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Division of Correctional Institutions

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IOWA DEPARTMENT OF SOCIAL
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Lucas Building
Des Moines, Iowa 50319

THE UNIVERSITY OF CHICAGO

PHYSICS DEPARTMENT

to draw for the first time on the resources of the community itself to provide a full range of coordinated services for offenders. Community resources may be particularly useful in helping offenders resolve personal problems which they must face. Domestic problems, financial or employment difficulties, physical or psychological problems are often found to lie at the roots of behavior which is not socially acceptable. The community corrections staff may "divert" an offender to a marriage counselor, to an educational or vocational training center, or to a local drug abuse or alcoholism treatment center in the course of his correctional program. It is believed that the presence of a corrections program within the community will not only increase public concern for the corrections problem, but will raise the level of volunteer involvement in the correctional effort. Permeating the entire process of the community centers dealing with offenders, community resources will enrich with substance and expertise the rehabilitative programs of the local corrections centers. The table on the next page lists services which community sources may provide.

In coordination of community services and their myriad of other functions, community corrections centers will play an important role in an ambitious overall plan for a continuum of correctional services planned to convert offenders to non-offenders. The program is one which begins with a number of pre-trial services when the accused offender is first taken into custody.

for normal community life by being isolated from the community has been thrown out--isolated correctional institutions everywhere have failed to rehabilitate the majority of inmates. The new guiding maxim of corrections is that, whenever possible without jeopardy of community safety, offenders should be rehabilitated and resocialized within their own communities. Modern rehabilitative corrections thus calls for a whole new plane of operations: community corrections.

THE COMMUNITY TREATMENT SYSTEM

A coordinated system of community treatment programs expected to revolutionize state corrections is now being put into operation in Iowa. The Iowa criminal justice system's comprehensive community corrections program, one of the first of its kind in the nation, was originally proposed by the Bureau of Adult Corrections of the State Department of Social Services. The 1973 state legislature, inspired by the success of a nationally-lauded pilot community program in Polk County, brought plans to life with an act which authorized the establishment of community treatment programs across the state. The centers are to be administered locally with combined state and federal funds, according to guidelines of the new State Division of Community Services.

Staffs of the community centers will be able to offer personal attention difficult to provide in large institutions, attention which correctional authorities believe is essential to offender rehabilitation. For strict physical security--bars and fences--close personal observation and control will be substituted. Center personnel will endeavor to gear rehabilitative control and treatment to the individual needs of each offender. In doing so, correctional staff will be able

It is for this reason that correctional authorities have for the most part discarded old fears that a rehabilitative focus in corrections would undermine the punitive and deterrent purposes for which the correctional organism was instituted. Rather, experts insist that protection of the public from crime is a more important purpose of the corrections system, and since rehabilitation of offenders is the best way to prevent them from committing further crimes, rehabilitation must be viewed as the paramount goal. Concern for public safety demands dramatic revision of correctional methods to maximize rehabilitation.

Rehabilitation of offenders is nevertheless a humanitarian objective worthy of the commitment of our contemporary society. The rehabilitative philosophy of the Iowa criminal justice system is congruent with a foundation ideal of American society, belief in the essential worth of each human being. The effort to rehabilitate means working to guide offenders to social readjustment, working to help offenders come to grips with personal problems and to improve social attitudes and self-images, and making every effort to lead individual offenders to new lives as productive community members. Rehabilitation means giving those among us who have made serious errors an opportunity to regain their personal dignity.

Thus, it is in order to maximize rehabilitation of offenders, essential to the interests of our communities and also humanitarian in its diversion of individuals from wasted lives, that the state correctional system is being redesigned. The apparent supposition of traditional methods that offenders who have failed to meet the requirements of normal community life can be reformed and readied

States nationwide have received a plea for overhaul of their criminal justice system, their law enforcement, judicial and correctional structures, and Iowa has taken steps to respond. The conviction of authorities that most state criminal justice systems, constructed in shortsighted, piecemeal fashion over the years, can only continue to be ineffective and vastly disorganized has prompted Iowa correctional authorities to begin to draft plans for systems-wide reform. Reconstruction of the Iowa criminal justice system, underway with impetus from a concerned legislature, is being designed to direct every component of the system as efficiently as possible to a central objective: the reduction of crime.

Clearly, if crime is to be reduced in Iowa, the first priority of the corrections system as it handles offenders must be their rehabilitation. Convicted law breakers may be removed from society for a term of years, but eventually nearly all of them are returned to it. An offender without the benefit of rehabilitative treatment can hardly be expected after his correctional term to be more able to cope with the life problems which originally led him to wrong-doing. And once he has served time, all of these problems will be complicated by his status as an ex-offender. Unless a concentrated effort has been made to rehabilitate--to help an offender develop a new life role for himself as a community member--a released offender is likely to commit another crime.

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COMMUNITY RESOURCES

1. School Districts and Area Community Colleges: educational testing for classification and guidance for probation reports and jail program planning, provision of academic education--including remedial programs and vocational training (including M.D.T.A. programs).
2. State Employment Services: vocational testing and guidance, work furlough job referrals, post release job referral and placement.
3. County Hospital and Community Mental Health Centers: admission examinations, in-house medical services (e.g. sick call clinics) psychiatric services, dental services, and out-patient clinic services (e.g. alcoholic rehabilitation clinic, psychiatric clinic).
4. State Vocational Rehabilitation: Comprehensive vocational rehabilitation program for eligible offenders.
5. County Welfare (Department of Public Assistance): admission social screening, casework services for offender families in need, casework and counseling services for inmates including program classification and developing family and community services. Non-support case finding and family counseling.
6. Public Housing Agency: Assistance in public housing for parolees and probationers and their families.
7. Churches: Religious services and individual counseling.
8. Self-Help Groups: alcoholics anonymous, 7th step foundation, narcotics anonymous.
9. Legal Aid Society: civil law assistance re: debts, marital problems, etc., use of law students in legal counsel to inmates, probationers, and parole re: due process and civil rights.
10. Private Charitable Services: Salvation Army, Goodwill Industries, organized racial and ethnic groups, and others.
11. Volunteers: individual volunteers for in-jail counseling, recreation, and social development, and probation and parole volunteers, (eg. Roy Oak Plan).
12. Organized Labor: assistance in pre-training programs for helpers and apprentices, acceptance of former offenders into union membership.
13. Private Industry: operation under contract of basic jail operation services, providing employment for jail inmates under work furlough and after release.

Pre-trial Services

Pre-trial Release

Development of community treatment centers will permit improved pre-trial handling of those accused of crimes, first by offering a carefully expanded program of pre-trial release. It is believed best for the defendant, who may, when tried, be acquitted of any wrong-doing, as well as for correctional objectives, which focus on reintegration of the offender into the community, to allow the defendant to maintain as many of his positive ties with the community as possible. Awaiting trial in jail is often a debilitating experience indeed: the accused must neglect his family, may lose his job, and is likely to develop a bitterness toward all aspects of the justice system he holds responsible for his deprecation. While the community must be protected from any accused person who might be dangerous, most individuals awaiting trial are not dangerous and would best be released if authorities have reason to believe that they will appear for trial. Pre-trial release programs are valuable also in that, often involving counseling, education or vocational training, and treatment for drug or alcohol dependency, they give a defendant opportunity to demonstrate to the court willingness to face problems and work toward self-improvement. Demonstration of such an attitude may be considered by the court in its disposition of the case.

The traditional system of pre-trial release of only those defendants able to post money bond is discriminatory as well as inadequate. Community treatment centers will be able to offer pre-trial release to an additional number of defendants according to a different and perhaps more equitable formula based on objective criteria indicative of community stability. In Polk County a model pre-trial release

program of this type, based on the successful Vera-Manhattan Bail Project, has been in operation since 1964. A community-level interview staff considers recommending accused offenders for pre-trial release on the basis of stability measurement information on length of employment, length of residence at the same address, and prior record of criminal behavior. Of the more than 1,000 persons released to await trial each year in Polk County by this evaluation method, only about 2 percent fail to appear for trial.

Supervised Pre-trial Release

Defendants who do not qualify for unsupervised pre-trial release in such a community-level screening process may be allowed some form of supervised pre-trial release under careful community corrections' center control. Supervised release, when implemented, may minimize the hardship of the pre-trial period, permitting the accused to maintain employment and significant family and community ties. The Polk County program requires those placed on supervised release either to work full-time or to pursue full-time educational or vocational programs. Since its inception in 1971, only a 2 percent rate of failure to appear for trial has been reported annually.

Pre-sentence Reports.

If the defendant is convicted at trial, the court in its dispensation of justice is charged also with the responsibility of prescribing a correctional course to bring the defendant to readjustment and social reintegration. In order to formulate an outline for an effective program, the court must have as thorough as possible an understanding of the offender and any salient personal factors which

may be related to his wrong-doing. It is for this reason that enlightening pre-sentence reports are compiled at the community level for court examination. Community corrections personnel submit to the court a comprehensive pre-sentence report after a systematic investigation of the defendant's social and criminal history and present circumstances. The community unit recommends to the court a certain course of correctional treatment for the defendant. It should be emphasized that the pre-sentence report is not allowed to speculate on the guilt or innocence of the defendant. Should the offender be convicted, however, the report may be additionally useful to those who assume direct guidance of the offender in his rehabilitative program.

Alternatives to Institutional Sentencing of Convicted Offenders

Courts in Iowa, as they construct correctional term programs for the convicted before them, may consider a range of alternatives to institutional confinement. The Iowa system of alternatives, made possible largely by Iowa's community corrections system, is one of the most progressive in the nation. Since imprisonment is known too often to defeat its own purposes, breeding anti-social attitudes and, indeed, further criminal behavior, the National Advisory Commission on Criminal Justice Standards and Goals in 1973 called for such systems of correctional alternatives to be instituted in all states. The Commission report declared that no offender should receive more surveillance than he requires or be kept in more secure conditions than potential risk dictates. Courts need no longer plunge a first offender into the company of repeated offenders or sentence one convicted of a "victimless crime", such as drug addiction or alcoholism, to a term

in an institution. Although the humanitarian gains of the expansion of sentencing options are important and the budgetary advantages of non-incarceration should not be overlooked, the Iowa program alternatives aim primarily, once again, to reduce the social threat of crime by improving the rehabilitative effectiveness of corrections.

Treatment alternatives to an institutional sentence which the court may now direct correctional personnel to implement include: (1) non-residential supervision under probation with a suspended or deferred sentence, and (2) residential treatment under which the offender becomes a contract inmate of a community corrections center. The court may add any stipulations to its treatment directions which it considers appropriate, perhaps requiring the offender to seek therapeutic assistance or to make restitution for damages linked with his offense.

Non-Residential Supervision: Probation

When probation is granted, an offender is given a suspended or deferred sentence and released into the community under the supervision of a probation officer. His continued freedom to live in the community depends on his strict adherence to the law, to the conditions of the probation agreement, and to any special restrictions of his probation which the court or correctional authorities have specified. The standard probation agreement requires the probationer to stay within his county of residence and to secure approved employment, notifying his supervisory agent of any employment problems. He may be required, in addition, to pursue certain vocational training or academic skills, or to undergo some type of rehabilitative treatment. Authorities may stipulate that the offender seek particular

social or psychiatric counseling or that he make monetary compensation to those injured by the illegal act for which he was brought to trial. The cost of probation is about 5 percent of the cost of institutional incarceration.

Probation is granted with a deferred sentence for a period of one to two years. If at the end of the probation period probation has not been revoked, then the charge which brought the convicted to trial is "dismissed with prejudice" so that the offender cannot be further penalized for the offense. The offender will not, in theory, have a criminal record. If, however, the offender should violate the conditions of his probation agreement before the probation period has expired, he may be sentenced to confinement.

When probation is granted with a suspended sentence, the court pronounces sentence, but in lieu of sentence grants probation. In Iowa, probation with a suspended sentence is granted for an indeterminate period of time unless the court stipulates that the probation term is to be "balance of sentence". An indeterminate probation period extends as long as the court and probation officer deem necessary. If the offender should violate his probation agreement, the court may require him to serve his sentence in confinement.

Residential Supervision in a Community Treatment Center

When the trial court is of the opinion that the convicted offender requires more correctional supervision than probation allows, it may decide the best rehabilitative course is a term of residence in a community treatment center. As an inmate of a community center, an offender may be placed under the careful supervision of a residential control facility without being sent to a state correctional institution.

He may be allowed daily "work release" to continue his employment in order to support himself and his family, and in some cases to pay retribution for damages. The staff of the community center, able to call upon community resources to provide additional personal attention and needed services, can structure for the offender a rehabilitative program suited to individual needs. Able to carefully monitor his progress in various aspects of his program, the staff of community centers can work closely with an offender in his community to solve the problems which brought him in conflict with the law.

IOWA'S CORRECTIONAL INSTITUTIONS

Although a range of alternatives to institutional sentencing is available to the trial court, it may be decided that the best interests of the offender and of society require that the offender serve a correctional term in an institution. Though the effectiveness of institutional confinement in prevention and control of criminality has in recent years been at issue, Iowa's correctional institutions, the traditional focal points of correctional efforts, continue to handle a large number of offenders and to account for a large share of correctional expenditures. The increased use of probation has decreased inmate populations significantly in recent years, and the state-wide community corrections system being constructed will further decrease the percentage of offenders sent to state institutions. Still, some offenders will continue to be placed behind high walls with watchtowers. Accepting this inevitability, the Division of Correctional Institutions is working to improve the inmate

rehabilitation programs of state institutions. The correctional personnel who guide and monitor inmates in their rehabilitative programs are now more qualified for the responsibility of their task because of personnel education and on-the-job training programs. As long as prisons survive, correctional personnel will make every effort to bring about safe and productive return of offenders to society.

The Iowa State Penitentiary

The Iowa State Penitentiary is Iowa's maximum security institution at Fort Madison. It houses male offenders, most of whom are thirty-one years of age or older; men who are repeat violators, men who have been convicted of more serious felonies such as homicidal rape, and those who have been transferred from the Men's Reformatory as management or security problems.

When construction of the first penal institution in Iowa was authorized by the territorial legislature in 1839, Fort Madison was chosen as the location. Construction by convict labor began that same year and the initial physical structure was completed in 1841. The correctional philosophy of the era contrasts sharply with that of today, calling for strict confinement and harsh treatment of convicts. Records indicate that prisoners slaved from morning to night and were beaten unmercifully for the slightest infraction of rules. Men were forced to wear a ball and chain, plus an iron collar known as a "necklace". As the institution's security improved, these devices disappeared, but harsh treatment continued until the turn of the century.

Progressive reforms were introduced about this time, concomitant with the growth of the behavioral sciences and ensuing changes in

correctional philosophy. Social scientists, as well as correctional personnel, had come to view the convicts as persons who needed help, not harshness and brutality, and prison life was improved. At Fort Madison, cells were constructed with lavatories, inmate education programs were instituted, and even the prison uniform was changed to a comfortable denim.

These fundamental improvements in inmate conditions reflected ideas which were to prove a foundation for the development of the rehabilitative programs of present-day corrections. The Iowa State Penitentiary program, planned for inmate rehabilitation, currently offers its inmates numerous services and opportunities. Counseling, clinical and psychological treatment and hospital care are available, as are academic and vocational training and recreational opportunities.

The educational program at Fort Madison, made possible by a contractual arrangement with Southeastern Community College, is particularly impressive. The curriculum appeals to interests diverse enough that most of the inmates confined at Fort Madison enroll in an educational course of some type during the year. Vocational programs prepare inmates for occupations in such areas as carpentry, auto-mechanics and auto-body work, welding and drafting. An inmate may also earn up to two years of college credit in areas of academic study without leaving the institution. The institution's library contains 6,000 fiction and 4,000 non-fiction books and is continuing to grow. In 1967, lending service from the Iowa State Traveling Library was begun, so that book selection rotates continuously.

Recreational opportunities at Fort Madison are planned with considerable variety to improve skills and encourage inmates to acquire

new interests. The gymnasium features a basketball court and an indoor weightlifting machine. The recreation yard has facilities for volleyball, baseball, football, and other activities. Two rooms are available for the use of music groups and a third for television.

A number of Fort Madison inmates are employed by Iowa State Industries, which maintains an industrial complex within the walls for non-competitive furniture manufacture. Its products are received by state tax-supported or non-profit organizations. A purpose of the industries program is to better prepare the offender for his return to the community by providing a productive work program for him within the institution.

An important rehabilitative organization within the institution directed by an inmate steering committee is the Lainett Alcoholics Anonymous group, founded twenty-five years ago. Inmate members are aided with alcohol-related problems by a group of counselors who gather information, evaluate inmate needs and conduct group therapy sessions.

An inmate service organization called "Men in Blue" collects donations year round for an annual act of Christmas charity. Each Christmas, funds donated by inmates are used to purchase toys and candy for mentally retarded and handicapped children and to send gifts to the elderly residents of the Lee County Home.

Religious services are conducted at Fort Madison in protestant and Catholic chapels, each staffed by a full-time chaplain. Both chaplains are available for individual counseling several hours a day, and three-year programs of religious education offer inmates opportunity for in-depth study of a personal faith. The Church of

the New Song, a national inmate-sponsored organization, has also established itself at the institution.

It is a major aim of the Iowa State Penitentiary to provide more individualized treatment for the inmates. The inmate population is now divided into units, each of which is assigned its own treatment team of six to eight staff members. New theory in corrections requires all staff members to take part in the rehabilitative effort, so that no staff member is a mere "custodian" of inmates at the institution. Though positions of members of a treatment team vary--staff members from administrators to correctional officers to counselors are team members--each is trained and expected to work with and take a particular interest in the inmates in his unit. A treatment unit confers weekly with each inmate in its unit to discuss with him his behavior and progress and any special problems that he may have.

The treatment team may, in time, judge that an inmate in its unit, having established a record of good conduct and having, in the view of the team, advanced toward "rehabilitation", should be recommended for transfer from maximum security confinement. As an inmate qualifies, he may be moved to the minimum security dormitory outside the penitentiary walls. This dorm is also a first step toward return to society for those completing sentence; an attempt is made to move inmates to minimum security approximately six months prior to release. Other pre-release programs which allow inmates approaching discharge or parole degrees of exposure to community life and opportunity to make arrangement for new lives outside are made possible by community correction centers.

A goal of the Division of Correctional Institutions is to recon-

struct the penitentiary in the future, replacing the cell halls with residence areas, in order to lessen the impersonal feeling of "mass treatment". As they encourage use of parole, work release and other alternatives to imprisonment, correctional authorities anticipate inmate population of the state penitentiary to continue to decrease. Penitentiary confinement will be used only when it is judged that individual case needs require it or that it is necessary for the protection of the public.

The Iowa Men's Reformatory

The Iowa Men's Reformatory is a medium security institution housing offenders below the age of thirty-one and other offenders on a case need basis.

Its hundred-year history is an interesting one which reflects the evolutionary process of correctional theory. When it was decided that an additional state penitentiary was needed in 1872, construction of the Iowa Men's Reformatory began just outside Anamosa. The facility was partially completed in 1873, with separate units which for a time housed females and the criminally insane. Convicts at both state penitentiaries were until 1874 "rented" to private industry, providing a reliable source of cheap labor. In 1874, however, the Iowa Board of Control abolished this practice and it was then that the Iowa State Industries program was established to provide constructive occupations for inmates within the institutions. Positive reinforcement of good inmate conduct began in 1900, with a Grade System which divided inmates into three sections. Grades one and two were clothed in respectable grey and allowed to eat in the dining hall, while grade three prisoners wore stripes and ate in

their cells. The system proved an effective means of maintaining discipline. After a basic re-orientation of corrections thinking, the Anamosa facility was converted from a penitentiary to a men's reformatory in 1907, permanently ending the old practice of placing young, first-time offenders with older, more hardened criminals in Iowa.

Over the years, the primary objective of the Men's Reformatory has become the preparation of men for release from the institution. Individualized treatment and self-improvement programs are designed to help reformatory inmates learn to cope with their problems and to live productively within the rules of society.

Effective in behavior modification is the Level Incentive Program, successor of the old Grade System. Conduct determines an inmate's assignment to one of five "levels" of housing, differentiated by location, degree of supervision, and availability of privileges. Responsible conduct is thus rewarded and misconduct or malperformance discouraged.

The reformatory's education program is one of the finest of its type in the nation. A contractual arrangement with Kirkwood Community College in Cedar Rapids offers inmates an up-to-date curriculum. Vocational training courses available to inmates include meat cutting, printing, auto-mechanics, tire and rubber work, and carpentry. A program of religious education similar to that at Fort Madison as well as religious services are conducted by staff clergymen at the reformatory.

The activities program at Anamosa includes music and arts, hobby crafts and a great variety of sports. Residents are encouraged to join organizations which allow their interaction with the surrounding

community. The Reformatory Jaycees Chapter organizes a "Toys for Tots" drive each Christmas and an Alcoholics Anonymous group holds weekly meetings. A public-spirited group within the institution is Checkwriters Anonymous. Group members discuss bogus checkwriting with business persons of nearby communities, counseling them on ways to detect and prevent acceptance of bogus checks.

Five interns from the University of Iowa Hospital, each with a different area of specialization, provide medical services at the reformatory. One of the five visits the institution each day, Monday through Friday. Two full-time registered nurses, a practical nurse, a medical technologist and two med-tech assistants provide twenty-four hour medical care.

As inmates of the reformatory near release, a process designed to provide guidance and supervision for them in their return to the community begins. Before an inmate is released on parole or discharged, he may be directed to take part in one of the various programs later described which allows him to become re-acclimated to community life and to demonstrate ability to assume the responsibilities of independence.

The Iowa Women's Reformatory

The Iowa Women's Reformatory at Rockwell City is a minimum security facility for adult female offenders sentenced to terms exceeding thirty days and for transfers from the Iowa Training School for Girls.

Special provision for housing female offenders in Iowa was first made in 1875, when they were assigned to segregated residence at Fort Madison. All female prisoners were confined at Fort Madison until 1883, when they were transferred to one ward in the building

for the criminally insane at Anamosa. Agitation for a completely separate women's penal institution began in the late 1800's, but hesitant legislatures delayed definitive action. In 1915, the legislature at last authorized the Board of Control to purchase 218 acres of land near Rockwell City on which a women's reformatory, a cluster of cottages surrounded by no walls, was to be constructed. The facility opened in 1918 with an inmate population of twenty-two women.

Today, "clients" at Rockwell City number between fifty and eighty and are grouped in "cottage communication" to receive the attention of staff trained to help them tackle personal difficulties and prepare themselves for return to community life. In an evaluative process similar to that which men undergo as they enter Anamosa or Fort Madison, medical and psychiatric reports are compiled and educational and vocational needs are determined. A Central Programming Committee assembles the information to develop a rehabilitative program congruent with the personal needs of each offender. Individual treatment programs may again include vocational and educational plans, recreation, counseling and medical services. Activities are highly structured for entering clients, but clients earn increasing freedom of activity as they progress.

A number of community agencies supplement staff efforts at the reformatory. The Department of Public Instruction, Legal Aid, Goodwill, County Medical Health and others assist offenders with particular difficulties. Consultative services are provided by psychologists, psychiatrists, medical personnel and clergymen from the surrounding area.

Correctional authorities have special concern for the development of community-based corrections programs for adult female offenders, since, for practical reasons, it has not been possible to make several of the non-institutional, alternative-to-sentencing programs available to male offenders available to female offenders as well. With the increased use of community treatment centers and the expansion of other non-institutional alternatives, the percentage of women offenders sent to the Women's Reformatory will decline.

The Iowa Security Medical Facility

The Iowa Security Medical Facility at Oakdale provides certain mental health services for the entire state criminal justice system. The hospital staff prepares pre-trial and pre-sentence evaluations, admits briefly patients transferred from community treatment centers or institutions for psychiatric care, and provides short-term services to Iowa's jails and other community agencies according to court orders.

Thus, the Iowa Security Medical Facility is primarily a referral center, a hospital to which individuals are referred for brief terms of treatment for a specific behavior or emotional problems, or for psychological testing and evaluation. Most patients stay at the hospital for less than three months. The hospital does have a small number of long-term residents, however, who have either been judged unfit to stand trial by reason of insanity, or have been referred from other psychiatric institutions in the state because they require both psychiatric care and a secure environment.

The hospital complex at Oakdale is Iowa's newest adult correctional facility. The hospital can accommodate eighty-one patients and has a medical-surgical out-patient unit. Patients may enjoy a

craft workshop, a patient library, a gymnasium, a recreation yard, and a pleasant visiting room at Oakdale.

The hospital's patients are divided into three separate in-patient treatment units. Each unit has its own treatment team, headed by a psychiatrist of the hospital's clinical staff, who personally supervises the patient's individual treatment. Other members of the treatment team include counselors, activities therapists, nurses, mental health officers, and psychiatric aides. The organization of the hospital into these treatment units allows the best possible services to be provided to the patients, in that patient-staff contact is close enough for the growth of strong relationships and staff members are able to implement each patient's treatment program with the consistency imperative for effective treatment.

The hospital's treatment goals are essentially those of re-socialization. The patient is encouraged to think and act in the manner appropriate to the social environment in which he finds himself. A primary treatment aim is the development of social skills in individuals who have failed to develop them in the conditions of their outside environment. The hospital staff strives to help patients develop realistic ways to approach their lives. In concert with these goals, the staff stresses to each patient that the patient is capable of making realistic decisions about his life, that the staff is truly interested in the patient and will encourage and support his improvement efforts, and that positive, productive behavior will be tangibly rewarded. Thus, the patient receives encouragement, support and reward for responsible, mature performance.

Such a method requires that patients assume considerable responsibility, and charges the staff with an even higher degree of responsibility. All staff members must take active roles in the treatment program if the patient's therapeutic experience is to be a comprehensive one. Consequently once again, there is at Oakdale no distinction between "treatment" and "custodial" staff. Mental health officers, as well as psychiatrists, nurses and counselors, are very much a part of the treatment programs and are trained to become skilled in mental health techniques.

Since good communications between staff members and between patients and staff is essential, each unit team holds team meetings twice a week to discuss the progress of each patient in the unit and to consider changes in his program. Moreover, each patient is kept fully informed of team decisions concerning him. A patient is given a detailed explanation of the kinds of behavior the treatment team expects of him, of the kinds of misbehavior the team will not accept, and of the positive and negative reinforcements considered appropriate to each.

Various methods are employed in the treatment programs. Each patient attends group therapy sessions. Many work at a job within the institution, and a course of general education is offered. Some private tutoring is also done, and all patients attend classes in social skills, which teach those skills needed for everyday life such as money management, map reading, sex education, and communications. Increasing emphasis is being placed on the development of community-type interaction with the families of patients and with other interested members of the community.

PHASED RELEASE INTO THE COMMUNITY

Individuals serving terms of sentence in correctional institutions are, with but few exceptions, moving day by day toward their release. Inmates who have been separated from society for a period of time cannot suddenly be tossed out of institutions and expected, without assistance, to reintegrate themselves successfully into the respectable community. It is the policy of the Division of Correctional Institutions that as an inmate nears the parole or discharge which will return him to the free community, he must be readied for community life. Periods of community contact and opportunities to begin to assume the responsibilities of independence are necessary. An inmate must also be encouraged to make essential preparations for his move into the community, such as residence and employment arrangements. In order to complete the rehabilitative continuum, the Iowa corrections system has implemented a number of programs devised to aid the former offender in preparing for himself a position in the community in which he will have a chance to lead a respectable and responsible community life.

Pre-Release Programs

Work Release

According to the Division of Correctional Institutions, work release should precede final "field" release. The Iowa Work Release Law, enacted in 1967, enables correctional authorities to release individuals from custody for portions of the day so that they may attend vocational or academic school, receive on-the-job training, or make use of their acquired work skills in regular employment in the community. Participation in this program is an excellent step

toward social reintegration, since it is planned to lead to satisfactory employment following release. A challenging job in which a former offender can draw good wages and experience on-the-job success is, for many individuals, the key to success as a rehabilitated, responsible citizen.

Work release programs provide interaction with the community, facilitates the development of a responsible attitude, and allows residents to accumulate adequate finances for parole or discharge. Also important, correctional personnel have an opportunity to observe the releasee's performance in a controlled community setting. If family problems or employment problems develop for the releasee, he will be aided by competent professional staff members in meeting them. The work release period makes it possible, also, for the supervisory staff to make proper recommendations to the Parole Board as to the resident's readiness for parole.

During the work release period, which is usually about three months, participants are expected to function under certain basic rules. They must maintain suitable employment, returning to their security residences every night, and use their earnings to pay room and board. Work releasees are required to put at least 10 percent of each paycheck into savings, and most save twice that amount. Releasees must also abstain from alcohol and illegal drugs.

Furlough

Correctional authorities believe that furlough should be used in conjunction with work release. Iowa law allows selected individuals to leave custody on furlough for certain free-time hours with the expressed permission of correctional authorities. All

individuals on furlough must submit detailed activity schedules so that their whereabouts is known at all times, and escort by an employer or another responsible person may be required. Still, a furlough offers individuals relative freedom which they may use to renew ties with family and friends, to make residence and employment arrangements for release, and to become accustomed once more to social interaction and the community setting.

Pre-release programs of work release and furlough usually begin when an inmate approaching release is transferred from the Women's or Men's Reformatory or the Penitentiary to a reduced security facility. Responsibility for female transfers, and more and more for all transfers, will be assumed by the community treatment centers, which once again, will be best able to provide the services and personal attention required. Pre-releasees can most practically be reintegrated into the community from stepping stones within it, and brief residence in a community center is a good way for former offenders to begin. Forerunners of the community corrections facilities, two other minimum security facilities conduct major pre-release programs in Iowa. These are the Luster Heights Camp at Harper's Ferry and the Riverview Release Center near Newton.

Luster Heights Camp

The Luster Heights Camp is a minimum security facility which accepts referrals from both adult male correctional institutions. Constructed in 1960 primarily to provide conservation workers for the many parks, forests, fish hatcheries and wildlife areas which the Iowa Conservation Commission maintains in Northeast Iowa, its purpose has changed considerably in recent years. Residents continue to do conservation work, but programs of work release, education

and community involvement are now well established.

Camp residents, when judged ready by the staff, usually advance from the conservation work to work release. This program enables an easier transition to parole, for it allows the offender to earn and save money, and, under the supervision of the professional Luster Heights staff, to interact with the community.

Residents of the camp are encouraged by the staff to take advantage of the educational opportunities available near Luster Heights. Area I Community College at Calmar offers courses in vocational training, and a number of camp residents have completed nine-month technical training courses. Several residents are enrolled in night school classes at Waukon or Monona high schools, working to complete unfinished high school educations.

The community involvement programs at Luster Heights are planned to allow residents meaningful interaction with the surrounding communities. Residents may attend church, go shopping, and play sports in the leagues of surrounding towns. Further client-community involvement is on a resident-to-family basis. Families are encouraged to invite inmates from the camp into their homes for an afternoon or evening. Many Luster Heights residents have no family ties and little family experience, so that this visiting program may be of particular value, giving them a chance to view and participate in normal family interaction.

Luster Heights residents formulate the regulations that govern their lives at the camp. If a rule violation occurs, a board consisting of two correctional officers and two elected residents hears the facts and decides upon an appropriate penalty. This semi-self-government is intended to imbue residents with more responsible

attitudes toward their own lives and the lives of others.

In the past two years, the Luster Heights Camp has initiated a new program, accepting first-time offenders from the Men's Reformatory. A small number of men who have been sentenced to Anamosa are selected within two weeks of their arrival at the Reformatory for transfer to Luster Heights. The program allows rehabilitation of first-offenders not considered dangerous to the community who could be best served without institutional confinement.

Riverview Release Center

The Riverview Release Center, in operation since 1965 under the State Department of Social Services, is the facility to which a large number of Iowa's male inmates are transferred as a first step toward re-entry into the community. The residents of the release center are received in one of four statuses: those who have been approved for parole at the institution, those who have been approved for work release before leaving the institution, those of pre-parole or pre-work release status, and recommitments, who have been returned to Riverview from parole or work release for further counseling and possibly relocation. At Riverview, most residents are prepared or re-counseled for work release, parole or discharge.

The staffs of the Penitentiary, the Men's Reformatory, and the Security Medical Facility responsible for screening men for transfer to Riverview also make recommendations to the Riverview staff concerning planning and programming for each individual. When a man arrives at Riverview, he is assigned to a counselor with whom he will work closely in his pre-release program. He is also assigned to a work crew, and specific tasks become his daily responsibility.

Good work habits and good behavior are considered important determinates of a resident's readiness for returning to the community.

Some men already approved for parole are sent to Riverview for a short time in order that they may take part in a week-long orientation program. During the program, a participant becomes acquainted with the parole officer who will supervise him in the community. In most cases, parolees have made employment and housing plans before they arrive at the pre-release center.

The Riverview staff has channeled much energy into the expansion of the work release program now an essential part of Iowa's correctional continuum. Before a client can obtain work release status, he must be recommended for it by his treatment team at Riverview. The treatment team consists of the client's counselor, his work supervisor, and one of the correctional officers. The team confers with the client once a week on his progress and any problems he may be having. If he is recommended for work release, the State Work Release Board must make the decision to approve work release. The resident, once approved for work release, may take a furlough to look for employment in one of the six major areas where the work release program is in operation. Most work releasees locate in Des Moines, Waterloo, Cedar Rapids, or Council Bluffs where there are halfway houses. A small number choose to stay at Riverview and work in Newton or to base themselves at the Luster Heights Camp and work in a community nearby.

A cohesiveness of thought and direction between staff and residents at Riverview is possible because the residents have a representative voice in every aspect of their treatment. An advisory committee, consisting of residents elected by other residents, acts

as a go-between for staff and residents, and as a pressure group for maintaining good behavior. This committee meets weekly with the Treatment Director to discuss problems and to make recommendations for policy changes. Two of the four members of the Riverview Disciplinary Committee are also residents, who have an equal voice in the disciplinary action taken against fellow residents for infractions of the rules.

Both the Loan Committee, which handles the loan fund, and the Recreation Committee, which controls funds for recreational equipment, also consists of elected residents. The Loan fund is used to extend loans to residents beginning work release, who sign a contract to repay the loan after employment is secured. The two committees organize men to work at outside money-raising activities, such as paper drives and car washes, to build these funds.

Since there are no cells, bars or high walls at Riverview or Luster Heights, these facilities introduce new residents to a climate of relative freedom. In this climate, an individual is encouraged to assume responsibility for his future by working to complete his rehabilitative program plans. If he chooses to do so, he may be well on the way to a responsible new life in the community.

CONCLUSION

The rehabilitative purpose thus runs the full length of Iowa's systemized continuum of correctional services. As the Iowa corrections system works to reach its rehabilitative goals, it works to fulfill its responsibility to the criminal justice system's central objective, the reduction of crime.

Iowa can be proud of its correctional system, but it is a system

which cannot succeed alone on the efforts of even the most dedicated corrections professionals. The genuine concern and involvement of Iowa's people is essential to the success of the system. Iowa's people must themselves be "community resources" for the rehabilitative effort. Volunteer Iowans are needed to offer former offenders friendship and guidance through their treatment programs. Even more important, Iowa's communities must be ready to accept offenders back into the community. A former offender may return to the community with an improved attitude, a realistic self-image, a new vocational skill, and a sincere desire to succeed as a responsible citizen, but unless he is accepted into the community and given a chance to prove himself, he is likely to meet with failure. The employers of Iowa's communities must be willing to give former offenders a chance at the jobs they need to support themselves and their families. And the people of Iowa's communities must understand the concept of rehabilitation, and give former offenders a chance to earn respect and to build for themselves new lives.

This report focuses upon the efforts of various individuals and organizations in the field of mental health. The primary concern is the need for a more coordinated and comprehensive approach to the care of the mentally ill. It is essential to the success of the system that the various agencies and individuals be brought together in a more effective manner. The report also discusses the importance of research and the need for a more systematic approach to the collection and analysis of data. The report concludes with a number of recommendations for the improvement of the mental health system.

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