

Iowa Prison Population Forecast FY2001-2010

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

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PROJECTED POPULATIONS

Total Inmates

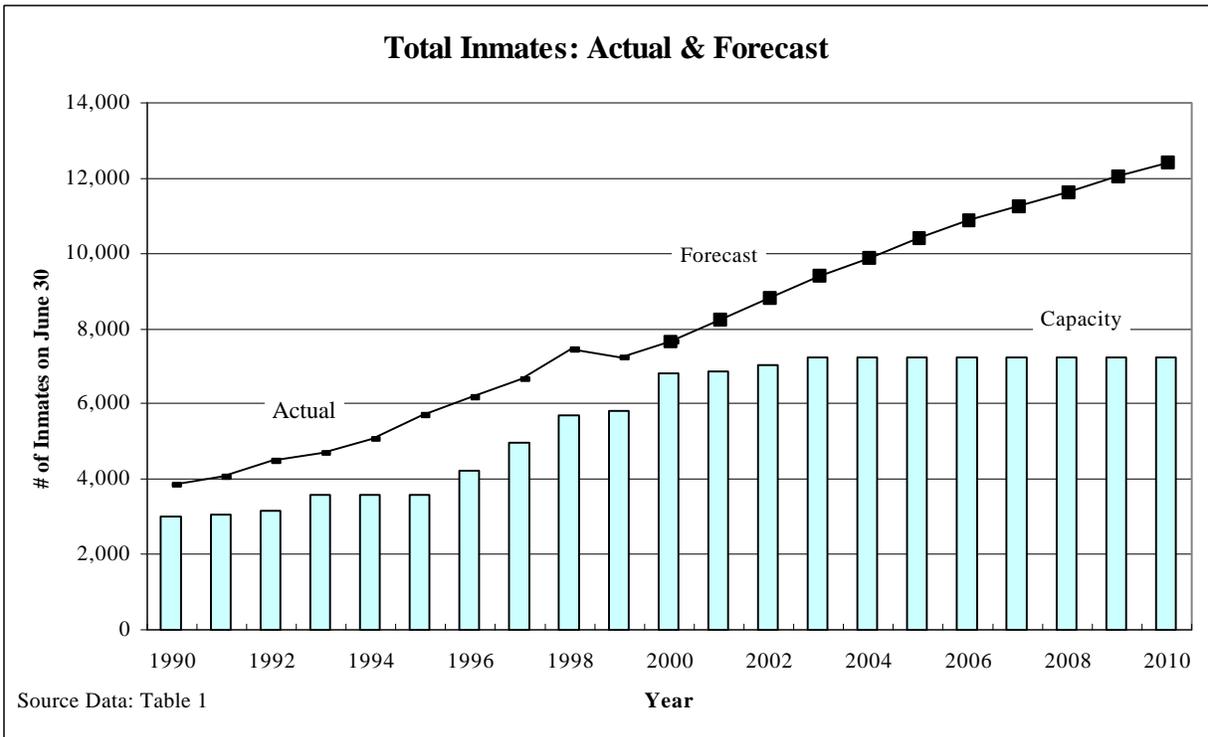
If current offender behaviors and justice system trends, policies and practices continue, Iowa's prison population may be expected to increase from 7,646 inmates on June 30, 2000 to about 12,400 inmates on June 30, 2010, or by about 62% over the ten-year period (Table 1).¹

Male & Female Inmates

The female inmate population is projected to increase from 604 inmates on June 30, 2000 to about 1,029 inmates by mid-year 2010, or by about 70% over the ten-year period (Table 2). The male inmate population is expected to increase by about 61% during this same period (Table 3).

Inmates With Special Needs

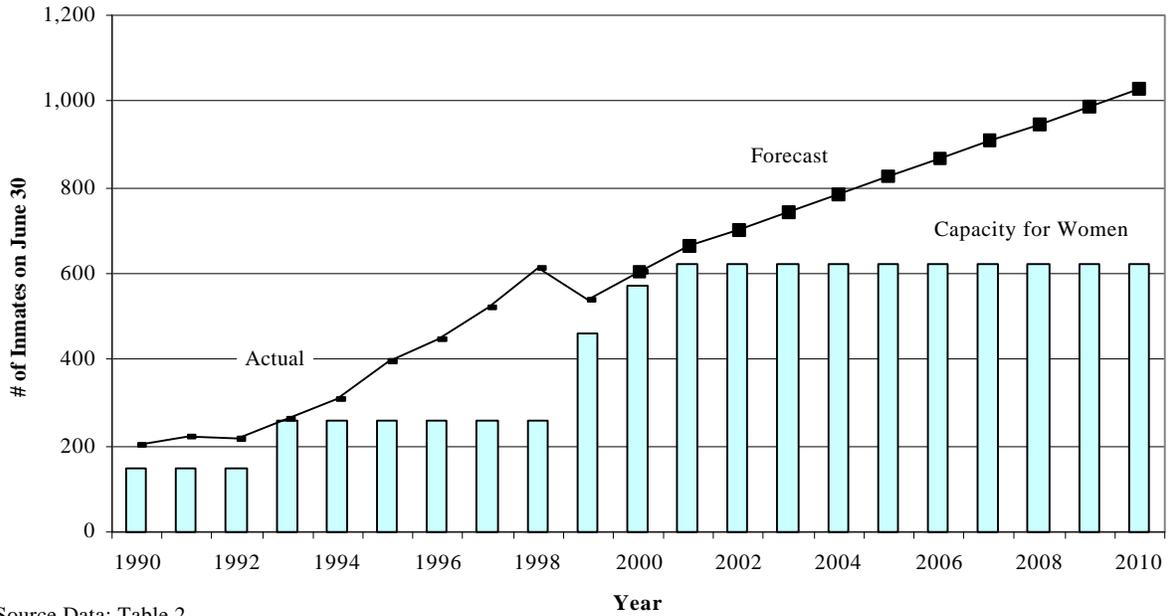
The total number of inmates with special needs of mental illness, mental disorder, mental retardation, borderline intellectual functioning and socially inadequate is expected to increase from 1,424 inmates at mid-year 2000 to about 2,280 inmates on June 30, 2010, or by about 60% over the ten-year period (Tables 4 and 5).² The number of inmates with special needs who may require placement in special housing is estimated to reach 705 inmates by mid-year 2010.



¹ Tables may be found in the appendix.

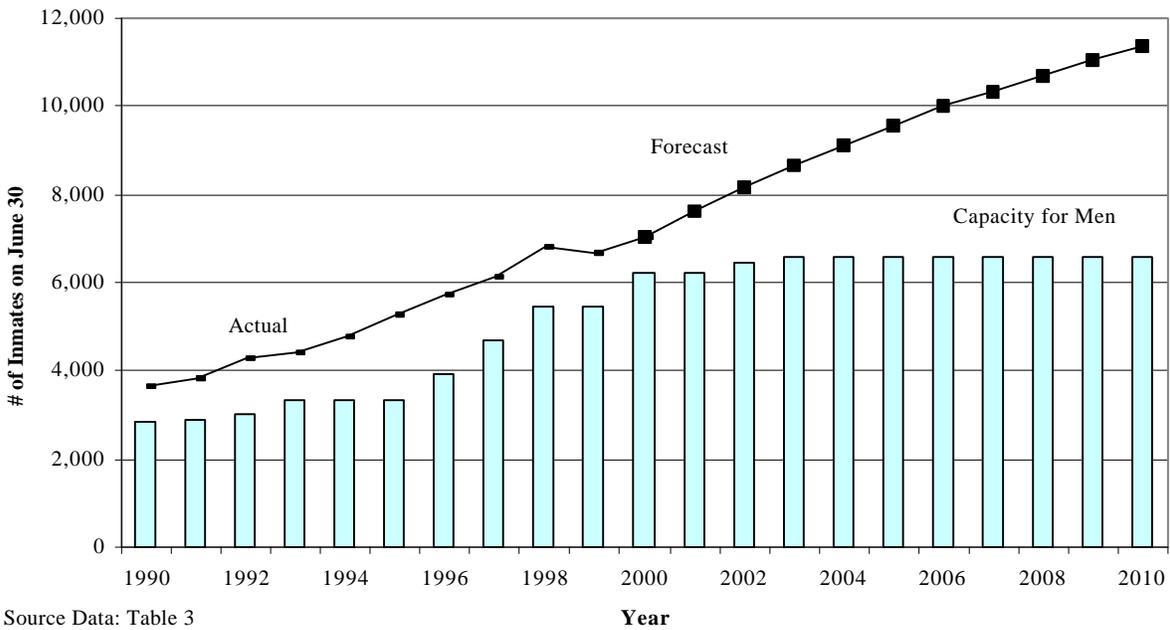
² Table 4 contains projected counts by each special needs category.

Female Inmates: Actual & Forecast

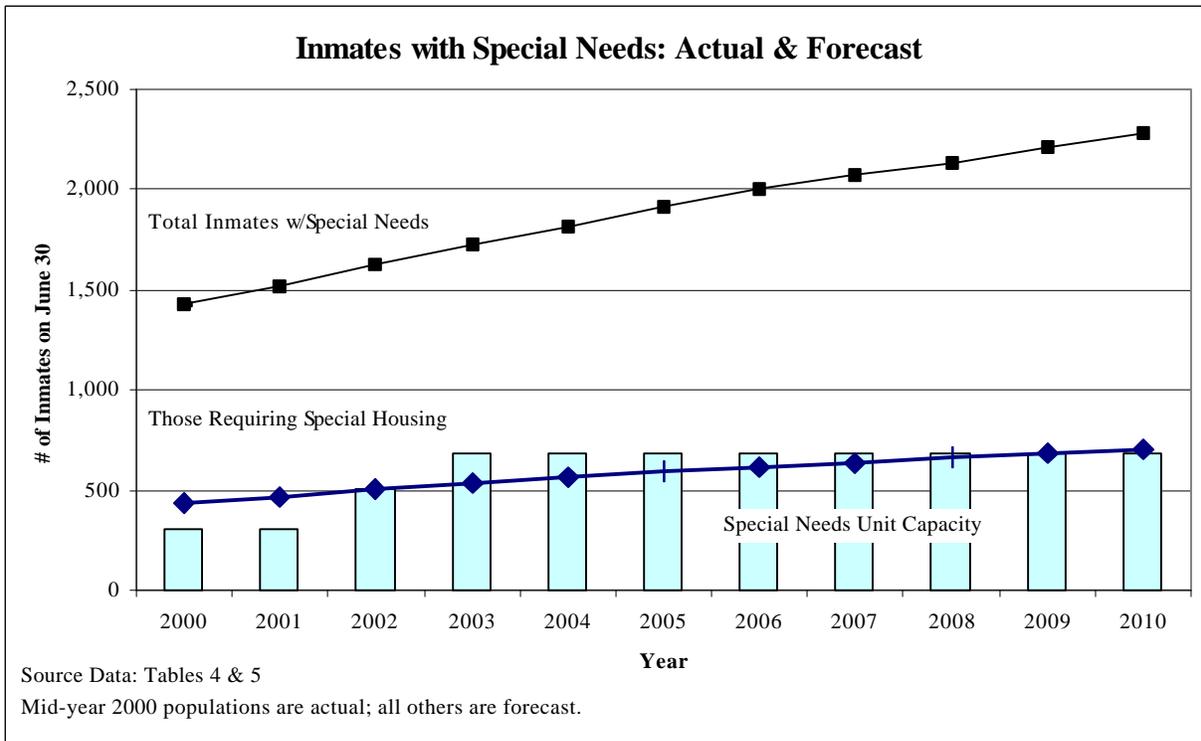


Source Data: Table 2

Male Inmates: Actual & Forecast



Source Data: Table 3



PRISON POPULATION & CAPACITY

Capacity for Male & Female Inmates

A comparison of projected populations was conducted, taking into consideration increased prison capacity that will be made available as a result of currently authorized prison construction projects, and assuming that current offender behaviors and justice system trends, policies and practices will continue. The comparison shows that by mid-year 2010, the female inmate population is projected to exceed capacity by about 66%, and the male inmate population is projected to exceed capacity by about 72%.

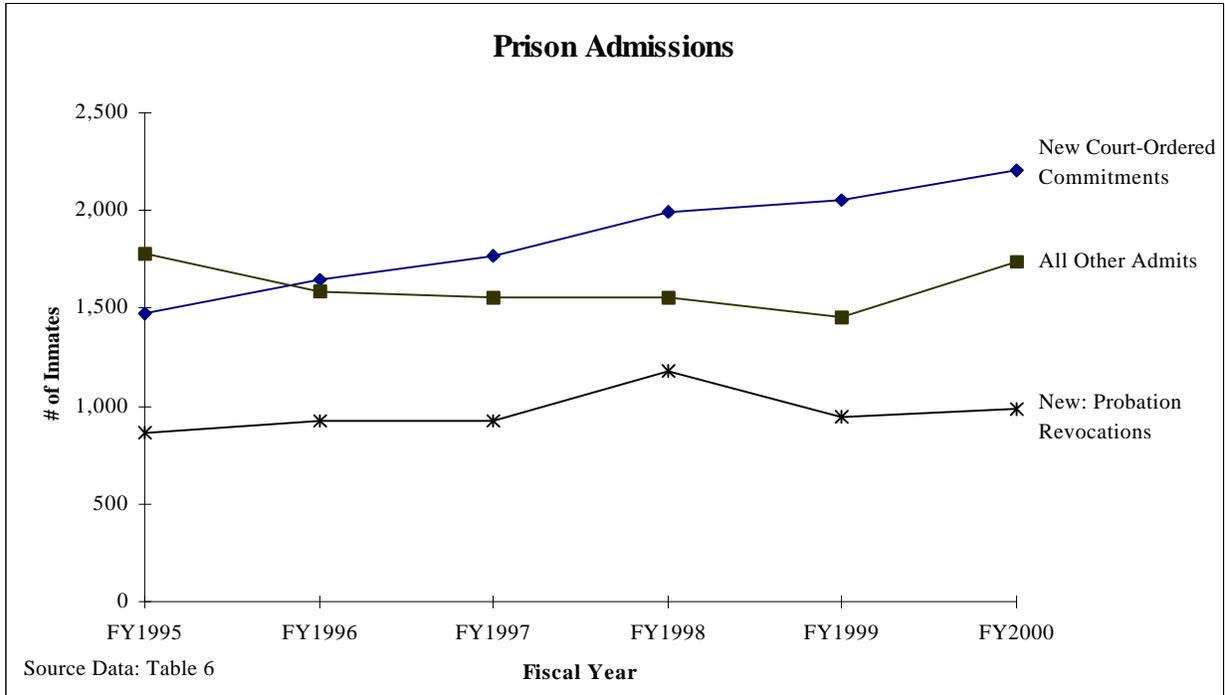
Capacity for Inmates With Special Needs

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 31% of all inmates with the particular special needs studied require placement in special needs housing. Based on this estimate, the projected special needs population requiring special housing is expected to exceed special needs housing capacity by about 4% by mid-year 2010. Depending on how the Department of Corrections chooses to utilize the 170 additional special needs beds to be constructed at the Oakdale prison, this amount of crowding may be apportioned equally between male and female inmates (Table 5).

FACTORS AFFECTING GROWTH

Increase in New Court-Ordered Prison Commitments

Between FY1995 and FY2000, new court-ordered commitments to prison increased by about 50%, reaching a record 2,203 admissions during FY2000 (Table 6). In contrast, probation revocations to prison increased by about 14%, and all other admissions decreased by about 2% over the same period. While new court-ordered commitments comprised about 36% of all prison admissions in FY1995, they made up about 45% of all prison admissions in FY2000.



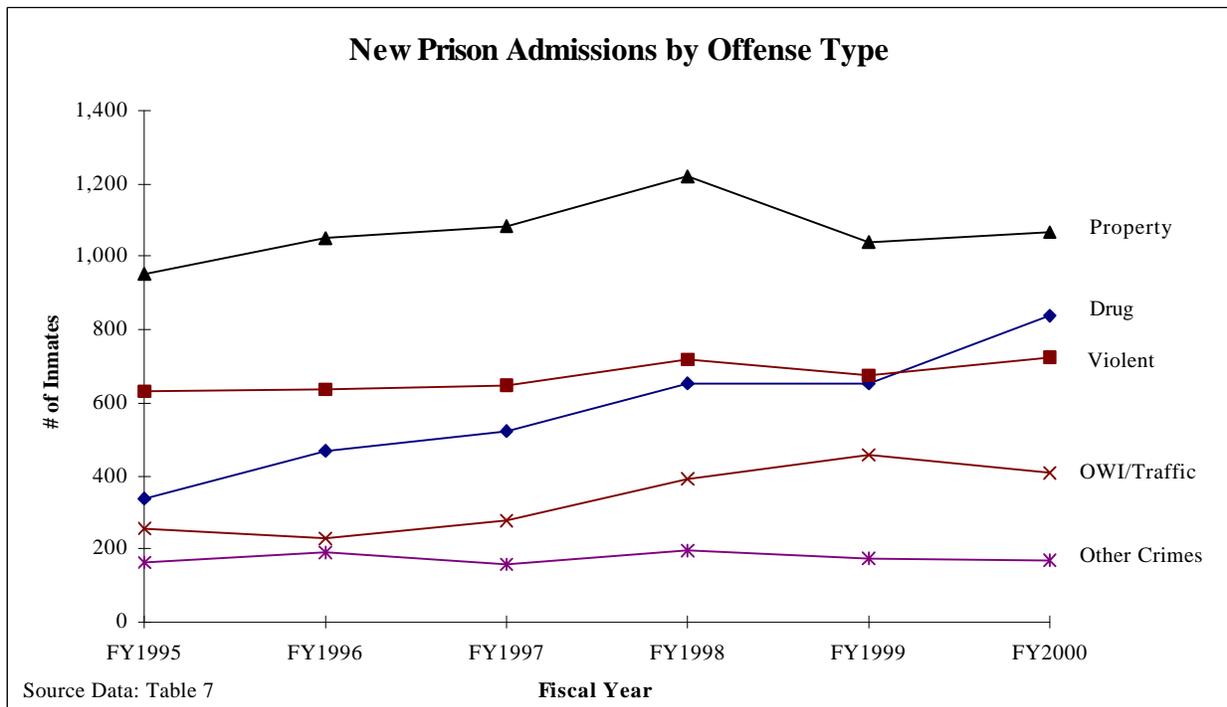
The increase in new prison admissions (which consist of new court-ordered commitments and probation revocations) is mainly due to a large increase in new admissions of drug offenders (Tables 7 and 8). New admissions of drug offenders increased by about 149% between FY1995 and FY2000, to a record 841 prison admissions during FY2000. The largest yearly increase in drug offenders occurred within the past year; about 88% of the total increase in new prison admissions between FY1999 and FY2000 was due to an increase in admissions of drug offenders.³ Of drug offenders admitted during FY2000, about 76% were new court-ordered commitments, and the remaining were probation revocations.

It appears that the increase in admissions of drug offenders is related to the increased manufacture of and trafficking in methamphetamines in the state, and subsequent focus on the apprehension and prosecution of this type of offender. CJP 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,

³ Percent calculation: 187 more admissions of drug offenders, divided by 212 more new prison admissions, equals the percent of the total increase explained by the increase in admissions of drug offenders.

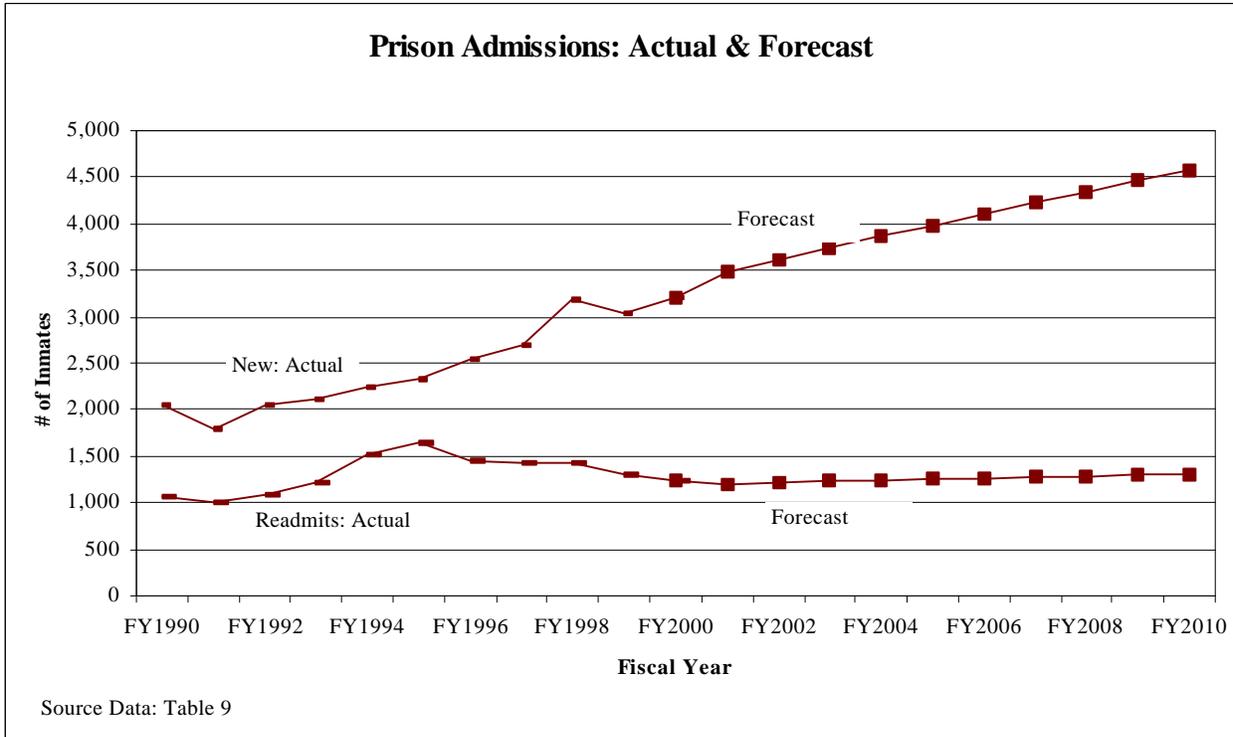
only about 31% of drug offenders admitted during the first quarter of calendar year 1995 had offenses involving methamphetamines.

Not only have admissions of drug offenders increased – a larger proportion of them are being sentenced to serve longer maximum terms than previously. For example, while 3% of new admissions for drug offenses in FY1995 were Class B felonies, 16% of such admissions in FY2000 were at this level.



Judges have the discretion to impose mandatory minimum prison terms for drug offenses. Imposition of mandatory minimum terms for drug offenses more than tripled between FY1995 and FY2000, from 142 to 469 mandatory minimum terms imposed. When these figures are compared with new admissions of drug offenders, it appears that a greater portion of these offenders are ordered to serve mandatory minimum terms than in the past, from about 42% of drug offenders in FY1995, to about 56% in FY2000.

Largely based on the growth in new court-ordered commitments to prison, total new admissions are projected to increase during the projection period. New prison admissions are projected to increase from 3,211 admissions in FY2000, to about 4,576 admissions in FY2010, or by about 43% (Table 9). The relative stability in readmissions to prison of release violators (e.g., those revoked from parole and work release) that has been observed since FY1995 is expected to continue. Readmissions are projected to increase by only 6% over the period, when compared with FY2000 admissions.



Increase in Revocations to Prison

While probation revocations to prison increased by about 37% between FY1995 and FY1998, policy changes in this area facilitated a 17% decline in this type of prison admission during the remainder of the period (see graph on page 4 and Table 6). As documented in last year’s forecast report, community-based corrections officials implemented policies to address certain probation violations through the use of community-based alternatives and intermediate sanctions, rather than seek revocation to prison.

During the past year, probation revocations to prison increased by 37 offenders, or by about 4%. In contrast, parole returns increased by 78 offenders, or by about 23%.

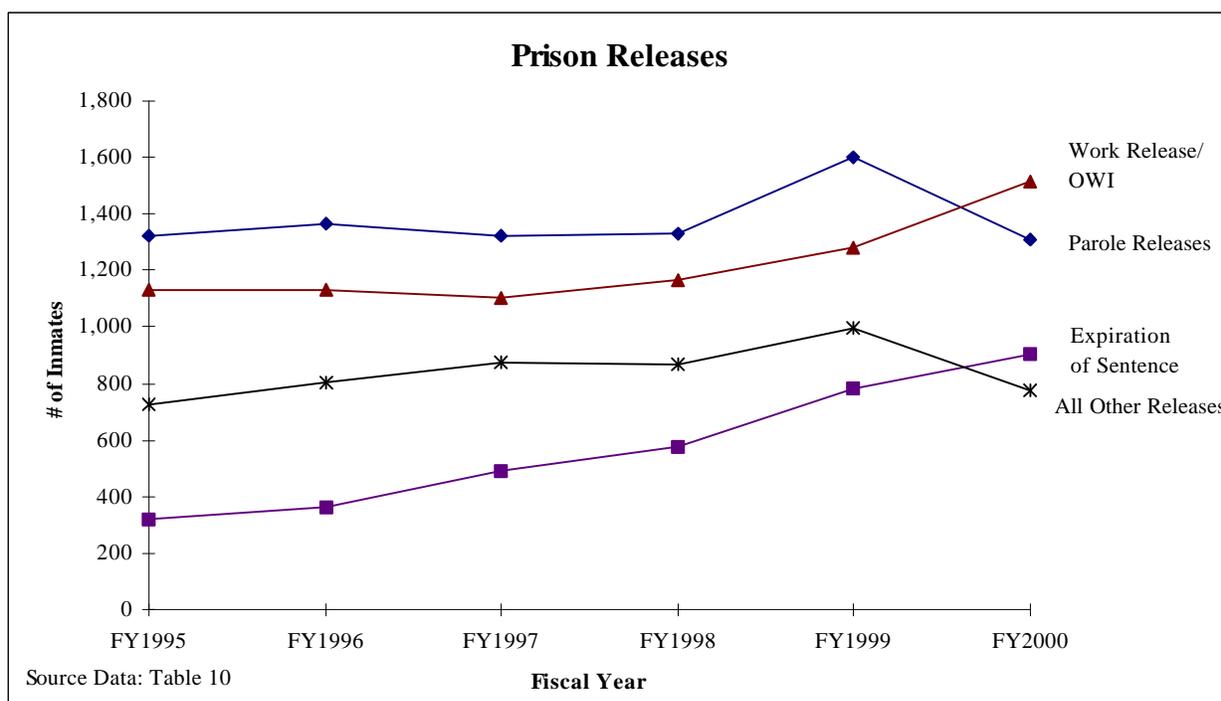
Housing Federal Prisoners

Much of the increase in “other” prison admissions during the past year is due to the allocation of beds within Iowa’s prison system to house federal prisoners, beginning in March, 2000 (see graph on page 4 and Table 6). Admissions of federal prisoners are included in the count of court-ordered safekeepers. In the four months prior to the housing of these inmates, there were 15 such safekeeper admissions. In the first four months following implementation of this practice, there were 210 court-ordered safekeeper admissions. As of June 30, 2000, there were 116 federal prisoners housed within the inmate population.

CJJP does not include admissions of safekeepers and compact prisoners in its prison admissions projections (see previous section). Rather, these populations are accounted for in the forecast in a separate category. As per estimates provided by the Department of Corrections, the number of federal prisoners held within Iowa’s institutions are expected to decline to 96 inmates by mid-year 2001.

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 181% between FY1995 and FY2000, reaching 904 releases during FY2000 (Table 10). In contrast, all other releases increased by about 13% over the same period. While expiration of sentence comprised about 9% of all prison releases in FY1995, they made up about 20% of all prison releases in FY2000. Releases of inmates whose lead offenses are comparatively less serious – misdemeanants and Class D felons whose crimes were not against persons – accounted for most of the increase in expiration of sentence (Table 11).

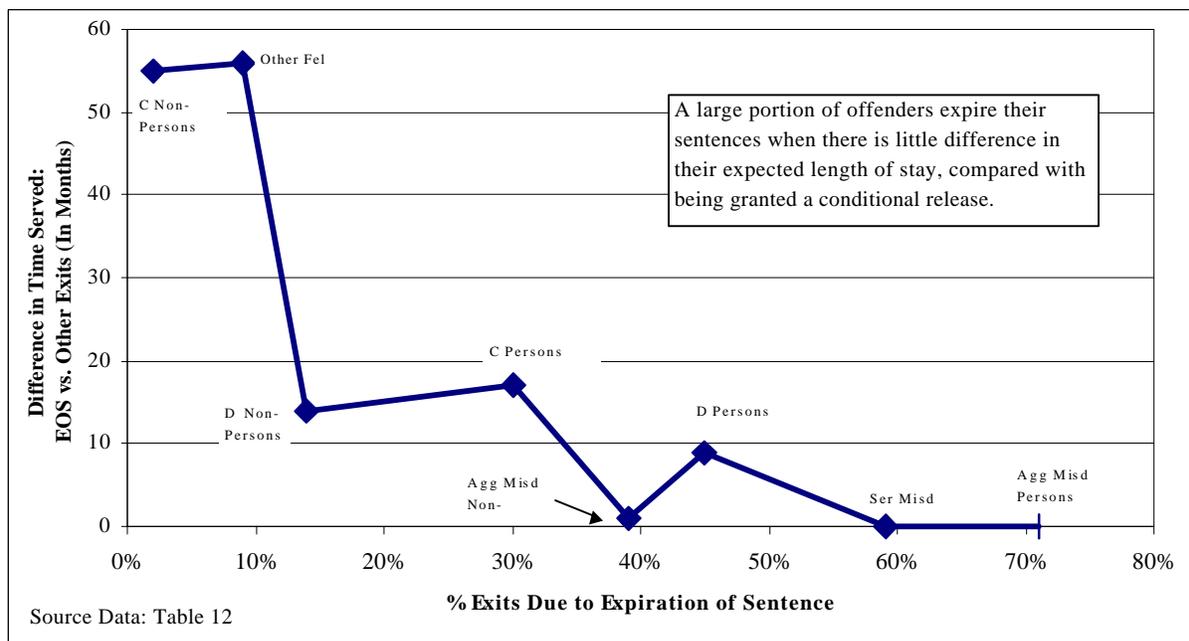


A portion of inmates who expire their sentences have had previous release opportunities (e.g., parole, work release, etc.) during their incarceration. According to information compiled by CJJ from the Adult Corrections Information System, analysis of a sample of 370 inmates who expired their sentences during FY2000 reveals that 142 or about 38% had no prior release to the community during their incarceration. However, among misdemeanants, only about 15% had prior release opportunities.

Why were the majority of inmates expiring their sentences not released earlier through parole or work release? This may be an important question, given that release via parole or work release provides continued supervision of offenders in the community. Additionally, offenders receive assistance, treatment and services that they may not otherwise have pursued on their own. The remainder of this section discusses two major reasons why inmates are expiring their sentences: a) institutional misconduct; and b) lack of incentive among some offenders to accept a parole or work release.

Poor conduct within the institutions appears to be one reason why so many offenders with no prior release opportunity are expiring their sentences in prison. CJP analysis of 228 first releasees who expired their sentences in FY2000 showed that about 64% had lost at least some good time during their incarceration. However, this appears to be a reduction over last year, when about 74% of inmates with no prior release opportunity had lost at least some good time during their incarceration.⁴ Additionally, time lost by a number of inmates in the FY2000 sample was minimal; about 16% of first releasees expiring their terms who had lost some good time while incarcerated lost six days or less.

Another factor, especially for misdemeanants, is that average time served prior to parole for these groups is not substantially different than average time served prior to expiration of sentence (Table 12). In other words, there may be a lack of incentive among some groups of inmates to accept a parole or work release, because they will still serve about the same amount of time in prison. For example, 71% of those released on aggravated misdemeanors against persons during the first half of the year 2000 had expired their sentences, and there was *no* difference in average length of stay between those who expired their sentences, and those who exited for other reasons (primarily parole and work release).



As stated previously, in addition to misdemeanants, Class D felons whose crimes were not against persons (e.g., property and drug offenders) are contributing the most to the upward trend in expiration of sentence. About 14% of exiting Class D/non-persons felons during the first half of the year 2000 expired their sentences, and these offenders averaged a little over a year more time served than did those who exited for other reasons. Although the proportion of this group expiring does not appear to be large, and given the difference in time served between those who expire and those who do not, it should be noted that the picture for these offenders previously was very different. In FY1995, only 3% of Class D/non-persons felons expired their sentences;

⁴ The FY1999 sample size was 196.

the difference in average length of stay between those who expired their terms and those who were released for other reasons was about nineteen months.

Decrease in Parole Releases from Prison

The recent decline in paroles (288 fewer paroles between FY1999 and FY2000) appears to be largely due to an increase in work release capacity within community-based corrections, which in turn led to an increase in work release exits (225 more such exits). In short, about 78% of the decline in paroles was due to an increase in work release.⁵

A decline in parolees entering the violator program also occurred during the past year, when corrections officials increased the length of the violator program.⁶ In effect, fewer offenders may now be served during the year than previously. Because total parole exits include releases of parolees who successfully complete the violator program, a small portion of the drop in paroles (27 inmates or about 9% of the total decline) is due to this factor.

A relatively small portion (13%) of the total decline in paroles between FY1999 and FY2000 appears to be due to reasons other than those cited above. Most likely among these other factors are changes in Board of Parole policies and practices.

Increase in Inmate Average Length of Stay

As implied by the large observed increase in inmates expiring their sentences, average length of stay of prisoners increased between FY1995 and FY2000 (Table 13). This increase is observed in all categories of first releases (those who have had no prior parole, work release, or other conditional release from prison during their current incarceration), as well as nearly all categories of inmates being re-released following return to prison for violations of their community supervision agreements.

Changes in Iowa's earned time law passed last year will afford inmates the opportunity to earn up to thirteen days more off of their maximum sentences per year than under the previous system.⁷ CJJP analyzed disciplinary reports and good time loss of exiting prisoners to determine the effect of this change on prisoner average length of stay. Results of this analysis reveal that the earned time law is estimated to slightly affect the average length of stay for the following groups:

- First Releases: Class C and Class D Felonies Against Persons; Aggravated Misdemeanors Against Persons.
- Re-Releases: Class B and Class D Felonies, and Other Felonies.

Regarding first releases, the change in the earned time law mostly affects groups whose offenses involve crimes against persons, primarily because a higher proportion of these groups exit prison by expiring their sentences, when compared with groups whose crimes are not against persons.⁸

⁵ Percent calculation: 225 more work release exits, divided by 288 fewer paroles, equals the percent of the total decline explained by the increase in work release exits.

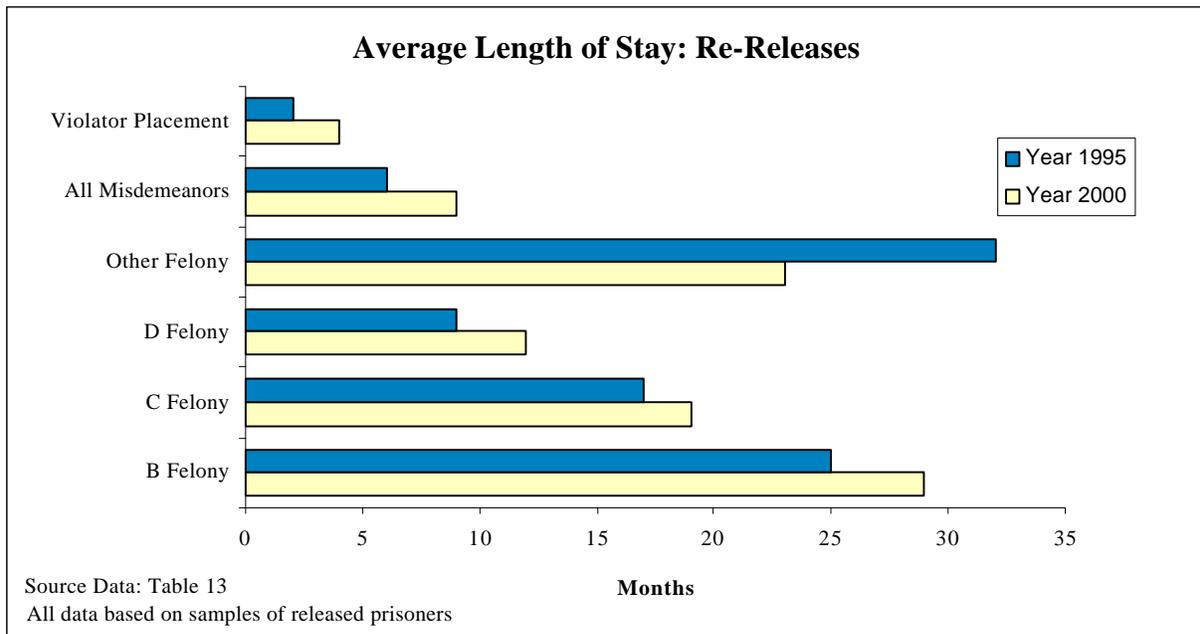
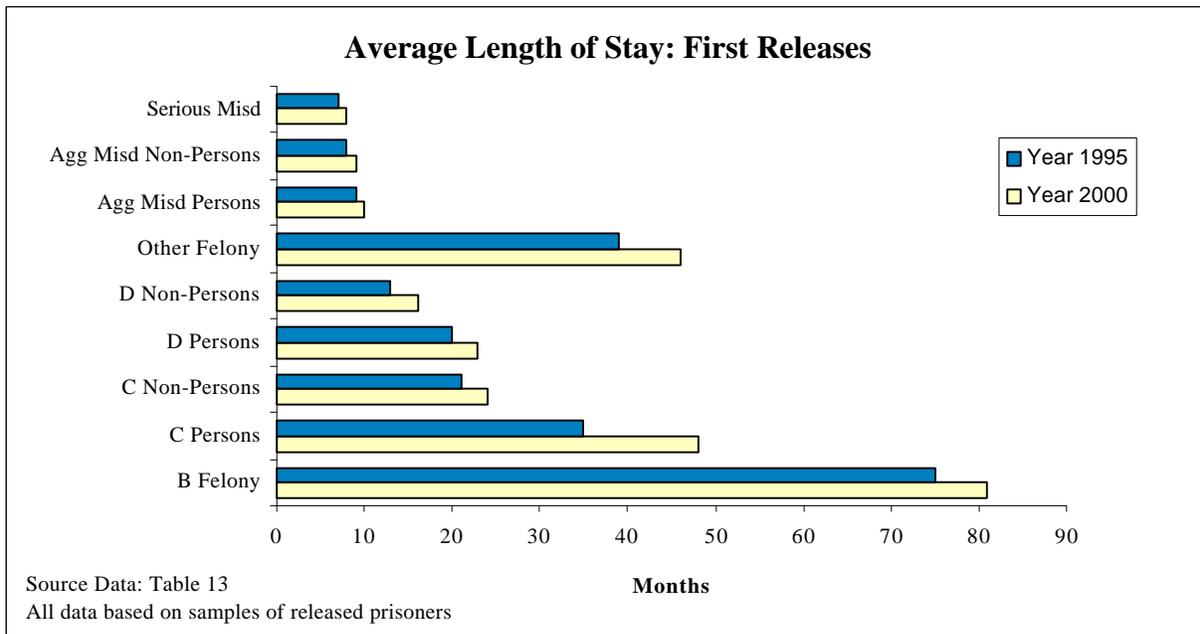
⁶ The Violator Program is a short-term treatment program for probationers and parolees who are non-compliant with the terms of their community supervision; it is an alternative to revocation.

⁷ Legislative Fiscal Bureau, *Fiscal Update*, May 5, 2000, p. 63. The analysis assumed that policies developed to implement the earned time law would not be substantially different than under the previous "good time" system.

⁸ For the release sample studied, about 41% of those convicted of crimes against persons expired their sentences, compared with about 12% of those whose crimes were not against persons.

Under the new earned time law, those expiring their sentences will do so slightly sooner, on average.

Average length of stay figures shown for the Year 2000 reflect the estimated impact of the change in Iowa's earned time law. If this change had not occurred, the forecast for mid-year 2010 would have been about 135 inmates higher than the current projection (assuming that current trends continue).

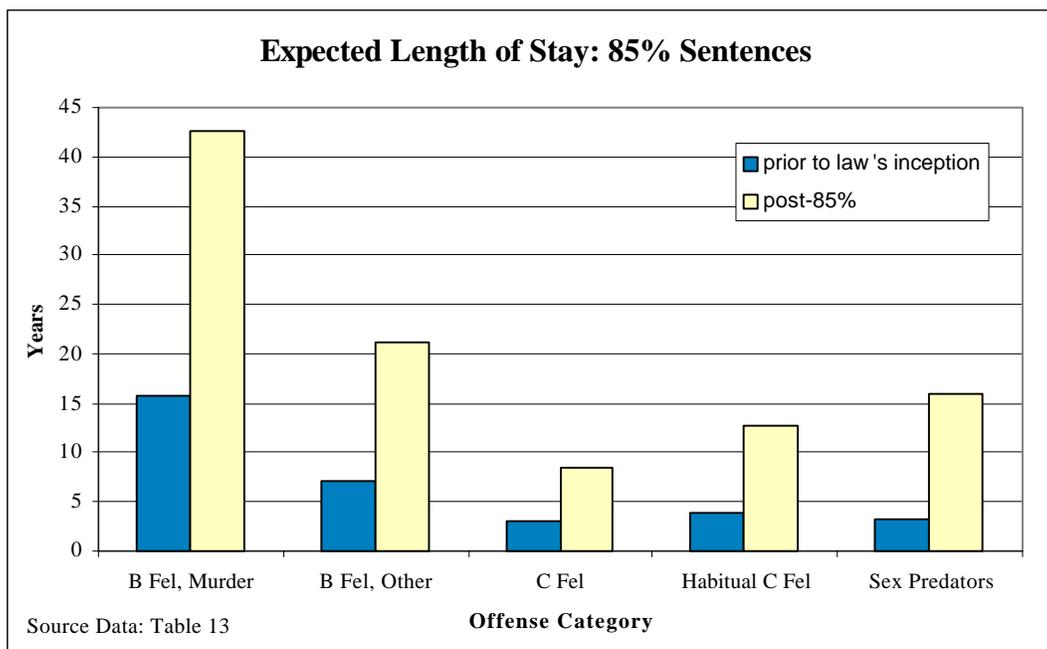


The Long-Term Effect of Abolishing Parole

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.⁹ 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 “good 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 2010, about 703 additional prisoners will be incarcerated due to enactment of these laws.¹⁰ Additional, substantial effects of these laws on the prison population will be realized beyond this forecasting period.

However, there has been no substantial impact on the prison population of abolishing parole for these offenses, to date. On June 30, 2000, 370 inmates were serving sentences that require at least 85% of the maximum term to be served. Given current average length of stay, most of these offenders would still have been serving their prison terms, even if they had not been required to serve 85% of their sentences.¹¹



⁹ Attempted Murder and certain instances of Vehicular Homicide were added effective July 1, 1998.

¹⁰ 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 2000 for those offense classes.

¹¹ Based on time served of these inmates through June 30, 2000, CJJP estimates that no more than 13 inmates currently serving sentences requiring 85% time served would have exited prison by mid-year 2000 if there were no 85% law.

POLICY ISSUES

Last year's prison population forecast estimated that 11,600 inmates would be incarcerated by mid-year 2009 if current trends continued. The current forecast for mid-year 2009 estimates that 12,022 inmates will be incarcerated, in light of current trends, policies and practices. This difference of 422 inmates is largely due to three factors: a large increase in new court-ordered commitments of drug offenders; a large increase in inmates expiring their sentences; and an increase in inmate average length of stay. In light of these and other factors, there appear to be opportunities for policy changes to address prison population growth, in lieu of or in addition to continued prison construction:

- **Alternative sanctions for drug offenders.** Because drug offenders are contributing the most to increased prison admissions and the prison population, policies that change the proportion of offenders sentenced to incarceration and/or how long they stay in prison would have a substantial impact on observed trends.
- **Continued expansion of work release capacity.** Because work release provides stricter community controls than does parole, as well as comparatively more assistance to offenders in obtaining and keeping jobs, it appears that the Board of Parole (often on the recommendation of corrections officials) prefers this form of release over parole for certain offenders. When compared with the prison population, there has been a more rapid increase in work release populations than in the prison population over the past five years.¹² However, this growth does not necessarily mean that work release capacity has kept pace with the need for this type of release. For example, as inmates serve longer terms in prison, there may be an increased need to integrate them more gradually back into society than in the past.
- **Increasing paroles of misdemeanants and Class D felons whose crimes are not against persons.** Given current Board of Parole case review scheduling and the earned time law, most misdemeanants who are not granted some form of release at their first annual review will expire their sentences, unless institutional staff initiate a review prior to then. In order to increase paroles of these offenders, the Board of Parole might change their policies to review misdemeanants and Class D felons earlier and/or more often, or elect to periodically review the cases of offenders who are close to expiring their terms. Likewise, corrections officials could change their policies to increase staff-initiated requests for the Board of Parole to consider certain cases. However, lack of timely review may be only one factor in the growth in expiration of sentence for these offenders. For example, has average length of stay for these offenders increased because they must wait to enter programs (e.g., substance abuse treatment, education programs, etc.) that have been determined to be necessary prior to release? If so, then policies which change the timing of institutional treatment for these offenders, or which provide for treatment in the community rather than treatment in prison, would be effective in increasing paroles of these groups.
- **Further reducing probation and parole revocations to prison.** Intensified efforts to utilize intermediate sanctions for certain violators would be effective in reducing these prison admissions.

¹² The work release population increased from 293 offenders at mid-year 1995, to 428 offenders at mid-year 2000, or by about 46%. During the same period, the prison population increased by about 34%, from 5,692 inmates to 7,646 inmates.

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 43% between FY2000 and FY2010.
- It is assumed that readmissions to prison will increase by about 6% between FY2000 and FY2010.

- 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 31% of special needs inmates 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 the July 31, 2000 prison population and special needs reports generated on August 4, 2000 by the Department of Human Services for the Department of Corrections. The population at mid-year 2000 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:

- At the time of this forecast, a portion of beds designated as special needs housing had been newly converted to this use, and were being gradually filled with special needs offenders.
- 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.
- For providing information on current and planned prison population capacities: John Baldwin, Deputy Director, Department of Corrections.
- For providing information and technical assistance in the development of the special needs forecast: Dr. Paul Loeffelholz, MD, the former Medical Director, Department of Corrections; Lowell Brandt, Assistant Director for Offender Services, Department of Corrections; and James Felker, Inmate Classification Manager, 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. Also, more recently, for establishing a methodology to project special needs populations: 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%	6,803	112.4%
Forecast:					
2001	8,265	619	8.1%	6,851	120.6%
2002	8,847	582	7.0%	7,051	125.5%
2003	9,406	559	6.3%	7,221	130.3%
2004	9,897	491	5.2%	7,221	137.1%
2005	10,410	513	5.2%	7,221	144.2%
2006	10,881	471	4.5%	7,221	150.7%
2007	11,256	375	3.4%	7,221	155.9%
2008	11,622	366	3.3%	7,221	160.9%
2009	12,022	400	3.4%	7,221	166.5%
2010	12,400	378	3.1%	7,221	171.7%

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%
Forecast:					
2001	663	59	9.8%	621	106.8%
2002	703	40	6.0%	621	113.2%
2003	744	41	5.8%	621	119.8%
2004	785	41	5.5%	621	126.4%
2005	825	40	5.1%	621	132.9%
2006	866	41	5.0%	621	139.5%
2007	907	41	4.7%	621	146.1%
2008	947	40	4.4%	621	152.5%
2009	988	41	4.3%	621	159.1%
2010	1,029	41	4.1%	621	165.7%

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%	6,230	113.0%
Forecast:					
2001	7,602	560	8.0%	6,230	122.0%
2002	8,144	542	7.1%	6,430	126.7%
2003	8,662	518	6.4%	6,600	131.2%
2004	9,112	450	5.2%	6,600	138.1%
2005	9,585	473	5.2%	6,600	145.2%
2006	10,015	430	4.5%	6,600	151.7%
2007	10,349	334	3.3%	6,600	156.8%
2008	10,675	326	3.2%	6,600	161.7%
2009	11,034	359	3.4%	6,600	167.2%
2010	11,371	337	3.1%	6,600	172.3%

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
Forecast:									
2001	1,520	6.7%	20	5	52	813	345	187	98
2002	1,627	7.0%	22	6	56	869	369	200	105
2003	1,730	6.3%	23	6	60	924	392	213	112
2004	1,820	5.2%	24	6	62	973	413	224	118
2005	1,914	5.2%	25	7	66	1,023	434	235	124
2006	2,001	4.5%	27	7	69	1,069	454	246	129
2007	2,070	3.4%	28	7	71	1,106	470	254	134
2008	2,137	3.3%	28	7	74	1,142	485	263	138
2009	2,211	3.4%	29	8	76	1,182	501	272	143
2010	2,280	3.1%	30	8	79	1,219	517	280	147

Note: For an explanation of special needs categories, please refer to the previous section, *Forecasting the Prison Population*. The mid-year 2000 population is for July 31, 2000.

Source: Special Needs Reports S473L289 and S473L292 dated August 4, 2000; 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%
Forecast:									
2001	470	310	151.5%	100	96	104.5%	370	214	172.9%
2002	503	510	98.6%	107	96	111.9%	396	414	95.7%
2003	534	680	78.6%	114	145	78.7%	420	535	78.6%
2004	562	680	82.7%	120	145	82.9%	442	535	82.7%
2005	592	680	87.0%	126	145	87.2%	466	535	87.1%
2006	618	680	90.9%	132	145	91.1%	486	535	90.9%
2007	640	680	94.1%	137	145	94.2%	503	535	94.0%
2008	660	680	97.1%	141	145	97.3%	519	535	97.1%
2009	683	680	100.5%	146	145	100.7%	537	535	100.4%
2010	705	680	103.6%	151	145	103.8%	554	535	103.6%

Note: The mid-year 2000 population is for July 31, 2000. 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, 49 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 August 4, 2000; Iowa Department of Corrections; forecast by CJJP

Table 6. Prison Admissions by Admission Reason: FY1995-2000

	FY1995	FY1996	FY1997	FY1998	FY1999	FY2000	% Change
New Court Commit.	1,471	1,645	1,767	1,994	2,052	2,203	50%
New/Probation Rev.	865	925	929	1,182	947	984	14%
<i>Sub-Total, New Admits</i>	2,336	2,570	2,696	3,176	2,999	3,187	36%
Parole Returns	473	393	347	321	333	411	-13%
Parole Suspensions	275	191	160	105	124	75	-73%
Shock Prob. Returns	102	75	102	110	83	86	-16%
Probation Susp.	338	381	423	492	446	278	-18%
Escape Returns	253	212	206	188	129	185	-27%
Work Release Returns	117	112	113	139	96	138	18%
Work Release Susp.	45	25	24	16	7	17	-62%
OWI Facility Returns	57	73	58	65	81	50	-12%
Other Admissions	115	123	121	123	158	493	329%
<i>Sub-Total, Other Admits</i>	1,775	1,585	1,554	1,559	1,457	1,733	-2%
<i>Total Admissions</i>	4,111	4,155	4,250	4,735	4,456	4,920	20%

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

Source: E-1 Reports

Table 7. New Prison Admissions by Offense Type: FY1995-2000

Offense Type	FY1995	FY1996	FY1997	FY1998	FY1999	FY2000	% Change
Property Offenses	954	1,051	1,086	1,218	1,042	1,067	12%
Drug Offenses	338	466	523	653	654	841	149%
Violent Offenses	633	636	650	721	673	727	15%
OWI/Traffic Offenses	258	231	280	392	457	408	58%
Other Offenses	162	190	158	196	173	168	4%
<i>Total New Admissions</i>	<i>2,345</i>	<i>2,574</i>	<i>2,697</i>	<i>3,180</i>	<i>2,999</i>	<i>3,211</i>	<i>37%</i>

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 8. New Prison Admissions by Offense Type (Detail): FY1995-2000

Offense Type	FY1995	FY1996	FY1997	FY1998	FY1999	FY2000	% Change
Drug Offenses	338	466	523	653	654	841	149%
Burglary	352	374	400	438	366	428	22%
Drunk Driving/Traffic	258	231	280	392	457	408	58%
Theft	322	402	406	448	414	397	23%
Assault	214	246	273	325	298	333	56%
Sexual Abuse	232	212	206	233	225	209	-10%
Forgery/Fraud	216	223	226	281	212	191	-12%
Robbery	114	111	84	90	90	122	7%
Weapons	69	91	79	74	63	54	-22%
Murder/Manslaughter	56	57	72	56	47	50	-11%
Criminal Mischief	32	34	34	35	32	35	9%
Pimping/Prostitution	29	29	23	32	11	21	-28%
Flight/Escape	19	24	21	26	30	18	-5%
Arson	32	18	20	16	18	16	-50%
Kidnapping	17	10	15	17	13	13	-24%
All Other Offenses	45	46	35	64	69	75	67%
<i>Total New Admissions</i>	<i>2,345</i>	<i>2,574</i>	<i>2,697</i>	<i>3,180</i>	<i>2,999</i>	<i>3,211</i>	<i>37%</i>

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 9. Prison Admissions: Actual and Projected

	New Admissions:		Readmissions:	
	#	% Change	#	% Change
Actual:				
FY90	2,055	---	1,064	---
FY91	1,788	-13%	1,000	-6%
FY92	2,045	14%	1,100	10%
FY93	2,116	3%	1,220	11%
FY94	2,236	6%	1,527	25%
FY95	2,320	4%	1,652	8%
FY96	2,545	10%	1,460	-12%
FY97	2,697	6%	1,429	-2%
FY98	3,180	18%	1,436	0%
FY99	3,025	-5%	1,299	-10%
FY2000	3,211	6%	1,235	-5%
Forecast:				
FY2001	3,478	8%	1,192	-3%
FY2002	3,614	4%	1,222	3%
FY2003	3,739	3%	1,233	1%
FY2004	3,861	3%	1,244	1%
FY2005	3,982	3%	1,254	1%
FY2006	4,102	3%	1,266	1%
FY2007	4,222	3%	1,277	1%
FY2008	4,341	3%	1,288	1%
FY2009	4,459	3%	1,299	1%
FY2010	4,576	3%	1,310	1%

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

Source: CJPJ, based on data obtained from the Adult Corrections Information System

Table 10. Prison Releases by Release Reason: FY1995-2000

	FY1995	FY1996	FY1997	FY1998	FY1999	FY2000	% Change
To Work Release	883	925	848	920	972	1,197	36%
To OWI Facility	250	207	252	244	310	319	28%
To Parole	1,324	1,369	1,325	1,333	1,599	1,311	-1%
To Shock Probation	196	246	259	225	262	225	15%
Other Violator Rel.	377	410	450	497	457	300	-20%
Escapes	16	6	5	3	3	5	-69%
Expiration of Sentence	322	364	493	578	781	904	181%
Other Final Discharges	11	11	21	6	13	16	45%
Other Releases	129	133	137	134	259	228	77%
Total Releases	3,508	3,671	3,790	3,940	4,656	4,505	28%

Source: E-1 Reports

Table 11. Expiration of Sentence: FY1996-2000

Offense Class						%
	FY1996	FY1997	FY1998	FY1999	FY2000	Change
B Felony	7	11	7	12	9	29%
C Felony Persons	33	45	50	58	84	155%
C Felony Non-Persons	55	71	56	65	73	33%
D Felony Persons	48	54	59	78	108	125%
D Felony Non-Persons	90	147	197	276	313	248%
Other Felony	2	11	7	4	11	450%
Agg. Misd. Persons	54	76	98	103	135	150%
Agg. Misd. Non-Persons	60	65	84	159	148	147%
Serious Misd.	13	13	17	27	21	62%
<i>Total Expiration of Sentence</i>	362	493	575	782	902	149%

Note: 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 12. Inmate Average Length of Stay (In Months), First Releases: Year 2000

	Time Served:			Difference In Time Served
	Exits Due to Expiration of Sentence	Prior to Expiration of Sentence	All Other Exits	
Agg Misd Persons	71%	11	11	0
Serious Misd	59%	8	8	0
D Persons	45%	29	20	9
Agg Misd Non-Persons	39%	10	9	1
C Persons	30%	62	45	17
D Non-Persons	14%	28	14	14
Other Felony	9%	97	41	56
C Non-Persons	2%	78	23	55
B Felony	0%	NA	81	NA

Notes: Data are based on inmate exits from prison during the period January through June, 2000.

Source: Adult Corrections Information System, compiled by CJJP

Table 13. Inmate Average Length Of Stay (In Months)

	1995	1996	1997	1998	1999	2000	% Change
<i>New Admissions:</i>							
*No Parole - Murder-2nd	138	190	510	510	510	510	270%
*No Parole - Other Class B	75	85	255	255	255	255	240%
*No Parole - Class C	35	37	102	102	102	102	191%
*No Parole - Habitual Class C	39	47	153	153	153	153	292%
*No Parole - Sex Predators	35	39	191	191	191	191	446%
B Felony	75	85	103	88	105	81	8%
C Persons	35	37	41	45	46	48	37%
C Non-Persons	21	25	25	24	24	24	14%
D Persons	20	22	22	20	22	23	15%
D Non-Persons	13	14	14	16	16	16	23%
Other Felony	39	47	43	52	57	46	18%
Agg Misd Persons	9	9	11	10	11	10	11%
Agg Misd Non-Persons	8	9	8	9	9	9	13%
Serious Misd	7	9	8	9	6	8	14%
Drunk Driving Initial Stay	2	2	3	3	4	3	50%
<i>Readmissions:</i>							
B Felony	25	24	28	36	63	29	16%
C Felony	17	18	21	22	22	19	12%
D Felony	9	11	12	12	12	12	33%
Other Felony	32	32	35	38	33	23	-28%
All Misdemeanors	6	7	9	6	9	9	50%
Violator Placement	2	2	2	2	2	4	100%

Notes: Average length of stay figures for the year 2000 reflect the estimated impact of the change in Iowa's earned time law. 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