The Correctional Policy Project

Iowa Prison-Population Forecast
FY 2020 - FY 2030

Authors:
Mindi TenNapel, Ph.D. – Research Coordinator
Meg Berta, M.A.
Laura Roeder-Grubb

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

Statistical Analysis Center
Steve Michael, Administrator
321 E. 12th Street
Des Moines, IA 50319
(515) 242-5823
https://humanrights.iowa.gov

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

TABLE OF CONTENTS

TABLE OF CONTENTS **2**
EXECUTIVE SUMMARY **4**
Findings *4*
Recommendations *5*
INTRODUCTION **6**
COVID-19-Related Changes in Department of Corrections Policy and Procedure *6*
Terminology *7*
METHODS **8**
Iowa's Forecasting Model *8*
Benefits of Forecasting *9*
Forecasting Assumptions *9*
FORECASTED POPULATION AND CAPACITY **10**
Accuracy of Historic Forecasts *10*
Figure 1: Prison Forecast Estimates Compared to Actual Population 10
Short-Term Projection *10*
Long-Term Projections *11*
Prison Capacity – Male and Female Inmates *11*
Figure 2: Actual and Projected Number of Total Inmates and Prison Capacity 11
Figure 2a: Actual and Projected Number of Inmates and Prison Capacity: Females 11
Figure 2b: Actual and Projected Number of Inmates and Prison Capacity: Males 12
ADMISSIONS AND RETURNS **13**
Figure 3: Actual and Forecasted Prison Admissions 13
OFFENSE TYPE **14**
Figure 4: FY 2020 New Prison Admissions by Offense Type 14
Drug Offenses *14*
Figure 5: Primary Drug Involved in New Drug Prison Admissions 15
AVERAGE LENGTH OF STAY (LOS) **16**
Offense Class *16*
Figure 6: Average LOS for Returns in Months by Class, FY 2011 and FY 2020 16
Mandatory Minimum Sentences *16*
COMMUNITY-BASED CORRECTIONS **17**
Figure 7: Prison Releases by Type from FY 2011 to FY 2020 17
Revocations *17*
Parole *17*
Work Release *17*
Special Sentence for Sex Offenders *17*
Figure 8: Special Sentence Offenders 18
Probation *18*
RACIAL DEMOGRAPHICS IN ADMISSIONS AND RELEASES **19**
Admissions *19*
Releases *19*
CONCLUSION **20**
APPENDIX I: Prison-Population Forecast **21**
Table 1: Active-At-End Prison Population, Forecast Population, and Capacity: Total 21
Table 2: Active-At-End Prison Population, Forecasted Population, and Capacity: Females 22
Table 3: Active-At-End Prison Population, Forecasted Population, and Capacity: Males 23

Table 4: Active-At-End Prison Population Compared to Prior Year Forecast 24
APPENDIX II: Prison Admission Populations and Forecasts 25
Table 5: Prison Admissions by Admission Reason 25
Table 6: Prison Admissions by Offense Type and Subtype 26
Table 7: Prison Admissions by Offense Class 27
Table 8: Prison Admissions: Actual and Projected 28
APPENDIX III: Prison Release Populations 29
Table 9: Prison Releases by Supervision Status 29
APPENDIX IV: LOS for Release Cohorts 30
Table 10: Average Length-of-Stay (In Months) for Prison Release Populations, by Fiscal Year and Offense Class 30
Table 11: Average Length-of-Stay (In Months) for Prison Release Populations, by Fiscal Year and Offense Class (Cont.) 31
APPENDIX V: Community-Based Corrections Offenders Served and Revocations 32
Table 12: Probation Revocations, Probation Population (Offenders Served), and Percent Revoked . 32
Table 13: Revocations (Non-Probation), Offenders Served, and Change over Time 32
APPENDIX VI. Prison Population Demographics 33
Table 14: Active-At-End Prison Population Demographic Trends 33
APPENDIX VII. Race by Offense Class 34
Table 15: Admissions to Prison by Race and Class 34
Table 16: Releases from Prison by Race and Class 35

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

EXECUTIVE SUMMARY

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

Findings

- **Current prison population (as of June 30, 2020)**:
  - Iowa's prison population was 7,574, a decrease of 900 (10.6%) since June 30, 2019, in part due to the COVID-19 pandemic.
  - Prisons were overcapacity by 9.2%.
  - 92.1% of the prison population were male and 7.9% were female.
- **One year changes - FY 2019 to FY 2020:**
  - New admissions to prison decreased 16.6% (3,697 to 3,085).
  - Probation revocations decreased 17.3% (1,956 to 1,617).
  - Non-probation revocations decreased 5.3% (2,121 to 2,009).
- **Forecasted prison population**:
  - The short-term forecast predicts an increase in the prison population from 7,574 inmates on June 30, 2020 to 7,775 on June 30, 2021; an increase of 201 offenders (2.7%).
  - The long-term forecast predicts the population will increase to 8,485 (12.0%) by the end of FY 2030, resulting in overcapacity of 22.4%.
- **Parole:**
  - Over the past 10 years, the offenders served on parole has increased 57.2% (from 5,185 to 8,150).
  - Releases from prison to parole have increased by 108.3% (1,452 to 3,025).
  - The number of parole revocations have increased 95.6% (609 to 1,191).
- **Special sentence:**
  - Over the last 10 years there has been a 260.5% increase in offenders serving special sentences in the community (435 to 1,568).
  - From FY 2011 to FY 2020 admissions for special sentence increased 110.3% (68 to 143).
- **New admissions to prison:**
  - Admissions decreased 11.5% from FY 2011 to FY 2020 (3,485 to 3,085).
  - Over the past 10 years all offense class admissions decreased, except for A felony and D felony and over the past year admissions for all offense class decreased.
  - New admissions for methamphetamine were more prevalent compared to marijuana and cocaine in FY 2020 (579, 156 and 48, respectively).
  - New admissions are projected to increase from 3,085 in FY 2020 to 4,045 in FY 2030.
- **Return admissions to prison:**
  - Returns have increased 81.8% from FY 2011 to FY 2020 (1,277 to 2,321).
  - Parole returns have increased 112.4% over the same period from 692 to 1,470.
- **Length of Stay**:
  - The average time served for released inmates, identified as new admissions, decreased from 21.5 months to 19.9 months (-7.4%).
  - Average length of stay (LOS) for prison returns decreased 33.1% over the past 10 years, from 13.6 months to 9.1 months.
  - LOS for all crime categories decreased, with the exception of misdemeanor returns, which increased from 5.0 months in FY 2011 to 9.6 months in FY 2020.

- **Demographics (FY 2016-FY 2020)**
    - In FY 2020, 65.1% of the prison population were White, 25.5% African-American, 6.7% Hispanic, 1.9% Native American or Alaskan, and 0.8% Asian or Pacific Islander.

  Admits
    - From FY 2016 to FY 2020, admissions for Whites and African-Americans decreased 1.1% and 3.9%, respectively.
    - Admissions for B, C and D felonies increased while admissions for aggravated misdemeanors decreased nearly 24%.

  Releases
    - Releases for Whites and African-Americans increased 15.8% and 11.0%, respectively.
    - Total releases increased by 15.4%.

Recommendations

DOC reviews capacity and population data regularly. There are several actions, which if taken, could alter the prison population forecasted in this report, including, but not limited to:

- Investigation of institutional and community-based programming to mitigate and divert revocations of offenders in the community. The Justice Advisory Board (JAB) has identified community-based corrections and alternatives to incarceration as a priority, along with mental health for those in the criminal justice system[1]. The goals associated with these two priorities include:
    - Reduce entry and revocation to prison by ensuring effective alternative services and strategies are available in community-based corrections.
    - Evaluate risk assessment tools to determine the overall effectiveness and the accuracy for all races.
    - Identify those who need mental health care and provide appropriate services and placement in the juvenile and criminal justice system for offenders.
    - Provide safe treatment and living conditions for those with mental health needs within the juvenile and criminal justice system.
    - Continue to advocate for legislation to appropriately reduce the prison population. The JAB recommends to equalize the quantity for each class level and sentence for crack and powder cocaine, so that fewer African Americans are incarcerated for longer periods of time than Whites. In addition, the JAB will continue the work of the Public Safety Advisory Board (PSAB) and study mandatory minimum sentences and its impact on African Americans, along with the effectiveness of the special sentence for sex offenders.
- Review policy and practices put in place regarding COVID-19, and determine how they may have impacted admissions and releases. DOC may want to consider a more in-depth review of the impact of COVID-19 in order to better assess resources, services, and outcomes that may be kept. Various practice changes could assist in limiting prison admissions in the future.
- Investigate racial disparity in juvenile waivers to adult court and the impact they might have on the prison population. This could include working with the Juvenile Justice Advisory Council (JJAC) and the JAB.
- DOC and CJJP should expand their research partnership to include predictive analytics for prison releases and returns. This initiative could assist in determining the likelihood and potential reduction of recidivism.

[1] Link not available at time of publication, it will be posted at: https://humanrights.iowa.gov/cjjp

INTRODUCTION

This is the 29th Iowa Prison-Population Forecast prepared by the Iowa Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP), which has been developed to assist the executive and legislative branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. The report is not an attempt to *predict* the future of the prison population in Iowa. Instead, it is meant to provide an indication of the direction the prison population will likely move under current laws, policies and procedures. As these are modified, different results can be anticipated in future forecasts, but it is important to note that it can take several years for legislative changes to have an effect and to be reflected in the data. It is possible that legislative modifications enacted in the recent past are not accounted for in current projections.

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

The current report utilizes data obtained from Iowa's Justice Data Warehouse (JDW). The JDW is a central repository of key criminal and juvenile justice information from the Judicial Branch Case Management System and information from the Iowa Correctional Offender Network (ICON). The overall mission of the JDW is to provide the judicial, legislative and executive branches of state government and other entities, with improved statistical and decision support information pertaining to justice system activities.

On March 14th, 2020, a state order postponed jury trials and permitted all parties to a case to appear via teleconference, holding only emergency cases in person. On July 9th a list of mitigation measures was released for resuming in-person judicial business. Jury trials were set to begin September 14th, with teleconferencing permitted for certain juvenile cases. As cases increased in Iowa through the fall, the Iowa Supreme Court issued a November 10 order postponing pending jury trials until after February 1st, 2021, and extended the speedy trial deadline from 90 days to 120 days for those in custody and 180 days to those not in custody.[2]

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

The DOC reports that on June 30th, 2020 the final prison population was approximately 7,569 inmates. This is the lowest prison population observed within the last two decades, with comparable prison populations of 7,646 last observed in FY 2000. The prison population reduction experienced in FY 2020 is due to a multitude of factors stemming from the COVID-19 pandemic.

Declines in the prison population are due in part to both the efforts of Correctional officials, the Board of Parole (BOP), as well as inadvertent changes to justice system operations, as a result of the pandemic. The DOC has completed several activities to-date to reduce populations in order to create facility space.

In March, 2020, the DOC created eight tiers of data which helped correctional facilities in various capacities bolster release planning efforts for appropriate clients. This data was updated daily to help assist correctional officials in identifying those who may be most appropriate for release consideration during the height of the pandemic. Also, in April, 2020, the BOP conducted double panels to review additional cases proposed for parole and work release. During this time period, the BOP reviewed 1,953 cases, and approved approximately 57% of those cases for release. For comparison purposes, in FY 2020 the BOP reviewed on average approximately 1,200 cases per month with 50% approved for release.

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

In addition, during April and May 2020, the Iowa Medical and Classification Center (IMCC), the DOC's intake facility, suspended prison admissions.

As a direct result of DOC staff release planning efforts, bolstered BOP reviews, and admission suspensions the prison population was reduced by approximately 9%; or by 745 inmates.

The overall reduction in the prison population has resulted in the ability for prisons to create space, necessary for large quarantine areas should a facility experience an outbreak of COVID-19. While space creation within prisons is necessary to reduce the spread of the virus, it is important to note that social distancing is challenging in a correctional setting, particularly amongst facilities with shared cells.

The Iowa DOC reports that on 6/30/2020 there were approximately 176 individuals in jail who were waiting to be admitted to prison; as of 11/16/2020, this number rose to 219. While it is difficult to estimate the impact of those who are currently in jail, waiting to be admitted into the prison, it is important to note that in the coming months, the DOC's population is expected to increase following the admission of these individuals. The prison forecast estimate does not account for these anticipated prison admissions, as this group of individuals had yet to become officially admitted as of 6/30/2020.

Terminology

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

METHODS

Iowa's Forecasting Model

This analysis used Autoregressive Integrated Moving Average (ARIMA) modeling to perform prison-population forecast analysis. ARIMA modeling constitutes "a class of statistical models for analyzing and forecasting time series data."[3] The ARIMA models in this report take the difference between consecutive, lagged time points to forecast 10 non-stationary future time points. The statewide prison-population forecast and policy simulation model used in this analysis is a matrix that distributes Iowa's prison population over the projection period by quarter. There are three basic components of the model:

- *Projected prison admissions.* Projections are accomplished through ARIMA modeling, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends. This is accomplished through analysis of historical prison admissions data, obtained from the ICON and JDW, and felony charges and convictions from the JDW. Projected admissions are made for various offense classes and types of offenses (e.g., Class C 70% offenders, Class C violent non-sex offenders, Class C sex offenders, and Class C non-violent offenders) in two separate categories described below (new admissions and returns). 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.
- *Projected average length-of-stay.*[4] This projection is executed utilizing correctional data extracted from the JDW for offenders who are released from prison. Projections for average LOS are made for the most serious offense classes and types of offenses in two separate categories in subsequent sections. These estimates are also categorized by admission type (new or return).
- *Projected releases of offenders who are incarcerated at the onset of the projection period (referred to as "decay").* This involves analysis of the prison population at the beginning of the projection period combined with historical data on numbers of inmates released. The forecast for this year uses a technique initiated in previous reports, using two different calculations based upon the inmate group:
    - The average length of time inmates with mandatory terms have served;
    - The average length of time served prior to release.

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

Admissions are further categorized by whether or not the most serious crime was a sex offense or other crime against persons. Crimes against persons are those offenses involving death, injury, attempted injury, abuse, threats, coercion, intimidation, or duress.

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

---

[3] https://machinelearningmastery.com/arima-for-time-series-forecasting-with-python/

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

Benefits of Forecasting

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

Forecasting Assumptions

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

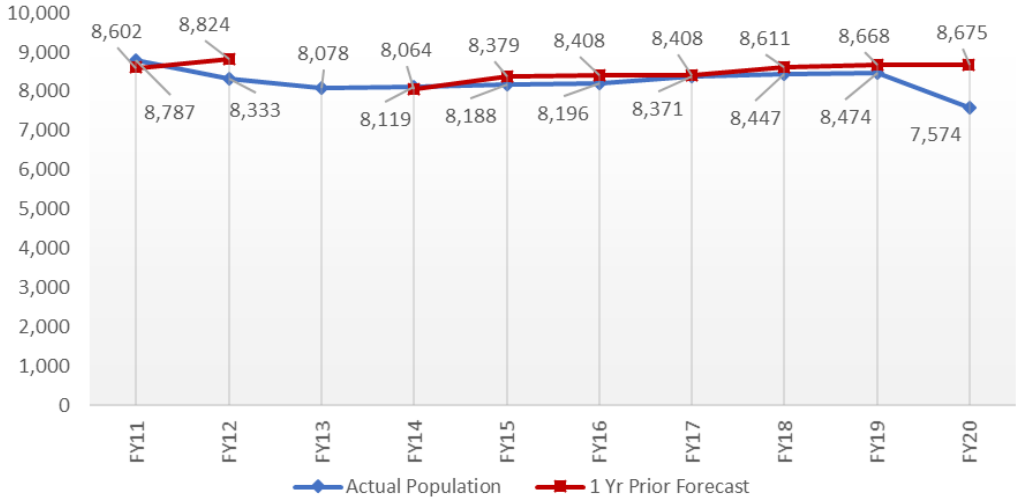
It is important to note that there may be slight discrepancies in findings and figures reported by the Prison Forecast, Department of Corrections (DOC), and the Board of Parole. These variations are attributable to several factors, including but not limited to, changes within ICON and the JDW at the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

FORECASTED POPULATION AND CAPACITY

Accuracy of Historic Forecasts

The FY 2020 prison population of 7,574 was overestimated by 1,101 (14.5%) compared to last year's projection (Figure 1; Appendix I, Table 4). This discrepancy can be attributed in part, to COVID-19-related changes in policy and procedure across the criminal justice system. Since the last forecast, new prison admissions decreased by 612 and returns decreased by 193 (Appendix II, Table 5). Figure 1 shows prison forecast estimates for the past 10 fiscal years.

Figure 1: Prison Forecast Estimates Compared to Actual Population[5]



Source: Prison Forecast Estimates and Justice Data Warehouse

Short-Term Projection

COVID-19 is having an effect on the prison population, which has decreased since last year. It is difficult to know when the effects of COVID-19 will end, and without legislation or more lasting policy/procedural change, it is unknown whether the prison population will eventually return to pre-COVID levels.

Iowa's prison population is projected to increase 2.7% from 7,574 inmates on June 30, 2020, to 7,775 inmates on June 30, 2021. This will exceed capacity[6] by about 842 inmates, or by 12.1% (Appendix I, Table 1).

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

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

Long-Term Projections

If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population is projected to increase from 7,574 inmates on June 30, 2020, to an estimated 8,485 inmates on June 30, 2030, or by 12.0% over the ten-year period (Figure 2; Appendix I, Table 1).

Prison Capacity – Male and Female Inmates

In FY 2021, female inmates are projected to be 20.6% undercapacity, while male inmates are projected to be at 16.3% overcapacity (Appendix I, Tables 2 and 3).

The current forecast suggests that the female population will increase by 12.4% over the next ten years, reaching 670 inmates in FY 2030 (13.4% undercapacity; Appendix I, Table 2). The population of male inmates is expected to increase by 12.0%, reaching 7,815 inmates in FY 2030 (26.9% overcapacity; Appendix I, Table 3).

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

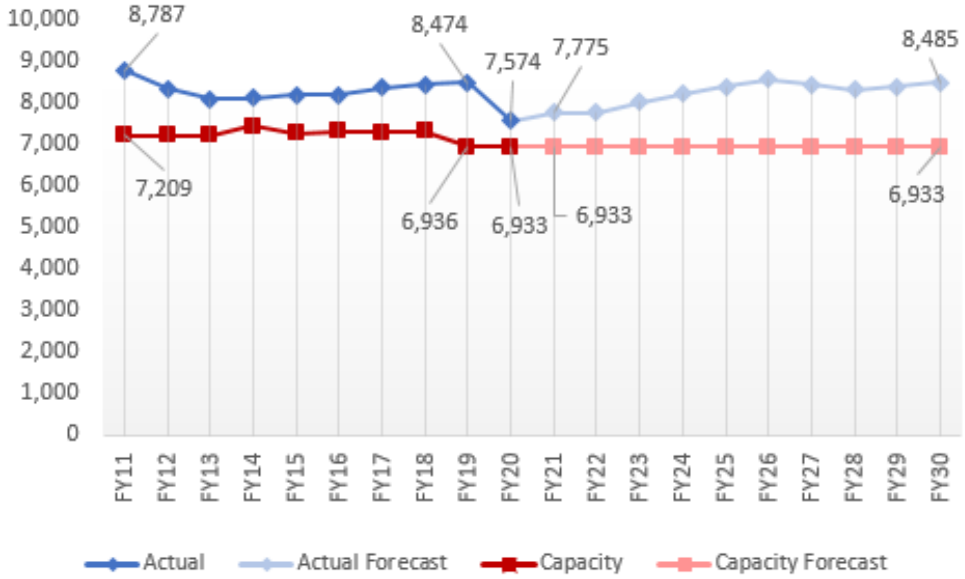
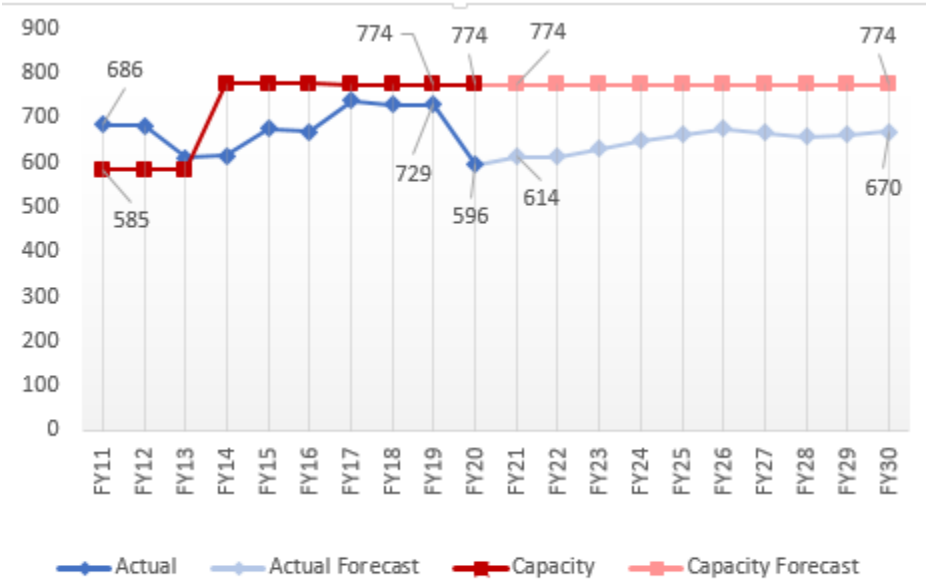
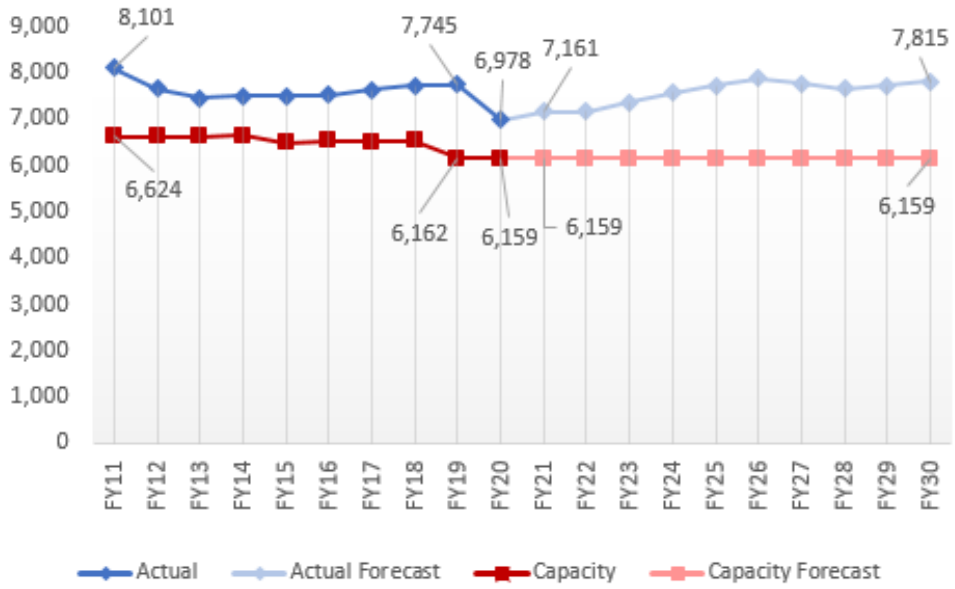


Figure 2a: Actual and Projected Number of Inmates and Prison Capacity: Females



Source: Prison Forecast Estimates

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



Source: Prison Forecast Estimates

ADMISSIONS AND RETURNS

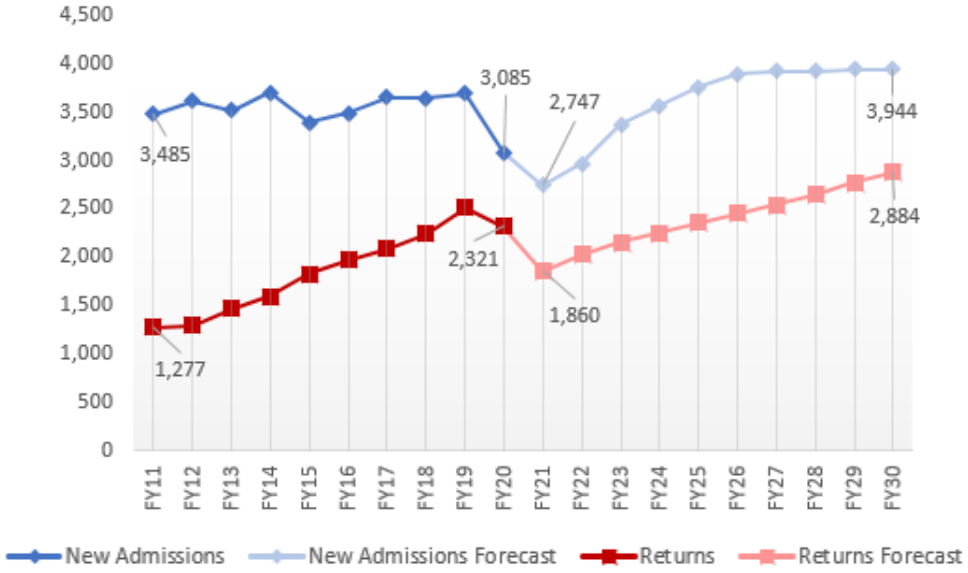
New prison admissions and prison returns are expected to increase following the pandemic, but to what extent is unknown. One-year new admissions to prison have decreased by 16.6% from 3,697 to 3,085. Returns decreased 7.7%, from 2,514 to 2,321.

Prison returns increased 81.8% from FY 2011 to FY 2020 (1,277 to 2,321; Appendix II, Table 5). Figure 3 shows the increase in returns, while new admissions remained relatively consistent, with a decrease to 3,085 in FY 2020.

Among returns, the following types increased over the ten-year period:

- Parole returns increased 112.4%.
- Work release returns increased 56.2%.
- Special sentence returns increased 110.3%.

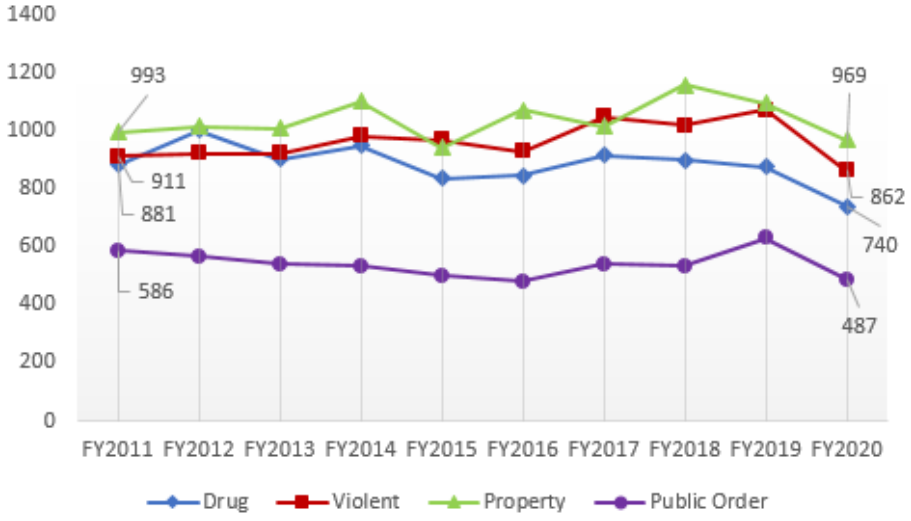
Figure 3: Actual and Forecasted Prison Admissions



Source: Prison Forecast Estimates

OFFENSE TYPE

Figure 4: FY 2020 New Prison Admissions by Offense Type



Source: Justice Data Warehouse

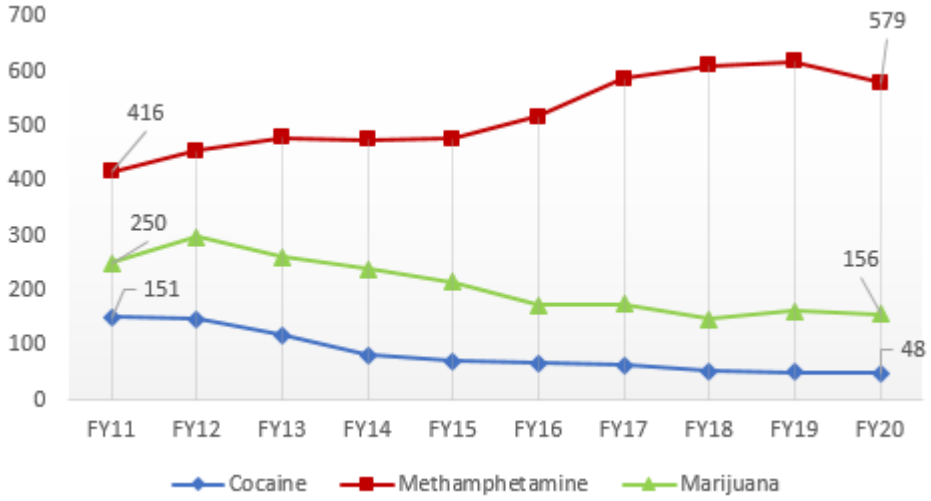
Of the 3,085 new admissions to prison in FY 2020 (Figure 4), 31.4% were property offenses, 27.9% were violent offenses, 24.0% were drug offenses, 15.8% were public order offenses, and 0.9% were other. From FY 2011 to FY 2020, new admissions for public order and drug offenses have decreased 16.7% and 16.0% respectively. From FY 2019 to FY 2020, new admissions for violent crime decreased 19.2%.

Drug Offenses

Within the last decade, prison admission for a most serious drug offense have decreased by 16.0% (Figure 5; Appendix II, Table 6). As time passes, it is more evident that admissions for drug offenses are related to the manufacture and trafficking of methamphetamines. There were 579 admissions for a most serious drug conviction for methamphetamine in FY 2020, an increase of 39.2% over the past decade.[7] During the same period, there has been a decrease in the number of prison admissions with a most serious cocaine offense and a most-serious marijuana offense.

[7] https://odcp.iowa.gov/sites/default/files/documents/2019/11/2020_iowa_drug_control_strategy_and_drug_use_profile.pdf

Figure 5: Primary Drug Involved in New Drug Prison Admissions[8]



Source: Justice Data Warehouse

One continued opportunity for change lies in the response to drug offenders. Drug offenders and drug sentences should continue to be examined to ensure whether offenders committed to prison for drug offenses could be more effectively rehabilitated elsewhere or, perhaps, committed to prison for shorter periods of time.

As reported in prior forecasts, additional opportunities for change may include continued examination of modifications of powder and "crack" cocaine sentences; one of the recommendations of the former Public Safety Advisory Board (PSAB). The Justice Advisory Board (JAB) was created by legislation in 2019, replacing the PSAB and two other codified councils. The PSAB made the recommendations to the General Assembly from 2013 through 2016. During FY 2017, the Legislature enacted SF445[9] (passed in 2016) which modified the amounts and penalties for crack cocaine such that possession of less than 200 grams of crack is a B+ felony, possession of 40-200 grams of crack is a B felony, and possession of less than 40 grams of crack is a C felony. Correctional impact analysis estimates this bill to move one offender convicted from a B felony to a C felony annually. Prior to passage of SF445, the penalty for crack was 10 times that of powder. SF445 reduced the penalty inequity for crack to 2.5 times that of powder. The 2020 JAB three-year plan is recommending to correct the remaining inequity.

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

[9] https://www.legis.iowa.gov/legislation/BillBook?ga=87&ba=SF445

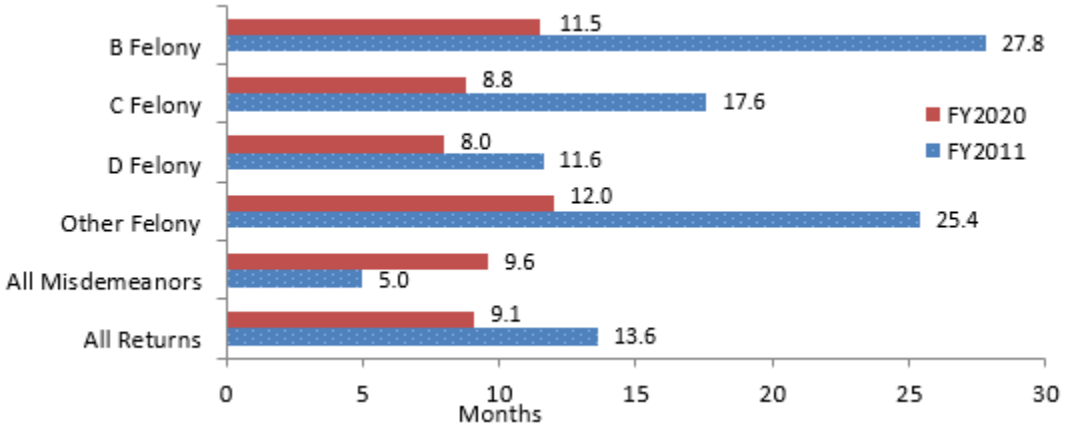
AVERAGE LENGTH OF STAY (LOS)

Offense Class

The average time served for released inmates, identified as new admissions, decreased from 21.5 months to 19.9 months (-7.4%; Appendix IV, Table 10). Caution should be used when review percent changes as some categories could have low numbers (e.g. B Felony Sex).

Since FY 2011, LOS decreased 33.1% for returns (Appendix IV, Table 11). Decreases for all crime categories were observed, with the exception of misdemeanor returns, which increased from 5.0 months in FY 2011 to 9.6 months in FY 2020 (Figure 6). Average time served for prison returns tends to be shorter than new admissions due to serving a significant portion of their sentences prior to their original release.

Figure 6: Average LOS for Returns in Months by Class, FY 2011 and FY 2020



Source: Justice Data Warehouse

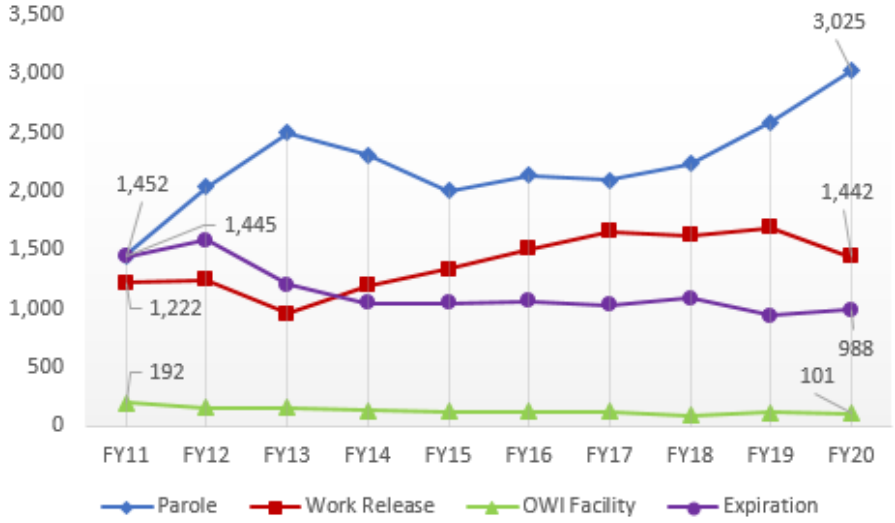
Mandatory Minimum Sentences

A factor expected to reduce prison growth is the continued early release of inmates convicted under Iowa statute §711.2 Robbery 1 and §711.3 Robbery 2. In 2016, HF2064 passed, which made certain drug offenders serving mandatory terms eligible for early release. For a review of the history of mandatory minimum prison terms and their impact on the prison population, please see prior forecasts.[10]

[10] https://humanrights.iowa.gov/cjjp/publications/prison-population-forecasts

COMMUNITY-BASED CORRECTIONS

Figure 7: Prison Releases by Type from FY 2011 to FY 2020



Source: Justice Data Warehouse

Releases without community supervision (expiration of sentence) decreased 31.6% over the past decade (Figure 7). Parole and work release, along with special sentence supervision (see Special Sentence for Sex Offenders), have increased over the past 10 years (Appendix V; Table 13).

Revocations

From FY 2019 to FY 2020, probation revocations decreased 17.3% (1,956 to 1,617; Appendix V; Table 12). Non-probation revocations decreased 5.3% (2,121 to 2,009) for the same time period. Parole revocations have increased 95.6% since FY 2011 and work release revocations increased 58.2% (414 to 655).

Parole

Over the past ten years, parole has been the most common release type (Appendix V; Table 13). In FY 2020, there were 8,150 offenders served under parole, a 57.2% increase from FY 2011.

Work Release

Releases from prison to work release increased by 18.0%, from 1,222 to 1,442 (Figure 7; Appendix III; Table 9). Over the past decade, offenders served with work release increased by 30.7% (1,698 to 2,219).

Special Sentence for Sex Offenders

For a history of sex offender legislation and details about the impact of recent changes see last year's forecast.[11] 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 offense class. 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 (*Iowa Code*, §903B)."[12]

Over the past 10 years, there has been a 260.5% increase in offenders serving special sentences in the community, from 435 to 1,568 (Figure 8; Appendix V, Table 13). Special sentence revocations increased 83.8% from FY 2011 to FY 2020 (Appendix V; Table 13)

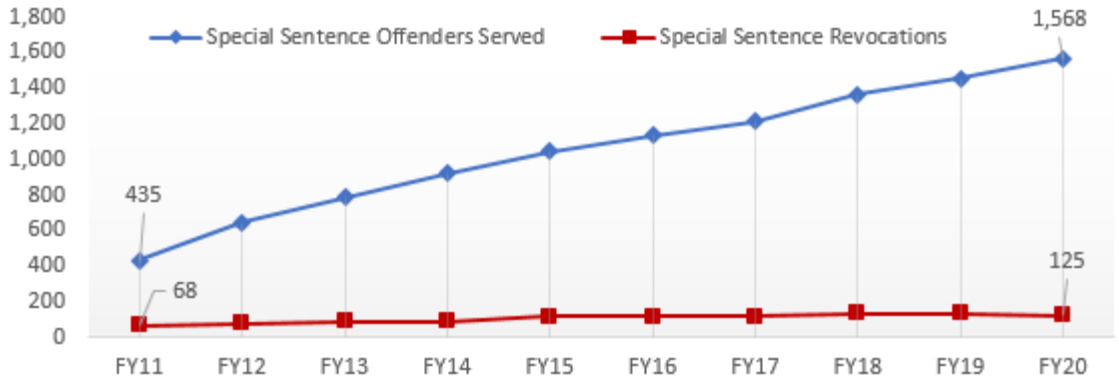
---

[11] 2019 Prison Population Forecast

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

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.

Figure 8: Special Sentence Offenders



Source: Justice Data Warehouse

Probation

The probation population has decreased from 24,243 in FY 2011 to 22,191 in FY 2020 (Appendix V, Table 12).[13] Over the same period, prison admits for probation revocations decreased 4.3% (Appendix II, Table 5).

[13] 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.

RACIAL DEMOGRAPHICS IN ADMISSIONS AND RELEASES

On June 30, 2020, 65.1% of the prison population were White, 25.5% African-American, 6.7% Hispanic, 1.9% Native American or Alaskan, and 0.8% Asian or Pacific Islander (Appendix VI, Table 14). The prison population racial trend has remained steady from FY 2011 to FY 2020.

Admissions and release data was compiled by race and offense class for FY 2016 to FY 2020 and can be found in Appendix VII, Tables 15 and 16.

Admissions

The number of Whites and African-Americans admitted to prison decreased by 1.1% and 3.9%, respectively. Prison admissions decreased by 1.2% (5,422 to 5,355). Felony B, C, and D admissions increased, while aggravated misdemeanor admits decreased nearly 24%.

Releases

Releases from prison for Whites and African-Americans increase 15.8% and 11.0%, respectively. Total releases from prison increased 15.4% (5,435 to 6,270).

CONCLUSION

The number of parole releases, parole returns, offenders served in the community, and revocations have increased from FY 2011 to FY 2020. Similarly, special sentence releases, returns, and offenders served in the community have also increased. The revocation rate for special sentences has decreased from 15.6% to 8.0%. Institutional and community-based treatment programs are an area of opportunity to help mitigate returns and revocations.

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

Another area of interest in the current report is the effect of COVID-19. At the time this report was finalized the pandemic was still affecting the prison population and community-based-corrections. Access to, and timeliness of treatment-based services in the facilities and in the community may be more of a challenge until the pandemic subsides. The prison population has decreased since last year, however, some prisons are overcapacity. Overall, the impact of the pandemic decreased forecasted populations from last year's report. Examination of the impact to determine effectiveness could lead to practice changes to keep prison admissions, revocations, and community supervision down, resulting in a reduction of the prison population.

CJJP recently presented a report[14] on juvenile waivers to adult court to the JAB. Review of these cases show racial disparity towards African-Americans. Further investigation is needed to review the impact on the prison population. A joint effort between the Juvenile Justice Advisory Council (JJAC) and the JAB, two CJJP Councils, could be beneficial.

2020 has brought racial disparity to the forefront of criminal justice issues across the nation. Analyzing sentencing practices in Iowa could provide updated information regarding current trends and highlighting areas for potential change.

CJJP and DOC should partner to develop a model using predictive analytics to better understand factors in recidivism. Recognizing these factors could assist with program and policy changes, and ensure that inmates are receiving interventions/programs that are beneficial to their transition back to the community, and reduce recidivism.

[14] Racial Disparities - An Analysis of Three Decision Points in Iowa's Juvenile Justice System

APPENDIX I: Prison-Population Forecast

Table 1: Active-At-End Prison Population, Forecast Population, and Capacity: Total[15] [16]

Fiscal Year	Total Inmates June 30th	Increase/ Decrease	% Change	Total Prison Capacity	Population as % of Capacity
ACTUAL					
FY 2011	8,787	--	--%	7,209	121.9%
FY 2012	8,333	-454	-5.2%	7,209	115.6%
FY 2013	8,078	-255	-3.1%	7,209	112.1%
FY 2014	8,119	41	0.5%	7,428	109.3%
FY 2015	8,188	69	0.8%	7,276	112.5%
FY 2016	8,196	8	0.1%	7,322	111.9%
FY 2017	8,371	175	2.1%	7,288	114.9%
FY 2018	8,447	76	0.9%	7,305	115.6%
FY 2019	8,474	27	0.3%	6,936	122.2%
FY 2020	7,574	-900	-10.6%	6,933	109.2%
FORECAST					
FY 2021	7,775	201	2.7%	6,933	112.1%
FY 2022	7,771	-4	-0.1%	6,933	112.1%
FY 2023	8,003	232	3.0%	6,933	115.4%
FY 2024	8,220	217	2.7%	6,933	118.6%
FY 2025	8,383	163	2.0%	6,933	120.9%
FY 2026	8,563	180	2.1%	6,933	123.5%
FY 2027	8,437	-126	-1.5%	6,933	121.7%
FY 2028	8,321	-116	-1.4%	6,933	120.0%
FY 2029	8,387	66	0.8%	6,933	121.0%
FY 2030	8,485	98	1.2%	6,933	122.4%

Source: ICON and Prison Forecast Estimates

[15] 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.

[16] Populations exclude the sex offender civil commitment unit.

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

Fiscal Year	# Women June 30th	Increase / Decrease	% Change	Capacity	Population as % of Capacity
ACTUAL					
FY 2011	686	--	--	585	117.3%
FY 2012	682	-4	-0.6%	585	116.6%
FY 2013	610	-72	-10.6%	585	104.3%
FY 2014	616	6	1.0%	778	79.2%
FY 2015	676	60	9.7%	778	86.9%
FY 2016	670	-6	-0.9%	778	86.1%
FY 2017	739	69	10.3%	774	95.5%
FY 2018	731	-8	-1.1%	774	94.4%
FY 2019	729	-2	-0.3%	774	94.2%
FY 2020	596	-133	-18.2%	774	77.0%
FORECAST					
FY 2021	614	18	3.1%	774	79.4%
FY 2022	614	0	-0.1%	774	79.3%
FY 2023	632	18	3.0%	774	81.7%
FY 2024	649	17	2.7%	774	83.9%
FY 2025	662	13	2.0%	774	85.6%
FY 2026	676	14	2.1%	774	87.4%
FY 2027	667	-10	-1.5%	774	86.1%
FY 2028	657	-9	-1.4%	774	84.9%
FY 2029	663	5	0.8%	774	85.6%
FY 2030	670	8	1.2%	774	86.6%

Source: ICON and Prison Forecast Estimates

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

Fiscal Year	# Men June 30th	Increase/ Decrease	% Change	Capacity	Population as % of Capacity
ACTUAL					
FY 2011	8,101	--	--	6,624	122.3%
FY 2012	7,651	-450	-5.6%	6,624	115.5%
FY 2013	7,468	-183	-2.4%	6,624	112.7%
FY 2014	7,503	35	0.5%	6,650	112.8%
FY 2015	7,512	9	0.1%	6,498	115.6%
FY 2016	7,526	14	0.2%	6,544	115.0%
FY 2017	7,632	106	1.4%	6,514	117.2%
FY 2018	7,716	84	1.1%	6,531	118.1%
FY 2019	7,745	29	0.4%	6,162	125.7%
FY 2020	6,978	-767	-9.9%	6,159	113.3%
FORECAST					
FY 2021	7,161	183	2.6%	6,159	116.3%
FY 2022	7,157	-4	-0.1%	6,159	116.2%
FY 2023	7,371	214	3.0%	6,159	119.7%
FY 2024	7,571	200	2.7%	6,159	122.9%
FY 2025	7,721	150	2.0%	6,159	125.4%
FY 2026	7,887	166	2.1%	6,159	128.0%
FY 2027	7,770	-116	-1.5%	6,159	126.2%
FY 2028	7,664	-107	-1.4%	6,159	124.4%
FY 2029	7,724	61	0.8%	6,159	125.4%
FY 2030	7,815	90	1.2%	6,159	126.9%

Source: ICON and Prison Forecast Estimates

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

	Actual Population	1 Yr. Prior* Forecast	% Difference 1 Yr. Prior
FY 2011	8,787	8,602	2.1%
FY 2012	8,333	8,824	-5.9%
FY 2013	8,078	--	--
FY 2014	8,119	8,064	0.7%
FY 2015	8,188	8,379	-2.3%
FY 2016	8,196	8,408	-2.6%
FY 2017	8,371	8,408	-0.4%
FY 2018	8,447	8,611	-1.9%
FY 2019	8,474	8,668	-2.3%
FY 2020	7,574	8,675	-14.5%

Source: Justice Data Warehouse

* This column lists the forecasted figure (for the year listed in the column on the left) from the year prior to the year listed in the column. For example, in FY 2019, the forecast projected a prison population of 8,668 for FY 2020.

APPENDIX II: Prison Admission Populations and Forecasts

Table 5: Prison Admissions by Admission Reason

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Change FY 11-FY 20	% Change FY 19-FY 20
Admission Type												
New Court Commitments	1,951	2,112	2,020	2,048	1,828	1,932	2,025	1,886	1,905	1,612	-17.4%	-15.4%
New/Probation Revocations	1,534	1,508	1,497	1,655	1,567	1,561	1,636	1,758	1,786	1,468	-4.3%	-17.8%
Prison Compact[17]	--	--	--	--	--	--	--	--	6	5	--	-16.7%
NEW ADMISSIONS	**3,485**	**3,620**	**3,517**	**3,703**	**3,395**	**3,493**	**3,661**	**3,644**	**3,697**	**3,085**	**-11.5%**	**-16.6%**
Parole Return[18]	692	664	800	896	1,020	1,057	1,186	1,375	1,517	1,470	112.4%	-3.1%
Work Release Return	420	443	472	540	597	714	713	632	778	656	56.2%	-15.7%
OWI Facility Return	89	91	87	49	64	54	47	37	41	27	-69.7%	-34.1%
Special Sentence Return	68	89	103	106	137	135	135	174	163	143	110.3%	-12.3%
Prison Compact	8	7	3	4	7	11	9	7	--	--	--	--
Other Return[19]	--	--	--	--	--	--	--	20	15	25	--	66.7%
RETURNS	**1,277**	**1,294**	**1,465**	**1,595**	**1,825**	**1,971**	**2,090**	**2,245**	**2,514**	**2,321**	**81.8%**	**-7.7%**
TOTAL ADMISSIONS[20]	**4,762**	**4,914**	**4,982**	**5,298**	**5,220**	**5,464**	**5,751**	**5,889**	**6,381**	**5,406**	**13.5%**	**-15.3%**

Source: Justice Data Warehouse

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

[18] Parole returns include short-term stays and releases to county jail.

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

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

Table 6: Prison Admissions by Offense Type and Subtype[21]

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Change FY 11-FY 20	% Change FY 19-FY 20
OFFENSE TYPE												
Drug	881	1,000	900	948	834	845	915	897	877	740	-16.0%	-15.6%
Violent	911	923	920	981	967	928	1,047	1,019	1,067	862	-5.4%	-19.2%
Property	993	1,016	1,008	1,100	941	1,070	1,015	1,156	1,096	969	-2.4%	-11.6%
Public Order	586	568	540	533	500	481	539	534	628	488	-16.7%	-22.3%
Other	114	113	149	140	153	169	145	37	29	27	-76.3%	-6.9%
No Charge	0	0	0	1	0	0	0	1	0	0	--	--
TOTAL	**3,485**	**3,620**	**3,517**	**3,703**	**3,395**	**3,493**	**3,661**	**3,644**	**3,697**	**3,085**	**-11.5%**	**-16.6%**
OFFENSE SUBTYPE												
Alcohol	63	68	63	56	60	49	37	33	30	1	-98.4%	-96.7%
Arson	24	21	27	26	24	20	25	34	25	22	-8.3%	-12.0%
Assault	494	499	518	542	551	526	564	570	582	477	-3.4%	-18.0%
Burglary	414	448	426	402	349	411	391	431	368	354	-14.5%	-3.8%
Drug Offenses	881	1,000	900	948	834	845	915	897	877	740	-16.0%	-15.6%
Flight/Escape	9	9	10	7	3	9	5	10	9	12	33.3%	33.3%
Forgery/Fraud	156	164	164	197	171	193	177	180	222	189	21.2%	-14.9%
Kidnapping	9	11	6	17	12	18	16	12	15	22	144.4%	46.7%
Murder/Manslaughter	58	77	64	85	68	78	92	88	79	65	12.1%	-17.7%
OWI	304	289	228	229	216	202	221	171	232	180	-40.8%	-22.4%
Pimping/Prostitution	8	7	7	6	1	2	1	0	0	3	-62.5%	--
Robbery	67	50	56	67	69	71	90	75	87	70	4.5%	-19.5%
Sex Offenses	200	217	204	201	187	166	216	192	228	162	-19.0%	-28.9%
Theft	336	341	343	418	352	388	368	451	425	360	7.1%	-15.3%
Traffic	76	72	90	79	64	70	66	86	108	74	-2.6%	-31.5%
Weapons	56	53	73	86	84	80	118	135	142	128	128.6%	-9.9%
All Other Offenses	330	294	338	337	350	365	359	279	268	226	-31.5%	-15.7%
TOTAL	**3,485**	**3,620**	**3,517**	**3,703**	**3,395**	**3,493**	**3,661**	**3,644**	**3,697**	**3,085**	**-11.5%**	**-16.6%**

Source: Justice Data Warehouse

[21] Figures may differ from previous reports due to corrections made to historical databases.

Table 7: Prison Admissions by Offense Class

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Change FY 11-FY 20	% Change FY 19-FY 20
OFFENSE CLASS												
A Felony	14	22	13	22	25	24	26	18	26	19	35.7%	-26.9%
B Felony	189	171	168	179	155	169	179	167	190	157	-16.9%	-17.4%
C Felony	825	894	829	913	813	828	876	853	823	729	-11.6%	-11.4%
D Felony	1,447	1,501	1,507	1,551	1,433	1,473	1,529	1,530	1,715	1,539	6.4%	-10.3%
Other Felony	160	183	199	182	176	182	185	204	51	42	-73.8%	-17.6%
Aggravated Misd.	823	823	775	825	766	786	837	841	856	574	-30.3%	-32.9%
Serious Misd.	27	26	25	28	25	30	29	29	26	19	-29.6%	-26.9%
Other Misd.	0	0	1	1	1	0	0	1	3	1	--	-66.7%
Unknown	0	0	0	2	1	1	0	1	7	5	--	-28.6%
TOTAL	**3,485**	**3,620**	**3,517**	**3,703**	**3,395**	**3,493**	**3,661**	**3,644**	**3,697**	**3,085**	**-11.5%**	**-16.6%**

Source: Justice Data Warehouse

Table 8: Prison Admissions: Actual and Projected

	# of New Admissions	% Change	# of Returns	% Change
ACTUAL				
FY 2011	3,485	--	1,277	--
FY 2012	3,620	3.9%	1,294	1.3%
FY 2013	3,517	-2.8%	1,465	13.2%
FY 2014	3,703	5.3%	1,595	8.9%
FY 2015	3,395	-8.3%	1,825	14.4%
FY 2016	3,493	2.9%	1,971	8.0%
FY 2017	3,661	4.8%	2,090	6.0%
FY 2018	3,644	-0.5%	2,245	7.4%
FY 2019	3,697	1.5%	2,514	12.0%
FY 2020	3,085	-16.6%	2,320	-7.7%
FORECAST				
FY 2021	2,807	-9.0%	1,860	-19.8%
FY 2022	3,027	7.8%	2,029	9.1%
FY 2023	3,467	14.5%	2,152	6.1%
FY 2024	3,680	6.1%	2,249	4.5%
FY 2025	3,859	4.9%	2,361	5.0%
FY 2026	3,993	3.5%	2,455	4.0%
FY 2027	4,048	1.4%	2,547	3.7%
FY 2028	4,047	0.0%	2,652	4.1%
FY 2029	4,046	0.0%	2,773	4.6%
FY 2030	4,045	0.0%	2,884	4.0%

Source: Justice Data Warehouse

APPENDIX III: Prison Release Populations

Table 9: Prison Releases by Supervision Status

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Change FY 11-FY 20	% Change FY 19-FY 20
To Parole	1,452	2,039	2,501	2,312	2,007	2,139	2,096	2,232	2,591	3,025	108.3%	16.8%
To Work Release	1,222	1,248	959	1,192	1,332	1,511	1,658	1,627	1,693	1,442	18.0%	-14.8%
To OWI Facility	192	157	157	131	125	122	124	86	115	101	-47.4%	-12.2%
Expiration of Sentence	1,445	1,582	1,201	1,047	1,045	1,064	1,031	1,089	947	988	-31.6%	4.3%
Other Violator	40	--	--	--	--	--	--	--	--	--	--	--
Escapes	--	1	1	--	--	--	--	--	--	--	--	--
Other Releases[22]	464	616	739	620	646	185	839[23]	670	712	628	35.3%	-11.8%
Special Sentence[24]	NA	NA	NA	NA	NA	158	180	223	207	211	--	--
TOTAL RELEASES	**4,815**	**5,643**	**5,558**	**5,302**	**5,155**	**5,179**	**5,928**	**5,927**	**6,265**	**6,395**	**32.8%**	**2.1%**

Source: Justice Data Warehouse

[22] Other releases largely include those offenders released via shock probation, transferred from county jail contract, and those returning to sending jurisdiction.

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

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

APPENDIX IV: LOS for Release Cohorts

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

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Change FY 11-FY 20	% Change FY 19-FY 20
NEW ADMISSIONS												
*No Parole - Murder-2nd	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510	0.0%	0.0%
*No Parole - Other Class B	210.0	210.0	210.0	210.0	184.0	149.9	142.2	159.1	186.7	172.7	-17.8%	-7.5%
*No Parole - Class C	84.0	84.0	84.0	84.0	82.5	83.4	71.2	85.3	69.9	71.3	-15.1%	2.0%
*No Parole - Habitual Class C	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126	0.0%	0.0%
B Felony Persons	123.5	131.8	108.0	101.6	106.0	132.0	90.2	85.2	95.4	78.8	-36.2%	-17.4%
B Felony Non-Persons	38.6	39.0	40.5	34.7	36.9	33.5	26.9	29.1	27.7	29.1	-24.7%	5.0%
B Felony Sex	152.3	174.6	157.3	172.8	209.1	274.5	247.3	--	--	285.2	87.3%	--
C Felony Persons	43.7	47.1	38.0	45.0	37.5	38.2	38.9	39.8	38.4	35.8	-18.1%	-6.8%
C Felony Non-Persons	23.3	23.4	21.8	18.7	17.6	19.5	17.4	15.4	15.6	15.9	-31.7%	2.0%
C Felony Sex	64.0	66.7	63.5	66.5	63.4	58.2	64.7	68.2	58.9	68.8	7.6%	16.9%
D Felony Persons	20.6	21.2	16.9	17.0	15.3	16.6	15.4	17.2	17.3	15.5	-24.6%	-10.2%
D Felony Non-Persons	14.5	13.5	12.2	11.2	11.5	11.7	11.3	12.5	12.2	11.7	-19.5%	-4.3%
D Felony Sex	36.8	31.7	33.0	32.0	24.1	30.5	29.9	34.8	27.6	29.9	-18.6%	8.5%
Other Felony Persons	NA	247.1	314.7	489.8	471.2	472.4	354.4	378.9	--	--	--	--
Other Felony Non-Persons	36.4	41.2	35.2	36.3	36.1	29.2	38.4	31.9	28.4	29.3	-19.5%	3.1%
Other Felony Sex	409.8	109.3	NA	NA	45.1	39.2	52.3	42.3	--	--	--	--
Agg Misd Persons	9.0	8.7	8.6	8.3	8.4	8.7	9.0	8.5	8.1	8.6	-3.9%	6.7%
Agg Misd Non-Persons	6.9	7.0	7.1	6.6	7.1	7.0	6.4	6.7	6.9	7.2	4.5%	4.5%
Agg Misd Sex	13.5	12.9	11.9	12.9	8.6	8.3	15.0	11.6	9.3	11.0	-18.5%	18.3%
Serious Misd	6.9	7.3	6.2	6.9	10.6	5.9	7.3	6.4	5.0	9.8	42.1%	96.1%
Drunk Driving Initial Stay	8.0	7.5	6.1	3.9	5.2	5.3	5.8	6.1	--	7.2	-10.0%	--
TOTAL AVERAGE	**21.5**	**23.2**	**21.5**	**19.5**	**20.2**	**21.1**	**21.7**	**20.5**	**18.9**	**19.9**	**-7.4%**	**5.3%**

Source: Justice Data Warehouse

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

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Change FY 11-FY 20	% Change FY 19-FY 20
RETURNS												
B Felony	27.8	31.2	26.2	22.7	12.3	15.7	12.7	12.6	12	11.5	-58.6%	-4.2%
C Felony	17.6	16.2	13.7	12.5	10.0	10.5	10.0	9.5	8.8	8.8	-50.0%	0.0%
D Felony	11.6	10.3	8.8	8.5	7.7	8.2	7.8	8.6	7.8	8.0	-31.0%	2.6%
Other Felony	25.4	26.0	20.2	7.4	12.8	15.0	16.8	14.6	7.9	12.0	-52.8%	51.9%
Drunk Driving Returns	12.4	10.3	8.3	7.3	6.6	7.3	6.3	7.2	6.9	7.4	-40.3%	7.2%
Special Sentence Returns	NA	NA	NA	NA[25]	6.5	17.2	20.6	2.8	11.6	15.4	--	32.8%
All Misdemeanors	5.0	9.0	5.9	5.8	10.7	7.3	5.8	8.9	9.4	9.6	92.0%	2.1%
TOTAL AVERAGE	**13.6**	**13.9**	**11.7**	**9.9**	**10.3**	**10.7**	**9.8**	**9.7**	**9.2**	**9.1**	**-33.1%**	**-1.1%**

Source: Justice Data Warehouse

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

APPENDIX V: Community-Based Corrections Offenders Served and Revocations

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

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Change FY 11-FY 20	% Change FY 19-FY 20
Probation revocations[26]	1,663	1,629	1,624	1,769	1,735	1,788	1,825	1,839	1,956	1,617	-2.8%	-17.3%
Probation population	24,243	24,452	24,636	24,872	24,788	24,661	24,157	23,414	23,371	22,191	-8.5%	-5.0%
% REVOKED	**6.9%**	**6.7%**	**6.6%**	**7.1%**	**7.0%**	**7.3%**	**7.6%**	**7.9%**	**8.4%**	**7.3%**	**N/A**	**N/A**

Source: Justice Data Warehouse

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

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Change FY 11-FY 20	% Change FY 19-FY 20
REVOCATIONS												
Parole	609	562	617	750	801	845	933	1,050	1,145	1,191	95.6%	4.0%
Work Release	414	437	484	552	592	727	698	663	785	655	58.2%	-16.6%
OWI Facility	93	89	90	51	60	56	44	39	53	38	-59.1%	-28.3%
Special Sentence	68	81	90	92	117	121	121	134	138	125	83.8%	-9.4%
TOTAL	**1,184**	**1,169**	**1,281**	**1,445**	**1,570**	**1,749**	**1,796**	**1,886**	**2,121**	**2,009**	**69.7%**	**-5.3%**
OFFENDERS SERVED												
Parole	5,185	5,658	6,134	6,450	6,528	6,606	6,775	6,928	7,220	8,150	57.2%	12.9%
Work Release	1,698	1,773	1,577	1,803	2,095	2,311	2,460	2,441	2,492	2,219	30.7%	-11.0%
OWI Facility	541	513	465	421	397	372	357	310	330	307	-43.3%	-7.0%
Special Sentence	435	649	790	920	1,047	1,138	1,214	1,367	1,450	1,568	260.5%	8.1%
TOTAL	**7,859**	**8,593**	**8,966**	**9,594**	**10,067**	**10,427**	**10,806**	**11,046**	**11,492**	**12,244**	**55.8%**	**6.5%**
% REVOKED	**15.1%**	**13.6%**	**14.3%**	**15.1%**	**15.6%**	**16.8%**	**16.6%**	**17.1%**	**18.5%**	**16.4%**	**N/A**	**N/A**

Source: Justice Data Warehouse

[26] Due to changes in report programming, all fiscal years were updated.

APPENDIX VI. Prison Population Demographics

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

	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	% Diff. FY 11-FY 20	% Diff. FY 19-FY 20
RACE												
White	64.7%	64.5%	64.6%	64.7%	65.3%	65.3%	65.7%	66.3%	65.5%	65.1%	0.4%	-0.4%
African-American	25.9%	26.2%	26.1%	26.0%	25.5%	25.3%	25.1%	24.5%	25.4%	25.5%	-0.4%	0.1%
Asian/Pacific Islander	0.8%	0.9%	0.9%	0.8%	0.8%	0.8%	0.8%	0.9%	0.8%	0.8%	0.0%	0.0%
Native American/Alaskan	1.9%	1.8%	1.7%	1.8%	1.7%	1.5%	1.6%	1.7%	1.8%	1.9%	0.0%	0.1%
Hispanic[27]	6.7%	6.6%	6.7%	6.8%	6.7%	7.0%	6.8%	6.6%	6.5%	6.7%	0.0%	0.2%
SEX												
Male	92.2%	91.8%	92.4%	92.4%	91.7%	91.8%	91.2%	91.3%	91.4%	92.1%	-0.1%	0.7%
Female	7.8%	8.2%	7.6%	7.6%	8.3%	8.2%	8.8%	8.7%	8.6%	7.9%	0.1%	-0.7%
AGE[28]												
17 and Under	0.2%	0.1%	0.2%	0.1%	0.0%	0.0%	0.1%	0.1%	0.1%	0.1%	-0.1%	0.0%
18-20	5.1%	4.9%	4.7%	4.3%	2.7%	2.4%	3.3%	3.5%	3.1%	3.1%	-2.0%	0.0%
21-25	17.6%	17.3%	18.2%	17.6%	16.4%	15.6%	16.2%	14.7%	14.2%	13.2%	-4.4%	-1.0%
26-30	16.8%	16.6%	16.2%	16.4%	17.4%	18.1%	17.9%	17.7%	17.5%	16.4%	-0.4%	-1.1%
31-35	14.8%	14.8%	14.9%	15.9%	15.4%	15.8%	15.9%	15.8%	15.9%	16.3%	1.5%	0.4%
36-40	11.7%	11.2%	11.0%	11.1%	12.6%	13.1%	13.0%	13.9%	14.4%	14.0%	2.3%	-0.4%
41-50	21.1%	20.8%	20.4%	19.4%	18.6%	17.8%	17.3%	17.1%	17.6%	18.1%	-3.0%	0.5%
51-60	9.7%	10.7%	10.2%	10.8%	12.1%	12.3%	11.4%	11.9%	11.7%	12.0%	2.3%	0.3%
61-70	2.5%	2.8%	3.3%	3.4%	3.5%	3.7%	3.8%	4.0%	4.2%	5.1%	2.6%	0.9%
71-80	0.6%	0.6%	0.7%	0.9%	1.1%	1.0%	1.0%	1.1%	1.1%	1.4%	0.8%	0.3%
81+	0.0%	0.1%	0.1%	0.1%	0.2%	0.2%	0.2%	0.2%	0.2%	0.3%	0.3%	0.1%
TOTAL	**8,787**	**8,333**	**8,078**	**8,119**	**8,188**	**8,196**	**8,371**	**8,447**	**8,474**	**7,574**	**N/A**	**N/A**

Source: Justice Data Warehouse

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

[28] Age is calculated as of June 30th.

APPENDIX VII. Race by Offense Class

Table 15: Admissions to Prison by Race and Class

	Race	Offense Class								TOTAL
		A Felony	B Felony	C Felony	D Felony	Other Felony	Agg. Misd.	Serious Misd.	Other Misd.	
FY 2020	**W**	16	262	975	1,793	98	542	14	1	**3,701**
	A-A	6	83	386	528	51	131	5	0	**1,190**
	H	1	30	86	132	4	46	0	0	**299**
	O	0	9	48	79	5	24	0	0	**165**
	Total	**23**	**384**	**1,495**	**2,532**	**158**	**743**	**19**	**1**	**5,355**
FY 2019	**W**	16	271	1,044	1,996	114	770	16	2	**4,229**
	A-A	11	107	435	572	63	204	9	0	**1,401**
	H	3	33	105	137	9	57	1	0	**345**
	O	1	11	41	92	2	31	3	1	**182**
	Total	**31**	**422**	**1,625**	**2,797**	**188**	**1,062**	**29**	**3**	**6,157**
FY 2018	**W**	10	254	1,044	1,837	116	747	20	1	**4,029**
	A-A	10	96	368	512	46	204	7	0	**1,243**
	H	2	30	97	137	5	51	3	0	**325**
	O	0	15	40	87	2	34	3	0	**181**
	Total	**22**	**395**	**1,549**	**2,573**	**169**	**1036**	**33**	**1**	**5,778**
FY 2017	**W**	16	264	1,019	1,729	108	762	29	0	**3,927**
	A-A	7	84	413	525	56	186	4	0	**1,275**
	H	3	43	99	129	5	64	2	0	**345**
	O	1	9	39	77	2	31	0	0	**159**
	Total	**27**	**400**	**1,570**	**2,460**	**171**	**1,043**	**35**	**0**	**5,706**
FY 2016	**W**	14	239	945	1,729	82	712	20	0	**3,741**
	A-A	9	72	419	492	49	191	6	0	**1,238**
	H	2	43	85	112	7	43	2	0	**294**
	O	1	12	41	67	0	27	1	0	**149**
	Total	**26**	**366**	**1,490**	**2,400**	**138**	**973**	**29**	**0**	**5,422**

Source: Justice Data Warehouse

Table 16: Releases from Prison by Race and Class

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

Source: Justice Data Warehouse