

The Correctional Policy Project

Iowa Prison Population Forecast FY 2014-FY 2024

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

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Completion of this report fulfills the Division of Criminal and Juvenile Justice’s legislative obligations outlined in Iowa Code §216A.137. This section of the Iowa Code instructs CJPJ to “maintain an Iowa correctional policy project for the purpose of conducting analyses of major correctional issues affecting the criminal and juvenile justice”.¹

¹ <https://www.legis.iowa.gov/docs/code/216A.pdf>

I. FORWARD

This is the twenty-third Prison Population Forecast prepared by the Department of Human Rights, Division of Criminal and Juvenile Justice Planning (CJJP). This report has been developed to assist the Executive and Legislative Branches of government in annually assessing the impact of current criminal justice policy on Iowa's prison population. This report is not an attempt to *predict* the future of Iowa's prison population. Instead, it is meant to provide an indication of the direction Iowa can anticipate its prison population will move under current policies and procedures. As these are modified, the State can anticipate different results in future forecasts.

The present report utilizes data obtained from the Iowa's Justice Data Warehouse (JDW). "The Justice Data Warehouse (JDW) is a central repository of key criminal and juvenile justice information from the Iowa Court Information System (ICIS) and information from the Iowa Correctional Offender Network (ICON) system. The JDW is located on a platform with the Information Technology Department as one part of the Enterprise Data Warehouse. The JDW is managed by the Division of Criminal and Juvenile Justice Planning (CJJP), Iowa Department of Human Rights. The overall mission of the JDW is to provide the judicial, legislative and executive branches of State Government and other entities, with improved statistical and decision support information pertaining to justice system activities." ²

Benefits of Forecasting

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

Iowa's Forecasting Model

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

- *Projected prison admissions.* This is accomplished through analysis of historical prison admissions data, obtained from the Adult Corrections Information System (ACIS), the Iowa Corrections Offender Network (ICON), and felony charges and convictions disposed from the Iowa Justice Data Warehouse (which includes statewide court information). Projected admissions are made for various offense classes and types of offenses (e.g., Class C 70% offenders, Class C violent [non-sex] offenders, Class C sex offenders, and Class C non-violent offenders) in two separate categories described below. Sex offenders as separate categories have been broken out since FY 2006, in part because sex offenders tend to serve higher percentages of their sentences than other offenders. Projections are accomplished through linear modeling, with adjustments based on knowledge of recent law changes that may not yet be reflected in observed trends.

² <http://www.humanrights.iowa.gov/cjpp/jdw/index.html>

- *Projected average length of stay.* This is accomplished through annual data collection conducted by CJPJ utilizing Justice Data Warehouse (JDW) information. Projected average lengths of stay are made for various offense classes and types of offenses in two separate categories described below.
- *Projected releases of offenders who are incarcerated at the onset of the projection period (“decay”).* This is accomplished through analysis of the prison population at the beginning of the projection period combined with historical data on numbers of inmates released. This year’s forecast uses a technique begun in 2007, using three different calculations based upon the inmate group:
 - The average length of time inmates have been released prior to their discharge dates;
 - The average length of time inmates with mandatory terms have served;
 - The average length of time served prior to release.

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

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

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

Regarding length of stay figures as contained in this report:

- *“Drunken Driving Initial Stay”* describes drunken drivers sentenced to prison who are awaiting placement at community-based treatment facilities.

Forecasting Assumptions

- It is assumed that certain historical phenomena such as trends in population growth, prison admissions rates, and length of stay of prisoners will continue in the same direction or will change in explicitly stated ways (see below). It is further assumed that the data provided as measurements of these phenomena accurately reflect actual conditions.
- It is assumed that no catastrophic social or economic disruptions such as war or major depressions will occur during the projection period.
- It is assumed there will be no major legislative changes in the state criminal code or criminal procedures during the projection period.

- It is assumed there will be no major changes in judicial sentencing, parole board release policies, or probation/parole revocation policies and practices during the projection period.
- It is assumed that inmates serving 70% mandatory terms will be released midway between the expiration of their mandatory term and the 85% expiration of sentence.
- It is assumed that sex offenders (including Special Sentence revocations) will be released upon expiration of their sentences rather than being paroled or otherwise released.
- It is assumed that Special Sentence revocations will be equally divided between first and subsequent revocations (2-year aggravated misdemeanor vs. 5-year Class D Felony).

Acknowledgments

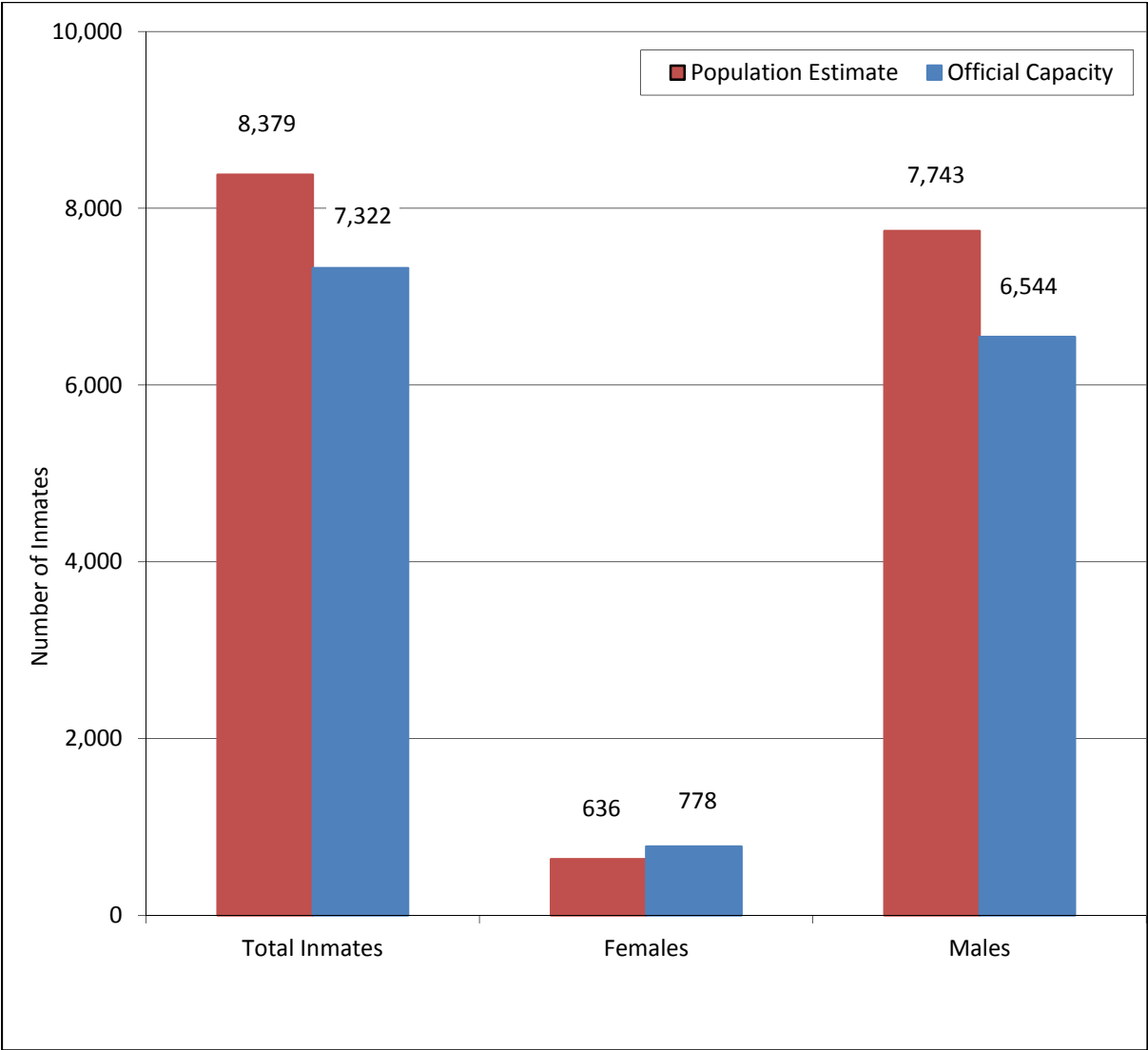
The staff of Division of Criminal and Juvenile Justice Planning would like to thank the following agencies and individuals for contributing to this year's forecast report (CJJP remains solely responsible for the report's contents). For providing information on current and planned prison population capacities: John Baldwin, Director, Iowa Department of Corrections, and Lettie Prell, Research Director, Iowa Department of Corrections. For developing the original methodologies of our prison population forecasting and policy simulation tool: Mary Mande, former director of the Colorado Statistical Analysis Center and corrections research consultant.

II. SHORT-TERM OUTLOOK

To some extent, forecasting the short-term population this year is more difficult than is the long-term forecast, as changes in parole practice since the end of FY 2012 have contributed to a noteworthy drop in Iowa's prison population. After reaching a low of 8,265 inmates on February 10, 2010, the population reached an all-time high of 9,009 in April, 2011. Since reaching this peak, the population has dropped back to its lowest level since FY 2001 despite increases in prison admissions.

Iowa's prison population is expected to remain stable through the end of FY 2015, with a population of around 8,379 on June 30, 2015. By June 30, 2015, Iowa's prison population is expected to exceed official capacity by about 1,057 inmates, or by about 12 percent, if current offender behaviors and justice system trends, policies, and practices continue (Appendix I, Table 2). Women's facilities are expected to be at 78 percent of capacity given the addition of beds at Mitchellville, while men's facilities are expected to hold about 1,199 more inmates than the official capacity (Appendix I, Tables 3 and 4).

Figure 1: Projected Prison Populations and Official Capacities: Mid-Year 2015



III. LONG-TERM OUTLOOK

Total Inmates

If current offender behaviors and justice system trends, policies, and practices continue, Iowa's prison population may be expected to increase from 8,119 inmates on June 30, 2014 to about 11,317 inmates on June 30, 2024, or by about 39 percent over the ten-year period (Appendix I, Table 2).³

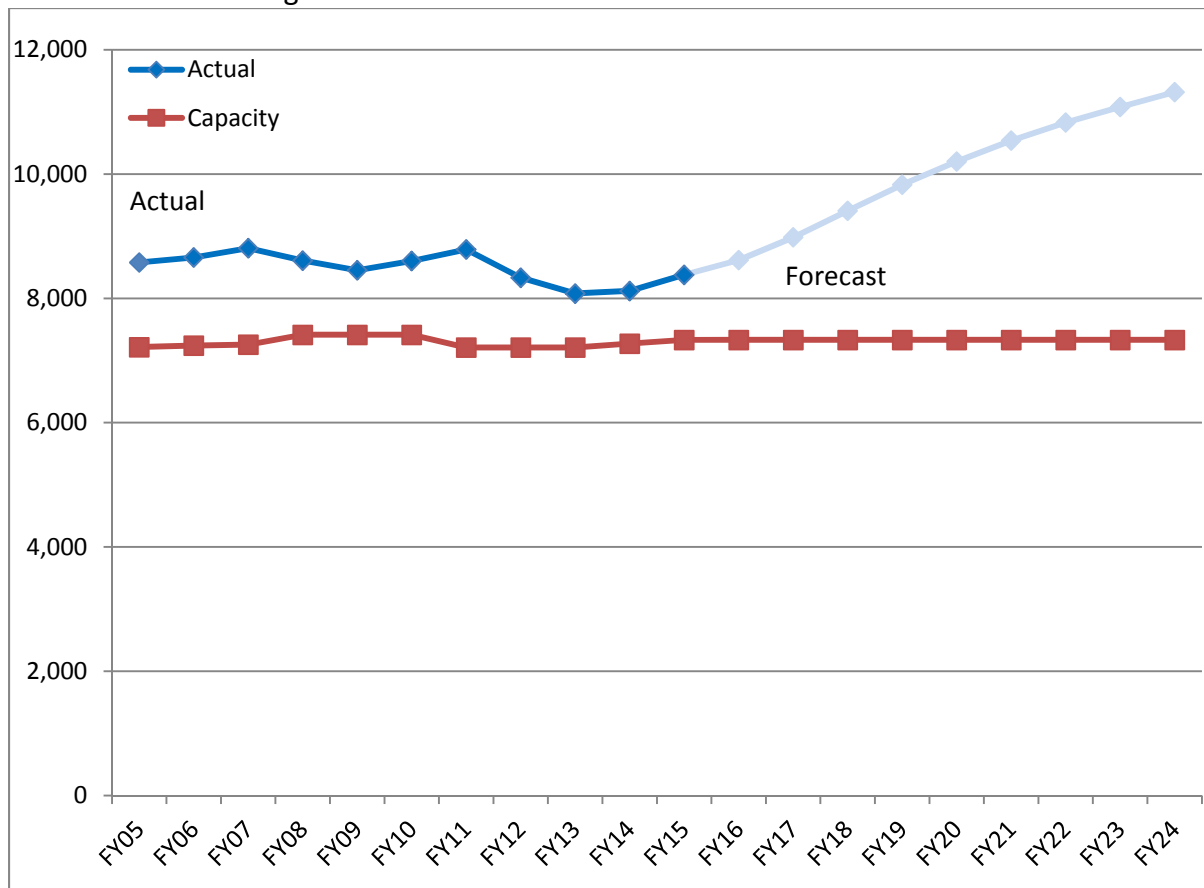
Male & Female Inmates

The current forecast suggests that the female population will rise over the next ten years, reaching 860 inmates in mid-2024 (Appendix I, Table 3). Because the female population is smaller than the male population, it is to be expected that the year-to-year forecast numbers will vary as admissions rise or fall from year-to-year (as swings are more likely with smaller numbers). The population of male inmates is expected to increase to 10,457 inmates during this same period (Appendix I, Table 4).

Prison Capacity

When compared with official Department of Corrections prison population capacities, and taking into consideration currently-planned increases in prison capacity, the female inmate population is projected to exceed capacity by 10 percent in 2024, while the male inmate population is projected to exceed capacity by about 37 percent, by mid-year 2024 (Appendix I, Tables 3 and 4).

Figure 2: Actual and Forecasted Number of Total Inmates



³ This year's forecast reflects forecasted figures observed in FY 2011 projections. Historic prison forecasts can be found in Appendix VI, Figure 15.

Figure 3: Actual and Forecasted Number of Female Inmates

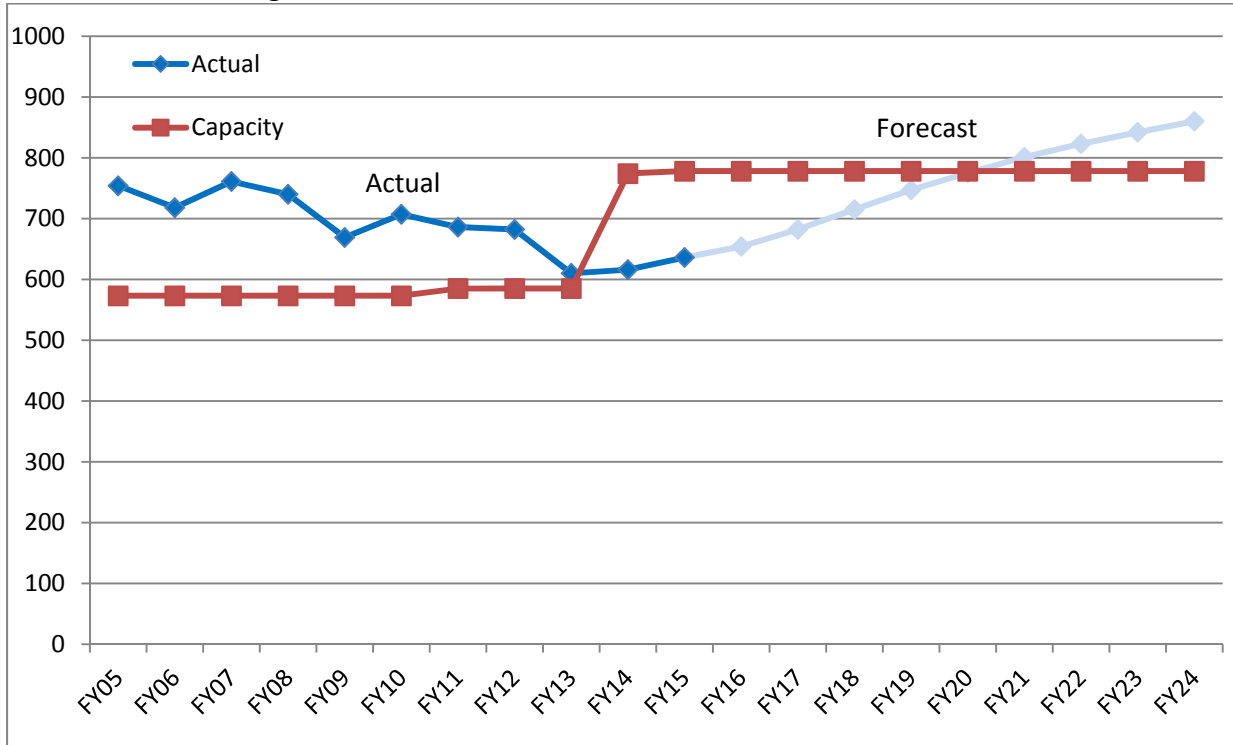
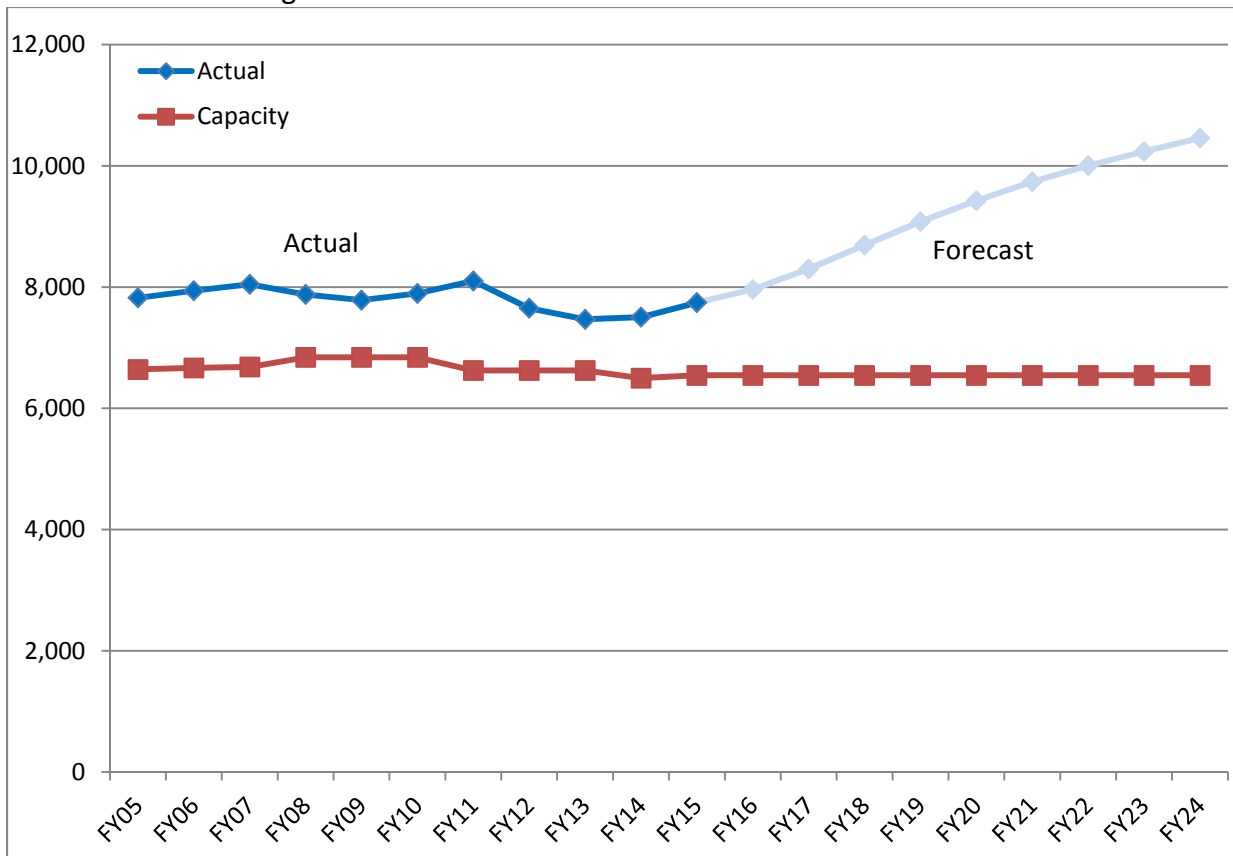


Figure 4: Actual and Forecasted Number of Male Inmates

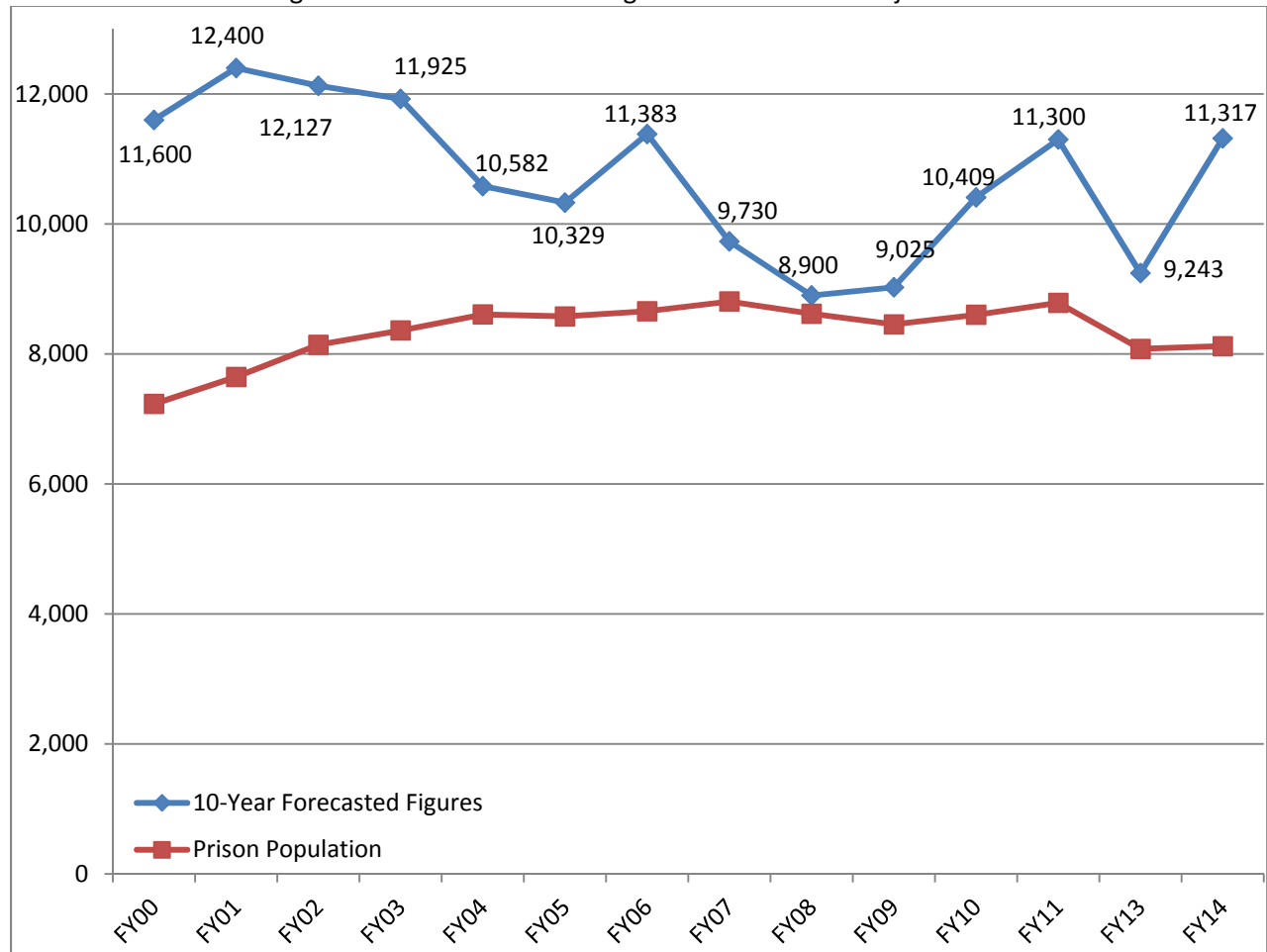


IV. HISTORIC PRISON FORECASTS

This year's prison forecast predicts prison populations to be at approximately 11,317 in ten years. Past forecasts have projected similar figures. For instance, in FY 2011 CJPJ predicted the prison population to be at 11,330 within ten years.⁴ However, this year's forecast is higher than what was predicted in FY 2013⁵. There were several factors responsible for driving the forecasted figures observed in FY 2014.

Between FY 2013 and FY 2014 there was an increase of prison admissions (Appendix II, Table 5) accompanied by the highest probation populations and revocation rates observed in the last decade during FY 2014 (Appendix III, Table 9). Comparing FY 2014 and FY 2013 we also observed increases in length-of-stay (LOS) for many offense categories, particularly for sex crimes (Appendix IV, Table 10). Also, in FY 2014 release figures declined from FY 2013.

Figure 5: Historical Forecast Figures Final 10-Year Projections



Prison population figures based on June 30th data.

⁴ <http://www.humanrights.iowa.gov/cjpp/images/pdf/Forecast2011.pdf>

⁵ <http://www.humanrights.iowa.gov/cjpp/images/pdf/Forecast2013.pdf>

V. FACTORS REDUCING PRISON GROWTH

1.) Increases in New Aggravated Misdemeanant Prison Entries

In FY 2005, 17.2% of new admissions to Iowa's prisons were offenders whose most serious commitment offenses were aggravated misdemeanors, crimes which expire after less than one year of incarceration (barring consecutive sentences). Over the last four fiscal years this percentage has risen to over 20%, and in FY 2014 22.3% of the new admissions were aggravated misdemeanants. These short-term inmates tend to cycle quickly, not accumulating in the prison population.

2.) Decreases in Average (mean) Time Served Prior to Release

Average time served for first-release inmates dropped from 21.5 months in FY 2013 to 19.5 months in FY 2014. This decrease was seen in nearly all felony groups except sex offenders, who continue to be released upon expiration of sentence at high rates. The drop in (LOS) has contributed to reducing the prison population. During FY 2013 (8,078) and FY 2014 (8,119), we observed particularly low prison populations, the lowest rates observed this decade. Average time served for those released after a previous release failure also dropped in FY 2014, from 11.7 months in FY 2013 to 9.9 months in FY 2014. The length-of-stay for readmissions in FY 2014 returned to levels last observed during FY 2007 and earlier (Appendix IV, Table 10).

3.) Increases in Parolees

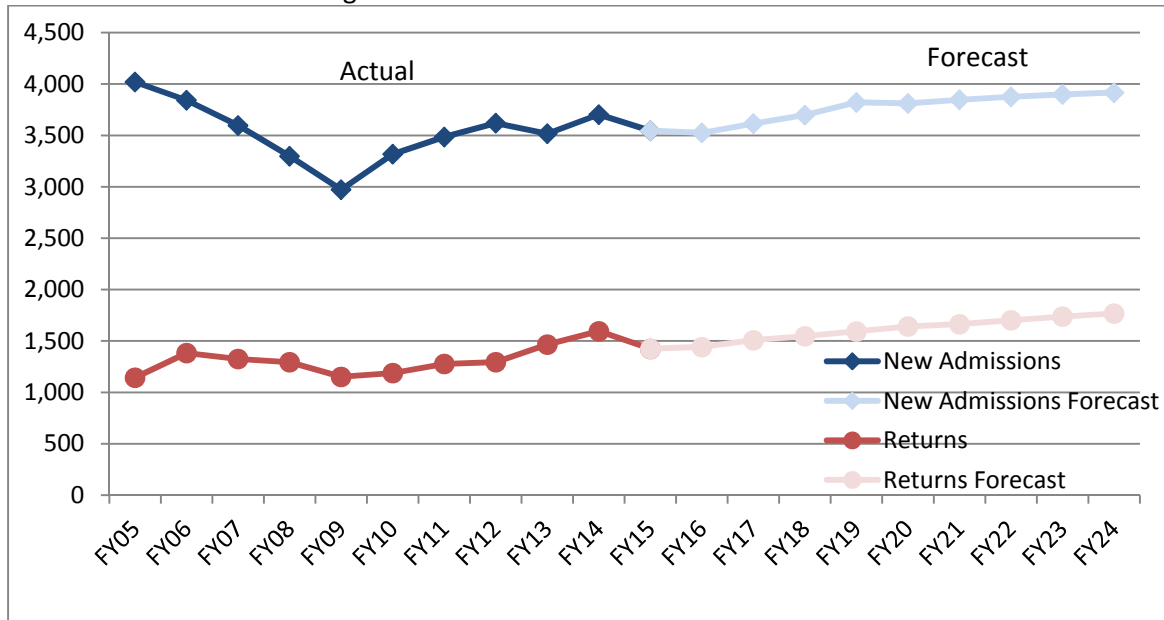
In 2010, 1,379 offenders were paroled, the lowest number of parolees we have seen in the last decade. Since FY 2010, parolees increased by 67% through FY 2014. Rather than being a dramatic change in parole practices, however, the last three years have represented a return to parole practice of FY 2006 and before, when parole releases approximately doubled the number of releases due to expiration of sentence. In FY 2005 and FY 2006, for example, there were more than two parole releases for every expiration-of-sentence (e.g., in FY 2005 there were 2,305 parole releases and 1,035 expirations). In FY 2014 paroles again doubled the number of expirations, with 2,312 paroles vs. 1,047 expirations (Appendix III, Table 9).

VI. FACTORS CONTINUING PRISON GROWTH

Increases in Prison Admissions

The forecast projects an increase in new admissions from 3,703 in FY 2014 to about 3,916 in FY 2024, and an increase in returns from 1,595 to 1,768. Until admissions are reduced, it will be difficult to further reduce Iowa's prison population. Admission patterns are shown in Figure 6.

Figure 6: Actual and Forecasted Prison Admissions

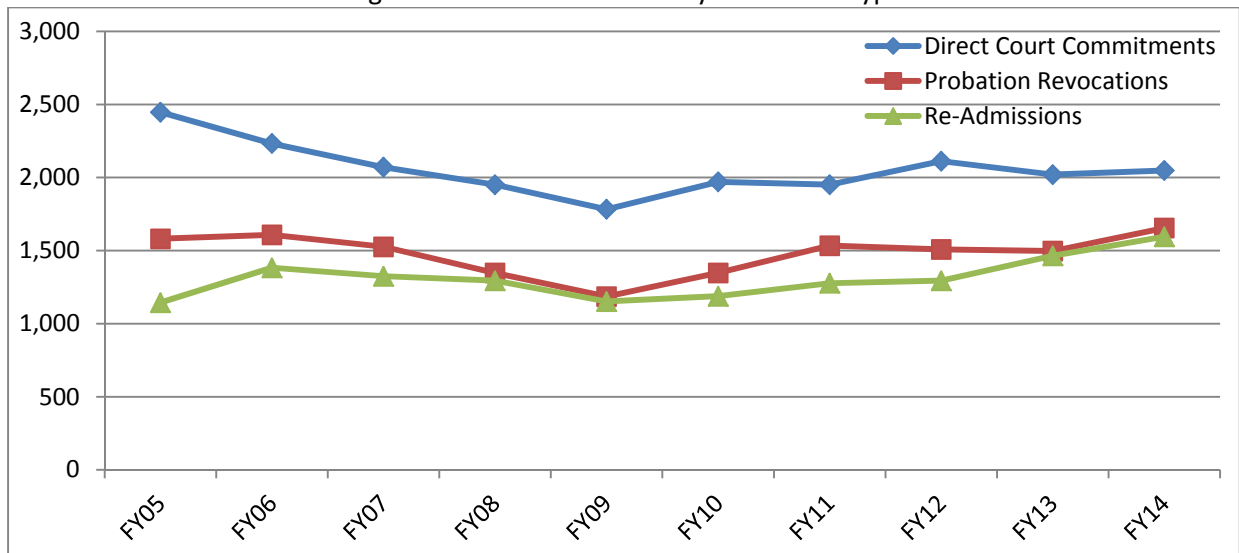


Probation Revocations: Probation revocations to prison were higher in FY 2014 than at any point during the last decade (1,655). Similarly, when comparing probation revocations to probation populations, we see the highest percentage (7.6%) and highest rate (13:1) of offenders revoked in the last decade (Appendix V, Table 11). This means that the increase in probation revocations is likely attributable to higher probation populations.

This is good news and bad news. The good news is it demonstrates Iowa's commitment to treating offenders in the community rather than committing them to prison without an opportunity to become productive citizens in the community, but the bad news is that many of these offenders are failing and are going to prison.

Direct Court Commitments: The last five state fiscal years have seen direct court commitments to prison in excess of 1,900 per year. While this is a reduction from nine years ago (there were 2,447 in FY 2005), these admissions have not seen a recent significant drop.

Figure 7: Prison Admissions by Admission Type



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

- 1.) Changes in Disposed Felony Charges
- 2.) Drug Offender Admissions
- 3.) Increases in the number of Class B Felons Incarcerated
- 4.) Changes in Parole Eligibility for Class B and C Felons due to Mandatory Minimums
- 5.) Increases of Sex Offenders Incarcerated Including Special Sentence Revocations
- 6.) Increases in Housing Class A Felons
- 7.) Housing Federal Prisoners/Detainees
- 8.) Increases in Inmate Average Length of Stay
- 9.) Increases and Decreases in Paroles
- 10.) Changes in Community-Based Offender Populations

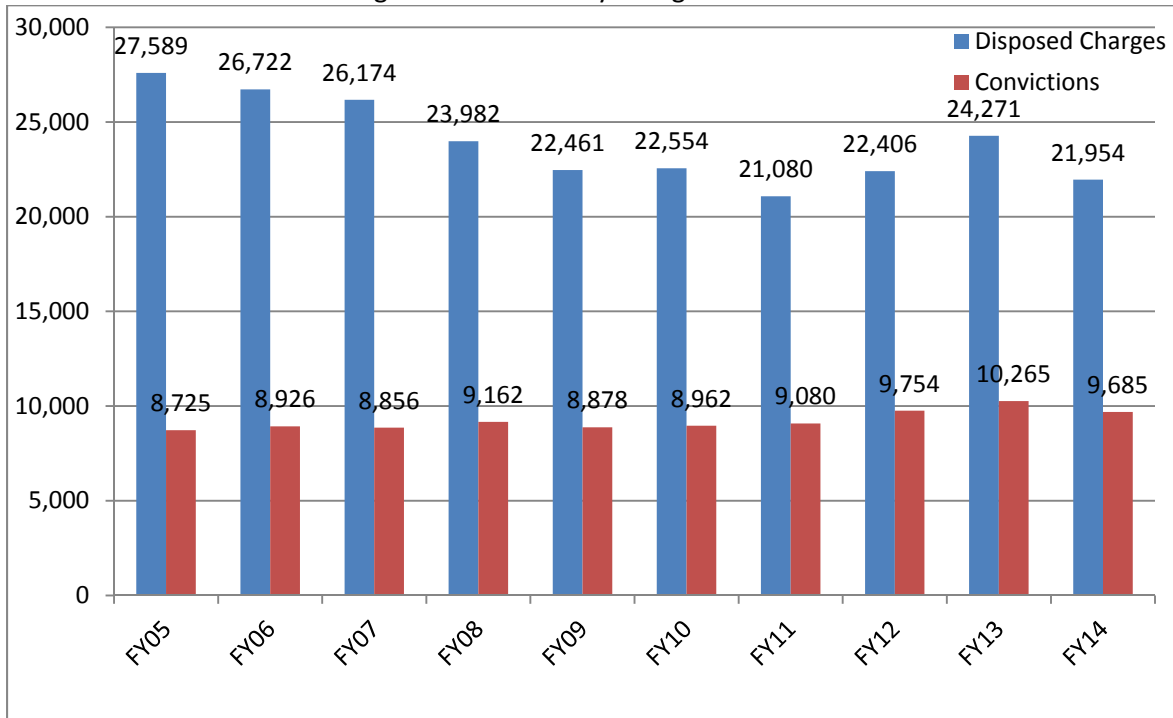
Prison Admission Factors Continuing Prison Growth

1.) Changes in Disposed Felony Charges

Projections of new prison admissions are informed by felony disposed charges and felony convictions in the Iowa District Court. As shown in the chart below, felony disposed charges in FY 2012 and FY 2013 rose after a long period of decline. Between FY 2005 and FY 2011, felony disposed charges dropped nearly one-third, only to be replaced by a rise of about 15 percent between FY 2011 and FY 2013. Even with this rise, however, felony filings were lower in FY 2014 than in FY 2005.

Compared to disposed charges, felony convictions between FY 2005 - FY 2014 have remained relatively stable, although FY 2012, FY 2013 and FY 2014 differ from the previous pattern in showing the most felony convictions. These increases should be monitored as a potential predictor of future changes in prison population.

Figure 8: Total Felony Charges and Convictions



2.) Drug Offender Admissions

After five straight years of declines in drug admissions (FY 2005 - FY 2009) to prison, new drug admissions exceeded 900 in FY 2012, FY 2013 and FY 2014, a figure last reached in FY 2007. Drug admissions have been one of the driving forces behind rising prison populations in Iowa for more than the past decade, reaching their peak in FY 2005, when 30% of the new inmates entering prison were committed for drug offenses. In addition, there are obviously other inmates who have been committed to prison for non-drug crimes which stem from drug involvement.

As time passes, it becomes more evident that the rise in drug admissions that peaked in FY 2005 was related to the manufacture and trafficking in methamphetamines and a subsequent focus on the apprehension and prosecution of meth dealers and users. Since FY 2005, admissions of methamphetamine offenders reached a low in FY 2009 but have steadily increased since (Figure 10).

Figure 9: New Prison Admissions by Offense Type

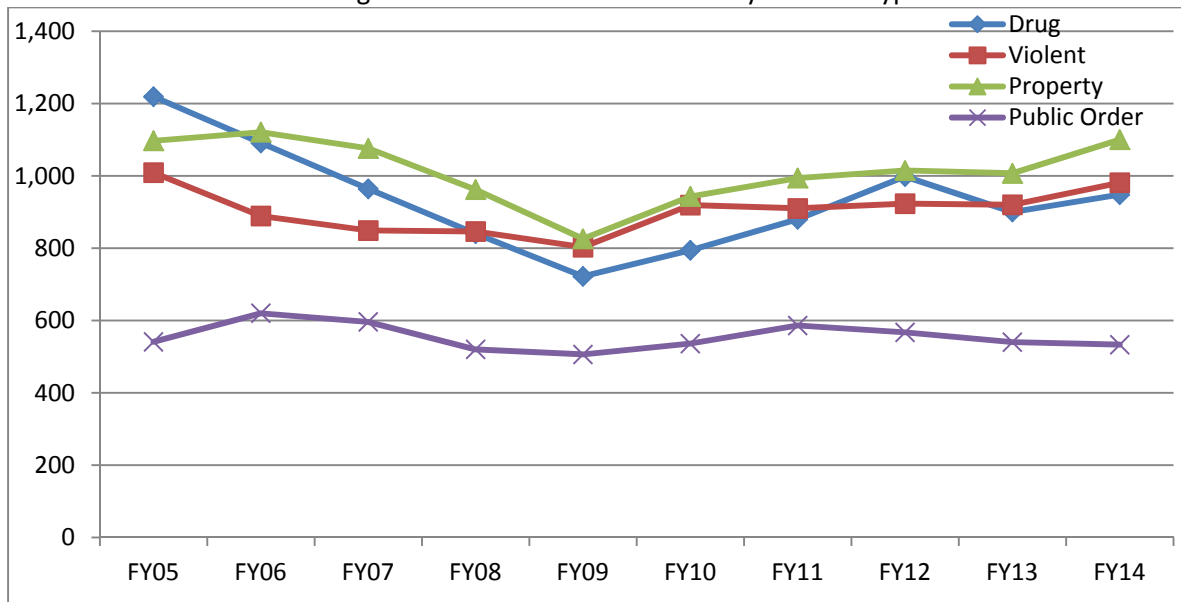
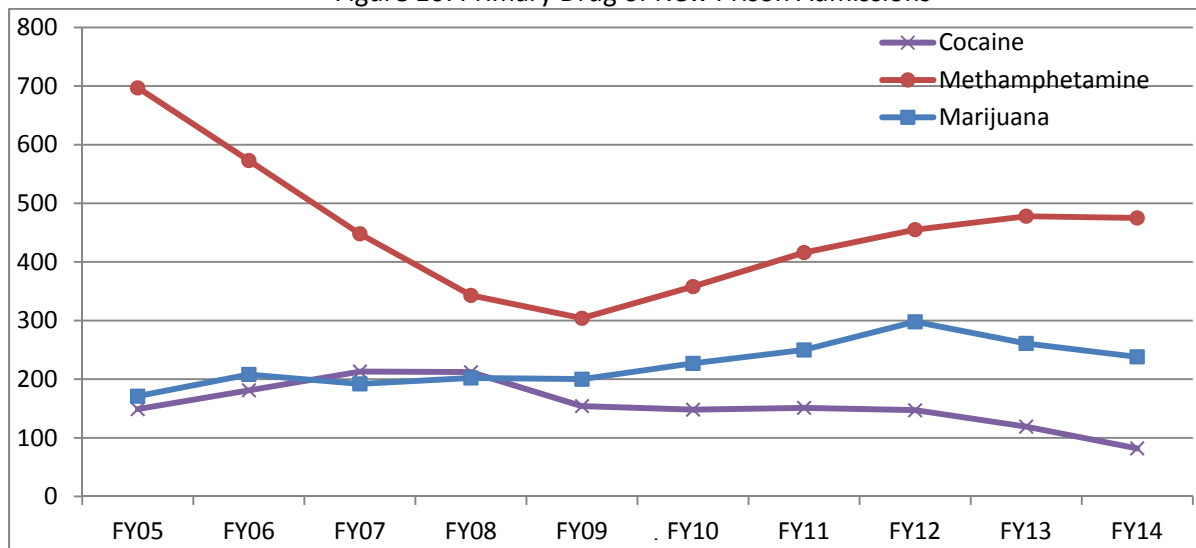


Figure 10: Primary Drug of New Prison Admissions



Prison Population Factors Continuing Prison Growth

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

The projection suggests 2,400 B felons in 2024, or 23.4% of the anticipated population. Most of the anticipated rise is due to continued lengthy incarceration of Class B 70 percent inmates, who are expected to increase from 1,495 to 2,400 within the decade.

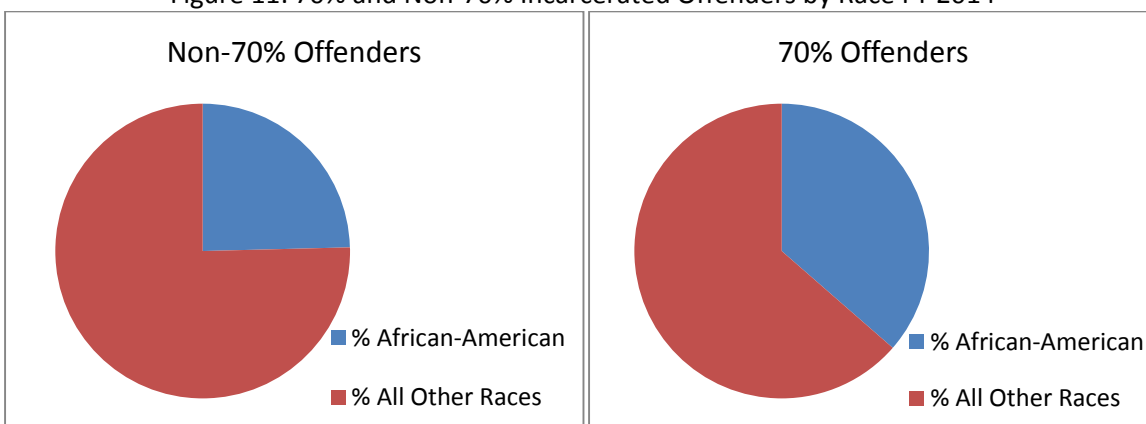
4.) Changes in Parole Eligibility for Class B and C felons due to Mandatory Minimums

The Violent Crime Initiative (*Iowa Code §902.12*), effective FY 1997, abolished parole and most of the earned time for a number of violent offenses and required at least 85 percent of the maximum term be served. The offenses originally affected included all robbery and second degree murder, sexual abuse, and kidnapping. Attempted murder and certain instances of vehicular homicide were added effective FY 1998.

By mid-year 2024, CJP estimates that about 1,918 prisoners will be serving time under these mandatory sentencing provisions (not including sexual predators). While there is expected to be stability in the number of those serving 70 percent Class C sentences, CJP estimates that those serving 70 percent Class B sentences will rise from 764 to 1,283, as the first of these offenders will not become eligible for parole until January 2016. Additionally, substantial effects of these laws on the prison population will be realized beyond this forecasting period.

It should be noted that a high percentage of those serving sentences under §902.12 are African-American. Of the 7,044 non-70 percent offenders in prison on June 30th 2014, 24.6% were African-American. Of the 1,075 70 percent offenders, 36.4% were African-American (a drop of two full percentage points since FY 2011). In FY 2014, 36.6% of the new admissions for 70 percent crimes were African-American. Of the robbers entering prison to serve 70 percent sentences, 48.0% were African-American (including 50.0% of the Robbery-1 admissions). Thus, it will be difficult to reduce the racial disparity in Iowa’s prison population without somehow modifying 70 percent sentences.

Figure 11: 70% and Non-70% Incarcerated Offenders by Race FY 2014



In addition to the Violent Crime Initiative, the Sexual Predator law (§901A, *Iowa Code*) effective in FY 1997, imposes the requirement that certain repeat sex offenders serve 85 percent of the maximum term, *and* increases those maximum terms from the sentences that would otherwise have been imposed. While recent sentencing changes provide for parole eligibility for those sentenced under the Violent Crime Initiative, parole remains abolished for offenders sentenced under §901A. On June 30, 2014, there were 28 offenders serving sentences under §901A (including one lifer), a figure expected to drop in the coming decade. There were five additional lifers sentenced under the enhanced sentencing provisions of §902.14 (second and subsequent sex offenses). In FY 2013, there were six releases of offenders sentenced under the sexual predator provisions of §901A but in FY 2014 no offenders were released under this provision.

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

Prison populations have seen a rise in sex offenders incarcerated. In FY 2005, there were 1,128 imprisoned sex offenders and in FY 2014 there were 1,191 (an increase of 63 over the last decade). Although special sentence revocations appear to have stabilized during the past three years, the continued rise in lifetime supervision will inescapably result in rising revocations, contributing substantially to sex offender admissions.⁶

⁶ Johnson, S. and Davidson, C. 2014. An Analysis of the Sex Offender Special Sentence in Iowa. The Division of Criminal and Juvenile Justice Planning.

6.) Increases in Housing Class A Felons

Iowa has seen its population of Class A lifers rise from 198 in 1986 to 625 on June 30, 2014. As of June 30th 2014, 24 of the lifers in the Iowa prison system were age 70 and above, further reinforcing the notion that some lifers will be leaving prison within the next decade.

As a separate group, the number of Class A sex offenders is difficult to forecast, as on June 30 there were only 15 inmates serving life sentences for sex offenses. A new Class A penalty for subsequent sex offenses was adopted in 2005, but the first inmate sentenced under that provision did not enter prison until 2010. An additional four entered during FY 2011. For the purpose of this forecast, it is estimated that one new Class A sex offender will be admitted every quarter. With the passage of time, it will be possible to develop a more rigorous estimate of future admissions.

7.) Housing Federal Prisoners/Detainees

Much of the increase in “other” prison admissions and releases observed between FY 2005 and FY 2009 was due to the housing of prisoners held on interstate compact and federal prisoners/detainees. However, the number of safe keeper, compact, and other offender admissions have remained relatively stable from FY 2010 - FY 2014 (Appendix 2, Table 5).

8.) Increases in Inmate Average Length of Stay (LOS)

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

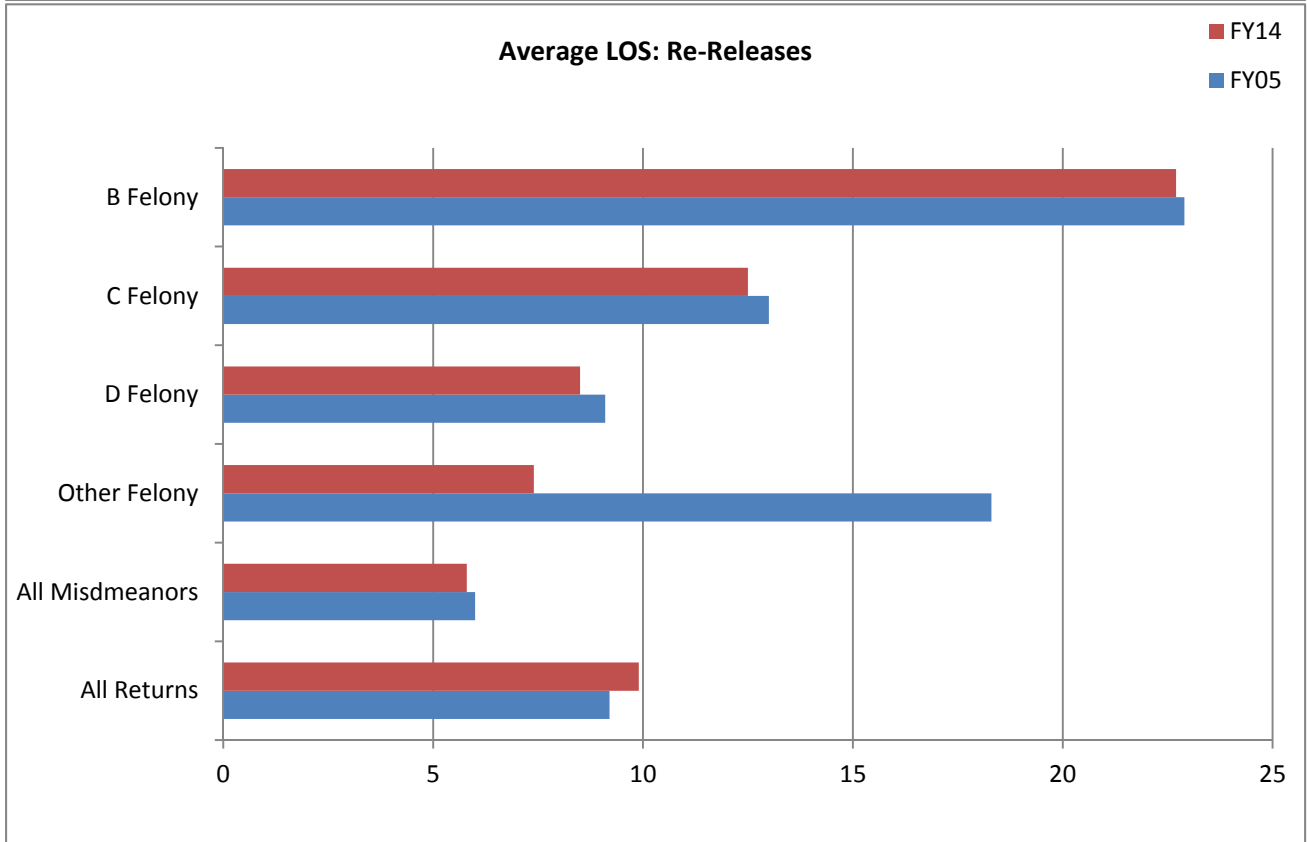
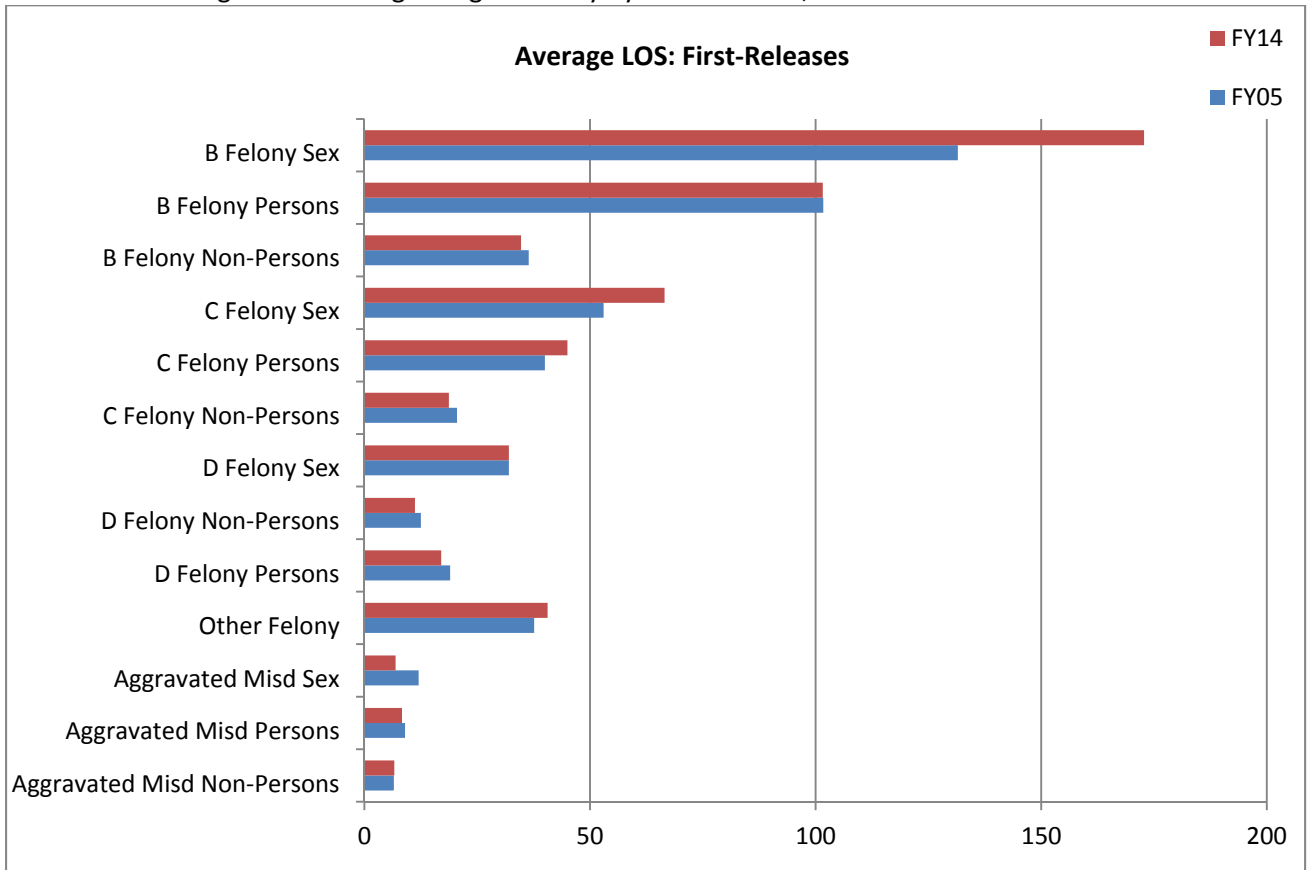
Slight variations in average LOS can have considerable impact on the prison population, and shows how changes in parole practice can influence the population. Average time served in prison prior to release dropped for new admissions and returns in FY 2014 (Appendix IV, Table 10).⁷ Comparing FY 2014 figures with FY 2005, there are increases in average time served for nearly all first release sex offense groups and decreases in average LOS for non-person offenses for most groups. Inmates released for a second or subsequent time on a sentence in FY 2014, tended to have a lower average LOS than in FY 2005.

Note that sex offenders in every category tend to serve more time in prison than other inmates within the same offense classes. With the creation of the Special Sentence that provides for post-incarceration supervision for all sex offenders for offenses committed after June 30, 2005, CJJP expects a continuation of the pattern that sees most sex offenders released from prison via expiration of sentence.⁸

⁷ See the section “Forecasting the Prison Population” for a description of admission and release categories.

⁸ Johnson, S. and Davidson, C. 2014. An Analysis of the Sex Offender Special Sentence in Iowa. The Division of Criminal and Juvenile Justice Planning.

Figure 12: Average Length-of-Stay by Offense Class, FY 2005 and FY 2014



9.) Increases and Decreases in Paroles

Paroles increased in FY 2013 and FY 2014, returning to a level last seen in FY 2006. The ratio of paroles to expirations, which provides a good indicator of prison release practices, increased to 2.2 paroles in FY 2014 for each expiration, a level similar to those seen in FY 2006 and before. It is clear that the prison population decrease experienced in the past two years is due in large part to a change in parole practice. While the Board of Parole (BOP) and Department of Corrections (DOC) use a variety of validated tools to identify the lowest risk candidates for release, it is inevitable that some released inmates will return to prison as the result of violations of release conditions and/or new criminal activity. The extent to which these can be controlled has a direct relationship to changes in the size of the prison population.

Figure 13: Prison Releases FY 2005-FY 2014

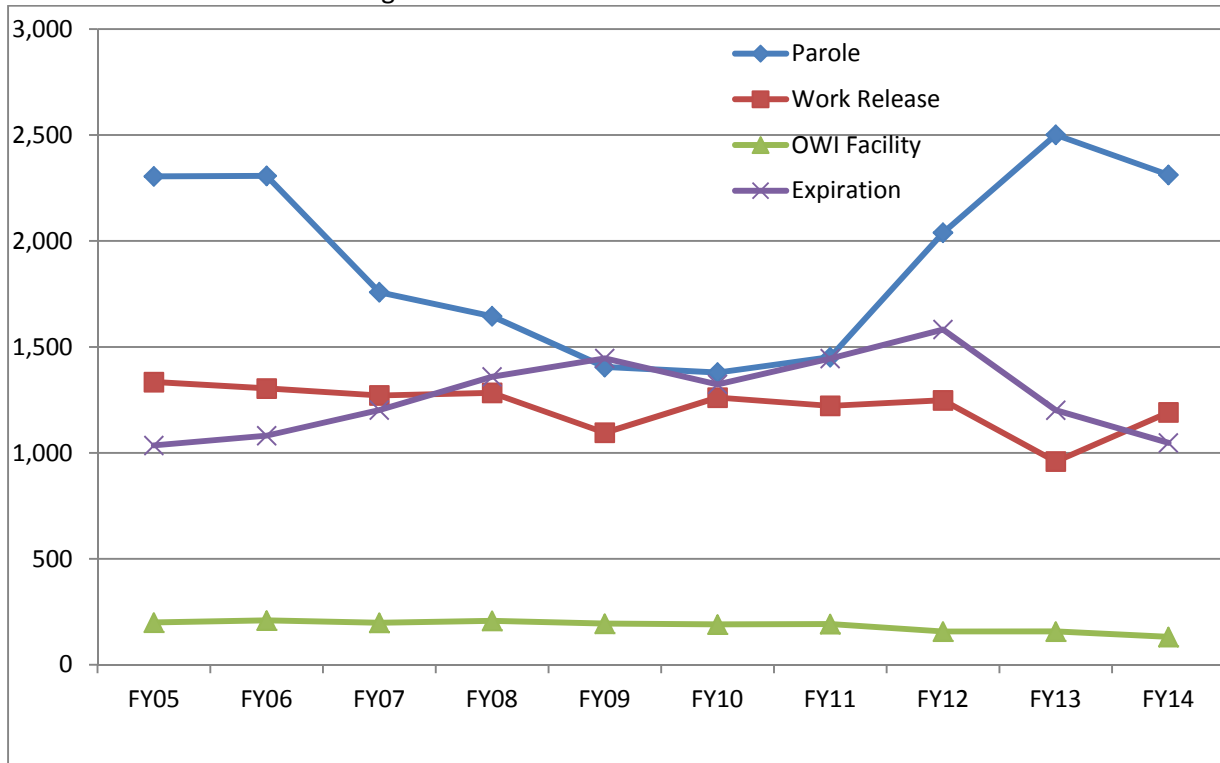


Table 1: Ratio of Paroles to Expirations, FY 2005 - FY 2014, by Quarter

	N Paroles	N Expirations	Ratio
FY 2005	2,305	1,035	2.2
FY 2006	2,307	1,081	2.1
FY 2007	1,758	1,202	1.5
FY 2008	1,645	1,359	1.2
FY 2009	1,405	1,446	1.0
FY 2010	1,379	1,323	1.0
FY 2011	1,452	1,445	1.0
FY 2012	2,039	1,582	1.3
FY 2013	2,501	1,201	2.1
FY 2014	2,312	1,047	2.2

10.) Changes in Community-Based Offender Populations

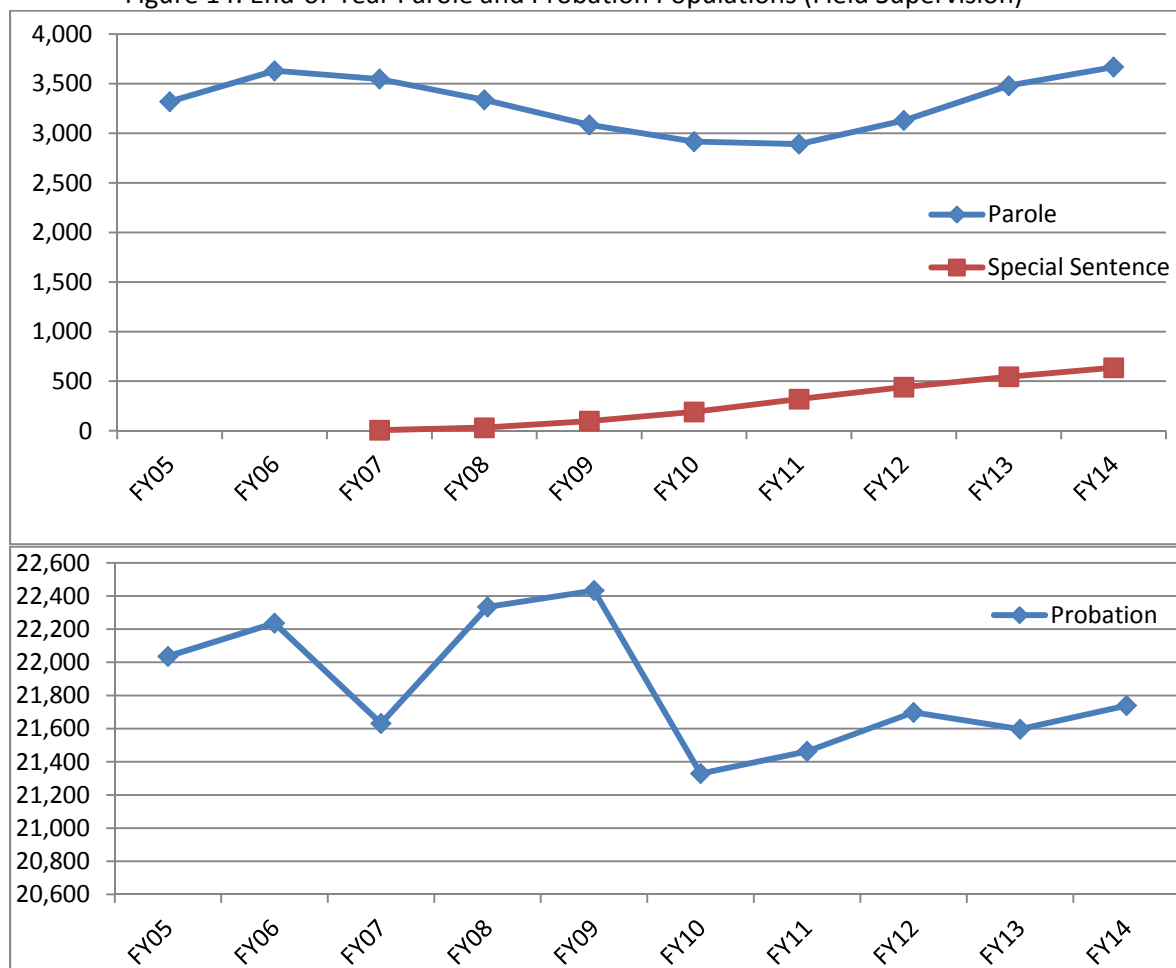
As shown in Figure 13, probation and parole populations have varied over the past ten years. While the relationship is not necessarily linear, there appears to be a connection between the number of offenders under supervision in the community and the number eventually entering prison.

The parole supervision population has risen and dropped during the decade, with the peak figure of 3,668 in FY 2014. Since FY 2011 the parole caseload has rebounded to the FY 2006 and FY 2007 levels. Return admissions (parole and work release revocations) rose slightly in FY 2014 and are at the highest figure since FY 2009. The extent to which the released inmates are successful on parole and work release will have a substantial bearing on growth or reduction in Iowa's prison population.

Note in the parole supervision chart (Figure 15) that the number of Special Sentence offenders has been added (in red). This population is expected to rise dramatically in the next ten years.

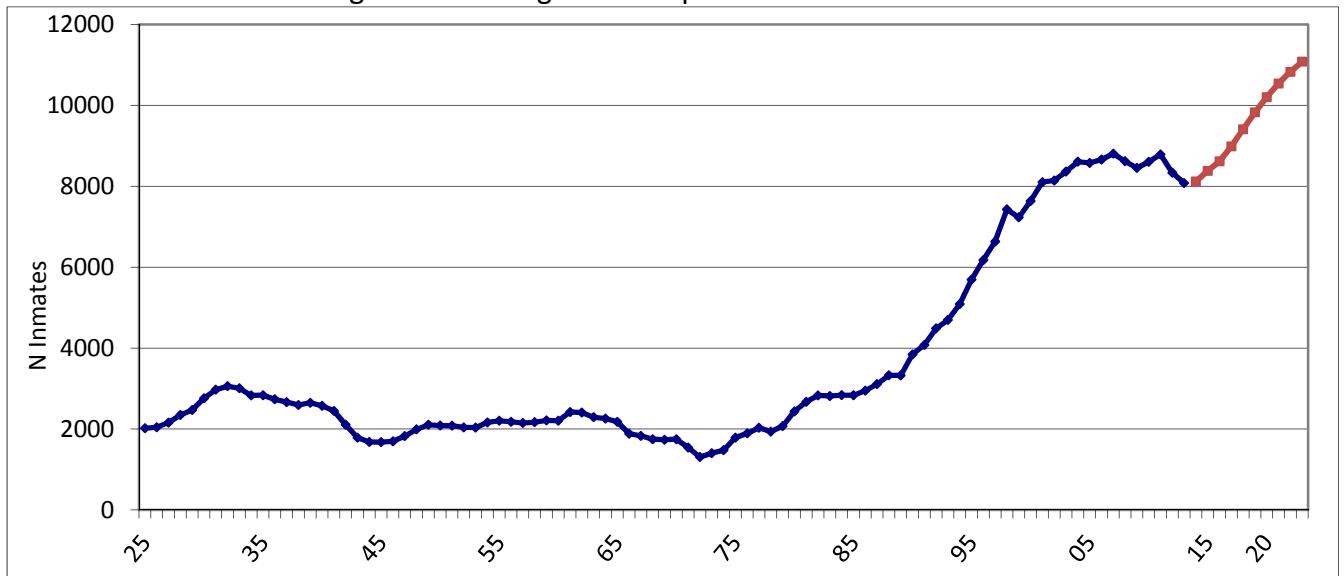
The end-of-year probation population has increased one percent since FY 2005 (22,036 offenders in FY 2005 and 21,739 offenders in FY 2014), with an accompanying rise in probation revocations of 5.2%. This rise in probation revocations has been accompanied by a decrease of 16.3% in the number of direct court commitments, suggesting that more offenders are being given a chance to succeed in the community rather than being directly committed to prison (Appendix II, Table 5).

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



VII. OPPORTUNITIES FOR CHANGE

Figure 15: Ending Prison Population since 1925



Source: Iowa Department of Corrections and CJJP

Increases in Parolees

A positive sign in managing the prison population is that parolees have increased during the past two years, reaching and exceeding the levels seen prior to FY 2007. The ratio of paroles to expirations – a good indicator of release activity – returned to the level seen prior to FY 2007. It should be remembered that a major reason for the stability of Iowa’s prison population between FY 2003 and FY 2006 was an increase in paroles. Iowa cannot avoid increasing prison populations without assistance from the Board of Parole (BOP). The BOP and the DOC use a variety of up-to-date, reliable, and valid tools proven to be effective in assisting to identify good release candidates.

The BOP and DOC have also recently taken steps to streamline the Iowa Code-required process of annually reviewing inmates for possible release. Until recently the BOP has conducted parole reviews in every institution every other month, a process that could lead to delays in release when, for example, an inmate would finish required programming shortly after the Board had just conducted reviews in his or her institution. Recent changes (expanded use of the ICN as well as utilization of the ICON database) enable the Board to conduct reviews from any institution at any time, so that the example above would lead to an immediate review. This new process also permits the BOP to consider staff-initiated reviews at any time, also reducing unnecessary delays.

Iowa’s Response to Drug Offenders

One continued opportunity for change lies in Iowa’s response to drug offenders. Iowa should continue examining drug offenders and drug sentences to ensure that those committed to prison for drug offenses could not be handled more effectively elsewhere or, perhaps, handled in prison for shorter periods of time. One step in this regard may be to equalize powder and “crack” cocaine sentences, one of the recommendations of the Public Safety Advisory Board (PSAB). While there was disagreement within the PSAB as to how crack and powder sentences should be equalized, the BOP agreed that the current disparity in penalties was unwarranted. A 2011 study overseen by the PSAB also examined the impact of mandatory minimum sentences for drug offenders, identifying no reduction in recidivism among inmates serving mandatory minimum drug sentences and suggesting that there are inmates covered by these sentences who could be safely released in the absence of the mandatory sentence.

Sex Offender Legislation

As noted previously, during the 2005 General Assembly, considerable changes were made in legislation pertaining to sex offenders. The anticipated impact of these changes (as they currently exist) is included in the population forecast presented here. While admissions of new sex offenders to prison have changed little over the past 20 years, changes in policy – particularly the establishment of the lifetime Special Sentence – have begun to have a significant impact on Iowa’s prison population. It will be difficult to stem future population increases without somehow addressing sex offender policy. Without some modifications either to the length of Special Sentence supervision or to which offenders are subject to lifetime supervision, sex offenders will constitute an ever-larger proportion of offenders under community supervision. With community-based corrections already strained due to limited budgets, it is difficult to understand how this additional workload can be adequately handled.

Mandatory Minimum Sentences

A final possibility to controlling future population increase lies with inmates serving 70 percent sentences, particularly those with 25- and 50-year terms. While there is little argument that the inmates serving these sentences deserve punishment, and in many cases warrant long sentences for the purposes of public protection, Iowa should consider whether it is wise correctional policy to imprison all of these offenders for a minimum of 17.5 years when, prior to adoption of (then) 85 percent sentences, these inmates served an average of about seven years.

Juvenile Offender Legislation

In July 2014, the Iowa Supreme Court decided that “mandatory minimum criminal sentences violate the Iowa Constitution's ban on cruel and unusual punishment when applied to crimes committed when the defendant was under the age of 18. This will mean perhaps 100 Iowa inmates will be eligible to have their prison sentences reviewed by a trial judge, with the potential for early release in some cases.”⁹ It is unknown the extent to which this ruling will influence Iowa’s prison populations for offenders under 18.

⁹ The Des Moines Register. 2014. Juvenile Mandatory Minimum Sentences per Iowa Department of Corrections

APPENDIX I: Prison Population Forecasted Figures

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

Year	Total Inmates June 30th	Increase (Decrease)	% Change	Total Prison Capacity	Population as % of Capacity
2005	8,577	--	--	7,215	115.9%
2006	8,658	81	0.9%	7,240	116.4%
2007	8,807	149	1.7%	7,256	117.6%
2008	8,618	-189	-2.1%	7,414	114.0%
2009	8,453	-165	-1.9%	7,414	112.3%
2010	8,602	149	1.8%	7,414	113.8%
2011	8,787	185	2.1%	7,209	117.9%
2012	8,333	-454	-5.2%	7,209	113.5%
2013	8,078	-255	-3.1%	7,209	110.7%
2014	8,119	41	0.6%	7,272	110.4%
FORECAST					
2015	8,379	260	3.1%	7,332	112.5%
2016	8,615	236	2.7%	7,332	114.9%
2017	8,982	367	4.1%	7,332	118.4%
2018	9,408	426	4.5%	7,332	122.1%
2019	9,827	419	4.3%	7,332	125.4%
2020	10,201	374	3.6%	7,332	128.1%
2021	10,539	338	3.2%	7,332	130.4%
2022	10,828	289	2.7%	7,332	132.3%
2023	11,078	250	2.3%	7,332	133.8%
2024	11,317	239	2.1%	7,332	135.2%

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

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

Year	# Women June 30th	Increase (Decrease)	% Change	Capacity	Population as% of Capacity
2005	754	--	--	573	124.0%
2006	718	-36	-5.0%	573	120.2%
2007	761	43	5.6%	573	124.7%
2008	740	-21	-2.8%	573	122.6%
2009	669	-71	-10.6%	573	114.3%
2010	707	38	5.4%	573	118.9%
2011	686	-21	-3.1%	585	114.7%
2012	682	-4	-0.6%	585	114.2%
2013	610	-72	-11.8%	585	104.1%
2014	616	6	1.0%	774	74.4%
FORECAST					
2015	636	20	3.1%	778	77.7%
2016	654	18	2.7%	778	81.1%
2017	682	28	4.1%	778	85.9%
2018	715	33	4.6%	778	91.2%
2019	747	32	4.3%	778	95.9%
2020	775	28	3.6%	778	99.6%
2021	801	26	3.2%	778	102.9%
2022	823	22	2.7%	778	105.5%
2023	842	19	2.3%	778	107.6%
2024	860	18	2.1%	778	109.5%

Source: ICON & E-1 Reports; forecast by CJP

Table 4: Mid-Year Prison Populations and Capacities: Males

Year	# Men June 30th	Increase (Decrease)	% Change	Capacity	Population as% of Capacity
2005	7,823	--	--	6,642	115.1%
2006	7,940	117	1.5%	6,667	116.0%
2007	8,046	106	1.3%	6,683	116.9%
2008	7,878	-168	-2.1%	6,841	113.2%
2009	7,784	-94	-1.2%	6,841	112.1%
2010	7,895	111	1.4%	6,841	113.4%
2011	8,101	206	2.5%	6,624	118.2%
2012	7,651	-450	-5.9%	6,624	113.4%
2013	7,468	-183	-2.4%	6,624	111.3%
2014	7,503	35	0.5%	6,498	113.4%
FORECAST					
2015	7,743	240	3.1%	6,544	115.5%
2016	7,961	218	2.7%	6,544	117.8%
2017	8,300	339	4.1%	6,544	121.2%
2018	8,693	393	4.5%	6,544	124.7%
2019	9,080	387	4.3%	6,544	127.9%
2020	9,426	346	3.7%	6,544	130.6%
2021	9,738	312	3.2%	6,544	132.8%
2022	10,005	267	2.7%	6,544	134.6%
2023	10,236	231	2.3%	6,544	136.1%
2024	10,457	221	2.1%	6,544	137.4%

Source: ICON & E-1 Reports; forecast by CJJP
 Populations exclude sex offender civil commitment unit.

APPENDIX II: Prison Admission Populations and Forecasts

Table 5: Prison Admissions by Admission Reason: FY 2005 - FY 2014

Admission Type	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	%Change FY2005-FY2014
New Court Commitments	2,447	2,233	2,071	1,951	1,783	1,970	1,951	2,112	2,020	2,048	-16.3%
New/Probation Revocations	1,573	1,609	1,526	1,347	1,189	1,348	1,534	1,508	1,497	1,655	5.2%
NEW ADMISSIONS	4,020	3,842	3,597	3,298	2,972	3,318	3,485	3,620	3,517	3,703	-7.9%
Parole Return	630	805	765	810	715	657	692	664	800	896	42.2%
Work Release Returns	421	480	465	380	317	404	420	443	472	540	28.3%
OVI Facility Returns	91	95	90	91	85	73	89	91	87	49	-46.1%
Special Sentence Return	0	0	3	10	28	51	68	89	103	106	--
Prison Compact	2	3	2	3	7	3	8	7	3	4	--
RETURNS	1,144	1,383	1,325	1,294	1,152	1,188	1,277	1,294	1,465	1,595	39.4%
Safe Keeper	530	516	411	466	1,077	37	47	57	48	46	-91.3%
Violators	477	445	435	323	272	202	--	--	--	--	--
Other Admissions	97	18	16	9	9	6	17	8	4	10	-89.7%
TOTAL ADMISSIONS	6,268	6,204	5,784	5,390	5,482	4,751	4,826	4,979	5,034	5,354	-14.6%

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

Note: the rise in safe keeper placements in 2009 was due to placement of Linn County inmates as the result of jail flooding.

Table 6: New Prison Admission by Offense Type and Subtype

	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	%Change FY2005-FY2014
OFFENSE TYPE											
Drug	1,217	1,091	964	840	722	795	881	1,000	900	948	-22.1%
Violent	1,009	889	849	846	803	920	911	923	920	981	-2.8%
Property	1,092	1,121	1,076	966	828	944	993	1,016	1,008	1,100	0.7%
Public Order	540	621	597	520	507	537	586	568	540	533	-1.3%
Other	151	114	110	126	112	121	114	113	149	140	-7.3%
No Charge	11	6	1	0	0	1	0	0	0	1	--
TOTAL	4,020	3,842	3,597	3,298	2,972	3,318	3,485	3,620	3,517	3,703	-7.9%
OFFENSE SUBTYPE											
Alcohol	17	25	37	23	29	46	63	68	63	56	229.4%
Arson	30	26	30	31	13	20	24	21	27	26	-13.3%
Assault	437	457	428	440	437	474	494	499	518	542	24.0%
Burglary	405	409	395	358	320	396	414	448	426	402	-0.7%
Drug Offenses	1,217	1,091	964	840	722	795	881	1,000	900	948	-22.1%
Flight/Escape	17	7	16	7	13	8	9	9	10	7	-58.8%
Forgery/Fraud	247	276	234	184	132	149	156	164	164	197	-20.2%
Kidnapping	19	18	11	22	24	9	9	11	6	17	-10.5%
Murder/Manslaughter	90	70	79	76	64	80	58	77	64	85	-5.5%
OWI	249	317	277	271	283	299	304	289	228	229	-8.0%
Pimping/Prostitution	28	13	16	12	8	3	8	7	7	6	-78.6%
Robbery	96	43	44	48	46	71	67	50	56	67	-30.2%
Sex Offenses	290	258	239	205	182	211	200	217	204	201	-30.7%
Theft	358	363	378	355	308	330	336	341	343	418	16.7%
Traffic	119	115	98	89	66	77	76	72	90	79	-33.6%
Weapons	58	66	53	38	37	48	56	53	73	86	48.3%
All Other Offenses	343	288	298	299	288	302	330	294	338	337	-1.7%
TOTAL NEW ADMITS	4,020	3,842	3,597	3,298	2,972	3,318	3,485	3,620	3,517	3,703	-7.9%

Notes: Figures may differ from previous reports due to recent corrections made in historical databases. Source: Justice Data Warehouse, compiled by CJJP.

Table 7: New Admissions by Offense Class

											%Change
Offense Type	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	FY2005 – FY2014
OFFENSE CLASS											
A Felony	30	19	16	19	17	17	14	22	13	22	-26.7%
B Felony	308	181	203	183	165	196	189	171	168	179	-41.9%
C Felony	1185	999	947	852	701	812	825	894	829	913	-22.9%
D Felony	1596	1708	1530	1417	1299	1448	1447	1501	1507	1551	-2.8%
Other Felony	178	156	143	141	132	161	160	183	199	182	2.2%
Aggravated Misd.	691	748	726	663	638	655	823	823	775	825	19.4%
Serious Misd.	24	30	28	22	20	29	27	26	25	28	16.7%
Other Misd.	1	1	4	1	0	0	0	0	1	1	0.0%
Blank	7	0	0	0	0	0	0	0	0	2	-71.4%
TOTAL NEW ADMITS	4,020	3,842	3,597	3,298	2,972	3,318	3,485	3,620	3,517	3,703	-7.9%

Table 8: Prison Admissions: Actual and Projected

	New Admissions:		Readmissions:	
	#	% Change	#	% Change
ACTUAL				
FY2005	4,020	--	1,144	--
FY2006	3,842	-4.6%	1,383	17.3%
FY2007	3,597	-6.8%	1,325	-4.4%
FY2008	3,298	-9.1%	1,294	-2.4%
FY2009	2,972	-11.0%	1,152	-12.3%
FY2010	3,318	10.4%	1,188	3.0%
FY2011	3,485	4.8%	1,277	7.0%
FY2012	3,620	3.7%	1,294	1.3%
FY2013	3,517	-2.9%	1,465	11.7%
FY2014	3,703	5.0%	1,595	8.2%
FORECAST				
FY2015	3,546	-4.4%	1,424	-12.0%
FY2016	3,525	-0.6%	1,441	1.2%
FY2017	3,615	2.5%	1,508	4.4%
FY2018	3,698	2.2%	1,547	2.5%
FY2019	3,821	3.2%	1,594	2.9%
FY2020	3,811	-0.3%	1,641	2.9%
FY2021	3,847	0.9%	1,664	1.4%
FY2022	3,876	0.7%	1,702	2.3%
FY2023	3,898	0.6%	1,738	2.1%
FY2024	3,916	0.5%	1,768	1.7%

Note: For an explanation of forecast categories, please refer to the previous section,

Forecasting the Prison Population.

Source: JDW; prepared by CJJP

APPENDIX III: Prison Release Populations

Table 9: Prison Releases by Release Reason: FY 2005-FY 2014

	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	% Change FY2005-FY2014
To Parole	2,305	2,307	1,758	1,645	1,405	1,379	1,452	2,039	2,501	2,312	0.3%
To Work Release	1,334	1,304	1,271	1,283	1,095	1,261	1,222	1,248	959	1,192	-10.6%
To OWI Facility	199	209	198	207	194	190	192	157	157	131	-34.2%
Expiration of Sentence	1,035	1,081	1,202	1,359	1,446	1,323	1,445	1,582	1,201	1,047	1.2%
Other Violator	481	495	477	382	278	274	40	-	-	-	-
Escapes	-	5	1	-	1	-	-	1	1	-	-
Other Releases*	1020	831	850	643	1,872	266	464	616	739	620	-39.2%
TOTAL RELEASES	6,374	6,232	5,757	5,519	6,291	4,693	4,815	5,643	5,558	5,302	-16.8%
Ratio paroles: expirations	2.2	2.1	1.5	1.2	1.0	1.0	1.0	1.3	2.1	2.2	--

*Other releases include those offenders released via shock probation.

APPENDIX IV: LOS for Release Cohorts

Table 10: Inmate Mean Length Of Stay for Offenders Exiting Prison (In Months), by Fiscal Year

	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	% Change FY2005–FY2014
NEW ADMISSIONS											
*No Parole - Murder-2nd	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	510.0	--
*No Parole - Other Class B	210.0	210.0	210.0	210.0	210.0	210.0	210.0	210.0	210.0	210.0	--
*No Parole - Class C	84.0	84.0	84.0	84.0	84.0	84.0	84.0	84.0	84.0	84.0	--
*No Parole - Habitual Class C	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	126.0	--
B Felony Persons	101.7	98.1	108.1	108.9	86.1	109.4	123.5	131.8	108.0	101.6	-0.1%
B Felony Non-Persons	36.4	31.0	34.2	40.3	36.5	42.8	38.6	39.0	40.5	34.7	-4.7%
B Felony Sex	131.5	125.6	116.3	124.5	158.2	138.1	152.3	174.6	157.3	172.8	31.4%
C Felony Persons	40.0	36.0	44.9	46.2	44.5	47.6	43.7	47.1	38.0	45.0	12.5%
C Felony Non-Persons	20.5	20.0	19.8	21.3	21.8	24.7	23.3	23.4	21.8	18.7	-8.8%
C Felony Sex	53.0	53.0	56.8	53.9	57.5	59.7	64.0	66.7	63.5	66.5	25.5%
D Felony Persons	19.0	19.0	20.1	19.3	21.0	22.0	20.6	21.2	16.9	17.0	-10.5%
D Felony Non-Persons	12.5	12.0	12.4	13.3	14.1	14.6	14.5	13.5	12.2	11.2	-10.4%
D Felony Sex	32.0	26.0	31.1	31.5	35.2	31.5	36.8	31.7	33.0	32.0	0.0%
Other Felony	37.6	30.2	38.5	46.9	44.9	39.6	39.7	43.8	38.2	40.6	8.0%
Other Felony Non-Persons	31.5	30.6	35.1	38.8	41.8	39.1	36.4	41.2	35.2	36.3	15.2%
Other Felony Persons	499.0	32.0	134.7	444.8	430.9	80.7	NA	247.1	314.7	489.8	-1.8%
Other Felony Sex	11.7	23.1	23.1	17.7	39.8	NA	409.8	109.3	NA	NA	--
Agg Misd Persons	9.0	9.0	9.3	9.9	10.5	9.5	9.0	8.7	8.6	8.3	-7.8%
Agg Misd Non-Persons	6.5	7.0	7.5	7.6	8.0	7.9	6.9	7.0	7.1	6.6	1.5%
Agg Misd Sex	12.0	9.0	9.4	14.2	12.5	11.5	13.5	12.9	11.9	12.9	7.5%
Serious Misd	6.3	5.0	6.6	6.4	12.4	6.4	6.9	7.3	6.2	6.9	9.5%
Drunk Driving Initial Stay	5.2	5.0	6.0	5.7	6.6	5.6	8.0	7.5	6.1	3.9	-25.0%
New Admission LOS Averages	20.9	18.8	19.8	21.2	22.4	23.5	21.5	23.2	21.5	19.5	-6.7%

Other felony groups tend to include sentencing enhancements.

Table 11. Inmate Mean Length Of Stay for Offenders Exiting Prison (In Months), by Fiscal Year Cont...

	FY2005	FY2006	FY2007	FY2008	FY2009	FY2010	FY2011	FY2012	FY2013	FY2014	% Change FY2005-FY2014
READMISSIONS											
B Felony	22.9	18.0	22.1	21.3	31.1	30.3	27.8	31.2	26.2	22.7	-0.9%
C Felony	13.0	12.0	11.8	12.9	16.0	15.4	17.6	16.2	13.7	12.5	-3.8%
D Felony	9.1	9.0	8.5	9.9	9.9	10.6	11.6	10.3	8.8	8.5	-6.6%
Other Felony	18.3	13.0	15.8	25.8	23.5	26.3	25.4	26.0	20.2	7.4	-59.6%
Drunk Driving Returns	10.0	9.0	9.1	10.7	9.9	10.0	12.4	10.3	8.3	7.3	-27.0%
All Misdemeanors	6.0	5.0	5.3	6.5	5.8	6.4	5.0	9.0	5.9	5.8	-3.3%
Readmission LOS Averages	9.2	9.0	9.6	11.3	11.7	13.6	13.6	13.9	11.7	9.9	7.6%

Source: Justice Data Warehouse. Prepared by CJJP.

Notes: "No parole" groups marked with an asterisk (*) reflect sentences under §902.12 or §901A, effective for persons committing certain violent crimes after July 1, 1996. Time served from 2005-2014 denotes *expected* length of stay unless there have been actual releases in those categories.

For further explanation of forecasting categories and time served calculations, please refer to the section, *Forecasting the Prison Population*.

APPENDIX V: Probation Populations and Revocations Information

Table 12: Percentage of Probation Population Revoked, FY 2005-FY 2014

	Probation Population	Probation Revocations	% Revoked	Rate of Revocation
FY 2005	22,036	1,573	7.10%	14:1
FY 2006	22,236	1,609	7.20%	14:1
FY 2007	21,631	1,526	7.00%	14:1
FY 2008	22,334	1,347	6.00%	17:1
FY 2009	22,433	1,189	5.30%	19:1
FY 2010	21,329	1,348	6.30%	16:1
FY 2011	21,463	1,534	7.10%	14:1
FY 2012	21,698	1,508	6.90%	14:1
FY 2013	21,597	1,497	6.90%	14:1
FY 2014	21,739	1,655	7.60%	13:1