



The Correctional Policy Project:

Iowa Prison Population Forecast FY 2016-FY 2026

December 1, 2016

Sarah Fineran, M.A., Primary Author

Iowa Department of Human Rights
Division of Criminal and Juvenile Justice Planning
Steve Michael, Division Administrator

Iowa Department of Human Rights
Division of
Criminal & Juvenile Justice Planning
& Statistical Analysis Center
321 E. 12th Street
Des Moines, Iowa 50319
(515) 242-5823
<https://humanrights.iowa.gov/cjpp>



TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
I. FORWARD.....	5
<i>Benefits of Forecasting.....</i>	<i>5</i>
<i>Acknowledgments.....</i>	<i>5</i>
II. METHODOLOGY	6
<i>Iowa’s Forecasting Model.....</i>	<i>6</i>
<i>Forecasting Assumptions.....</i>	<i>7</i>
III. SHORT-TERM OUTLOOK	8
Figure 1: Projected Prison Populations and Official Capacities by June 30 th , 2017	8
IV. LONG-TERM OUTLOOK.....	9
<i>Total Inmates.....</i>	<i>9</i>
<i>Male & Female Inmates.....</i>	<i>9</i>
<i>Prison Capacity.....</i>	<i>9</i>
Figure 2: Actual and Forecasted Number of Total Inmates	9
Figure 3: Actual and Forecasted Number of Female Inmates	10
Figure 4: Actual and Forecasted Number of Male Inmates	10
V. HISTORIC PRISON FORECASTS.....	11
Figure 5: Historical Forecast Figures Final 10-Year Projections	11
VI. FACTORS REDUCING PRISON GROWTH.....	12
1.) <i>Increases in New Aggravated Misdemeanant Prison Entries.....</i>	<i>12</i>
2.) <i>Average (mean) Length-of-stay Prior to Release for Some Crime Class Categories</i>	<i>12</i>
3.) <i>Increases in Parolees.....</i>	<i>12</i>
4.) <i>Prison Release of Robbery-2 Offenders.....</i>	<i>13</i>
VII. FACTORS CONTRIBUTING TO PRISON GROWTH	14
<i>Increases in Prison Admissions.....</i>	<i>14</i>
Figure 6: Actual and Forecasted Prison Admissions	14
Figure 7: Prison Admissions by Admission Type.....	15
1.) <i>Changes in Felony Charges and Convictions</i>	<i>15</i>
Figure 8: Total Felony Charges and Convictions	16
2.) <i>Drug Offender Admissions.....</i>	<i>16</i>
Figure 9: New Prison Admissions by Offense Type.....	17
Figure 10: Primary Drug Involved In New Drug Prison Admissions	17
3.) <i>Increases in the Number of Class B Felons Incarcerated.....</i>	<i>17</i>
4.) <i>Changes in Parole Eligibility for Class B and C Felons due to Mandatory Minimums</i>	<i>18</i>
Figure 11: Distribution of Total, 70% and Non-70% Incarcerated Offenders by Race FY 2016	19
5.) <i>Increases of Sex Offenders Incarcerated Including Special Sentence Revocations</i>	<i>19</i>
6.) <i>Increases in Housing Class A Felons</i>	<i>20</i>
7.) <i>Housing Federal Prisoners/Detainees</i>	<i>20</i>
8.) <i>Increases in Inmate Average Length-of-stay (LOS) for Some Crime Class Categories.....</i>	<i>20</i>
Figure 12: Average Length-of-stay by Offense Class in Months, FY 2007 and FY 2016	21
9.) <i>Increases and Decreases in Paroles.....</i>	<i>22</i>
Figure 13: Prison Releases FY 2007 - FY 2016.....	23
10.) <i>Changes in Community-Based Offender Populations</i>	<i>23</i>
Figure 14: End-of-Year Parole Populations (Field Supervision)	24
Figure 15: End-of-Year Probation Populations (Field Supervision).....	24

VIII. OPPORTUNITIES FOR CHANGE	25
Figure 16: Ending Prison Population since 1925 through FY 2026 Forecast.....	25
Increases in Parolees	25
Response to Drug Offenders.....	26
Sex Offender Legislation	26
Mandatory Minimum Sentences	27
Juvenile Offender Legislation	28
APPENDIX I: Prison Population Forecasted Figures	29
Table 1: Mid-Year Prison Populations and Capacities: Total	29
Table 2: Mid-Year Prison Populations and Capacities: Females	30
Table 3: Mid-Year Prison Populations and Capacities: Males.....	31
APPENDIX II: Prison Admission Populations and Forecasts	32
Table 4: Prison Admissions by Admission Reason: FY 2007 - FY 2016.....	32
Table 5: New Prison Admission by Offense Type and Subtype	33
Table 6: New Admissions by Offense Class.....	34
Table 7: Prison Admissions: Actual and Projected.....	35
APPENDIX III: Prison Release Populations	36
Table 8: Prison Releases by Release Reason: FY 2007-FY 2016	36
APPENDIX IV: LOS for Release Cohorts.....	37
Table 9: Inmate Mean Length-of-stay for Offenders Exiting Prison (In Months), by Fiscal Year	37
Table 10: Inmate Mean Length-of-stay for Offenders Exiting Prison (In Months), by Fiscal Year Cont.....	38
APPENDIX V: Probation Populations and Revocations Information	39
Table 11: Percentage of Probation Population Revoked, FY 2007-FY 2016	39
APPENDIX VI. Prison Population Demographics	40
Table 12: Prison Population Demographic Trends	40

Completion of this report fulfills the Division of Criminal and Juvenile Justice Planning's legislative obligation outlined in Iowa Code §216A.137. This section of the Iowa Code instructs CJP to "maintain an Iowa correctional policy project for the purpose of conducting analyses of major correctional issues affecting the criminal and juvenile justice system".¹

¹ [Legislative Services Agency. \(2015\) Code of Iowa.; https://www.legis.iowa.gov/docs/code/216A.137.pdf](https://www.legis.iowa.gov/docs/code/216A.137.pdf)

EXECUTIVE SUMMARY

This is the 25th Iowa Prison Population Forecast prepared by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP). This report has been developed to assist the executive and legislative branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. This report is not an attempt to predict the future of the prison population; rather it is meant to provide an indication of the direction the prison population will likely move under current policies and procedures.

Short-term projections suggest the prison population is expected to remain stable through the end of FY 2017, with a population of approximately 8,408. Long-term projections suggest Iowa's prison population may be expected to increase from 8,196 inmates on June 30, 2016 to an estimated 10,648 inmates on June 30, 2026, or by nearly 30% over the ten-year period (Appendix I, Table 1).

Past forecasts have projected similar figures. For instance, in FY 2010, CJJP staff predicted the prison population would approximate 10,409 within ten years.² However, this year's forecast is higher than what was predicted in FY 2015 (10,058).³

There are several factors responsible for driving the forecasted figures observed in FY 2016. Between FY 2015 and FY 2016, there was an increase in prison admissions (Appendix II, Table 4). In FY 2016, there were 98 additional prison admissions, and 146 more prison returns than in FY 2015. Comparing FY 2015 and FY 2016, we also observed an increase in length-of-stay (LOS) for many offense categories for both new commitments as well as returns (Appendix IV, Table 9). The increase in admissions was not offset by releases, as there were only 24 more inmates released in FY 2016 compared to FY 2015.

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

² Johnson, S., Roeder-Grubb, L. (2014) Iowa Prison Population Forecast FY2014-FY 2024
<https://humanrights.iowa.gov/sites/default/files/media/Forecast2014%5B1%5D.pdf>

³ Stageberg, P. (2013) Iowa Prison Population Forecast FY2013-2023
<https://humanrights.iowa.gov/sites/default/files/media/Forecast2013%5B1%5D.pdf>

I. FORWARD

This is the 25th Iowa Prison Population Forecast prepared by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP). This report has been developed to assist the executive and legislative branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. This report is not an attempt to *predict* the future of the prison population in Iowa. Instead, it is meant to provide an indication of the direction the prison population will likely move under current policies and procedures. As these are modified, different results can be anticipated in future forecasts.

The present report utilizes data obtained from Iowa's Justice Data Warehouse (JDW), which is managed by CJJP staff. "The Justice Data Warehouse (JDW) is a central repository of key criminal and juvenile justice information from the Iowa Court Information System (ICIS) and information from the Iowa Correctional Offender Network (ICON) system. The JDW is located on a platform with the Information Technology Department as one part of the Enterprise Data Warehouse. The overall mission of the JDW is to provide the judicial, legislative and executive branches of state government and other entities, with improved statistical and decision support information pertaining to justice system activities." ⁴

Benefits of Forecasting

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

Acknowledgments

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

For providing information on current and planned prison population capacities:

- Jerry Bartruff, Director, Iowa Department of Corrections
- Lettie Prell, 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.

⁴ <https://humanrights.iowa.gov/cjpp/justice-data-warehouse>

II. METHODOLOGY

Iowa's Forecasting Model

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

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

Prison admissions and average 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 Operating While Intoxicated (OWI) facility placement. Length-of-stay for this category is defined as the time served in prison from the last admission (or 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:

- *“Drunken Driving Initial Stay”* describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

Forecasting Assumptions

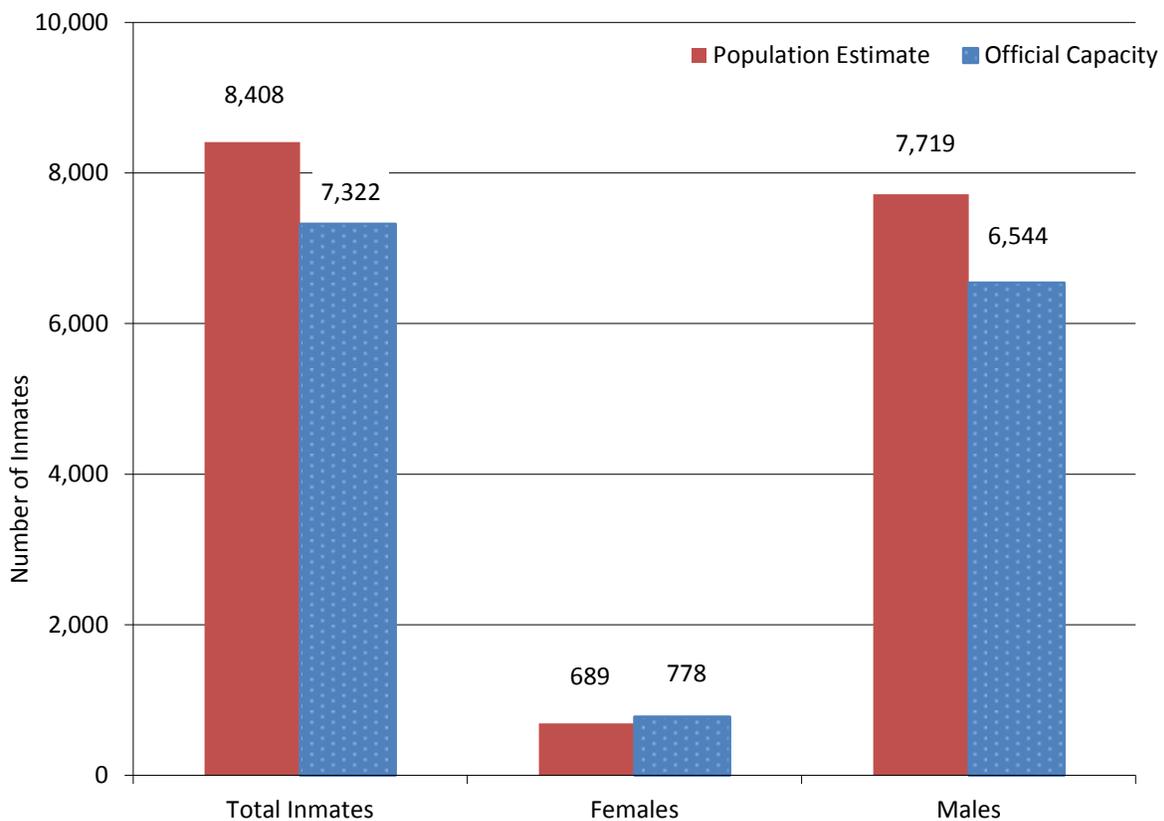
- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and length-of-stay of prisoners will continue in the same direction or will change in explicitly stated ways (see below). It is further assumed that the data provided as measurements of these 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.

III. SHORT-TERM OUTLOOK

To some extent, forecasting the short-term population this year is more difficult than is the long-term forecast, as changes in parole practice since the end of FY 2012 have contributed to a noteworthy drop in Iowa's prison population. On April, 2011, the prison population reached an all-time high of 9,009 inmates. Since reaching this peak, the population has continued to decline with particularly low population figures observed for the last four fiscal years, FY 2013 through FY 2016, during which time counts have appeared to level off.

Iowa's prison population is expected to remain stable through the end of FY 2017 (June 30th, 2017), with a population of approximately 8,408. By June 30, 2017, Iowa's prison population is expected to exceed official capacity⁵ by about 1,086 inmates (or about 15%), if current offender behaviors and justice system trends, policies, and practices continue (Appendix I, Table 1). Women's facilities are expected to be at 88.6% of capacity, while men's facilities are expected to hold about 1,175 more inmates than the official capacity (Appendix I, Tables 2 and 3).

Figure 1: Projected Prison Populations and Official Capacities by June 30th, 2017



Source: Justice Data Warehouse

⁵ In August of 2016, the IDOC established a principal that official prison capacity should reflect the actual beds present in their institutions. While an institution has a specified design capacity when opened, official capacity may change as units and spaces are repurposed to best meet the needs of the institution and its population.

IV. LONG-TERM OUTLOOK

Total Inmates

If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population may be expected to increase from 8,196 inmates on June 30, 2016, to an estimated 10,648 inmates on June 30, 2026, or by about 30% over the ten-year period (Appendix I, Table 1).

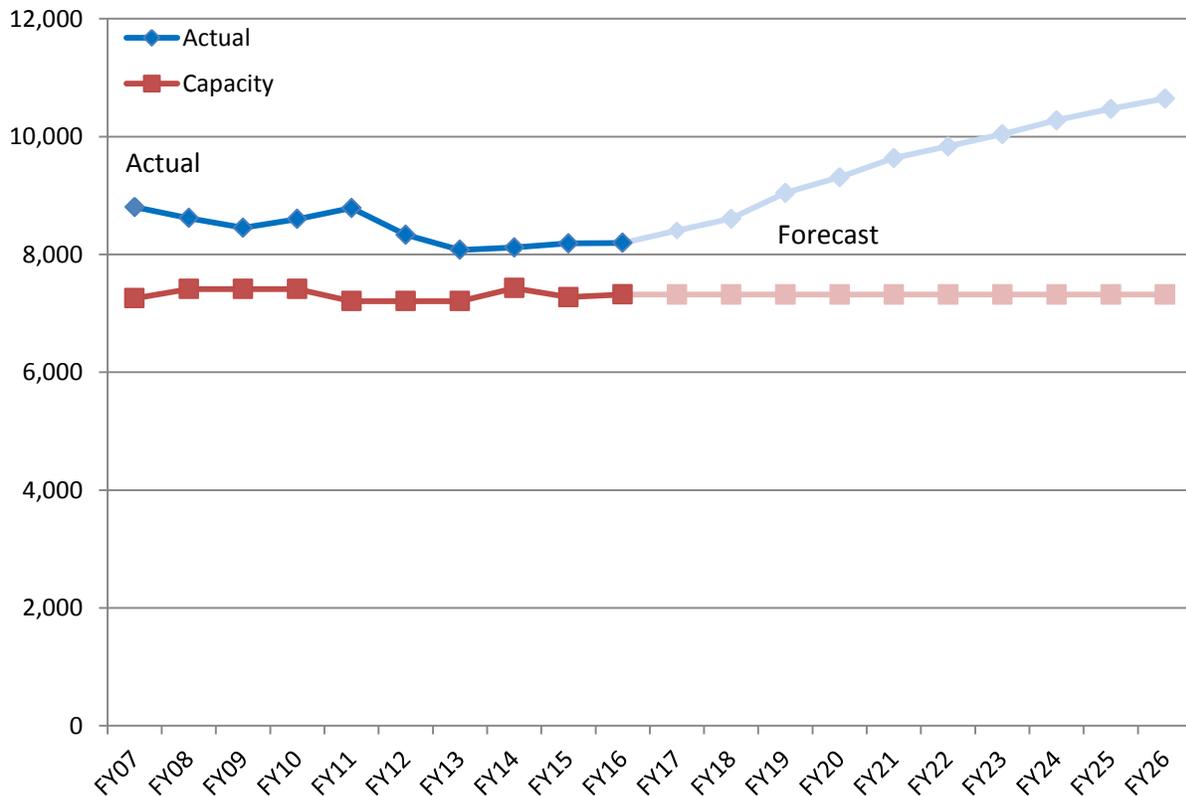
Male & Female Inmates

The current forecast suggests that the female population will rise by 30.3% over the next ten years, reaching 873 inmates in mid-2026 (Appendix I, Table 2). Because the female population is smaller than the male population, it is to be expected that the year-to-year forecast numbers will vary as admissions rise or fall from year-to-year (as fluctuations are more likely with smaller numbers). The population of male inmates is expected to increase to 9,775 inmates during this same period, a 29.9% increase (Appendix I, Table 3).

Prison Capacity

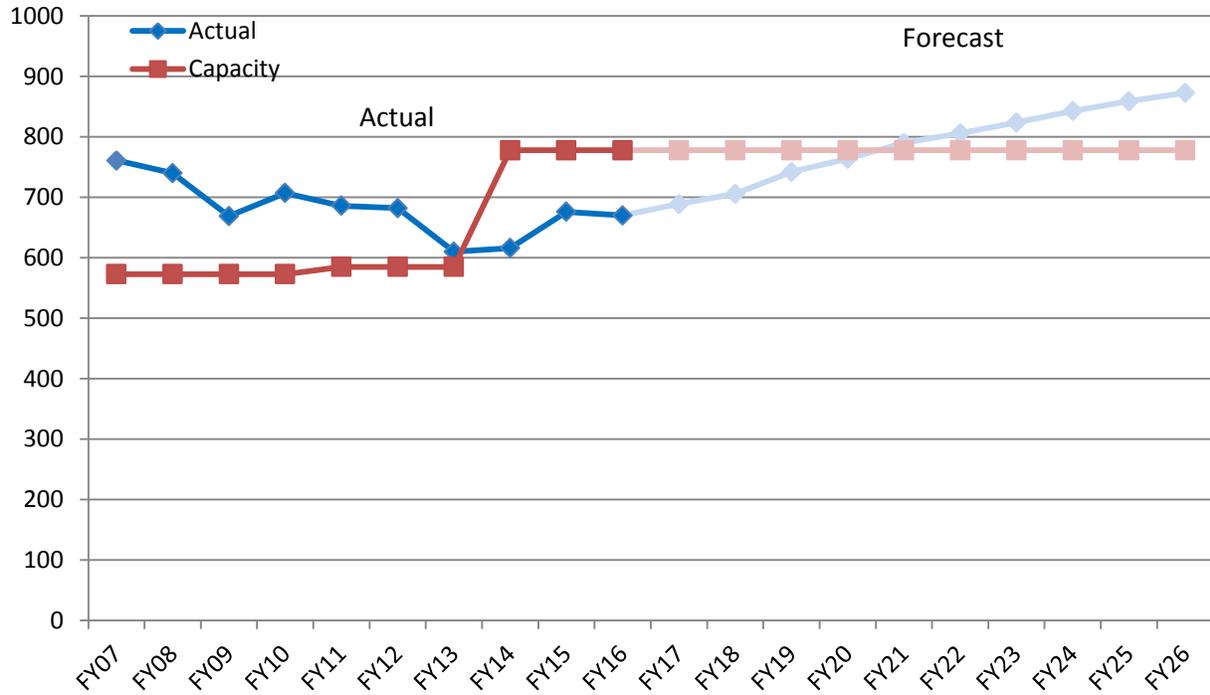
When compared with official Department of Corrections prison population capacities, and taking into consideration currently-planned increases in prison capacity, the female inmate population is projected to exceed capacity by 12.2% in 2026, while the male inmate population is projected to exceed capacity by about 49.4%, by mid-year 2026 (Appendix I, Tables 2 and 3).

Figure 2: Actual and Forecasted Number of Total Inmates



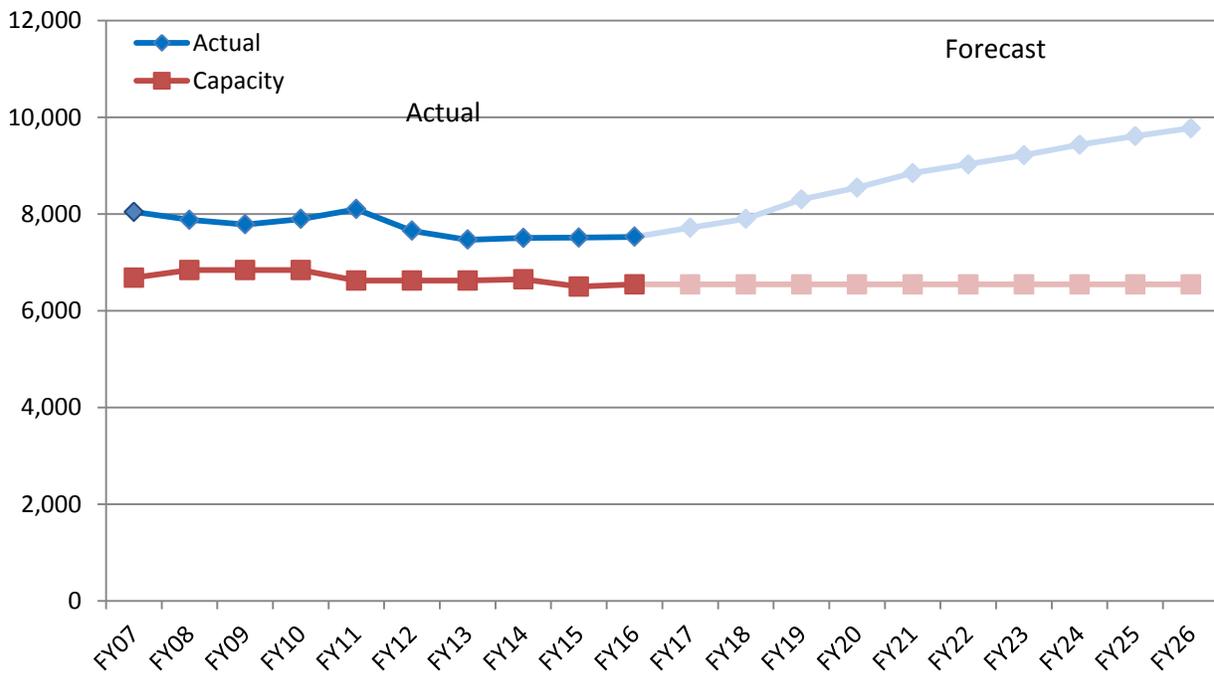
Source: Justice Data Warehouse

Figure 3: Actual and Forecasted Number of Female Inmates⁶



Source: Justice Data Warehouse

Figure 4: Actual and Forecasted Number of Male Inmates



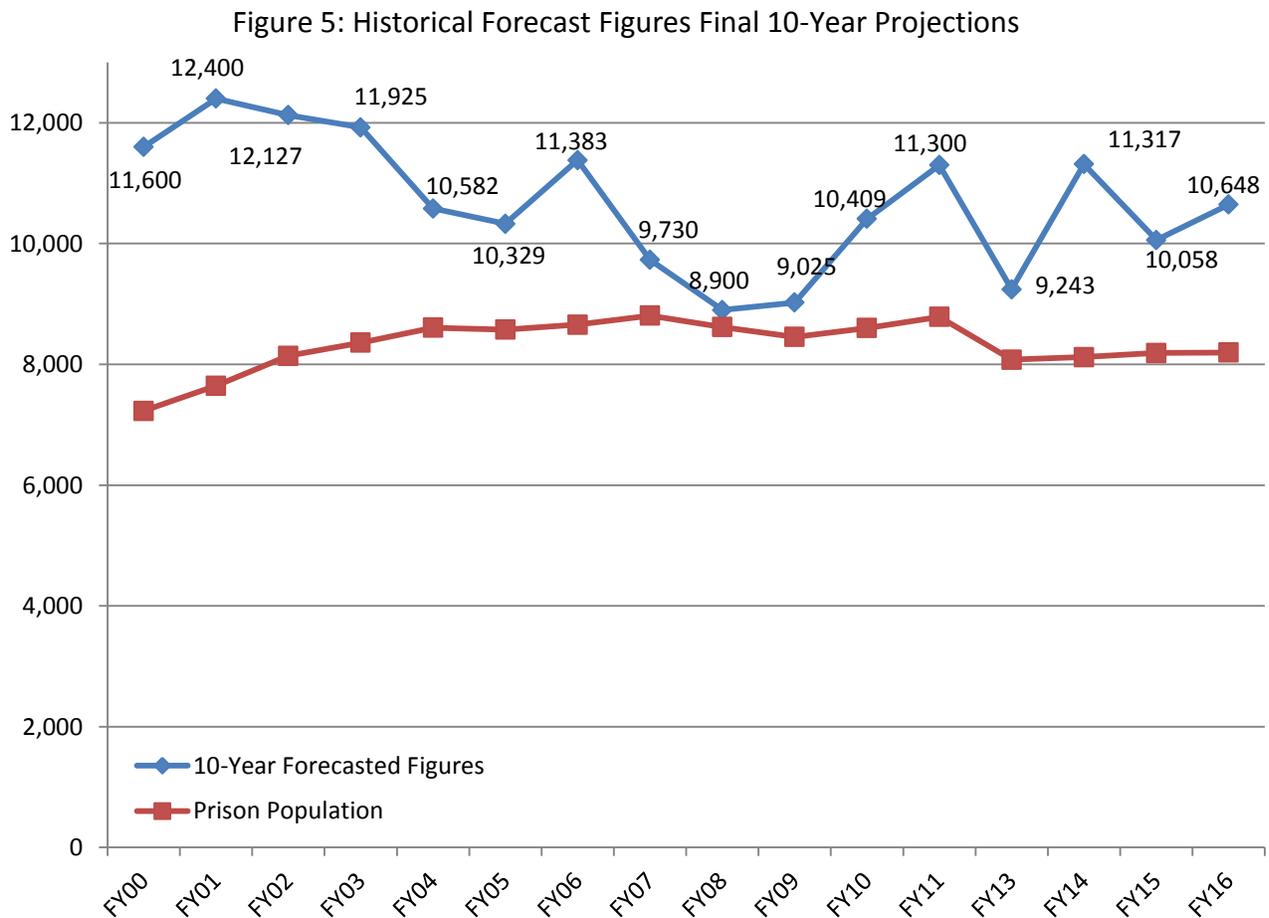
Source: Justice Data Warehouse

⁶ The increase in capacity for female inmates from FY 2013-FY 2014 was due to the opening of the Iowa Correctional Institute for Women (ICIW).

V. HISTORIC PRISON FORECASTS

This year's prison forecast predicts prison populations to be at approximately 10,648 in ten years. Past forecasts have projected similar figures. For instance, in FY 2010, CJP staff predicted a prison population of 10,409 within ten years.⁷ There are several factors responsible for driving the forecasted figures observed in FY 2016.

Between FY 2015 and FY 2016, there was a decrease in prison admissions (Appendix II, Table 4). In FY 2016, there were 98 additional prison admissions, and 146 more prison returns than in FY 2015. Comparing FY 2015 and FY 2016, we also observed an increase in length-of-stay (LOS) for many offense categories for both new commitments as well as returns (Appendix IV, Table 9). The increase in admissions was not offset by releases, as there were only 24 more inmates released in FY 2016 compared to FY 2015.



Prison population figures based on June 30th data.

Source: Justice Data Warehouse

⁷ Johnson, S., Roeder-Grubb, L. (2014) Iowa Prison Population Forecast
<https://humanrights.iowa.gov/sites/default/files/media/Forecast2014%5B1%5D.pdf>

VI. FACTORS REDUCING PRISON GROWTH

1.) Increases in New Aggravated Misdemeanant Prison Entries

In FY 2006, 19.5% 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). Between FY 2011-FY2015, this percentage rose to over 20% and in FY 2016, 22.5% of the new admissions were aggravated misdemeanants. These short-term inmates tend to cycle quickly, not accumulating in the prison population (Appendix II, Table 6).

2.) Average (mean) Length-of-stay Prior to Release for Some Crime Class Categories

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

In FY 2007, the highest prison population during the decade was observed with 8,807 inmates on June 30th. The prison population was much lower between FY 2013 (8,078) and FY 2014 (8,119) however, has since begun to steadily increase. In FY 2016, the prison population was at 8,196 as of June 30th however, on September 30th, 2016 the population increased to levels last observed during FY 2012 (8,329). The prison population is very sensitive to changes in LOS and while changes to felony categories appears to be a factor contributing to declines a few short years ago, it appears that many felony class categories have increased in LOS in the recent past, increasing the prison population and its forecasted growth.

The total average time served for first-release inmates has decreased for many offense class categories from FY 2007 through FY 2016, with the exception of sex, B felony persons, and other felonies categories. However, the average time served for first release inmates during this time period has increased from 19.8 to 21.1 months. Observing more recent trends, the average length-of-stay increased from FY 2015 through FY 2016 (20.2 vs. 21.2); with large increases for B felony persons and B felony sex crime class categories (Appendix IV, Table 10).

The average time served for prison readmissions increased from FY 2007 through FY 2016 from 9.6 average months to 10.7 months, although every crime class category experienced declines with the exception of misdemeanors; a large crime class category influencing the average. Observing more recent trends, we observed a slight increase in LOS from FY 2015 through FY 2016 from 10.3 average months to 10.7 (Appendix IV, Table 10).

3.) Increases in Parolees

In 2010, 1,379 offenders were paroled, the lowest number of parolees we have seen in the last decade. Since FY 2010, parolees increased by 55.1% through FY 2016 (Appendix III, Table 8). Between FY 2013 and FY 2016, parole practices had returned to rates observed in FY 2006 with approximately two parolees for every expiration-of-sentence.⁸

⁸ Inmates released via expiration-of-sentence are those who serve their full sentence in prison and are directly released into the community without a period of transition such as parole or work release.

4.) Prison Release of Robbery-2 Offenders

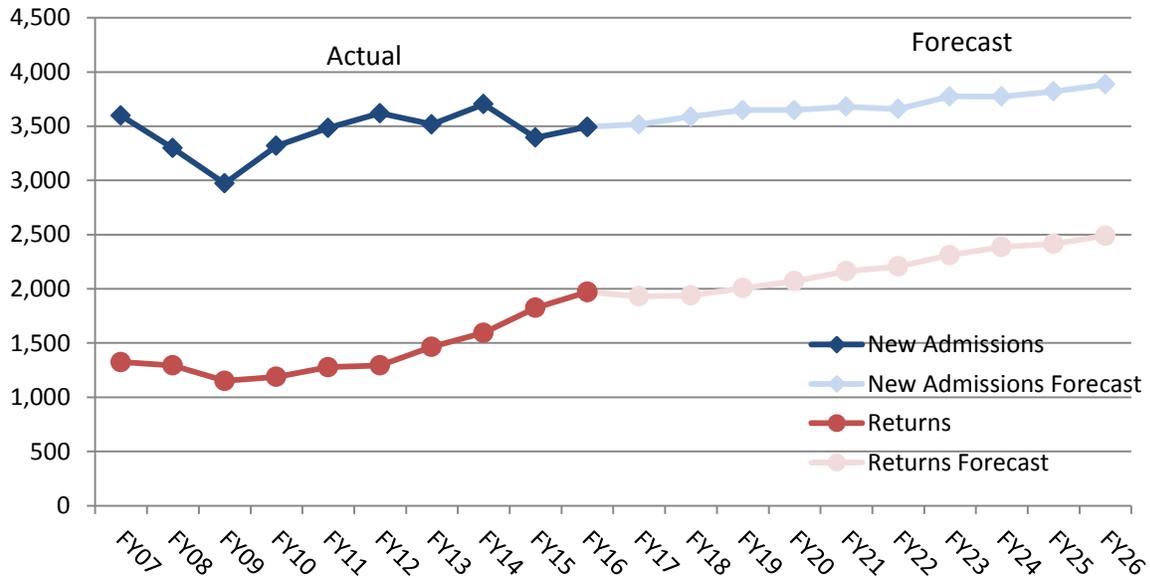
Another factor expected to reduce prison growth, is the continued release of inmates convicted under statute 711.3, Robbery 2nd. In FY 2016, there were 42 offenders who were released from prison after serving a 711.3 sentence. The average LOS for these offenders under a new prison commitment was 72.1 months, for those serving the same sentence as a prison return, their average LOS was 21.6 months. In FY 2016, 49 new inmates entered prison with a most serious Robbery 2nd crime. HF2064, discussed in the Opportunities for Change portion of this report, has the potential to reduce the LOS for inmates convicted of Robbery 2nd, however, until this is accomplished, offenders serving these mandatory sentences will continue to be a factor contributing to population growth.

VII. FACTORS CONTRIBUTING TO PRISON GROWTH

Increases in Prison Admissions

The forecast projects an increase in new admissions from 3,493 in FY 2016 to about 3,885 in FY 2026, and an increase in returns from 1,971 to 2,490. Until admissions are reduced, it will be difficult to further reduce Iowa's prison population. Admission patterns are shown in Figure 6 and also in Appendix II, Table 7.

Figure 6: Actual and Forecasted Prison Admissions

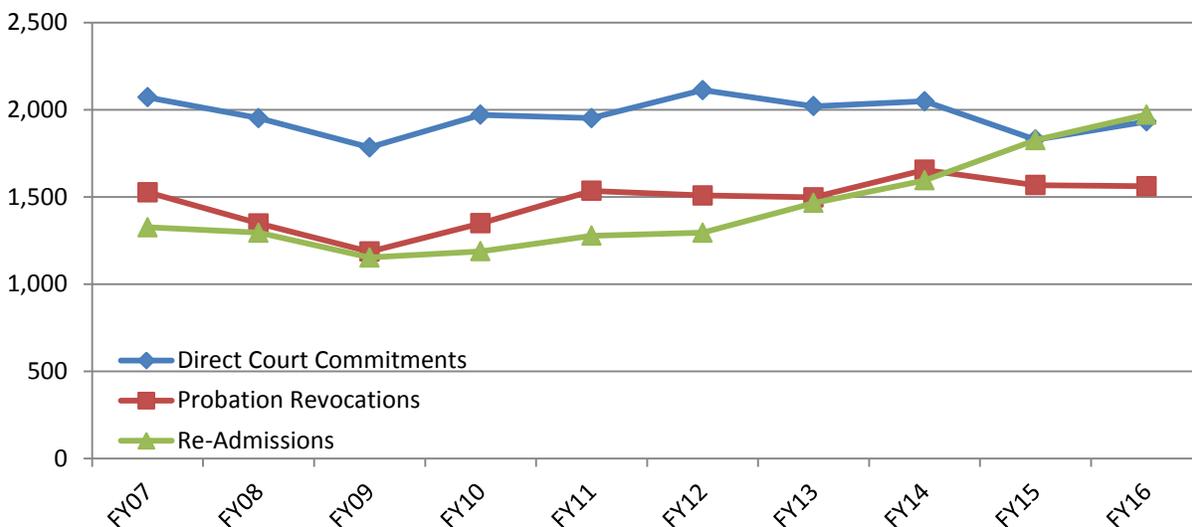


Source: Justice Data Warehouse

Since FY 2009, prison returns have risen by approximately 71%; from 1,152 returns in FY 2009 to 1,971 in FY 2016. During FY 2016, the probation population was the lowest observed in the last decade (20,970) however, the probation revocation rate was the highest observed in the last decade (7.8%). Similarly, in FY 2014, when comparing probation revocations to probation populations, we experienced the second highest percentage (7.6%) and highest rate (13:1) of offenders revoked in the last decade (Appendix V, Table 11).

Direct court commitments reached an excess of 2,000 inmate admissions between FY 2012-FY 2014. In FY 2015, the first large direct court commitment decline occurred; however, in FY 2016 commitments rebounded to 1,932 inmates (Figure 7).

Figure 7: Prison Admissions by Admission Type



Source: Justice Data Warehouse

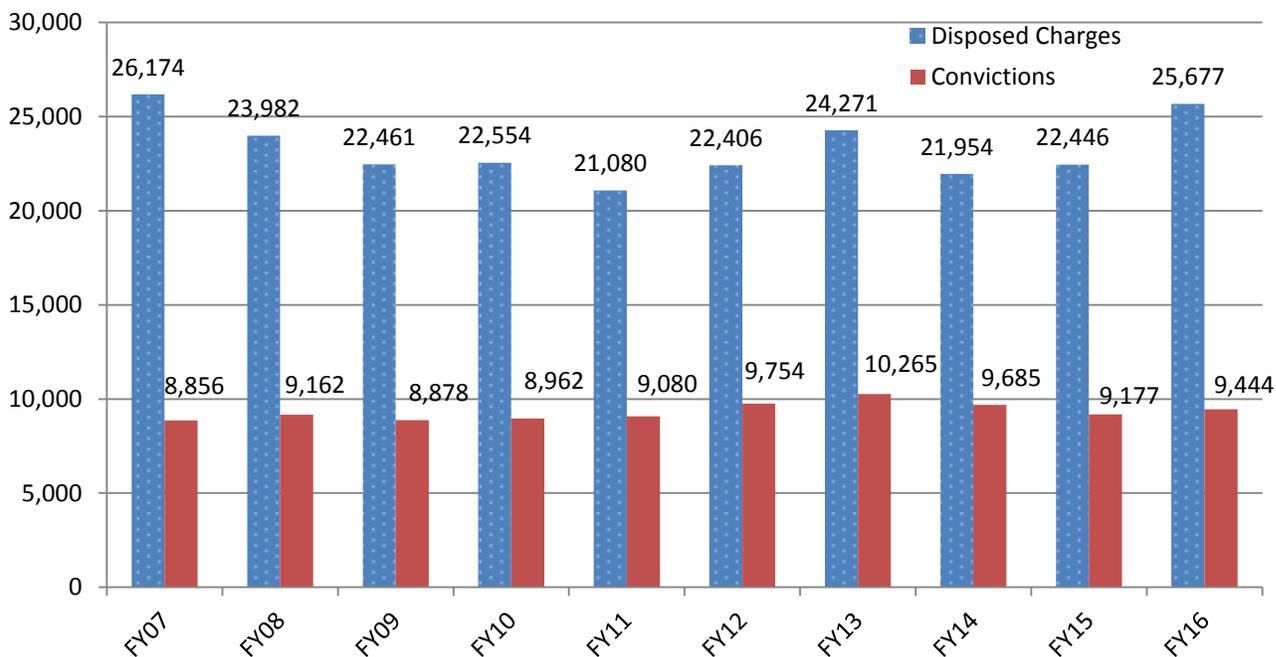
As discussed in the next sections, there are several factors which influence prison admission trends:

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

1.) Changes in Felony Charges and Convictions

Projections of new prison admissions are informed by felony disposed charges and felony convictions in the Iowa District Court. As shown in the chart below, the number of disposed felony charges and felony convictions increased from FY 2015 to FY 2016. During FY 2016, the second highest number of disposed felony charges was observed within the ten-year period. Felony convictions during FY2016 were higher than during FY 2007-FY 2011, however, are below peak figures observed during FY 2012 - FY 2014.

Figure 8: Total Felony Charges and Convictions



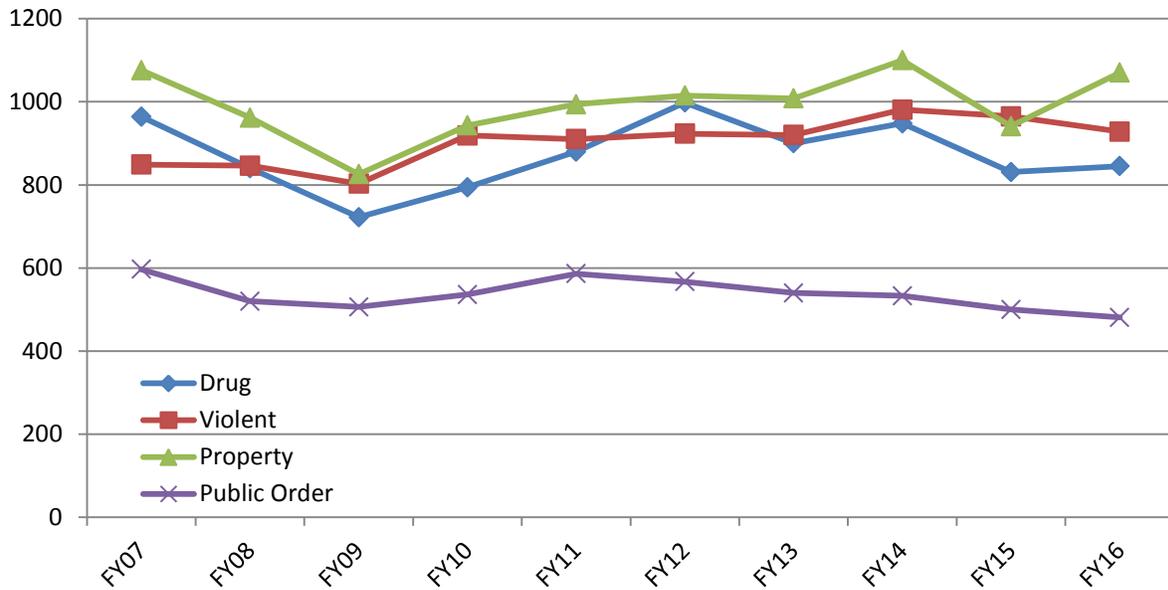
Source: Justice Data Warehouse

2.) Drug Offender Admissions

Admissions due to drug convictions have been one of the driving forces behind rising prison populations in Iowa for more than the past decade, reaching their peak in FY 2005, when 30% of the new inmates entering prison were committed for drug offenses. In addition, there are other inmates who have been committed to prison for non-drug crimes which stem from drug involvement. After five straight years of declines in drug admissions (FY 2005 - FY 2009) to prison, new drug admissions exceeded 900 in FY 2012, FY 2013 and FY 2014, a figure last reached in FY 2007. Between FY 2014 and FY 2015, drug admissions declined by approximately 117 inmates and remained stable during FY 2016.

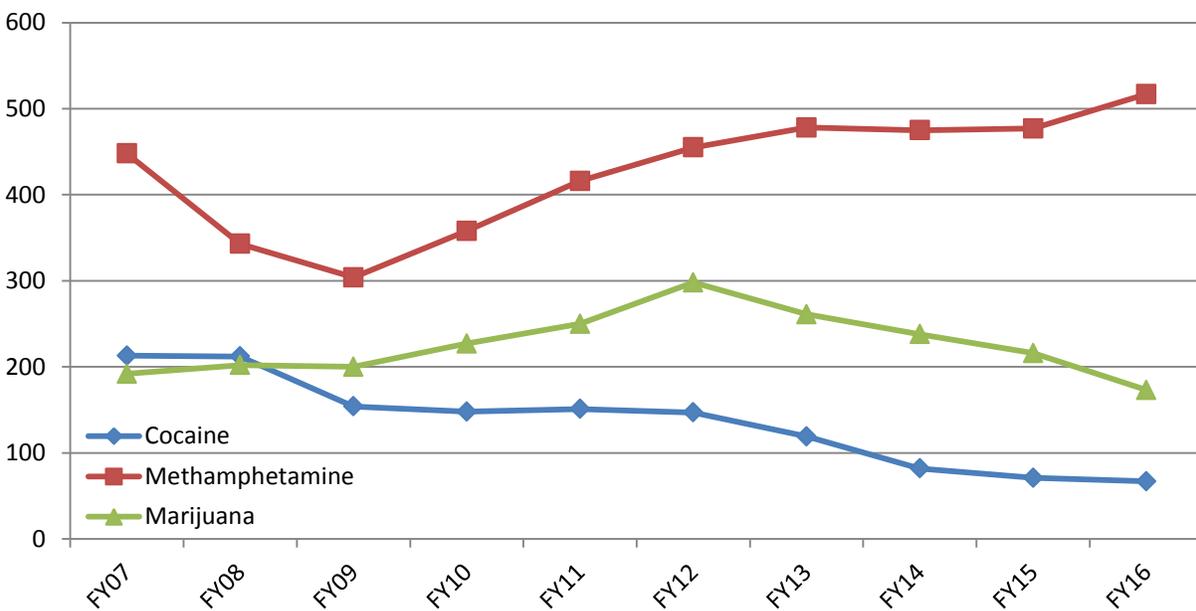
As time passes, it becomes more evident that the rise in admissions with a drug offense as the most serious was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution of methamphetamine dealers and users. Since FY 2005, admissions of methamphetamine offenders reached a low in FY 2009 but have steadily increased, reaching a high of 517 during FY 2016 (Figure 10).

Figure 9: New Prison Admissions by Offense Type



Source: Justice Data Warehouse

Figure 10: Primary Drug Involved In New Drug Prison Admissions⁹



Source: Justice Data Warehouse

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

The projection suggests that 2,117 B felons will be incarcerated during 2026, or 19.9% of the anticipated population. The ten-year anticipated rise (38.0%) is due to continued lengthy incarceration of Class B 70 percent inmates, who are expected to increase from 825 to 1,312 (or 59%) within the decade. We have yet to observe a substantial release of this inmate population due to their mandatory terms, although we expect release of some inmates to occur during FY 2018 and thereafter.

⁹ Includes offenders who were new admissions within a particular fiscal year whose most serious offense was a drug offense

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

The Violent Crime Initiative (*Iowa Code* §902.12), effective FY 1997, abolished parole and most of the earned time for a number of violent offenses and required at least 85 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 FY 1998. “This eligibility requirement was later modified to permit up to a 30 percent reduction of sentence. These sentences, defined in §902.12 of the Iowa Code, will be referred to here as 70% sentences.”¹⁰

By mid-year 2025, projections estimate that about 1,920 prisoners will be serving time under these mandatory sentencing provisions (not including sexual predators). While stability is expected in the number of those serving 70 percent Class C sentences, estimates indicate (as noted above) that those serving 70 percent Class B sentences will increase from 825 to 1,312, as the first of these offenders will not become eligible for parole until January 2016. Additionally, substantial effects of these laws on the prison population will be realized beyond this forecasting period. While previous forecasts had anticipated more substantial drops for Class B 70 percent offenders, prisons have yet to see a significant portion of Robbery-1st releases which would otherwise influence the average LOS and subsequently, reduce prison forecast estimates for this group. While we have seen Robbery-2nd offenders exit prison, they are being replaced by new admissions at a rate similar to those who exit.

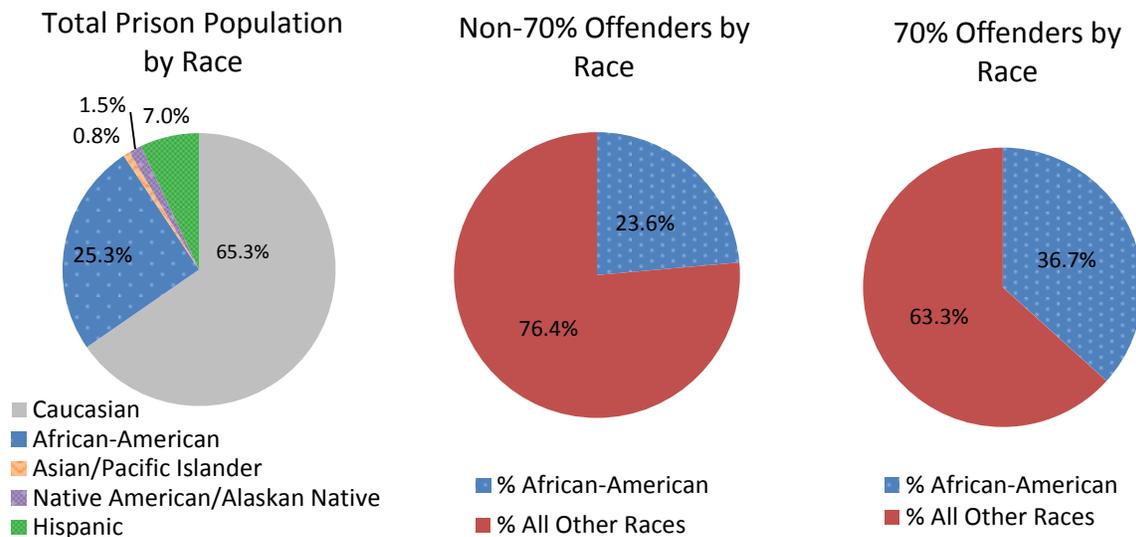
It should be noted that, African-Americans are over represented in Iowa’s prison population, but particularly so for §902.12, 70 percent crimes. The total prison population is approximately 25.3% African-American. Of the 7,027 non-70 percent offenders in prison on June 30th 2015, 23.6% were African-American. Of the 1,169 70 percent offenders, 36.7% were African-American. In FY 2016, 42.6% of the new admissions for 70 percent crimes were African-American. Of the offenders entering prison to serve 70 percent sentences for Robbery, 56.3% were African-American (including 59.1% of the Robbery-1st admissions). It is also noteworthy that the percentage of African-Americans incarcerated from FY 2007-FY 2016 has increased by approximately 1.0% (Appendix VI, Table 12).

It has been mentioned in previous forecasts that it will be difficult to reduce the racial disparity in Iowa’s prison population without somehow modifying 70-percent sentences. During the 2015 legislative session, HF2064 was passed which reduced the floor for Robbery-2nd offenders and established a Robbery-3rd offense, which is not subject to a mandatory term. The effects of this provision are expected to decrease the prison population in the coming years; however the effects are not yet realized in the current projected forecast.¹¹

¹⁰ Stageberg, P. & Rabey, S. (2013). An Analysis of the use of 70% Mandatory Minimum Sentences in Iowa. https://humanrights.iowa.gov/sites/default/files/media/Violent_Offender_70Pct_Report%5B1%5D.pdf

¹¹ More information regarding HF2064 can be found within the section VII Opportunities for Change within this report.

Figure 11: Distribution of Total, 70% and Non-70% Incarcerated Offenders by Race FY 2016



Source: Justice Data Warehouse

In addition to the Violent Crime Initiative, the Sexual Predator law (§901A, *Iowa Code*) effective in FY 1997, 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, 2015, there were 27 offenders serving sentences under §901A (including one lifer), a figure expected to decline in the coming decade. In FY 2016, there were two releases of offenders sentenced under the sexual predator provisions of §901A, and in FY 2015 there were three offenders released under this provision.

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

Prison populations have historically experienced a rise in sex offenders incarcerated. For the last three years, the sex offender population has remained between 1,180-1,190 offenders. Adding to the increased prison population of sex offenders will include those revoked who were serving special sentences.

The “special sentence places offenders convicted of offenses in Iowa Code §709 (sex offenses), §726.2 (incest), and §728.12 (1), (2), or (3) (sexual exploitation) on either 10-year or life-time community supervision based solely upon the offense class of conviction. Offenders convicted of A, B, and C felony sex offenses receive life-time community supervision and D felony and misdemeanor offenders receive 10-year supervision sentences (§903B, Code of Iowa).”¹²

The number of individuals under community based special sentence supervision is expected to continue increasing. During FY 2016, 135 offenders entered prison under a special sentence return, an increase of 27.4% from FY 2014, with 106 special sentence returns.

¹²Johnson, S., Davidson, C. (2014). An Analysis of the Sex Offender Special Sentence in Iowa https://humanrights.iowa.gov/sites/default/files/media/An%20Analysis%20of%20the%20Sex%20Offender%20Special%20Sentence%20in%20Iowa_2014.pdf

6.) Increases in Housing Class A Felons

The population of Class A, life sentence inmates (lifers) grew from 198 in 1986 to 653 on June 30, 2016. As of June 30th 2015, 32 of the lifers in the Iowa prison system were age 70 and above, suggesting a reduction in population over the next decade due to mortality.

As a separate group, the number of Class A sex offenders is difficult to forecast, as on June 30, 2016 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 did not enter prison until 2010. Since 2010, approximately 23 offenders have entered prison under this provision.

7.) Housing Federal Prisoners/Detainees

Much of the increase in “other” prison admissions and releases observed between FY 2005 and FY 2009 was due to the housing of prisoners held on interstate compact and federal prisoners/detainees. However, the number of safe keeper, compact, and other offender admissions have remained relatively stable from FY 2010 - FY 2016 (Appendix II, Table 4).

8.) Increases in Inmate Average Length-of-stay (LOS) for Some Crime Class Categories

As parole releases rise and fall, average time served for departing inmates follows this trend. Analysis of time served is completed 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 group due to serving a significant portion of their sentences prior to their original release.

Slight variations in average LOS can have a considerable impact on the prison population, and implicates how changes in parole practice can influence the population. The total average time served in prison prior to release rose slightly for new admissions and returns between FY 2007-FY 2016, however, there were more crime class categories with LOS declines (Appendix IV, Table 9).¹³ For example, for new admissions, most crime class categories experienced declines, with the exception of B felony person and sex, C felony sex, other felony persons, and sexual predators. Examining differences in LOS for prison returns for the same time period, we observe declines for most crime categories with the exception of all misdemeanors which rose from an average of 5.3 months to 7.3 months.

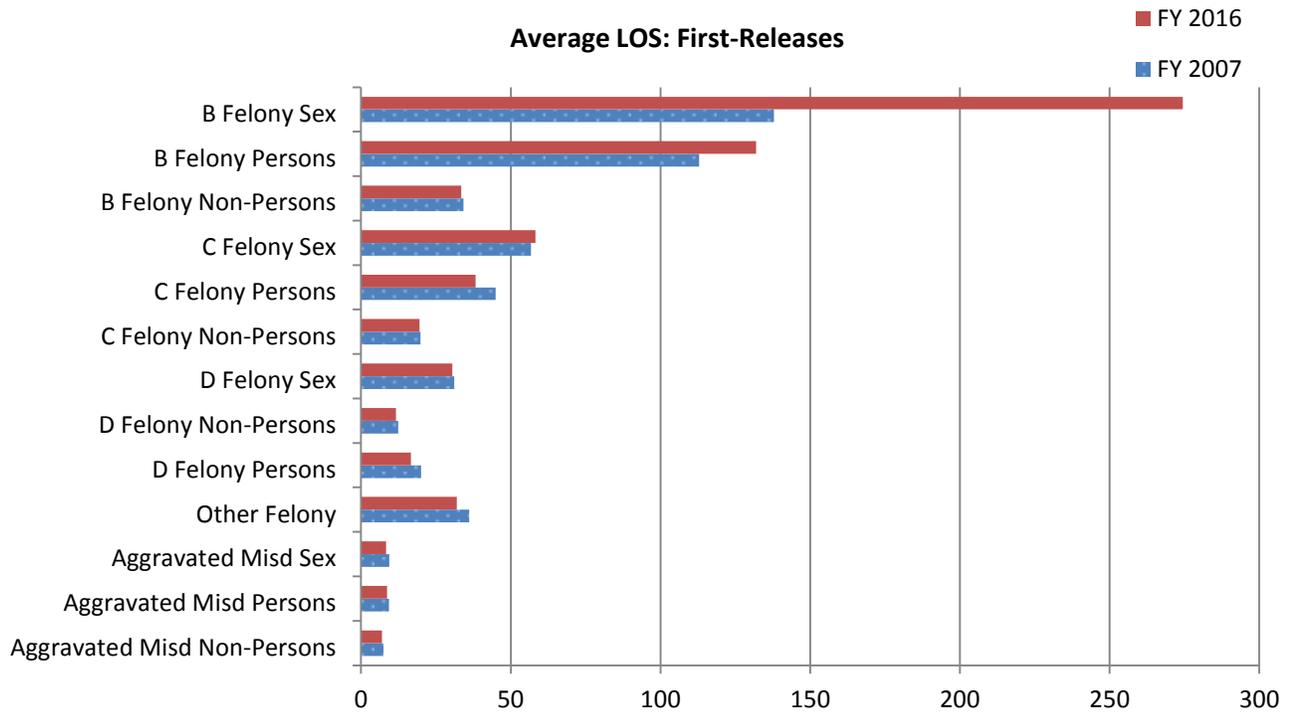
While it appears that there was a large increase in the LOS for new class B felon sex and person releases, this category tends to be small with approximately 41 inmates released in FY2016. The LOS for smaller release categories can be more sensitive to outliers than larger categories.

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

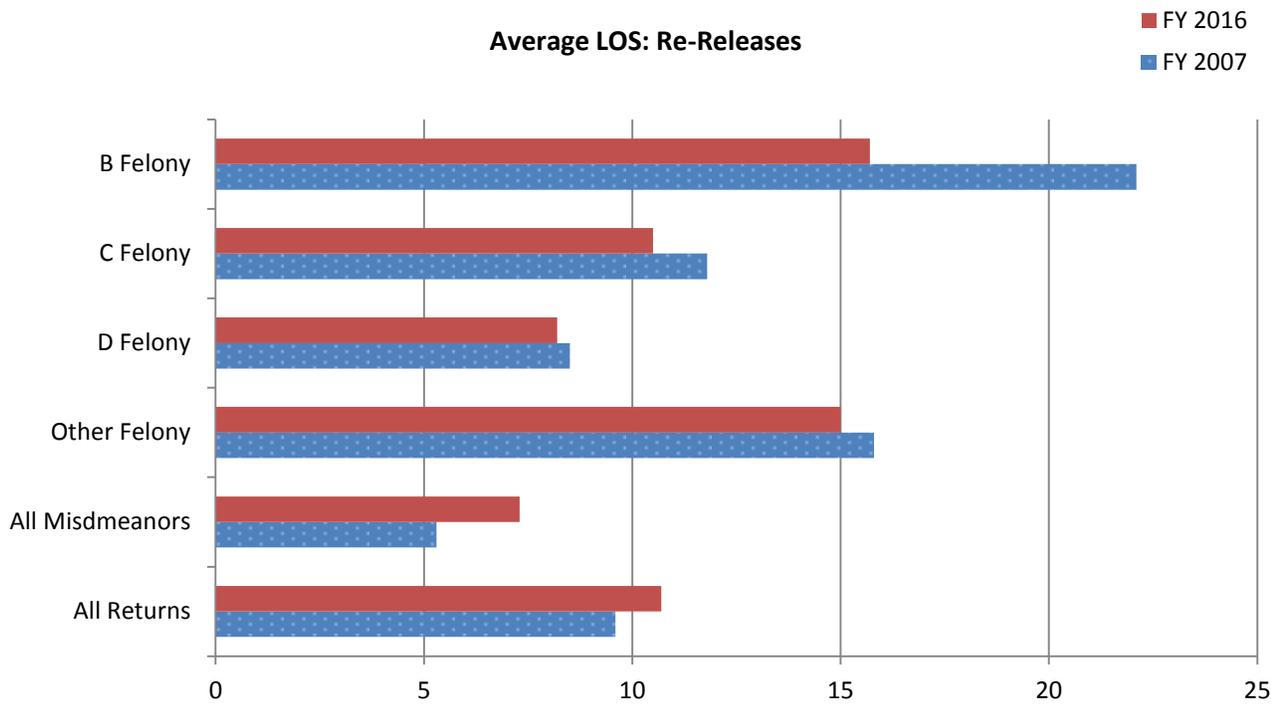
¹³ See the section “Forecasting the Prison Population” for a description of admission and release categories.

continuation of the pattern is expected resulting in most sex offenders being released from prison via expiration of sentence.¹⁴

Figure 12: Average Length-of-stay by Offense Class in Months, FY 2007 and FY 2016



¹⁴ Johnson, S. and Davidson, C. 2014. An Analysis of the Sex Offender Special Sentence in Iowa. The Division of Criminal and Juvenile Justice Planning. https://humanrights.iowa.gov/sites/default/files/media/An%20Analysis%20of%20the%20Sex%20Offender%20Special%20Sentence%20in%20Iowa_2014.pdf



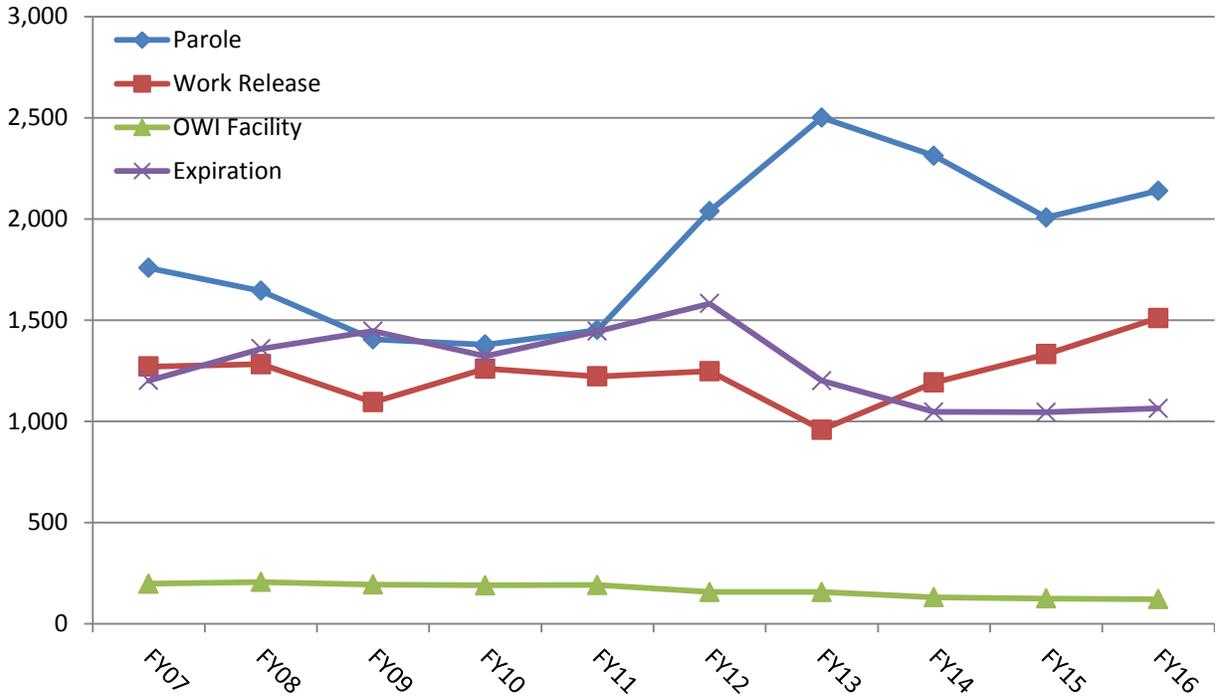
Source: Justice Data Warehouse

9.) Increases and Decreases in Paroles

Paroles decreased in FY 2013 through FY 2015, returning to a level last seen in FY 2012,. For the last three fiscal years, the ratio of paroles to expirations, which provides a good indicator of prison release practices, has remained at about two paroles per one expiration; levels last observed in FY 2006.

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

Figure 13: Prison Releases FY 2007 - FY 2016



Source: Justice Data Warehouse

10.) Changes in Community-Based Offender Populations

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

The parole supervision population has fluctuated during the decade, with the peak figure of 3,668 parolees in FY 2014. FY 2015- FY 2016 figures have remained stable, with levels similar to those last observed between FY 2006 and FY 2007. Return admissions rose in FY 2016 and are at the highest figure observed within this decade. The extent to which the released inmates are successful on parole and work release will have a substantial bearing on growth or reduction in Iowa's prison population.

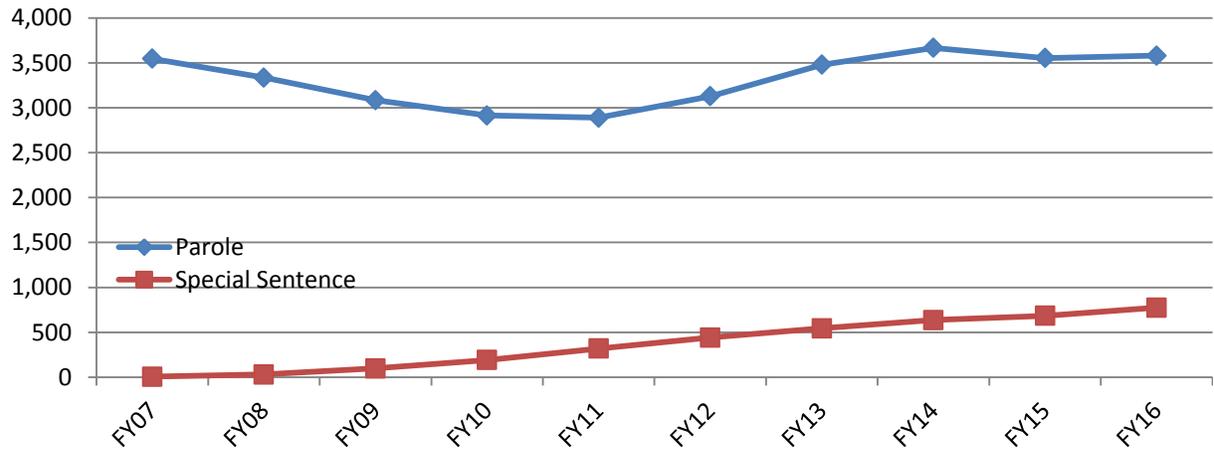
The end-of-year probation population has decreased 3.0% since FY 2007; however experienced a 4.5% decline from FY 2015-FY 2016.¹⁵ While there was a decline in the probation population from FY 2015 through FY 2016, it appears that probation revocations to prison remained stable (1,567 vs. 1,561) (Appendix II, Table 4).

Note: In the parole supervision chart (Figure 14) the number of Special Sentence offenders has been added (in red). This population is expected to rise dramatically in the next ten years given

¹⁵ Probation and parole figures represent a count of supervision status, and are not a count of unique offenders. For instance, if an offender was supervised under more than one status type during one year, they would be counted more than once. While largely, offenders receive one supervision status during one particular year, it is important to note that occasionally, the alternative can occur.

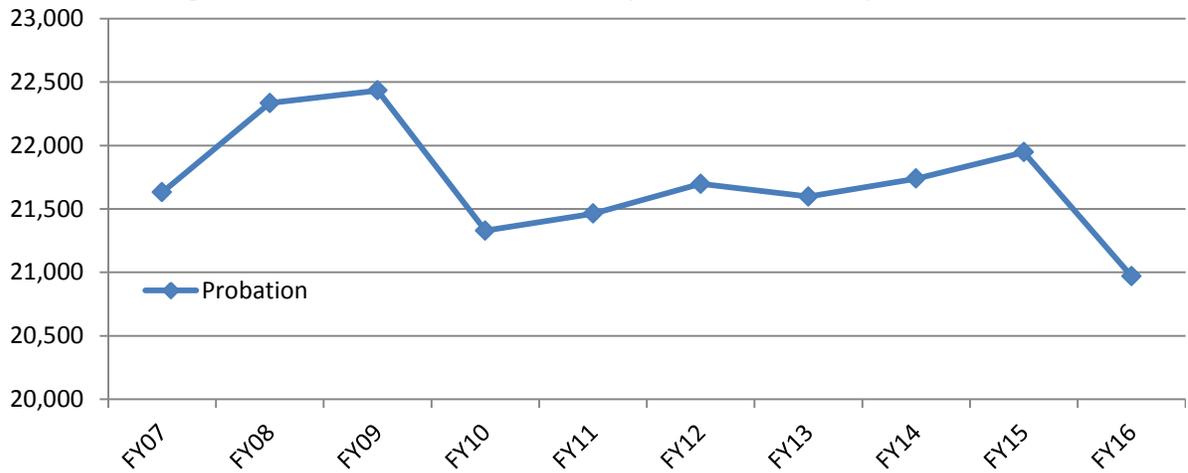
that currently there are 1,159 sex offenders incarcerated who will be released in the future, 992 of whom will receive lifetime community supervision.

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



Source: Justice Data Warehouse

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



Source: Justice Data Warehouse

VIII. OPPORTUNITIES FOR CHANGE

From 1925-1975, the Iowa prison population remained steady at about 2,000 inmates with a peak population around 3,000 inmates in the 1930's. Since 1975, Iowa's prison population has increased to more than 9,000 inmates and is forecasted to increase to about 10,648 inmates by 2026. While this forecast serves as a predictive scenario for the prison population, if current policy and practice continue, there are opportunities and recent legislative changes that could result in lower prison populations.



Source: Iowa Department of Corrections

Increases in Parolees

Parolees have been high for the past four fiscal years, reaching and exceeding the levels realized prior to FY 2007. The ratio of parolees to expirations – a good indicator of release activity – returned to levels prior to FY 2007. As indicated previously, a major contribution to the stability of Iowa's prison population between FY 2003 and FY 2006 was an increase in parolees. An increase in prison populations cannot be averted without assistance from the Board of Parole (BOP). The BOP and the DOC use a variety of timely, reliable, and validated tools proven to be effective in identifying appropriate release candidates.

The BOP and DOC have also recently taken steps to streamline the Iowa Code-required process of annually reviewing inmates for possible release. Until recently, the BOP 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 (expanded use of the ICN as well as utilization of the ICON database) 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 BOP to consider staff-initiated reviews at any time, also reducing unnecessary delays.

Response to Drug Offenders

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

A 2011 study overseen by the Public Safety Advisory Board (PSAB) examined the impact of mandatory minimum sentences for drug offenders, identifying no reduction in recidivism among inmates serving mandatory minimum drug sentences and suggesting that there are inmates subject to these sentences who could be safely released in the absence of the mandatory sentence. In 2016, HF 2064 passed which made certain drug offenders serving mandatory terms eligible for early release. The bill provides that an offender convicted under 124.401(1)(b) or (c) who has not been previously convicted of a forcible felony and who does not have a prior conviction under 124.401 (a),(b), or (c) shall first be eligible for parole or work release after the person has served one-half of the minimum term of confinement prescribed in 124.413.¹⁶ The effects of this provision will likely be felt at later forecasting periods, however largely does not influence the current analysis.

Additional opportunities for change may include continued examination of modifications of powder and “crack” cocaine sentences, one of the recommendations of the PSAB. While there was disagreement within the PSAB as to how crack and powder cocaine sentences should be modified, the board reached consensus that the current disparity in penalties was unwarranted.

Sex Offender Legislation

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 addressing sex offender policy. Without some modifications either to the length of Special Sentence supervision or to which offenders are subject to lifetime supervision, sex offenders will constitute an ever-larger proportion of offenders under community supervision. With community-based corrections already strained due to limited resources, it will be necessary to monitor the effects of increased workloads.

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

“Imposition of the special sentence would remain as it is today, with the added provision to give the court the opportunity to review and reduce the special sentence.

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

The change to current policy will be to allow the court to remove an offender from the special sentence supervision based on an evidentiary hearing that reviews information believed to be pertinent to special sentence placement (the nature of the sex offense, the offender's institutional behavior, sex offender treatment compliance, court mandate compliance, victim impact, risk assessment, etc.). This information would then be utilized by the judge to render a judgment as to whether or not continued special sentence supervision is appropriate."¹⁷

Both councils recommend that additional funding should be directed towards early and effective treatment for sex offenders.

Mandatory Minimum Sentences

Another possibility for controlling future population increase lies with inmates serving 70 percent sentences, particularly those with 25- and 50-year terms. While there is little disagreement that the inmates serving these sentences warrant lengthier sentence terms for the purposes of public protection, offenders are currently imprisoned for a minimum of 17.5 years when, prior to adoption of (then) 85 percent sentences, these inmates served an average of about seven years. An analysis of released Robbery-2nd 70% offenders revealed this group had relatively low recidivism rates, by way of either a new felony or violent arrest (one-year, 4.9%, three years 16-17%).¹⁸

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

"As in current law, robbery should remain a forcible felony that requires incarceration.

Continue the current 15% cap on earned time for robbery offenses covered by §902.12. While this option contributes to larger prison populations, it permits the incapacitation of some of the prison system's most dangerous and violent offenders, increasing public safety.

Establish a mandatory minimum term of seven years for Robbery in the First Degree and three years for Robbery in the Second Degree. These recommended minimum sentences are consistent with the average length-of-stay for robbers prior to establishment of the 70% sentence. They would require imprisonment of robbers for a period consistent with the seriousness of robbery offenses while allowing the Board of Parole discretion to consider possible release between expiration of the mandatory minimum and the maximum 85% term. While allowing for earlier release of lower-risk inmates, this proposal also would permit lengthy incarceration of those individuals at

¹⁷ Johnson, S. (2014) An Analysis of the Sex Offender Special Sentence in Iowa. The Division of Criminal and Juvenile Justice Planning.

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

¹⁸ Stageberg, P., Rabey, S. (2013) An Analysis of the use of 70% Mandatory Minimum Sentences in Iowa. https://humanrights.iowa.gov/sites/default/files/media/Violent_Offender_70Pct_Report%5B1%5D.pdf

high risk to reoffend or those individuals who pose a significant threat to public safety.”¹⁹

This recommendation continued to be endorsed as a priority area for PSAB in their 2016 report to the Legislature. Consequently, in 2016, HF2064 was passed which includes elements of PSAB’s mandatory minimum recommendation.

HF2064 provides “a person serving a sentence for a conviction for robbery in the second degree in violation of section 711.3 for a conviction that occurs on or after July 1, 2016, shall be denied parole or work release until the person has served between one-half and seven-tenths of the maximum term of the person’s sentence”²⁰ Additionally, this bill created an additional crime of robbery in the third degree, an aggravated misdemeanor. The effects of this provision are expected to decrease the prison population in the coming years; however the effects are not yet realized in the current projected forecast.

Juvenile Offender Legislation

In July 2014, the Iowa Supreme Court decided that “mandatory minimum criminal sentences violate the Iowa Constitution's ban on cruel and unusual punishment when applied to crimes committed when the defendant was under the age of 18. This will mean perhaps 100 Iowa inmates will be eligible to have their prison sentences reviewed by a trial judge, with the potential for early release in some cases.”²¹ The extent to which this ruling will influence Iowa’s prison populations for offenders under 18 will need to be studied over time.

¹⁹ Johnson, S. (2016) Public Safety Advisory Board Annual Report. The Division of Criminal and Juvenile Justice Planning.

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

²⁰ <https://www.legis.iowa.gov/legislation/BillBook?ga=86&ba=HF2064>

²¹ The Des Moines Register. 2014. Iowa Ruling Shifts from Mandatory Minimums for Juveniles.

<http://www.desmoinesregister.com/story/news/2014/07/18/iowa-ruling-shifts-from-mandatory-minimums-for-juveniles/12833927/>

APPENDIX I: Prison Population Forecasted Figures

Table 1: Mid-Year Prison Populations and Capacities: Total²²

Year	Total Inmates June 30th	Increase (Decrease)	% Change	Total Prison Capacity	Population as % of Capacity
ACTUAL					
2007	8,807	--	--	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	2.1%	7,209	121.9%
2012	8,333	-454	-5.2%	7,209	115.6%
2013	8,078	-255	-3.1%	7,209	112.1%
2014	8,119	41	0.5%	7,428	109.3%
2015	8,188	69	0.8%	7,276	112.5%
2016	8,196	8	0.1%	7,322 ²³	111.9%
FORECAST					
2017	8,408	212	2.6%	7,322	114.8%
2018	8,609	201	2.4%	7,322	117.6%
2019	9,047	438	5.1%	7,322	123.6%
2020	9,312	265	2.9%	7,322	127.2%
2021	9,638	326	3.5%	7,322	131.6%
2022	9,835	197	2.0%	7,322	134.3%
2023	10,043	208	2.1%	7,322	137.2%
2024	10,278	235	2.3%	7,322	140.4%
2025	10,473	195	1.9%	7,322	143.0%
2026	10,648	175	1.7%	7,322	145.4%

Source: ICON

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

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

Year	# Women June 30th	Increase (Decrease)	% Change	Capacity	Population as % of Capacity
ACTUAL					
2007	761	--	--	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%
2014	616	6	1.0%	778	79.2%
2015	676	60	9.7%	778	86.9%
2016	670	-6	-0.9%	778	86.1%
FORECAST					
2017	689	19	2.8%	778	88.6%
2018	706	17	2.5%	778	90.7%
2019	742	36	5.1%	778	95.4%
2020	764	22	3.0%	778	98.2%
2021	790	26	3.4%	778	101.5%
2022	806	16	2.0%	778	103.6%
2023	824	18	2.2%	778	105.9%
2024	843	19	2.3%	778	108.3%
2025	859	16	1.9%	778	110.4%
2026	873	14	1.6%	778	112.2%

Source: ICON

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

Year	# Men June 30th	Increase (Decrease)	% Change	Capacity	Population as % of Capacity
ACTUAL					
2007	8,046	--	--	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	-5.5%	6,624	115.5%
2013	7,468	-183	-2.4%	6,624	112.7%
2014	7,503	35	0.5%	6,650	112.8%
2015	7,512	9	0.1%	6,498	115.6%
2016	7,526	14	0.2%	6,544	115.0%
FORECAST					
2017	7,719	193	2.6%	6,544	117.9%
2018	7,903	184	2.4%	6,544	120.8%
2019	8,305	402	5.1%	6,544	126.9%
2020	8,548	243	2.9%	6,544	130.6%
2021	8,848	300	3.5%	6,544	135.2%
2022	9,029	181	2.0%	6,544	138.0%
2023	9,219	190	2.1%	6,544	140.9%
2024	9,435	216	2.3%	6,544	144.2%
2025	9,614	179	1.9%	6,544	146.9%
2026	9,775	161	1.7%	6,544	149.4%

Source: ICON

Populations exclude sex offender civil commitment unit.

APPENDIX II: Prison Admission Populations and Forecasts

Table 4: Prison Admissions by Admission Reason: FY 2007 - FY 2016

Admission Type	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	%Change FY2007-FY2016
New Court Commitments	2,071	1,951	1,783	1,970	1,951	2,112	2,020	2,048	1,828	1,932	-6.7%
New/Probation Revocations	1,526	1,347	1,189	1,348	1,534	1,508	1,497	1,655	1,567	1,561	2.3%
NEW ADMISSIONS	3,597	3,298	2,972	3,318	3,485	3,620	3,517	3,703	3,395	3,493	-2.9%
Parole Return	765	810	715	657	692	664	800	896	1,020	1,057	38.2%
Work Release Returns	465	380	317	404	420	443	472	540	597	714	53.5%
OVI Facility Returns	90	91	85	73	89	91	87	49	64	54	-40.0%
Special Sentence Return	3	10	28	51	68	89	103	106	137	135	--
Prison Compact	2	3	7	3	8	7	3	4	7	11	--
RETURNS	1,325	1,294	1,152	1,188	1,277	1,294	1,465	1,595	1,825	1,971	48.7%
Safe Keeper	411	466	1,077	37	47	57	48	46	47	77	--
Violators	435	323	272	202	--	--	--	--	--	--	--
Other Admissions	16	9	9	6	17	8	4	10	0	17	6.3%
TOTAL ADMISSIONS	5,784	5,390	5,482	4,751	4,826	4,979	5,034	5,354	5,267	5,558	-3.9%

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

Note: the rise in safe keeper placements in 2009 was due to placement of Linn County inmates as the result of jail flooding.

Source: Justice Data Warehouse

Table 5: New Prison Admission by Offense Type and Subtype

	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	%Change FY2007-FY2016
OFFENSE TYPE											
Drug	964	840	722	795	881	1,000	900	948	834	845	-12.3%
Violent	849	846	803	920	911	923	920	981	967	928	9.3%
Property	1,076	966	828	944	993	1,016	1,008	1,100	941	1,070	-0.6%
Public Order	597	520	507	537	586	568	540	533	500	481	-19.4%
Other	110	126	112	121	114	113	149	140	153	169	53.6%
No Charge	1	0	0	1	0	0	0	1	0	0	--
TOTAL	3,597	3,298	2,972	3,318	3,485	3,620	3,517	3,703	3,395	3,493	-2.9%
OFFENSE SUBTYPE											
Alcohol	37	23	29	46	63	68	63	56	60	49	32.4%
Arson	30	31	13	20	24	21	27	26	24	20	-33.3%
Assault	428	440	437	474	494	499	518	542	551	526	22.9%
Burglary	395	358	320	396	414	448	426	402	349	411	4.1%
Drug Offenses	964	840	722	795	881	1,000	900	948	834	845	-12.3%
Flight/Escape	16	7	13	8	9	9	10	7	3	9	-43.8%
Forgery/Fraud	234	184	132	149	156	164	164	197	171	193	-17.5%
Kidnapping	11	22	24	9	9	11	6	17	12	18	63.6%
Murder/Manslaughter	79	76	64	80	58	77	64	85	68	78	-1.3%
OWI	277	271	283	299	304	289	228	229	216	202	-27.1%
Pimping/Prostitution	16	12	8	3	8	7	7	6	1	2	-87.5%
Robbery	44	48	46	71	67	50	56	67	69	71	61.4%
Sex Offenses	239	205	182	211	200	217	204	201	187	166	-30.5%
Theft	378	355	308	330	336	341	343	418	352	388	2.6%
Traffic	98	89	66	77	76	72	90	79	64	70	-28.6%
Weapons	53	38	37	48	56	53	73	86	84	80	50.9%
All Other Offenses	298	299	288	302	330	294	338	337	350	365	22.5%
TOTAL NEW ADMITS	3,597	3,298	2,972	3,318	3,485	3,620	3,517	3,703	3,395	3,493	-2.9%

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

Source: Justice Data Warehouse

Table 6: New Admissions by Offense Class

											%Change
Offense Type	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2007 – FY2016
OFFENSE CLASS											
A Felony	16	19	17	17	14	22	13	22	25	24	50.0%
B Felony	203	183	165	196	189	171	168	179	155	169	-16.7%
C Felony	947	852	701	812	825	894	829	913	813	828	-12.6%
D Felony	1530	1417	1299	1448	1447	1501	1507	1551	1433	1473	-3.7%
Other Felony	143	141	132	161	160	183	199	182	176	182	27.3%
Aggravated Misd.	726	663	638	655	823	823	775	825	766	786	8.3%
Serious Misd.	28	22	20	29	27	26	25	28	25	30	7.1%
Other Misd.	4	1	0	0	0	0	1	1	1	0	--
Blank	0	0	0	0	0	0	0	2	1	1	--
TOTAL NEW ADMITS	3,597	3,298	2,972	3,318	3,485	3,620	3,517	3,703	3,395	3,493	-2.9%

Source: Justice Data Warehouse

Table 7: Prison Admissions: Actual and Projected

	New Admissions:		Readmissions:	
	#	% Change	#	% Change
ACTUAL				
FY2007	3,597	--	1,325	--
FY2008	3,298	-8.3%	1,294	-2.4%
FY2009	2,972	-9.9%	1,152	-12.3%
FY2010	3,318	11.6%	1,188	3.0%
FY2011	3,485	5.0%	1,277	7.0%
FY2012	3,620	3.9%	1,294	1.3%
FY2013	3,517	-2.8%	1,465	11.7%
FY2014	3,703	5.3%	1,595	8.2%
FY2015	3,395	-8.3%	1,825	12.6%
FY2016	3,493	2.9%	1,971	8.0%
FORECAST				
FY2017	3,517	0.7%	1,930	-2.1%
FY2018	3,587	2.0%	1,940	0.5%
FY2019	3,649	1.7%	2,007	3.4%
FY2020	3,649	0.0%	2,072	3.2%
FY2021	3,679	0.8%	2,162	4.3%
FY2022	3,659	-0.5%	2,206	2.0%
FY2023	3,775	3.2%	2,310	4.7%
FY2024	3,773	0.1%	2,387	3.3%
FY2025	3,821	1.3%	2,415	1.2%
FY2026	3,885	1.7%	2,490	3.1%

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

Source: Justice Data Warehouse

APPENDIX III: Prison Release Populations

Table 8: Prison Releases by Release Reason: FY 2007-FY 2016

	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	% Change FY2007-FY2016
To Parole	1,758	1,645	1,405	1,379	1,452	2,039	2,501	2,312	2,007	2,139	21.7%
To Work Release	1,271	1,283	1,095	1,261	1,222	1,248	959	1,192	1,332	1,511	18.9%
To OWI Facility	198	207	194	190	192	157	157	131	125	122	-38.4%
Expiration of Sentence	1,202	1,359	1,446	1,323	1,445	1,582	1,201	1,047	1,045	1,064	-11.5%
Other Violator	477	382	278	274	40	-	-	-	-	-	-
Escapes	1	-	1	-	-	1	1	-	-	-	-
Other Releases*	850	643	1,872	266	464	616	739	620	646	185	-
Special Sentence	-	-	-	-	-	-	-	-	-	158	-
TOTAL RELEASES	5,757	5,519	6,291	4,693	4,815	5,643	5,558	5,302	5,155	5,179	-10.0%
Ratio paroles: expirations	1.5	1.2	1.0	1.0	1.0	1.3	2.1	2.2	1.9	2.0	--

*Other releases include those offenders released via shock probation.

Source: Justice Data Warehouse

APPENDIX IV: LOS for Release Cohorts

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

	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	% Change FY2007– FY2016
NEW ADMISSIONS											
*No Parole - Murder-2nd	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	--
*No Parole - Other Class B	210.0	210.0	210.0	210.0	210.0	210.0	210.0	210.0	184.0	149.9	--
*No Parole - Class C	84.0	84.0	84.0	84.0	84.0	84.0	84.0	84.0	82.5	83.4	--
*No Parole - Habitual Class C	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	--
B Felony Persons	108.1	108.9	86.1	109.4	123.5	131.8	108.0	101.6	106.0	132.0	22.1%
B Felony Non-Persons	34.2	40.3	36.5	42.8	38.6	39.0	40.5	34.7	36.9	33.5	-2.0%
B Felony Sex	116.3	124.5	158.2	138.1	152.3	174.6	157.3	172.8	209.1	274.5	136.0%
C Felony Persons	44.9	46.2	44.5	47.6	43.7	47.1	38.0	45.0	37.5	38.2	-14.9%
C Felony Non-Persons	19.8	21.3	21.8	24.7	23.3	23.4	21.8	18.7	17.6	19.5	-1.5%
C Felony Sex	56.8	53.9	57.5	59.7	64.0	66.7	63.5	66.5	63.4	58.2	2.5%
D Felony Persons	20.1	19.3	21.0	22.0	20.6	21.2	16.9	17.0	15.3	16.6	-17.4%
D Felony Non-Persons	12.4	13.3	14.1	14.6	14.5	13.5	12.2	11.2	11.5	11.7	-5.6%
D Felony Sex	31.1	31.5	35.2	31.5	36.8	31.7	33.0	32.0	24.1	30.5	-1.9%
Other Felony	38.5	46.9	44.9	39.6	39.7	43.8	38.2	40.6	38.3	32.0	-16.9%
Other Felony Non-Persons	35.1	38.8	41.8	39.1	36.4	41.2	35.2	36.3	36.1	29.2	-16.8%
Other Felony Persons	134.7	444.8	430.9	80.7	NA	247.1	314.7	489.8	471.2	472.4	-
Other Felony Sex	23.1	17.7	39.8	NA	409.8	109.3	NA	NA	45.1	39.2	69.7%
Agg Misd Persons	9.3	9.9	10.5	9.5	9.0	8.7	8.6	8.3	8.4	8.7	-6.5%
Agg Misd Non-Persons	7.5	7.6	8.0	7.9	6.9	7.0	7.1	6.6	7.1	7.0	-6.7%
Agg Misd Sex	9.4	14.2	12.5	11.5	13.5	12.9	11.9	12.9	8.6	8.3	-11.7%
Serious Misd	6.6	6.4	12.4	6.4	6.9	7.3	6.2	6.9	10.6	5.9	-10.6%
Drunk Driving Initial Stay	6.0	5.7	6.6	5.6	8.0	7.5	6.1	3.9	5.2	5.3	-11.7%
TOTAL AVERAGE	19.8	21.2	22.4	23.5	21.5	23.2	21.5	19.5	20.2	21.1	--

Other felony groups tend to include sentencing enhancements.

Source: Justice Data Warehouse

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

	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	% Change FY2007- FY2016
READMISSIONS											
B Felony	22.1	21.3	31.1	30.3	27.8	31.2	26.2	22.7	12.3	15.7	-28.9%
C Felony	11.8	12.9	16.0	15.4	17.6	16.2	13.7	12.5	10.0	10.5	-11.0%
D Felony	8.5	9.9	9.9	10.6	11.6	10.3	8.8	8.5	7.7	8.2	-3.5%
Other Felony	15.8	25.8	23.5	26.3	25.4	26.0	20.2	7.4	12.8	15.0	-5.1%
Drunk Driving Returns	9.1	10.7	9.9	10.0	12.4	10.3	8.3	7.3	6.6	7.3	-19.8%
Special Sentence Returns	-	-	-	-	-	-	-	-	6.5	17.2	-
All Misdemeanors	5.3	6.5	5.8	6.4	5.0	9.0	5.9	5.8	10.7	7.3	37.7%
TOTAL AVERAGE	9.6	11.3	11.7	13.6	13.6	13.9	11.7	9.9	10.3	10.7	--

Source: Justice Data Warehouse

Notes: “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 2005-2014 denotes expected length-of-stay unless there have been actual releases in those categories.

For further explanation of forecasting categories and time served calculations, please refer to the section; Methodology – Iowa’s Forecasting Model.

APPENDIX V: Probation Populations and Revocations Information

Table 11: Percentage of Probation Population Revoked, FY 2007-FY 2016

	Probation Population	Probation Revocations	% Revoked	Rate of Revocation
FY 2007	21,631	1,526	7.1%	14:1
FY 2008	22,334	1,347	6.0%	17:1
FY 2009	22,433	1,189	5.3%	19:1
FY 2010	21,329	1,348	6.3%	16:1
FY 2011	21,463	1,534	7.1%	14:1
FY 2012	21,698	1,508	6.9%	14:1
FY 2013	21,597	1,497	6.9%	14:1
FY 2014	21,739	1,655	7.6%	13:1
FY 2015	21,947	1,567	7.1%	14:1
FY 2016	20,970	1,629	7.8%	13:1

Source: Justice Data Warehouse

APPENDIX VI. Prison Population Demographics

Table 12: Prison Population Demographic Trends

	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	% Difference FY2007- FY2016
RACE											
Caucasian	67.1%	65.7%	64.8%	65.0%	64.7%	64.5%	64.6%	64.7%	65.3%	65.3%	-1.8%
African-American	24.3%	25.2%	25.7%	25.4%	25.9%	26.2%	26.1%	26.0%	25.5%	25.3%	1.0%
Asian/Pacific Islander	0.8%	0.8%	0.9%	0.9%	0.8%	0.9%	0.9%	0.8%	0.8%	0.8%	-0.0%
Native American/Alaskan	1.5%	1.5%	1.8%	1.8%	1.9%	1.8%	1.7%	1.8%	1.7%	1.5%	0.0%
Other	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	-0.1%
Hispanic	6.2%	6.6%	6.8%	6.8%	6.7%	6.6%	6.7%	6.8%	6.7%	7.0%	0.8%
Unknown	0.0%	0.3%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
SEX											
Male	91.4%	91.3%	92.1%	91.8%	92.2%	91.8%	92.4%	92.4%	91.7%	91.8%	0.4%
Female	8.6%	8.7%	7.9%	8.2%	7.8%	8.2%	7.6%	7.6%	8.3%	8.2%	-0.4%
AGE											
17 and Under	0.2%	0.2%	0.2%	0.2%	0.2%	0.1%	0.2%	0.1%	0.0%	0.0%	-0.2%
18-20	4.7%	4.8%	5.0%	5.4%	5.1%	4.9%	4.7%	4.3%	2.7%	2.4%	-2.3%
21-25	18.1%	17.5%	17.4%	17.3%	17.6%	17.3%	18.2%	17.6%	16.4%	15.6%	-2.5%
26-30	18.0%	17.4%	17.7%	17.1%	16.8%	16.6%	16.2%	16.4%	17.4%	18.1%	0.1%
31-35	13.3%	14.2%	13.9%	14.0%	14.8%	14.8%	14.9%	15.9%	15.4%	15.8%	2.5%
36-40	14.1%	13.1%	12.4%	12.3%	11.7%	11.2%	11.0%	11.1%	12.6%	13.1%	-1.0%
41-50	22.1%	21.8%	21.8%	21.3%	21.1%	20.8%	20.4%	19.4%	18.6%	17.8%	-4.3%
51-60	7.4%	7.9%	8.8%	9.3%	9.7%	10.7%	10.2%	10.8%	12.1%	12.3%	4.9%
61-70	1.7%	2.1%	2.3%	2.4%	2.5%	2.8%	3.3%	3.4%	3.5%	3.7%	2.0%
71-80	0.4%	0.4%	0.4%	0.5%	0.6%	0.6%	0.7%	0.9%	1.1%	1.0%	0.6%
81+	0.1%	0.1%	0.1%	0.1%	0.0%	0.1%	0.1%	0.1%	0.2%	0.2%	0.1%
Unknown	0.1%	0.6%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	-0.1%
TOTAL	8,807	8,618	8,453	8,602	8,787	8,333	8,078	8,119	8,188	8,196	--

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

Source: Justice Data Warehouse and Iowa Department of Corrections