The Correctional Policy Project

Iowa Prison Population Forecast FY 2018-FY 2028

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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

EXECUTIVE SUMMARY **4**

I. FORWARD **5**

Benefits of Forecasting *5*
Acknowledgments *5*

II. METHODOLOGY **6**

Iowa's Forecasting Model *6*
Forecasting Assumptions *7*

III. SHORT-TERM OUTLOOK **8**

Figure 1: Projected Prison Populations and Official Capacities by June 30th, 2019 8

IV. LONG-TERM OUTLOOK **9**

Total Inmates *9*
Male & Female Inmates *9*
Prison Capacity *9*
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.) Increases in New Aggravated Misdemeanant Prison Entries *12*
2.) Average (mean) LOS Prior to Release for Certain Crime Class Categories *12*
3.) Increases in Parolees *12*
4.) Prison Release of Robbery-2 Offenders *12*

VII. FACTORS CONTRIBUTING TO PRISON GROWTH **14**

Increases in Prison Admissions *14*
Figure 6: Actual and Forecasted Prison Admissions 14
Figure 7: Prison Admissions by Admission Type 15
1.) Changes in Felony Charges and Convictions *15*
Figure 8: Total Felony Charges and Convictions 16
2.) Drug Offender Admissions *16*
Figure 9: New Prison Admissions by Offense Type 17
Figure 10: Primary Drug Involved In New Drug Prison Admissions 17
3.) Increases in the Number of Class B Felons Incarcerated *17*
4.) Changes in Parole Eligibility for Class B and C Felons due to Mandatory Minimums *18*
Figure 11: Distribution of Total, 70%, and Non-70% Incarcerated Offenders by Race, FY 2018 19
5.) Increases of Sex Offenders Incarcerated Including Special Sentence Revocations *19*
6.) Increases in Housing Class A Felons *20*
7.) Housing Federal Prisoners/Detainees *20*
8.) Increases in Inmate Average LOS for Some Crime Class Categories *20*
Figure 12: Average LOS by Offense Class in Months, FY 2009 and FY 2018 21
9.) Increases and Decreases in Paroles *21*
Figure 13: Prison Releases 22
10.) Changes in Community-Based Offender Populations *22*
Figure 14: End-of-Year Parole Populations (Field Supervision) 23

Figure 15: End-of-Year Probation Populations (Field Supervision) 23
VIII. OPPORTUNITIES FOR CHANGE 24
Figure 16: Ending Prison Population since 1925 through FY 2028 Forecast 24
Increases in Parolees 24
Response to Drug Offenders 24
Sex Offender Legislation 25
Mandatory Minimum Sentences 26
Juvenile Offender Legislation 27
APPENDIX I: Prison Population Forecasted Figures 28
Table 1: Mid-Year Prison Populations and Capacities: Total 28
Table 2: Mid-Year Prison Populations and Capacities: Females 29
Table 3: Mid-Year Prison Populations and Capacities: Males 29
APPENDIX II: Prison Admission Populations and Forecasts 30
Table 4: Prison Admissions by Admission Reason 30
Table 5: New Prison Admission by Offense Type and Subtype 31
Table 6: New Admissions by Offense Class 32
Table 7: Prison Admissions: Actual and Projected 33
APPENDIX III: Prison Release Populations 34
Table 8: Prison Releases by Release Reason 34
APPENDIX IV: LOS for Release Cohorts 35
Table 9: Inmate Mean Length-of-stay for Offenders Exiting Prison (In Months), by Fiscal Year 35
Table 10: Inmate Mean Length-of-stay for Offenders Exiting Prison (In Months), by Fiscal Year Cont 36
APPENDIX V: Probation Populations and Revocations Information 37
Table 11: Percentage of Probation Population Revoked 37
APPENDIX VI. Prison Population Demographics 38
Table 12: Prison Population Demographic Trends 38

EXECUTIVE SUMMARY

This is the 27th 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. The purpose of Iowa's Prison Forecast is to provide an estimate regarding the number of inmates who are projected to be incarcerated at some point in the future if current justice system trends, policies, and practices continue.

The prison forecast is one of several tools which inform staff of the Department of Corrections (DOC) concerning expected prison growth. The DOC utilizes the information in the forecast to determine if there are programmatic or policy decision changes which need to occur presently to help mitigate the potential effects projected by the forecast. 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.

Forecasted figures utilize data assessing present prison admissions, their length-of-incarceration, and prison releases. Frequently, legislation is enacted which modifies criminal sentencing. It is important to note that it can take several years to realize the effects and it is possible that legislative modifications enacted in the recent past, which effects have not been realized, have the potential to influence projections.

Short-term projections suggest the prison population is expected to remain stable through the end of FY 2019, with a population of approximately 8,668 inmates. Long-term projections suggest Iowa's prison population is projected to increase from 8,447 inmates on June 30, 2018, to an estimated 10,144 inmates on June 30, 2028, or by nearly 20% over the ten-year period (Appendix I, Table 1).

For the last four fiscal years, ten-year prison projections have been somewhat similar projecting between 10,050 and 10,650 inmates. Although, ten-year projections in FY 2018 are lower than what was forecasted in FY 2017. There are several factors responsible for driving the forecasted figures.

Compared to FY 2017, in FY 2018, total prison new admissions decreased (Appendix II, Table 4). by approximately 17 inmates. Prison returns increased by 155 inmates. In FY 2018, there was also an increase in average length of stay (LOS) for class C felony offenses with a mandatory 70% minimum sentence prior to parole; and decreases observed for B felony persons, C felony non-persons, and several other felony and misdemeanor offenses. (Appendix IV, Table 9). Comparing the last two fiscal years, there were similar proportions of offenders released via expiration of sentence and work release, however, there was a slight increase in offenders released to parole in FY 2018 (Appendix III, Table 8).

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.

I. FORWARD

This is the 27th 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 Judicial Branch Case Managemeny System and information from the Iowa Correctional Offender Network (ICON) . 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."[1]

Benefits of Forecasting

- To make a determination of 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.

Acknowledgments

The staff of CJJP would like to thank the following agencies and individuals for contributing to this year's forecast report.[2]

For providing information on current and planned prison population capacities:

- Jerry Bartruff, Director, Iowa Department of Corrections
- Beth Skinner, Director of Risk Reduction, Iowa Department of Corrections
- Sondra Holck, Director of Research, Iowa Department of Corrections

[1] https://humanrights.iowa.gov/cjjp/justice-data-warehouse

[2] CJJP remains solely responsible for the content of the report

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 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 (LOS).* This projection is executed utilizing correctional data extracted from the JDW for offenders who exit prison. Projections for average LOS 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 (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 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 LOS data are analyzed within two broad categories based on the type of prison admission:

- *New Admissions* are new court-ordered commitments and probation revocations. LOS 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. LOS 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 other 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 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.

Forecasting Assumptions

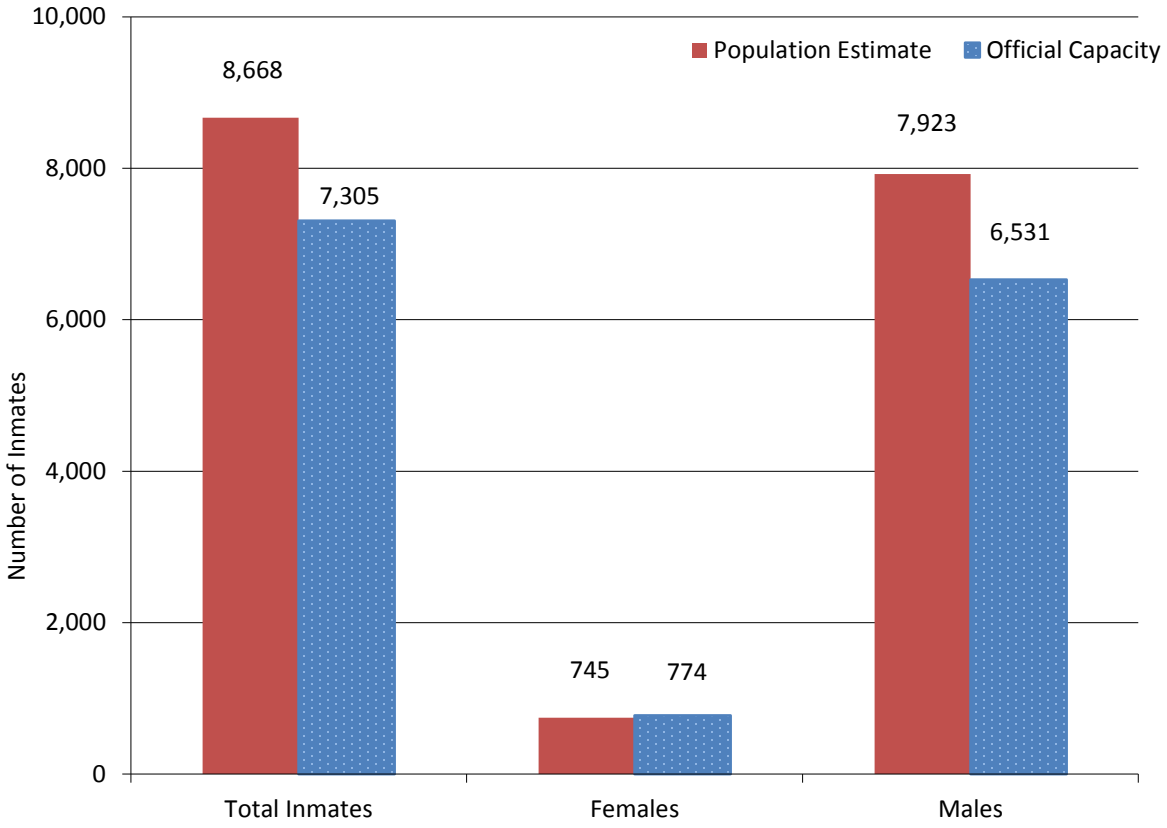
- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and the LOS of prisoners will continue in the same direction or will change in explicitly stated ways (see below). It is further assumed that the data provided as measurements of these phenomena accurately reflect actual conditions.
- It is assumed there will be no legislative changes in the state criminal code or criminal procedures during the projection period.
- It is assumed there will be no changes in judicial sentencing, parole board release policies, or probation/parole revocation policies and practices during the projection period.
- It is assumed that no catastrophic social or economic disruptions such as war or major depressions will occur 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 (BOP). These variations are attributable to several factors including but not limited to changes within the DOC's administrative data base at the time of data extraction, variations in data parameter reporting, and variation in prison population estimates. Prison forecast analysis requires case-level data on prison population estimates at a single point in time; June 30th. The Department of Corrections largely reports population estimates, using averages over the course of a year.

III. SHORT-TERM OUTLOOK

Iowa's prison population is expected to increase from 8,447 inmates on June 30, 2018, to 8,668 inmates on June 30, 2019. By June 30, 2019, Iowa's prison population is expected to exceed official capacity[3] by about 1,363 inmates (or about 19%), if current offender behaviors and justice system trends, policies, and practices continue (Appendix I, Table 1). Women's facilities are expected to be at 96.2% of capacity, while men's facilities are expected to hold about 1,392 more inmates than the official capacity (Appendix I, Tables 2 and 3).

Figure 1: Projected Prison Populations and Official Capacities by June 30th, 2019



Source: Prison Forecast Estimates

[3] 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 is projected to increase from 8,447 inmates on June 30, 2018, to an estimated 10,144 inmates on June 30, 2028, or by 20% over the ten-year period (Appendix I, Table 1).

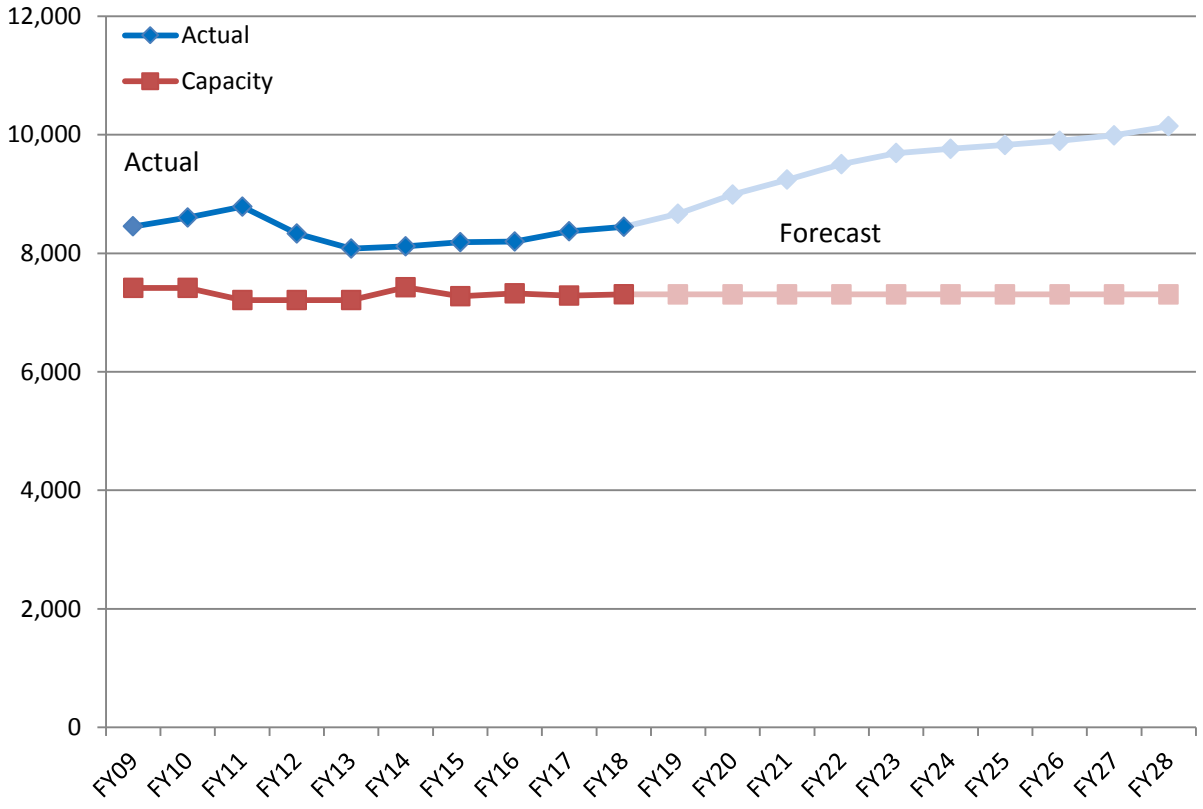
Male & Female Inmates

The current forecast suggests that the female population will rise by 19.3% over the next ten years, reaching 872 inmates in mid-2028 (Appendix I, Table 2). The population of male inmates is expected to increase to 9,272 inmates during this same period, a 20.2% increase (Appendix I, Table 3).

Prison Capacity

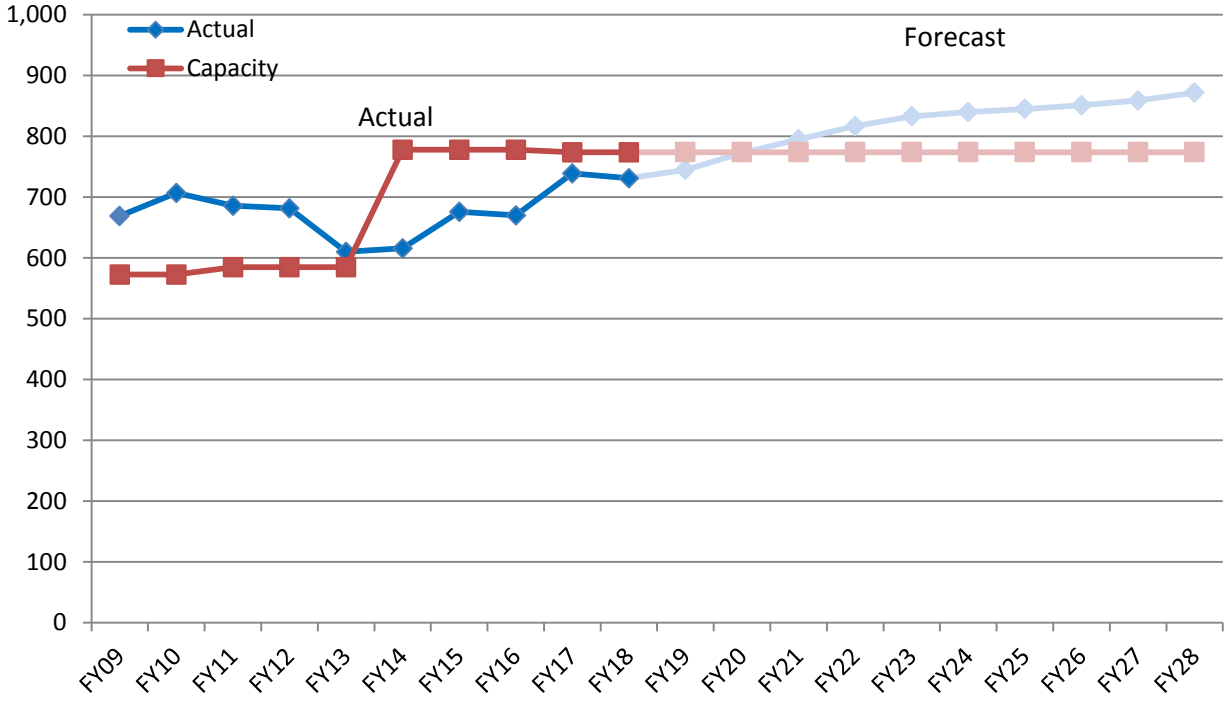
When compared with official DOC prison population capacities, and taking into consideration currently-planned increases in prison capacity, the female inmate population is projected to exceed capacity by 12.7% in 2028, while the male inmate population is projected to exceed capacity by about 42.0%, by mid-year 2028 (Appendix I, Tables 2 and 3).

Figure 2: Actual and Forecasted Number of Total Inmates



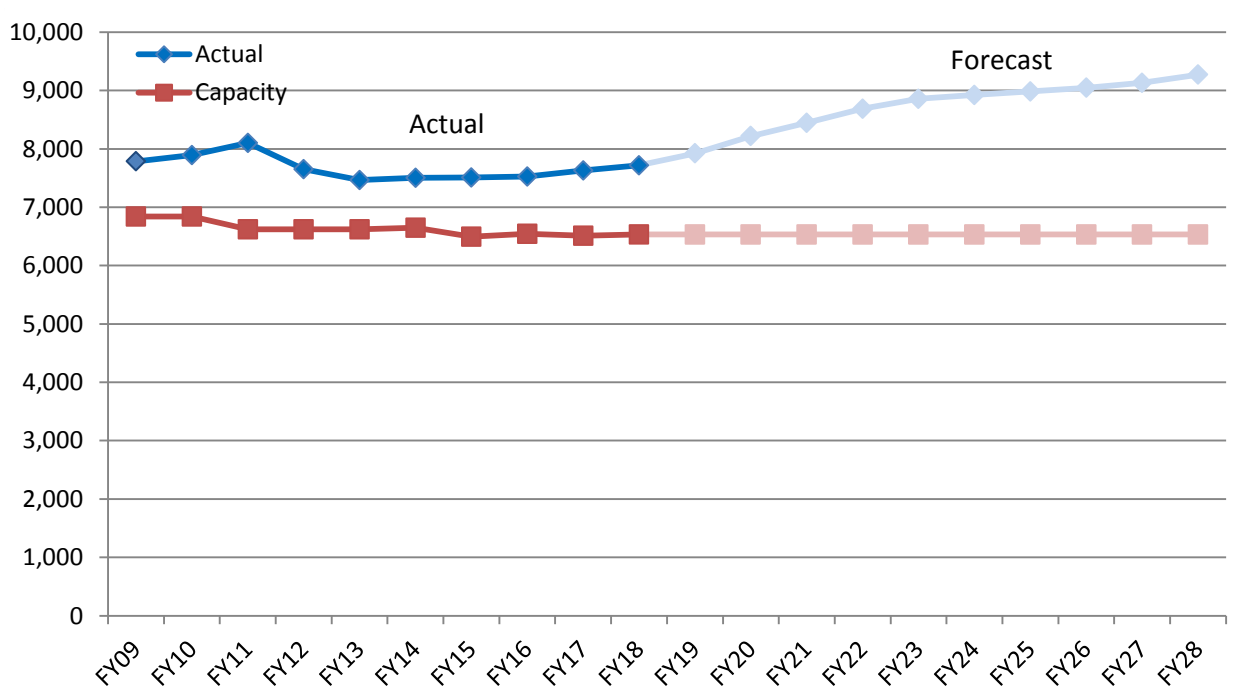
Source: Prison Forecast Estimates

Figure 3: Actual and Forecasted Number of Female Inmates[4]



Source: Prison Forecast Estimates

Figure 4: Actual and Forecasted Number of Male Inmates



Source: Prison Forecast Estimates

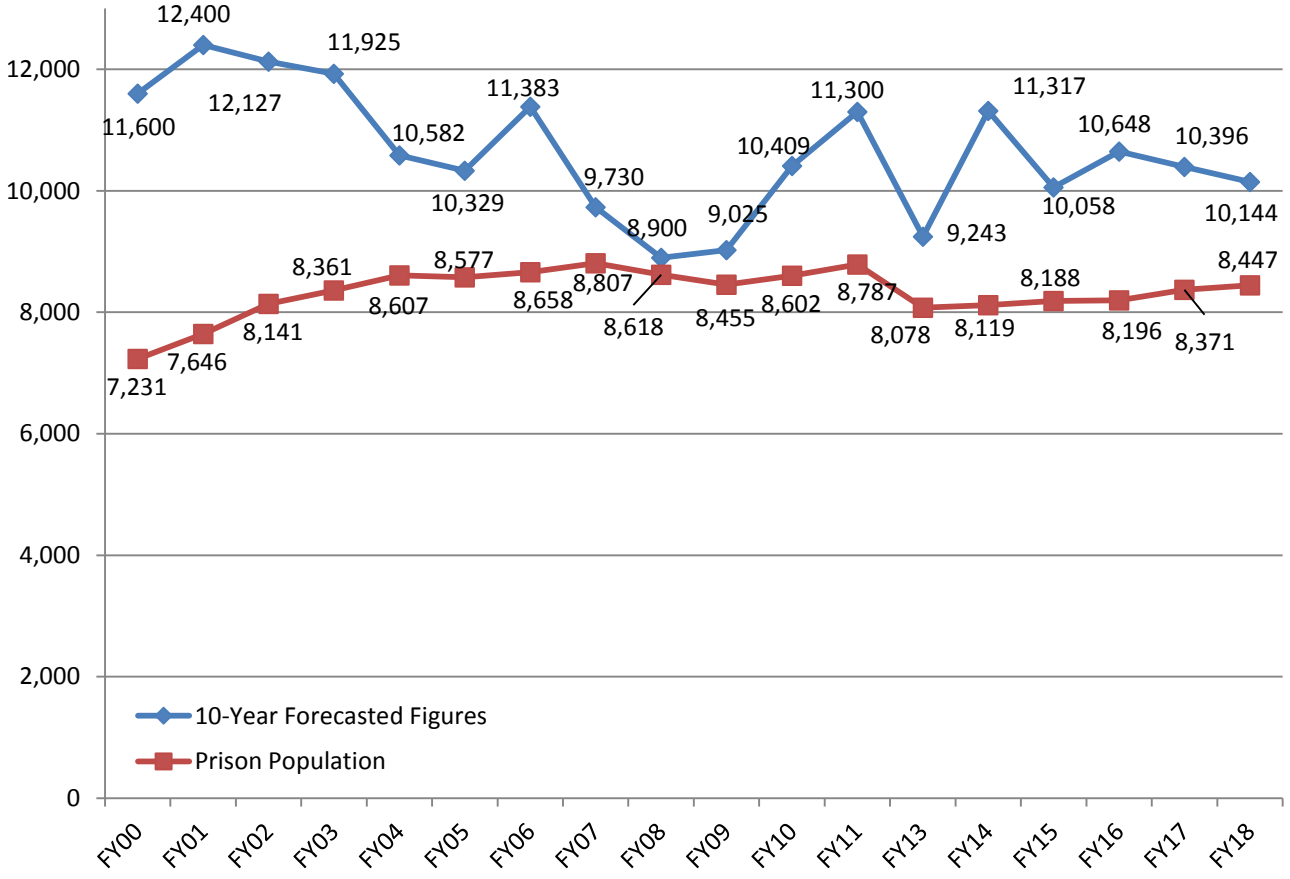
[4] The increase in capacity for female inmates from FY 2013-FY 2014 was due to the opening of the Iowa Correctional Institute for Women (ICIW).

V. HISTORIC PRISON FORECASTS

This year's prison forecast projects prison populations to be at approximately 10,144 in ten years. For the last four fiscal years, ten-year prison projections have been somewhat similar projecting between 10,000 and 10,650 inmates. There are several factors responsible for driving the forecasted figures.

Ten-year prison populations for FY 2018 are slightly lower than forecasted figures projected in FY 2017. Compared to FY 2017, in FY 2018, total prison admissions decreased (Appendix II, Table 4). New admissions decreased by approximately 17 inmates and returns increased by 155. In FY 2018, there was also an increase in average LOS for no parole class C offenses. but decreases observed for B felony persons, C felony non-persons, and several Other felony and misdemeanor offenses (Appendix IV, Table 9). Comparing the two fiscal years, there were similar proportions of offenders released via expiration of sentence and work release, however, there was a slight increase in offenders released to parole in FY 2018 (Appendix III, Table 8).

Figure 5: Historical Forecast Figures Final 10-Year Projections[5]



Source: Prison Forecast Estimates

[5] A prison forecast publication was not published in 2012 due to limited resources.
Prison population figures based on June 30th data.

VI. FACTORS REDUCING PRISON GROWTH

1.) Increases in New Aggravated Misdemeanant Prison Entries

Between FY 2011 – FY 2016, the percentage of new admissions whose most serious commitment offense were aggravated misdemeanors was over 20% and in FY 2018, 23.1% of the new admissions were aggravated misdemeanants (Appendix II, Table 6). Aggravated misdemeanor sentences tend to expire after less than one year of incarceration. These short-term inmates tend to cycle quickly, not accumulating in the prison population.

2.) Average (mean) LOS Prior to Release for Certain Crime Class Categories

Historically, decreases in LOS for most felony groups have been a contributing factor reducing the prison population. A decline 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. While we observed particularly low prison populations from FY 2013 through FY 2016, FY 2018 prison populations rose to rates observed in FY 2012 (Appendix I, Table 1).

In FY 2011, the highest prison population during the decade was observed with 8,787 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 2018, the prison population increased to 8,447 inmates as of June 30th.

Projected prison populations are very sensitive to changes in LOS. The total average time served for first-release inmates decreased for almost all offense class categories from FY 2009 through FY 2018, with the exception of three offense classes no parole class C, C felony sex, and other felony sex. The average time served for first-release inmates during this time period decreased from 22.4 months to 20.5 months (Appendix IV, Table 9).

The total average time served for prison readmissions decreased from FY 2009 through FY 2018 from an average of 11.7 months to 9.7 months. Every crime class category declined with the exception of misdemeanor returns; a large crime class category influencing the average. Observing more recent trends, we observed a decrease in LOS from FY 2017 through FY 2018 from an average of 9.8 months to 9.7 months (Appendix IV, Table 10).

3.) Increases in Parolees

In 2010, 1,379 offenders were paroled, the lowest number of parolees experienced in the last decade. Since FY 2010, parolees increased by 61.8% through FY 2018 (Appendix III, Table 8). Between FY 2013 and FY 2018, parole practices had returned to rates observed in FY 2006 with approximately two parolees for every expiration-of-sentence.[6]

4.) Prison Release of Robbery-2 Offenders

Another factor expected to reduce prison growth is the continued release of inmates convicted under Iowa statute §711.3; Robbery 2nd, a crime carrying a 70% mandatory minimum sentence. In FY 2016, there were 39 offenders who were released from prison after serving a §711.3

[6] 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.

sentence. In FY 2017, this number rose to 72 inmates released, which further increased to 86 inmates in FY 2018. The average LOS for these offenders under a new prison commitment in FY 2018 was 85.6 months. For those serving the same sentence as a prison return, their average LOS was 14.4 months. In FY 2018, 57 new inmates entered prison with a most serious Robbery 2nd crime.

Enacted July 1, 2017, House File 2064[7], reduced the mandatory term for Iowa Code §711.3 from 70% to a range of 50% to 70% of the mandatory term and established Robbery-3rd, an Aggravated Misdemeanor, not subject to a mandatory minimum. As discussed in the Opportunities for Change portion of this report, this legislation is expected to reduce the LOS for inmates convicted of Robbery 2nd.

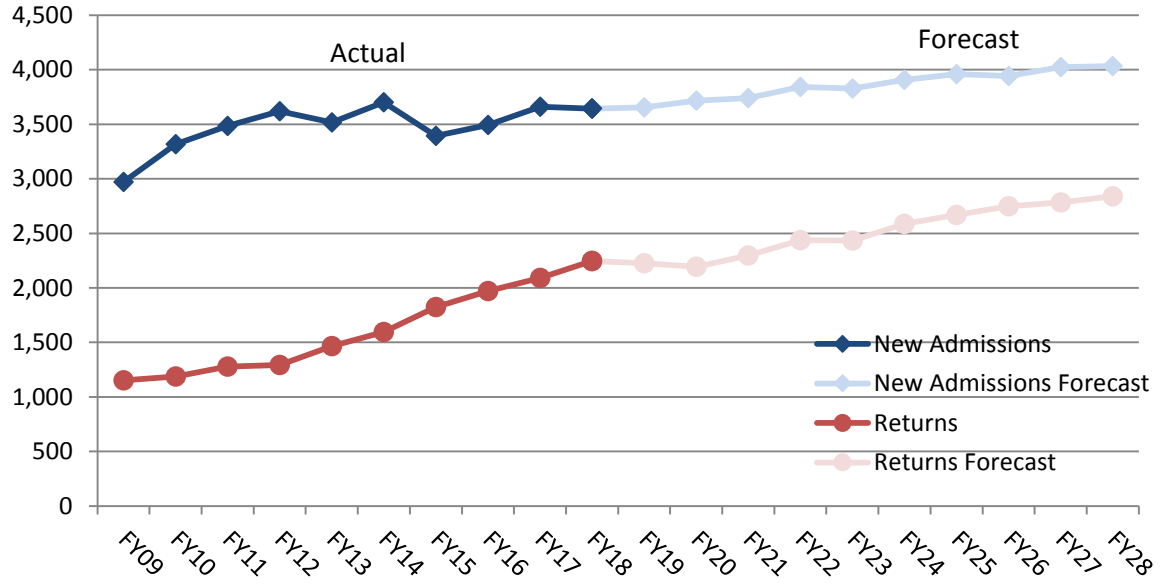
[7] https://www.legis.iowa.gov/legislation/BillBook?ga=86&ba=HF2064

VII. FACTORS CONTRIBUTING TO PRISON GROWTH

Increases in Prison Admissions

The forecast projects an increase in new admissions from 3,644 in FY 2018 to about 4,034 in FY 2028, and an increase in returns from 2,245 to 2,838 (Figure 6; Appendix II, Table 7). Until admissions are reduced, it will be difficult to further reduce Iowa's prison population.

Figure 6: Actual and Forecasted Prison Admissions

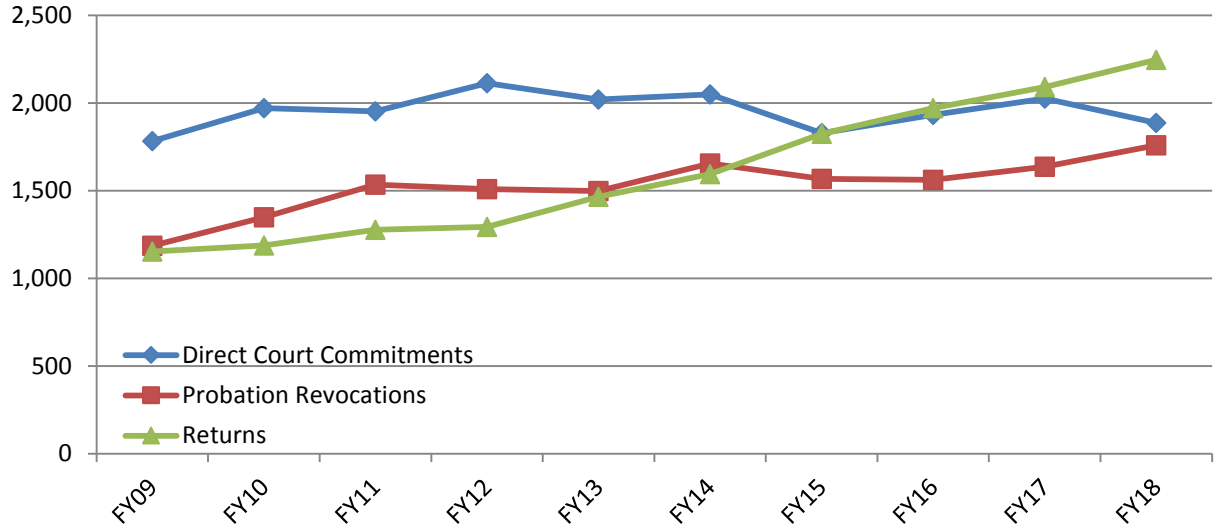


Source: Prison Forecast Estimates

Since FY 2009, prison returns have risen by approximately 94.9%; from 1,152 returns in FY 2009 to 2,245 in FY 2018. During FY 2018, the probation population was the lowest observed in the last decade (19,701) however, the probation revocation rate was the highest (9.0%) with one revocation per 11 offenders in the probation population (Appendix V, Table 11).

New direct court commitments, individuals admitted to prison on a new offense, reached an excess of 2,000 inmate admissions between FY 2012-FY 2014. FY 2017 commitments rebounded to 2,025 inmates only to return to lower levels in FY 2018 at 1,886 (Figure 7; Appendix II, Table 4). Comparing FY 2017 to FY 2018, there was a slight decrease in total new prison admissions. Decreases were observed for class A, B, and C felony offenses. (Appendix II, Table 6).

Figure 7: Prison Admissions by Admission Type



Source: Justice Data Warehouse

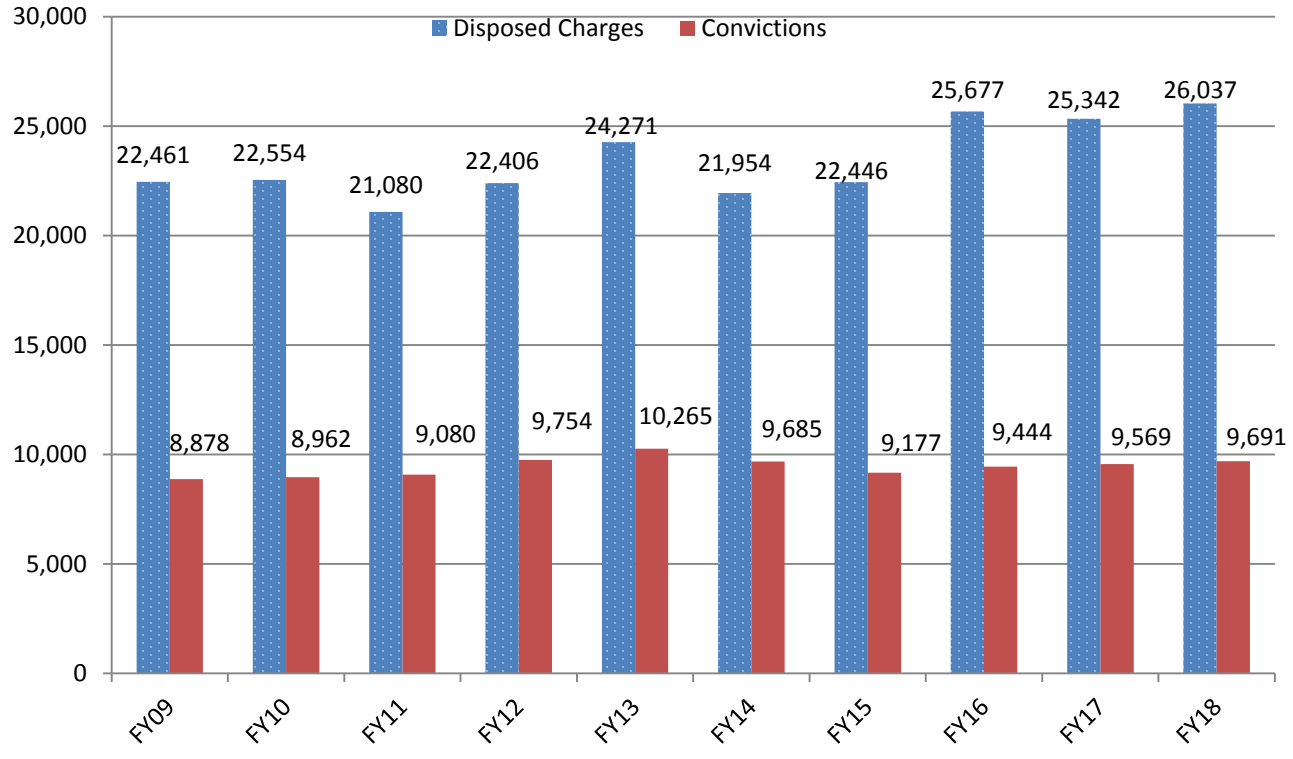
As discussed in the next sections, there are several factors which influence prison admission trends:

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 in 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 (LOS)
9.) Increases and Decreases in Paroles
10.) Changes in Community-Based Offender Populations

<u>1.) Changes in Felony Charges and Convictions</u>

Projections of new prison admissions are informed by felony disposed charges and felony convictions in the Iowa District Court. Trends in prison admissions may correspond to rises and declines in felony convictions, as felony convictions have a higher likelihood of receiving a prison sentence, compared to misdemeanor convictions. As shown in Figure 8, the number of disposed felony charges and convictions increased from FY 2017 to FY 2018. During FY 2018, the highest number of disposed felony charges, and third highest number of felony convictions were observed within the ten-year period. It is also important to note that disposed felony charges have exceeded 25,000 for the last three fiscal years.

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. Within the last decade, new drug prison admissions reached their peak in FY2012, with 1,000 inmates. FY 2018 figures are 10.3% lower than what was observed in FY2012, with 897 new drug prison admissions (Appendix II, Table 5).

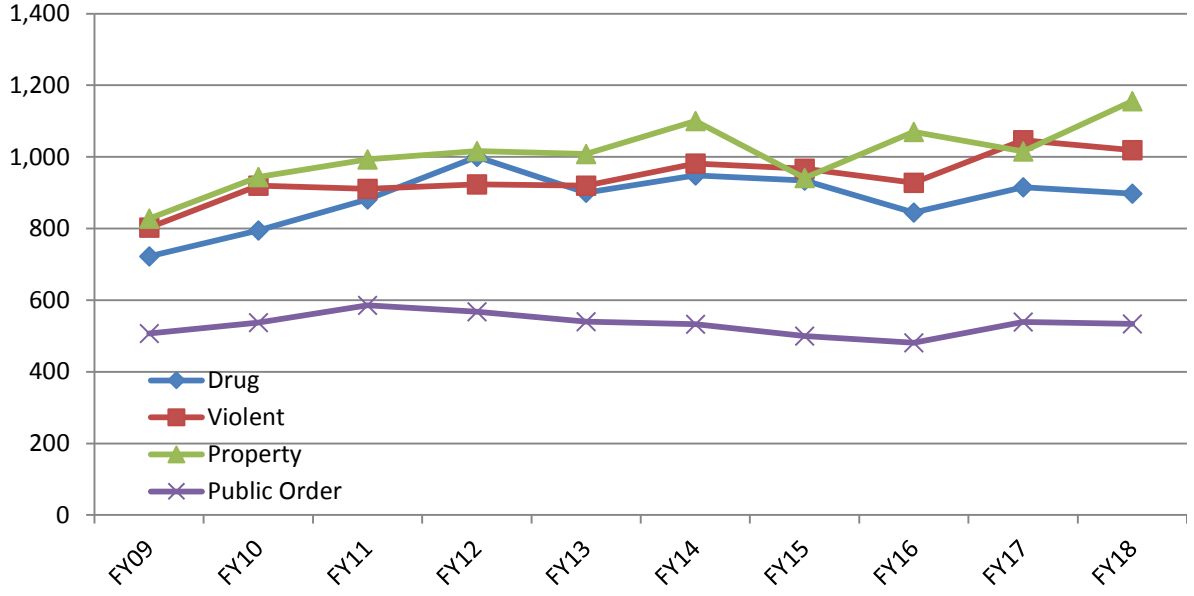
As time passes, it becomes more evident that the rise in admissions for drug offenses was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution of methamphetamine dealers and users. Admissions of methamphetamine offenders reached a low in FY 2009, with 304 offenders, but have continued to increase, reaching a high of 610 during FY 2018; a 100.7% increase. However, from FY 2009 to FY 2018, there has been a 65.6% decline in offenders entering prison on a most serious cocaine offense, and a 26.0% decline in for those entering on a most serious marijuana offense (Figure 10).

Recently, there has been much published regarding opioid use nationally and in Iowa. While there are no available data on opioid usage, prison admissions may help provide insight into the extent of the problem in Iowa. Examining new prison admissions there were 43 inmates who entered prison on a most serious drug offense involving an opioid[8] in FY 2018, compromising 4.8% of total new drug prison admissions. For comparison purpose, in FY 2009, there were 11 new prison

[8] Opioids include drugs such as Heroin, Morphine, Oxycodone (OxyContin and Percocet), Hydrocodone (Vicodin and Lortab), Codeine, and Fentanyl.

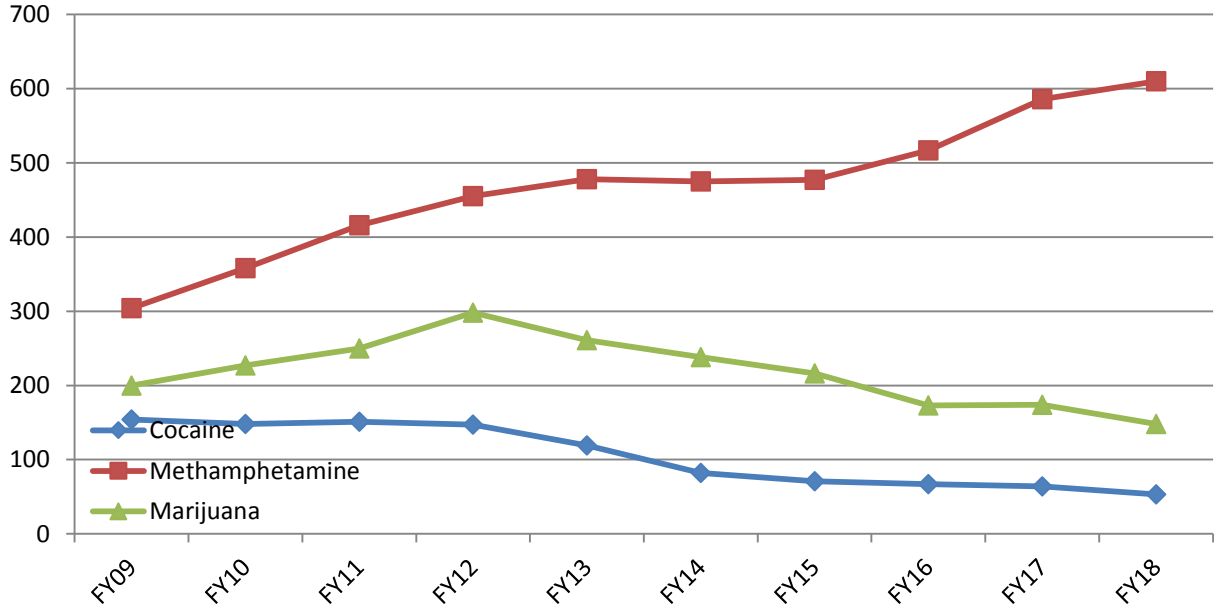
admissions involving a most serious opioid. These new prison admissions comprised 1.6% of total new drug prison admissions.

Figure 9: New Prison Admissions by Offense Type



Source: Justice Data Warehouse

Figure 10: Primary Drug Involved In New Drug Prison Admissions[9]



Source: Justice Data Warehouse

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

The projection suggests that 1,788 B felons will be incarcerated during 2028, or 17.6% of the anticipated population. This population is expected to rise by 13.5% over the next decade. In FY

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

2016, it was projected that this crime category would increase by 38.0% over the next decade. The variation in projections for this population between FY 2016 and FY 2018 is largely attributable to the large reductions in LOS in FY 2017 and FY 2018. For instance, the average LOS for B felony persons offenses from FY 2016 to FY 2018 decreased by 46.8 months, and B felony non-persons offenses decreased by 4.4 months (Appendix IV, Table 9).

Also responsible for the decrease, are the release of inmates incarcerated on class B 70% sentences. While this population is expected to increase from 899 to 1,098 (or 22.1%) within the decade, this projection is lower than previous forecasts largely due to the first releases of inmates incarcerated for this offense (first eligible in January of 2016). In FY 2018, 41 inmates serving 70% B felony sentences exited prison. Projections for this population are expected to level out as the release of 70% B felony offenders continues.

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% 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% 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 2028, projections indicate that 1,784 prisoners will be serving time under these mandatory sentencing provisions (not including sexual predators). These projections are lower than in years prior, attributable to the release stability of offenders serving 70% Class C sentences and the recent first releases of inmates serving 70% Class B sentences.

As previously stated, during 2016, the Iowa State Legislature enrolled HF2064.[11] This bill decreased the mandatory minimum term of parole eligibility for Robbery 2nd offenders to a range of 50% to 70%, and also established a new crime of Robbery 3rd, an aggravated misdemeanor, not subject to a mandatory term. Mandatory minimum terms are a contributor to increases in the prison population. The imposition of HF2064 is expected to decrease the LOS for Robbery 2nd offenders and may contribute to reduced prison populations for this group of offenders.

It should be noted that African-Americans are over-represented in Iowa's prison population, but particularly so for §902.12, 70% crimes. The total prison population is approximately 24.5% African-American. Of the 7,173 non-70% inmates in prison on June 30th 2018, 22.6% were African-American. Of the 1,284 70% inmates, 36.9% were African-American. In FY 2018, 45.9% of the new admissions for 70% crimes were African-American. Of the offenders entering prison to serve 70% sentences for Robbery 1st or 2nd, 57.7% were African-American (including 68.8% of Robbery-1st admissions). It is also noteworthy that the percentage of African-Americans incarcerated has remained stable from FY 2009-FY 2018 comprising approximately 25% of the prison population (Appendix VI, Table 12).

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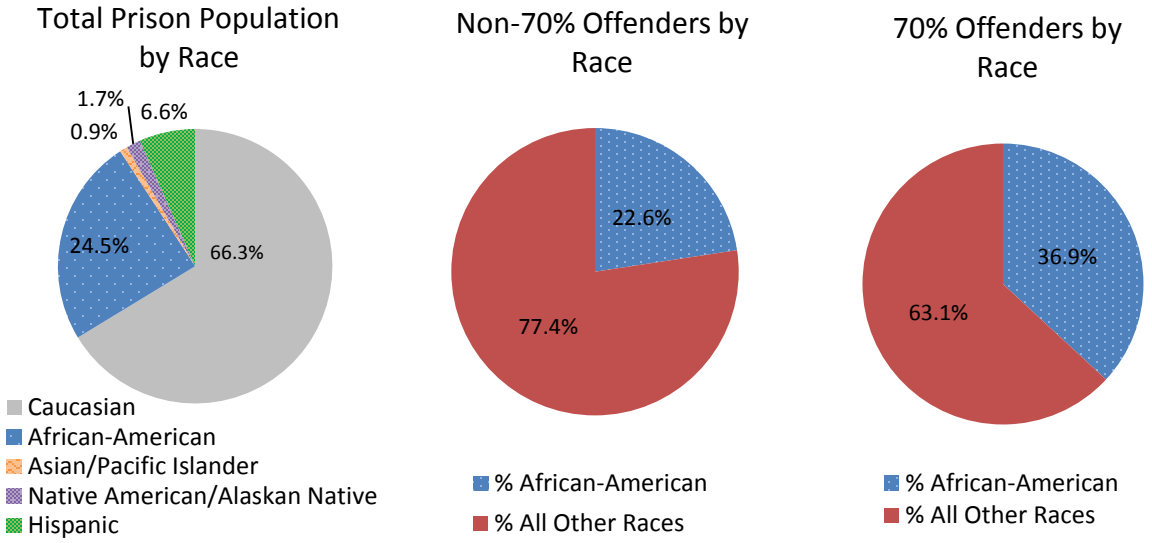
[10] Stageberg, P. & Rabey, S. (2013). An Analysis of the use of 70% Mandatory Minimum Sentences in Iowa. https://humanrights.iowa.gov/sites/default/files/media/Violent_Offender_70Pct_Report%5B1%5D.pdf

[11] https://www.legis.iowa.gov/legislation/BillBook?ga=86&ba=HF%202064

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% sentences. The effects of HF2064 are expected to decrease the prison population in the coming years; however, the full effects are not yet realized in the current projected forecast.[12]

Figure 11: Distribution of Total, 70%, and Non-70% Incarcerated Offenders by Race, FY 2018



Source: Justice Data Warehouse

In addition to the Violent Crime Initiative, the Sexual Predator law (*Iowa Code,* §901A) effective in FY 1997, imposed a requirement that certain repeat sex offenders serve 85% 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. In FY 2018, there were two releases of offenders sentenced under the sexual predator provisions.

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

Prison populations have historically experienced increases in incarcerated sex offenders. For the last four years, the sex offender population has remained between 1,180-1,210 inmates. 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

[12] More information regarding HF2064 can be found within the Opportunities for Change portion of this report.

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)."[13]

The number of individuals under community based special sentence supervision is expected to continue increasing. During FY 2018, 174 offenders returned to prison while supervised under a special sentence, an increase of 68.9% from FY 2013, with 103 special sentence returns (Appendix II, Table 4).

6.) Increases in Housing Class A Felons

The population of Class A, life sentence inmates (lifers) grew from 198 in FY 1986 to 679 in FY2018. As of June 30th 2018, 42 of the lifers in the Iowa prison system were age 70 or 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, 2018, there were only 21 inmates serving life sentences for sex offenses.

7.) Housing Federal Prisoners/Detainees

From FY 2010 to FY 2016, the number of safe keeper, compact, and other offender admissions remained stable. However, between FY 2016 and FY 2017 safe keeper admissions increased from 77 to 341. The large increase may be in part attributed to flooding in the Linn County jail which required the temporary holding of offenders in prisons. In FY 2018, safe keepers declined to 97 inmates (Appendix II, Table 4).

8.) Increases in Inmate Average LOS for Some Crime Class Categories

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 decreased for new admissions between FY 2009-FY 2018. Decreases in LOS for new inmates were observed for most crime class categories with the exception of C felony sex and Other felony sex. (Appendix IV, Table 9).[14] Examining differences in LOS for prison returns for the same time period, decreases for most crime categories were observed, with the exception of misdemeanor returns, which rose from 5.8 months in FY 2009 to 8.9 months in FY 2018. 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.

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 continuation of the pattern is expected, resulting in most sex offenders being released from prison via expiration-of-sentence.[15]

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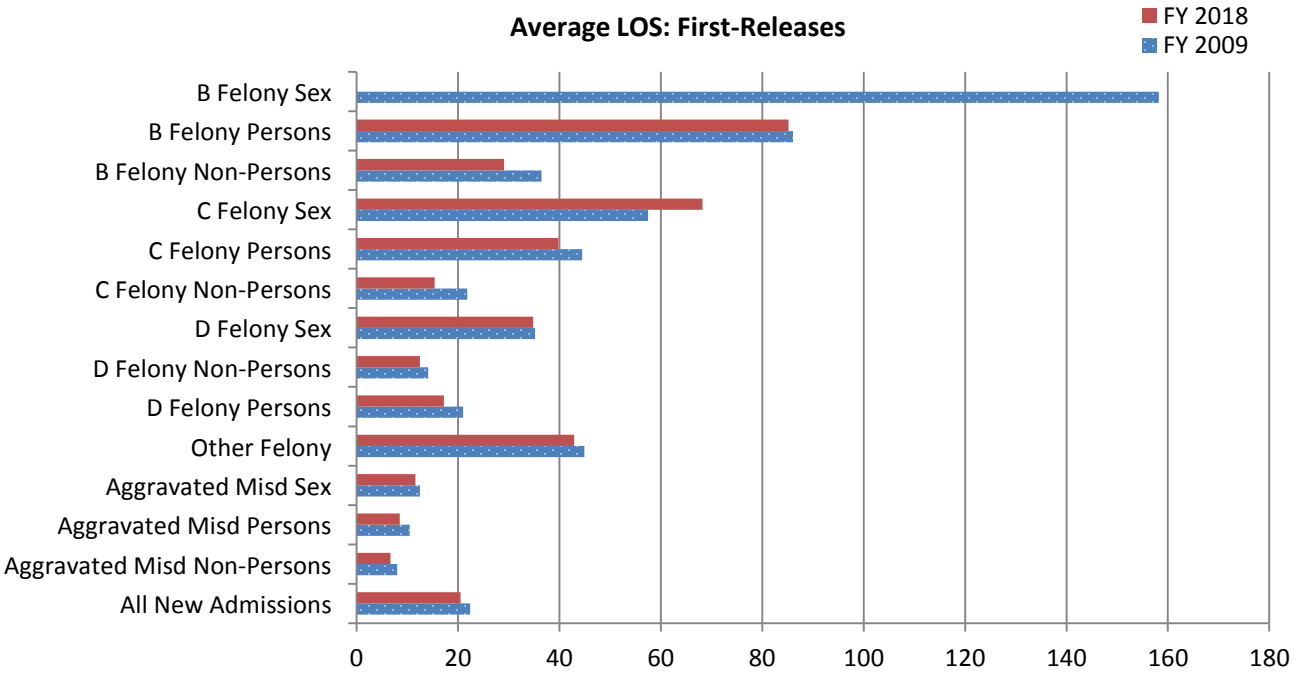
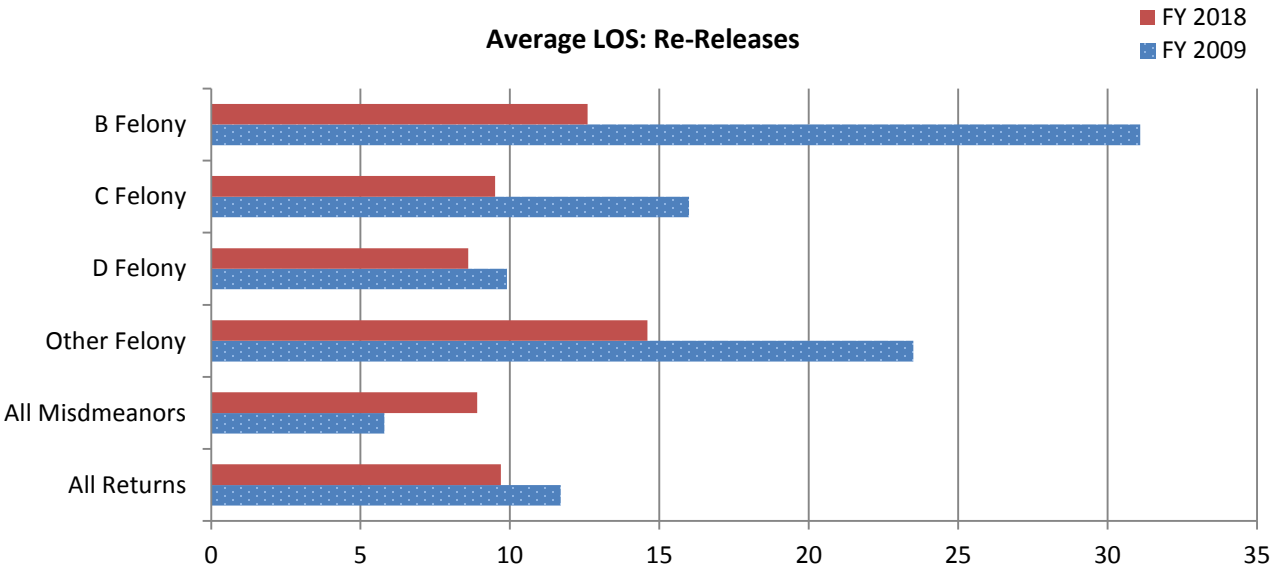
[13]Johnson, S., Davidson, C. (2014). An Analysis of the Sex Offender Special Sentence in Iowa. https://humanrights.iowa.gov/sites/default/files/media/An%20Analysis%20of%20the%20Sex%20Offender%20Special%20Sentence%20in%20Iowa_2014.pdf

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

[15] 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

Figure 12: Average LOS by Offense Class in Months, FY 2009 and FY 2018[16]





Source: Justice Data Warehouse

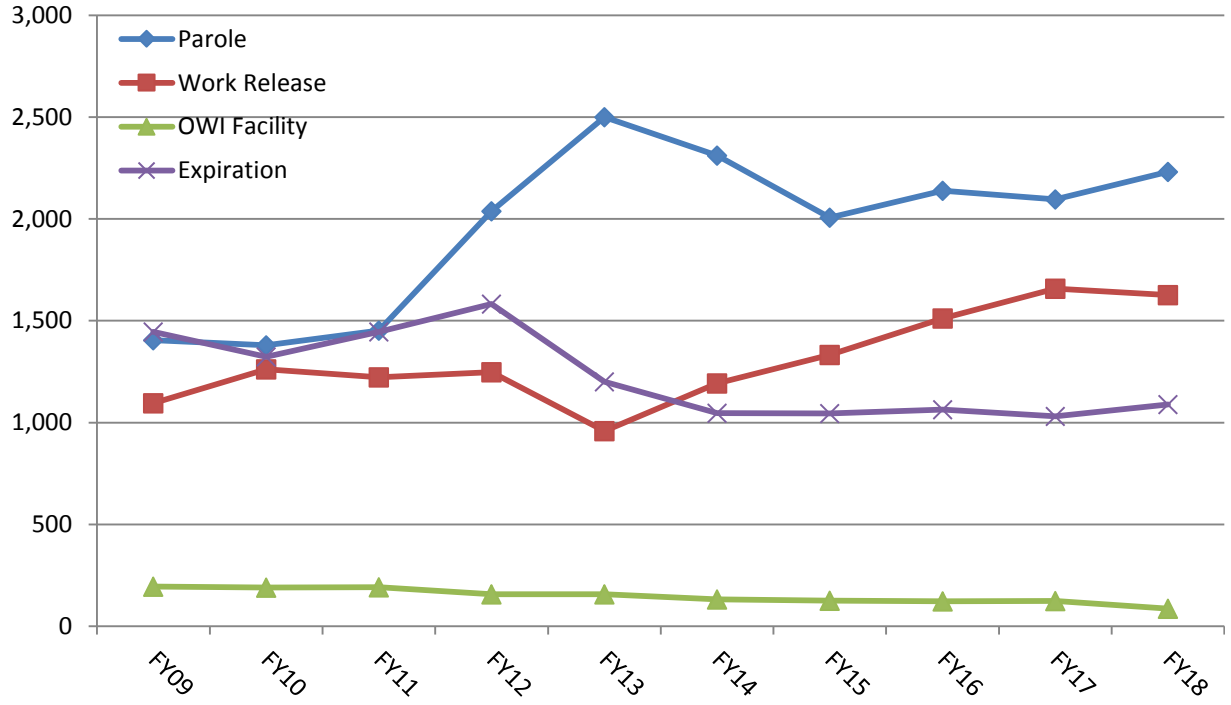
9.) Increases and Decreases in Paroles

Within the last decade, the number of offenders released from prison to parole reached a peak in FY 2013 with 2,501 inmates. From FY 2013 to FY 2018 the number of inmates released to parole decreased to 2,232. For the last six 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 (Appendix III, Table 8).

[16] In FY 2018, there were no offenders whom exited prison with a most serious B felony sex crime which did not qualify as a 70% offense. Offenders released serving a most serious 70% B felony sex crime, and their respective length-of-stay, are captured in the No Parole – Other Class B category.

While the current prison population is much higher than historical figures, it is clear that low prison populations are due in large part to changes in parole practice. While the BOP and 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



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.

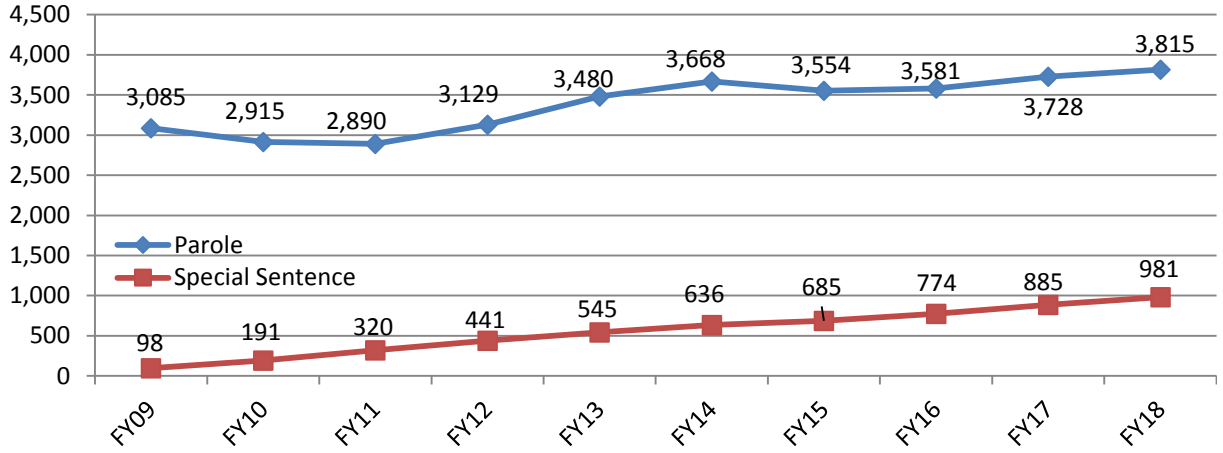
The parole supervision population has fluctuated during the decade, but in FY 2018, reached its peak with 3,815 parolees (Figure 14). Comparatively, return prison admissions rose in FY 2018 and are at the highest figure observed within this decade (N=2,245). The extent to which the released inmates are 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 12.3% since FY 2009.[17] While there was a decline in the probation population from FY 2015 through FY 2018 of 10.4%, probation

[17] 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

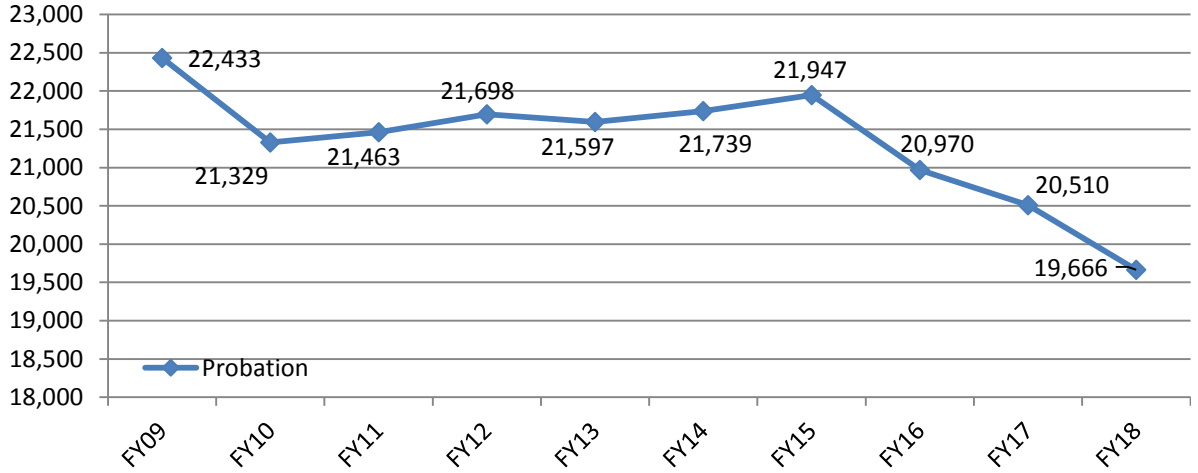
revocations to prison increased from 1,567 to 1,758 (Appendix II, Table 4). Also noteworthy are the number of offenders serving time in the community under the sex offender special sentence. This population is expected to rise dramatically in the next ten years given that there are currently 1,188 sex offenders incarcerated who will be released in the future, 990 of whom will receive lifetime community supervision. From FY 2009 through FY 2018 the number of sex offenders on special sentence supervision has rose from 98 to 981 (Figure 14).

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



Source: Justice Data Warehouse

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



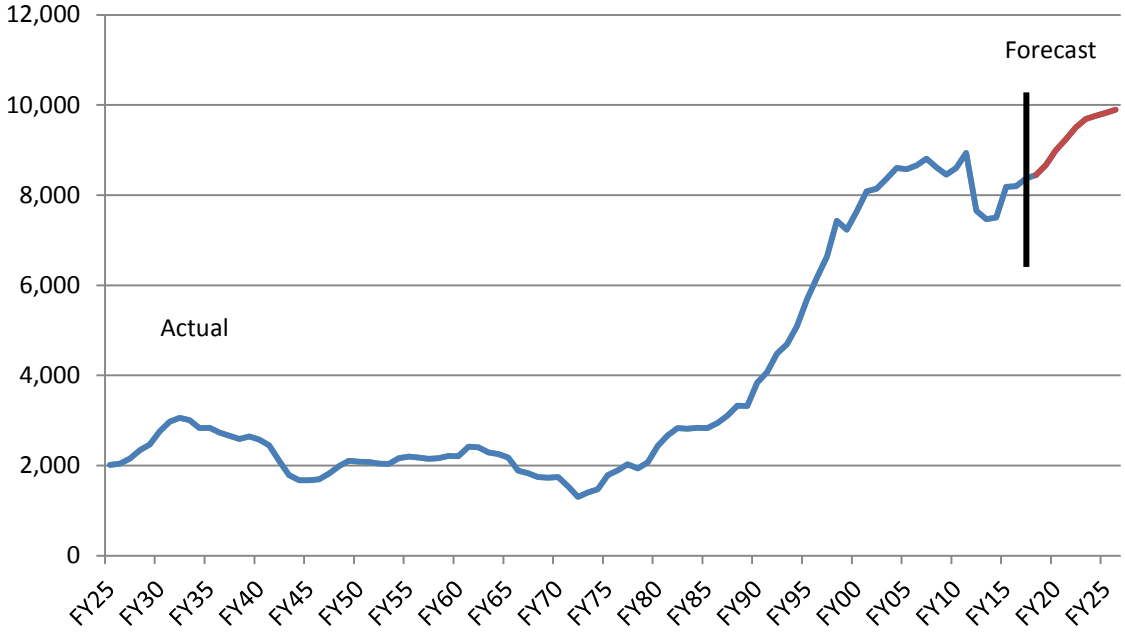
Source: Justice Data Warehouse

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.

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 reached more than 9,000 inmates and is forecasted to increase to 10,144 inmates by 2028. While this forecast serves to project a scenario for the prison population if current policy and practice continue, however there are opportunities and recent legislative changes that could result in lower prison populations.

Figure 16: Ending Prison Population since 1925 through FY 2028 Forecast



Source: Iowa Department of Corrections

Increases in Parolees

For the last seven fiscal years, the number of offenders paroled has exceeded 2,000. The ratio of paroles to expirations (a good indicator of release activity) returned to levels prior to FY 2007, with approximately one sentence-expiration per two parolees (Appendix III, Table 8). An increase in prison populations can be mitigated with assistance from the BOP. The BOP and the DOC use a variety of timely, reliable, and validated tools proven to be effective in identifying appropriate release candidates.

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 rehabilitated elsewhere or, perhaps, committed to prison for shorter periods of time.

A 2011 study produced for the 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.[18] 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.[19] Correctional impact analysis estimates that this bill was expected to reduce the number of inmates in year-one by 205 and by year-five by 179.

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 PSAB provided in their report to the General Assembly from 2013 through 2016. During SFY 2017, the Legislature enacted SF445[20] 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.

Sex Offender Legislation

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 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. 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

[18] https://humanrights.iowa.gov/sites/default/files/media/PSAB_MandatoryMinimumReport2011.pdf
[19] https://www.legis.iowa.gov/legislation/BillBook?ga=86&ba=HF2064
[20] https://www.legis.iowa.gov/legislation/BillBook?ga=87&ba=SF445

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."[21]

Both councils recommend that additional funding should be directed towards early and effective treatment for sex offenders. The PSAB continues to endorse this legislative recommendation as included in their FY 2015, FY 2016, FY 2017, and FY 2018 Annual Report to the General Assembly.

Mandatory Minimum Sentences

Another possibility for controlling future prison population increase lies with inmates serving 70% 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% 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%). [22]

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 LOS 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 BOP 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 high risk to reoffend or those individuals who pose a significant threat to public safety."[23]

This recommendation continued to be endorsed as a priority area for the PSAB in their 2016 report to the Legislature. Consequently, in 2016, HF2064 was passed which includes elements of PSAB's mandatory minimum recommendation. As previously mentioned, this bill decreased the mandatory minimum term for parole eligibility for Robbery 2nd offenders to a range of 50% to

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[21] 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

[22] 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

[23] 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

70%, established a new crime of Robbery 3rd which is an aggravated misdemeanor and not subject to a mandatory term, and reduced the mandatory minimum for §726.6 Child Endangerment convictions from 70% to 30% of prescribed confinement.

The collective impact of this legislation revealed this bill will not result in an increase or decrease in the total number of convictions, but rather some crimes that were formerly Robbery 2nd, Theft 1st, or Aggravated Assault will become Robbery 3rd under this legislation. Correctional impact analysis estimated there will be a reduction in prison admissions, as some crimes that were formerly felonies will become misdemeanors, also influencing the prison population projections; suggesting a decrease by 166 inmates by year-seven of enactment.

Also, in 2017, a HF263 was passed which created a mandatory term for offenders who have been convicted of a third or subsequent domestic abuse assault crime. The mandatory term requires serving between one-fifth of the maximum term, which for this offense would be up to five years. The bill also expanded the definition of stalking to include instances where a victim *feels* terrorized, frightened, intimidated, or threatened by another and *feels* that another person intends to cause harm. The collective prison impact of this bill would result in 84 additional offenders in the prison population by the fifth year of implementation. This bill was also expected to have a racial impact being that 21.0% of offenders convicted in FY 2016 of domestic abuse, harassment, and stalking were African-American.

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."[24] At the time of this ruling, it was estimated that "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."[25] As of June 30th, 2018, there were 78 inmates who were under 18 at the time of their offense serving a most serious mandatory minimum criminal sentence. As a result of this legislation, these offenders may be eligible for release prior to their mandatory minimum term.

[24] 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/

[25] Ibid

APPENDIX I: Prison Population Forecasted Figures

Table 1: Mid-Year Prison Populations and Capacities: Total[26] [27]

Fiscal Year	Total Inmates June 30th	Increase Decrease	% Change	Total Prison Capacity	Population as % of Capacity
ACTUAL					
FY2009	8,453	--	--	7,414	114.0%
FY2010	8,602	149	1.8%	7,414	116.0%
FY2011	8,787	185	2.1%	7,209	121.9%
FY2012	8,333	-454	-5.2%	7,209	115.6%
FY2013	8,078	-255	-3.1%	7,209	112.1%
FY2014	8,119	41	0.5%	7,428	109.3%
FY2015	8,188	69	0.8%	7,276	112.5%
FY2016	8,196	8	0.1%	7,322	111.9%
FY2017	8,371	175	2.1%	7,288[28]	114.9%
FY2018	8,447	76	0.9%	7,305	115.6%
FORECAST					
FY2019	8,668	221	2.6%	7,305	118.6%
FY2020	8,991	323	3.7%	7,305	123.1%
FY2021	9,241	250	2.8%	7,305	126.5%
FY2022	9,503	262	2.8%	7,305	130.1%
FY2023	9,689	186	2.0%	7,305	132.6%
FY2024	9,764	75	0.8%	7,305	133.7%
FY2025	9,828	64	0.7%	7,305	134.5%
FY2026	9,898	70	0.7%	7,305	135.5%
FY2027	9,991	93	0.9%	7,305	136.8%
FY2028	10,144	153	1.5%	7,305	138.9%

Source: ICON and Prison Forecast Estimates

[26] 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.

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

[28] https://doc.iowa.gov/daily-statistics; The 2018 prison capacity is reported as of 10/03/2018.

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

Fiscal Year	# Women June 30th	Increase Decrease	% Change	Capacity	Population as % of Capacity
ACTUAL					
FY2009	669	--	--	573	116.8%
FY2010	707	38	5.7%	573	123.4%
FY2011	686	-21	-3.0%	585	117.3%
FY2012	682	-4	-0.6%	585	116.6%
FY2013	610	-72	-10.6%	585	104.3%
FY2014	616	6	1.0%	778	79.2%
FY2015	676	60	9.7%	778	86.9%
FY2016	670	-6	-0.9%	778	86.1%
FY2017	739	69	10.3%	774	95.5%
FY2018	731	-8	-1.1%	774	94.4%
FORECAST					
FY2019	745	14	1.9%	774	96.2%
FY2020	773	28	3.8%	774	99.9%
FY2021	795	22	2.8%	774	102.7%
FY2022	817	22	2.8%	774	105.6%
FY2023	833	16	1.9%	774	107.6%
FY2024	840	7	0.8%	774	108.5%
FY2025	845	5	0.6%	774	109.2%
FY2026	851	6	0.7%	774	109.9%
FY2027	859	8	0.9%	774	111.0%
FY2028	872	13	1.5%	774	112.7%

Source: ICON and Prison Forecast Estimates

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

Fiscal Year	# Men June 30th	Increase Decrease	% Change	Capacity	Population as % of Capacity
ACTUAL					
FY2009	7,784	--	--	6,841	113.8%
FY2010	7,895	111	1.4%	6,841	115.4%
FY2011	8,101	206	2.6%	6,624	122.3%
FY2012	7,651	-450	-5.5%	6,624	115.5%
FY2013	7,468	-183	-2.4%	6,624	112.7%
FY2014	7,503	35	0.5%	6,650	112.8%
FY2015	7,512	9	0.1%	6,498	115.6%
FY2016	7,526	14	0.2%	6,544	115.0%
FY2017	7,632	106	1.4%	6,514	117.2%
FY2018	7,716	84	1.1%	6,531	118.1%
FORECAST					
FY2019	7,923	207	2.7%	6,531	121.3%
FY2020	8,218	295	3.7%	6,531	125.8%
FY2021	8,446	228	2.8%	6,531	129.3%
FY2022	8,686	240	2.8%	6,531	133.0%
FY2023	8,856	170	1.9%	6,531	135.6%
FY2024	8,924	68	0.8%	6,531	136.6%
FY2025	8,983	59	0.7%	6,531	137.5%
FY2026	9,047	64	0.7%	6,531	138.5%
FY2027	9,132	85	0.9%	6,531	139.8%
FY2028	9,272	140	1.5%	6,531	142.0%

Source: ICON and Prison Forecast Estimates

APPENDIX II: Prison Admission Populations and Forecasts

Table 4: Prison Admissions by Admission Reason

											%Change
Admission Type	**FY2009**	**FY2010**	**FY2011**	**FY2012**	**FY2013**	**FY2014**	**FY2015**	**FY2016**	**FY2017**	**FY2018**	**FY2009-FY2018**
New Court Commitments	1,783	1,970	1,951	2,112	2,020	2,048	1,828	1,932	2,025	1,886	5.8%
New/Probation Revocations	1,189	1,348	1,534	1,508	1,497	1,655	1,567	1,561	1,636	1,758	47.8%
NEW ADMISSIONS	**2,972**	**3,318**	**3,485**	**3,620**	**3,517**	**3,703**	**3,395**	**3,493**	**3,661**	**3,644**	**22.6%**
Parole Return	715	657	692	664	800	896	1,020	1,057	1,186	1,375	92.3%
Work Release Returns	317	404	420	443	472	540	597	714	713	632	99.4%
OWI Facility Returns	85	73	89	91	87	49	64	54	47	37	-56.5%
Special Sentence Return	28	51	68	89	103	106	137	135	135	174	521.4%
Prison Compact	7	3	8	7	3	4	7	11	9	7	0.0%
Other Return[29]	--	--	--	--	--	--	--	--	--	20	--
RETURNS	**1,152**	**1,188**	**1,277**	**1,294**	**1,465**	**1,595**	**1,825**	**1,971**	**2,090**	**2,245**	**94.9%**
Safe Keeper[30]	1,077	37	47	57	48	46	47	77	341	97	-91.0%
Violators	272	202	--	--	--	--	--	--	--	--	--
Other Admissions[31]	9	6	17	8	4	10	--	17	6	6	-33.3%
TOTAL ADMISSIONS	**5,482**	**4,751**	**4,826**	**4,979**	**5,034**	**5,354**	**5,267**	**5,558**	**6,098**	**5,992**	**9.3%**

Source: Justice Data Warehouse

[29] Other returns include offenders who returned from a stay under appeal, other state supervision, or a return into county jail contract. For the purposes of this report, the 'other return' category was established in FY2018.

[30] The rise in safe keeper placements in FY 2009 and FY 2017 was due in-part to placement of Linn County inmates as the result of jail flooding.

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

Table 5: New Prison Admission by Offense Type and Subtype[32]

											%Change
	FY2009	**FY2010**	**FY2011**	**FY2012**	**FY2013**	**FY2014**	**FY2015**	**FY2016**	**FY2017**	**FY2018**	**FY2009-FY2018**
OFFENSE TYPE											
Drug	722	795	881	1,000	900	948	834	845	915	897	24.2%
Violent	803	920	911	923	920	981	967	928	1,047	1,019	26.9%
Property	828	944	993	1,016	1,008	1,100	941	1,070	1,015	1,156	39.6%
Public Order	507	537	586	568	540	533	500	481	539	534	5.3%
Other	112	121	114	113	149	140	153	169	145	37	-67.0%
No Charge	0	1	0	0	0	1	0	0	0	1	-
TOTAL	**2,972**	**3,318**	**3,485**	**3,620**	**3,517**	**3,703**	**3,395**	**3,493**	**3,661**	**3,644**	
OFFENSE SUBTYPE											
Alcohol	29	46	63	68	63	56	60	49	37	33	13.8%
Arson	13	20	24	21	27	26	24	20	25	34	161.5%
Assault	437	474	494	499	518	542	551	526	564	570	30.4%
Burglary	320	396	414	448	426	402	349	411	391	431	34.7%
Drug Offenses	722	795	881	1,000	900	948	834	845	915	897	24.2%
Flight/Escape	13	8	9	9	10	7	3	9	5	10	-23.1%
Forgery/Fraud	132	149	156	164	164	197	171	193	177	180	36.4%
Kidnapping	24	9	9	11	6	17	12	18	16	12	-50.0%
Murder/Manslaughter	64	80	58	77	64	85	68	78	92	88	37.5%
OWI	283	299	304	289	228	229	216	202	221	171	-39.6%
Pimping/Prostitution	8	3	8	7	7	6	1	2	1	0	-
Robbery	46	71	67	50	56	67	69	71	90	75	63.0%
Sex Offenses	182	211	200	217	204	201	187	166	216	192	5.5%
Theft	308	330	336	341	343	418	352	388	368	451	46.4%
Traffic	66	77	76	72	90	79	64	70	66	86	30.3%
Weapons	37	48	56	53	73	86	84	80	118	135	264.9%
All Other Offenses	288	302	330	294	338	337	350	365	359	279	-3.1%
TOTAL NEW ADMITS	**2,972**	**3,318**	**3,485**	**3,620**	**3,517**	**3,703**	**3,395**	**3,493**	**3,661**	**3,644**	**22.6%**

Source: Justice Data Warehouse

[32] Figures may differ from previous reports due to recent corrections made in historical databases.

Table 6: New Admissions by Offense Class

											%Change
	FY2009	**FY2010**	**FY2011**	**FY2012**	**FY2013**	**FY2014**	**FY2015**	**FY2016**	**FY2017**	**FY2018**	**FY2009 – FY2018**
OFFENSE CLASS											
A Felony	17	17	14	22	13	22	25	24	26	18	5.9%
B Felony	165	196	189	171	168	179	155	169	179	167	1.2%
C Felony	701	812	825	894	829	913	813	828	876	853	21.7%
D Felony	1,299	1,448	1,447	1,501	1,507	1,551	1,433	1,473	1,529	1,530	17.8%
Other Felony	132	161	160	183	199	182	176	182	185	204	54.5%
Aggravated Misd.	638	655	823	823	775	825	766	786	837	841	31.8%
Serious Misd.	20	29	27	26	25	28	25	30	29	29	45.0%
Other Misd.	0	0	0	0	1	1	1	0	0	1	-
Blank	0	0	0	0	0	2	1	1	0	1	-
TOTAL NEW ADMITS	**2,972**	**3,318**	**3,485**	**3,620**	**3,517**	**3,703**	**3,395**	**3,493**	**3,661**	**3,644**	**22.6%**

Source: Justice Data Warehouse

Table 7: Prison Admissions: Actual and Projected[33]

	New Admissions:		Readmissions:	
	#	% Change	#	% Change
ACTUAL				
FY2009	2,972	--	1,152	--
FY2010	3,318	11.6%	1,188	3.1%
FY2011	3,485	5.0%	1,277	7.5%
FY2012	3,620	3.9%	1,294	1.3%
FY2013	3,517	-2.8%	1,465	13.2%
FY2014	3,703	5.3%	1,595	8.9%
FY2015	3,395	-8.3%	1,825	14.4%
FY2016	3,493	2.9%	1,971	8.0%
FY2017	3,661	4.8%	2,090	6.0%
FY2018	3,644	-0.5%	2,245	7.4%
FORECAST				
FY2019	3,656	0.3%	2,225	-0.9%
FY2020	3,718	1.7%	2,195	-1.3%
FY2021	3,741	0.6%	2,295	4.5%
FY2022	3,843	2.7%	2,437	6.2%
FY2023	3,829	-0.4%	2,434	-0.1%
FY2024	3,907	2.0%	2,587	6.3%
FY2025	3,960	1.4%	2,668	3.1%
FY2026	3,944	-0.4%	2,747	3.0%
FY2027	4,025	2.0%	2,784	1.3%
FY2028	4,034	0.2%	2,838	1.9%

Source: Justice Data Warehouse

[33] For an explanation of forecast categories, please refer to the Forecasting the Prison Population section of this analysis.

APPENDIX III: Prison Release Populations

Table 8: Prison Releases by Release Reason

											% Change
	FY2009	**FY2010**	**FY2011**	**FY2012**	**FY2013**	**FY2014**	**FY2015**	**FY2016**	**FY2017**	**FY2018**	**FY2009-FY2018**
To Parole	1,405	1,379	1,452	2,039	2,501	2,312	2,007	2,139	2,096	2,232	58.9%
To Work Release	1,095	1,261	1,222	1,248	959	1,192	1,332	1,511	1,658	1,627	48.6%
To OWI Facility	194	190	192	157	157	131	125	122	124	86	-55.7%
Expiration of Sentence	1,446	1,323	1,445	1,582	1,201	1,047	1,045	1,064	1,031	1,089	-24.7%
Other Violator	278	274	40	-	-	-	-	-	-	-	-
Escapes	1	-	-	1	1	-	-	-	-	-	-
Other Releases[34]	1,872	266	464	616	739	620	646	185	839[35]	670	-64.2
Special Sentence	-	-	-	-	-	-	-	158	180	223	-
TOTAL RELEASES	**6,291**	**4,693**	**4,815**	**5,643**	**5,558**	**5,302**	**5,155**	**5,179**	**5,928**	**5,927**	**-5.8%**
Ratio paroles: expirations	1.0	1.0	1.0	1.3	2.1	2.2	1.9	2.0	2.0	2.0	--

Source: Justice Data Warehouse

[34] Other releases include those offenders released via shock probation.

[35] 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).

APPENDIX IV: LOS for Release Cohorts

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

											% Change
	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018	FY2009–FY2018
NEW ADMISSIONS											
*No Parole[36] - 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	184.0	149.9	142.2	159.1	-24.2%
*No Parole - Class C	84.0	84.0	84.0	84.0	84.0	84.0	82.5	83.4	71.2	85.3	1.5%
*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	86.1	109.4	123.5	131.8	108.0	101.6	106.0	132.0	90.2	85.2	-1.0%
B Felony Non-Persons	36.5	42.8	38.6	39.0	40.5	34.7	36.9	33.5	26.9	29.1	-20.3%
B Felony Sex	158.2	138.1	152.3	174.6	157.3	172.8	209.1	274.5	247.3	--[37]	--
C Felony Persons	44.5	47.6	43.7	47.1	38.0	45.0	37.5	38.2	38.9	39.8	-10.6%
C Felony Non-Persons	21.8	24.7	23.3	23.4	21.8	18.7	17.6	19.5	17.4	15.4	-29.3%
C Felony Sex	57.5	59.7	64.0	66.7	63.5	66.5	63.4	58.2	64.7	68.2	18.6%
D Felony Persons	21.0	22.0	20.6	21.2	16.9	17.0	15.3	16.6	15.4	17.2	-18.1%
D Felony Non-Persons	14.1	14.6	14.5	13.5	12.2	11.2	11.5	11.7	11.3	12.5	-11.3%
D Felony Sex	35.2	31.5	36.8	31.7	33.0	32.0	24.1	30.5	29.9	34.8	-1.1%
Other Felony[38]	44.9	39.6	39.7	43.8	38.2	40.6	38.3	32.0	48.6	42.9	-4.4%
Other Felony Non-Persons	41.8	39.1	36.4	41.2	35.2	36.3	36.1	29.2	38.4	31.9	-23.7%
Other Felony Persons	430.9	80.7	NA	247.1	314.7	489.8	471.2	472.4	354.4	378.9	-12.1%
Other Felony Sex	39.8	NA	409.8	109.3	NA	NA	45.1	39.2	52.3	42.3	6.3%
Agg Misd Persons	10.5	9.5	9.0	8.7	8.6	8.3	8.4	8.7	9.0	8.5	-19.0%
Agg Misd Non-Persons	8.0	7.9	6.9	7.0	7.1	6.6	7.1	7.0	6.4	6.7	-16.2%
Agg Misd Sex	12.5	11.5	13.5	12.9	11.9	12.9	8.6	8.3	15.0	11.6	-7.2%
Serious Misd	12.4	6.4	6.9	7.3	6.2	6.9	10.6	5.9	7.3	6.4	-48.4%
Drunk Driving Initial Stay	6.6	5.6	8.0	7.5	6.1	3.9	5.2	5.3	5.8	6.1	-7.6%
TOTAL AVERAGE	**22.4**	**23.5**	**21.5**	**23.2**	**21.5**	**19.5**	**20.2**	**21.1**	**21.7**	**20.5**	**-8.5%**

Source: Justice Data Warehouse

[36] "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 2009-2018 denotes expected LOS unless there have been actual releases in those categories.

[37] In FY 2018, there were no offenders whom exited prison with a most serious B felony sex crime which did not qualify as a 70% offense. Offenders released serving a most serious 70% B felony sex crime, and their respective length-of-stay, are captured in the No Parole – Other Class B category.

[38] Other felony groups tend to include sentencing enhancements.

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

											% Change
	FY2009	**FY2010**	**FY2011**	**FY2012**	**FY2013**	**FY2014**	**FY2015**	**FY2016**	**FY2017**	**FY2018**	**FY2009-FY2018**
READMISSIONS											
B Felony	31.1	30.3	27.8	31.2	26.2	22.7	12.3	15.7	12.7	12.6	-59.5%
C Felony	16.0	15.4	17.6	16.2	13.7	12.5	10.0	10.5	10.0	9.5	-40.6%
D Felony	9.9	10.6	11.6	10.3	8.8	8.5	7.7	8.2	7.8	8.6	-13.1%
Other Felony	23.5	26.3	25.4	26.0	20.2	7.4	12.8	15.0	16.8	14.6	-37.9%
Drunk Driving Returns	9.9	10.0	12.4	10.3	8.3	7.3	6.6	7.3	6.3	7.2	-27.3%
Special Sentence Returns	-	-	-	-	-	-	6.5	17.2	20.6	2.8	--
All Misdemeanors	5.8	6.4	5.0	9.0	5.9	5.8	10.7	7.3	5.8	8.9	53.4%
TOTAL AVERAGE	**11.7**	**13.6**	**13.6**	**13.9**	**11.7**	**9.9**	**10.3**	**10.7**	**9.8**	**9.7**	**-17.1%**

Source: Justice Data Warehouse

APPENDIX V: Probation Populations and Revocations Information

Table 11: Percentage of Probation Population Revoked

Fiscal Year	Probation Population	Probation Revocations	% Revoked	Rate of Revocation
FY2009	22,433	1,189	5.3%	19:1
FY2010	21,329	1,348	6.3%	16:1
FY2011	21,463	1,534	7.1%	14:1
FY2012	21,698	1,508	6.9%	14:1
FY2013	21,597	1,497	6.9%	14:1
FY2014	21,739	1,655	7.6%	13:1
FY2015	21,947	1,567	7.1%	14:1
FY2016	20,970	1,629	7.8%	13:1
FY2017	20,510	1,614	7.9%	13:1
FY2018	19,701	1,775	9.0%	11:1

Source: Justice Data Warehouse

APPENDIX VI. Prison Population Demographics

Table 12: Prison Population Demographic Trends[39]

	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2015	FY2016	FY2017	FY2018	% Difference FY2009-FY2018
RACE											
Caucasian	64.8%	65.0%	64.7%	64.5%	64.6%	64.7%	65.3%	65.3%	65.7%	66.3%	1.5%
African-American	25.7%	25.4%	25.9%	26.2%	26.1%	26.0%	25.5%	25.3%	25.1%	24.5%	-1.2%
Asian/Pacific Islander	0.9%	0.9%	0.8%	0.9%	0.9%	0.8%	0.8%	0.8%	0.8%	0.9%	0.0%
Native American/Alaskan	1.8%	1.8%	1.9%	1.8%	1.7%	1.8%	1.7%	1.5%	1.6%	1.7%	-0.1%
Hispanic[40]	6.8%	6.8%	6.7%	6.6%	6.7%	6.8%	6.7%	7.0%	6.8%	6.6%	-0.2%
Unknown	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
SEX											
Male	92.1%	91.8%	92.2%	91.8%	92.4%	92.4%	91.7%	91.8%	91.2%	91.3%	-0.8%
Female	7.9%	8.2%	7.8%	8.2%	7.6%	7.6%	8.3%	8.2%	8.8%	8.7%	0.8%
AGE											
17 and Under	0.2%	0.2%	0.2%	0.1%	0.2%	0.1%	0.0%	0.0%	0.1%	0.1%	-0.1%
18-20	5.0%	5.4%	5.1%	4.9%	4.7%	4.3%	2.7%	2.4%	3.3%	3.5%	-1.5%
21-25	17.4%	17.3%	17.6%	17.3%	18.2%	17.6%	16.4%	15.6%	16.2%	14.7%	-2.7%
26-30	17.7%	17.1%	16.8%	16.6%	16.2%	16.4%	17.4%	18.1%	17.9%	17.7%	0.0%
31-35	13.9%	14.0%	14.8%	14.8%	14.9%	15.9%	15.4%	15.8%	15.9%	15.8%	1.9%
36-40	12.4%	12.3%	11.7%	11.2%	11.0%	11.1%	12.6%	13.1%	13.0%	13.9%	1.5%
41-50	21.8%	21.3%	21.1%	20.8%	20.4%	19.4%	18.6%	17.8%	17.3%	17.1%	-4.7%
51-60	8.8%	9.3%	9.7%	10.7%	10.2%	10.8%	12.1%	12.3%	11.4%	11.9%	3.1%
61-70	2.3%	2.4%	2.5%	2.8%	3.3%	3.4%	3.5%	3.7%	3.8%	4.0%	1.7%
71-80	0.4%	0.5%	0.6%	0.6%	0.7%	0.9%	1.1%	1.0%	1.0%	1.1%	0.7%
81+	0.1%	0.1%	0.0%	0.1%	0.1%	0.1%	0.2%	0.2%	0.2%	0.2%	0.1%
Unknown	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
TOTAL	**8,453**	**8,602**	**8,787**	**8,333**	**8,078**	**8,119**	**8,188**	**8,196**	**8,371**	**8,447**	**--**

Source: Justice Data Warehouse and Iowa Department of Corrections

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

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