

**Iowa Sex Offender Research Council**

**Report to the Iowa General Assembly  
January, 2013**

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**Contents**

Preface ..... 3

Summary of Recommendations ..... 4

Overview of Sex Offenses and Offenders ..... 5

Data ..... 6

    Juvenile Data ..... 6

    Adult Data ..... 8

Literature Review ..... 12

    Juvenile ..... 12

*Juvenile Recidivism* ..... 12

*Juvenile Registration* ..... 12

    Adult ..... 13

*Adult Recidivism* ..... 13

*Adult Registration* ..... 13

*Adult Risk Assessment* ..... 14

Discussion ..... 15

Recommendations ..... 17

References ..... 18



## **Preface**

Over the past few years, Iowa lawmakers have responded to several highly publicized abduction, assault, and murder cases involving children. While such cases remain rare in Iowa, they receive significant media attention and tend to generate public furor. Lawmakers, like the public, tend to respond emotionally to these incidents rather than crafting new legislation based upon an assessment of available resources and desired outcomes. Historically, there has also been little quantifiable information that could assist in such discussions, but increasing research on offender populations has mitigated this problem.

The Sex Offender Research Council (SORC) was created to assist policy makers in sifting through available information to aid in preventing sexual victimization and ensuring efficient use of resources in dealing with sex offenders. Council members support development of societal responses to sex crimes from a comprehensive platform. They suggest that more attention should be focused on preventive versus reactive efforts in dealing with sex offenses. Most legislative responses to sex offenses have relied largely on incapacitation, intensive supervision practices, and public registration policies to prevent subsequent victimization. For some offenders, these policies assist in preventing future sex crimes, and the Council supports efforts to examine the effects of better supervision and treatment for these offenders.

Unfortunately, most existing policies relating to sex crimes are reactive, focusing on reductions of sex crime re-offense. Evidence suggests that most offenders coming to the attention of the justice system for sex crimes have not previously been adjudicated for such crimes, so a focus that relies entirely on treatment or incapacitation of known sex offenders leaves a large percentage of the sex offender population untouched. Thus, the Council continues to discuss the need for preventive approaches to sex crimes, particularly those against children.

Efforts to prevent child-victim sex crimes need to initially address informational inaccuracies. As shown by data presented later in this report, sex offender and victim relationships are disproportionately familial, contrary to the largely-held belief that most sex crimes occur between strangers. Additionally, information should be provided to the public and parents about approaches used by potential offenders to gain the trust of children, as well as behaviors exhibited by children who are being victimized. Efforts to reduce sex crimes must be a community effort, using community organizations to promote positive youth development, boundary maintenance, and healthy relationship building

While the topic of sex offending is often emotionally provoking, it must also be understood that the justice system is limited as to its ability to combat sex crimes. Attacking sex offending solely through the justice system is not sound public policy; it is only through collaborative community efforts and education that significant reductions in sexual offending will occur.

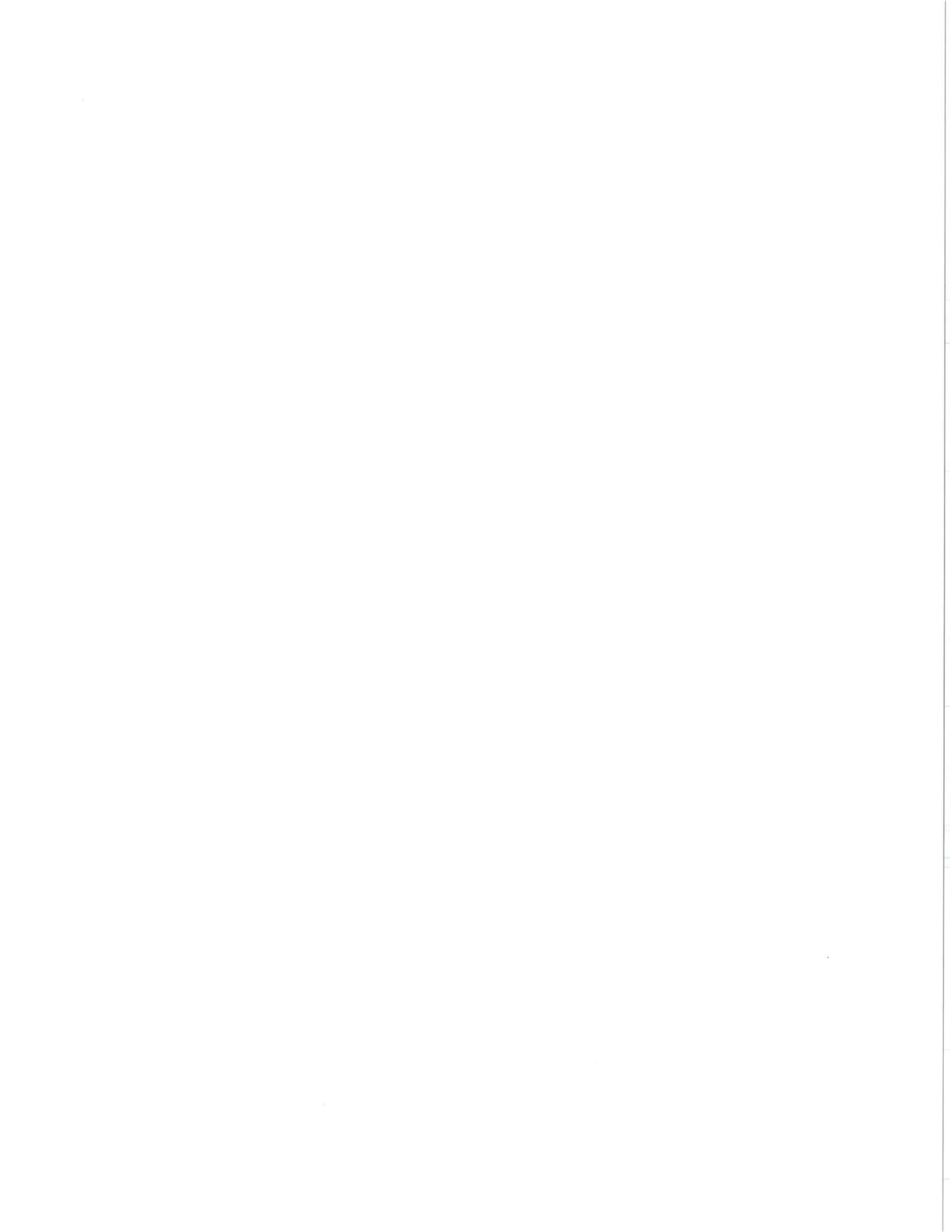




## **Summary of Recommendations**

Following are the specific recommendations of the Sex Offender Research Council:

1. There is sufficient evidence that sex offenders and the public benefit from a period of supervision and treatment/relapse prevention support in the community, particularly after incarceration. However, the current policy of set terms of post-sentence parole is not supported by research, is not the most effective use of limited resources, and does not contribute to increased public safety.
  - ✓ Therefore, it is recommended that Iowa Code §903B be amended to establish 1) a minimum number of years of post-sentence parole, 2) a required review of each offender's progress and risk every X number of years, and 3) that an extension of parole past the review date would require proof of risk of sexual or violent re-offense. The SORC does not recommend a minimum parole term or review cycle at this time, but recommends that they be based upon a further review of the literature and best practices.
2. The Division of Criminal and Juvenile Justice Planning, Department of Human Rights has lost the funding for support of the Sex Offender Research Council.
  - ✓ The SORC recommends that the General Assembly appropriate sufficient funds to support a position to continue research on best practices for the management of sex offenders in Iowa.





## **Overview of Sex Offenses and Offenders**

In 2002, 2005, and 2009 there were three major changes to the Iowa Code pertaining to sex offenses and sex offenders.

In 2002, residency restrictions were implemented which prohibited convicted sex offenders from residing in areas within 2,000 feet of schools. While that provision's implementation was delayed until October of 2005 pending judicial reviews, the passage of that requirement was a significant change in sex offender management in the community.

In 2005, legislation increased penalties for certain sex offenses and created "special sentences" that place sex offenders on community supervision after completing their original sentences. The special sentences place offenders convicted of offenses in Iowa Code §709, §726.2, and §728.12 (1), (2), or (3) on either 10-year or life-time community supervision based solely upon the convicting offense class. Offenders convicted of Class A, B, and C felony sex offenses receive life-time community supervision. Offenders convicted of aggravated misdemeanors and Class D felonies receive 10-year supervision sentences (§903B, Code of Iowa). The 10-year sentences are subject to reduction by earned time, which results in their expiration in about four years and six months (assuming good behavior).

Also, in 2005, the Sex Offender Registry section of the Code (§692A), was amended to link length of registration for some offenders to the special sentence length.

In 2009, the Legislature amended §692A of the Code (Sex Offender Registry) to move Iowa closer to compliance with provisions of the federal Adam Walsh Act. Key changes included the creation of three tiers of sex offenders with increased reporting time frames, mandating registration for selected juvenile offenders, residency restriction application to a smaller number of offenders, and creating exclusionary zones for sex offenders.

This report uses state level data to track the impact of these changes on juvenile adjudications and registration, convictions, adult sex offender registration, prison populations, and community-based supervision. The report is structured in four parts: data, a review of the literature, a discussion of the impact of the changes on the justice system in Iowa, and recommendations to the Iowa General Assembly.

## Data

Adjudication, conviction, supervision, and prison data are from the Iowa Justice Data Warehouse/Iowa Court Information System and Iowa Corrections Offender Network. Registry information is from the Iowa Department of Public Safety.

### **Juvenile Data**

As shown below, the most common offense for adjudication was Sex Abuse 2<sup>nd</sup>. There are three separate conditions that define the offense: uses or threatens force; having another person aid or abet in the use of force; or age of victim under 12. Only one condition is necessary for the charge. The coding structure in the Justice Data Warehouse does not include information on the specific section of §709.3 to permit a more in-depth analysis of the underlying reason for the adjudication, although it is likely that juveniles are charged with Sex Abuse-2<sup>nd</sup> most often based upon the age of the victim. During FY12, the average age of juveniles adjudicated on §709.3 offenses was 13.88 and the youngest juvenile adjudicated was 10.99 (3 days shy of the 11<sup>th</sup> birthday). These results are comparable to those of the previous two fiscal years.

### **Juvenile Data, Adjudications**

OFFENSE	CLASS	FY2008	FY2009	FY2010	FY2011	FY2012
Assault with intent/serious injury	FELC	0	1	1	3	1
Assault with intent/injury	FELD	5	2	3	2	1
Assault with intent/no injury	AGMS	19	20	25	29	36
Sex abuse 2nd	FELB	58	85	44	86	87
Sex abuse 3rd	FELC	20	21	12	13	15
Sex abuse 3rd, victim 12-13	FELC	3	8	16	20	16
Sex abuse 3rd, <20	FELC	3	4	1	1	2
Lascivious acts	FELC	2	2	2	1	6
Lascivious acts	FELD	0	0	0	1	1
Incest	FELD	2	4	2	5	5
Indecent contact w/ child	AGMS	0	0	1	1	2
Indecent exposure	SRMS	12	10	6	9	10
Sexual exploitation of child	FELC	1	0	0	1	0
Medium depicting exploit child	AGMS	0	2	2	4	4
<b>TOTAL CHARGES</b>		<b>125</b>	<b>159</b>	<b>115</b>	<b>176*</b>	<b>186</b>

<b>NUMBER OF JUVENILES</b>		<b>114</b>	<b>114</b>	<b>104</b>	<b>130*</b>	<b>126</b>
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*\*2011 figures updated from previous year's report*

### Juvenile Sex Offender Registry

With the exception of juveniles age 14 and over adjudicated for certain violent sex offenses, juvenile placement on the Registry is handled by Juvenile Court. Length of registration is determined by a number of factors including Iowa Code requirements, juvenile court modifications at final case disposition, and modifications that can be granted by petition. Therefore, the number of juveniles on the Registry is a fluid number. The data below are current as of 12/12/2012.

### Juvenile Sex Offender Registry Numbers, by Fiscal Year

	FY2008	FY2009	FY2010	FY2011	FY2012
Juveniles placed on registry	19	14	15	7	13
Juveniles at time of offense *	48	78	77	77	81

*\*"Juveniles at time of offense" includes new juveniles added to the registry plus adults who were added due to an offense committed before age 18.*

### Active Juvenile Registrants, by Tier December 12, 2012

Tier	n
I	1
II	0
III	5
No Tier	1
Total	7



## Adult Data

Sex offenses included in the data tables below are Iowa Code Chapter 709, §709C.1, §726.2, §728.12, §728.2, and Chapter 901A. These offenses are hereafter referred to as sex offenses.

As shown in the table below, the number of individuals convicted of sex crimes has remained remarkably stable.

### Number of Offenders Convicted of Sex Offenses, FY2007-FY2012

	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
<b>Offenders convicted</b>	472	413	410	434	444	439
<b>Total convictions</b>	648	586	544	552	631	600

Similarly, the number of sex offenders committed to prison has also tended to remain stable; figures here are consistent with those going back at least to 1995 (that is, unlike many other offense types, sex offense admissions have remained stable for many years).

### Number of New Sex Offense Commitments to Prison, FY2005-FY2012

FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
253	264	237	206	170	209	200	213

*Does not include registry, residency, or special sentence commitments*

The vast majority of sex offenders were known to their victims prior to commission of the sex offense resulting in commitment to prison. The stereotype of the stranger-predator is not supported by Iowa data.

### Relationship Between Victim and Offender, New Prison Sex Offender Admissions, FY2008-FY2012

Relationship	FY2008		FY2009		FY2010		FY2011		FY2012		Total	
	N	%	N	%	N	%	N	%	N	%	N	%
<b>Cohabit</b>	10	5.2%	6	3.5%	7	3.4%	13	6.5%	20	9.3%	56	5.7%
<b>Consensual</b>	26	13.6%	36	20.8%	46	22.1%	33	16.6%	37	17.2%	178	18.1%
<b>Family</b>	50	26.2%	29	16.8%	47	22.6%	55	27.6%	62	28.8%	243	24.6%
<b>Step-family</b>	20	10.5%	9	5.2%	27	13.0%	21	10.6%	19	8.8%	96	9.7%
<b>Friend/Acquaintance</b>	65	34.0%	78	45.1%	60	28.8%	64	32.2%	64	29.8%	331	33.6%
<b>Not Applicable*</b>	0	0.0%	1	0.6%	3	1.4%	1	0.5%	0	0.0%	5	0.5%
<b>Stranger</b>	9	4.7%	6	3.5%	7	3.4%	4	2.0%	2	0.9%	28	2.8%
<b>Supervisory</b>	10	5.2%	7	4.0%	10	4.8%	4	2.0%	9	4.2%	40	4.1%
<b>Unknown</b>	1	0.5%	1	0.6%	1	0.5%	4	2.0%	2	0.9%	9	0.9%
<b>Total Admitted</b>	191	100.0%	173	100.0%	208	100.0%	199	100.0%	215	100.0%	986	100.0%

Two FY08 and three FY12 cases had multiple victims in different categories. Each was counted accordingly  
 Not applicable cases include those without a direct victim (e.g., child pornography).

### Admissions with Minor Victims, FY2008-FY2012

Relationship	FY2008		FY2009		FY2010		FY2011		FY2012		Total	
	N	%	N	%	N	%	N	%	N	%	N	%
Cohabit	10	6.2%	6	4.3%	6	3.5%	10	5.6%	18	9.3%	50	5.9%
Consensual	26	16.0%	36	25.7%	45	26.3%	33	18.6%	37	19.1%	177	21.0%
Family	47	29.0%	28	20.0%	40	23.4%	52	29.4%	58	29.9%	225	26.7%
Step-family	19	11.7%	9	6.4%	26	15.2%	21	11.9%	19	9.8%	94	11.1%
Friend/Acquaintance	47	29.0%	52	37.1%	46	26.9%	52	29.4%	50	25.8%	247	29.3%
Not Applicable	0	0.0%	0	0.0%	0	0.0%	1	0.6%	0	0.0%	1	0.1%
Stranger	4	2.5%	3	2.1%	0	0.0%	1	0.6%	2	1.0%	10	1.2%
Supervisory	9	5.6%	6	4.3%	8	4.7%	4	2.3%	8	4.1%	35	4.1%
Unknown	0	0.0%	0	0.0%	0	0.0%	3	1.7%	2	1.0%	5	0.6%
<b>Total Admitted</b>	<b>162</b>	<b>100.0%</b>	<b>140</b>	<b>100.0%</b>	<b>171</b>	<b>100.0%</b>	<b>177</b>	<b>100.0%</b>	<b>194</b>	<b>100.0%</b>	<b>844</b>	<b>100.0%</b>

Sex offenders tend to expire their prison sentences rather than being released to early parole or work release. This tendency has increased since creation of the Special Sentence.

### Percentage of Sex Offenders Whose First Release was an Expired Sentence, FY2005-FY2012

FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
58.4%	63.2%	57.8%	64.2%	69.4%	62.2%	65.3%	68.0%

*Does not include offenders sentenced for registry, residency, or Special Sentence violations*

### Median Length of Stay of First Releases, Sex Offenders (in months), FY2005-FY2012

FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
44.7	44.1	40.0	42.8	49.2	48.7	48.6	49.9

### Number of Offenders Eligible for Special Sentence, Based on Conviction Class, FY2007-FY2012

	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
10-year	255	240	241	280	299	
Life	223	201	183	243	243	213

### Number of Offenders on Special Sentence Supervision (CBC) , FY2007-FY2012

6/30/2007	6/30/2008	6/30/2009	6/30/2010	6/30/2011	6/30/2012
6	28	95	191	320	507

### Number of Offenders on Special Sentence Supervision, by District June 30, 2012

	1JD	2JD	3JD	4JD	5JD	6JD	7JD	8JD	Total
Field Sup.	65	61	48	31	91	63	41	51	451
Residential	5	8	9	6	8	4	6	8	56
<b>Total</b>	<b>70</b>	<b>69</b>	<b>57</b>	<b>37</b>	<b>99</b>	<b>67</b>	<b>47</b>	<b>59</b>	<b>507</b>



Residential population includes 3 Virtual Tracking clients supervised by residential staff.

**Court Commitments for Special Sentence Violations, FY2007-FY2012**

	FY2007	FY2008	FY2009	FY2010	FY2011	FY 2012
1 <sup>st</sup> Offense, 2 yrs.	4	11	26	47	57	74
2 <sup>nd</sup> Offense, 5 yrs.	0	0	0	5	11	17

**Number of Active Persons on the Sex Offender Registry Dec. 7, 2012**

	2011	2012	% Change
Tier I	1,062	1,121	05.6%
Tier II	1,481	1,518	02.5%
Tier III	2,899	3,051	05.2%
Not Established*	83	99	19.3%
Total	5,525	5,789	04.8%

Source: Iowa Department of Public Safety

\*Offenders awaiting Tier assignment or having unconfirmed addresses.

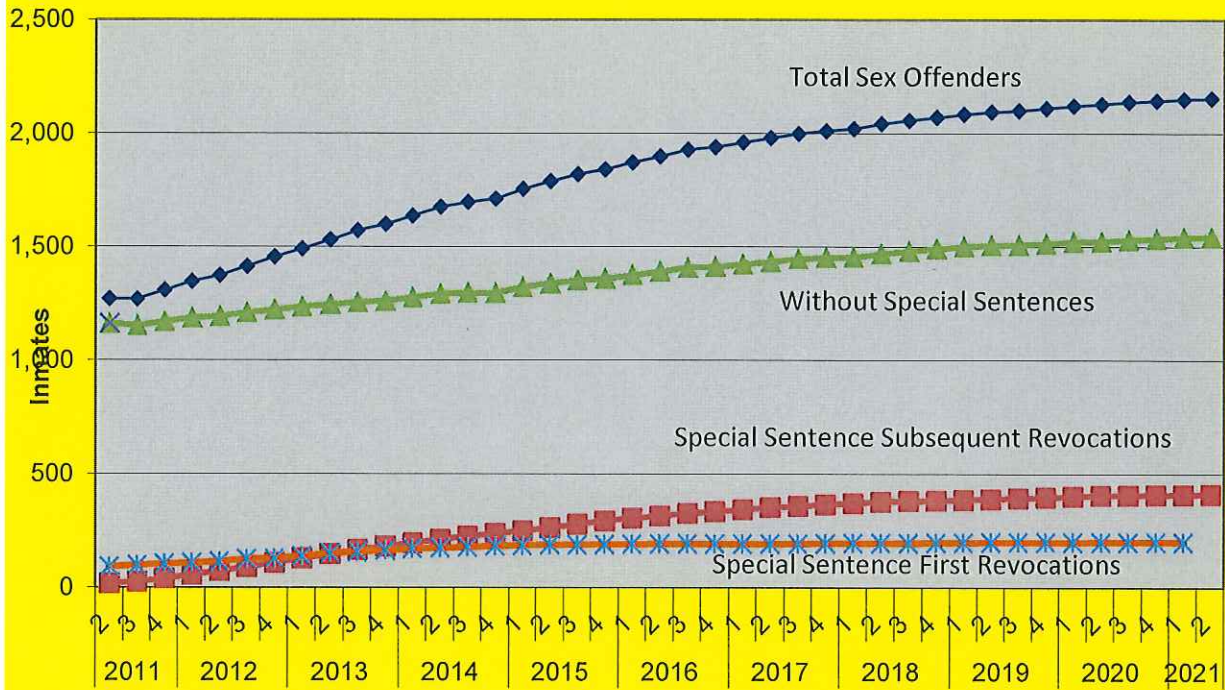
**Number of Offenders Convicted of Registry Violations, FY2007-FY2012**

Type of Violation	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
Residency	63	52	48	23	36	40
Registry	347	368	342	284	291	204
Area/Activity	NA	NA	NA	9	26	11
Total	410	420	390	316	353	255

**Number of New Prison Admissions for Registry Violations, FY2007-FY2012**

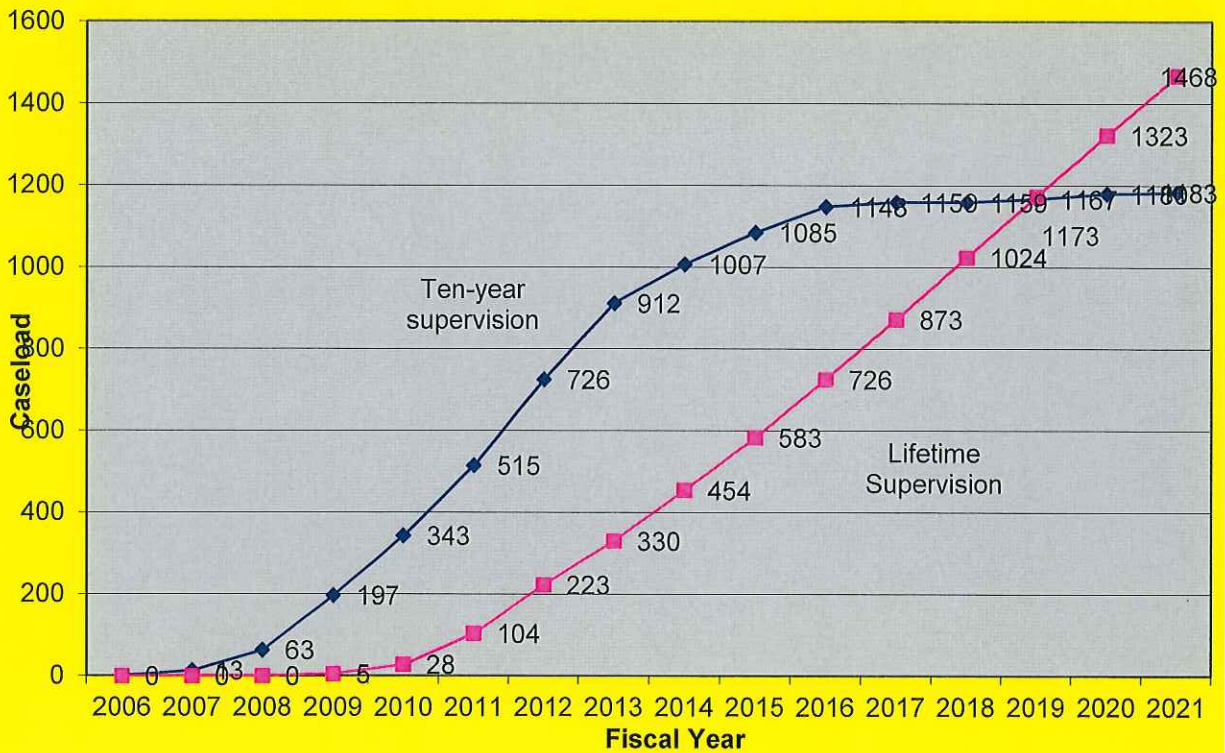
Type of Violation	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012
Residency	6	4	2	0	0	1
Registry	85	63	68	60	64	63
Area/Activity	NA	NA	NA	2	0	2
Total	91	67	70	62	64	66

### Projected Sex Offenders in Iowa Prisons



Prepared by CJJP 10/20/11

### Anticipated Special Sentence Caseloads FY11





## **Literature Review**

Since the inception of registration laws for sex offenders, a significant amount of research has been devoted to assessing such policies, with most focusing on recidivism and registration impacts for juveniles and adults. Some of the research is summarized below.

### **Juvenile**

#### **Juvenile Recidivism**

Much research has been conducted on the differences between juvenile and adult sex offenders, some of which suggests that juveniles exhibit lower recidivism rates and respond better to sex offender treatment than adults. The dynamics of juveniles' offending patterns and treatment response are unique; a system that treats juvenile and adult offenders similarly has not proven to be efficient at either promoting public safety or rehabilitating juveniles. Sex offender treatment for juveniles must be tailored to youths' unique offending patterns, brain development, and abuse history.

Numerous studies have evaluated general and sex-based juvenile recidivism. Some studies have found extremely low rates of sexual reoffending for juveniles (Piquero et al., 2012) and that sexual reoffending rates are much lower than non-sexual re-offenses even among high-risk juveniles committed to correctional facilities (Rajlic, 2010 and Kemper, 2007). The National Center on Sex Based Youth (NCSBY) in 2001 found that juvenile offenders have lower recidivism rates than adult offenders and are much less likely to reoffend sexually. Juvenile recidivism for general delinquent behavior ranged from 8% to 58%, while recidivism for sex offenders fell at 5% to 14%. Similarly, Researchers with the Texas Youth Commission (Leidecke and Marbibi, 2000) found a rearrests rate of 4% for juvenile sex offenders compared to higher rates for adult offenders.

#### **Juvenile Registration**

Many studies analyzing sex offender registration policies have failed to examine individual and political effects of juvenile registration. Findings from studies that have examined these effects have shown no significant difference in sexual re-offense rates between registered and non-registered juvenile sex offenders (e.g., Letourneau & Armstrong, 2008; Batastini, Hunt, Present-Koller, & DeMatteo, 2011).

Further research has found that registration laws influence adjudication and charging practices. Fewer juveniles are adjudicated for mandatory registration offenses after laws requiring registration have gone into effect. As new policies apply harsher consequences for juvenile offenses, prosecutors become less likely to move forward on sexual and assault charges (Letourneau, 2009). Additionally, after registry policy changes, the proportion of sex offense charges that were reduced to less severe charges increased significantly (Letourneau, 2012).

## Adult

### **Adult Recidivism**

Sex offender recidivism has been a widely studied area, often with conflicting findings. Some of the contradictions can be attributed to methodological variability such as variations of study parameters, populations, and recidivism measurement. Several studies, however, agree that sex re-offense is low for adults and juveniles.

The Division of Criminal and Juvenile Justice Planning (CJJP) found sex offense recidivism rates of 3% for new sex convictions in 2000. In 2005, CJJP found a subsequent arrest rate for new sex offenses was about 5% within a 3-year follow up period. A meta-analysis examining 61 studies on sexual recidivism found that sexual re-offense was low (13%) (Hanson and Bussiere, 1998). Similar analyses involving 73 recidivism studies found a sex offense re-conviction rate of 14% (Hanson and Morton-Bourgon, 2005). Additional research finds that recidivism rates for sex re-offense tend to decrease over time as offenders age (Barnoski, 2005).

The extent to which sex offender treatment alters recidivism rates continues to be investigated. Early studies suggested that treatment was ineffective. Many of these studies, however, had methodological shortcomings, including variations in the treatment modalities studied, lack of control groups, and small sample sizes. Current studies focus on examining the efficacy of sex offender treatment in reducing recidivism for both juveniles and adults.

### **Adult Registration**

Several studies have examined the impact of sex offender registries. A few of these studies are summarized below:

#### **Registration and Recidivism:**

A study examining how registry restrictions influence subsequent sex offenses for registered sex offenders in New York (Socia, 2012) found that registry restrictions were not associated with a significant decrease in sex re-offenses by already registered sex offenders. Similarly, Letourneau (2009) found little evidence to suggest that registration status influences sex crime re-offenses. Letourneau argues that policies such as the Sex Offender Registration and Notification (SORN) may not be appropriate for reducing recidivism for previous sexual offenders. However, Socia found evidence to suggest that sex offender registration policies may be influential in deterring first-time sex offenses.

#### **Registration: Public versus Private Notification:**

Prescott and Rockoff's (2011) findings suggested that registration without public notification (such as Internet posting) is associated with a decrease in subsequent offending. However registration with public notification was associated with an *increase* in subsequent offenses. Prescott and Rockoff argue that public notification may increase stress on offenders, leading to destabilization in their community lives. The social consequences of public



registration may reinforce the notion that changing behaviors would not improve offenders' life circumstances.

*Impact of Registration on Offenders:*

Studies addressing the physical, social, and emotional effects of registration on offenders found that registered offenders rarely report being the victims of targeted attacks by vigilantes, but they do report residency and employment obstacles along with negative psychological and emotional consequences (Lasher and McGrath 2010). Lasher and McGrath (2010) also found that the social destabilization of sexual offenders was closely associated with more intrusive monitoring practices, supporting Prescott and Rockoff's argument that the social consequences of public monitoring may influence offender behavior.

*Registration and Public Behavior:*

Agan (2011) found little evidence to suggest that registries, or knowing where sex offenders lived or worked, improved public safety "either in practice or in potential". Bandy (2011) has researched the influence of sex offender notification on public behavior, specifically whether or not people engaged in more protective behaviors as the result of notification. She found that, in general, the public did not change behaviors significantly as the result of public access to sex offender information through registries, although the majority of people interviewed approved of registries. Sample, Evans, and Anderson (2011) further Agen's and Brandy's argument by contending that registries largely serve a symbolic versus an instrumental purpose.

**Adult Risk Assessment**

In 2010 the Iowa Department of Corrections published the results of a study to validate two different tools used to predict recidivism of sex offenders in Iowa, the ISORA8 and the Static-99. Both tools were determined to adequately predict low, moderate, and high risk offenders and their recidivism rates for sex offenses (Iowa DOC 2010). Risk assessments can be helpful in influencing resource allocation so that offenders receive assistance and/or supervision consistent with their risk.

"Risk assessment is one of the most important and most frequent tasks required of those working with sexual offenders. Formal risk assessments are needed for many important decisions, including sentencing, family reunification, conditional release, and civil commitment. Risk assessment can also assist in the case management and treatment of sexual offenders..." (Association for the Treatment of Sexual Abusers 2000).

There is a significant body of literature on this subject that will not be summarized here. Previous reports from the Sex Offender Research Council contain summaries of some of that research.

## **Discussion**

This report is focused on two issues of public safety: sex offender registration (Iowa Code Chapter 692A) and special sentence for sex offenders (Iowa Code Chapter 903B).

### *Implementing a New Sex Offender Registration Policy: Barriers to Change*

New research suggests that there are more cost-efficient and effective ways to monitor juvenile and adult sex offenders than current registration practices. However, there are several barriers in adopting new practices.

Federal acts such as the Adam Walsh Act will continue to influence state legislation and provide a political barrier to change.

Additionally, public support and public opinion will prove to be barriers. Despite evidence suggesting that current policies do little to reduce sex offenses or improve public safety, sex offender registration and public notification are very popular. Targeted efforts to accurately educate the public on sex offender behavior, recidivism, and registration should be supported to establish more cost-effective and efficient policies.

Collaborative efforts between local, federal, and public entities are needed for changes to Iowa's registration law.

### *The Effects of Policy Changes*

A major contribution to sex offender policy change in Iowa has been the inclusion of the sex offender special sentence. The special sentence requires sex offenders to complete their original sentence with either an additional 10-year or life-time parole. The incorporation of this policy has already begun to increase prison populations and strain the resources of agencies having the responsibility to monitor those under supervision.

#### *Effect on the Prison Population:*

The special sentence has influenced the prison population. The number of revocations has increased since the first offenders were placed on special sentences. The first revocation of a special sentence carries a prison term of two years, while second and subsequent revocations carry prison terms of five years. Estimates show that special sentence revocations will be a major contributor to increases in the prison population over at least the next decade.

The median length of stay for sex offenders has increased 5.2 months since FY2005. At a marginal rate of \$17.60 per day at today's prices, this increase in length of stay translates into an additional \$2,783 per release. Assuming an average number of 200 releases per year, the increased length of stay costs \$556,746 per year.

*Effect on Community Based Corrections:* The number of offenders under current law with 10-year special sentences is expected to continue to increase for



another six years before leveling. The number of offenders who will be on life-time supervision will continue to increase at least through 2022.

Using an average total parole caseload of 3,452 at the end of FY2012, it is estimated that by the year 2021, the average parole caseload will increase to 5,151, of whom about 2,600 or 50% will be supervised on special sentences. This estimate is based upon assumptions that the non-special sentence parolee numbers will remain constant, and that a certain percentage of special sentence parolees will be revoked to prison. The special sentence, particularly life-time supervision, will increase the parole caseload by 78% in ten years.

The Department of Corrections estimates the cost of residential supervision at \$72.89 per day and community based supervision at \$3.66 per day. Sex offender supervision average cost is \$17.91 a day. GPS monitoring adds an additional \$5.00 per day. If one assumes that the projected 2,600 persons on special sentence supervision were being supervised at the minimum level at today's cost, the special sentence cost per day would be \$9,516 or \$3,473,340 per year. However, most are likely to be on the higher intensity sex offender supervision. Using that scenario, the special sentence per day cost would be \$46,566 and the annual cost would be \$16,996,590. Some of these offenders will also be on GPS monitoring, at least for part of the time, further increasing the daily and annual expenditures.

*Effect on the Sex Offender Registry:* Length of registration is partially tied to the length of the special sentence. In other words, although an offense may be one that requires 10 years of registration, if there is also a life-time special sentence the offender will have to register for life. This will significantly increase the number of individuals on the Registry, increasing the number of persons whose information must be verified, and the number of times offenders will need to report.

Although the Iowa Department of Public Safety does not anticipate that this increase in numbers will have a financial impact upon that agency, it is recognized that the burden will fall on local law enforcement and county sheriffs. A financial impact is likely; however, exact numbers are not known at this time.

## **Recommendations**

After considering the information as provided above, the Sex Offender Research Council repeats its recommendation to the Iowa General Assembly from last year's report.

There is sufficient evidence that sex offenders and the public benefit from a period of supervision and treatment/relapse prevention support in the community, particularly after incarceration. However, the current policy of set terms of post-sentence parole is not supported by research, is not the most effective use of limited state and local resources, and does not contribute to increased public safety.

Therefore, it is recommended that Iowa Code §903B be amended to establish 1) a minimum number of years on post-sentence parole, 2) a required review of each offender's progress and risk every X number of years, and 3) that an extension of parole past the review date would require proof of risk of sexual or violent re-offense. The SORC does not recommend a minimum parole term or review cycle at this time, but recommends that they be based upon a further review of the literature and best practices.

Further, as the Division of Criminal and Juvenile Justice Planning, Department of Human Rights has lost the funding for support of the Sex Offender Research Council. The SORC recommends that the General Assembly appropriate sufficient funds to support a position to continue research on best practices for the management of sex offenders in Iowa.

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