

# Iowa Prison Population Forecast FY2008-2018

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Division of Criminal and Juvenile Justice Planning

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## INTRODUCTION

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

This report has been developed to assist the Executive and Legislative Branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. While this document forecasts Iowa's prison population through state FY2018, it is not meant to be a *prediction* of what will happen. Rather, it attempts to assess the impacts of *current* policy. Of course, policies and procedures are not static. But a document such as this helps in managing those changes so that, once they occur, there's minimal surprise as to their impact. Thus, when this document forecasts a prison population of 8,900 in FY2018, it is suggesting that recent history indicates that population pressures on Iowa's prison system may have abated somewhat, but still exist.

This year's forecast suggests that current policies and procedures will result in a smaller prison population in ten years than previous forecasts. Nonetheless, after a brief period of decline, this forecast shows a resumption of increases in FY2011. Some of the eventual increase is due to recent changes in policy. In FY2006, for example, sex offender statutes were toughened and a new "special sentence" was created. This year's forecast, as a result, projects the addition of 138 sex offenders to the population between 6/30/2008 and 6/30/2018. This forecasted increase is probably an underestimation, as the impacts of some of the 2005 changes are yet uncertain.

In FY08 Iowa continued to exhibit a high rate of incarceration for African-Americans. Trends suggest that this rate will continue through the projection period, with African-Americans accounting for about 25 percent of the population. The violent crime initiative of the mid-1990's continues to disproportionately affect African-Americans; while about 14 percent of African-American inmates were serving "70%" sentences on 6/30/08, trends suggest that this will increase to 19 percent by the end of FY2018 (the projected increase for white inmates is from about 9% to 12%). The Forecast projects an increase of 370 inmates serving "70%" sentences by the end of the forecast period.

There is some guesswork involved in preparing a forecast. An example is found in attempting to estimate the impact of the sex offender legislation passed in 2005. Among the features of the legislation was a Class A felony for some second-time sex offenders and a "special sentence" that requires ten-year or lifetime supervision of some sex offenders following completion of their original periods of prison or probation. While CJJP originally estimated that 13 offenders per year would be eligible for the new Class A sentence, as of this writing no inmates have been received under the new provision and only nineteen prisoners were released from prison to the special sentence (via expiration) during FY08. Anticipating their eventual impact on the prison population, therefore, cannot rely entirely on an examination of past justice system practices.

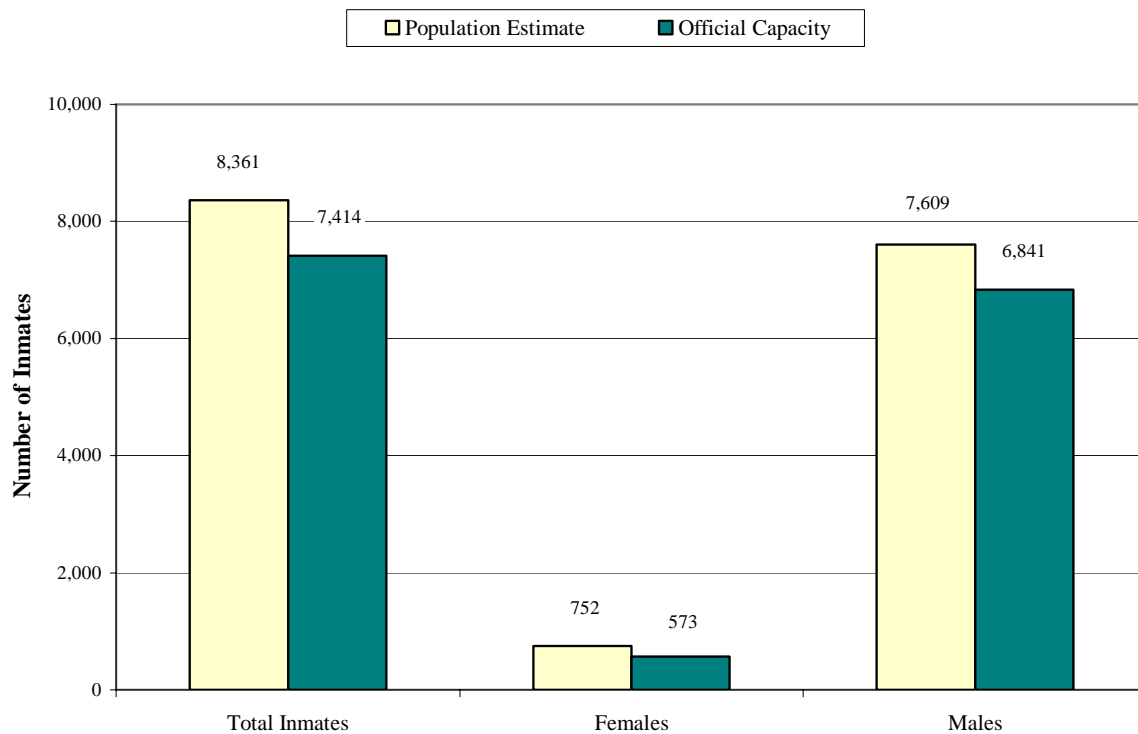
Thus, this report is not an attempt to *predict* the future of Iowa's prison population. Instead, it is meant to provide an indication of the direction Iowa can anticipate its prison population will move under current policies and procedures. As these are modified, the State can anticipate different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

## SHORT-TERM OUTLOOK

Iowa's prison population is expected to drop between the end of state FY2008 and FY2009, although the population is expected to continue exceeding official prison capacity. By June 30, 2009, Iowa's prison population is expected to exceed official capacity by about 947 inmates, or by about 12.8 percent, if current offender behaviors and justice system trends, policies, and practices continue (Table 1).<sup>1</sup> Women's facilities are expected to hold about 179 more inmates than the official capacity, and men's facilities are expected to hold about 768 more inmates than the official capacity (Tables 2 and 3)

The level of crowding in women's facilities is expected to exceed the level of crowding in men's facilities. The female inmate population is projected to exceed capacity by about 31.3 percent, and the male inmate population is projected to exceed capacity by about 11.2 percent, by mid-year 2009

**Projected Populations & Official Capacities: Mid-Year 2009**



Source Data: Tables 1-3

<sup>1</sup> Tables may be found in the appendix.

## LONG-TERM PROJECTED POPULATIONS

### *Total Inmates*

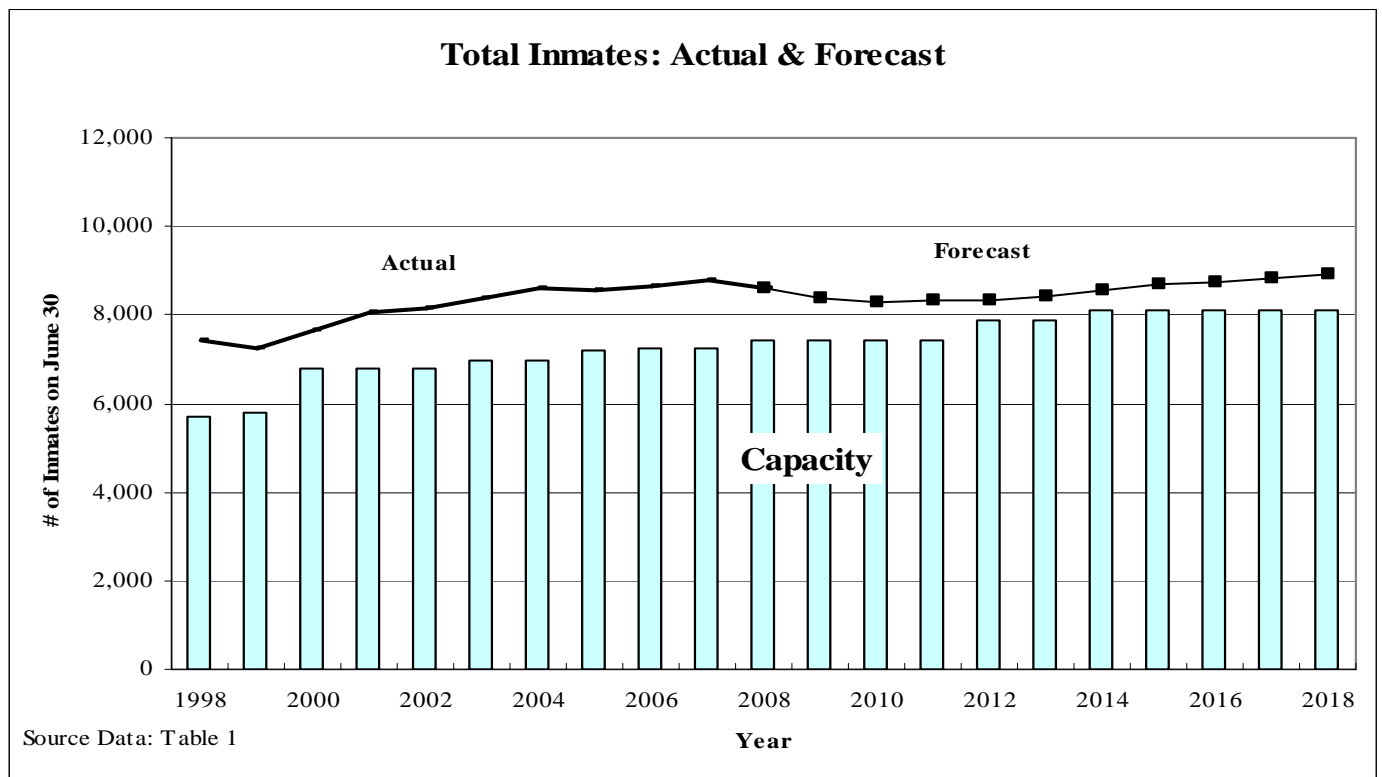
If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population may be expected to increase from 8,618<sup>2</sup> inmates on June 30, 2008 to about 8,900 inmates on June 30, 2018, or by about 3.3 percent over the ten-year period (Table 1).

### *Male & Female Inmates*

The female inmate population is projected to increase from 740 inmates on June 30, 2008 to about 864 inmates by mid-year 2018, or by about 17 percent over the ten-year period (Table 2). The population of male inmates is expected to increase by about 2.0 percent during this same period (Table 3).

### *Prison Capacity*

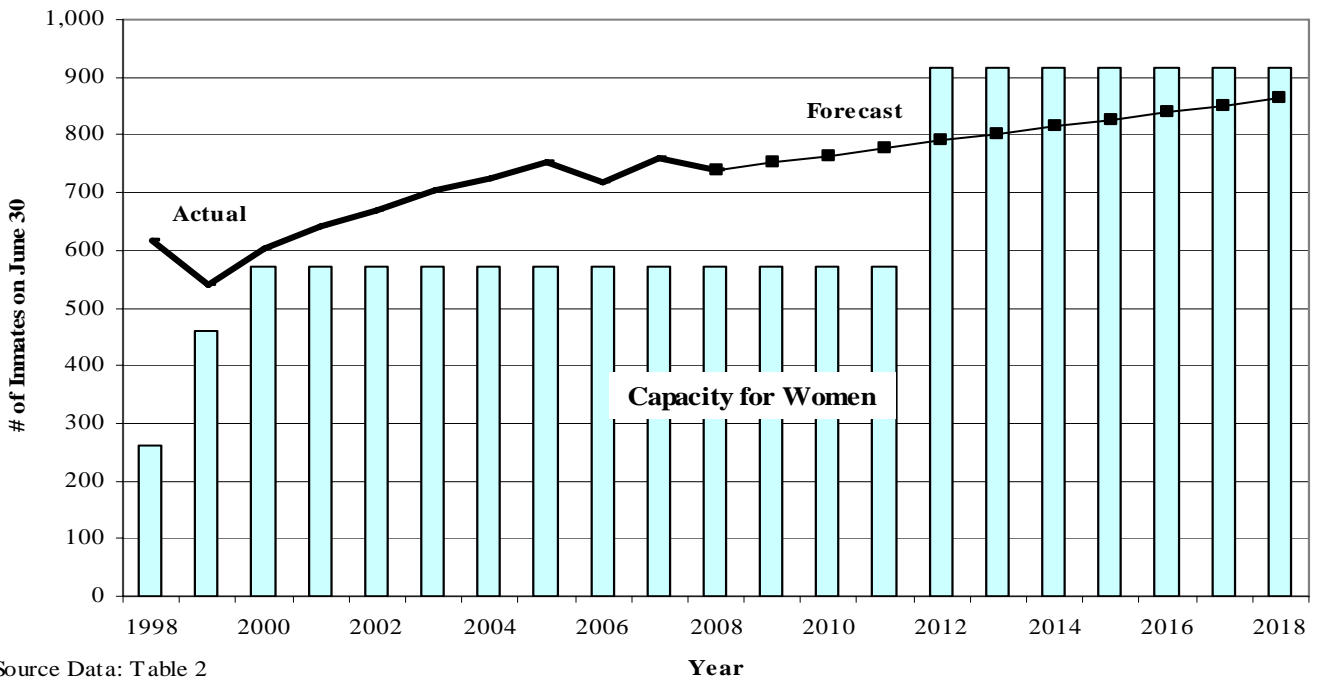
When compared with official Department of Corrections prison population capacities, and taking into consideration currently-planned increases in prison capacity, the female inmate population is projected to fill 94 percent of official capacity<sup>3</sup>, and the male inmate population is projected to exceed capacity by about 12 percent, by mid-year 2018 (Tables 2 and 3).



<sup>2</sup> This figure does not include 122 Linn County inmates held as “safekeepers” awaiting reconstruction of the Linn County Jail.

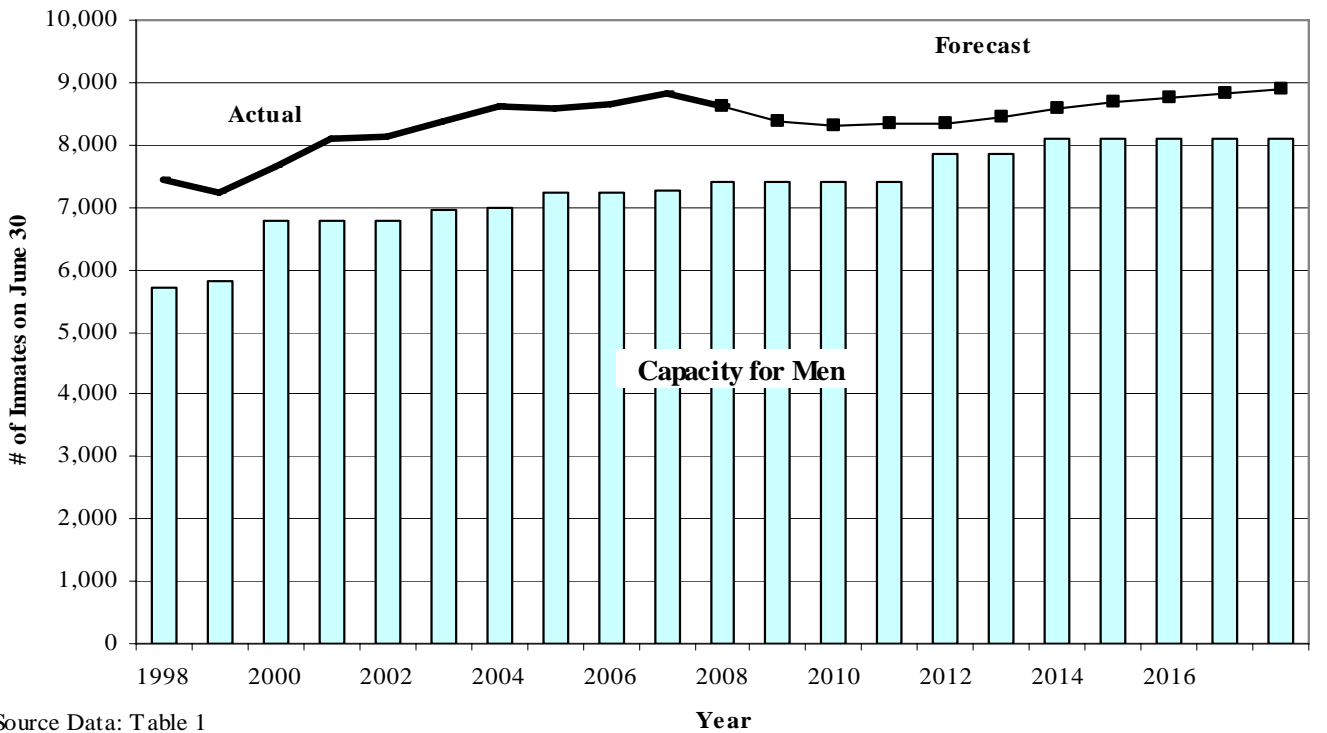
<sup>3</sup> This percentage is based upon the total beds available for women, including administrative medical beds, which are not usually included in calculating available beds. As of this writing, the number of available non-administrative medical beds for women in 2012 and beyond has not been determined.

### Female Inmates: Actual & Forecast



Source Data: Table 2

### Total Inmates: Actual & Forecast



Source Data: Table 1

## FACTORS INFLUENCING PRISON GROWTH

This year's Forecast paints a picture unlike previous forecasts, which have consistently projected significantly increasing prison populations in Iowa. While this year's Forecast suggests a population increase in ten years, it also suggests that in six to seven years the population won't be much different in size than it was on June 30, 2008. It also suggests that there should be a *reduction* in population through at least 2013.

Last year, CJJP projected 9,730 inmates by mid-year 2017, if current offender behaviors and justice system trends, policies, and practices continued. The current forecast for mid-year 2017 is 8,834, or 896 fewer inmates than projected last year – and a forecast population of 8,900 by mid-year 2017.

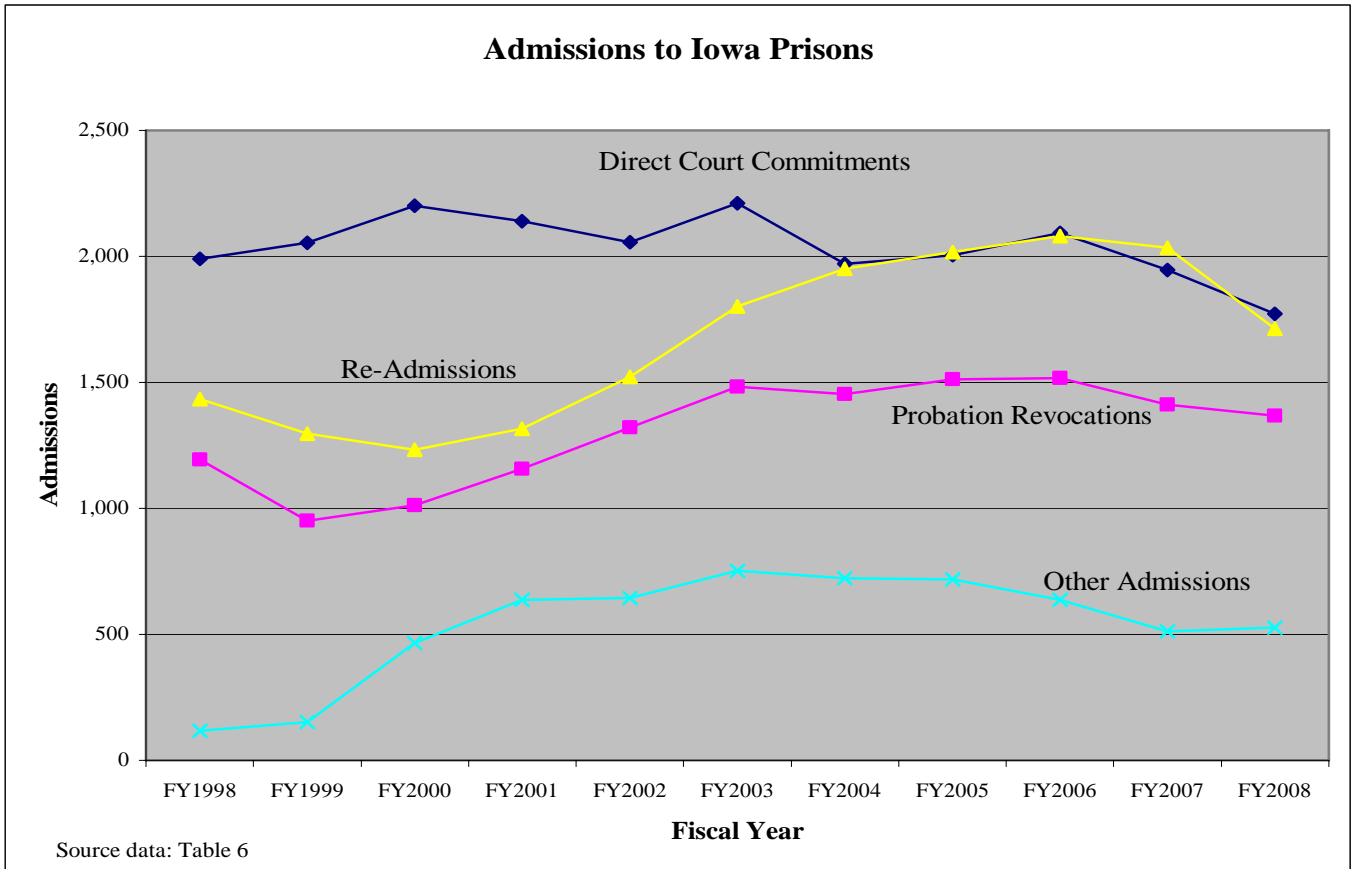
So what has changed?

This decrease from last year's forecast appears to be due to two primary factors:

- **A continued drop in admissions for drug-related crimes.** While there were 1,110 new admissions in FY2004 whose most serious crime was a drug offense, in FY08 that figure had dropped to 795. Looked at another way, in FY2004 32 percent of the new admissions to Iowa prisons were drug offenders; in FY2008, despite a drop in overall admissions, that figure had dropped to 25 percent. The underlying cause of the drop appears to have been legislation that limited sales of pseudoephedrine in Iowa, an action that significantly reduced the number of meth labs in Iowa. New meth-related prison admissions have dropped from an estimated 794 in FY2004 to 342 in FY2008.
- **A second straight yearly decrease in the level of returns after a long period of increase.** While analysts frequently focus solely on new admissions as a source of prison growth, in Iowa much of the population growth has been due to released inmates who return to prison while still being under supervision for the release offense. These offenders may be parolees or work releases who are returned either for a new offense or for technical violations of release conditions. This group also includes inmates returned from OWI facilities and “shock” probation. While new admissions dropped by 1.2 percent between FY1998 and FY2008, returns increased by 26.3 percent. The drops in returns experienced in FY07 and FY08 are the first since FY99-00 and may be related to increases in the number of inmates who are not conditionally released from prison.

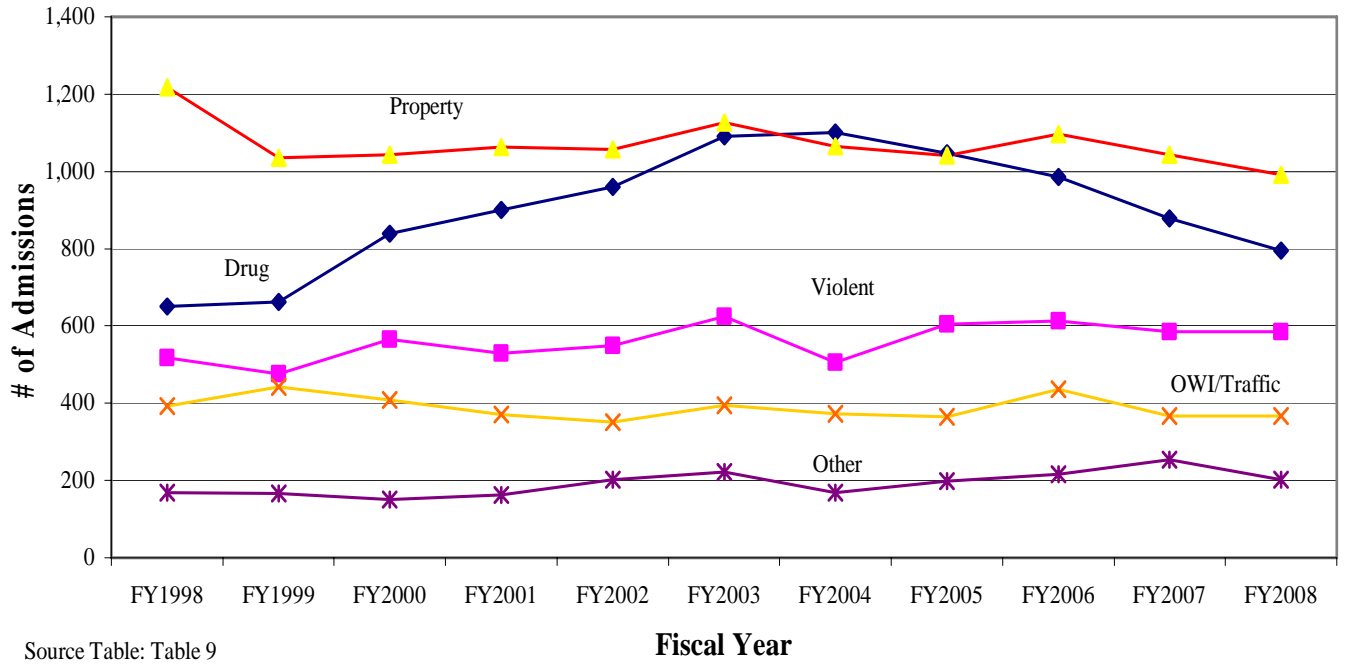
While changes enacted in the 2004 and 2005 legislative sessions will eventually assist in stemming the growth of the inmate population, these changes have had minimal impact through the end of FY2007. The foremost of these changes modified the mandatory minimum terms which had previously required that some inmates serve 85 percent of their terms. The change allowed the Board of Parole to release affected inmates after serving 70 percent of their sentences (which still expired at 85 percent). This change has allowed the release of a number of Class C felons since its passage, but no impact will be seen on affected Class B inmates until at least 2016. The major growth in the prison population through 2018 will be among those serving 70 percent sentences.

Due to the long-term trend in increased prison admissions, new prison admissions (new court-ordered commitments and probation revocations) are projected to further increase from 3,145 admissions in FY2008 to about 3,849 admissions in FY2018, or by about 22 percent (Table 7). Despite a decrease in FY08, readmissions are projected to increase from 1,812 admissions in FY2008 (including violators) to about 2,192 admissions in FY2018, or by about 21 percent.

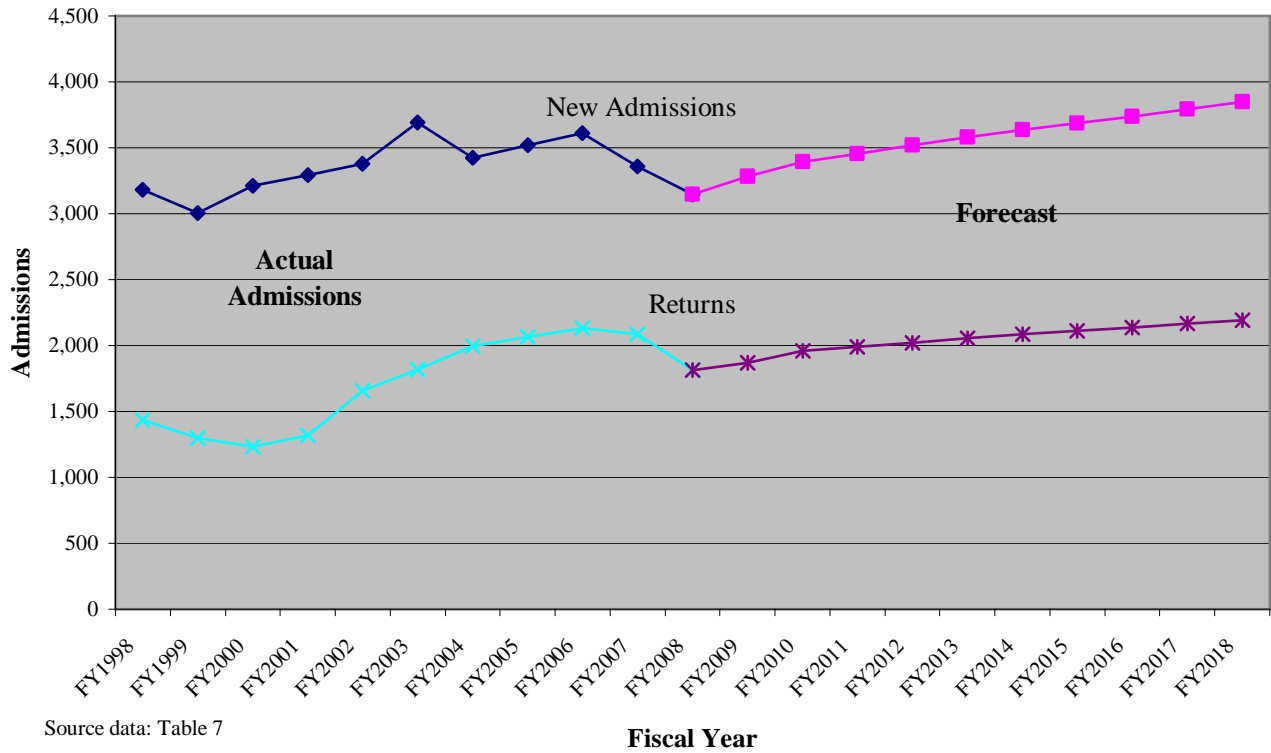




### New Admissions by Offense Type



### Prison Admissions: Actual & Forecast

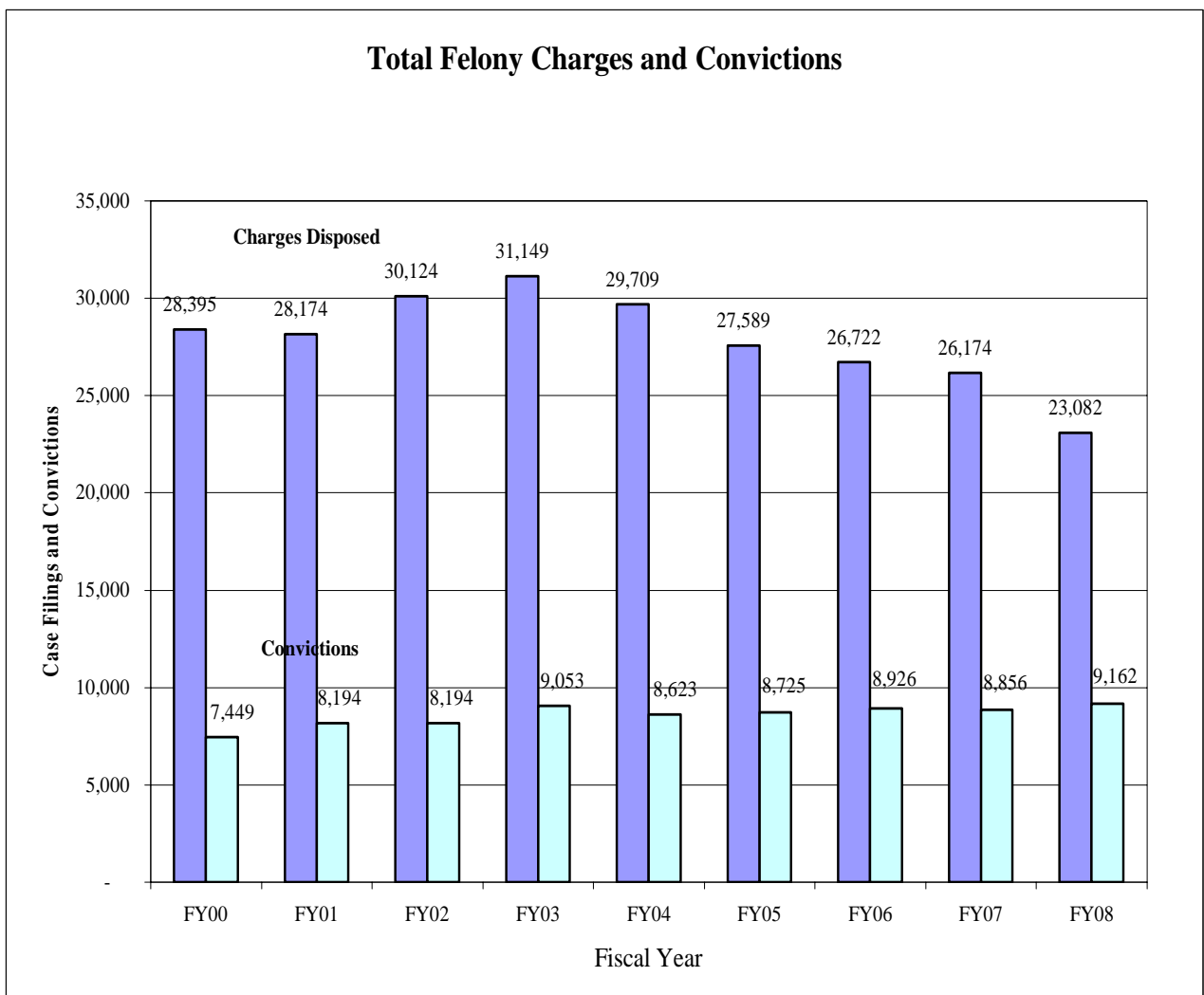


There are other factors which, while their impact may not be so direct, appear to influence the prison population:

- **Decreases in Felony Charges Disposed**

Projections of new prison admissions are informed by felony charges disposed and felony convictions in the Iowa District Court. As shown in the chart below, felony charges have peaked and then dropped since FY2000. Overall, felony charges disposed have dropped 25 percent since FY2003. It is also noteworthy that the largest decreases have taken place among the most serious crimes: since 2003, filings of Class B felonies have dropped 50 percent. With decreases during the last five fiscal years, trends analysis suggests that felony charges are likely to stabilize or continue to drop.

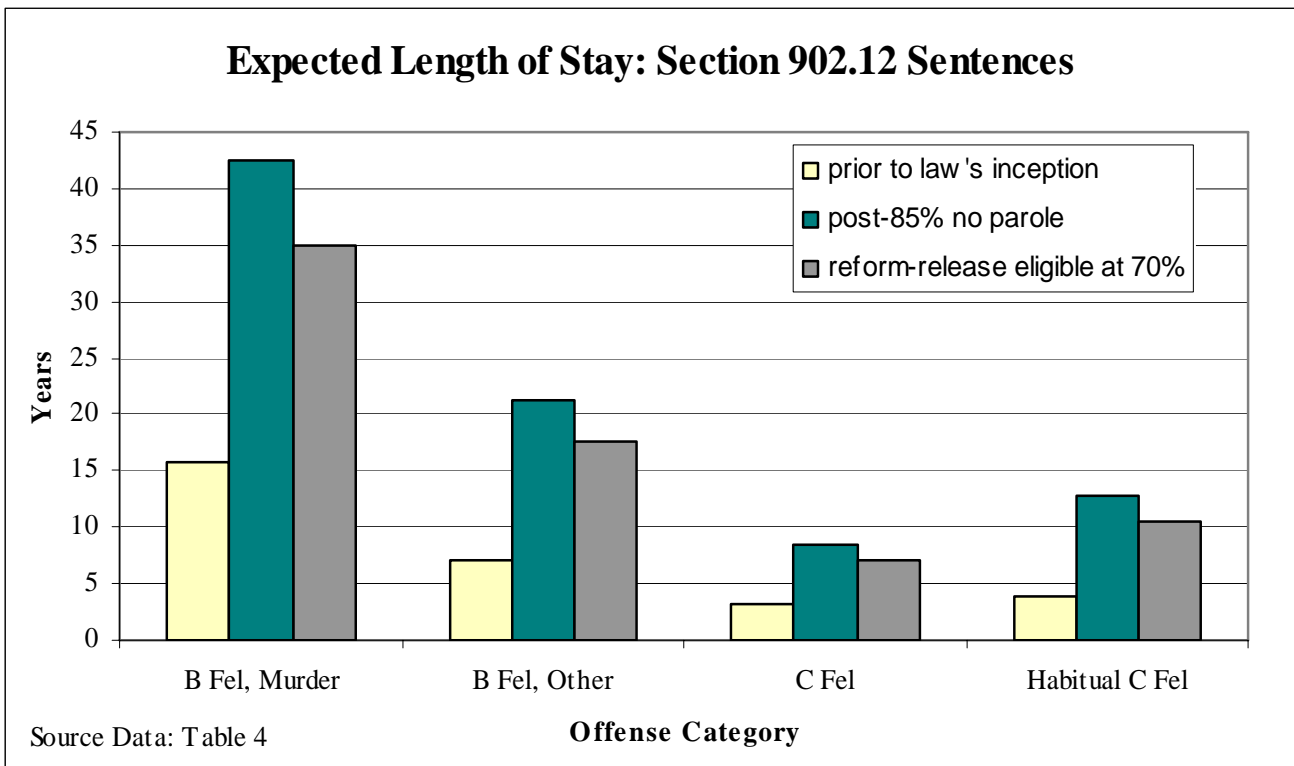
Compared to disposed charges, felony convictions over the period have remained relatively stable. Total felony convictions have increased one percent since FY03, with a 3.5 percent increase between FY07 and FY08 (8,856 to 9,162).



- **Changes in Sentencing and Parole Eligibility**

The Violent Crime Initiative (*Iowa Code* section 902.12), effective FY1997, abolished parole and most of the earned time for a number of violent offenses and required at least 85 percent of the maximum term be served. The offenses originally affected included all Robbery and second degree Murder, Sexual Abuse, and Kidnapping. Attempted Murder and certain instances of Vehicular Homicide were added effective FY1998.

Due to these changes, the expected length of stay for these offenses increased greatly (Table 4). However, under changes enacted during FY2004 and FY2005, all persons previously admitted to prison for these crimes have become eligible for parole or work release after serving 70 percent of their sentences, leaving an opportunity for parole between 70 percent and 85 percent. The extent to which the Board of Parole releases offenders prior to the 85 percent expiration will obviously affect the size of the prison population in future years. Eighty-eight of these offenders were released in FY2008 (compared to 61 in FY07), with one of these offenders released twice. CJJP estimates that 52 of these offenders would not have been released in FY08 if the original 85 percent requirement were still in effect.



As of 6/30/08, of the 834 inmates serving minimum sentences under Iowa Code section 902.12, CJJP estimates that 319 would have been released by 6/30/18 under the original 85 percent law. If this group, instead, were released at their 70 percent eligibility date, 480 will have been released. If release occurs, on average, midway between 70 percent and 85 percent, 387 will have been released. In addition, CJJP estimates that another 33 Class C 70 percent felons yet to be admitted will have been released prior to the end of FY2018 (who would **not** have been released under 85 percent provisions). Remember that the

impact of the change to 70 percent on Class B felons will just start having an impact in FY2016, at which point the first of these offenders will become eligible for parole consideration, so the long-term impact of the change is more considerable. In January, 2018, when the first Class B 70 percent felons would have been released under the original 85 percent law, there will be 116 Class B inmates who will have passed the 70 percent point of their sentences and will be eligible for parole or work release.

By mid-year 2018, CJJP estimates that about 1,244 prisoners will be serving time under these mandatory sentencing provisions (not including 33 sex predators). While there is expected to be limited growth in those serving 70% Class C sentences (growth from 336 to 367), CJJP estimates that those serving 70% Class B sentences will rise from 482 to 831, as the first of these offenders will first become eligible for parole in mid-2016. Additional, substantial effects of these laws on the prison population will be realized beyond this forecasting period. For estimates of the make-up of the prison population in future years, see Table 10.

It should be noted that a high percentage of those serving sentences under 902.12 are African-American. Of the non-70% offenders in prison on 6/30/08, 24.1 percent were African-American. Of the 70%, offenders, 35.9 percent were African-American. Thus, it will be difficult to reduce the racial disparity in Iowa's prison population without somehow modifying 70% sentences.

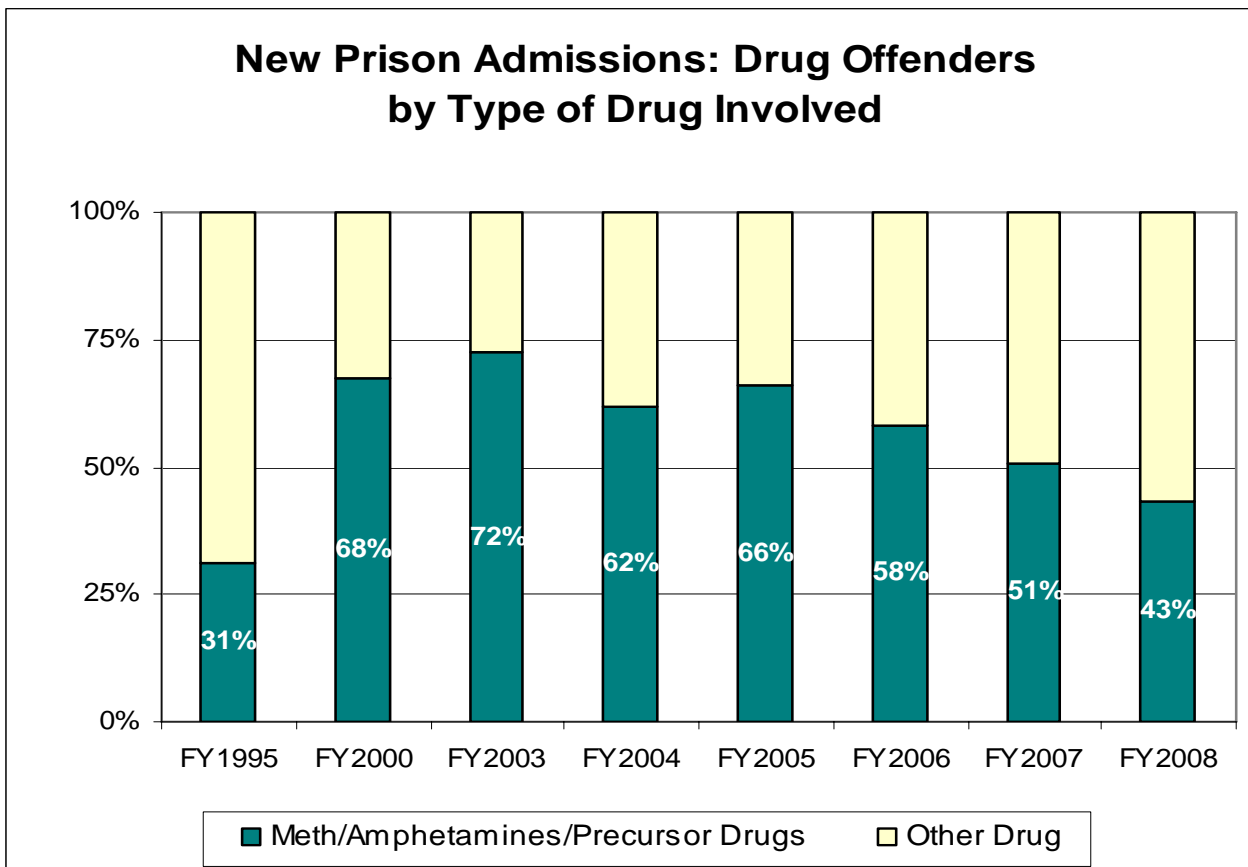
In addition to the Violent Crime Initiative, the Sexual Predator law (Chapter 901A, *Iowa Code*) effective in FY1997, imposes the requirement that certain repeat sex offenders serve 85 percent of the maximum term, *and* increases those maximum terms from the sentences that would otherwise have been imposed. While recent sentencing changes provide for parole eligibility for those sentenced under the Violent Crime Initiative, parole remains abolished for offenders sentenced under Chapter 901A. On June 30, 2008, there were 41 offenders serving sentences under Chapter 901A (including one lifer).

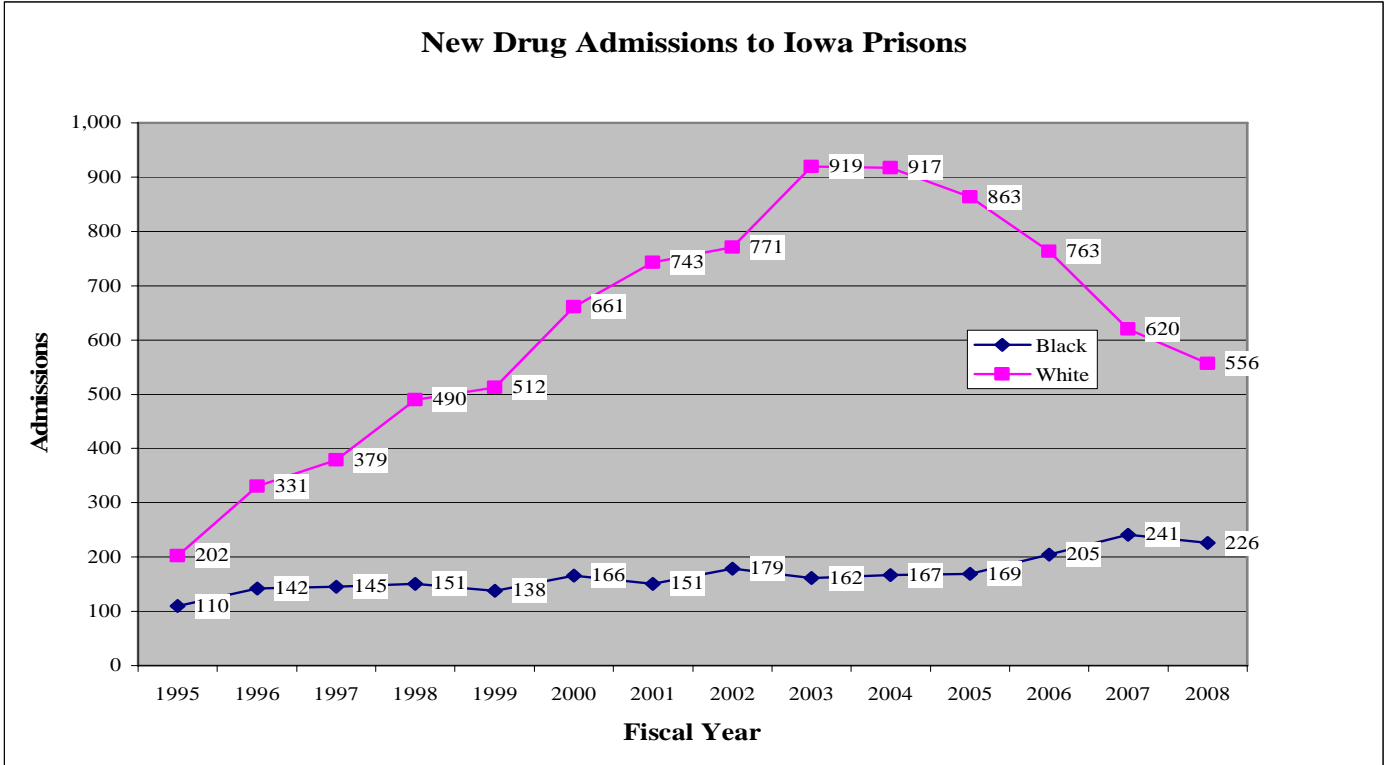
- **Admissions of Drug Offenders**

Although FY2008 saw a fourth straight year of declines in drug admissions to prison (from 879 to 795), increased admissions of drug offenders has been one of the driving forces behind rising prison populations in Iowa for more than the past decade. Since the end of FY2001, about 28% of Iowa's prison population has entered prison after conviction for drug crimes. In addition, there are obviously other inmates who have been committed to prison for non-drug crimes which stem from drug involvement.

As time passes, it becomes more evident that the rise in drug admissions that peaked in FY2004 was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution meth dealers and users. CJJP analysis of Department of Corrections' records reveals that, of drug offenders admitted to prison during FY2008, about 43 percent had offenses involving methamphetamines, amphetamines, or precursor substances. Based on this information, CJJP estimates that prison admissions for meth-related drug crimes increased from about 244 admissions in FY1996 to 343 admissions in FY2008, with an estimated high of 805 in FY2003.

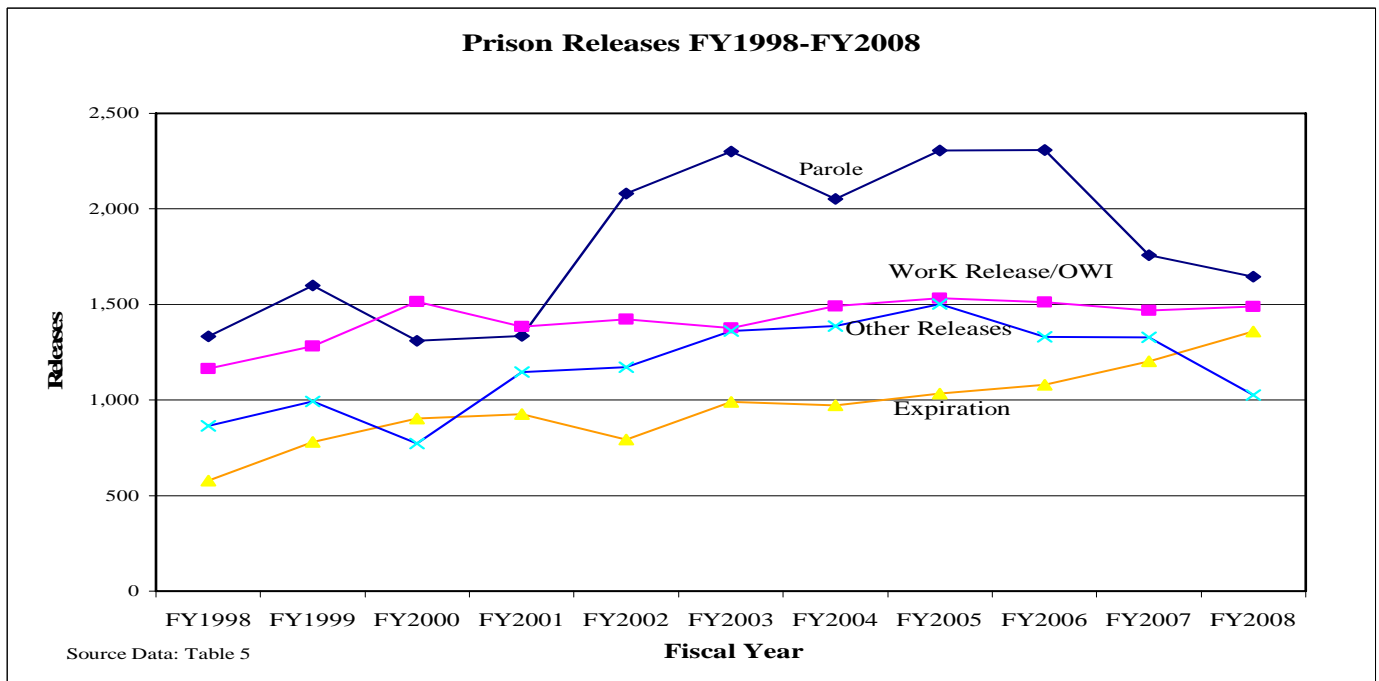
Another factor pertaining to drug commitments that bears continued inspection is the relationship between Iowa’s historically high rate of African-American imprisonment and drug commitments. As admissions for methamphetamines rose from the 1990’s through 2004, the percentage of white drug admissions also rose, as meth tends to be a “white” drug. As meth admissions have dropped, however, there has been a tendency for cocaine-related admissions – who are principally black -- to increase. While all races showed a drop in new drug-related admissions in FY08, white admissions dropped by 62 (from 619 to 557) and black admissions dropped by only 15 (from 241 to 226). As a result, the percentage of black drug-related admissions reached its highest level (23.8%) since 1994.



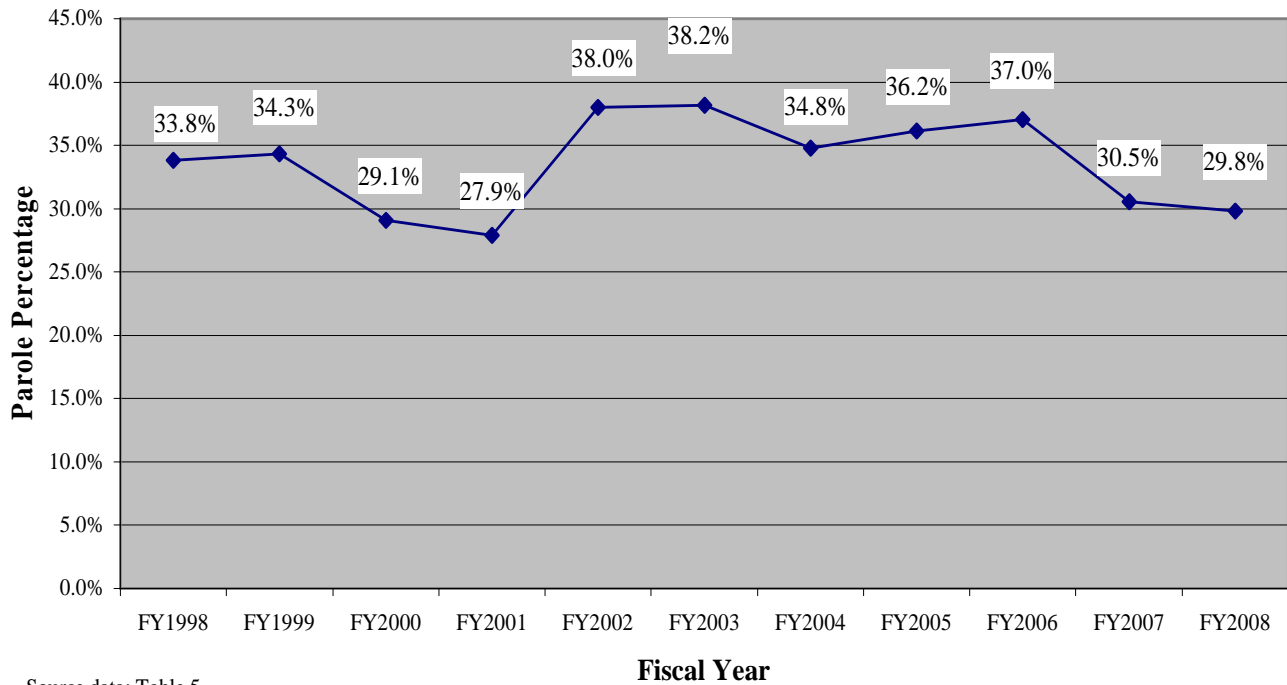


- **Increases and Decreases in Paroles**

After record-high paroles in FY06 (2,307), paroles in FY08 dropped to their lowest level since FY2001 (Table 5). While the number of parole releases in FY08 was above that for FY01, the end-of-year population in FY01 was 8,101, or about 500 less than at the end of FY08. As a percentage of total releases, paroles also dropped to their lowest rate since FY2000-2001. From FY98 to FY2007, 34.2 percent of all releases were paroles; the figure in FY08 was 29.8 percent.



### Paroles as a Percentage of Releases



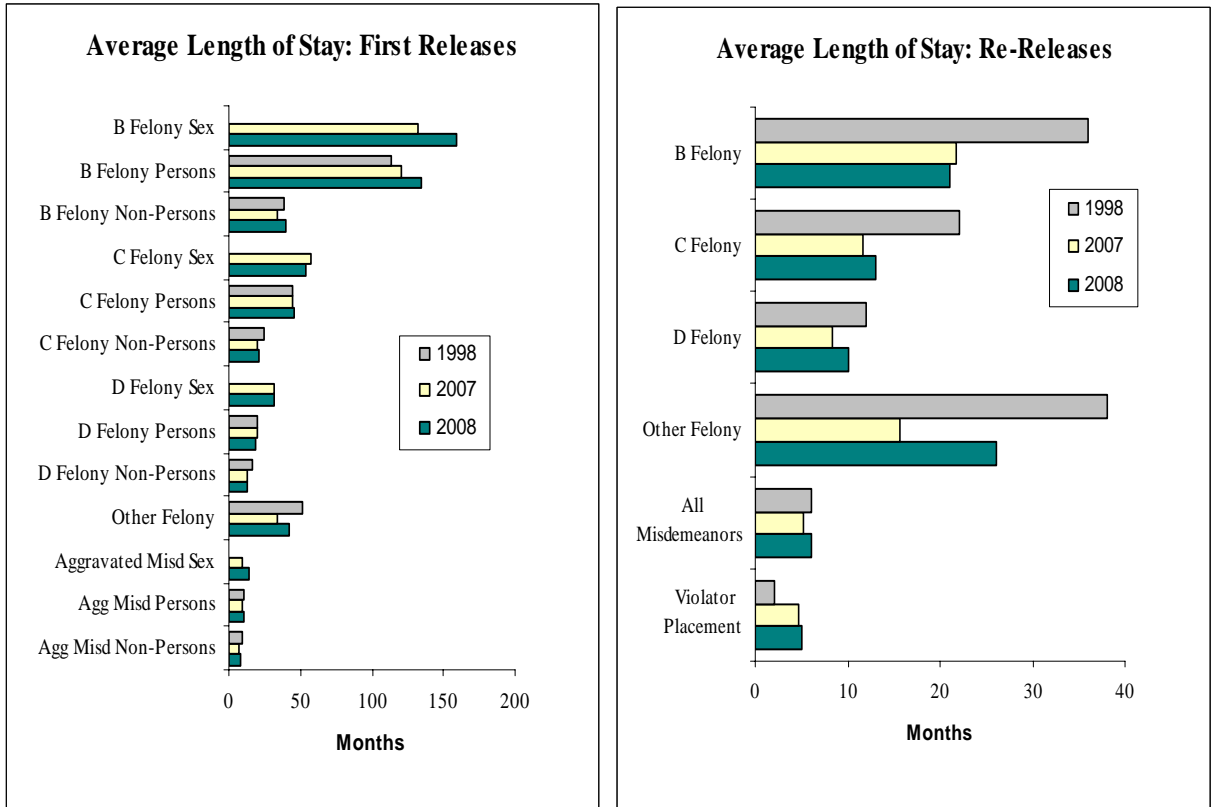
- Increases in Inmate Average Length of Stay**

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

Average time served in prison prior to release for rose slightly for both new admissions and returns in FY2008 (Table 4).<sup>4</sup> Comparing FY08 figures with FY98, one sees a mixture of increases and decreases, with offenders committing crimes against persons more likely to show increases and other offenders showing decreases. Inmates released for a second or subsequent time on a sentence in FY08 tended to serve less time than was true in FY98, although there were some slight increases from FY07.

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” in 2005 that provides for post-incarceration supervision for all sex offenders, CJJP expects this trend to continue.

<sup>4</sup> See the section “Forecasting the Prison Population” for a description of admission and release categories.



Source Data: Table 4. Data prior to FY2004 are based on samples of released prisoners. Length of stay figures do not reflect the amount of time that will eventually be served on crimes for which parole has been abolished (see page 9). “Other felony” category includes habitual criminals and some drug offenders.

Note, too, that slight variations in average length-of stay can have considerable impact on the prison population. If the 3,225 “first release” inmates in FY08 had been released at the same point as “first release” inmates in FY07 (i.e., in 20.1 months instead of 21.4 months), the result would be 357 fewer inmates, less those returned for violations. Thus, the size of the prison population is very sensitive to variations in average length-of-stay.

- **Increases in Community-Based Offender Populations**

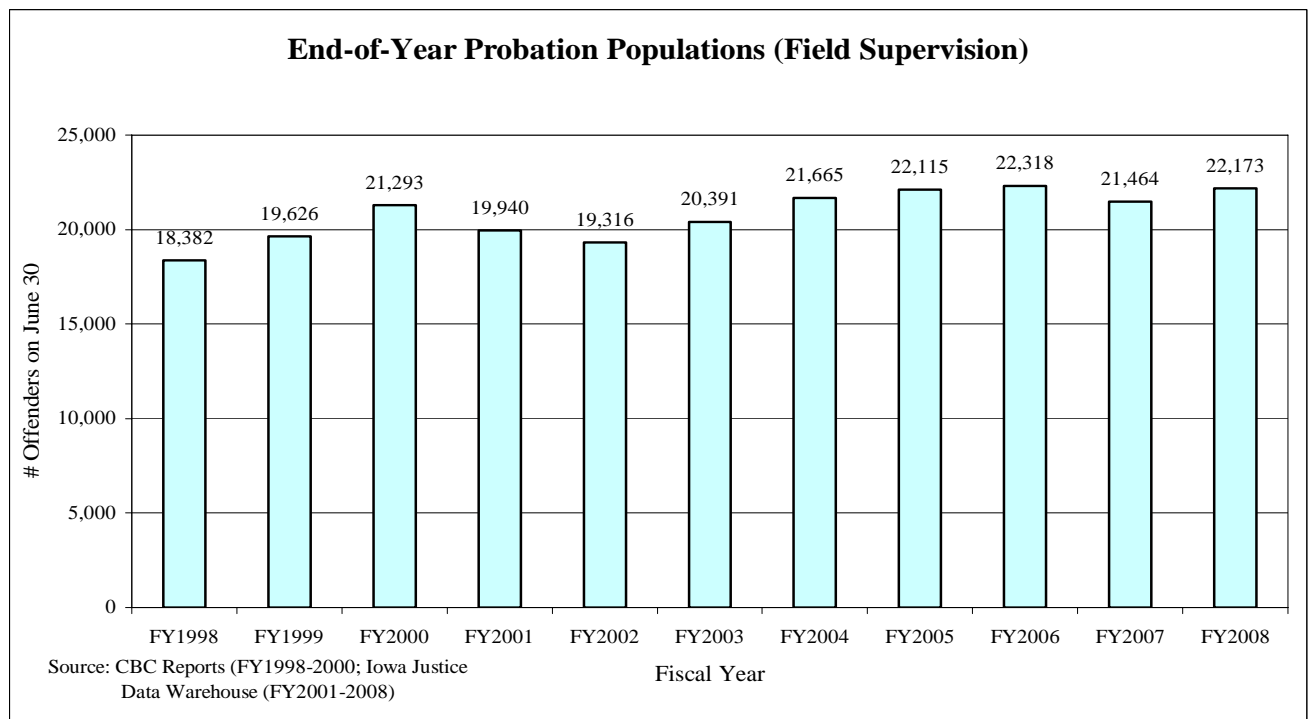
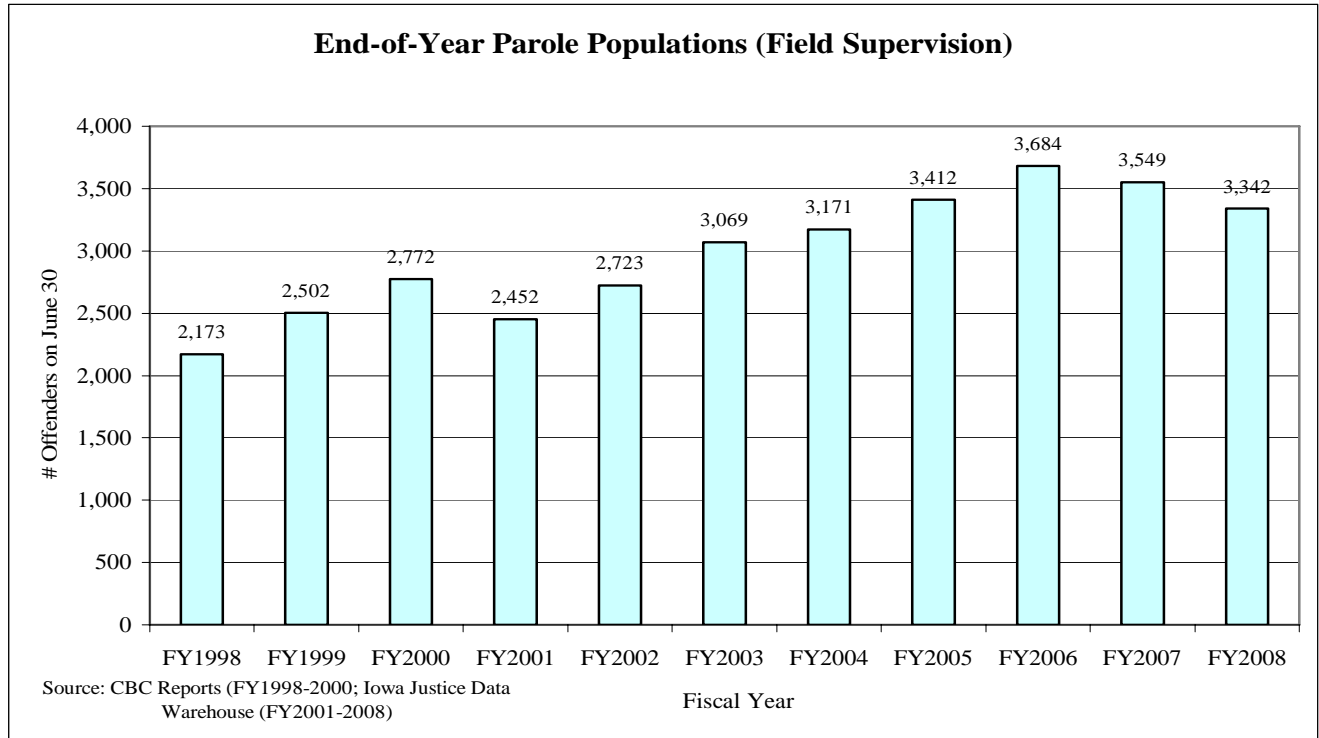
As shown in the charts below, probation and parole populations have generally increased over the past ten years, which in turn have led to increases in probation and parole revocations to prison. The end-of-year probation population increased from 18,382 offenders in FY1998 to 22,173 offenders in FY2008, or by about 21 percent. The parole population increased from 2,173 offenders in FY1998 to 3,342 offenders in FY2008, or by about 44 percent. While the probation population appears to have reached a plateau, the parole population has dropped during the past two fiscal years as paroles have decreased.

Between FY2000 and FY2001, the district departments of correctional services switched database systems; it is believed that community-based corrections statistics greatly improved as a result of this switch. Consequently, system officials believe that the apparent large decline in field supervision populations between FY2000 and FY2001 was due mainly to the change in reporting systems. Still, there remains the possibility that the



observed increase in probation revocations to prison that peaked in FY2006 may also be reflecting an increase in revocation rates (in addition to an increase in probationers).

Projection of readmissions to prison of release violators is informed by the parole population count for the years FY1998 through FY2008. The recent drop in the parole population contributed to a drop in returns during FY07 and FY08 after a long period of increase.



- **Housing Federal Prisoners/Detainees**

Much of the increase in “other” prison admissions and releases in recent years is due to the housing of federal prisoners/detainees (Tables 5 and 6). At mid-year 2007, there were 148 federal prisoners/detainees in Iowa prisons. For purposes of the prison population forecast, it is assumed that this number will remain constant throughout the forecast period.<sup>5</sup>

- **New Concentration on Sex Offenders**

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

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

Based on analysis of past admission trends, CJJP in 2005 estimated that the new Class A provision would result in admissions of 13 new Class A inmates per year. Although this provision has been in effect since July 1, 2005, no inmates have entered the Iowa prison system covered by this sentence. In this forecast CJJP is estimating such admissions at one per year (accounting for 10 new inmates by mid-2018).

CJJP also estimates that, by mid-year 2018, revocations of the “special sentences” to be served by sex offenders will result in an increase from 12 inmates on June 30, 2008 to 123 on June 30, 2018. These revocations are expected to be about evenly split between former prisoners and former probationers. One word of caution, however, as 12 of the 69 offenders placed on the Special Sentence by the end of FY08 had been revoked to prison by the end of FY08. This is an unexpectedly high rate of revocation, particularly given past research that has shown Iowa sex offenders having very low rates of re-arrest and/or return to prison. It may be noteworthy that none of the revoked offenders have been adjudicated for new crimes. An additional 25 offenders entered the special sentence during the first quarter of FY09, so the special sentence field population is rising quickly.

With these new sex offender provisions, CJJP estimates that the number of offenders serving sentences for sex offenses in Iowa’s prisons will rise from 1,227 to 1,365 by mid-year 2018 (not including those serving time for sex offender registry violations, which are public order crimes). The full impact of the new sex offender legislation is not expected to be reached until well after this forecasting period.

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<sup>5</sup> It should be noted that there were 122 Linn County jail inmates housed in the prison system on June 30, 2008 due to flooding in Linn County. Because the housing of these inmates is considered a short-term anomaly, they have **not** been included in the FY2008 prison counts.

- **Increases in Housing Class A Felons**

Iowa has seen its population of institutionalized Class A felons rise from 198 in 1986 to 608 on June 30, 2008. In a change from previous practices, recent forecasts have attempted to estimate what will happen to this specific population over the next decade.

To achieve this estimate, it has been assumed that current Class A felons will die or leave the prison system due to other factors after serving approximately 30 years. In this case, it is projected that Iowa's Class A felon population will rise from its current level to 631 in FY2011 and then begin to drop as more inmates die or otherwise leave the prison system than are admitted. Under this scenario, the number of Class A felons is projected to be 622 at the end of FY2018.

In fact, the average time served for lifers departing prison (on appeal, commutation, or death) during recent years has been 15 years, so the estimate used above should be conservative.

As a separate group, the number of Class A sex offenders is difficult to estimate, as on June 30 there were only 17 inmates serving life sentences on sex offenses (and one of them has since died). A new Class A penalty for subsequent sex offenses was adopted in 2005, but no inmates have yet been received under this new provision. For the purpose of this forecast, it is estimated that one new Class A sex offender will be admitted each year. With the passage of time, it will be possible to develop a more rigorous estimate of future admissions.

## OPPORTUNITIES FOR CHANGE

As explained in this report, Iowa is receiving mixed signals as to what is happening to its prison population. While there are signs that the population may have reached a plateau – admissions for drug offenses, which have largely driven the population increases seen during the past decade, are dropping -- there are other signs suggesting that the population will continue to rise (e.g., increasing numbers of “70 percent” inmates and a new concentration on sex offenders). These mixed signals are illustrated here by a forecasted decrease in population for the next two years followed by a resumption of gradual increases.

One opportunity for addressing over-population in the prison system is the continued emphasis on the use of intermediate sanctions in the judicial districts. There is some evidence that the districts are having some success in safely maintaining offenders in the community, as in FY08 the number of probationers revoked to prison fell in five judicial districts (including the Fifth, Iowa’s largest), and direct court commitments fell in six. This is a repeat of the pattern found in FY07. Direct court commitments to prison dropped to their lowest level since FY1997 and returns to prison are their lowest since FY2002. With continued decreases in district court adjudications there is some hope that the long-term increase in new prison commitments seen by the State has reached its peak. Forecast numbers, in fact, suggest a decrease in population through FY2010 followed by a return to increasing numbers.

Another opportunity lies with the Board of Parole and the Department of Corrections. A major reason for the stability of Iowa’s prison population between FY04 and FY06 was an increase in paroles. While paroles dropped in FY07 and FY08, the Board and the Department of Corrections are reported to be working more in concert to ensure that when the Board is ready to consider an inmate for release, that person has fulfilled whatever treatment requirements the Board has previously recommended.

The Department has also initiated several re-entry projects in recent years in an attempt to help inmates make the transition from institution to community. Work is also taking place in two judicial districts to establish “one-stop shops” for inmates returning to the community to assist in making the transition from imprisonment. This initiative would set up re-entry centers in high crime neighborhoods in Waterloo and Des Moines to provide offender treatment interventions and collaborate with community and faith-based organizations to address not only offender needs but also the needs of their families and neighborhoods. As it continues efforts to implement “best practices”, the Department offers hope that rates of return – another factor driving recent population increases – might drop.

On the other hand, releases from prison due to expiration of sentence are at an all-time high. This may be due to a variety of factors, including inmates’ refusal of parole, the parole board’s desire to incapacitate some dangerous inmates as long as possible, and previous failures on parole and/or work release (about 46 percent of the institutional expirations in FY08 had had previous release opportunities). Other factors may also come into play, however, such as lack of treatment resources in the community and high parole and probation caseloads in departments of correctional services (although parole caseloads have dropped about 200 between the end of FY07 and the end of FY08). In that context, funds allocated to community-based corrections and treatment programs are well spent, as maintaining offenders in the

community is much less costly than institutionalization. As Iowa addresses the needs of its corrections system, it would be wise to ensure that community-based resources are adequate.

A further opportunity lies in Iowa's response to drug offenders. There have been some hopeful signs vis-à-vis drug offenders in the past four years, as admissions for drug offenses have dropped (particularly admissions for Class B drug offenses). Iowa should continue examining drug offenders and drug sentences to ensure that those committed to prison for drug offenses could not be handled more effectively elsewhere or, perhaps, handled in prison for shorter periods of time.

One word of caution pertaining to drug offenders is that, while admissions for methamphetamine-related crimes have dropped steadily since FY03, admissions for cocaine-related offenses have risen. Because cocaine tends to be a drug associated with African-Americans, this pattern of increasing cocaine admissions will only exacerbate the racial disproportionality of Iowa's prison population. In considering any changes to drug statutes, then, any implications for racial disproportionality should be assessed.

Another hopeful sign is the expansion of drug courts statewide. Evaluations have suggested that drug courts in Iowa and elsewhere have been successful in diverting some offenders from prison. Like Iowa's more established drug courts, the newer courts are targeting offenders who would historically have been sent to prison. As these new courts mature, it is likely that additional offenders can be safely handled in the community. CJJP anticipates the completion of a statewide drug court evaluation by March, 2009; it is expected that this evaluation will offer some recommendations for further improving operation of drug courts in Iowa.

As noted previously, during the 2005 General Assembly considerable changes were made in legislation pertaining to sex offenders. The anticipated impact of these changes (as they currently exist) is included in the population forecast presented here. Included in that legislation was the creation of a Sex Offender Task Force, established to study and make recommendations pertaining to sex offender policies in Iowa. This body has been replaced by a Sex Offender Research Council, which has broader responsibility than the previous Task Force in helping Iowa determine how best to respond to sex offenders. To the extent that this body is successful in bringing thoughtful change to Iowa's current (and currently-anticipated) practices with regard to sex offenders, the population changes forecasted here may be increased or reduced.

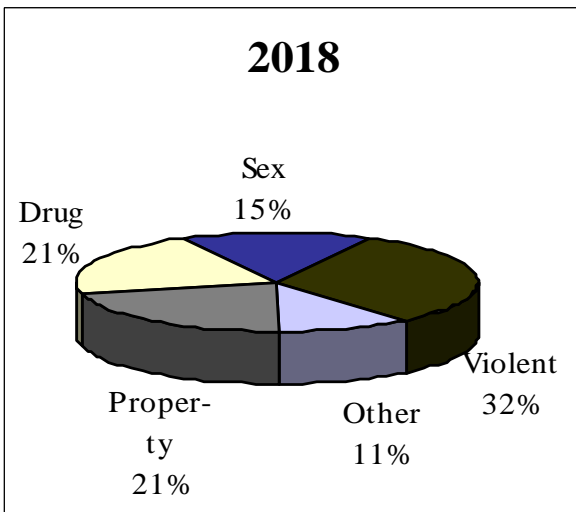
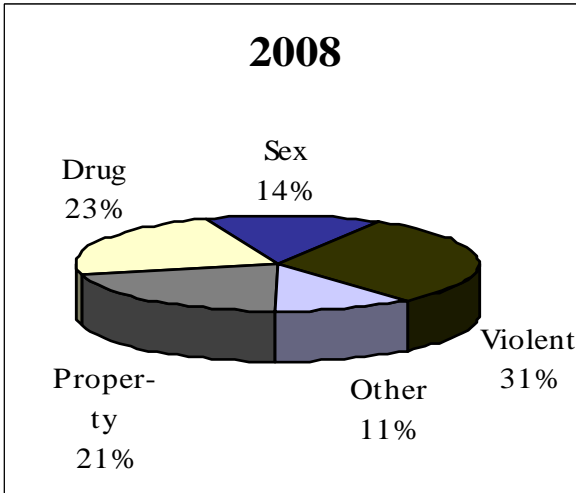
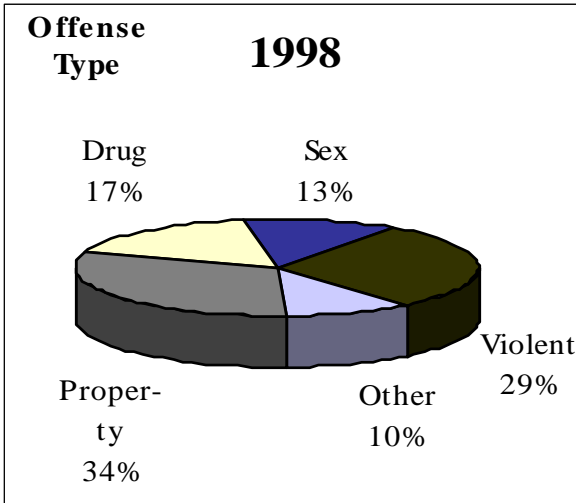
## THE CHANGING FACE OF IOWA'S PRISON POPULATION

Iowa's prison population has grown from 2,890 inmates at mid-year 1988, to 7,431 inmates at mid-year 1998, to 8,618 inmates at mid-year 2008. In addition to the large increase in prisoners, the offender population has changed in regard to offense type, age, race/ethnicity and sex.

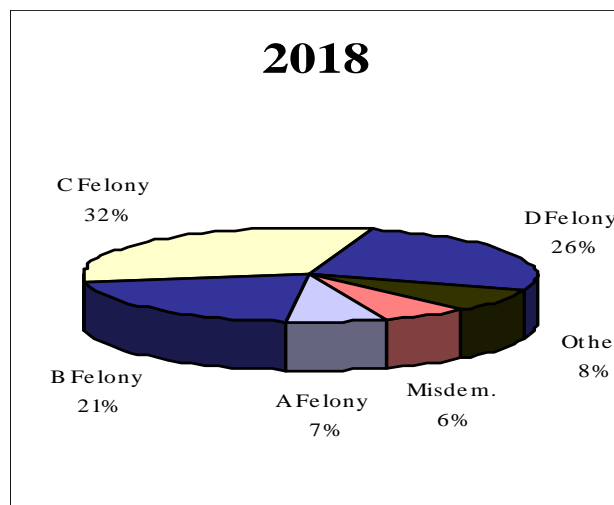
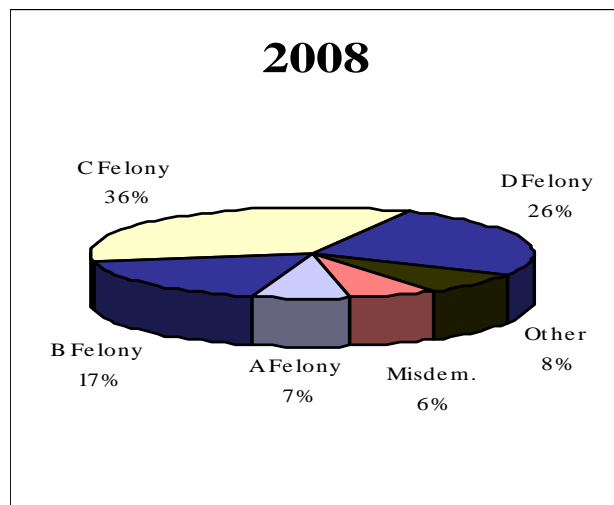
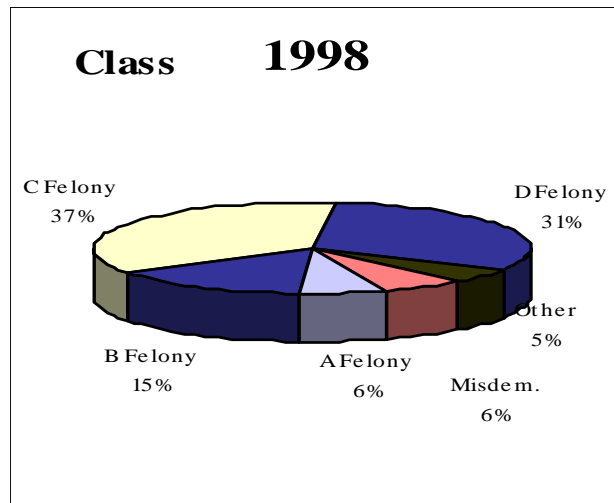
Regarding offense types, the percent of inmates serving sentences for drug crimes (as their most serious offense) has increased from two percent in 1988, to 17 percent in 1998, to 23 percent in 2008 (after reaching a high of 26 percent in FY2005). As commitments for drug offenses continue to slide, CJJP expects their representation in the prison population to also drop.

As drug offenses increased, there was an accompanying drop in property offenders over the period (40 percent in 1988 to 21 percent in 2008). CJJP expects the percentage of property offenders in prison to remain about the same over the coming decade.

The percentage of violent offenders in Iowa's prison population, however, has remained relatively stable (at around 29 percent), although a new high was reached in FY08 (31 percent). CJJP expects the percentage of violent and sex offenders to rise in the next decade as the inmates covered by "70%" sentences and new sex offender provisions increases.



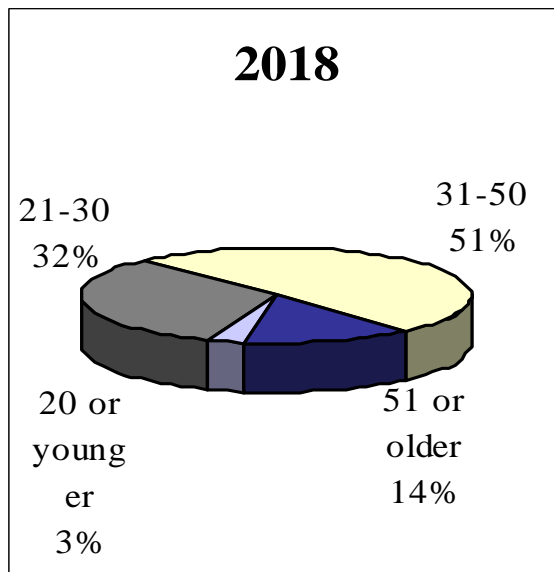
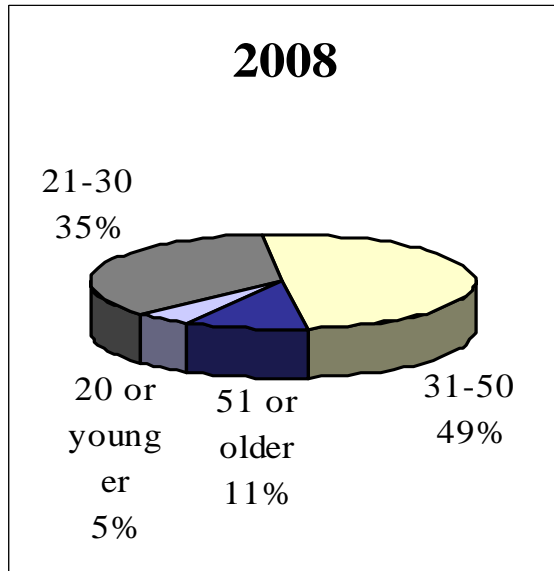
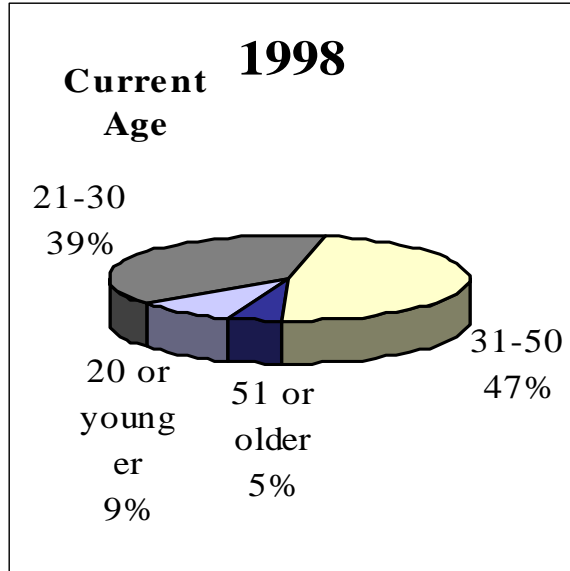
The distribution of sentences in the population has also changed over the past two decades. While there has been concern over the years about the rising “lifer” population, in fact the percentage of lifers in the population dropped between 1988 and 1998 and has risen slightly since then (8.7% in 1988 to 6.2% in 1998 to 7.1% in FY2008). CJJP predicts stability in the lifer population in the coming years because of a drop in Class A admissions and expected mortality among current lifers.<sup>6</sup> The percentage of Class C and Class D “lead” sentences is expected to drop in the next decade as the percentage of Class B felons increases. CJJP predicts that the largest increase in the population in the next decade will occur among Class B 70% felons (an increase from 482 to 819, or 70 percent).



<sup>6</sup> Lifers were assumed to exit the system after 30 years in most cases. For inmates who had already served 30 years, they were assumed to exit at age 60 (if below age 60) or 75 (if between 60 and 75). The few remaining inmates were assessed on an individual basis. The resulting figures should be conservative, as the median historic length-of-stay for lifers who have left the prison system since 1987 is 15 years; the median age of lifers who have died is 57.

Iowa's prisoners are also older than in prior decades. The median age of the population has increased from 28 in 1988 to 31 in 1998 to 34 in 2008. During the twenty-year period, the percentage of inmates age 30 and below has dropped from 61 percent to 40 percent and the percentage of inmates over fifty has more than doubled.

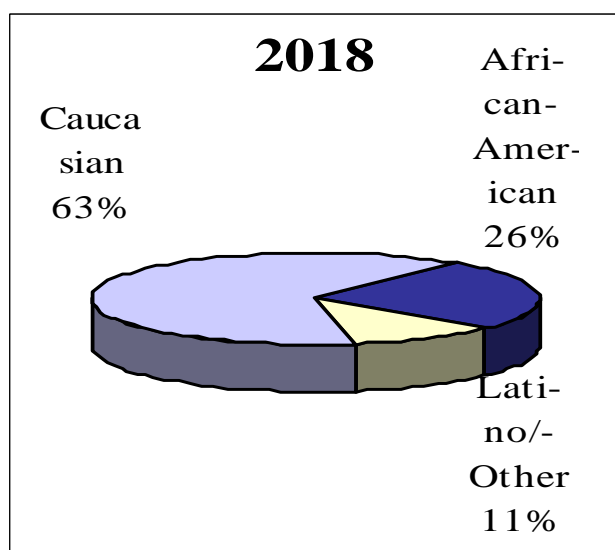
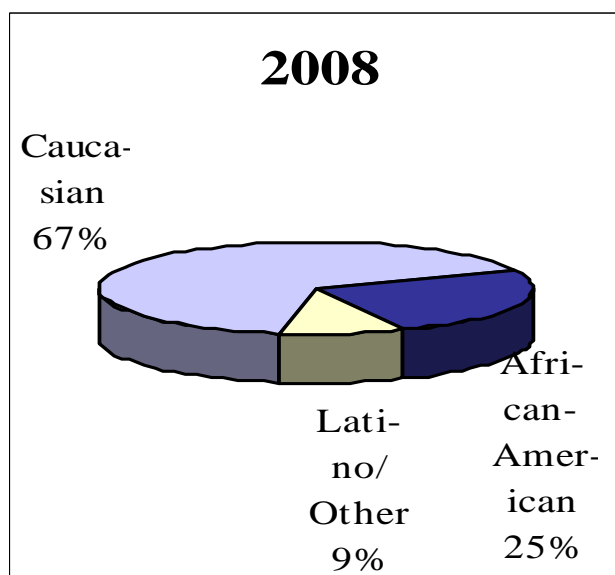
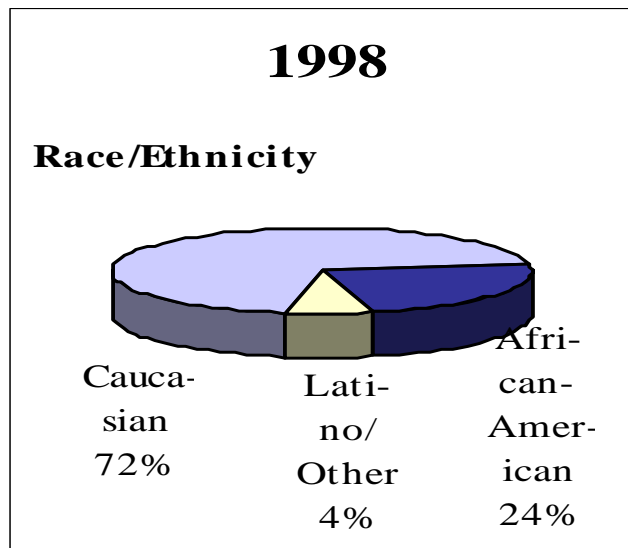
This trend toward older populations is projected to continue, as the number of young inmates is expected to drop in the coming decade while older inmates increase. It is expected that the number of inmates older than 50 will rise from 912 at the end of FY08 to about 1,280 at the end of FY2018.



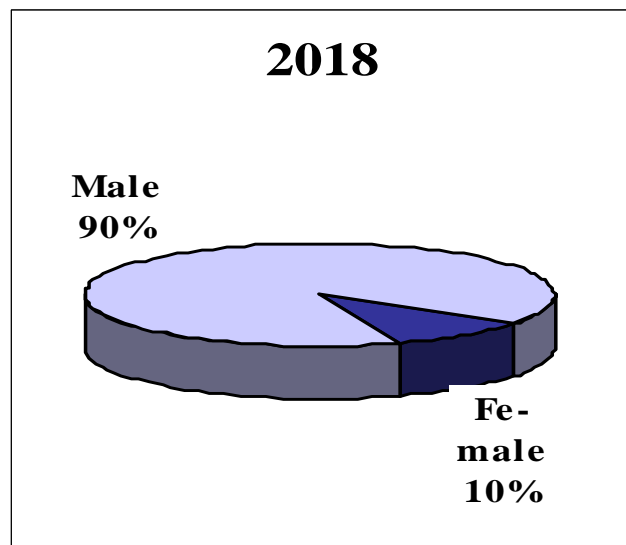
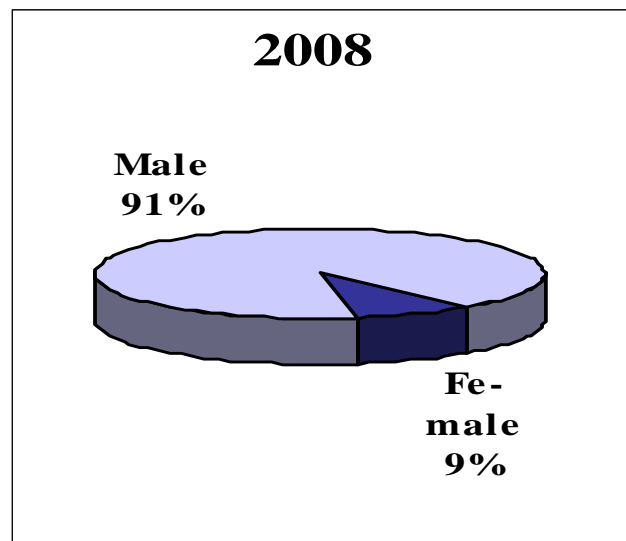
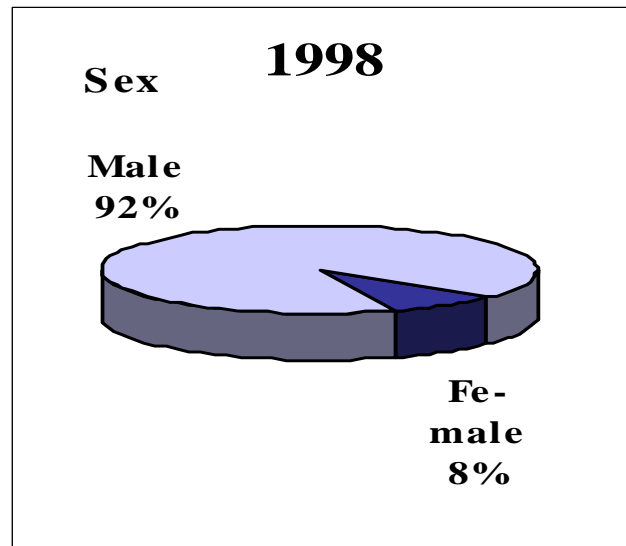


The percent of African-American inmates in Iowa's prison system increased from 21 percent in 1988 to 24 percent in 1998, to 25 percent in 2008, clearly showing African-American over-representation in Iowa's prisons. The percentage of Latino, Native American, and Asian inmates has steadily increased in Iowa as well, from two percent in 1988 to four percent in 1998 to nine percent in 2008. Hispanics in Iowa's prison population tend to be slightly over-represented in drug crimes and OWI and under-represented in property offenses. A significant percentage of the "safekeepers" held for federal prosecution are also Hispanic.

A projection of the population by race suggests that African-Americans will continue to be over-represented in the prison population in 2018, as their percentage is expected to rise slightly in the coming years. The big change in population, however, is expected among Latino inmates, as Iowa's Latino population is expected to rise dramatically in the coming years. If the Latino prison population rises to the same extent as is projected in the general population, Iowa can expect an increase from 593 Latino inmates at the end of FY08 to 968 at the end of FY2018.



CJJP estimates that at mid-year 2018, female inmates will make up about 9.8 percent of Iowa's prison population. This estimate is lower than was true last year, as the female inmate population dropped between FY07 and FY08 for the second time in three years. Over time, however, the percent of female inmates has increased, from five percent in 1988 to eight percent in 1998 to nine percent in 2008. The current forecast projects that the female inmate population will rise as the men's population drops and then begins to rise again in 2013.



## FORECASTING THE PRISON POPULATION

### *Benefits of Forecasting*

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

### *Iowa's Forecasting Model*

The statewide prison population forecast and policy simulation model used by the Division of Criminal and Juvenile Justice Planning (CJJP) is a matrix that distributes Iowa's prison population over the projection period by quarter. There are three basic components of the model:

- *Projected Prison Admissions.* This is accomplished through analysis of historical prison admissions data, obtained from the Adult Corrections Information System (ACIS), the Iowa Corrections Offender Network (ICON), and felony charges and convictions disposed from the Iowa Justice Data Warehouse (which includes statewide court information). Projected admissions are made for various offense classes and types of offenses (e.g., Class C 70% offenders, Class C violent [non-sex] offenders, Class C sex offenders, and Class C non-violent offenders) in two separate categories described below. Sex offenders as separate categories have been broken out since FY2006, in part because sex offenders tend to serve higher percentages of their sentences than other offenders. Projections are accomplished through ARIMA modeling, a statistical time series technique, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends.
- *Projected Average Length of Stay.* This is accomplished through annual data collection conducted by CJJP utilizing ACIS and ICON information. Projected average lengths of stay are made for various offense classes and types of offenses in two separate categories described below.
- *Projected Releases of Offenders Who Are Incarcerated At the Onset of the Projection period ("decay").* This is accomplished through analysis of the prison population at the beginning of the projection period combined with historical data on numbers of inmates released. This year's forecast uses a technique begun last year, using three different calculations based upon the inmate group:
  - The average length of time inmates have been released prior to their discharge dates;
  - The average length of time inmates with mandatory terms have been released following expiration of the mandatory term;
  - The average length of time served prior to release.

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

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

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

To rectify this problem, rather than applying the *average* time served for each class of inmate, Forecasts for 2007 and 2008 have applied the *distribution* of releases for the previous year. Returning to the example above, if ten percent of the Class D violent releases in FY08 left prison within the first quarter after admission, the model applied this figure to the projected number of admissions in this class in the first quarter after admission. If the model projected ten admissions of inmates in this class during a quarter, one of them was counted as having left during that quarter, leaving nine still in prison. Conversely, if 20 percent of these Class D inmates expired their sentences after three years (due to earned time) the model "kept" these inmates in prison through three years. Use of this methodology has eliminated the artificial population rise seen in early drafts of the forecast in previous years, necessitating less "adjustment" of short-term population estimates.

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

- *New Admissions* are new court-ordered commitments and probation revocations. Length of stay for this category is defined as time served in prison prior to first release (which may be parole, work release, expiration of sentence, etc.).
- *Readmissions* include all offenders who had one or more prior unsuccessful conditional releases on their current commitments, along with probation and parole violators and those revoked from OWI facility placement. Length of stay for this category is defined as the time served in prison from the last admission (or readmission) to release (which may be parole, work release, expiration of sentence, etc.). Please note that, while this category is labeled "readmissions", it includes some offenders who were not previously incarcerated; examples include OWI offenders who were directly placed in community-based OWI treatment facilities but were later revoked.

Admissions are further categorized by whether or not the crime was a sex offense or another crime against persons. Crimes against persons are those offenses involving death, injury, attempted injury, abuse, threats, coercion, intimidation or duress. Examples of crimes against persons include all forms of homicide, assault, robbery, terrorism, child endangerment, first degree burglary, and first degree arson. Examples of crimes not against persons include burglary and arson offenses other than first degree, drug offenses, forgery, theft and weapons possession (as opposed to use).

Regarding length of stay figures as contained in this report:

- “*No parole*” groups marked with an asterisk (\*) in Table 4 denote the *expected* length of stay of prisoners sentenced under Section 902.12 or Chapter 901A, effective for persons committing certain violent crimes after July 1, 1996. Data for Class C “no parole” inmates are estimated in this manner for the period between FY1997 and FY2004, but FY05-FY08 data reflect actual length of stay.
- *Expected average length of stay for sexual predators* sentenced under Chapter 901A was computed based on those committed to prison for Chapter 901A offenses thus far. Average length of stay prior to passage of this law was accomplished by examining the average length of stay by year for the offense class that admitted sexual predators would have otherwise received. Note that a few of these predators who were sentenced to short terms have been released, with relatively short average length-of-stay. This is reflected in data for FY05-FY08. Over time it is expected that the length-of-stay for this group will increase, eventually approaching the original estimated length-of-stay for this group.
- *Other length of stay data* through FY2003 are based on samples of released prisoners, with data since FY04 based upon a census of departing inmates. These figures differ from average time-served data generated by the Board of Parole because: a) the data contained in this report include *all* types of releases, not just parole releases; b) the data contained in this report distinguish between first releases and re-releases; c) the data contained in this report exclude jail credit and other time not spent within the prison system; and d) BOP figures calculate the amount of time spent from admission to the parole *decision*, not actual release.
- “*Drunk Driving Initial Stay*” describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

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

In addition to the statewide prison population forecast, CJJP completes projections for the female inmate population, utilizing basic trend line analysis techniques. The inmate population of males is determined by subtracting the forecast for females from total projected inmates.

### ***Forecasting Assumptions***

- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and length of stay of prisoners will continue in the same direction or will change in explicitly stated ways (see below). It is further assumed that the data provided as measurements of these phenomena accurately reflect actual conditions.
- It is assumed that no catastrophic social or economic disruptions such as war or major depressions will occur during the projection period.
- It is assumed there will be no major legislative changes in the state criminal code or criminal procedures during the projection period.
- It is assumed there will be no major changes in judicial sentencing, parole board release policies, or probation/parole revocation policies and practices during the projection period.
- It is assumed that inmates serving 70% mandatory terms will be released midway between the expiration of their mandatory term and the 85% expiration of sentence.
- It is assumed that sex offenders will be released upon expiration of their sentences rather than being paroled or otherwise released.
- It is assumed that new prison admissions will increase by about 22 percent between FY2008 and FY2018.
- It is assumed that readmissions to prison will also increase by about 21 percent between FY2008 and FY2018.

### ***Acknowledgments***

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

- For providing information on current and planned prison population capacities: John Baldwin, Director, Iowa Department of Corrections, and Lettie Prell, Research Director, Iowa Department of Corrections.
- For developing the original methodologies of our prison population forecasting and policy simulation tool: Mary Mande, former director of the Colorado Statistical Analysis Center and corrections research consultant.

## APPENDIX: STATISTICAL TABLES

<b>Table 1. Mid-Year Prison Populations and Capacities: Total</b>					
<b>Year</b>	<b>Total Inmates June 30th</b>	<b>Increase (Decrease)</b>	<b>% Change</b>	<b>Total Prison Capacity</b>	<b>Population as % of Capacity</b>
1998	7,431	795	12.0%	5,701	130.3%
1999	7,230	(201)	-2.7%	5,801	124.6%
2000	7,635	405	5.6%	6,772	112.7%
2001	8,083	448	5.9%	6,772	119.4%
2002	8,141	58	0.7%	6,772	120.2%
2003	8,361	220	2.7%	6,972	119.9%
2004	8,607	246	2.9%	6,989	123.2%
2005	8,577	(30)	-0.3%	7,215	118.9%
2006	8,658	81	0.9%	7,240	119.6%
2007	8,807	149	1.7%	7,256	121.4%
2008	8,618	(189)	-2.1%	7,414	116.2%
<b>Forecast:</b>					
2009	8,361	(257)	-3.0%	7,414	112.8%
2010	8,296	(65)	-0.8%	7,414	111.9%
2011	8,350	54	0.7%	7,414	112.6%
2012	8,335	(15)	-0.2%	7,859	106.1%
2013	8,445	110	1.3%	7,859	107.5%
2014	8,569	124	1.5%	8,110	105.7%
2015	8,676	107	1.2%	8,110	107.0%
2016	8,757	81	0.9%	8,110	108.0%
2017	8,834	158	1.8%	8,110	108.9%
2018	8,900	143	1.6%	8,110	109.7%

Note: Populations exclude sex offender civil commitment unit. FY08 population excludes Linn County inmates.

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

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

Year	# Women June 30th	Increase (Decrease)	% Change	Capacity for Women	Population as% of Capacity
1998	616	95	18.2%	260	236.9%
1999	541	(75)	-12.2%	460	117.6%
2000	604	63	11.6%	573	105.4%
2001	641	37	6.1%	573	111.9%
2002	670	29	4.5%	573	116.9%
2003	704	34	5.1%	573	122.9%
2004	723	19	2.7%	573	126.2%
2005	754	31	4.3%	573	131.6%
2006	718	(36)	-4.8%	573	125.3%
2007	761	43	6.0%	573	132.8%
2008	740	(21)	-2.8%	573	129.1%
<b>Forecast:</b>					
2009	752	12	1.7%	573	131.3%
2010	765	12	1.6%	573	133.5%
2011	777	12	1.6%	573	135.6%
2012	790	12	1.6%	918*	86.0%
2013	802	12	1.6%	918*	87.4%
2014	814	12	1.5%	918*	88.7%
2015	827	12	1.5%	918*	90.1%
2016	839	12	1.5%	918*	91.4%
2017	852	12	3.0%	918*	92.8%
2018	864	12	3.0%	918*	94.1%

Note: Mid-year 1999 population and capacity do not include Iowa inmates temporarily housed out-of-state and the beds utilized in the prison out of state.

\*This number includes all beds available for women, including administrative medical beds, which are not usually included in calculating available beds. As of this writing, the number of available non-administrative medical beds for women in 2012 and beyond has not been determined.

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



<b>Table 3. Mid-Year Prison Populations and Capacities: Males</b>					
<b>Year</b>	<b># Men June 30th</b>	<b>Increase (Decrease)</b>	<b>% Change</b>	<b>Capacity For Men</b>	<b>Population as % of Capacity</b>
1998	6,815	700	11.4%	5,441	125.3%
1999	6,689	(126)	-1.8%	5,341	125.2%
2000	7,031	342	5.1%	6,199	113.4%
2001	7,442	411	5.8%	6,199	120.1%
2002	7,471	29	0.4%	6,199	120.5%
2003	7,657	186	2.5%	6,399	119.7%
2004	7,884	227	3.0%	6,416	122.9%
2005	7,823	(61)	-0.8%	6,642	117.8%
2006	7,940	117	1.5%	6,667	119.1%
2007	8,046	106	1.3%	6,683	120.4%
2008	7,878	(168)	-2.1%	6,841	115.2%
<b>Forecast:</b>					
2009	7,609	(269)	-3.4%	6,841	111.2%
2010	7,531	(77)	-1.0%	6,841	110.1%
2011	7,573	42	0.6%	6,841	110.7%
2012	7,545	(27)	-0.4%	6,941	108.7%
2013	7,643	98	1.3%	6,941	110.1%
2014	7,755	112	1.5%	7,192	107.8%
2015	7,849	95	1.2%	7,192	109.1%
2016	7,918	69	0.9%	7,192	110.1%
2017	7,982	65	0.8%	7,192	111.0%
2018	8,036	54	0.7%	7,192	111.7%

Note: Populations exclude sex offender civil commitment unit.

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

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

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

	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	% Chng 1998- 2008
*No Parole - Murder-2nd	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	464.1	--	--	
*No Parole - Other Class B	--	--	--	--	--	--	--	--	--	43.0	78.7	
*No Parole - Class C	102.0	102.0	102.0	102.0	102.0	102.0	102.0	84.0	86.0	88.3	89.8	-12.0%
*No Parole - Sex Predators	144.0	144.0	144.0	144.0	144.0	144.0	144.0	33.0	44.0	30.8	80.8	-43.9%
B Felony Persons	113.0	135.0	96.0	112.0	111.0	135.0	114.0	124.0	114.0	120.6	134.4	18.9%
B Felony Non-Persons	39.0	17.0	41.0	44.0	32.0	33.0	35.0	36.4	31.0	34.2	40.3	3.4%
B Felony Sex							127.0	146.0	134.0	132.3	158.8	
C Felony Persons	45.0	46.0	50.0	51.0	52.0	48.0	43.0	40.0	36.0	44.9	46.2	2.6%
C Felony Non-Persons	24.0	24.0	24.0	24.0	22.0	20.0	20.0	20.5	20.0	19.8	21.3	-11.3%
C Felony Sex							57.0	53.0	53.0	56.8	53.9	
D Felony Persons	20.0	22.0	24.0	25.0	23.0	23.0	19.0	19.0	19.0	20.1	19.3	-3.7%
D Felony Non-Persons	16.0	16.0	16.0	15.0	15.0	13.0	13.0	12.5	12.0	12.4	13.3	-16.8%
D Felony Sex							29.0	32.0	26.0	31.1	31.5	
Other Felony	52.0	57.0	47.0	44.0	41.0	35.0	38.0	33.3	35.0	33.4	41.6	-20.0%
Other Felony Non-Persons							35.0	32.0	32.0	33.4	39.8	
Other Felony Persons							42.0	64.0	79.0	64.5	41.3	
Other Felony Sex							80.0	25.0	33.0	78.1	80.8	
Agg Misdemeanor Persons	10.0	11.0	11.0	10.0	9.0	10.0	10.0	9.0	9.0	9.3	9.9	-0.9%
Agg Misd. Non-Persons	9.0	9.0	9.0	9.0	8.0	7.0	7.0	6.5	7.0	7.5	7.6	-15.6%
Agg Misdemeanor Sex							11.0	12.0	9.0	9.4	14.2	
Serious Misdemeanor	9.0	6.0	8.0	8.0	7.0	8.0	7.0	6.3	5.0	6.6	6.4	-28.9%
Drunk Driving Initial Stay	3.0	4.0	3.0	2.0	5.0	6.0	5.0	5.2	5.0	6.0	5.7	90.3%
<b>All New Admissions</b>							<b>19.6</b>	<b>20.5</b>	<b>19.2</b>	<b>20.1</b>	<b>21.4</b>	
<b>Readmissions:</b>												
B Felony	36.0	63.0	30.0	27.0	16.0	23.0	27.0	22.9	18.0	22.1	21.3	-40.9%
C Felony	22.0	22.0	19.0	18.0	14.0	12.0	12.0	13.0	12.0	11.8	12.9	-41.4%
D Felony	12.0	12.0	13.0	11.0	10.0	9.0	8.0	9.1	9.0	8.5	9.9	-17.7%
Other Felony	38.0	33.0	24.0	20.0	21.0	14.0	22.0	18.3	13.0	15.8	25.8	-32.2%
Drunk Driving Returns							8.0	10.0	9.0	9.1	10.7	
All Misdemeanors	6.0	9.0	9.0	7.0	8.0	6.0	6.0	6.0	5.0	5.3	6.5	7.5%
Violator Placement	2.0	2.0	4.0	5.0	5.0	5.0	4.0	4.9	5.0	4.7	4.6	129.6%
<b>All Returns (no Violators/Safekeepers)</b>							<b>11.2</b>	<b>11.8</b>	<b>10.4</b>	<b>10.8</b>	<b>12.7</b>	

Source:ICON, compiled by CJJP 7/7/08

Assumption: Those serving 70% sentences (i.e., "no paroles") released midway between 70% and 85%

One Class B 70% released by court order in FY08; three others died

Notes: All data prior to FY2004 are based on samples of exiting prisoners, typically those released during the first 4-6 months of the calendar year. "No parole" groups marked with an asterisk (\*) reflect sentences under Section 902.12 or Chapter 901A, effective for persons committing certain violent crimes after July 1, 1996. Time served from 1998-2008 denotes *expected* length of stay unless there have been actual releases in those categories.

Length-of-stay for sex offenders prior to FY04 is not currently available. Figures for “persons” offenders prior to FY04 include sex offender releases. Figures for FY04 and thereafter do not. For further explanation of forecasting categories and time served calculations, please refer to the section, *Forecasting the Prison Population*.

**Table 5. Prison Releases by Release Reason: FY1998-2008**

	<b>FY1998</b>	<b>FY1999</b>	<b>FY2000</b>	<b>FY2001</b>	<b>FY2002</b>	<b>FY2003</b>	<b>FY2004</b>	<b>FY2005</b>	<b>FY2006</b>	<b>FY2007</b>	<b>FY2008</b>	<b>% Change FY1998-2008</b>
To Parole	1,333	1,599	1,311	1,336	2,080	2,301	2,053	2,305	2,307	1,758	1,645	23.4%
To Work Release	920	972	1,197	1,120	1,209	1,163	1,272	1,334	1,304	1,271	1,283	39.5%
To OWI Facility	244	310	319	264	215	214	221	199	209	198	207	-15.2%
Expiration of Sentence	578	781	904	927	794	989	972	1,035	1,081	1,202	1,359	135.1%
To Shock Probation	225	262	225	273	252	222	197	175	177	177	159	-29.3%
Other Violator Releases	497	457	300	251	276	370	398	481	495	477	382	-23.1%
Escapes	3	3	5	3	1	5	1	0	5	1	-	-100.0%
Other Final Discharges	6	13	16	11	11	18	19	7	48	23	20	233.3%
Other Releases	134	259	228	609	633	747	772	838	606	650	464	246.3%
<i>Total Releases</i>	3,940	4,656	4,505	4,794	5,471	6,029	5,905	6,374	6,232	5,757	5,519	40.1%

Source: E-1 Reports and ICON.

**Table 6. Prison Admissions by Admission Reason: FY1998-2008**

	<b>FY1998</b>	<b>FY1999</b>	<b>FY2000</b>	<b>FY2001</b>	<b>FY2002</b>	<b>FY2003</b>	<b>FY2004</b>	<b>FY2005</b>	<b>FY2006</b>	<b>FY2007</b>	<b>FY2008</b>	<b>% Change, FY1998-2008</b>
New Court Commitments	1,989	2,054	2,201	2,139	2,057	2,210	1,971	2,006	2,094	1,946	1,773	-11%
New/Probation Revocations	1,194	950	1013	1,156	1,322	1,484	1,454	1,512	1,516	1,412	1,367	14%
Special Sentence Revocation- new	0	0	0	0	0	0	0	0	0	0	5	--
<b><i>Sub-Total, New Admtssions</i></b>	<b>3,183</b>	<b>3,004</b>	<b>3,214</b>	<b>3,295</b>	<b>3,379</b>	<b>3,694</b>	<b>3,425</b>	<b>3,518</b>	<b>3,610</b>	<b>3,358</b>	<b>3,145</b>	-1%
Parole Returns	320	331	405	495	552	725	762	809	970	957	859	168%
Parole - Violator Program	105	124	74	43	69	76	70	69	75	93	50	-52%
Probation - Violator Program	493	447	279	256	309	368	403	394	376	352	279	-43%
Work Release - Viol. Program	16	7	17	13	8	9	34	22	13	11	6	-63%
Total Violator Placements	614	578	370	312	386	453	507	485	464	456	338	-45%
Shock Probation Returns	109	82	85	80	136	93	80	82	85	65	63	-42%
Escape Returns	188	130	185	194	216	275	291	84	6	1	1	-99%
Work Release Returns	139	95	138	182	165	201	232	466	471	479	376	171%
OWI Facility Returns	65	81	50	53	68	55	80	90	85	76	76	17%
Special Sentence Revocation- return											2	--
<b><i>Sub-Total, Re-Admissions</i></b>	<b>1,435</b>	<b>1,297</b>	<b>1,233</b>	<b>1,316</b>	<b>1,523</b>	<b>1,802</b>	<b>1,952</b>	<b>2,016</b>	<b>2,081</b>	<b>2,034</b>	<b>1,713</b>	<b>19%</b>
Other Admissions	117	153	465	637	645	753	723	717	637	512	528	351%
<b><i>Total Admissions</i></b>	<b>4,735</b>	<b>4,454</b>	<b>4,912</b>	<b>5,248</b>	<b>5,547</b>	<b>6,249</b>	<b>6,100</b>	<b>6,251</b>	<b>6,328</b>	<b>5,904</b>	<b>5,386</b>	<b>14%</b>

	<b>FY1998</b>	<b>FY1999</b>	<b>FY2000</b>	<b>FY2001</b>	<b>FY2002</b>	<b>FY2003</b>	<b>FY2004</b>	<b>FY2005</b>	<b>FY2006</b>	<b>FY2007</b>	<b>FY2008</b>	<b>% Change,</b>
New Court Commitments	1,989	2,054	2,201	2,139	2,057	2,210	1,971	2,006	2,094	1,946	1,773	-2%
New/Probation Revocations	1,194	950	1,013	1,156	1,322	1,484	1,454	1,512	1,516	1,412	1,367	18%
Re-Admissions	1,435	1,297	1,233	1,316	1,523	1,802	1,952	2,016	2,081	2,034	1,713	42%
Other Admissions	117	153	465	637	645	753	723	717	637	512	528	338%

Note: admission figures may vary slightly from previous publications.

Source: ACDS and ICON

**Table 7. Prison Admissions: Actual and Projected**

	<i>New Admissions:</i>		<i>Readmissions:</i>	
	#	% Change	#	% Change
<b>Actual:</b>				
FY1998	3,183		1,435	
FY1999	3,004	-6%	1,297	-10%
FY2000	3,214	7%	1,233	-5%
FY2001	3,295	3%	1,316	7%
FY2002	3,379	3%	1,659	26%
FY2003	3,694	9%	1,819	10%
FY2004	3,425	-7%	1,996	10%
FY2005	3,518	3%	2,064	3%
FY2006	3,610	3%	2,132	3%
FY2007	3,358	-7%	2,088	-2%
FY2008	3,145	-6%	1,812	-13%
<b>Forecast:</b>				
FY2009	3,281	4%	1,867	3%
FY2010	3,393	3%	1,957	5%
FY2011	3,454	2%	1,990	2%
FY2012	3,520	2%	2,022	2%
FY2013	3,578	2%	2,053	2%
FY2014	3,634	2%	2,084	1%
FY2015	3,686	1%	2,109	1%
FY2016	3,738	1%	2,138	1%
FY2017	3,793	1%	2,164	1%
FY2018	3,849	1%	2,192	1%

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

Source: CJJP, based on data obtained from the Adult Corrections Information System and Iowa Corrections On-line Network (ICON).

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

Offense Type	FY1998	FY1999	FY2000	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	98-'08 % Change
Arson	15	18	16	18	16	19	27	23	27	27	27	80.0%
Assault	314	296	339	345	406	422	354	406	461	441	443	41.1%
Burglary	433	375	432	391	341	356	378	377	388	392	371	-14.3%
Conspiracy	30	22	23	26	32	21	29	28	15	19	22	-26.7%
Criminal Mischief	32	29	35	29	39	38	43	52	51	35	35	9.4%
Drug Offenses	651	663	839	901	960	1,091	1,101	1,048	986	879	795	22.1%
Flight/Escapes	24	25	18	31	29	40	24	16	10	16	6	-75.0%
Forgery/Fraud	289	221	182	245	248	275	228	245	272	233	197	-31.8%
Kidnapping	17	16	13	10	5	16	11	12	15	10	23	35.3%
Murder/Manslaughter	56	43	49	46	42	66	33	63	55	56	53	-5.4%
OWI	316	382	344	302	261	287	263	241	311	264	271	-14.2%
Pimping/Prostitution	28	15	22	12	22	34	27	31	17	15	12	-57.1%
Robbery	95	95	120	88	72	81	69	72	54	62	60	-36.8%
Sex Offenses	236	221	208	269	261	234	213	262	264	233	205	-13.1%
Sex Registry	4	18	12	11	25	22	35	37	69	86	69	1625.0%
Special Sentence	0	0	0	0	0	0	0	0	0	0	5	--
Theft	464	404	406	394	423	462	405	367	371	371	361	-22.2%
Traffic	77	60	64	68	89	108	110	123	125	102	96	24.7%
Weapons	63	57	52	56	53	66	34	55	63	54	35	-44.4%
All Other Offenses	39	44	40	53	55	56	41	60	56	63	59	51.3%
<i>Total New Admissions</i>	3,183	3,004	3,214	3,295	3,379	3,694	3,425	3,518	3,610	3,358	3,145	-1.2%

**Table 9. New Prison Admissions by Offense Type: FY1997-2007**

	FY1998	FY1999	FY2000	FY2001	FY2002	FY2003	FY2004	FY2005	FY2006	FY2007	FY2008	98-'08 % Change
Drug	651	663	839	901	960	1,091	1,101	1,048	986	879	795	22.1%
Violent	518	476	565	529	550	625	505	604	612	584	584	12.7%
Sex	236	221	208	269	261	234	213	262	264	233	205	-13.1%
Property	1,217	1,036	1,044	1,063	1,056	1,126	1,064	1,042	1,096	1,043	991	-18.6%
OWI/Traffic	393	442	408	370	350	395	373	364	436	366	367	-6.6%
Other	168	166	150	163	202	223	169	198	216	253	203	20.8%
<i>Total New Admissions</i>	3,183	3,004	3,214	3,295	3,379	3,694	3,425	3,518	3,610	3,358	3,145	-1.2%

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

<b>Table 10. Forecasted Change in Prison Population, by Offense Class</b>				
<b>Offense Class</b>	<b>Actual on 6/30/2008</b>	<b>Estimated Population After:</b>		
		<b>One year</b>	<b>Five years</b>	<b>Ten years</b>
<b>A Felons (non-sex)</b>	591	603	604	601
<b>A Felons sex offenses</b>	17	17	18	21
<b>B Felons 70% sentences</b>	308	329	421	503
<b>B Felons 70% sex sentences</b>	174	192	247	315
<b>B Felons not vs. Persons</b>	501	522	540	542
<b>B Felons vs. Persons</b>	362	356	369	360
<b>B Felons sex offenses</b>	125	117	102	80
<b>Other Felons 70% sentences</b>	16	19	20	25
<b>Other Felons 85% sex offenses</b>	40	40	38	33
<b>Other Felons not vs. Persons</b>	550	539	490	552
<b>Other Felons vs. Persons</b>	62	64	41	40
<b>Other Felons sex offenses</b>	19	21	19	17
<b>C Felons 70% sentences</b>	336	335	337	367
<b>C Felons not vs. Persons</b>	1,529	1,408	1,383	1,413
<b>C Felons vs. Persons</b>	398	391	314	295
<b>C Felons sex offenses</b>	686	718	672	624
<b>D Felons not vs. Persons</b>	1,374	1,229	1,306	1,459
<b>D Felons vs. Persons</b>	392	375	404	437
<b>D Felons sex offenses</b>	121	130	119	115
<b>Agg. Misd. not vs. Persons</b>	255	236	251	275
<b>Agg. Misd. Vs. Persons</b>	165	150	159	175
<b>Agg. Misd. sex offenses</b>	33	34	37	37
<b>Serious Misdemeanants</b>	9	9	10	10
<b>OWI Offenders</b>	291	266	223	231
<b>Special Sentences</b>	12	15	74	123
<b>Violators</b>	104	99	101	101
<b>Safekeepers/Compact/Federal</b>	148	148	148	148
<b>Total Population</b>	<b>8,618</b>	<b>8,361</b>	<b>8,445</b>	<b>8,900</b>
<b>Total Sex Offenders</b>	<b>1,227</b>	<b>1,282</b>	<b>1,325</b>	<b>1,365</b>
<b>Total 70% Sentences</b>	<b>874</b>	<b>915</b>	<b>1,063</b>	<b>1,244</b>

Population excludes 122 safekeepers held for Linn County on 6/30/08



### Projected Iowa Prison Populations, 2003, 2004, 2005, 2006, 2007, and 2008

