



IOWA BOARD OF CORRECTIONS AGENDA
Friday, July 8, 2011
9:00 a.m.

Updated July 5, 2011

Iowa Department of Corrections
Iowa State Penitentiary
3 John Bennett Drive
Fort Madison, Iowa
and

Burlington Residential Correctional Facility
Iowa Eighth Judicial District
Department of Correctional Services
835 Valley
Burlington, Iowa

TOPIC	PRESENTER
Call to Order	David Erickson
<ul style="list-style-type: none"> Opening Remarks Approval of June 3, 2011 Minutes (Action Item) Next Board meeting will be August 5, 2011 at the Newton Correctional Facility, Newton, Iowa	
Welcome	Warden Nick Ludwick
Director's Comments	John R. Baldwin
Iowa State Penitentiary Transition Team What is it and what function does it have?	Transition Team Members
Out of State Travel	John R. Baldwin
Results First and Recidivism Report	John R. Baldwin
Legislative Update	Fred Scaletta
FY 2012 Budget	Brad Hier
Easement at Anamosa State Penitentiary (Action Item)	Warden John Fayram
Open Discussion	Board Members
Adjournment	Board Members
Tour of the old Iowa State Penitentiary	
Tour of the new Iowa State Penitentiary	
Tour of the Burlington Residential Correctional Facility	

NOTE: Board members have the opportunity to take a tour and update with the project companies at the construction site on July 7 at 7:00 p.m.

The Board of Corrections' agenda is posted on the DOC Web Site at www.doc.state.ia.us under the Board of Corrections tab.

The mission of the Iowa Department of Corrections is to:
Advance successful offender reentry to protect the public, staff and offenders from victimization.

IOWA BOARD OF CORRECTIONS MINUTES
Friday, June 3, 2011

Board Members Present: Chair David Erickson, Vice Chair Rev. Michael Coleman, Charles Larson, Sr., Johnie Hammond, Sheryl Griffith, Nancy Turner

Absent: Dr. John Chalstrom

Staff Member Present: Director John Baldwin, Sally Kreamer, Michelle Dix, Peggy Urtz, Jennifer Reynoldson, Michael Savala, William Hill, Dr. Tony Tatman, Delbert Longley, Diann Wilder-Tomlinson, Patti Wachtendorf, Angela Karaidos, Geniveve Krugler

Visitors Present: Beth Lenstra, LSA, Kathy Engler, Senate Democrats; Marty Ryan, JRC; JoAnn Talarice, Iowa Coalition for Juvenile Justice; Betty Christensen, Rich Martel, FIWP Volunteer; Jean Basinger, Iowa Cure; Jill Sorenson, Broadlawns; Eleena Mitchell-Sadler, Ombudsman

Call to Order, Chair David Erickson

- Chair Erickson asked for changes and approval of the May 6, 2011 meeting minutes.
 - Nancy Turner made a motion to approve the minutes; Rev. Coleman seconded the motion. **Motion passed** unanimously.
 - The next Board meeting will be July 8, 2011 at the Iowa State Penitentiary, Fort Madison and the Eighth Judicial District Department of Correctional Services, Burlington Residential Facility, Burlington.

Welcome, District Director Sally Kreamer

- Sally welcomed the Board to the Fifth District Women's Residential Facility and shared the facility received the Iowa Corrections Association Programming Award for their work with women offenders.
- The Fifth District Department of Correctional Services supervises approximately 9,000 offenders. The facilities are full and offenders are put on a waiting list.
- Michelle Dix, Assistant Director, was selected to be included in the Best in the Business issue of Corrections Today magazine, a publication of the American Correctional Association.

Director's Comments, John R. Baldwin

- Director Baldwin shared the women's facility has very specific programming for women and has made very good strides improving the outcomes for women offenders.
- Once construction is finished, the Iowa Correctional Institution for Women (ICIW), Ottumwa and Sioux City will have a much better response as a system for the needs of female offenders.
- The population count today is 8,840. The Board of Parole is increasing the number of offenders being released.
- There has been a decrease in the number of new court commitments and an increase in the number of offenders discharging their sentence, which impacts the population. Director Baldwin would like to see the count down to 8,000.
- Chuck Palmer, DHS Director, Rod Roberts, Inspections and Appeals Director, and Representative Anderson from Clarinda toured IMCC with Director Baldwin to look at the medical and mental health problems facing DOC.
- Director Baldwin attended a meeting in DC sponsored by the National Governor's Association on substance abuse and mental health. There is a national effort across the United States to craft a document that all agencies could accept to deal with substance abuse and mental health issues. The group also discussed the concept and delivery of telemedicine in corrections.
- Lt. Governor Reynolds attended a Drug Court graduation at the Fifth District last Friday.

The mission of the Iowa Department of Corrections is to:

Advance successful offender reentry to protect the public, staff and offenders from victimization.

- Staff is working on a level system, Transition Incentive Program, that would allow an offender to keep their same privilege level when they transfer from one institution to another.
- Director Baldwin attended Relay for Life which is an offender-based fundraising effort at the Mt. Pleasant Correctional Facility. Offenders raised over \$40,000 for the American Cancer Society.
- Burlington Residential Facility is the last of the old facilities that need replaced and the Board will be able to see the condition of the building when they attend the meeting in July.

Proposed Administrative Rule Change (Action Item), Michael Savala
(Ch. 50 – Jails and Ch. 51- Temporary Holding Facilities)

Jail Inspections, Delbert Longley

- The Code of Iowa requires an annual inspection of 97 county jails and 10 temporary holding facilities. Jail plans are reviewed as well as new construction or major renovations; Delbert works closely with the county sheriffs to make sure the jails are compliant with standards.
- Delbert uses a checklist at each jail and goes through the checklist at each inspection and reviews what he finds with the jail administrator.
- Two chapters, 50 – Jail Facilities, and 51 – Temporary Holding Facilities, have been changed; which primarily relates to county jails and temporary holding facilities.
- Changes would allow sheriffs to carry electronic control devices (stun gun) while they are inside the jail. Jails have stun guns/weapon in the facility now but they have to be in a locked, secured area.
 - Staff safety has been a past issue.
 - The change would allow the sheriffs' discretion to allow staff to carry the electronic device on their person instead of in a locked area.
 - Sheryl Griffith asked if this was allowed would the jailers carry the electronic weapons all the time or just on special occasions. Michael Savala shared that would be a decision of the county sheriff.
- The next change is to comply with recent legislation which requires offenders that are veterans to be put in contact with the Veterans Administration within 24 hours of incarceration. The offender may be entitled to a visit from a veteran service officer.
- The next change is moving text around in Chapter 51, item number 6. Item number 6 gives the definition of weapons.
- Item 7 is new which calls for mirrors within the detention area to be tramper-resistant.
- A public hearing was held in Central Office and no one showed up to make comments.
- Chair Erickson asked board members for comments on the proposed changes and a motion to approve the changes in Chapters 50 and 51. Johnie Hammond made a motion to approve the changes; Chair Rev. Michael Coleman seconded the motion. Board members voted and the **motion was approved unanimously.**

U.S. Supreme Court Ruling, William Hill, AG's Office

- There are three primary attorneys that represent DOC offender matters: Lorraine Wallace and Forrest Guddall and Bill Hill.
- Generally, what the day to day work is lawsuits by offenders. Currently, there is nothing out of the ordinary or any pressing lawsuits. Generally, the type of litigation is medical issues – inmates are unhappy with the level of service, religious issues, lots of sex offender litigation.
- Brown vs. Plat; U.S. Supreme Court 5 – 4 decision. The court went through the facts of medical and mental health issues in the California prison system and the state had lots of problems providing those services to offenders. The court looked at the number of suicides and the lapsed time seeing a physician. The state was ordered the release of some 40,000 inmates.
 - The lawsuit began in 1990 with a suit filed on behalf of the system's mentally ill patients, many of whom were either not receiving their medication or overmedicated to the point of being comatose.
 - The U.S. Supreme Court ruled that California must drastically reduce its prison population to relieve severe overcrowding that has exposed inmates to increased violence, disease and death.

Iowa Correctional Institution for Women (ICIW) Treatment Programs, Patti Wachtendorf

- ICIW currently houses 543 offenders; capacity is 455.
- When construction is completed there will be 888 beds. The ICIW will do intake for all women offenders once construction is complete.
- Demographics for the women's facility:
 - 29% violent
 - 71% non violent
 - 33 lifers
 - 42% medium custody
 - 34% minimum custody
 - 5% maximum custody
 - 19% minimum live outs
- Reentry is started at the initial classification meeting as well as a case plan for each woman offender. Offenders are asked what they do well and many do not have an answer.
- Unit 9 is a Therapeutic Community (TC) living unit. The mission of the TC is to decrease relapse, recidivism and victimization through responsible, positive living. Pattie shared that women are peers for other women, 'If I can do it, you can do it.' The common goal is personal change by learning new ways of right living.
- Patti shared that women are relational; usually less violent and come to prison for different reasons than men. Some of the programs offered are:
 - Inner Circle – primary substance abuse support offered to prepare them to return to the community; facilitators are ex-offenders that have completed the STAR program.
 - WOCMM (Women Offender Case Management Model) – Gender responsive approach to case management, designed to meet the unique needs of women involved in the criminal justice system.
- Core Treatment Classes consist of Victim Impact/Criminality, Moving On/Helping Women Recovery, Prime for Life, Seeking Safety, Families in Transition (FIT), Criminal Conduct and Substance Abuse, STEPPS, Women's Issues and Wellness. Most programs are 12 weeks or longer. Offenders must meet certain criteria to get into the programs.
- Offenders are offered educational opportunities that include: computer skills, office specialist certification, adult literacy, adult GED, math brush-up and work readiness classes.
- Life Skills offered to offenders teaches them employable skills and hits on self-confidence.
- The Welding Program was offered to women offenders. 12 women started the program offered through DMACC and 12 women finished the program. Five women received national certification.
- Iowa Workforce Development partnerships with ICIW and has been extremely valuable. The IWD reentry coordinator is part of the initial classification team.
 - Provides job development opportunities and resources.
 - Works with current and ex-offenders.
 - Assist employers with tax credits.
 - Develops contacts with potential employers.
 - National Career Readiness Certificate
 - Oversees the computer learning lab.
 - Organizes careers fairs and educational opportunities for potential employers.
- Think Tank – conference to empower the women and provide a series of seminars to promote healthy relationships, healthy habits, hygiene, better coping skills and discuss women's issues in a safe, supportive environment.
- Restorative Justice – offenders want to be able to give back to the community and use Adopt a Highway and support many fundraisers.
- Volunteers are helpful and needed at ICIW with over 800 volunteers in the data base; 445 volunteers actively serve each month.
- Offenders made 1250 placemats for Meals on Wheels and lap quilts for Veterans Home, and make quilts for kids in the Toledo Home.

Fifth Judicial District Department of Correctional Services, Peggy Urtz

- Peggy is the Manager of the Women's Residential Facility. Her passion is working and helping women offenders.

- The facility has forty-eight beds and houses female offenders sentenced as a condition of probation by the Court, on state work release, as OWI Third Offense inmate, or as Federal pretrial or jail transfers.
- DOC's mission of protecting the public and transforming offenders into productive, law-abiding citizens is the goal of staff and offenders.
- Offenders at the facility are required to obtain employment, address financial responsibility, participate in treatment, criminal thinking and behavior, and cognitive skills. The offenders have a structured schedule to develop pro-social skills.
- Offenders work on job skills, self-esteem, and involvement in the community.
- The facility has a children's wing which is unique to Iowa. There are 8 rooms and women are allowed to have 2 children under age 5 at the facility. This portion of the program is designed to allow the mother and child a chance to live together in a safe environment designed to enhance the mother's parenting and other life skills. Staff helps the offenders with parenting skills and they deal with regular daily stresses, which is the real world and they are less likely to reoffend.

Women's Treatment Programs, Jennifer Reynoldson

Jennifer supervises the WOCMM probation/parole officers that have caseloads of women only. There are 300 women in the WOCMM caseloads.

Julie's Story

Julie has been home since 2009. She shared that prison was the best thing that could have happened to her. She was incarcerated for 14 months. She had a baby while incarcerated. Julie took advantage of the help offered to her and finished her treatment program. She was first in Drug Court and said that she was not ready for that program. Julie was involved in the WOCMM program. She learned how to weld. Her experiences were different than regular parole – it was a family oriented program. Julie thrived. It was the first time that she ever trusted another female.

Julie shared her life changed dramatically and she feels much better about herself. She lamented for what she put her family through.

Michelle Dix, Women's Treatment Programs

- Women offenders make up about 21% of all offenders in prison or under community corrections supervision. Of 38,000 total offenders, approximately 8,000 are women.
- Between FY 2001 and FY 2010, the Iowa offender population grew by about 8.2%. The growth rate for women offenders was 22.0% during this same time period.
- Women commit a higher proportion of property crimes compared to the male offender population.
- A lower proportion of female offenders successfully complete interventions while under supervision in the community compared to male offenders.
- Women recidivate at a lower rate than men.

Sex Offenders, Dr. Tony Tatman

- Dr. Tatman discussed the significant difference between male sex offenders and female sex offenders.
 - There are 247 male sex offenders under supervision and 3 female sex offenders under supervision.
- Women are usually relationship-driven to sex offend. They are more likely to reoffend with non-sexual crimes.
- There is very little recidivism with the female sex offender– 1.0-1.3%.

Adjournment, Board Members

Johnie Hammond made a motion to adjourn the meeting; Charles Larson, Sr. seconded the motion; **motion passed.** Meeting adjourned.

Respectfully submitted,

Fay Olson

Transition Team

On the Right Track!



Back Row: Todd Ensminger Unit Manager, Mark Roberts Counselor, Jason Boyer CERT, Andy Bentley Activity Specialist, John Fedler Captain, Darren Koechle Officer, Chet Brewer Maintenance. **Front Row:** Jack Gray Lieutenant, Tasha Whalen RN, Tami Baker Transition, David Rashid Officer, Mike Fraise Officer/ Union President and Rebecca Bowker Transition Leader.

Ready:

The team has prepared for the challenge by setting its vision and mission for the tasks ahead.

Vision:

To establish the foundation of the premier maximum security institution that stands as a national model of direct supervision using evidence-based practices promoting successful reentry which ensures a safe environment for staff and offenders.

Mission:

To develop policies and procedures that empower staff to effectively manage offender behaviors that resulting in a safe, secure environment for the public, staff and offenders.

Set

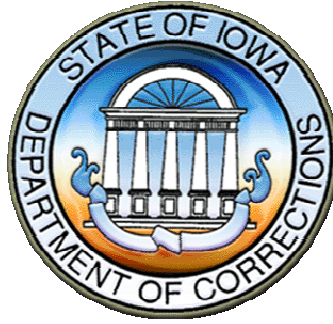
Procedure development has been underway for over a year. All policies and procedures are being rewritten to ensure that Direct Supervision and elements of the new design are being addressed. The team estimates it should complete procedure development by December of 2011.

Staff training is a high priority for the team and it will be developing 12 training modules for delivery in January 2012.

Recruitment efforts will be of the utmost importance in 2012 as a variety of positions will be needed, including correctional officers, medical staff and psychologists.

Go!

Substantial completion is slated for December of 2012. Over the next 6 to 9 months the transition team will begin field training officers as well as other staff in hands on operations of the new institution. In addition, a variety of issues will need oversight, such as key control, door numbering, systems checks and furniture placement.



Iowa Department of Corrections

Iowa Recidivism Report:
Prison Return Rates
FY2007 Releases Tracked for 3 Years

Lettie Prell, Director of Research

June 2011

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Special thanks to the Division of Criminal & Juvenile Justice Planning, Iowa Department of Human Rights (CJJP) for supplying the historical FY2000 recidivism data set, which was then reworked to conform to the new national standards for defining prisoner recidivism.

Introduction & Key Findings

Over the past several years, The Association of State Correctional Administrators (ASCA) has developed standard definitions of performance measures of importance to corrections. States adopting these standard measures will eventually be able to compare their performance with similar states, and set benchmarks for improvement.

ASCA has defined a measure of recidivism -- the return rate to prison -- which describes the percent of offenders released from prison who return within three years. The measure includes offenders released to parole supervision as well as those who discharge due to expiration of sentence. Prison releases also include exits from work release per ASCA definitions. In addition to reporting the overall return rate to prison, returns due to new convictions versus technical violations¹ are also compiled.

While Iowa has periodically conducted recidivism studies in this area for decades, some adjustments had to be made in order to conform to the ASCA counting rules. The Iowa Department of Corrections made these adjustments in the FY2000 and FY2004 data sets in order to respond to a PEW Trusts survey on this topic. Their report on FY2000 and FY2004 recidivism may be found at http://www.pewcenteronthestates.org/uploadedFiles/Pew_State_of_Recidivism.pdf. This report documents that Iowa's recidivism rates are consistently well below the average for all states.

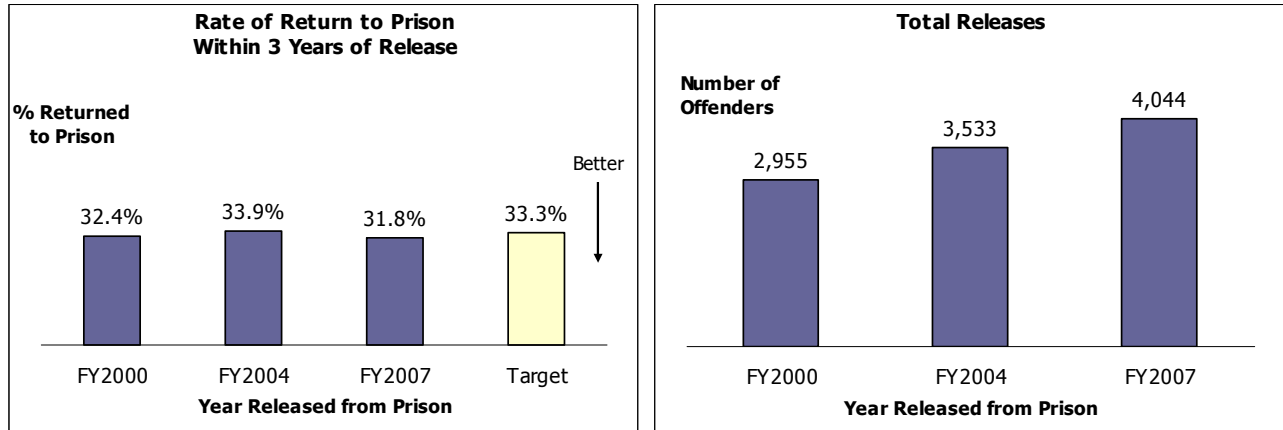
Justice Data Warehouse programming has now been completed that enables calculation of the return rate to prison on a regular basis. This report provides comparison of recidivism for FY2007 releases with the prior two years, and then provides more detail regarding the FY2007 recidivism findings. Highlights include the following:

- Recidivism rates declined as prison releases increased. The FY2007 return rate to prison was 31.8%, the lowest among the three years studied—and was achieved despite a 37% increase in prison releases since FY2000.
- Larger drops in recidivism for some offender sub-groups. Recidivism rates and particularly returns to prison for new convictions dropped markedly for women and African-Americans. There was also a very large drop in recidivism for offenders with chronic mental illnesses.
- Decline in returns to prison due to new convictions. In FY2007, 31 fewer offenders were returned for new convictions compared with FY2004 returnees—despite 511 more offenders being released.
- Parole supervision may reduce reoffending. Although more research is needed, analysis suggests that new convictions among prison releases could be further reduced if more offenders received post-release supervision, rather being left to discharge their sentences. This is especially important because there has been an increase in discharges from prison compared with paroles. Reversing this trend would entail earlier releases for some offenders, but potentially achieve greater public safety.

¹ Technical violations include charges not leading to conviction and a new prison sentence. This report will use the phrase *technical violations* to refer to this group to match ASCA terminology.

Prison Recidivism Trends: FY2000 – FY2007

The Iowa Department of Corrections has set a goal to reduce recidivism rates to 33.3%. That goal has been achieved for FY2007 releases. The FY2007 recidivism rate of 31.8% was the lowest among the three years studied, and was achieved despite a growth in annual releases to 4,004 offenders or by about 37% since FY2000.



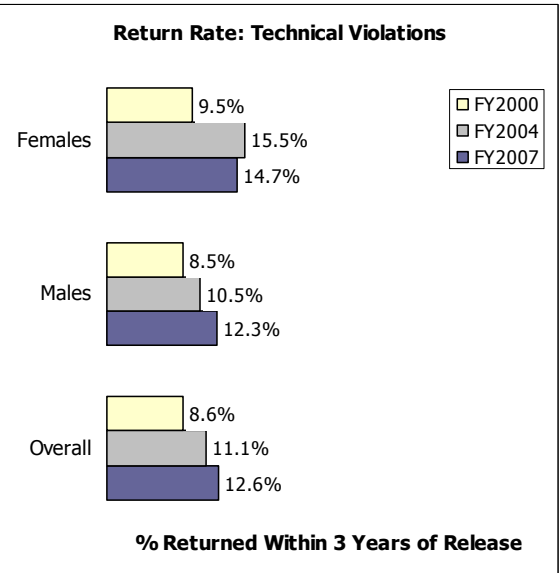
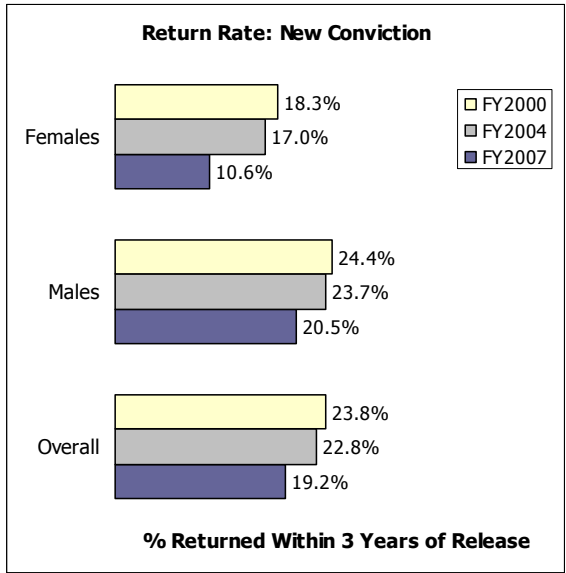
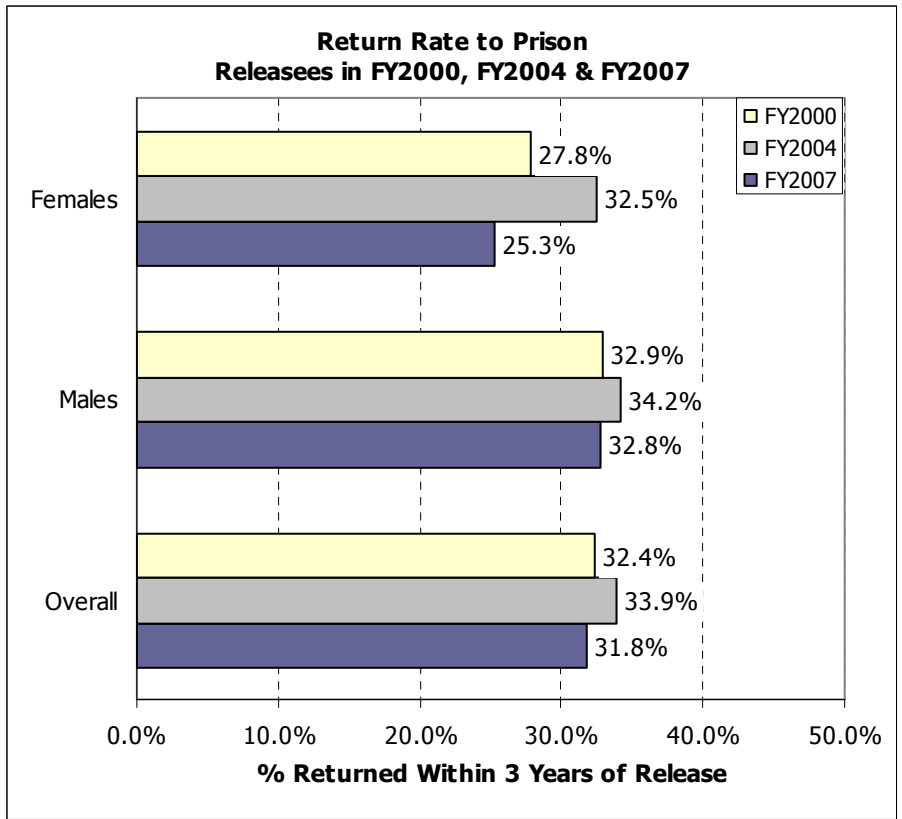
Overall Recidivism Rates. Between FY2000 and FY2007 there was a significant drop in the return rate for new convictions—but a significant increase in return rates for technical violations (see graphs on next page). Due to these opposing trends, there is not a significant difference in total recidivism between these two years.

Demographic Shifts. Changes in the demographic make-up of release populations over time may explain some of these trends. The following is a summary of major shifts as documented in the statistical charts in Appendix A of this report:

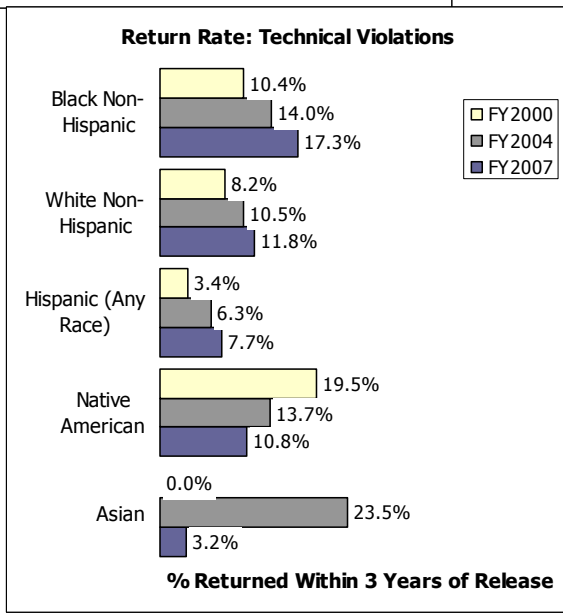
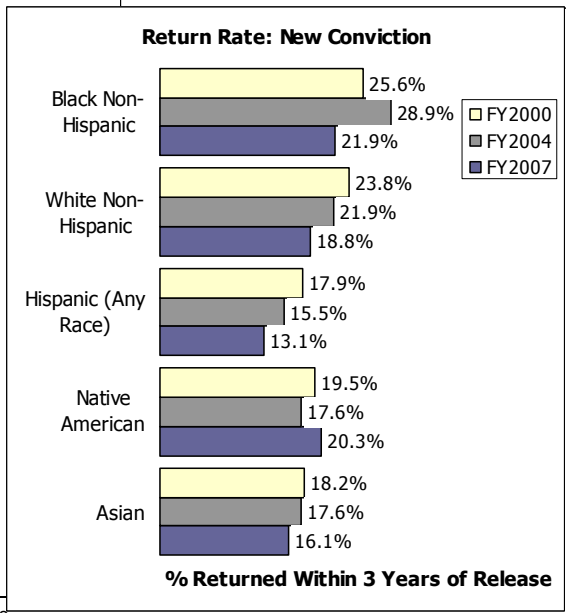
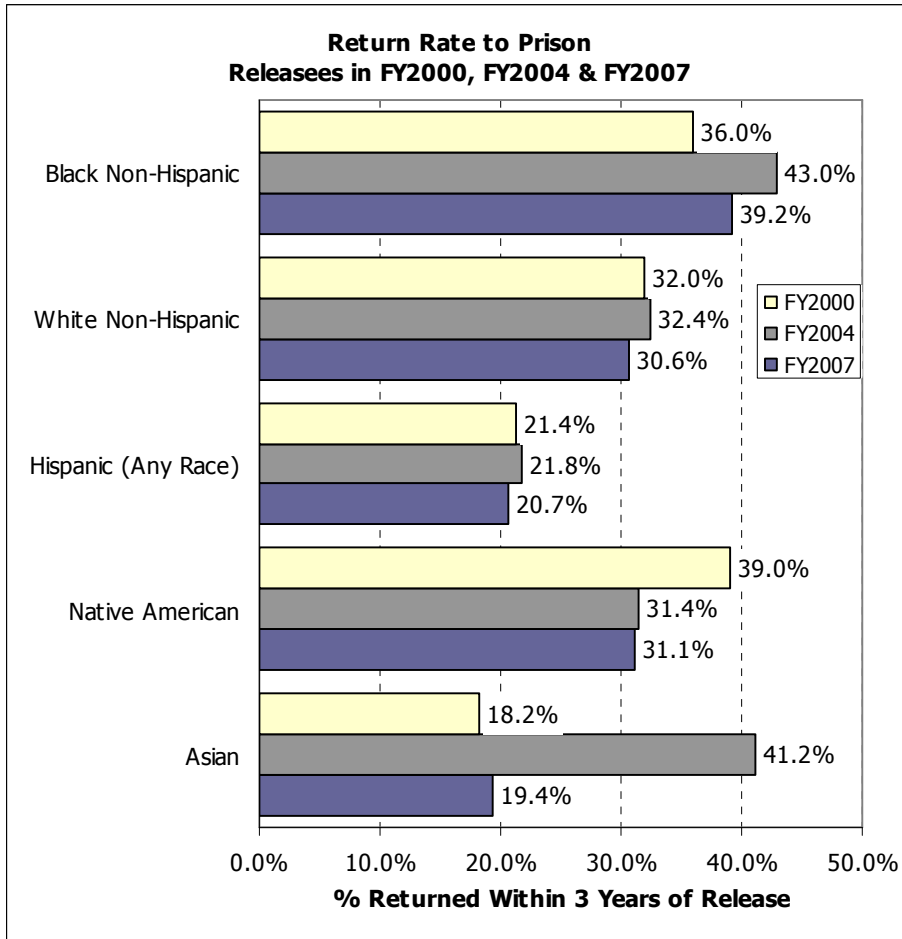
- Rapid rate of growth in releases of women. Releases of women increased from 284 in FY2000 to 530 in FY2007 or by about 87%. Women made up 9.6% of releases in FY2000, and 13.1% in FY2007.
- Slower rate of growth in releases of Blacks. Releases of non-Hispanic Blacks increased from 712 in FY2000 to 875 in FY2007 or by about 23%—a slower rate of growth than any other race/ethnicity. Non-Hispanic Blacks made up 24.2% of releases in FY2000, and 21.6% in FY2007.
- Rapid rate of growth in releases of older offenders. Releases of offenders age 45 and older increased from 289 in FY2000 to 673 in FY2007 or by about 133%. This age group made up 9.8% of releases in FY2000 and 16.6% in FY2007.

The above demographic shifts would anticipate a lower recidivism rate now than in the past. That is, women and older offenders often have lower recidivism rates, and Blacks often have higher recidivism rates, compared to other offenders. However, as the following charts show, demographic shifts are not the sole factors contributing to the reduction in recidivism. The changes in recidivism rates for some subgroups have changed markedly, and specialized programs targeting offenders such as women and Black males are likely contributing to improved outcomes for these groups.

Sex. Between FY2004 and FY2007 there was a significant drop in recidivism for female offenders, and this was mainly due to a large drop in returns as a result of new convictions.

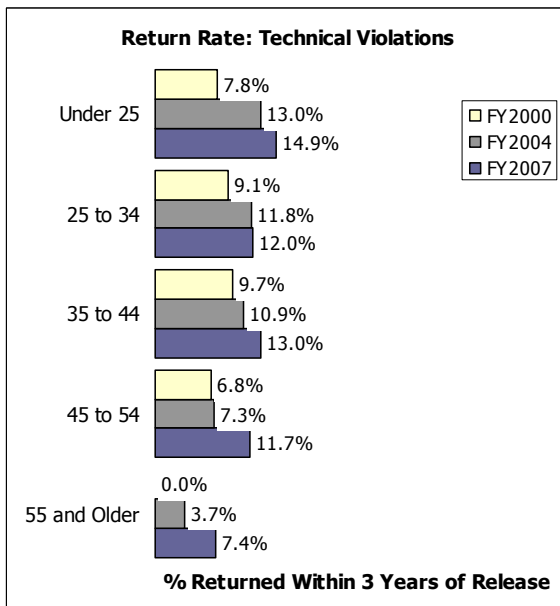
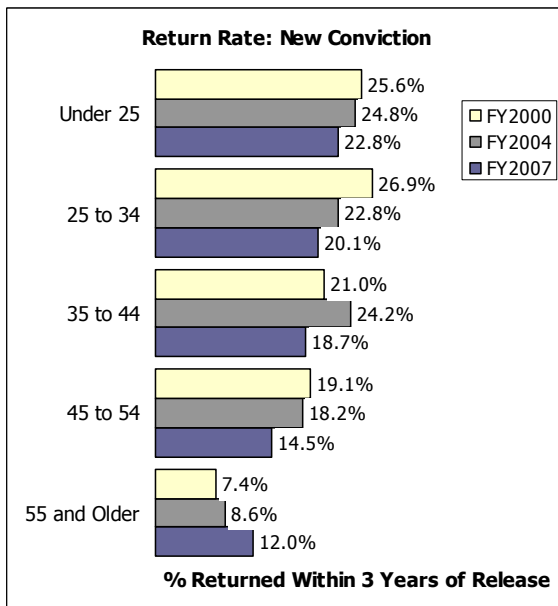
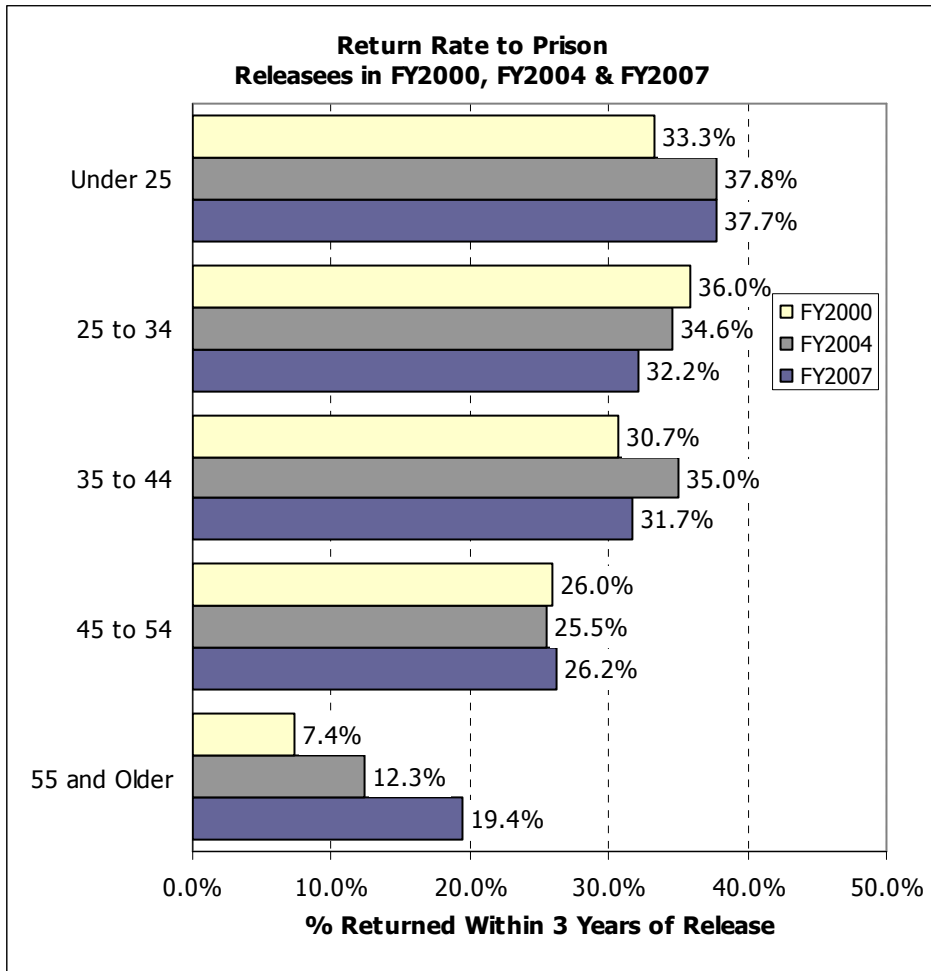


Race/Ethnicity. Between FY2004 and FY2007, recidivism rates for non-Hispanic Blacks declined more than for most other races/ethnicities, and this was due to a large drop in returns as a result of new convictions.²



² Numbers of Asian offenders are too small to draw conclusions regarding their recidivism trends.

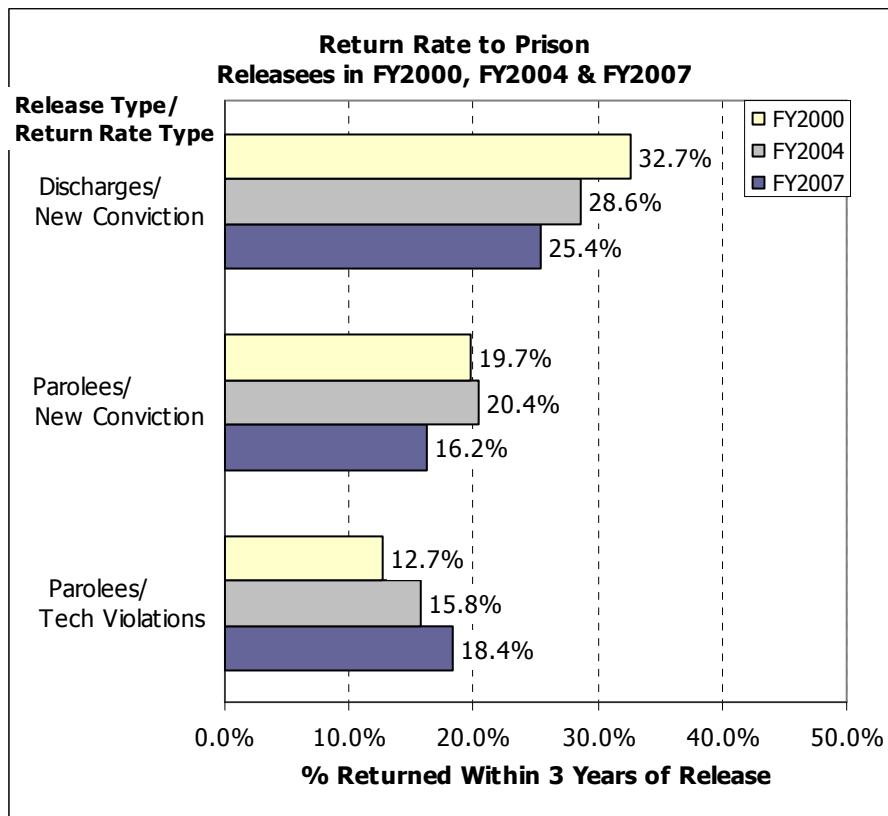
Age at Release. Between FY2004 and FY2007, recidivism rates dropped for 25- to 44-year-olds, but increased for those age 55 and older. Returns due to new convictions have dropped for all but the oldest age group.



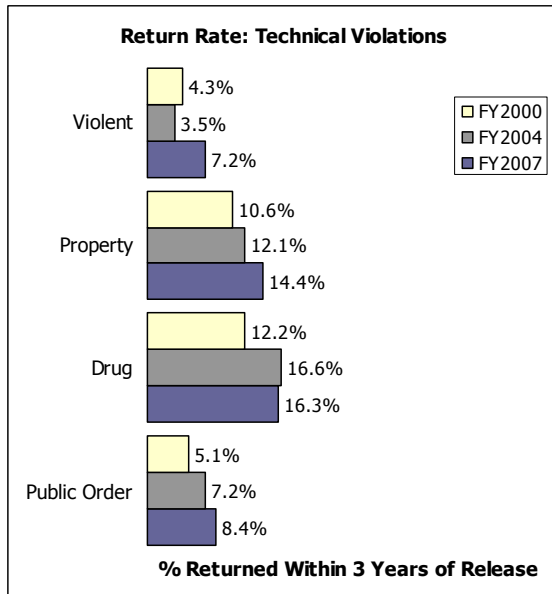
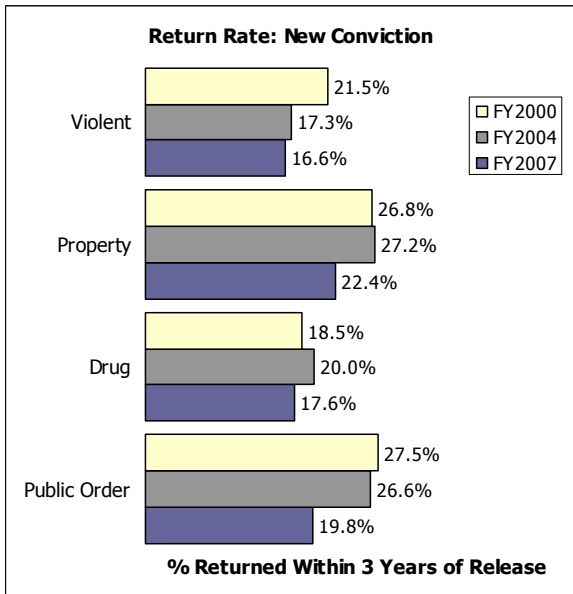
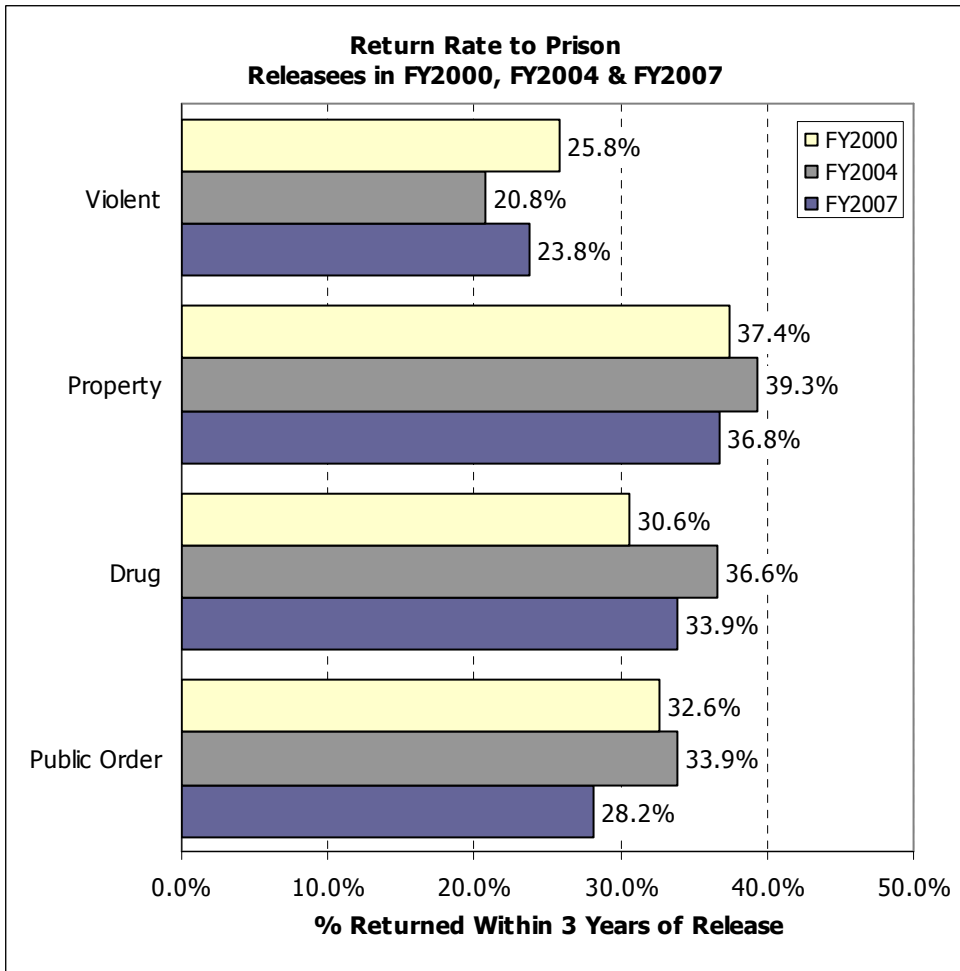
Changes in Other Characteristics. Other changes in offender release populations have occurred as well (see Appendix A for statistical charts). These include:

- Rapid growth in drug offenders. Releases of drug offenders more than doubled, increasing from 633 in FY2000 to 1,346 in FY2007 or by about 113%. Drug offenses were the most common offense among releases in FY2007, making up one-third of all releases.
- Slight increase in rate of discharges compared to paroles. Discharges due to end of sentence with no post-release supervision increased from 945 in FY2000 to 1,327 in FY2007 or by about 40%—compared to a 35% growth in paroles. Discharges made up 32.0% of releases in FY2000, and 32.8% in FY2007.

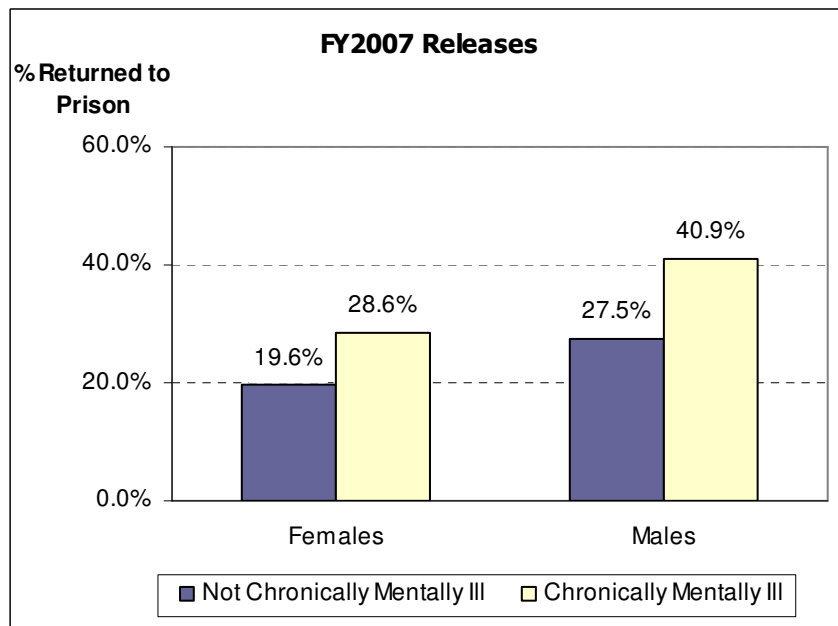
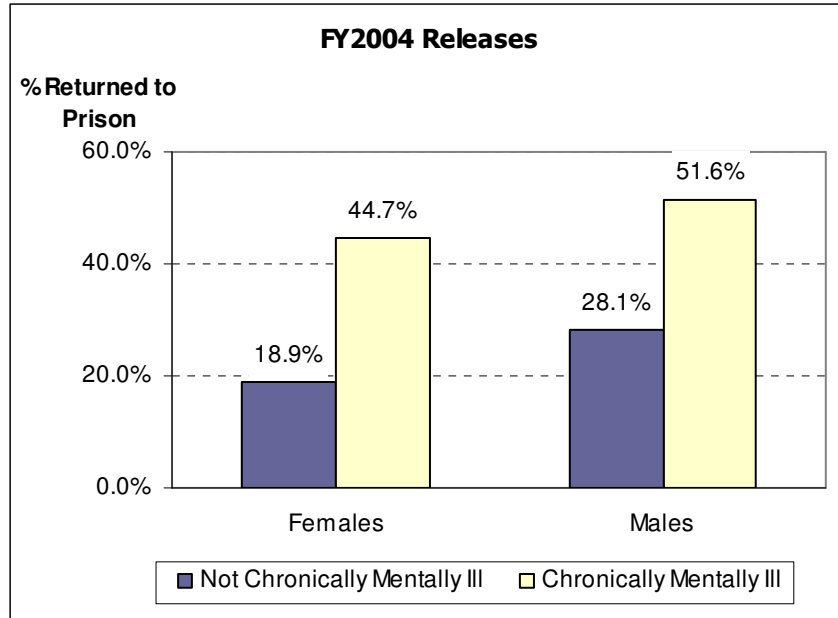
Discharges vs. Paroles. Offenders who discharge their sentences cannot be returned to prison for technical violations because they do not receive community supervision. However, as shown below their rates of return to prison for new conviction is higher than for parolees, suggesting that community supervision enhances public safety. The drop in the return rate for discharges suggests that the growth in this group since FY2000 may consist of lower risk offenders. Given the difference in recidivism rates between discharges and paroles for the most recent period, one may estimate that for every one hundred offenders who are paroled rather than discharge by way of expiration of sentence, nine new convictions involving prison incarceration may be prevented.



Offense Type. Between FY2004 and FY2007 recidivism rates dropped for all offense types with the exception of violent offenses, and this was due to an increase in returns for technical violations.



Special Focus: Improved outcomes for the mentally ill. Data were available on chronic mental illness of offenders for the FY2004 and FY2007 release groups. Comparison between the top and bottom graphs below reveals return rates to prison for offenders released in FY2007 who had a chronic mental illness were significantly lower than rates for mentally ill offenders released in FY2004. However, return rates to prison for offenders who were not chronically mentally ill were not significantly different.

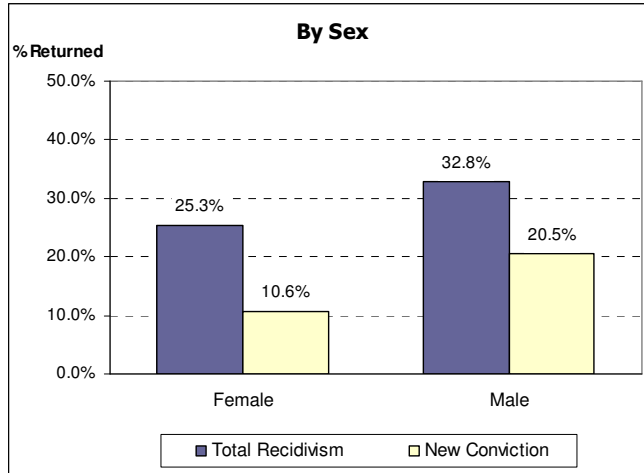


These improved outcomes involve a substantial number of offenders; 63% of female offenders and 40% of male offenders released in FY2007 had at least one chronic mental illness, meaning conditions that are managed rather than “cured.”

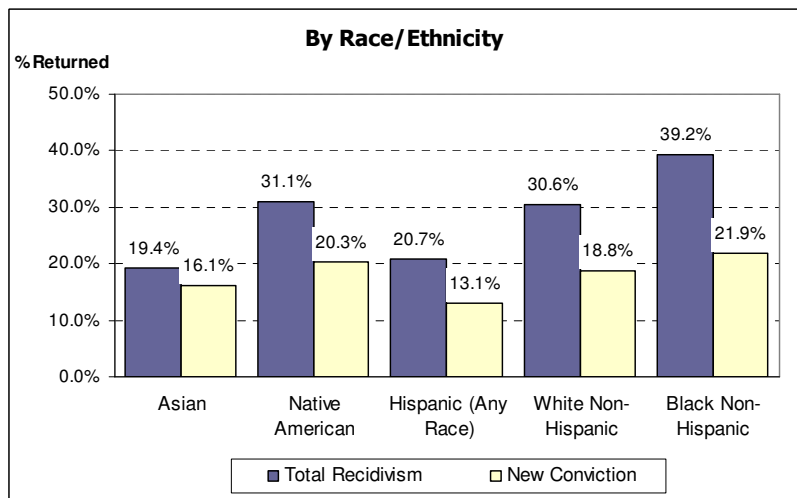
Prison Recidivism Rates: FY2007

The charts in this section display the total (overall) return rate to prison, and then separately, the rate of return for new conviction.

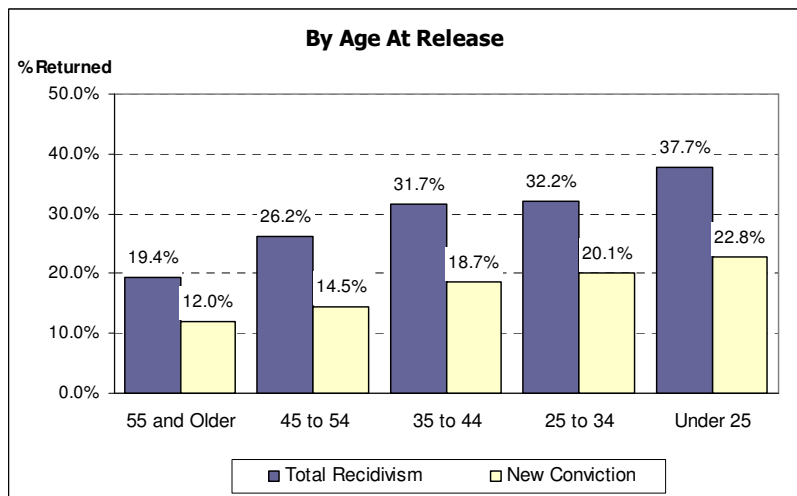
Sex. Women offenders had significantly lower recidivism rates than men.



Race/Ethnicity. Black non-Hispanic offenders had significantly higher recidivism rates than other groups. However, their rate of return for new conviction was not as disparate.

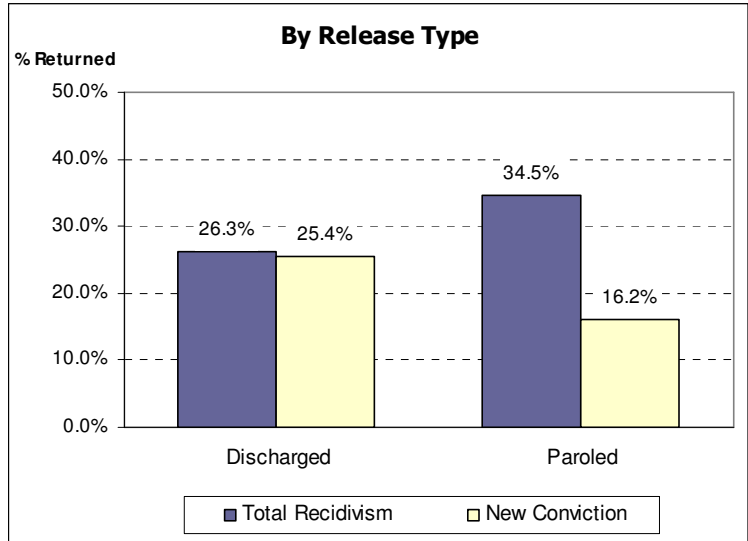


Age at Release. The younger the offender, the higher their recidivism rates. There is a substantial drop in recidivism for offenders aged 45 and older.



Discharges vs. Paroles.

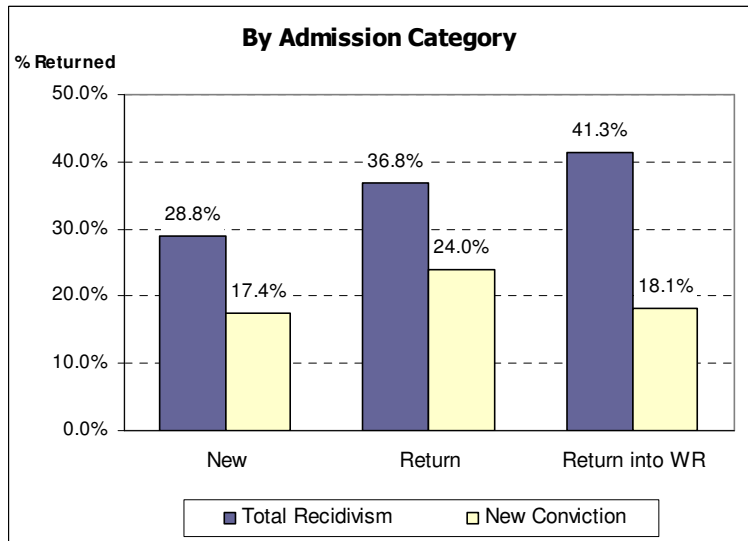
Parolees have higher overall rates of return to prison than offenders who discharge their sentences because the latter group receives no post-release community supervision. However, parolees have significantly lower rates of return for new conviction, compared with those who discharge.



There is a slight difference in total recidivism vs. new conviction for discharged offenders due to a small number who were recommitted for crimes that predated the release.

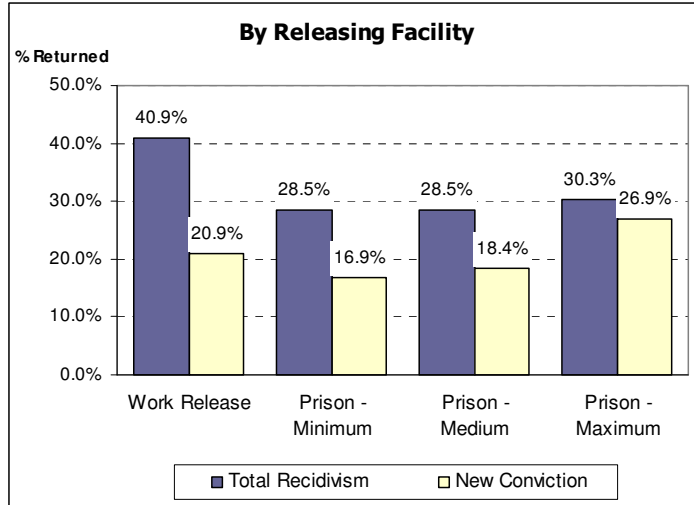
First Releases vs. Re-Releases.

Offenders with no prior release opportunities on their current commitment (admission category = "New") had lower recidivism rates than returnees who were being released for a second or subsequent time.



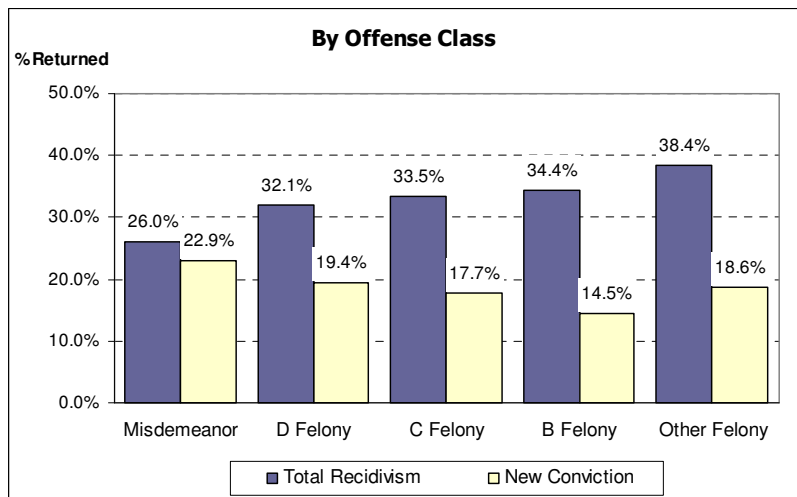
Special Focus: "Halfway Back" works. In an effort to reduce the strain on limited prison beds, the Board of Parole orders selected parolees to be revoked to work release rather than to prison (admission category = "Return into WR"). The difference in overall recidivism rates between the Halfway Back group and other returnees is not statistically significant. However, the lower rate of return for new conviction for the Halfway Back group compared to other returnees is statistically significant, and is close to the rate for first releases ("New").

Releasing Facility. For offenders released to the community from prison, the higher security the releasing facility, the higher the recidivism rate. Offenders who go through work release prior to parole or discharge have much higher overall rates of recidivism, and their rate of new conviction is similar to the rate for offenders released from medium security prisons—and significantly higher than the rate for offenders who discharge from minimum security prisons. The high rate of overall recidivism for work releases appears largely due to the much higher proportion of paroles rather than discharges (88%) compared to minimum (76%), medium (57%) and maximum (25%) security prisons.



See Appendix B for a listing of recidivism rates by specific prison and work release location.

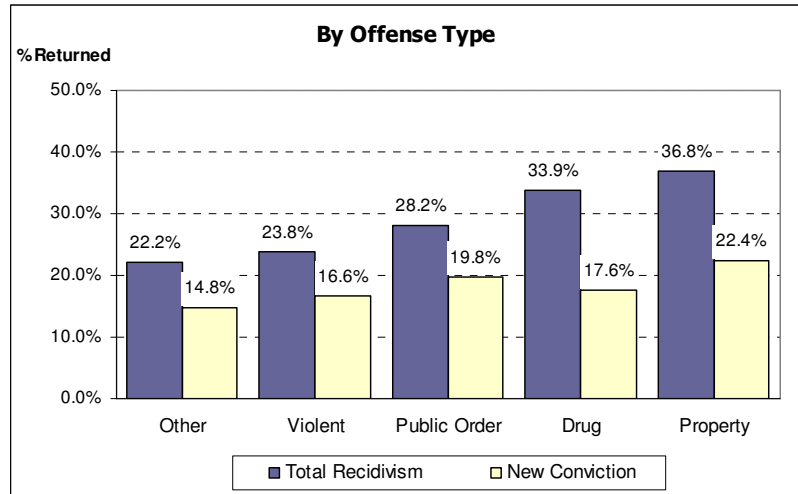
Offense Class. Generally, the longer the sentence, the higher the overall recidivism rate. However, the rate of new conviction is highest among those with the shorter sentences—misdemeanants and Class D felons. This latter finding appears largely due to the fact that offenders with shorter sentences are more likely to discharge their sentences rather than be paroled; nearly two-thirds of misdemeanants and 30% of Class D felons discharged their sentences, compared to 10% to 23% of higher level felons. See page 6 for a discussion of the effect of parole in reducing returns to prison due to new conviction.



Most serious offense at release is shown.

Chart omits Special Sentence releases. Four of the five offenders released on special sentence in FY2007 returned to prison—all for technical violations.

Type of Offense. Among the four major offense groups, violent offenders had the lowest overall recidivism rates. Among non-violent offenders, drug offenders had the lowest new conviction rates.



Offense Detail. Offenders serving sentences for alcohol offenses—mainly second or subsequent public intoxication—had the highest recidivism rates overall and for new conviction (about half of the new crimes were also alcohol-related offenses).

Arson, vandalism, burglary and weapons offenses rounded out the top five offenses with the highest overall recidivism rates. The latter three offenses along with sex offender registry violations rounded out the top five offenses with the highest rates of new conviction.

Among the offenses with the lowest recidivism rates are serious violent crimes such as murder/manslaughter, kidnapping and sex offenses. Drunken drivers were also among those with the lowest recidivism rates.³

Most serious offense at release is shown.

“Other” group consists mainly of Chapter 705 Solicitation, Chapter 706 Conspiracy, and Chapter 706A Ongoing Criminal Conduct. This group is small—just 27 releases in FY2007.

Recidivism by Offense Detail Rankings High to Low

Total Recidivism Rate		Rate of New Conviction	
Alcohol	52.0%	Alcohol	52.0%
Arson	41.4%	Sex Offender Registry	32.9%
Vandalism	40.8%	Vandalism	30.6%
Burglary	40.6%	Weapons	29.8%
Weapons	38.3%	Burglary	25.3%
Theft	35.2%	Other Violent Crime	25.0%
Drug Trafficking	34.1%	Drug Possession	22.5%
Drug Possession	33.8%	Flight/Escape	21.1%
Forgery/Fraud	33.5%	Forgery/Fraud	21.0%
Robbery	33.3%	Arson	20.7%
Sex Offender Registry	32.9%	Other Drug Crime	20.7%
Other Violent Crime	32.8%	Theft	20.2%
Flight/Escape	31.6%	Assault	20.0%
Other Drug Crime	31.0%	Drug Trafficking	16.3%
Assault	25.1%	Traffic	16.1%
Prostitution/Pimping	25.0%	Other Criminal	16.0%
Murder/Manslaughter	24.4%	Robbery	15.6%
Traffic	24.2%	Prostitution/Pimping	15.0%
Other Criminal	24.0%	OWI	13.5%
OWI	23.9%	Kidnapping	13.3%
Kidnapping	20.0%	Sex Crimes	9.1%
Sex Crimes	13.7%	Murder/Manslaughter	7.3%

Most serious offense at release is shown.

Chart omits a few offense subtypes where the total number of releases tracked was less than 15.

“Other criminal” group consists mainly of Chapter 705 Solicitation, Chapter 706 Conspiracy, and Chapter 706A Ongoing Criminal Conduct.

³ OWI releases include prison and work release only; offenders leaving OWI treatment facilities were diverted from prison and are not represented in this recidivism report.

Convicting County.

Offenders convicted in Johnson and Black Hawk counties had the highest recidivism rates overall as well as new conviction compared to other large counties. While offenders convicted in Polk County ranked third in total recidivism, their rate of return due to new conviction was the fifth lowest among the large counties. Please note convicting county is not necessarily where offenders reside following release, nor necessarily the county in which technical violations or new convictions occurred.

**Recidivism by Convicting County (Largest 10 Only)
Rankings High to Low**

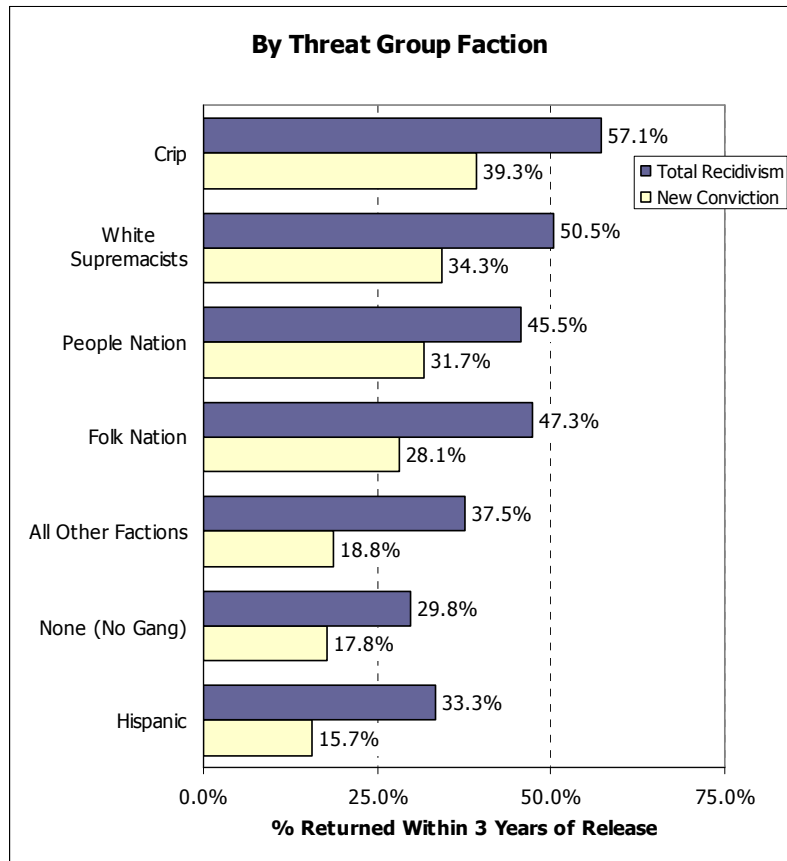
Total Recidivism Rate		Rate of New Conviction	
Johnson	37.2%	Johnson	26.7%
Black Hawk	36.8%	Black Hawk	25.6%
Polk	36.3%	Wapello	21.3%
Linn	33.7%	All Other Counties	19.6%
All Other Counties	29.2%	Linn	19.6%
Wapello	28.8%	Story	18.8%
Woodbury	28.5%	Polk	18.5%
Scott	28.1%	Scott	17.3%
Lee	27.6%	Lee	17.2%
Story	26.7%	Woodbury	12.0%
Pottawattamie	25.6%	Pottawattamie	11.6%

Convicting County reflects jurisdiction of offenders' most serious offenses at the time of release.

Largest counties were selected based on number of total offenders released—not county population.

See Appendix C for a complete listing of recidivism rates by convicting county.

Gang Affiliation. About 12% of released offenders were gang members (either suspected or confirmed), and those affiliated with Crips, White Supremacists and People or Folk Nations have significantly higher recidivism rates compared to offenders who are not gang-involved.

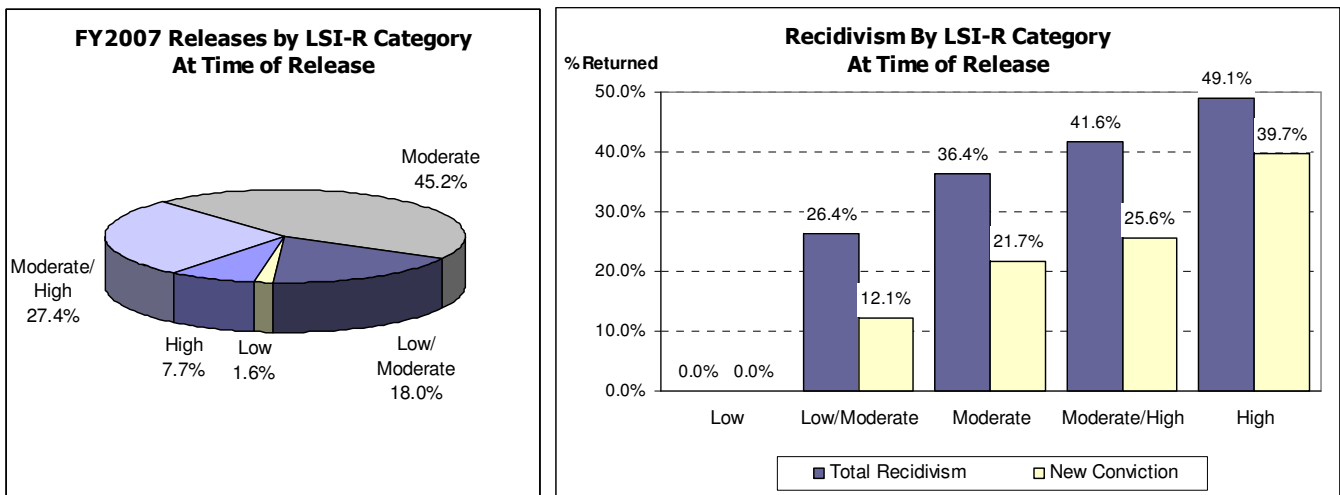


Special Focus: Offender Risk. Iowa’s prison system embarked on evidence-based practices beginning in 2006, which included using an offender assessment, the Level of Service Inventory-Revised. The LSI-R includes relevant factors needed for making decisions about risk and treatment, focusing on aspects that if left unaddressed would contribute to an offenders’ likelihood of reoffending. The domains of the LSI-R are:

- Criminal History
- Education/Employment
- Financial
- Family/Marital
- Accommodation
- Leisure/Recreation
- Companions
- Alcohol/Drug Problems
- Emotional/Personal
- Attitudes/Orientation

The FY2007 prison releases were the “first wave” of offenders whose treatment planning between prisons and community-based corrections was beginning to be integrated through use of the LSI-R (CBC began using LSI-Rs in 1999).

About 75% of FY2007 releases had LSI-R scores relevant at the time of release (including up to 4 months following release if no violation or new crime had occurred). As shown below left, over 45% of releases were considered Moderate risk, and only a small percentage—less than 8%—of offenders scored High risk. As shown below right, the higher risk the offender, the higher their recidivism rates.

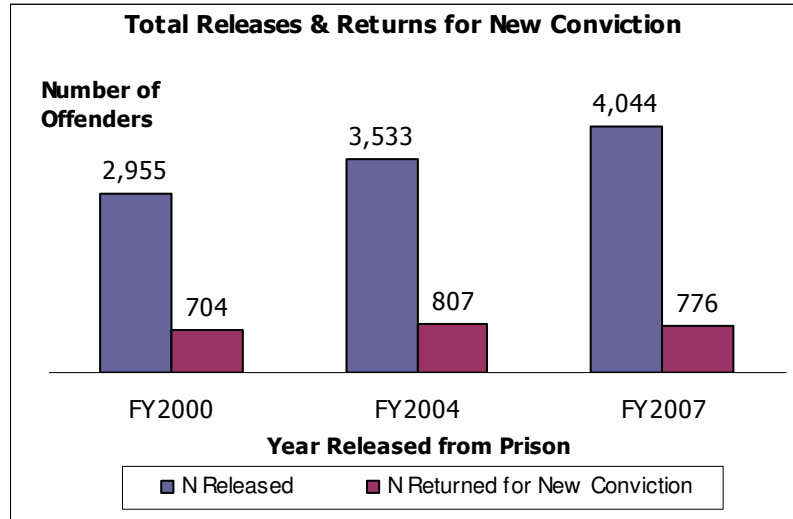


The LSI-R is a dynamic assessment and offender scores can and do change over time. That is, completion of treatment targeted to addressing a particular need per an LSI-R domain may lower an offender’s risk; escalation of problems in a domain may increase an offender’s risk. An extensive study by Brenda Vose (University of Cincinnati, 2008) using Iowa data documented that a 10% score drop achieved through targeted treatment lowers the likelihood of recidivism for Moderate to High risk offenders by up to 6%—with the largest drops in recidivism occurring in the High risk group.

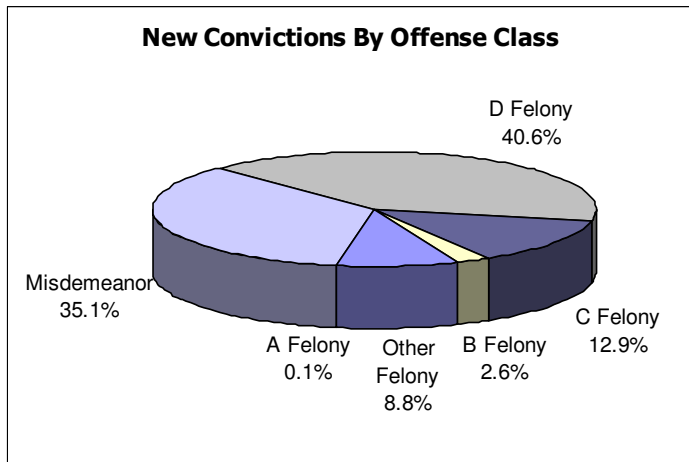
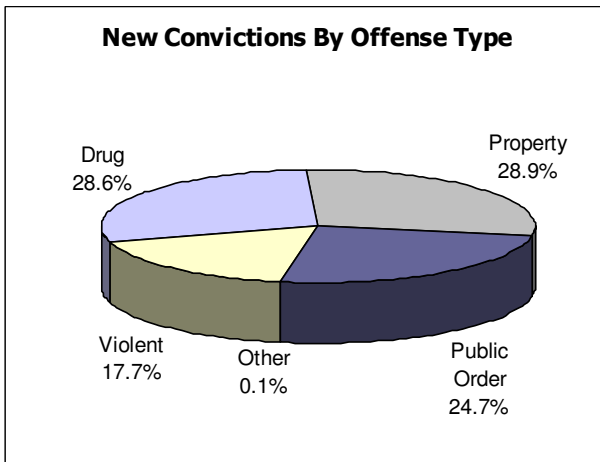
Returns to Prison for New Convictions: FY2007

The previous section reported the rate of new conviction for returnees by various factors. This section provides additional detail regarding these new crimes.

Overall Numbers. As discussed previously, new conviction recidivism is down compared to prior years. In FY2007, 31 fewer offenders were returned for new convictions compared with FY2004 returnees—despite 511 more offenders being released. Between FY2000 and FY2007, total releases increased by about 37% while returns for new crime increased by only about 10%, resulting in a reduced rate of new conviction.



New Offenses. Below is a description of new convictions. Property and drug offenses were the most common offense types. Misdemeanors and Class D felonies comprised over three-fourths of the new crimes.



New Convictions: Offense Detail					
	N	%		N	%
Drug Trafficking	123	15.9%	Robbery	12	1.5%
Theft	96	12.4%	Other Drug Crime	11	1.4%
Assault	92	11.9%	Vandalism	10	1.3%
Drug Possession	88	11.3%	Sex Crimes	8	1.0%
Burglary	68	8.8%	Murder/Manslaughter	7	0.9%
OWI	59	7.6%	Weapons	5	0.6%
Sex Offender Registry	49	6.3%	Arson	4	0.5%
Forgery/Fraud	46	5.9%	Other Public Order	3	0.4%
Traffic	39	5.0%	Prostitution/Pimping	3	0.4%
Alcohol	18	2.3%	Kidnapping	2	0.3%
Flight/Escapes	16	2.1%	Other Criminal	1	0.1%
Other Violent Crime	16	2.1%			

Special Focus: Who is committing new violent crimes? About 18% of the returns due to new convictions—137—involved violent crimes, and included all levels of offenses from serious misdemeanors on up. One offender was returned for a Class A felony murder, which carries a life sentence.

The most common characteristics of the violent recidivists may be compiled into a composite profile. Based on this profile, one might describe the “typical” offender returned to prison for a new violent crime as a 28-year-old White Non-Hispanic male, chronically mentally ill (more than likely diagnosed with a substance use disorder or anxiety/panic disorder), who had discharged from a medium security prison with no prior opportunity for parole or work release, having served his sentence for a Class D felony property crime, and whose new prison term is for an aggravated misdemeanor assault (more than likely domestic abuse-related). He would have been considered Moderate to Moderate/High risk at the time of his prison release.

The above composite profile illustrates that releasing offense does not necessarily predict the nature of the new conviction. For example, of the eight offenders returned to prison for new sex offenses, only one had been released from prison on a sex offense; the rest had been serving terms for crimes including forgery, theft and drug possession.

Many violent recidivists do not fit the “typical” profile—including seven women for example. Some sub-groups of offenders returned to prison in disproportionate numbers. For example, about 8% of releases scored as High risk on the LSI-R but made up about 13% of the returns for new violent crime. Non-Hispanic Blacks made up about 22% of releases but comprised about 30% of the returns for new violent crime. Some offender sub-groups were even more likely to return to prison for a new violent crime. Of particular note, offenders returned to prison for new violent convictions were—

- Disproportionately Released Without Supervision. Offenders who discharge their sentences made up about one-third of the releases, but were responsible for about 57% of the returns for new violent crime.
- Disproportionately Gang-Affiliated. Offenders who are confirmed or suspected gang members made up about 12% of the releases, but were responsible for about 20% of the returns for new violent crime (as well as 23% of the returns for new drug crime).

Special Focus: Does parole supervision reduce offenders’ likelihood of re-offending? Tentatively, yes. On page 6 of this report, it was observed that FY2000 recidivism rates have dropped for offenders who discharge their sentences, and discharges have grown at a faster rate than paroles. Further, given the higher recidivism rates for discharges compared with paroles, it was estimated that for every one hundred offenders who are paroled rather than discharge by way of expiration of sentence, nine new convictions involving prison incarceration may be prevented. However, further analysis is needed to test this claim. While it is beyond the scope of this report to provide an exhaustive analysis of all releases, the results of the comparison described below are compelling.

Recidivism varies by many factors (as shown throughout this report), so a good analysis would take as many factors as possible into consideration. A subset of releases was selected who were all White Non-Hispanic males convicted of Class D felony property crimes, who were being released for the first time on their commitments (that is, they had not returned on a previous, failed parole or work release placement). The group was limited to those who had LSI-R scores at the time of release, so that the comparison could take any differences in risk into account. A total of 224 offenders met these criteria; of these, 43 or about 19% had discharged rather than paroled. There were no

significant differences in average age at release, nor average risk score, between those who discharged and those who were paroled. Findings were:

- Parolee recidivism was significantly lower. The rate of return to prison for new conviction for parolees was 17.1%, compared to a rate of 41.9% for those who discharged with no post-release supervision. Similar results were obtained when the sample was further narrowed to only those offenders who exited from medium security prisons (a 16.7% rate of return for new conviction for parolees versus 47.1% for offenders who discharged).
- Increased paroles may have resulted in up to eleven fewer returns to prison for new conviction. If the 43 offenders who discharged had returned at the same rate as the parolees, eleven fewer would have returned for new convictions.
- Increased paroles may have resulted in up to two fewer returns to prison. The rate of revocation for technical violations for the parolees was 21.5%. All else being equal, if the 43 offenders who discharged had been paroled instead, one would estimate nine would have returned to prison for technical violations; however, taking into consideration the projected drop in returns for new conviction, total prison admissions for this group may have been reduced by two.
- Time served in prison prior to release for some offenders would have been reduced. The average length of stay in prison for the discharge group was 24.3 months; for the parolees it was 12.7 months, or 11.6 months less.

This comparison was limited in scope and more comprehensive study is needed on other types of offenders and considering even more factors that may otherwise explain these differences. Such study is worth pursuing because the finding that shorter lengths of stay in prison—at least for some offenders—may result in less crime if mandatory supervised release via parole is ordered is an important one. Such research could lead to enhanced public safety while assisting in averting future corrections costs.

Appendix A: Release Population Characteristics FY2000-2007

	FY2000	FY2004	FY2007	FY2000	FY2004	FY2007	% Change
Sex	#	#	#	%	%	%	FY00-07
Males	2,671	3,080	3,514	90.4%	87.2%	86.9%	31.6%
Females	284	453	530	9.6%	12.8%	13.1%	86.6%
Total Releasees	2,955	3,533	4,044	100.0%	100.0%	100.0%	36.9%

	FY2000	FY2004	FY2007	FY2000	FY2004	FY2007	% Change
Race/Ethnicity	#	#	#	%	%	%	FY00-07
Amer Indian Non-Hispanic	41	51	74	1.4%	1.4%	1.8%	80.5%
Asian Non-Hispanic	22	17	31	0.7%	0.5%	0.8%	40.9%
Black Non-Hispanic	712	684	875	24.2%	19.4%	21.6%	22.9%
Hispanic (Any Race)	117	174	222	4.0%	4.9%	5.5%	89.7%
White Non-Hispanic	2,056	2,607	2,842	69.7%	73.8%	70.3%	38.2%
Total Releasees	2,948	3,533	4,044	100.0%	100.0%	100.0%	36.9%

Unknown

7

	FY2000	FY2004	FY2007	FY2000	FY2004	FY2007	% Change
Age at Release	#	#	#	%	%	%	FY00-07
Under 25	645	707	711	21.8%	20.0%	17.6%	10.2%
25 to 34	1,121	1,238	1,474	37.9%	35.0%	36.4%	31.5%
35 to 44	900	1,150	1,186	30.5%	32.6%	29.3%	31.8%
45 to 54	235	357	565	8.0%	10.1%	14.0%	140.4%
55 and Older	54	81	108	1.8%	2.3%	2.7%	100.0%
Total Releases	2,955	3,533	4,044	100.0%	100.0%	100.0%	36.9%

Average Age

33

34

35

	FY2000	FY2004	FY2007	FY2000	FY2004	FY2007	% Change
Offense Type	#	#	#	%	%	%	FY00-07
Violent	702	692	836	23.8%	19.6%	20.7%	19.1%
Property	1,168	1,137	1,264	39.5%	32.2%	31.3%	8.2%
Drug	633	1,136	1,346	21.4%	32.2%	33.3%	112.6%
Public Order	448	567	571	15.2%	16.0%	14.1%	27.5%
Other Crimes	4	1	27	0.1%	0.0%	0.7%	575.0%
Total Releasees	2,955	3,533	4,044	100.0%	100.0%	100.0%	36.9%

Offense types reflect the most serious offense at the time of release.

	FY2000	FY2004	FY2007	FY2000	FY2004	FY2007	% Change
Release Type	#	#	#	%	%	%	FY00-07
Released w/o Supervision	945	1,068	1,327	32.0%	30.2%	32.8%	40.4%
Paroled	2,010	2,465	2,717	68.0%	69.8%	67.2%	35.2%
Total Releasees	2,955	3,533	4,044	100.0%	100.0%	100.0%	36.9%

Appendix B: FY2007 Recidivism Rates by Facility/Location

Facility	Facility Security Level	Total Releases	Return-New Conviction	Rate of Return - New Conviction	Total Returns	Total Recidivism Rate
Prisons						
Anamosa State Penitentiary	Medium*	175	48	27.4%	55	31.4%
Anamosa - Luster Heights	Minimum	22	4	18.2%	5	22.7%
Clarinda Correctional Facility	Medium	254	54	21.3%	75	29.5%
Clarinda - Lodge	Minimum	144	28	19.4%	48	33.3%
Fort Dodge Correctional Facility	Medium	373	84	22.5%	130	34.9%
Iowa Correctional Institution for Women	Medium	339	36	10.6%	76	22.4%
Iowa Medical & Classification Center	Medium	145	28	19.3%	35	24.1%
Iowa State Penitentiary	Maximum	39	12	30.8%	12	30.8%
ISP - Clinical Care Unit	Maximum	50	11	22.0%	13	26.0%
ISP - Farm 1	Minimum	59	8	13.6%	10	16.9%
ISP - Farm 3	Minimum	64	14	21.9%	18	28.1%
ISP- John Bennett Unit	Medium	86	21	24.4%	30	34.9%
Mount Pleasant Correctional Facility	Medium	344	49	14.2%	75	21.8%
Mount Pleasant - Women's Unit	Medium	45	4	8.9%	10	22.2%
Newton Correctional Facility	Medium	246	61	24.8%	92	37.4%
Newton - Correctional Release Center	Minimum	222	32	14.4%	68	30.6%
North Central Correctional Facility	Minimum	318	54	17.0%	87	27.4%
Prison in Other State	ALL	25	0	0.0%	0	0.0%
Community Corrections Facilities						
1st Judicial District - Dubuque		41	12	29.3%	15	36.6%
1st Judicial District - Waterloo		139	42	30.2%	66	47.5%
1st Judicial District - West Union		41	8	19.5%	20	48.8%
2nd Judicial District - Ames		37	9	24.3%	13	35.1%
2nd Judicial District - Fort Dodge		24	6	25.0%	7	29.2%
2nd Judicial District - Marshalltown		56	15	26.8%	29	51.8%
2nd Judicial District - Mason City		31	8	25.8%	13	41.9%
3rd Judicial District - Sheldon		30	6	20.0%	9	30.0%
3rd Judicial District - Sioux Ciuy		39	1	2.6%	12	30.8%
4th Judicial District - Council Bluffs Men		55	6	10.9%	15	27.3%
4th Judicial District - Council Bluffs Women		14		0.0%	3	21.4%
5th Judicial District - Des Moines Men		210	48	22.9%	108	51.4%
5th Judicial District - Des Moines Women		52	4	7.7%	17	32.7%
6th Judicial District - Cedar Rapids		82	14	17.1%	33	40.2%
6th Judicial District - Coralville		34	8	23.5%	12	35.3%
7th Judicial District - Davenport		102	12	11.8%	30	29.4%
8th Judicial District - Burlington		59	16	27.1%	26	44.1%
8th Judicial District - Ottumwa		42	12	28.6%	17	40.5%
Discharged from jail after revocation		6	1	16.7%	3	50.0%
TOTALS		4,044	776	19.2%	1,287	31.8%

* Classified as Maximum in the chart on p.11 as the facility is permitted to house some maximum security offenders.
 Total Returns includes return for new conviction and return for technical violations.
 Offenders released from prison to work release prior to parole or discharge are included in community facility counts.

Appendix C: FY2007 Recidivism Rates by Convicting Jurisdiction

Jurisdiction	Total Releases	Return-New Conviction	Rate of Return - New Conviction	Total Returns	Total Recidivism Rate
Adair	8	2	25.0%	3	37.5%
Adams	1		0.0%		0.0%
Allamakee	2		0.0%		0.0%
Appanoose	15	6	40.0%	8	53.3%
Audubon	14	2	14.3%	2	14.3%
Benton	12	2	16.7%	3	25.0%
Black Hawk	418	107	25.6%	154	36.8%
Boone	17	3	17.6%	6	35.3%
Bremer	15	5	33.3%	6	40.0%
Buchanan	12		0.0%	2	16.7%
Buena Vista	17	3	17.6%	4	23.5%
Butler	4		0.0%		0.0%
Calhoun	7	2	28.6%	2	28.6%
Carroll	13	4	30.8%	5	38.5%
Cass	11	1	9.1%	2	18.2%
Cedar	8	1	12.5%	1	12.5%
Cerro Gordo	68	15	22.1%	20	29.4%
Cherokee	8	1	12.5%	1	12.5%
Chickasaw	2	1	50.0%	1	50.0%
Clarke	14	3	21.4%	6	42.9%
Clay	8	2	25.0%	2	25.0%
Clayton	9	1	11.1%	1	11.1%
Clinton	41	6	14.6%	13	31.7%
Crawford	15		0.0%	1	6.7%
Dallas	32	6	18.8%	10	31.3%
Davis	6	1	16.7%	1	16.7%
Decatur	6	1	16.7%	1	16.7%
Delaware	11	1	9.1%	2	18.2%
Des Moines	79	22	27.8%	35	44.3%
Dickinson	11	1	9.1%	2	18.2%
Dubuque	72	17	23.6%	20	27.8%
Emmet	7		0.0%		0.0%
Fayette	22	1	4.5%	3	13.6%
Floyd	16	4	25.0%	7	43.8%
Franklin	3		0.0%	1	33.3%
Fremont	4		0.0%		0.0%
Greene	7	2	28.6%	3	42.9%
Grundy	6	1	16.7%	1	16.7%
Guthrie	7	2	28.6%	3	42.9%
Hamilton	10	3	30.0%	3	30.0%
Hancock	6	2	33.3%	2	33.3%
Hardin	5	1	20.0%	1	20.0%
Harrison	12	2	16.7%	2	16.7%
Henry	21	3	14.3%	6	28.6%
Howard	3		0.0%	1	33.3%
Humboldt	4	1	25.0%	1	25.0%
Ida	7		0.0%	1	14.3%
Iowa	9	1	11.1%	1	11.1%
Jackson	14	2	14.3%	3	21.4%
Jasper	66	17	25.8%	22	33.3%

FY2007 Recidivism by Convicting Jurisdiction (cont.)

Jurisdiction	Total Releases	Return-New Conviction	Rate of Return - New Conviction	Total Returns	Total Recidivism Rate
Jefferson	15	4	26.7%	6	40.0%
Johnson	86	23	26.7%	32	37.2%
Jones	5		0.0%		0.0%
Keokuk	13	6	46.2%	6	46.2%
Kossuth	9		0.0%		0.0%
Lee	87	15	17.2%	24	27.6%
Linn	184	36	19.6%	62	33.7%
Louisa	9	2	22.2%	2	22.2%
Lucas	7	2	28.6%	3	42.9%
Lyon	9	2	22.2%	2	22.2%
Madison	7	2	28.6%	3	42.9%
Mahaska	41	8	19.5%	13	31.7%
Marion	20	5	25.0%	6	30.0%
Marshall	72	16	22.2%	24	33.3%
Mills	8		0.0%	3	37.5%
Monona	8	2	25.0%	5	62.5%
Monroe	14	3	21.4%	4	28.6%
Montgomery	19	4	21.1%	5	26.3%
Muscatine	63	8	12.7%	12	19.0%
O'Brien	9	2	22.2%	4	44.4%
Osceola	3		0.0%		0.0%
Page	8		0.0%		0.0%
Palo Alto	4		0.0%		0.0%
Plymouth	13	2	15.4%	4	30.8%
Pocahontas	8	2	25.0%	2	25.0%
Polk	1,030	191	18.5%	374	36.3%
Pottawattamie	121	14	11.6%	31	25.6%
Poweshiek	6	1	16.7%	1	16.7%
Sac	7		0.0%		0.0%
Scott	335	58	17.3%	94	28.1%
Shelby	8		0.0%	1	12.5%
Sioux	17	3	17.6%	8	47.1%
Story	101	19	18.8%	27	26.7%
Tama	28	7	25.0%	10	35.7%
Taylor	3		0.0%		0.0%
Union	9	1	11.1%	2	22.2%
Van Buren	3		0.0%	1	33.3%
Wapello	80	17	21.3%	23	28.8%
Warren	43	9	20.9%	14	32.6%
Washington	12	2	16.7%	5	41.7%
Wayne	3		0.0%		0.0%
Webster	61	20	32.8%	25	41.0%
Winnebago	11		0.0%	2	18.2%
Winneshiek	6	1	16.7%	1	16.7%
Woodbury	242	29	12.0%	69	28.5%
Worth	7	1	14.3%	1	14.3%
Wright	5	1	20.0%	1	20.0%
STATEWIDE	4,044	776	19.2%	1,287	31.8%

Jurisdiction is based on most serious offense.

Caution should be used when interpreting rates for counties with low numbers of total releases, particularly those with fewer than fifteen releases.

Total Returns includes return for new conviction and return for technical violations.