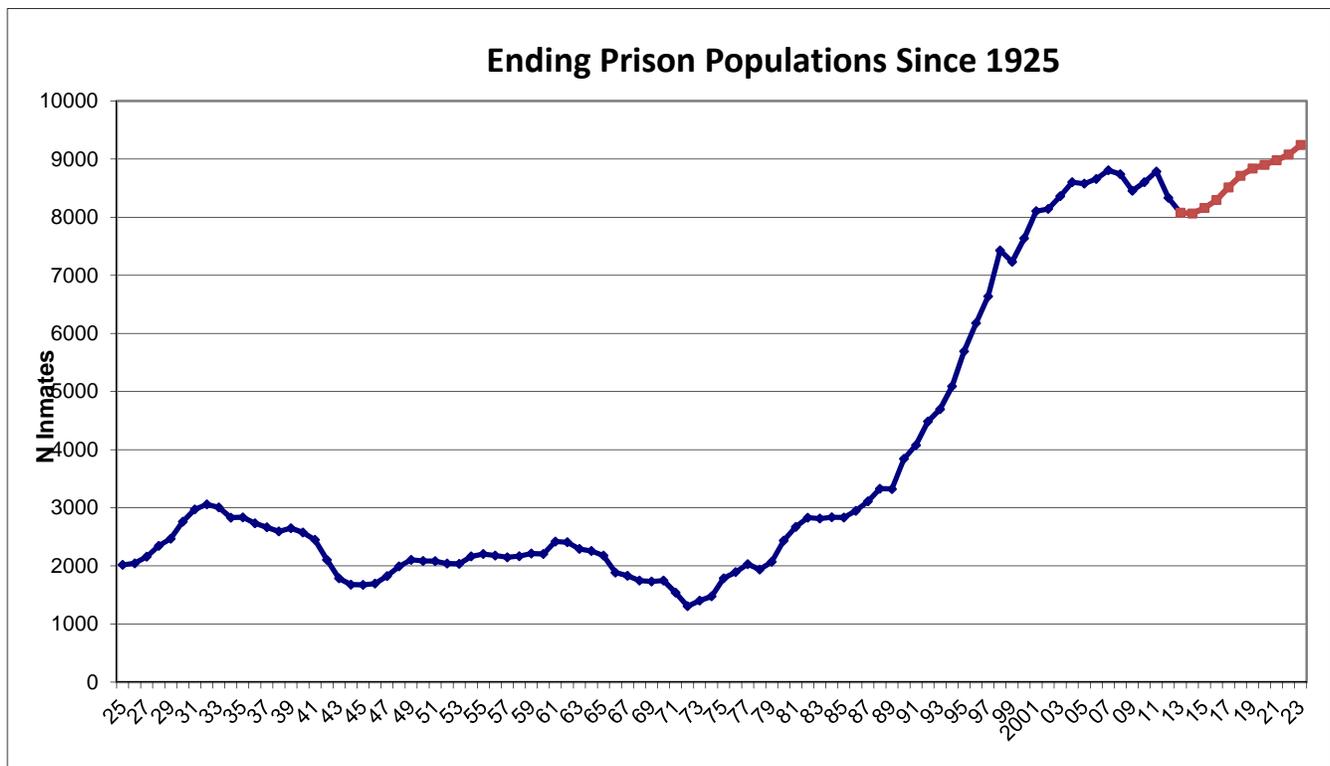
As a separate group, the number of Class A sex offenders is difficult to forecast, as on June 30 there were only 23 inmates serving life sentences for sex offenses. A new Class A penalty for subsequent sex offenses was adopted in 2005, but the first inmate sentenced under that provision didn't enter 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 drop in Iowa’s prison population in FY12-13 provides a glimmer of hope that Iowa’s longstanding growth in state imprisonment has ended, at least in the short term. The last two fiscal years have seen the largest two-year decrease in population going back into at least the 1920’s. Another reason for optimism is that, since FY2001 the population has tended to remain stable after a period of dramatic growth from the early ‘70’s through the early 2000’s, nonetheless, Iowa should not assume that the recent period of stability or decrease will automatically continue. While there are resources at hand to assist the State in stemming the growth in prison population, the State should not be complacent.

The graph below provides some historical context for the growth in prison population in Iowa, illustrating the pattern of growth experienced since 1973. While the last twelve years have shown some stability in population, the previous 30 years showed consistent growth. The question is whether the recent stability 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. Drug admissions dropped from 980 in FY12 to 905 in FY13, although the percentage of these admissions accounted for by methamphetamine (52.9%) reached its highest percentage since 2006. New admissions, overall, have remained stable over the past three fiscal years, although admissions for violent and weapons charges reached new highs in FY13.

We wrote four 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 recently, as direct court commitments have risen 16.9 percent in the last four years, and probation revocations have risen 18.1 percent. Partially responsible for these increases, new drug commitments have risen three of the last four years after five years of decreases. Property

offenders continue to be the most frequent admissions to Iowa's prisons, although because of their relatively short sentences, they do not constitute the largest group in the prison population. New admissions of violent offenders reached a new high in 2013, further contributing to population pressures. While there was a slight drop in commitments of new "70%" inmates in FY13, at the end of the year there were 44 more of these inmates in prison than was true at the end of FY2012. The one encouraging note about admissions is that despite the rise in FY2013, admissions still trail their FY2003 peak.

Another positive sign in limiting the size of the prison population is that paroles have increased during the past two years, reaching and exceeding the levels seen prior to FY2007. The ratio of paroles to expirations – a good indicator of release activity – returned to the level seen prior to FY2007. 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. Iowa can't avoid increasing prison populations without assistance from the Board of Parole. Thankfully, the Board and the Department of Corrections have a variety of tools in place to help identify good release candidates, and Iowa's participation as a Results First state (discussed below) has provided opportunities to assess the effectiveness of correctional programming.

The Board of Parole (BOP) and Department of Corrections (DOC) have also recently taken steps to streamline the Iowa Code-required process of annually reviewing inmates for possible release. Until recently the Board has conducted parole reviews in every institution every other month, a process that could lead to delays in release when, for example, an inmate would finish required programming shortly after the Board had just conducted reviews in his or her institution. Recent changes (due to expanded use of the ICN) enable the Board to conduct reviews from any institution at any time, so that the example above would lead to an immediate review. This new process also permits the Board to consider staff-initiated reviews at any time, also reducing unnecessary delays.

The recent merging of BOP and DOC information systems is also a sign of more collaboration and cooperation between the two. Better information-sharing should result in better decision-making. The two groups have also made a concerted effort to open lines of communication through joint training, staffing cases and working on policy review together.

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.⁴ 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.

⁴ The October, 2013 DOC Data Download (Issue 39) indicates that the rate of return-to-prison for FY2010 releases reached a new low of 30.3% after three years.

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.

Thus far, the Department of Corrections has used the Results First model to assess a number of its institutional and community-based programs, and CJJP is in the process of implementing Results First in the juvenile justice system. For information on the DOC's Results First efforts, see http://www.doc.state.ia.us/Research/DOC_HandoutROI_OffenderPrograms.pdf.

In FY2013 releases from prison due to expiration of sentence decreased as a more concerted effort on the part of the Board of Parole and Department of Corrections to identify inmates who could safely receive discretionary release. This is a departure from recent years, as parole releases had decreased each year between FY2006 and FY2010. A variety of factors may come into play when discretionary releases drop, 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 35 percent of the institutional expirations in FY2013 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 (the average monthly parole caseload has increased each of the past two years, even without counting additional offenders under Special Sentence supervision). 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. Thus, the provision of funding to provide staff for vacant residential facilities in FY14 is probably money well-spent. Cuts in community-based programming will likely result in rises in institutional populations. This is another area in which the Results First model can help in determining how to best use justice system resources.

One continued 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 within the PSAB as to how crack and powder sentences should be equalized, the Board agreed that the current disparity in penalties was unwarranted. A 2011 study overseen by the PSAB also examined the impact of mandatory minimum sentences for drug offenders, identifying no reduction in recidivism among inmates serving mandatory minimum drug sentences and suggesting that there are inmates covered by these sentences who could be safely released in the absence of the mandatory sentence.

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 2023 (up from about 550 at the end of 2013). With community-based corrections already strained due to limited budgets, 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 FY2013, Class B 70 percent inmates constituted 9.1 percent of Iowa’s inmate population (up from 6.1 percent just four years ago). This year’s forecast suggests that 14.4 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. This issue is currently under debate in the Public Safety Advisory Board, and it is anticipated that the PSAB will offer recommendations to ameliorate the growth in 70 percent inmates.

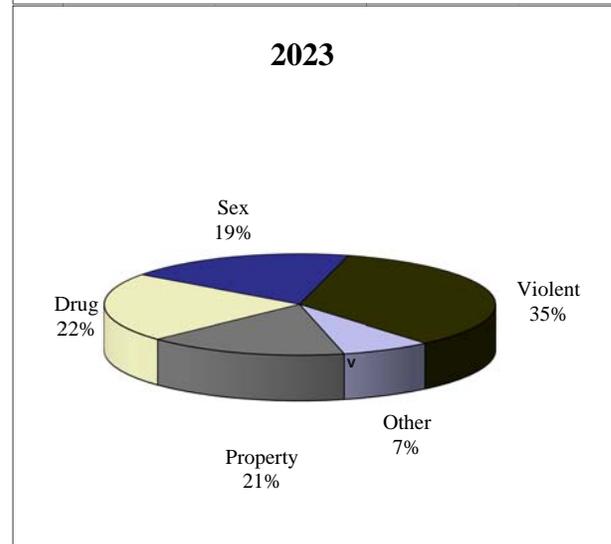
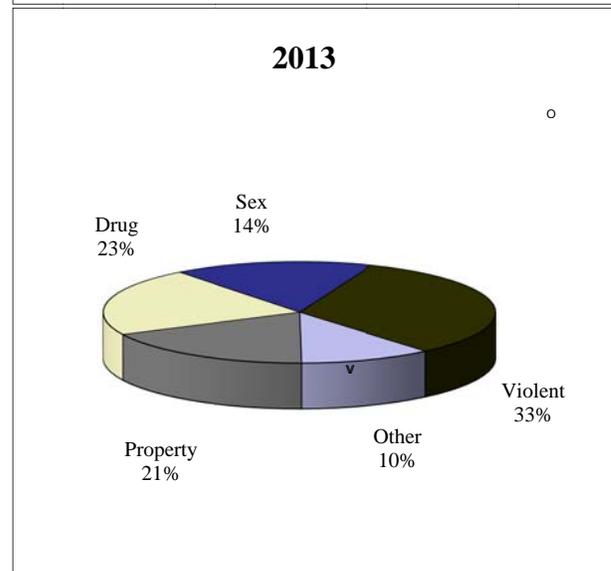
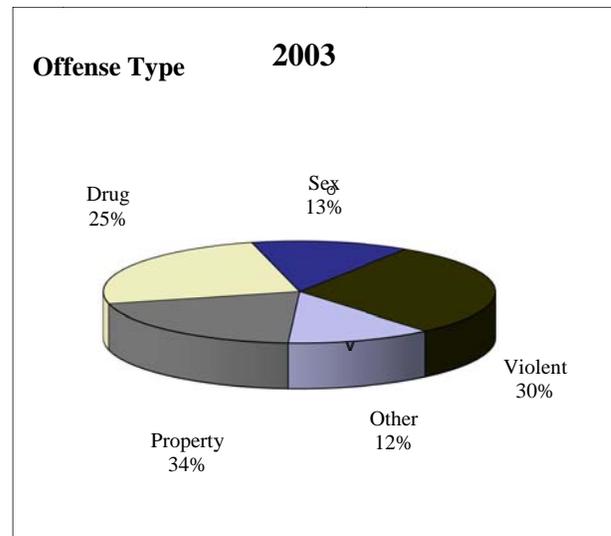
THE CHANGING FACE OF IOWA'S PRISON POPULATION

Iowa's prison population has grown from 2,495 inmates at mid-year 1990, to 7,645 inmates at mid-year 2000, to 8,078 inmates at mid-year 2013. In addition to the large increase in prisoners, the offender population has changed in regard to offense type, age, race/ethnicity and sex.

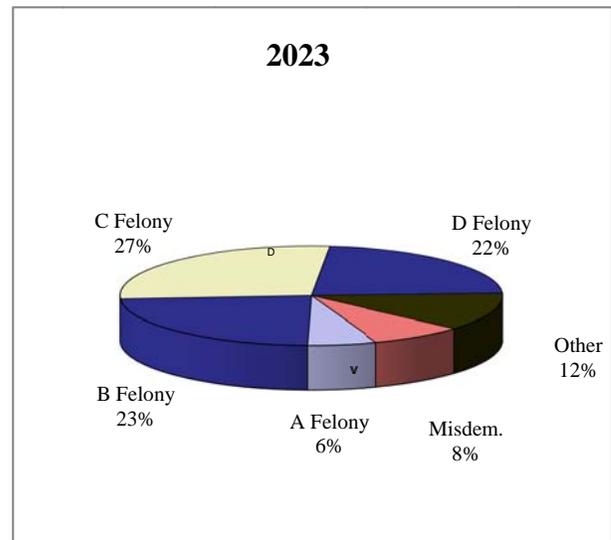
Regarding offense types, the percent of inmates serving sentences for drug crimes (as their most serious offense) has increased from two percent in 1988 (data are unavailable for FY1991), to 23 percent in 2001, remaining at 23 percent in 2013 (after reaching a high of 26 percent in FY2005). With an upturn in drug commitments since FY2009, CJJP expects their representation in the prison population to drop very slightly 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 2013). 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 rise slightly in the next decade, in part due to increases 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 78 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 1993 and 2003 and has risen slightly since then (7.5% in 1993 to 6.4% in 2003 to 8.1% in FY2013). CJJP predicts a drop in the lifer population in the coming years because of a drop in Class A admissions and expected mortality among current lifers.⁵ The percentage of felons serving a 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 739 to 1,332, or 80 percent).

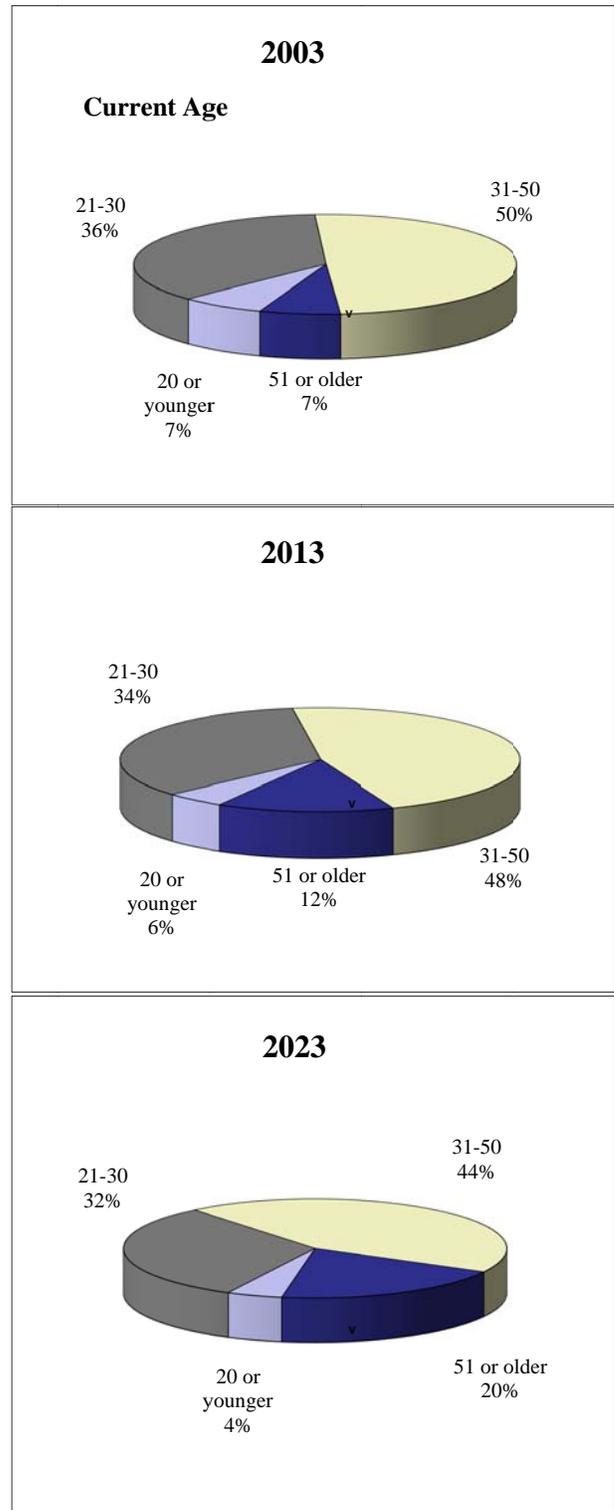


⁵ Lifers were assumed to exit the system after 30 years in most cases. For inmates who had already served 30 years, they were assumed to exit at age 60 (if below age 60) or 75 (if between 60 and 75). The few remaining inmates were assessed on an individual basis. The resulting figures should be conservative, 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 1993 to 32 in 2003 to 34 in 2013. During the twenty year period, the percentage of inmates age 30 and below has dropped from 55 percent to 39 percent and the percentage of inmates over fifty has more than tripled.

This trend toward older populations is projected to continue, as all age groups below 50 are expected to rise moderately (between five and eight percent) in the next decade, while older inmates increase about 60 percent. This estimate may actually under-represent the expected increase in older inmates, as it does not take into account all the expected impact from inmates serving sentences in excess of twenty years. 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 1,154 at the end of FY2013 to around 1,839 by the end of FY2023.

This "graying" of the prison population has significant implications, as a National Governors Association release has cited research showing that, while the "average" inmate costs approximately \$29,000 per year, elderly inmates cost \$70,000.⁶ A more recent report by the Pew Charitable Trusts reports that between 2001 and 2008 correctional medical expenses rose in 42 of the 44 states studied, with a median growth of 52 percent.⁷ Continuing increases in elderly inmates will only exacerbate this trend.



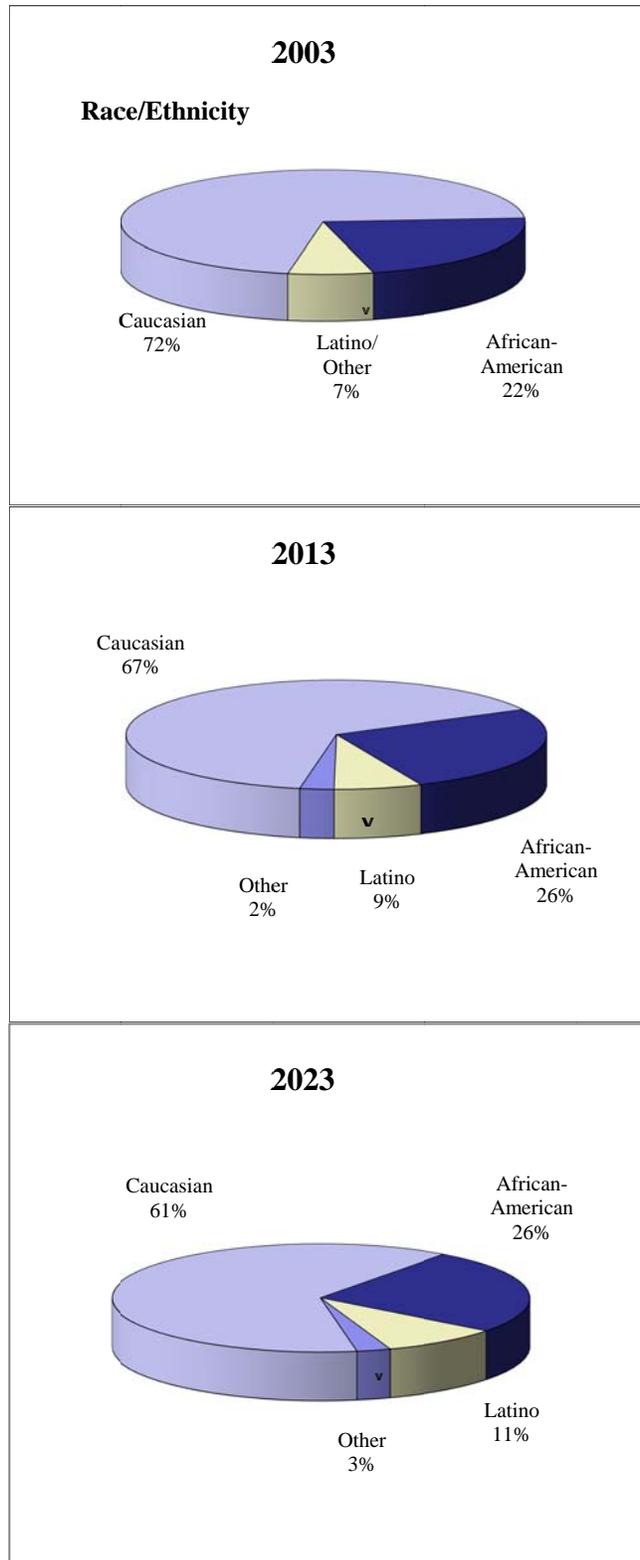
⁶ NGA Center for Best Practices, "State Efforts in Corrections and Sentencing Reform," released October 27, 2011, citing "Addressing the Needs of Elderly, Chronically Ill, and Terminally Ill Inmates," February 2004, 11.

⁷ See http://www.pewstates.org/uploadedFiles/PCS_Assets/2013/SHCS_Pew-Managing_Prison_Health_Care_Spending_Report.pdf

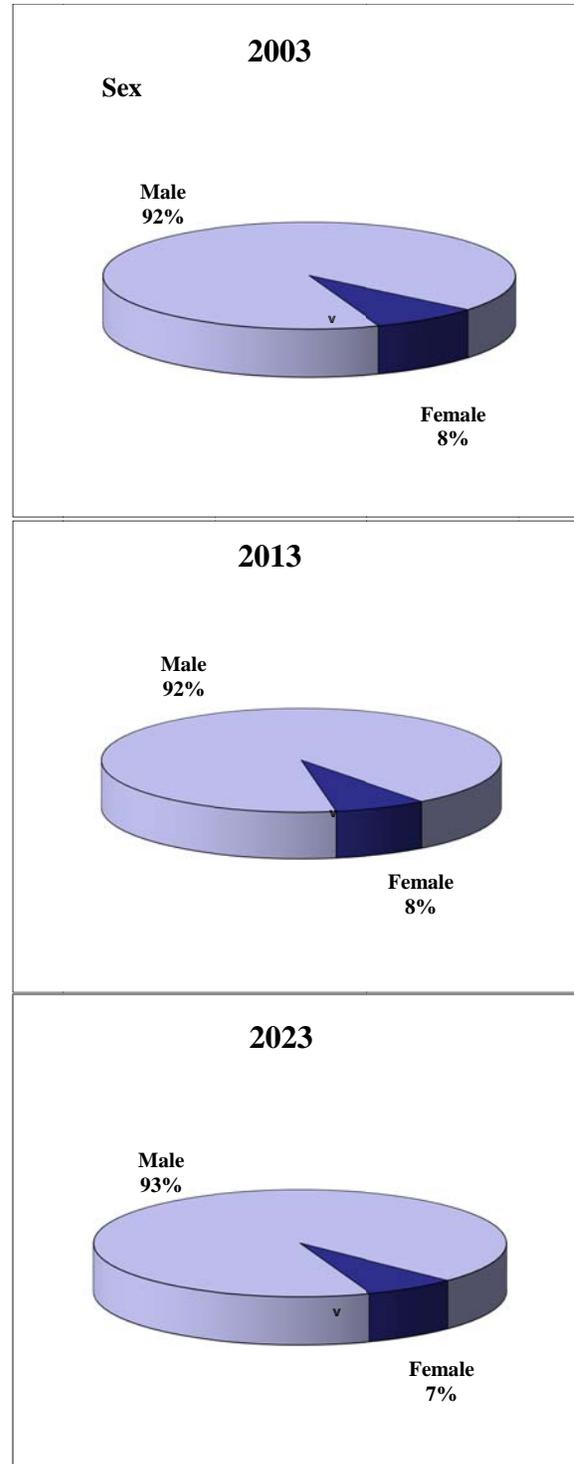
The percent of African-American inmates in Iowa's prison system dropped from 24.1 percent in 1993 to 22.2 percent in 2003 but has since rebounded to 26.1 percent, just short of the all-time high of 26.2 percent in FY2012. With an estimated 94,028 African-Americans in Iowa in 2012 (according to the State Data Center), 2.2 percent of Iowa's African-American population is in prison.

The percentage of Latino, Native American, and Asian inmates has steadily increased in Iowa as well, from 4.1 percent in 1993 to 6.8 percent in 2003 to 9.3 percent in 2013. 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. Historically, a significant percentage of the "safekeepers" held for federal prosecution have been Hispanic, although there has been a substantial drop in such inmates in recent years.

A projection of the population by race suggests that African-Americans will continue to be over-represented in the prison population in 2023, although their percentage is expected drop slightly in the coming years. The big change in population, however, is expected among Latino inmates, as Iowa's Latino population is projected to rise dramatically in the coming years. If the Latino prison population rises to the same extent as is anticipated in the general population, Iowa can expect an increase from 542 Latino inmates at the end of FY2013 to about 848 at the end of FY2023.



CJJP estimates that at mid-year 2023, female inmates will make up about 7.2 percent of Iowa's prison population. This percentage estimate is higher than was the case two years ago, as new statistical modeling suggests stability in the female inmate population over the next decade while the male population rises somewhat. 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 in the next year and then remain largely stable through FY2023. The projected number, however, is not arrived at with the utmost confidence, as the expansion of the Iowa Correctional Institution for Women at Mitchellville removes whatever incentive there might have been to limit population size due to overcrowded facilities. Regardless, the size of the imprisoned female population is expected to be well within the available bed space for the foreseeable future.



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 linear modeling, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends.
- *Projected average length of stay.* 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 and 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-FY2013. 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* prior to FY2004 are based on samples of released prisoners, with data since then 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.
- “*Drunken Driving Initial Stay*” describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

With one exception (FY12), Iowa’s prison population forecast has been 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 linear technique used for the total population. The inmate population of males is determined by subtracting the forecast numbers for females from total projected inmates. This is a change from forecasts prior to 2009, which used a simpler 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 Special Sentence revocations will be equally divided between first and subsequent revocations (2-year aggravated misdemeanor vs. 5-year Class D Felony).
- It is assumed that new prison admissions will increase by about 8.1 percent between FY2013 and FY2023.
- It is assumed that readmissions to prison will decrease by about 0.2 percent between FY2013 and FY2023.

Acknowledgments

The staff of Division of Criminal and Juvenile Justice Planning would like to thank the following agencies and individuals for contributing to this year's forecast report (CJJP remains solely responsible for the report's contents):

- 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
2003	8,361			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	8,787	185	2.2%	7,209	121.9%
2012	8,333	(454)	-5.2%	7,209	115.6%
2013	8,078	(255)	-3.1%	7,209	112.1%
Forecast					
2014	8,064	(14)	-0.2%	7,314	110.3%
2015	8,158	94	1.2%	7,314	111.5%
2016	8,294	136	1.7%	7,314	113.4%
2017	8,513	219	2.6%	7,314	116.4%
2018	8,713	200	2.3%	7,314	119.1%
2019	8,838	125	1.4%	7,314	120.8%
2020	8,901	63	0.7%	7,314	121.7%
2021	8,981	80	0.9%	7,314	122.8%
2022	9,078	97	1.1%	7,314	124.1%
2023	9,243	165	1.8%	7,314	126.4%

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
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	686	(21)	-3.0%	585	117.3%
2012	682	(4)	-0.6%	585	116.6%
2013	610	(72)	-10.6%	585	104.3%
Forecast:					
2014	647	37	6.1%	778	83.2%
2015	614	(33)	-5.1%	778	78.9%
2016	620	6	1.0%	778	79.7%
2017	623	3	0.5%	778	80.1%
2018	643	20	3.2%	778	82.6%
2019	656	13	2.0%	778	84.3%
2020	656	0	0.0%	778	84.3%
2021	656	0	0.0%	778	84.3%
2022	649	(7)	-1.1%	778	83.4%
2023	662	13	2.0%	778	85.1%

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

Table 3. Mid-Year Prison Populations and Capacities: Males					
Year	# Men June 30th	Increase (Decrease)	% Change	Capacity For Men	Population as % of Capacity
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%	6,841	115.4%
2011	8,101	206	2.6%	6,624	122.3%
2012	7,651	(450)	-5.6%	6,624	115.5%
2013	7,468	(183)	-2.4%	6,624	112.7%
Forecast:					
2014	7,417	(51)	-0.7%	6,536	113.5%
2015	7,544	127	1.7%	6,536	115.4%
2016	7,674	130	1.7%	6,536	117.4%
2017	7,890	216	2.8%	6,536	120.7%
2018	8,070	180	2.3%	6,536	123.5%
2019	8,182	112	1.4%	6,536	125.2%
2020	8,245	63	0.8%	6,536	126.1%
2021	8,325	80	1.0%	6,536	127.4%
2022	8,429	104	1.2%	6,536	129.0%
2023	8,581	152	1.8%	6,536	131.3%

Note: Populations exclude sex offender civil commitment unit.

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

Table 4. Inmate Mean Length Of Stay (In Months), by Fiscal Year

	2003	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013	% Change
<i>New Admissions:</i>												
*No Parole - Murder-2nd	510.0	510.0	510.0	464.1	--	--	--	--	--	--		
*No Parole - Other Class B	--	--	--	--	43.0	78.7	95.1	14.3	--	73.6	116.5	
*No Parole - Class C	102.0	102.0	84.0	86.0	88.3	89.8	89.1	88.9	89.4	93.6	93.6	-8.2%
*No Parole - Sex Predators	144.0	144.0	33.0	44.0	30.8	80.8	47.5	40.6	--	67.0	71.8	-50.1%
B Felony Persons	135.0	114.0	124.0	114.0	120.6	134.4	117.4	125.0	144.0	148.2	124.1	-8.1%
B Felony Non-Persons	33.0	35.0	36.4	31.0	34.2	40.3	36.5	42.8	38.6	39.0	40.5	22.7%
B Felony Sex	--	127.0	146.0	134.0	132.3	158.8	173.7	187.2	176.3	201.9	222.4	
C Felony Persons	48.0	43.0	40.0	36.0	44.9	46.2	44.5	47.6	43.7	47.1	38.0	-20.8%
C Felony Non-Persons	20.0	20.0	20.5	20.0	19.8	21.3	21.8	24.7	23.3	23.4	21.8	9.0%
C Felony Sex	--	57.0	53.0	53.0	56.8	53.9	57.5	59.7	64.0	66.7	63.5	
D Felony Persons	23.0	19.0	19.0	19.0	20.1	19.3	21.0	22.0	20.6	21.2	16.9	-26.5%
D Felony Non-Persons	13.0	13.0	12.5	12.0	12.4	13.3	14.1	14.6	14.5	13.5	12.2	-6.2%
D Felony Sex		29.0	32.0	26.0	31.1	31.5	35.2	31.5	36.8	31.7	33.0	
Other Felony	35.0	38.0	33.3	35.0	33.4	41.6	45.6	41.5	39.9	41.9	35.5	1.4%
Other Felony Non-Persons	--	35.0	32.0	32.0	33.4	39.8	40.9	38.1	34.4	36.0	32.9	
Other Felony Persons	--	42.0	64.0	79.0	64.5	41.3	80.7	66.6	46.6	64.4	55.3	
Other Felony Sex	--	80.0	25.0	33.0	78.1	80.8	92.3	--	409.8*	77.6*	71.8	
Agg Misdemeanor Persons	10.0	10.0	9.0	9.0	9.3	9.9	10.5	9.5	9.0	8.7	8.6	-14.0%
Agg Misd Non-Persons	7.0	7.0	6.5	7.0	7.5	7.6	8.0	7.9	7.7	7.7	7.1	1.4%
Agg Misdemeanor Sex	--	11.0	12.0	9.0	9.4	14.2	12.5	11.5	13.5	12.9	25.7	
Serious Misdemeanor	8.0	7.0	6.3	5.0	6.6	6.4	12.4	6.4	6.9	7.3	6.2	-22.5%
Drunk Driving Initial Stay	6.0	5.0	5.2	5.0	6.0	5.7	6.6	5.6	8.0	7.5	6.1	1.7%
All New Admissions		19.6	20.5	19.2	20.1	21.4	22.5	23.2	20.8	23.0	21.7	
<i>Readmissions:</i>												
B Felony	23.0	27.0	22.9	18.0	22.1	21.3	31.1	30.3	27.8	31.2	26.2	13.9%
C Felony	12.0	12.0	13.0	12.0	11.8	12.9	16.0	15.4	17.6	16.2	13.7	14.2%
D Felony	9.0	8.0	9.1	9.0	8.5	9.9	9.9	10.6	11.6	10.3	8.8	-2.2%
Other Felony	14.0	22.0	18.3	13.0	15.8	25.8	23.5	26.3	25.4	26.0	20.2	44.3%
Drunk Driving Returns	--	8.0	10.0	9.0	9.1	10.7	9.9	10.0	12.4	10.3	8.3	--
All Misdemeanors	6.0	6.0	6.0	5.0	5.3	6.5	5.8	6.4	5.0	9.0	5.9	-1.7%
Violator Placement	5.0	4.0	4.9	5.0	4.7	4.6	4.8	4.8	4.0	--	--	--
All Returns (no Violators/ Safekeepers)	--	11.2	11.8	10.4	10.8	12.7	14.2	15.2	16.3	16.2	13.5	

Source: ICON. Prepared by CJJP.

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 2003-2008 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*.

Table 5. Prison Releases by Release Reason: FY2003-2013

	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	% Chng FY03-13
To Parole	2,301	2,053	2,305	2,307	1,758	1,645	1,405	1,379	1,452	2,039	2,501	8.7%
To Work Release	1,163	1,272	1,334	1,304	1,271	1,283	1,095	1,261	1,222	1,248	959	-17.5%
To OWI Facility	214	221	199	209	198	207	194	190	192	157	157	-26.6%
Expiration of Sentence	989	972	1,035	1,081	1,202	1,359	1,446	1,323	1,445	1,582	1,201	21.4%
To Shock Probation	222	197	175	177	177	159	154	114	112	115	122	-45.0%
Other Violator Releases	370	398	481	495	477	382	278	274	40	-	-	-100.0%
Escapes	5	1	0	5	1	0	1	-	-	1	1	-80.0%
Other Final Discharges	18	19	7	48	23	20	80	14	20	27	17	-5.6%
Other Releases	747	772	838	606	650	464	1,638	138	332	474	600	-19.7%
<i>Total Releases</i>	6,029	5,905	6,374	6,232	5,757	5,519	6,291	4,693	4,815	5,643	5,558	-7.8%
Ratio paroles:expirations	2.3	2.1	2.2	2.1	1.5	1.2	1.0	1.0	1.0	1.3	2.1	-10.5%

Table 6. Prison Admissions by Admission Reason: FY2003-2013

	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	% Change FY03-13
New Court Commitments	2,210	1,971	2,006	2,094	1,946	1,773	1,598	1,845	1,863	1,962	1,868	-15.5%
New/Probation Revocations	1,484	1,454	1,512	1,516	1,412	1,367	1,335	1,396	1,553	1,563	1,576	6.2%
Special Sentence Revocation-new	0	0	0	0	0	5	13	18	23	25	37	
<i>Sub-Total, New Admits</i>	3,694	3,425	3,518	3,610	3,358	3,145	2,946	3,259	3,439	3,550	3,481	-5.8%
Parole Returns	725	762	809	970	957	859	768	667	637	542	618	-14.8%
Parole - Violator Program	76	70	69	75	93	50	35	10	0	0	0	-100.0%
Probation - Violator Program	368	403	394	376	352	279	236	195	0	0	0	-100.0%
Work Release - Viol. Program	9	34	22	13	11	6	7	2	0	0	0	-100.0%
Total Violator Placements	453	507	485	464	456	338	278	207	0	0	0	-100.0%
Shock Probation Returns	93	80	82	85	65	63	58	48	46	57	36	-61.3%
Escape Returns	275	291	84	6	1	1	1	1	1	0	1	-99.6%
Work Release Returns	201	232	466	471	479	460	347	394	418	426	462	129.9%
OWI Facility Returns	55	80	90	85	76	76	77	65	79	83	77	40.0%
Special Sentence Rev>Returns	0	0	0	0	2	2	17	36	46	57	43	
Other Returns				46	52	35	61	52	39	37	44	
<i>Sub-Total, Re-Admissions</i>	1,802	1,952	2,016	2,127	2,088	1,834	1,607	1,470	1,266	1,202	1,281	-28.9%
<i>Sub-Total, Re-Admits w/o Violators</i>	1,349	1,445	1,531	1,663	1,632	1,496	1,329	1,263	1,266	1,202	1,281	-5.0%
Other Admissions	753	723	717	637	512	528	1,557	156	367	445	506	-32.8%
<i>Total Admissions</i>	6,249	6,100	6,251	6,374	5,958	5,507	6,110	4,885	5,072	5,197	5,268	-15.7%

	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	% Change
New Court Commitments	2,210	1,971	2,006	2,094	1,946	1,773	1,598	1,845	1,863	1,962	1,868	-15.5%
New/Probation Revocations	1,484	1,454	1,512	1,516	1,412	1,372	1,348	1,414	1,576	1,588	1,613	8.7%
Re-Admissions	1,802	1,952	2,016	2,127	2,088	1,834	1,607	1,470	1,266	1,202	1,281	-28.9%
Other Admissions	753	723	717	637	512	528	1,557	156	367	445	506	-32.8%

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.

Source: ACDS and ICON; prepared by CJJP

Table 7. Prison Admissions: Actual and Projected

	<i>New Admissions:</i>		<i>Readmissions:</i>	
	#	% Change	#	% Change
Actual:				
FY2003	3,694		1,819	
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%
FY2012	3,571	4%	1,202	-5%
FY2013	3,484	-2%	1,281	6%
Forecast:				
FY2014	3,475	0%	1,321	3%
FY2015	3,392	-2%	1,244	-6%
FY2016	3,463	2%	1,250	0%
FY2017	3,561	3%	1,253	0%
FY2018	3,643	2%	1,264	1%
FY2019	3,661	0%	1,268	0%
FY2020	3,636	-1%	1,266	0%
FY2021	3,662	1%	1,270	0%
FY2022	3,709	1%	1,275	0%
FY2023	3,767	2%	1,280	0%

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

Source: CJJP, 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	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	03-'13 % Change
Alcohol	17	18	18	24	37	25	32	45	62	70	64	276.5%
Arson	18	27	24	27	27	27	16	21	25	21	26	44.4%
Assault	388	317	373	434	400	404	432	457	479	486	492	26.8%
Burglary	359	398	392	387	393	371	341	415	434	460	446	24.2%
Conspiracy	21	40	29	21	20	22	25	30	24	21	28	33.3%
Criminal Mischief	36	50	50	51	35	35	55	47	61	42	49	36.1%
Drug Offenses	1,103	1,125	1,047	973	880	795	693	797	880	980	905	-18.0%
Endangerment	38	30	32	37	34	39	29	49	36	55	41	7.9%
Flight/Escape	26	14	17	10	17	7	13	9	10	10	10	-61.5%
Forgery/Fraud	283	217	250	273	233	210	148	159	165	172	171	-39.6%
Kidnapping	15	8	12	14	10	23	23	8	7	9	6	-60.0%
Murder/Manslaughter	66	32	64	43	57	54	47	55	40	49	41	-37.9%
OWI	293	253	241	311	264	271	290	308	320	300	253	-13.7%
Pimping/Prostitution	34	27	31	17	15	12	8	3	9	7	7	-79.4%
Robbery	65	61	62	43	37	46	54	67	69	51	56	-13.8%
Sex Offenses	235	222	262	264	233	206	173	208	200	213	202	-14.0%
Sex Registry	22	34	37	73	92	69	69	51	64	68	57	159.1%
Special Sentence	0	0	0	0	0	5	13	17	21	22	37	--
Theft	460	364	350	370	370	347	315	344	341	347	371	-19.3%
Traffic	108	119	123	125	102	96	76	77	88	80	94	-13.0%
Weapons	61	45	55	63	54	35	39	50	56	54	76	24.6%
All Other Offenses	56	33	49	50	48	46	55	41	48	54	52	-7.1%
Total New Admissions	3,704	3,434	3,518	3,610	3,358	3,145	2,946	3,258	3,439	3,571	3,484	-5.9%

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 9. New Prison Admissions by Offense Type: FY2003-2013

	FY03	FY04	FY05	FY06	FY07	FY08	FY09	FY10	FY11	FY12	FY13	03-'13 % Change
Drug	1,103	1,125	1,047	973	880	795	684	797	880	980	905	-18.0%
Violent	625	505	604	612	737	733	729	795	795	808	797	27.5%
Sex	235	222	262	264	233	206	169	208	200	213	202	-14.0%
Property	1,126	1,064	1,042	1,108	1,058	990	875	986	1,026	1,042	1,063	-5.6%
OWI/Traffic	401	372	364	436	366	367	366	385	408	380	347	-13.5%
Other	214	146	199	217	84	54	123	87	130	148	170	-20.6%
<i>Total New Admissions</i>	3,704	3,434	3,518	3,610	3,358	3,145	2,946	3,258	3,439	3,571	3,484	-5.9%

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	Estimated Population After:		
	6/30/13	One year	Five years	Ten years
A Felons (non-sex)	634	640	550	484
A Felons sex offenses	23	25	37	55
B Felons 70% sentences	480	524	696	916
B Felons 70% sex offenses	259	278	358	415
B Felons not vs. Persons	306	341	387	359
B Felons vs. Persons	293	305	372	415
B Felons sex offenses	71	68	56	55
Other Felons 70% sentences	20	21	22	37
Other Felons 85% sex offenses	30	30	24	20
Other Felons not vs. Persons	643	700	849	988
Other Felons vs. Persons	71	72	68	76
Other Felons sex offenses	14	13	11	10
C Felons 70% sentences	299	320	311	308
C Felons not vs. Persons	1,322	1,178	1,226	1,194
C Felons vs. Persons	350	366	386	382
C Felons sex offenses	654	660	622	646
D Felons not vs. Persons	1,264	1,223	1,207	1,217
D Felons vs. Persons	313	297	338	359
D Felons sex offenses	89	84	58	37
Agg. Misd. not vs. Persons	269	240	246	251
Agg. Misd. Vs. Persons	189	168	202	229
Agg. Misd. sex offenses	16	19	18	11
Serious Misdemeanants	11	8	8	7
OWI Offenders	200	199	196	180
Special Sentence 5-Year	42	71	226	314
Special Sentences 2-Year	133	130	155	195
Safekeepers/Compact/Federal	83	83	83	83
Total Population	8,078	8,064	8,713	9,243
Total Sex Offenders	1,331	1,378	1,565	1,758
Total 70% Sentences	1,088	1,173	1,411	1,696

Projected Iowa Prison Populations, 2007,2008, 2009, 2010, 2011, and 2013

