

Iowa Prison Population Forecast FY2002-2011

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

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Richard G. Moore, Administrator

Researchers:

Lettie Prell, Justice Systems Analyst.....Primary Author
Laura Roeder-Grubb, Research Analyst.....Statistical Modeling
Bonnie S. Wilson, Research Analyst.....Data Support
Amber Watson, Research Intern.....Data Support

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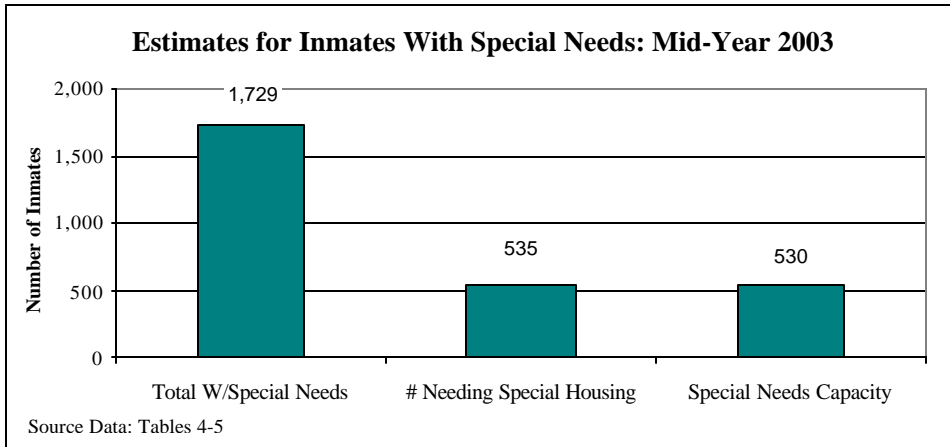
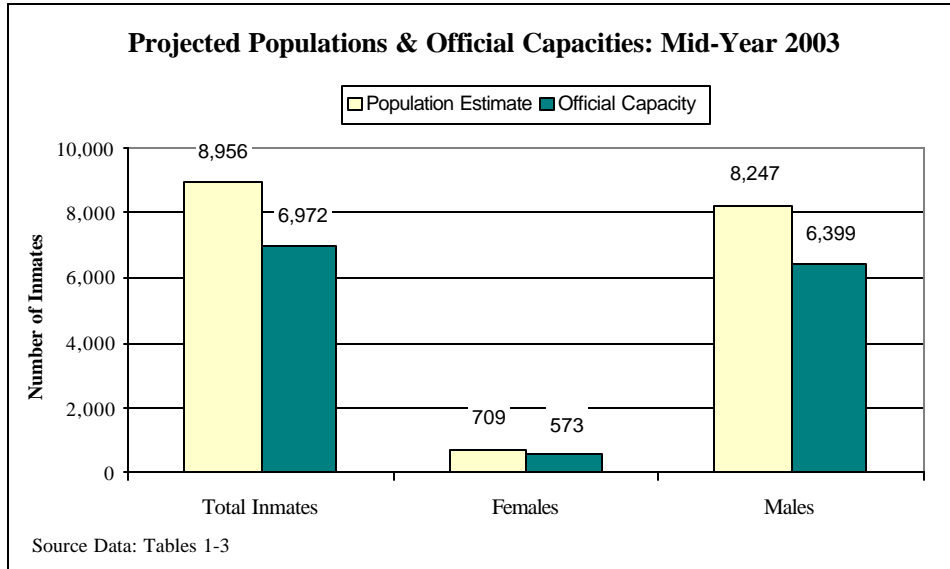
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OUTLOOK FOR JUNE 30, 2003

By June 30, 2003, Iowa's prison population is expected to exceed official capacity (including a 200-bed expansion) by about 1,984 inmates, or by about 28%, if current offender behaviors and justice system trends, policies and practices continue (Table 1).¹ Women's facilities are expected to hold about 136 more inmates than the official capacity, and men's facilities are expected to hold about 1,848 more inmates than the official capacity (Tables 2 and 3). The level of crowding in men's facilities is expected to exceed the level of crowding in women's facilities. It is estimated that inmates who are expected to require special housing due to their special needs will fill available special needs housing beds (Tables 4 and 5).



¹ Tables may be found in the appendix.

LONG-TERM PROJECTED POPULATIONS

Total Inmates

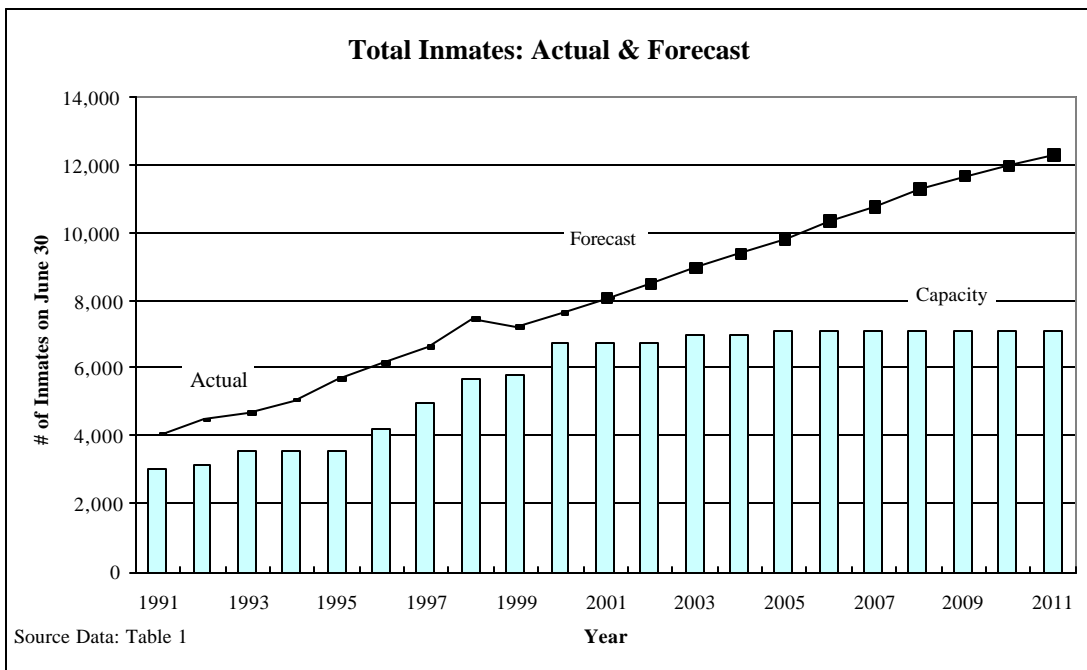
If current offender behaviors and justice system trends, policies and practices continue, Iowa's prison population may be expected to increase from 8,101 inmates on June 30, 2001 to about 12,318 inmates on June 30, 2011, or by about 52% over the ten-year period (Table 1).

Male & Female Inmates

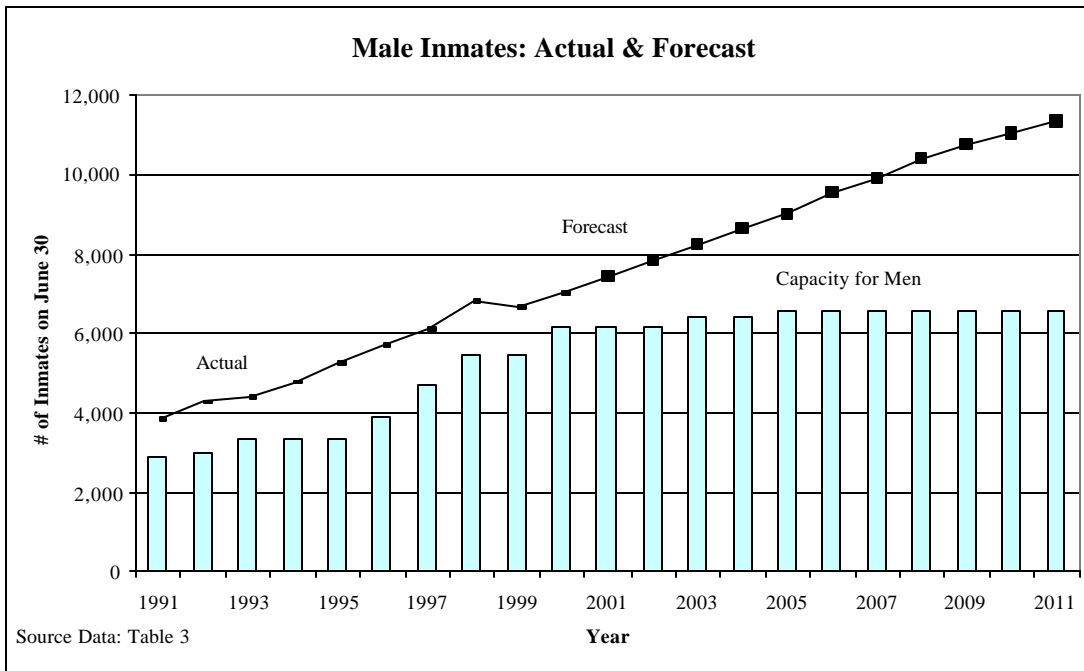
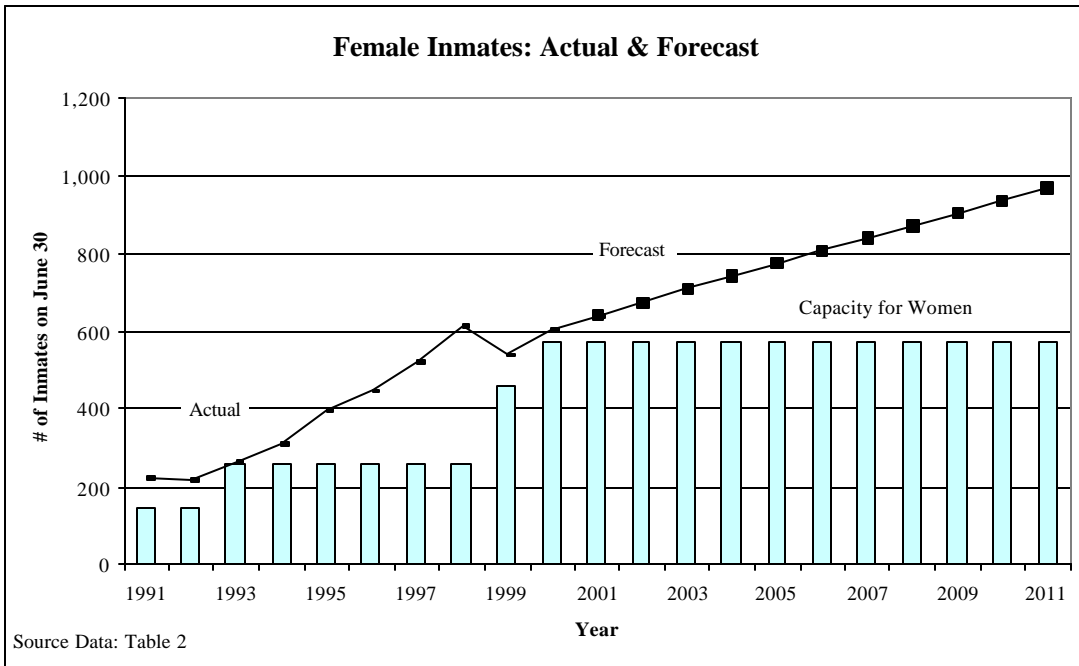
The female inmate population is projected to increase from 641 inmates on June 30, 2001 to about 970 inmates by mid-year 2011, or by about 51% over the ten-year period (Table 2). The male inmate population is expected to increase by about 52% during this same period (Table 3).

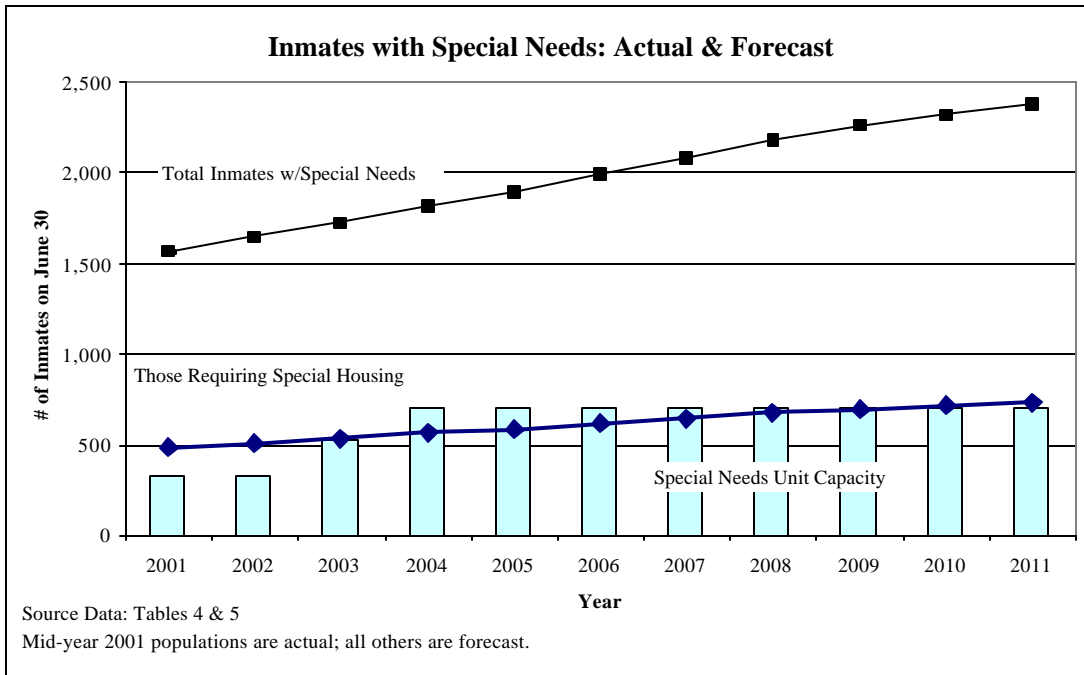
Inmates With Special Needs

The total number of inmates with special needs of mental illness, mental disorder, mental retardation, borderline intellectual functioning and socially inadequate is expected to increase from 1,564 inmates at mid-year 2001 to about 2,377 inmates on June 30, 2011, or by about 52% over the ten-year period (Tables 4 and 5).² The number of inmates with special needs who may require placement in special housing is estimated to reach 735 inmates by mid-year 2011.



² Table 4 contains projected counts by each special needs category.





PRISON POPULATION & CAPACITY

Capacity for Male & Female Inmates

When compared with official Department of Corrections prison population capacities, and taking into consideration increased prison capacity that will be made available as a result of currently authorized prison construction projects, the female inmate population is projected to exceed capacity by about 69%, and the male inmate population is projected to exceed capacity by about 73%, by mid-year 2011 (Tables 2 and 3).

Capacity for Inmates With Special Needs

The majority of inmates with special needs are integrated within the general inmate population just as they are within society. According to information provided by corrections officials, about 40% of female inmates and 29% of male inmates with the particular special needs studied require placement in special needs housing. Based on these estimates, the projected special needs population requiring special housing is expected to exceed special needs housing capacity by about 5% by mid-year 2011. Depending on how the Department of Corrections chooses to utilize the 170 additional special needs beds to be constructed at the Iowa Medical and Classification Center, this level of crowding may be apportioned equally between male and female inmates (Table 5).

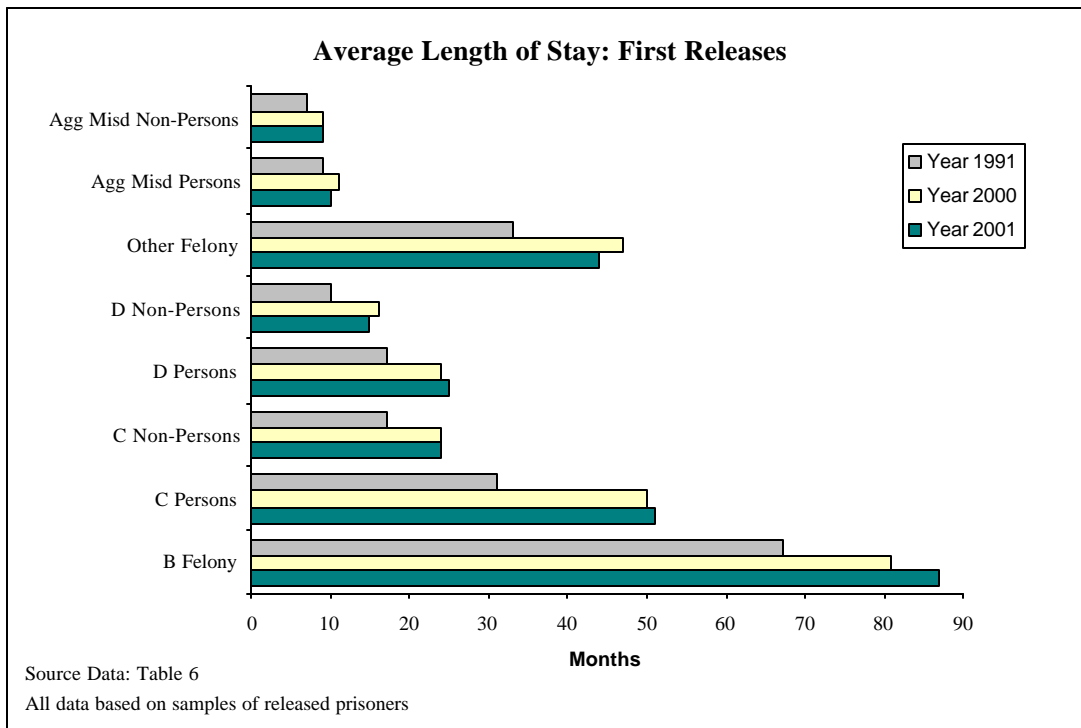
REDUCED GROWTH COMPARED TO LAST YEAR'S FORECAST

Last year, CJJP projected 12,400 inmates by mid-year 2010, if current offender behaviors, and justice system trends, policies and practices continued. The current forecast for mid-year 2010 is 12,013, or 387 fewer inmates than projected last year. About half of this difference is due to a decrease in inmate average length of stay, discussed below. The remaining portion of the decrease is due to adjustments in projected prison admissions in light of recent trends.³

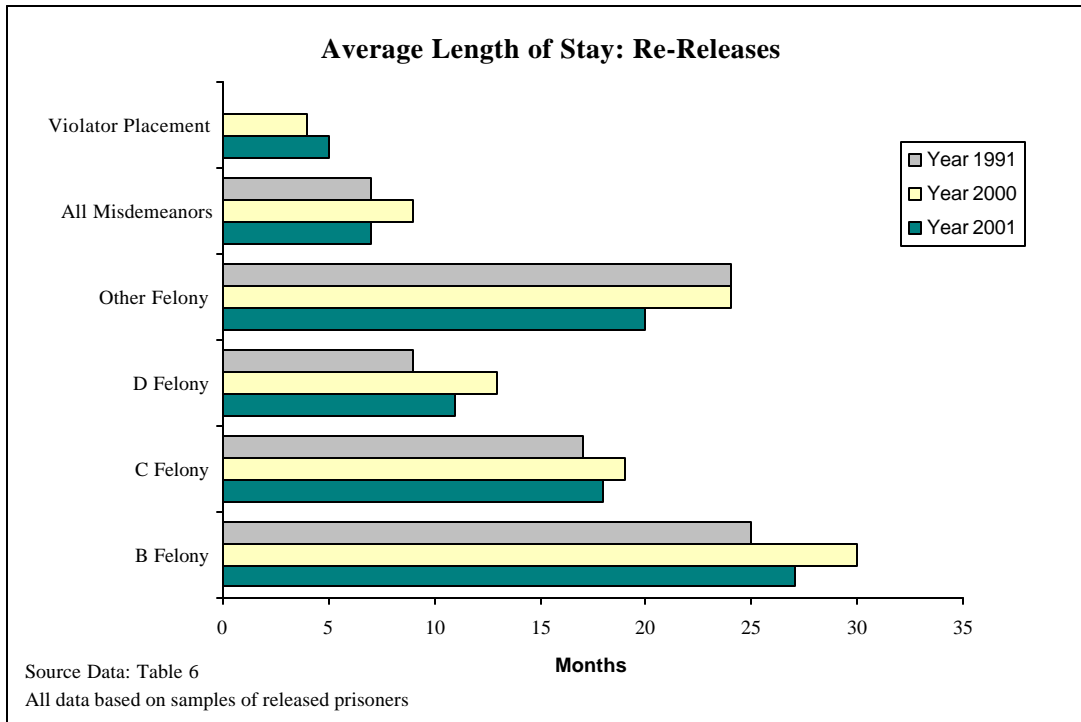
Decrease in Inmate Average Length of Stay

Iowa's new earned time law has afforded inmates the opportunity to earn more time off of their maximum sentences per year than under the previous system. CJJP analysis of average time served by type of release reveals the following findings:

- Those expiring their sentences are doing so slightly sooner, on average.
- Average time served prior to parole or work release for certain types of offenders (mainly those convicted of property and drug crimes) has also declined. This is likely in response to the shortened overall sentence. The Board of Parole must determine what portion, if any, of an offender's sentence should be served under community supervision.



³ Long-term forecasts tend to be less accurate than short-term projections and are more susceptible to variation from year to year due to updated analysis of trends. The observed difference of 387 offenders represents only about a 3% variation in projected 2010 populations.



Note: There was no violator program in 1991.

As shown in the accompanying charts, average time served by offense class and type of offense for three first-release groups (aggravated misdemeanants whose crimes were against persons, Class D felons whose crimes were **not** against persons, and other felons) decreased between calendar years 2000 and 2001. Reductions in average time served were also observed in nearly all categories of re-releases.⁴

Average time served by inmates in calendar year 2001 generally remained higher than prisoner average length of stay in 1991. Additionally, average length of stay increased between calendar years 2000 and 2001 for felons who were convicted of crimes against persons and were being released for the first time on their current commitments.

Revised Estimates for Future Prison Admissions

Large fluctuations in prison admissions trends have made estimates of future admissions particularly difficult. For example, new prison admissions (new court-ordered commitments and probation revocations) increased by about 18% between FY97 and FY98, then declined by about 5% the following year, then increased by about 6% the year after that (Table 7). Based on trends observed last year, CJJ projected an 8% increase in new prison admissions between FY2000 and FY2001; however, new admissions increased by only about 2% during the period.

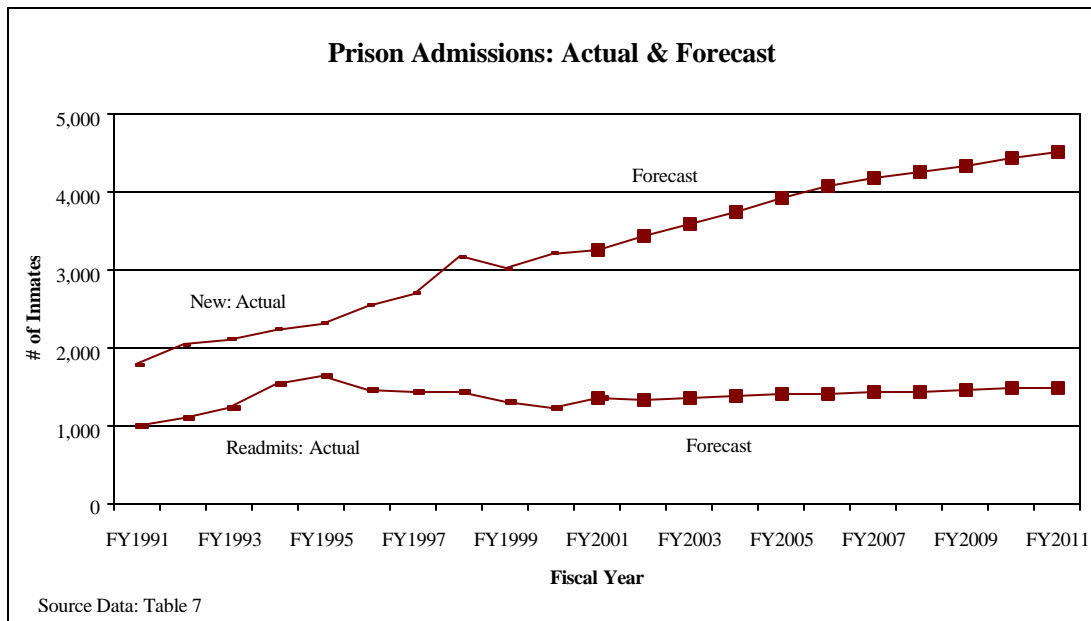
⁴ For a description of forecast release categories, please see the section “Forecasting the Prison Population” near the back of this report.

Based on current trends, CJJP estimates that new prison admissions will increase by about 5% between FY2001 and FY2002. Based on a new source of information – the Iowa Justice Data Warehouse – there is an indication that this estimate may be accurate. The Iowa Justice Data Warehouse includes statewide information on case filings, dispositions and sentences from the clerks of the district court. Using this information, CJJP found that it takes about six months to process a felony case from filing to disposition. Therefore, on average, felony cases filed during calendar year 1999 would be disposed during FY2000, felony cases filed during calendar year 2000 would be disposed during FY2001, etc.

During the first half of calendar year 2001, felony cases involving 7,146 different defendants were filed; CJJP estimates 14,292 felony defendants for the calendar year. If new prison admissions during FY2002 would represent 24% of this number, then projected new admissions would be 3,430, which is close to the actual projection of 3,440 new admissions.

The above analysis is based on comparison of the number of different defendants in felony cases filed during calendar years 1999 and 2000 with new prison admissions during FY2000 and FY2001, respectively. CJJP found that new prison admissions during FY2000 represented 26% of felony defendants during calendar 1999; new prison admissions during FY2001 represented 24% of felony defendants during calendar 2000. The latter percentage was used in the analysis because it is the most recent.

CJJP will continue to seek ways to use Justice Data Warehouse information to inform prison population projections in upcoming years. For example, CJJP may find that improved projections of admissions may be achieved through more detailed analyses, such as: examining types of felony charges that are filed; exploring probation revocation trends; identifying trends in felony imprisonment rates; etc.

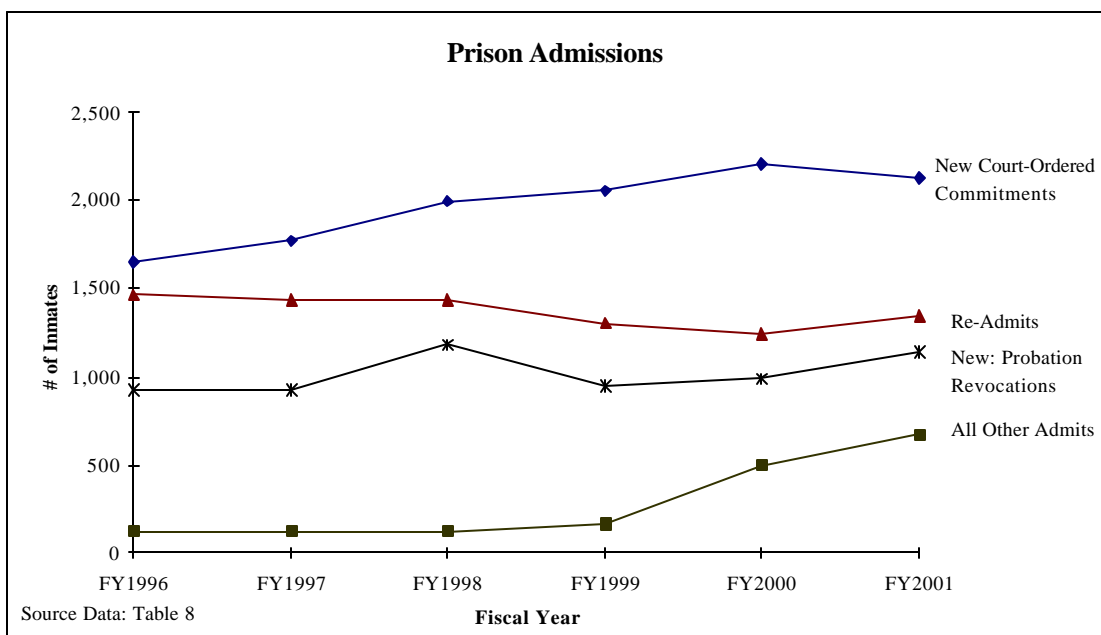


FACTORS CONTRIBUTING TO CONTINUED INCREASE IN INMATES

Increase in New Prison Admissions

New prison admissions (new court-ordered commitments and probation revocations) are projected to increase from 3,271 admissions in FY2001 to about 4,514 admissions in FY2011, or by about 38% (Table 7 and graph on preceding page). Readmissions are projected to increase from 1,347 admissions in FY2001 to about 1,492 admissions in FY2011, or by about 11%.

Between FY1996 and FY2001, new court-ordered commitments to prison increased by about 29%. However, these commitments are down from a record 2,203 admissions during FY2000 (Table 8). Probation revocations to prison increased by about 23% over the same period. In contrast, readmissions to prison decreased by about 8% between FY1996 and FY2001. Much of the decline in readmissions may be attributed to lengthening the short-term Violator Program from two months to four-to-six months.

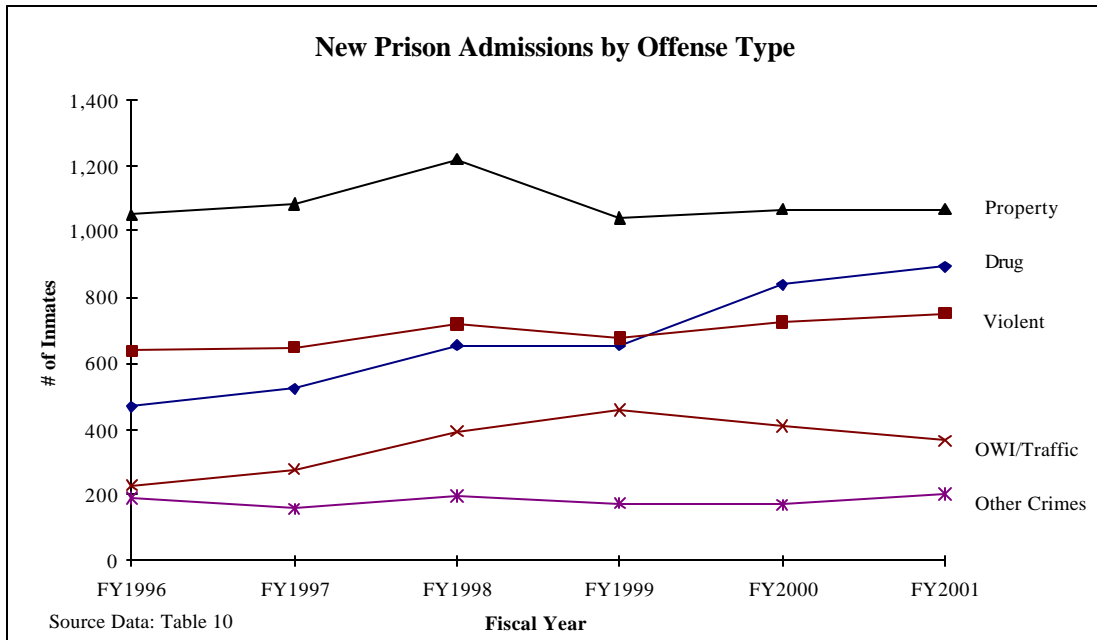


Increase in Admissions of Drug Offenders

The increase in new prison admissions is mainly due to a large increase in new admissions of drug offenders (Tables 9 and 10). New admissions of drug offenders nearly doubled between FY1996 and FY2001, to a record 891 prison admissions during FY2001. In contrast, new admissions of all other offenders increased by only about 13% during the same period. While drug offenses made up about 18% of new prison admissions during FY96, this group comprised 27% of new admissions during FY2001.

Drug offenses are the most common offense type of new prison admission (Table 9). Only “other offenses” (a small category including conspiracy, perjury and other miscellaneous offenses) have increased more rapidly than drug offenses during the past five years.

As documented in the past by CJJ, the increase in admissions of drug offenders is related to the increased manufacture and trafficking in methamphetamines in the state, and subsequent focus on the apprehension and prosecution of this type of offender. CJJ analysis of Department of Corrections and Board of Parole records reveals that, of drug offenders admitted during the first quarter of calendar year 2000, about 66% had offenses involving methamphetamines. In contrast, only about 31% of drug offenders admitted during the first quarter of calendar year 1995 had offenses involving methamphetamines.

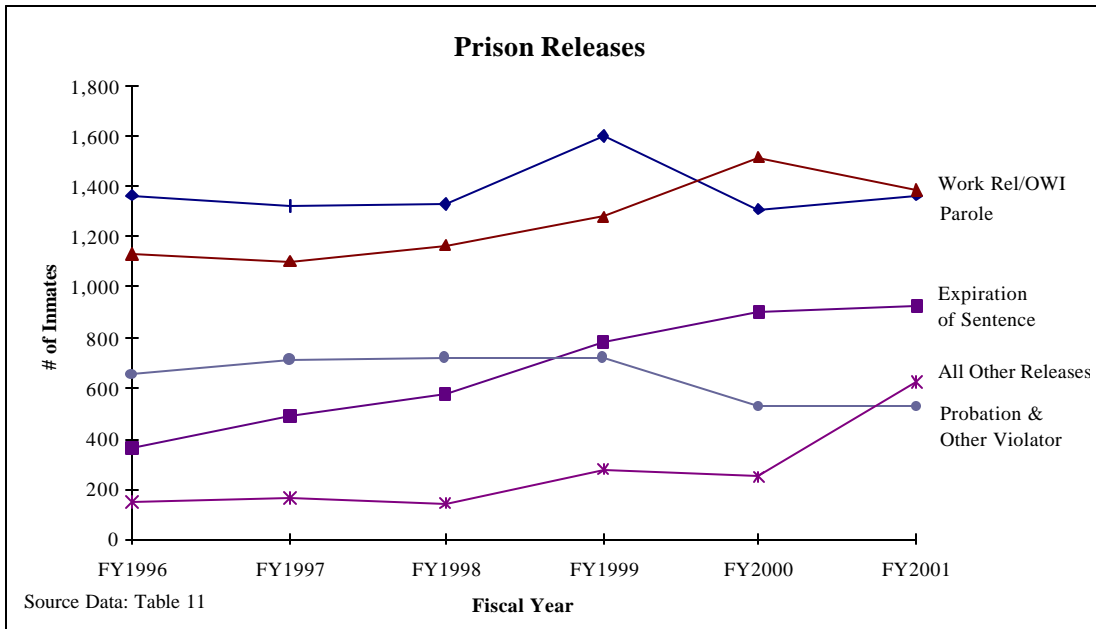


Housing Federal Prisoners

Much of the increase in “other” prison admissions during the past two years is due to the allocation of beds within Iowa’s prison system to house federal prisoners (Table 8 and graph on preceding page). Releases of these inmates are also the primary reason for the increase in “other” releases (Table 11 and graph on following page). For purposes of the prison population forecast, it is assumed that the population of federal prisoners within Iowa’s prison system will remain constant throughout the projections period. At mid-year 2001, there were 147 federal prisoners within Iowa’s prison system.

Increase in Prisoners Expiring Their Sentences

When inmates serve their entire maximum terms (minus any earned time), they are discharged from prison without further supervision; such releases are said to be due to “expiration of sentence.” Releases of inmates due to expiration of sentence increased by about 155% between FY1996 and FY2001, reaching a record 927 releases during FY2001 (Table 11). In contrast, all other releases increased by about 18% over the same period. While expiration of sentence comprised about 10% of all prison releases in FY1996, this group made up about 19% of all prison releases in FY2001. Releases of inmates whose lead offenses are comparatively less



Note: "Probation and other violator" include releases to probation following sentence reconsideration; return to probation following completion of the Violator Program; and unsuccessful Violator Program releases.

serious – misdemeanants and Class D felons whose crimes were not against persons – accounted for most of the increase in expiration of sentence (Table 12).

As documented in the past by CJJP, the following factors appear related to the likelihood that inmates will expire their sentences:

- Institutional misconduct.
- Prior (failed) release opportunities.
- Lack of incentive among inmates to accept a parole or work release, because average time served prior to parole for some groups of inmates is not substantially different than average time served prior to expiration of sentence.⁵

Changes in Board of Parole Policies and Practices

It is the Board of Parole’s task to determine what portion (if any) of an offender’s sentence shall be served under community supervision. As already discussed, Board of Parole policies and practices have led to an increase in average inmate length of stay throughout the 1990’s, tempered only by Iowa’s new earned time law effective last year. Consequently, there has been a dramatic increase in inmates expiring their sentences with no community supervision. Additionally, many parole releases are “paroles with immediate discharge”, because there is insufficient time left on inmates’ sentences to provide for a meaningful period of community supervision. During FY2001, 193 or about 14% of the 1,367 parole releases from prison were “paroles with immediate discharge”, as per the E-1 Reports.

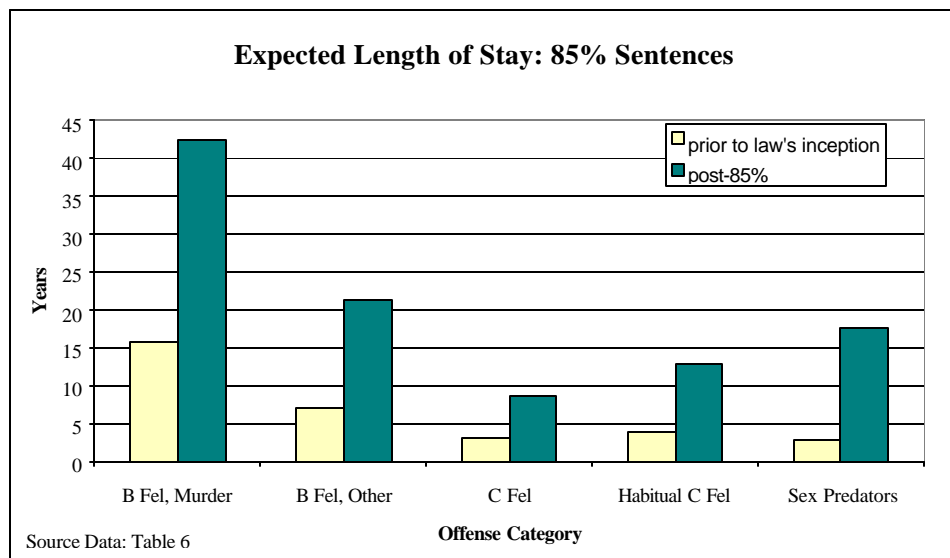
⁵ Criminal and Juvenile Justice Planning, Iowa Department of Human Rights, Iowa Prison Population Forecast: FY2001-FY2010, pp. 7-9.

The Long-Term Effect of Abolishing Parole

Two laws that became effective on July 1, 1996 abolished parole for certain offenders and required that such inmates served at least 85% of their maximum sentences. The Violent Crime Initiative (Section 902.12, *Iowa Code*) affects persons convicted of the following offenses: Murder-2nd degree, Robbery-1st and -2nd degrees, Sexual Abuse-2nd degree, and Kidnapping-2nd degree.⁶ The Sexual Predator law (Chapter 901A, *Iowa Code*) not only imposes the requirement that certain repeat offenders serve 85% of the maximum term, but also increases those maximum terms from the sentence that would otherwise have been imposed.

Due to the abolishment of parole and most of the earned time that would have reduced such offenders' sentences, the expected length of stay of offenders sentenced under these provisions has increased dramatically. By mid-year 2011, about 718 additional prisoners will be incarcerated due to enactment of these laws.⁷ Additional, substantial effects of these laws on the prison population will be realized beyond this forecasting period.

As of June 30, 2001, four offenders serving "85% sentences" have exited prison; another two have died while serving their sentences. On June 30, 2001, 491 inmates were serving sentences that require at least 85% of the maximum term to be served.⁸ Given current average length of stay, CJJP estimates that 17 additional offenders would also have been released if the "85% laws" had not been enacted.⁹



⁶ Attempted Murder and certain instances of Vehicular Homicide were added effective July 1, 1998.

⁷ Assuming that current trends continue. Estimate is based on an updated policy simulation conducted by CJJP using the current forecast. The simulation assumed that offenders currently required to serve 85% of their terms would otherwise serve an average length of stay comparable to inmates exiting prison during the year 2001 for those offense classes.

⁸ Based on inmates' most serious sentences.

⁹ Assuming that offenders currently required to serve 85% of their terms would otherwise serve an average length of stay comparable to inmates exiting prison during the year 2001 for those offense classes.

OPPORTUNITIES FOR CHANGE

A number of new initiatives now underway may have an impact on projected prison populations set forth in this report. These initiatives include the following:

Expanding the Violator Program

As per corrections officials, the Iowa Medical and Classification Center has begun to identify offenders who may benefit from pre-release programming with the intent that upon successful completion the offender would be recommended for judicial sentence reconsideration. Pre-release program participants would participate in the short-term Violator Program. Additionally, the six-month RIVERS program at the Fort Dodge Correctional Facility has been identified as an additional Violator Program/Pre-Release Program; up to 150 beds would be devoted to this use.

To the extent that expansion of the Violator Program would reduce revocations to prison and/or reduce average length of stay of new prison admissions, a decrease in projected prison populations would occur.

Extended Period for Judicial Sentence Reconsideration

Senate File 543 passed during the most recent legislative session expanded the period within which a judge may exercise sentence reconsideration of a felons' sentence, from 90 days to one year from the date of conviction.

To the extent that this option would reduce average length of stay of new prison admissions, a decrease in projected prison populations would occur. However, there is also potential for prison population increases to occur, if judges used this option to incarcerate offenders who would not otherwise be admitted to prison.

Determinate Sentencing Option

Another provision of Senate File 543 provides that a judge may order a determinate sentence for certain offenders convicted of Class D felonies. The determinate term so ordered may be between one year and five years. Earned time would apply to offenders sentenced under this option. An additional term of community supervision is also part of the sentence.

To the extent that this option would reduce average length of stay of new prison admissions, a decrease in projected prison populations would occur. However, there is also potential for prison population increases to occur, if judges would order determinate terms that result in an increased average length of stay, and/or use this option for offenders who would not otherwise have been sentenced to prison.

Substance Abuse Treatment Facility for Probationers

Senate File 537 requires the Department of Public Health to establish a substance abuse treatment facility for probationers. Assuming that the facility operates at 100% of capacity, 200 offenders would be served per year. Depending on how many probationers would be successfully diverted from prison due to treatment at the facility, projected prison populations may decline by as much as 200 offenders.

Increasing Paroles

There are indications that the Board of Parole is seeking ways to increase supervised releases to the community. During the months of July and August 2001, there were 404 parole releases, compared with only 195 parole releases during July and August 2000, as per the E-1 Reports. The present forecast is based on trends through June 30, 2001; on that day there were 8,101 inmates. However, the prison population on August 31, 2001 was 8,048, representing a decline of 53 inmates since mid-year. It should be noted that short-term declines in the prison population have occurred previously while the overall trend has been an increase in populations. Still, these recent statistics are worth noting, because they represent potential for reducing projected populations if the Board of Parole's efforts in this area are continued.

Intermediate Criminal Sanctions Plans

Each judicial district department of correctional services was required to submit an intermediate criminal sanctions plan by July 1, 2001, as per *Iowa Code* section 901B.1(3). As stated in that section, "the plan adopted shall be designed to reduce probation revocations to prison through the use of incremental, community-based sanctions for probation violations." The plans are to utilize the following portion of Iowa's Corrections Continuum, as described in Chapter 901B:

Level	Description	Sanctions Available
4	Short-Term Incarceration	21-day OWI Shock; Violators' Facilities
3	Quasi-Incarceration	Community-based residential facilities/programming; house arrest w/electronic monitoring
2-3	Intensive Supervision	Electronic monitoring, day programming, etc.
2-2	Supervised Sanctions	Regular supervision and any conditions established in the supervision agreement or by court order
2-1	Monitored Sanctions	Administrative supervision; low-risk offender diversion programs

Because most of these plans have only begun to be fully implemented, it remains to be seen what impact the use of intermediate criminal sanctions will have on projected prison populations.

FORECASTING THE PRISON POPULATION

Benefits of Forecasting

- To make some determination of the number of inmates that 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.

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, as follows:

- **Projected Prison Admissions.** This is accomplished through analysis of historical prison admissions data, obtained from the Adult Corrections Information System (ACIS). Projected admissions are made for various offense classes and types of offenses (for example, Class C Violent Offenders, Class C Non-Violent Offenders, etc.) in two separate categories described below. Projections are accomplished through ARIMA modeling, a statistical time series technique, with adjustments based on knowledge of justice system policies.
- **Projected Average Length of Stay.** This is accomplished through an annual data collection effort conducted by CJJP, utilizing ACIS 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.** This is accomplished through analysis of the prison population at the beginning of the projection period.

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

- **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** are all other violators, including the following: a) offenders who had one or more prior unsuccessful conditional releases on their current commitments; b) those revoked from OWI facility placement; and c) those selected for violator facility placement. Length of stay for this category is defined as 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, and probationers admitted to prison to participate in the short-term violator's program.

New admissions are further categorized by whether or not the crime was 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, sex offenses, 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 13 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.
- **Expected average length of stay for sexual predators** sentenced under Chapter 901A was computed based on those committed to prison for a Chapter 901A offense 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.
- **Other length of stay data** are based on samples of released prisoners. These data differ from statistics on average time served 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; and c) the data contained in this report exclude jail credit and other time not spent within the prison system.
- **“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.

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 was 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 under the new earned time law, inmates will have an opportunity to earn up to thirteen days more off of their maximum sentences per year than under the previous system; it is also assumed that the earned time law will apply retroactively to all prisoners.
- It is assumed that new prison admissions will increase by about 38% between FY2001 and FY2011.
- It is assumed that readmissions to prison will increase by about 11% between FY2001 and FY2011.

- It is assumed that each sub-group of special needs inmates will represent the same percentage of the total inmate population during the projection period.
- It is assumed that about 40% of female inmates, and 29% of male inmates with the particular special needs studied are not appropriately integrated in the general population, and require special needs housing.

Forecasting Special Needs Populations

Projections of special needs populations encompassed the following categories: mental illness (MI); mental disorder (MD); mental retardation (MR); borderline intellectual functioning (BI); socially inadequate (SI). The following definitions of these categories are according to the Department of Corrections:

- **Mentally Ill** inmates are those offenders with a clinical diagnosis of Organic Mental Disorders, Schizophrenia, Delusional Disorders, Mood Disorders, or other Psychotic Disorders not elsewhere classified in the current edition of the Diagnostic and Statistical Manual of Mental Disorders. The diagnosis is made by a psychiatrist.
- **Mentally Disordered** inmates includes those in the Mentally Ill category, as well as others who are being monitored by a psychologist because of concerns about the mental health status of the inmate in the absence of a clinical diagnosis. For purposes of this forecast, the mentally disordered category will only include those mentally disordered inmates who are not also identified as being mentally ill.
- **Mentally Retarded** inmates generally have an IQ of 70 or below, or have been evaluated as mentally retarded on the initial psychological report at intake.
- **Borderline Intellectual Functioning** inmates generally have an IQ between 71 and 84 – but have also been noted as having limited intellectual capabilities on the initial psychological report.
- **Socially Inadequate** inmates are those who have impaired social functioning and therefore often experience difficulty functioning in the general population. These inmates may be immature or rebellious.

These special needs categories may be ranked from high to low based on the likelihood of the group to require placement in special needs housing. For example, most inmates who are socially inadequate may be appropriately integrated within an institution's general population, just as they are within society.

Additionally, it is acknowledged that a portion of special needs inmates have multiple needs – and that inmates with certain combinations of special needs will be more likely than other groups to require placement in special needs housing. Based on input from corrections officials, the following hierarchy of special needs populations was identified, ranked from the highest need group to the group least likely to require special needs housing:

- Inmates identified as having both a mental illness and mental retardation (MI/MR)
- Inmates identified as having both a mental disorder and mental retardation (MD/MR)
- Inmates with mental retardation (MR)
- Inmates with a mental illness (MI)
- Inmates with a mental disorder (MD)
- Inmates with borderline intellectual functioning (BI)
- Inmates who are socially inadequate (SI)

In developing projections for each of these groups, it was found that historical counts of these populations had limited use because corrections officials have greatly improved identification and documentation of these offenders in recent years. In other words, the past trend in special needs counts would suggest that the proportion of inmates with special needs is increasing within the Iowa prison system. That is highly unlikely, however, given previous studies on the topic (e.g., CGA Consulting Services, Inc., *Iowa Department of Corrections Special Needs Study*, January 1998). The surge in incarceration of mentally disabled persons after the closing of community mental health facilities in the 1970's has tapered off, and there are no trends to indicate that the current proportion of special needs inmates will drastically change within the next ten years.

The current projection of special needs populations is based on special needs reports generated on June 29, 2001 by the Department of Human Services for the Department of Corrections. The population at mid-year 2001 determined to require placement in special needs units was determined by adding the number of inmates already housed in special needs units, and the number of offenders housed in the general population who were determined to be in need of such placement as per Department of Corrections officials.

Other notes regarding the special needs forecast are as follows:

- A small portion of special needs housing capacity as shown in this report may be interchangeable with other types of offenders, depending on the needs of the institution.
- A number of inmates counted as being housed in special needs units were actually temporarily housed in administrative segregation due to violations of institutional rules.
- From time to time a number of inmates housed in special needs units may be placed in general population to see if they are able to adjust in that setting. Until they satisfactorily make that adjustment, they are considered in need of placement in special needs housing.

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- For providing information relevant to analysis of current and future trends in prison admissions and releases: Walter "Kip" Kautzky, Director, Department of Corrections; Charles W. Larson, Sr, Chairman, Board of Parole; Elizabeth Ford, Vice Chair, Board of Parole; as well as members of their staffs.
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- For providing technical assistance in the development of the special needs forecast: Lowell Brandt, Assistant Director for Offender Services, 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. For establishing a methodology to project special needs populations in Iowa: CGA Consulting Services, Inc., in association with The DLR Group.

APPENDIX: STATISTICAL TABLES

Table 1. Mid-Year Prison Populations and Capacities: Total

Year	Total Inmates June 30th	Increase (Decrease)	% Change	Total Prison Capacity	Population as % of Capacity
1990	3,842	---	---	3,003	127.9%
1991	4,077	235	6.1%	3,045	133.9%
1992	4,485	408	10.0%	3,165	141.7%
1993	4,695	210	4.7%	3,603	130.3%
1994	5,090	395	8.4%	3,603	141.3%
1995	5,692	602	11.8%	3,603	158.0%
1996	6,176	484	8.5%	4,201	147.0%
1997	6,636	460	7.4%	4,951	134.0%
1998	7,431	795	12.0%	5,701	130.3%
1999	7,231	(200)	-2.7%	5,801	124.7%
2000	7,646	415	5.7%	6,772	112.9%
2001	8,101	455	6.0%	6,772	119.6%
Forecast:					
2002	8,518	417	5.1%	6,772	125.8%
2003	8,956	438	5.1%	6,972	128.5%
2004	9,398	442	4.9%	6,972	134.8%
2005	9,814	416	4.4%	7,142	137.4%
2006	10,357	543	5.5%	7,142	145.0%
2007	10,783	426	4.1%	7,142	151.0%
2008	11,295	512	4.7%	7,142	158.1%
2009	11,693	398	3.5%	7,142	163.7%
2010	12,013	320	2.7%	7,142	168.2%
2011	12,318	305	2.5%	7,142	172.5%

Source: E-1 Reports, 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
1990	204	---	---	150	136.0%
1991	221	17	8.3%	150	147.3%
1992	217	(4)	-1.8%	150	144.7%
1993	262	45	20.7%	260	100.8%
1994	307	45	17.2%	260	118.1%
1995	395	88	28.7%	260	151.9%
1996	447	52	13.2%	260	171.9%
1997	521	74	16.6%	260	200.4%
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%
Forecast:					
2002	676	35	5.5%	573	118.0%
2003	709	33	4.9%	573	123.7%
2004	741	32	4.5%	573	129.3%
2005	774	33	4.5%	573	135.1%
2006	807	33	4.3%	573	140.8%
2007	839	32	4.0%	573	146.4%
2008	872	33	3.9%	573	152.2%
2009	905	33	3.8%	573	157.9%
2010	938	33	3.6%	573	163.7%
2011	970	32	3.4%	573	169.3%

Note: Mid-year 1999 population and capacity include Iowa inmates temporarily housed out-of-state, and the beds utilized in the prison out of state.

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

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

Year	# Men June 30th	Increase (Decrease)	% Change	Capacity for Men	Population as % of Capacity
1990	3,638	---	---	2,853	127.5%
1991	3,856	218	6.0%	2,895	133.2%
1992	4,268	412	10.7%	3,015	141.6%
1993	4,433	165	3.9%	3,343	132.6%
1994	4,783	350	7.9%	3,343	143.1%
1995	5,297	514	10.7%	3,343	158.5%
1996	5,729	432	8.2%	3,941	145.4%
1997	6,115	386	6.7%	4,691	130.4%
1998	6,815	700	11.4%	5,441	125.3%
1999	6,791	(24)	-0.4%	5,441	124.8%
2000	7,042	251	3.7%	6,199	113.6%
2001	7,460	418	5.9%	6,199	120.3%
Forecast:					
2002	7,842	382	5.1%	6,199	126.5%
2003	8,247	405	5.2%	6,399	128.9%
2004	8,657	410	5.0%	6,399	135.3%
2005	9,040	383	4.4%	6,569	137.6%
2006	9,550	510	5.6%	6,569	145.4%
2007	9,944	394	4.1%	6,569	151.4%
2008	10,423	479	4.8%	6,569	158.7%
2009	10,788	365	3.5%	6,569	164.2%
2010	11,075	287	2.7%	6,569	168.6%
2011	11,348	273	2.5%	6,569	172.8%

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

Table 4. Mid-Year Prison Populations: Special Needs

Year	Total June 30th	% Change	Total Populations By Specific Category:						
			MI/MR	MD/MR	MR	MI	MD	BI	SI
2000	1,424	---	19	5	49	761	323	175	92
2001	1,564	9.8%	14	7	46	841	386	184	86
Forecast:									
2002	1,644	5.1%	15	7	48	884	406	194	90
2003	1,729	5.2%	16	7	50	930	427	204	95
2004	1,814	4.9%	16	7	53	976	448	214	100
2005	1,894	4.4%	17	8	55	1,019	468	223	104
2006	1,999	5.5%	18	8	58	1,075	494	236	110
2007	2,081	4.1%	19	8	60	1,120	514	246	114
2008	2,180	4.8%	20	9	63	1,173	538	257	120
2009	2,257	3.5%	20	9	65	1,214	557	266	124
2010	2,319	2.7%	21	9	67	1,248	573	274	128
2011	2,377	2.5%	21	10	69	1,279	587	280	131

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

Source: Special Needs Reports S473L289 and S473L292 dated June 29, 2001; forecast by CJJP

Table 5. Mid-Year Prison Populations and Capacities: Special Needs Units

Year	Totals:			Estimates for Females:			Estimates for Males:		
	# Needing Special Housing	Special Needs Capacity	Population as % of Capacity	#	Capacity	# as % of Capacity	#	Capacity	# as % of Capacity
2000	440	310	141.9%	94	96	97.9%	346	214	161.7%
2001	483	330	146.4%	103	116	88.8%	380	214	177.6%
Forecast:									
2002	509	330	154.2%	109	116	94.0%	400	214	186.9%
2003	535	530	100.9%	114	149	76.5%	421	381	110.5%
2004	561	700	80.1%	120	149	80.5%	441	551	80.0%
2005	586	700	83.7%	125	149	83.9%	461	551	83.7%
2006	618	700	88.3%	132	149	88.6%	486	551	88.2%
2007	644	700	92.0%	138	149	92.6%	506	551	91.8%
2008	674	700	96.3%	144	149	96.6%	530	551	96.2%
2009	698	700	99.7%	149	149	100.0%	549	551	99.6%
2010	717	700	102.4%	153	149	102.7%	564	551	102.4%
2011	735	700	105.0%	157	149	105.4%	578	551	104.9%

Note: Populations and numbers of inmates as percent of capacity reflect only those inmates who require placement in special needs housing. The 170 special needs beds to be constructed at the Oakdale prison may hold either men or women. For purposes of illustrating that crowding in special needs units may be distributed evenly between male and female inmates, 33 of these beds have been assigned to female inmates in the above chart. However, in the other forecast charts, all 170 of these beds are designated to hold men, as per the Department of Corrections.

Source: Special Needs Reports S473L289 and S473L292 dated June 29, 2001; Iowa Department of Corrections; forecast by CJJP

Table 6. Inmate Average Length Of Stay (In Months)

	1991	1996	1997	1998	1999	2000	2001	% Change 1991-2001	% Change 1996-2001	% Change 2000-2001
<i>New Admissions:</i>										
*No Parole - Murder-2nd	136	190	510	510	510	510	510	275%	168%	0%
*No Parole - Other Class B	67	85	255	255	255	255	255	281%	200%	0%
*No Parole - Class C	31	37	102	102	102	102	102	229%	176%	0%
*No Parole - Habitual Class C	33	47	153	153	153	153	153	364%	226%	0%
*No Parole - Sex Predators	27	34	212	212	212	212	212	685%	524%	0%
B Felony	67	85	103	88	105	81	87	30%	2%	7%
C Persons	31	37	41	45	46	50	51	65%	38%	2%
C Non-Persons	17	25	25	24	24	24	24	41%	-4%	0%
D Persons	17	22	22	20	22	24	25	47%	14%	4%
D Non-Persons	10	14	14	16	16	16	15	50%	7%	-6%
Other Felony	33	47	43	52	57	47	44	33%	-6%	-6%
Agg Misd Persons	9	9	11	10	11	11	10	11%	11%	-9%
Agg Misd Non-Persons	7	9	8	9	9	9	9	29%	0%	0%
Serious Misdemeanor	6	9	8	9	6	8	8	33%	-11%	0%
Drunk Driving Initial Stay	2	2	3	3	4	3	2	0%	0%	-33%
<i>Readmissions:</i>										
B Felony	25	24	28	36	63	30	27	8%	13%	-10%
C Felony	17	18	21	22	22	19	18	6%	0%	-5%
D Felony	9	11	12	12	12	13	11	22%	0%	-15%
Other Felony	24	32	35	38	33	24	20	-17%	-38%	-17%
All Misdemeanors	7	7	9	6	9	9	7	0%	0%	-22%
Violator Placement	--	2	2	2	2	4	5	NA	150%	25%

Notes: All data are based on samples of exiting prisoners, typically those released during the first 4-6 months of the calendar year. For an explanation of forecasting categories and time served calculations, please refer to the previous section, *Forecasting the Prison Population*.

Source: Adult Corrections Information System, compiled by CJJP

Table 7. Prison Admissions: Actual and Projected

	New Admissions:		Readmissions:	
	#	% Change	#	% Change
Actual:				
FY1990	2,055	---	1,064	---
FY1991	1,788	-13%	1,000	-6%
FY1992	2,045	14%	1,100	10%
FY1993	2,116	3%	1,220	11%
FY1994	2,236	6%	1,527	25%
FY1995	2,320	4%	1,652	8%
FY1996	2,545	10%	1,460	-12%
FY1997	2,697	6%	1,429	-2%
FY1998	3,180	18%	1,436	0%
FY1999	3,025	-5%	1,299	-10%
FY2000	3,211	6%	1,235	-5%
FY2001	3,271	2%	1,347	9%
Forecast:				
FY2002	3,440	5%	1,344	0%
FY2003	3,599	5%	1,367	2%
FY2004	3,758	4%	1,380	1%
FY2005	3,923	4%	1,398	1%
FY2006	4,084	4%	1,416	1%
FY2007	4,184	2%	1,427	1%
FY2008	4,265	2%	1,446	1%
FY2009	4,350	2%	1,460	1%
FY2010	4,434	2%	1,478	1%
FY2011	4,514	2%	1,492	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

Table 8. Prison Admissions by Admission Reason: FY1996-2001

	FY1996	FY1997	FY1998	FY1999	FY2000	FY2001	% Change
New Court Commitments	1,645	1,767	1,994	2,052	2,203	2,121	29%
New/Probation Revocations	925	929	1,182	947	984	1,142	23%
Sub-Total, New Admits	2,570	2,696	3,176	2,999	3,187	3,263	27%
Parole Returns	393	347	321	333	411	525	34%
Parole - Violator Program	191	160	105	124	75	42	-78%
Shock Probation Returns	75	102	110	83	86	76	1%
Probation - Violator Program	381	423	492	446	278	256	-33%
Escape Returns	212	206	188	129	185	194	-8%
Work Release Returns	112	113	139	96	138	183	63%
Work Release - Viol. Program	25	24	16	7	17	13	-48%
OWI Facility Returns	73	58	65	81	50	53	-27%
Sub-Total, Re-Admits	1,462	1,433	1,436	1,299	1,240	1,342	-8%
Other Admissions	123	121	123	158	493	675	449%
Total Admissions	4,155	4,250	4,735	4,456	4,920	5,280	27%

Note: "Other Admissions" include admissions of court-ordered safekeepers as well as MHI/DHS safekeepers, Federal prisoners, and those returning from appeal bond, prisons in other states or other miscellaneous placements.
Source: E-1 Reports

Table 9. New Prison Admissions by Offense Type (Detail): FY1996-2001

Offense Type	FY1996	FY1997	FY1998	FY1999	FY2000	FY2001	% Change
Arson	18	20	16	18	16	18	0%
Assault	246	273	325	298	333	333	35%
Burglary	374	400	438	366	428	390	4%
Criminal Mischief	34	34	35	32	35	29	-15%
Drug Offenses	466	523	653	654	841	891	91%
Drunk Driving/Traffic	231	280	392	457	408	364	58%
Flight/Escape	24	21	26	30	18	42	75%
Forgery/Fraud	223	226	281	212	191	248	11%
Kidnapping	10	15	17	13	13	10	0%
Murder/Manslaughter	57	72	56	47	50	55	-4%
Pimping/Prostitution	29	23	32	11	21	12	-59%
Robbery	111	84	90	90	122	86	-23%
Sexual Abuse	212	206	233	225	209	268	26%
Theft	402	406	448	414	397	380	-5%
Weapons	91	79	74	63	54	55	-40%
All Other Offenses	46	35	64	69	75	90	96%
Total New Admissions	2,574	2,697	3,180	2,999	3,211	3,271	27%

Notes: New admissions consist of court-ordered commitments and probation revocations. Figures in this chart may differ slightly from those shown in the E-1 Reports due to different times in which the database was accessed for reporting purposes.

Source: Adult Corrections Information System, compiled by CJJP

Table 10. New Prison Admissions by Offense Type: FY1996-2001

Offense Type	FY1996	FY1997	FY1998	FY1999	FY2000	FY2001	% Change
Property Offenses	1,051	1,086	1,218	1,042	1,067	1,065	1%
Drug Offenses	466	523	653	654	841	891	91%
Violent Offenses	636	650	721	673	727	752	18%
OWI/Traffic Offenses	231	280	392	457	408	364	58%
Other Offenses	190	158	196	173	168	199	5%
Total New Admissions	2,574	2,697	3,180	2,999	3,211	3,271	27%

Notes: New admissions consist of court-ordered commitments and probation revocations. Figures in this chart may differ slightly from those shown in the E-1 Reports due to different times in which the database was accessed for reporting purposes.

Source: Adult Corrections Information System, compiled by CJJP

Table 11. Prison Releases by Release Reason: FY1996-2001

	FY1996	FY1997	FY1998	FY1999	FY2000	FY2001	% Change
To Work Release	925	848	920	972	1,197	1,120	21%
To OWI Facility	207	252	244	310	319	264	28%
To Parole	1,369	1,325	1,333	1,599	1,311	1,367	0%
To Shock Probation	246	259	225	262	225	273	11%
Other Violator Releases	410	450	497	457	300	251	-39%
Escapes	6	5	3	3	5	3	-50%
Expiration of Sentence	364	493	578	781	904	927	155%
Other Final Discharges	11	21	6	13	16	11	0%
Other Releases	133	137	134	259	228	609	358%
Total Releases	3,671	3,790	3,940	4,656	4,505	4,825	31%

Notes: Parole and work release exits include returns to those placements after successful completion of the Violator Program. "Other Violator Releases" include returns to probation after successful completion, and those who complete unsuccessfully, who were from any placement (probation, parole or work release).

Source: E-1 Reports

Table 12. Expiration of Sentence: FY1996-2001

Offense Class	FY1996	FY1997	FY1998	FY1999	FY2000	FY2001	% Change
B Felony	7	11	7	12	9	20	186%
C Felony Persons	33	45	50	58	84	85	158%
C Felony Non-Persons	55	71	56	65	73	79	44%
D Felony Persons	48	54	59	78	108	100	108%
D Felony Non-Persons	90	147	197	276	313	316	251%
Other Felony	2	11	7	4	11	8	300%
Aggravated. Misd. Persons	54	76	98	103	135	132	144%
Aggravated. Misd. Non-Persons	60	65	84	159	148	151	152%
Serious Misdemeanor	13	13	17	27	21	34	162%
<i>Total Expiration of Sentence</i>	362	493	575	782	902	925	156%

Notes: Figures in this chart may differ slightly from those shown in the E-1 Reports due to different times in which the database was accessed for reporting purposes. Exits of interstate compact prisoners have been excluded.

Source: Adult Corrections Information System, compiled by CJJP