

COMMUNITY CORRECTIONS IN IOWA:
Preliminary Findings

Executive Summary

Based upon analytic study of participants in community corrections programs in Iowa during 1974, financed by the Iowa Crime Commission via grant # 702-73-00-0470-43-01

Department of Social Services
Division of Management and Planning
Correctional Evaluation Unit

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INTRODUCTION

Can selected criminal offenders--who traditionally would be held in jail or prison--be released to the community without endangering it?

Which offenders are, in fact, selected into Iowa's community corrections projects, how do they perform within those projects, and what effect do the projects have upon offenders?

As the number of community corrections projects grows, offering alternatives to traditional ways of treating defendants or convicts--and as the courts become less willing to imprison people for whom such alternatives are available--it becomes imperative to seek answers to these questions.

Research elsewhere has produced only very general suggestions about the effectiveness of community corrections. Nevertheless, legislators and government officials are under increasing pressure, from both sides of the controversy, to make fundamental decisions on the future of community corrections in Iowa. The Correctional Evaluation Unit, which became fully operational in 1975, has processed data from a 1974 study as rapidly as possible in hope of contributing timely information. The detailed report is still in preparation, but it is possible to offer an early summary now.

The study gathered data on more than 9,000 persons throughout the state. Pretrial program data encompasses information from the 1st (Waterloo), 5th (Des Moines), 6th (Cedar Rapids), and 7th (Davenport) judicial districts. Data on post conviction programs is inclusive of all eight judicial districts. The following list shows the community programs or traditional conditions in which we collected data, the distinctive features of each community program, and the kind of data collected in each.

Pre-Trial, Traditional Conditions

Bail and Jail: (Most of those who bail out or await trial in jail are first interviewed for PTR or PTS but rejected.): Data on defendant profiles and criminal justice outcome.

Pre-Trial, New Community Programs

Pre-Trial Release (PTR): Shortly after arrest, defendants in participating jurisdictions are interviewed by Court Services to see whether their release would be dangerous to the community and whether they have sufficient "community ties" to be likely to show up for trial. A rating scale is used, and defendants who garner at least 5 points usually are released without supervision by a judge, without having to put up bail money, after recommendation by Court Services: Data on defendant profiles and criminal justice outcome.

Pre-Trial Release With Services (PTS): Defendants who do not receive 5 points, but who are considered "good risks" for release under supervision, may be recommended for placement in PTS. They are released without putting up bail money, but they are seen often by a counselor and remain free only upon good behavior: Data on defendant profiles, services and progress in the program, and criminal justice outcome.

Post-Conviction, Traditional Community Programs

Probation and Parole: Data on defendant profiles, services and progress in the program, and criminal justice outcome.

Post-Conviction, New Community Program

Residential Corrections: Two special facilities in Des Moines, one each for men and women, receive selected convicted offenders. Offenders live at the facility but usually work outside. Counselors are on hand 24 hours a day: Data on defendant profiles, services and progress in the program, and criminal justice outcome.

~~The complete report will describe the study process in detail and outline plans for future evaluations. Readers should recognize that the findings do not offer definitive, final answers. Rather,~~ the findings take the form of suggestions or probability statements to be considered along with other relevant information. While the findings are more or less consistent with those of earlier studies on the 5th Judicial District, and with research done outside Iowa, results from more extended research probably will force later revisions in the picture presented here.

BASIC FINDINGS

A selection of the most important results from the study is presented here. Since the 5th Judicial District (which includes Des Moines) has the majority of the subjects studied and has been evaluated separately in the past, the data for pre-trial conditions are broken down between "S" or "state", which includes the 5th District, and the 5th District only.

A. Community Safety

1. Status At Time Of Arrest: There is more than one perspective from which to view the community safety and rearrest aspects of corrections. First, one can ask how many people are in some phase of the criminal justice system already at the time of a new arrest.

Status at Time of Arrest	All		PTR		Bail		PTS		Jail	
	S	5th	S	5th	S	5th	S	5th	S	5th
N=	3817	2505	2241	1565	419	241	496	271	582	392
% Not in justice system	87.6	87.8	93.9	94.0	86.4	87.1	84.1	81.2	68.5	67.9
% Wanted for crime	1.4	2.1	1.7	2.4	1.0	1.3	1.0	1.8	1.5	1.8
% Awaiting trial	4.6	4.4	2.0	1.9	6.4	6.6	7.7	10.0	10.7	9.7
% Serving earlier sentence	5.4	4.7	2.0	1.3	4.8	4.2	5.6	5.5	16.7	17.6
% Other	1.0	1.0	0.4	0.4	1.4	0.8	1.6	1.5	2.6	3.0

Persons placed in Jail were more likely to have been in the justice system at the time of arrest than those in PTS or Bail,^{HS} who in turn were more likely to be in the justice system already than those in PTR.^{HS*}

*The superscript HS means that the difference just reported is highly significant statistically (p=.01 or less). The superscript S means that the difference just reported is significant statistically (p=.05 to .01).

2. New Arrests During Program: This table shows those defendants who were arrested at least once during the pre-trial release or correctional program occasioned by an earlier arrest.

New Arrests During Program	All		PTR		Bail		PTS	
	S	5th	S	5th	S	5th	S	5th
N=	3004	1966	1697	1163	296	174	526	325
% Not Arrested	96.1	95.7	97.9	97.5	94.9	95.4	87.8	86.2
% Arrested	3.9	4.3	2.1	2.5	5.1	4.6	12.2	13.8

Five defendants who were recorded initially as being in Jail later bonded out and apparently committed new crime(s) while on bond. The table shows these defendants as having new arrests while on bond, although elsewhere in this report, they appear under the heading Jail.

New Arrests During Program	Probation		Parole	Ft. DM
	All	5DCS		
N=	1504	432	374	178
% Not Arrested	80.0	76.8	68.2	89.9
% Arrested	20.0	23.2	31.8	10.1

For both the state and 5th District, those in PTS were more likely to be re-arrested than those in PTR^{HS} or Bail.^{HS} For the state, those on bail were more likely to be rearrested than those in PTR.^{HS} For the state, parolees were more likely to be re-arrested than those on Probation,^{HS} and the latter were more likely to be re-arrested than those at Fort Des Moines.^{HS} Composite figures show that a higher proportion of those in post-conviction programs were arrested again than those in pre-trial programs.^{HS}

Whether a person is recorded as committing new offenses during or after a correctional program depends upon the complex interplay of at least five factors: the individual himself, life circumstances not fully under his control, the effect of the correctional program (which can be either positive or negative), the thoroughness of police enforcement, and the amount of time from release to new arrest. If it is recognized that the study could not analyze any of these factors deeply,

then it is obvious that these data on new arrests offer only tentative suggestions about the possible effects of different programs.

3. Appearance In Court

	All		PTR		Bail		PTS		Jail	
	S	5th	S	5th	S	5th	S	5th	S	5th
N=	2977	1947	1686	1153	293	172	524	324	413	276
% Appeared	97.0	97.7	97.8	98.4	89.8	93.0	97.5	97.2	98.3	98.9
% Failed to appear	3.0	2.3	2.2	1.6	10.2	7.0	2.5	2.8	1.7	1.1

For the state, defendants released on Bail were less likely to keep dates in court than those in the other three conditions.^{HS} In the 5th District, defendants on Bail were less likely to appear than those in PTR,^{HS} Jail,^{HS} or PTS.^S Note that the data show only the proportion of defendants who missed one or more court dates, not the proportion of appearances missed.

B. Other Program Outcomes (Type of Termination)

1. "Program Outcomes," PTS

	S	5th
N=	526	325
% Participated in total program	70.9	65.2
% Participated but refused some services	13.5	15.7
% Returned to jail	10.1	11.1
% Absconded	1.3	3.1
% Other	4.2	4.9

2. Type Release or Transfer After Conviction: Offenders at Fort Des Moines are less likely to serve out their sentences than those on Parole or Probation,^{HS} even though there are fewer arrests among those at Fort Des Moines. The explanation lies in these facts: (a) Those at Fort Des Moines are observed more closely and can be returned to incarceration quickly if their behavior seem premonitory of new trouble; and (b) on the other hand, those who do well often are transferred to Probation to complete their sentences.

Type of Release or Transfer	Probation		Parole	Ft. DM
	All	5-DCS		
N=	1499	425	374	178
Favorable	(69.2)	(76.0)	(64.4)	(65.7)
% Found not guilty/charge dismissed	5.4	2.6	0.3	2.3
% Discharged-full sentence served	34.9	34.1	26.2	14.6
% Discharged-early termination	28.9	39.3	37.4	12.9
% Favorable transfer	---	---	0.5	35.9
Unfavorable	(14.0)	(16.0)	(23.3)	(29.2)
% Transfer to prison	8.7	9.9	18.4	5.6
% Transfer to jail	2.4	3.5	---	16.3
% Other unfavorable transfer	1.2	2.6	0.3	0.6
% Absconcion/Escape	1.7	---	4.6	6.7
Neutral	(16.8)	(8.0)	(12.3)	(5.1)
% Death	0.9	0.9	1.3	---
% Neutral transfer	14.5	5.4	9.9	2.3
% Other	1.4	1.7	1.1	2.8

C. Changes In Client Profiles (Social Effectiveness)

Net Change in Profile	Probation		Parole	Ft. DM
	All	5DCS		
N=	1504	432	374	178
Occupational Level	12.9	14.4	14.7	11.2
Employment Status	6.8	1.2	-10.2	29.2
Marital Status	4.5	1.9	12.0	3.4
Living Arrangements	2.7	0.9	10.4	-2.8

A comparison of post-conviction programs showed that parolees changed toward living with spouse and/or children at a greater net rate than probationers,^{HS} who, in turn, changed in this direction more than Fort Des Moines residents.^S

Probably the only true long-range change in employment conditions occurred with those at Fort Des Moines.^{HS} The apparent large decrease in employment among parolees probably reflects the need for employment as a condition of Parole and the impermanence of many jobs promised potential parolees.

As to marital status, parolees tended to move toward marriage at a greater net rate than those on Probation or at Fort Des Moines.^{HS}

One can debate whether changes of this nature are always "positive" or whether it would be legitimate for a corrections project to set goals related to living

arrangements and marital status. However, these variables do at least indicate some movement relative to "community ties".

D. Services Delivered (Resource Utilization)

This table shows, where possible, the apparent need for a particular rehabilitative service, the proportion of clients who actually received one or more services in a category, and the proportion of services provided by existing organizations in the community rather than by project staff.

Type of Service	PTS		Probation		Parole	Ft. DM
	S	5th	All	5DCS		
N=	526	325	1504	432	374	178
Employment						
% Offenders who need	59.4	60.1	41.3	39.1	26.1	63.8
% Offenders who receive	28.9	32.3	34.8	47.2	46.5	73.0
% Services from community	11.6	7.4	41.2	22.5	45.8	80.9
Education						
% Offenders who need	46.1	47.0	43.1	37.0	44.1	53.9
% Offenders who receive	14.1	13.2	13.6	21.8	10.9	36.9
% Services from community	24.8	35.4	75.7	76.3	81.3	96.3
Psychological/Psychiatric						
% Receiving	26.6	32.0	9.7	17.9	13.1	56.7
% Services from community	13.2	12.1	66.3	72.1	46.6	94.1
Alcohol						
% Offenders who need	19.3	15.6	27.4	15.4	30.6	21.0
% Offenders who receive	14.4	13.5	3.6	10.5	17.3	4.3
% Services from community	38.5	71.9	82.1	52.9	58.2	71.4
Other Drugs						
% Offenders receiving	5.3	2.8	19.3	13.5	9.4	0.7
% Services from community	24.4	61.5	47.4	19.6	46.0	100.0

E. New Arrests After Program (Correctional Effectiveness)

New Arrests After Program	Probation		Parole	Ft. DM
	All	5DCS		
N=	1504	432	374	178
% Not Arrested	93.0	90.7	92.8	80.3
% Arrested	7.0	9.3	7.2	19.7

Section A reported on new arrests during the course of offenders' pre-trial or corrections programs. Our study also identified new arrests for offenders who had completed a correctional program after conviction. Section A mentioned five factors which affect the number of new arrests both during a program and afterward. Each of these factors must be analyzed when attempting to assess the relative effectiveness of Probation, Parole, and Fort Des Moines.

The above table shows that residents of Fort Des Moines were arrested more often than those in Probation or Parole.^{HS}

F. Financial Factors

This table gives a variety of financial information, where applicable and available, for most of Iowa's corrections programs. The Concluding Observations section offers suggestions on the degree to which these figures can be used for direct comparisons between programs.

Program cost figures with the superscript "E" reflect actual expenditures for calendar 1974; those with the superscript "B" reflect the extrapolation of planned budgets to calendar 1974. None of these figures reflect either capital expenditures or overhead for state administration. The final report will include detailed explanations on the preparation of this table.

Financial Factors	Ratio, Staff: Offenders	Est. Cost Per Day	Mean Time in Program (Months)	Est. Cost Per Term	Total Program Budget
State Penitentiary, Fort Madison	1:2	\$21.37	27.8 22	\$17,823 \$14,297	\$4,485,992 ^B
Men's Reformatory, Anamosa	1:2.4	\$15.25	18.7 22	\$ 8,555 \$10,065	\$3,336,144 ^B
Women's Reformatory, Rockwell City	1:1.6	\$25.41	13.8 6.8	\$10,520 \$ 5,184	\$ 559,816 ^B
Security Medical Facility, Oakdale	1:1.5	\$52.98	3.5	\$ 5,637	\$1,780,445 ^B
Riverview Release Center, Newton	1:2.9	\$13.71	4 0.5	\$ 1,645 \$ 206	\$ 725,113 ^B
State Probation	1:32	\$ 1.21	16.1 7.9	\$ 593 \$ 285	\$ 787,271 ^B
State Parole		\$ 1.23	15.4 10.7	\$ 577 \$ 394	
Pre-trial Screening, 5th District	—	—	Closed Cases: 2.2	All Cases: \$ 25.40	\$ 86,771 ^E
Pre-trial Services, 5th District	1:9.6	\$ 3.24	Closed Cases: 3.2	Closed Cases: \$ 333	\$ 125,459 ^E
Court Services Probation, 5th District	—	\$.90	11.7	\$ 316	\$ 194,614 ^E
Men's Residential Corrections Fort Des Moines	1:2	\$22.09	6.4	\$4,298	\$ 412,067 ^E
Women's Residential Corrections - Des Moines	—	\$45.35	2.8	\$3,896	\$ 131,966 ^E
Polk County Jail	—	\$10.39	42.4 19.6 Days	— — \$ 144	\$ 367,482 ^E

Key To Vertical Subdivisions	Program(s)	Top	Bottom
	Ft. Madison, Anamosa Rockwell City	Subsequently assigned to parole	Completed full sentence
Riverview Release Center	On work release	Transition to Parole	
State Probation/ Parole	Discharged/ Neutral transf.	Absconded/ term revoked	
Polk County Jail	Awaiting trial	Serving Sentence	

Mean Time In Program for Pre-Trial Screening: For those clients who were interviewed and released to PTR in 1974, and adjudicated during the period of data collection, the time spent "in" PTR as measured from date of release to date of sentencing.

Estimated Costs Per Term for Pre-Trial Screening: Instead of costs per "term", we show costs for the screening of each defendant.

Estimated Costs Per Day: Generally obtained by dividing expenditures, or budget, by total number of days in program for all offenders during calendar 1974.

Mean Time In Program: For the first 7 programs listed--Based upon figures provided by Bureau of Adult Corrections. For the remaining programs--Obtained by dividing total client days for cases closed during the data collection period by the number of such cases. Cases that were opened in 1972 or 1973, or closed early in 1975, are included.

D. Selection of Offenders

The success or failure of the programs described here depends to a substantial degree upon the kind of people who are selected into them. One of the most important and reliable sets of findings from this study is represented in the following table, where defendants and offenders are sorted among the various programs by personal characteristics and backgrounds.

The table shows only statistically significant relationships. The omission of a variable means that variable does not differentiate among the various programs. The "composite" columns compare between pre-trial and post-conviction programs combined. All other columns show comparisons only between other pre-trial or other post-conviction programs.

EXAMPLE: In the "Marital Status: married" row, PTR---Bail, PTS---Jail means that those in PTR were significantly more likely to be married than those in either Bail or PTS;

those in Bail or PTS were significantly more likely to be married than persons in Jail.

Before trial, those assigned to PTR usually have the least criminal history and the best socioeconomic situation, with those in Jail being at the opposite end of the spectrum. After conviction, those placed on Probation usually have the least criminal history and the best socioeconomic situations. The corrections programs studied seem to have little or no effect upon the relative rankings of the samples on the outcomes studies here. If anything, the gap between those who are in the best position when arrested or convicted, and those in the worst position, grows even wider during the course of their corrections programs.

CLIENT CHARACTERISTIC	PRE-TRIAL: STATE	PRE-TRIAL 5TH	POST-CONVICTION
Sex: males	Bail) PTS)----) PTR Jail)	Bail) PTS)----) PTR Jail)	FDM--)Par--)Prob
Ethnicity: whites	PTR) Bail)----) PTS Jail)	Bail--PTR--Jail--PTS	Prob--)(Par FDM
Formal Schooling: 12 years or more	Bail) PTR)----) PTS Jail)	PTR) Bail)----) PTS Jail)	Prob--)FDM--)Par
Marital Status: married	PTR--) PTS Bail)--Jail	PTR--) PTS Bail)--Jail	Par--)Prob--)FDM
Living arrangements: with spouse and/or children	PTR--) PTS Bail)--Jail	PTR--) PTS Bail)--Jail	Prob--)Par--)FDM
Legal Dependents: 1 or more	PTR--) PTS Bail)--Jail	PTR----)Jail	Par) Prob)----) FDM
Primary Income Source: his/her own job	PTR--)Bail--) PTS Jail)	PTR----) {Bail Jail PTS	Par--)Prob--)FDM
Occupational Level: not unskilled or semi-skilled	PTR--)Bail--) PTS Jail)	PTR----) (PTS Jail	Par--)Prob--)FDM

CLIENT CHARACTERISTIC	PRE-TRIAL: STATE	PRE-TRIAL 5TH	POST-CONVICTION
Alcohol abuse: no abuse of	PTR--)(PTS (--Bail Jail	PTR--) PTS (--Bail Jail	FDM----)(Prob Par
Prior Arrests: none	PTR--) Bail)--Jail PTS	PTR--)Bail--)(PTS Jail	Prob----)(Par FDM
Prior Adult Convictions: none	PTR--) Bail)--Jail PTS	PTR--)Bail)--Jail PTS	Prob--)FDM--)Par
Prior Jail Terms: none	PTR--) PTS)--Jail Bail	PTR----) Bail Jail	Prob--)FDM--)Par
Prior Prison Terms: none	PTR--Bail--PTS-Jail	PTR--)Bail--)PTS Jail	Prob--)FDM--)Par
Prior Probation Terms: none	PTR--) Bail)--Jail PTS	PTR--)Bail)--Jail PTS	Prob----) Par FDM
Precipitating Crimes: misdemeanors	PTR)--)PTS Bail)--)Jail	PTR)--Jail--PTS Bail	Prob)--)Par FDM
Precipitating Crimes: not against persons/ property	PTR)--)PTS Bail)--)Jail	PTR)--) PTS Bail)--)Jail	Prob)--)Par FDM

CONCLUDING OBSERVATIONS

The route to correctional policy passes through a thicket of ethical, legal, and political dilemmas which were beyond the scope of this study. We will not presume to offer a final, scientific conclusion on whether community corrections efforts should be expanded at the expense of institutional efforts or vice versa. Instead, only a limited preliminary observation is warranted by the material to be presented in our final report.

- Those in community corrections do not appear to commit a grossly larger number of new offenses, before trial or upon release, than those who were in traditional programs. Whether this is so because different people are selected into different programs, or because the programs are effective, is not clear.

- The operational viability of the types of programs covered here is reasonably well established. While managing a community program for offenders presents problems different from those in a Sunday school, the incidence of escapes, transfers to jail, revocations, or etc. have not risen to a level which would require discarding the community corrections theory.

- Community corrections offers the prospect of preventing the financial and family dislocation, or emotional destruction, resulting from the incarceration of selected defendants or convicts. . . and providing needed supervision and rehabilitation services for a greater number of selected offenders . . . at much lower costs . . . than is true of the traditional alternatives of bail, jail, or imprisonment, for the same selected offenders.

A close review of the final report will permit the reader to flesh out these observations with specific information relative to each point.

New Arrest During Program

The table on New Arrest during the program shows that PTS defendants in the 5th District were more likely to be arrested again than those on PTR or Bail. This finding is similar to that of the 1973 evaluation by NCCD. The NCCD report states, "clients of the PTS project committed significantly more offenses than persons released through the PTR project or bail releasees." In addition, the 1972 evaluation by NCCD states that, "PTR individuals committed new offenses at a significantly lower rate than those persons who were released on bail." Data also shows that as the difference in new arrest between PTR individuals and Bail individuals have in the last two evaluations come to delineate no significant difference and PTS individuals have continued to exhibit higher new arrest rates than both PTR & Bail, the percentage of new arrest for each of the programs has dropped from year to year. The percentage of PTR individuals rearrested in 1974 is 2.5% compared to 7.9% in 1973 and 6.26% in 1972. For PTS individuals 13.8% were rearrested in 1974 compared to 16.8 in 1973. For bail releasees 4.6% were rearrested in 1974 compared to 8.8% in 1973 and 10.83% in 1972. It is interesting to note that as new arrest rates dropped there was a significant increase in the total number of people entering PTR and PTS as there was reduction in the number of bail releasees.

Post-conviction data on new arrests show that parolees were more likely to be rearrested than those on probation,^{HS} and the latter were more likely to be rearrested than those in Fort Des Moines.^{HS} This finding is suggestive of the relationship of the structured environment of Fort Des Moines to new arrest committence compared to the less structured environment of probation and parole. As our data indicate, the table on type of termination shows favorable transfers of 35.9% for Fort Des Moines clients. Additional analysis is being done to determine if the individuals transferred from Fort Des Moines are contributing

to a large degree to the rearrest rate of the remaining post-conviction programs. These findings will be included in the final report. In addition, we were not able to account for the difference in new arrest between probation and parole for this summary for many factors such as operational philosophy, program services, institutionalization vs. non-institutionalization and others, are all influences.

As we consider the 1973 findings on probation and Fort Des Moines in the 5th District, Department of Court Services Program, we find that 31.5% of the probationers were rearrested in 1973 compared to 23.2% in 1974 during program assignment. It is interesting to note that there was an increase of 200 clients placed on probation in 1974. Also, Fort Des Moines shows that 13.8% of the individuals were rearrested in 1973 compared to 10.1% in 1974. There was a slight increase in the total population in 1974. This drop in new arrest may be relative to an increase in average lengths of terms to approximately 6 months as compared to 3 months in 1973.

Appearance In Court

The table on Appearance in Court for the four pre-trial conditions show that in the 5th District defendants on bail were less likely to appear than those in PTR,^{HS} Jail,^{HS} PTS.^S This finding is most interesting in comparison to the 1973 results. The NCCD reports that the rate for appearance for pre-trial release is significantly lower than both bail and pre-trial services. They also report that there is no significant difference found between pre-trial services and bail release groups, in terms of appearance rate. Thus our findings indicate a change where there was once a significant difference between PTR and Bail as well as PTS with no significant difference between the latter two, to no significant difference between PTR and PTS but with Bail^{HS} ultimately being the least likely group to appear for scheduled court dates.

The 1972 findings reported by NCCD state that "the difference between appearance rate among pre-trial releasees and bail releasees was marginally significant, indicating that persons released through the project were at least as likely and probably more likely than bail releasees to appear for their scheduled court appearance." Thus, over a three year span data is presented to the effect that all pre-trial releasees have been as likely or more than likely to appear for court dates than bail releasees.

In addition, the percentage of clients in PTR who fail to appear has remained fairly constant over the three year span, yet total populations have shown a gradual increase. Bail releasees who fail to appear for court have an increase from 3.2% to 7% with a reduced population from 435 to 294 to 172 over a period of three years. Perhaps this indicates not that people on bail are less likely to appear now but that the good risks are going into PTS or PTR and thus are removed from the sample of bailees. Additional analysis is being completed to determine the possibility of this occurring. PTS clients have shown a reduction in their failure to appear for court date from 5.2% in 1973 to 2.8% in 1974, as the total population has increased from 268 to 324 clients.

Type of Release or Transfer After Conviction

The table on type of Release or Transfer shows that offenders at Fort Des Moines are less likely to serve out their sentences than those in probation or parole. Yet, as we look at type of termination from the 1973 results, compared to those in the 1974 evaluation, we find that very slight differences exist relative to the total percentage of people favorably terminated, unfavorably terminated, and neutrally terminated. 75% of the probationers terminated in 1973 were classified as favorable. 1974 data show that 76% of the 5th District Department of Court Services probationers were favorably terminated. Also, 56.2% of the individuals at Ft. Des Moines received favorable terminations compared to 65.7% receiving favorable terminations in 1974.

Other differences from 1973 to 1974 evaluation results are found in specific categories. For example: 1973 results show that 26% of the Fort Des Moines population discharged after serving their full term. 1974 data show that 14.6% discharged after serving their full term. In addition, 3.4% of the 1973 Fort Des Moines population received early termination as 12.9% received early terminations in 1974. Although, it appears that more Fort Des Moines clients are receiving early terminations, there was an increase in average length of term compared to 1973. These same slight differences are also characteristic of data found on probation for 1973 and 1974. Finally, 9.5% of the individuals at Fort Des Moines were transferred to jail in 1973, as 16.3% were transferred to jail in 1974.

Changes In Client Profiles

The table on Type of Profile, which is an analysis of social effectiveness, shows a figure which is representative of the net gain relative to specific categories. Comparative analysis could not be conducted for 1973 and 1974 as each evaluation presented this information in differing styles.

Services Delivered (Resource Utilization)

The table on Type of Service which is indicative of resource utilization provides an indication of the basic need for particular types of services as well as the percentage of offenders who receive the need and to what extent projects are using available resources within the Community. It appears that for specific program areas the use of services by organizations outside of the project is high in the area of employment, education, psychological and psychiatric services, alcoholism and drugs for probation, parole and Fort Des Moines. Pre-trial release utilizes community services at a somewhat low rate for employment, psychological or psychiatric treatment in the 5th District. This finding is due possibly to the fact that the project employs the services of a full-time job developer as well as providing for their own psychological and psychiatric services through private contracts.

A comparison of the findings for the 5th District relative to types of services to the findings presented in the 1973 NCCD Report, is not possible here. The data presented in our evaluation differs from that presented in the 1973 evaluation. As we present data on the percentage of clients in need of services relative to those receiving services, the NCCD Report expresses data on number of services and number of outside resources utilized.

New Arrest After Program (Correctional Effectiveness)

The table on New Arrest After Program shows that individuals assigned to Fort Des Moines committed new offenses at a higher rate than those on probation and parole.^{HS} This finding is interesting relative to the table on new arrest during the program where Fort Des Moines clients were shown to be less likely to commit new offenses during program assignment as compared to probation and parole. Additional analysis is being completed consistent with the comments on new arrest during program assignment for individuals released from Fort Des Moines.

Previous evaluations (1973) indicate that probationers had a rearrest rate of 11.2% after program termination. It should be pointed out that the 1973 evaluation staff was not granted access to the statewide arrest records of the Bureau of Criminal Investigation.¹ As a result, new offenses which have been considered in the 1973 analysis include only those new offenses which were committed or alleged in Polk County, Iowa.² Nonetheless, data shows that 9.3% of the probationers assigned to the 5th District-DCS program were rearrested after program termination in 1974. This figure and those for parole and Fort Des Moines reflects an arrest anywhere in the state as a result of information

¹ 1973 NCCD Report p.56

² IBID

supplied by the Bureau of Criminal Investigation. It would be rather unreliable to compare the 1973 findings to the 1974 findings since one represents statewide arrest data and the other doesn't.

Of the 246 clients which were released by the Residential Corrections program prior to 1973, a total of 101 clients (41%) have been charged with new offenses subsequent to their release.¹ Also, 23 (19.8%) of the 116 clients who were terminated in 1973, were charged with new offenses. It is difficult to determine if these figures represent statewide arrest data similar to the aforementioned comments regarding probation. Nonetheless, 19.7% of the individuals terminated from Fort Des Moines were re-arrested. Again, we refrain from making any comparisons without knowledge on previous evaluation data collection methods.

It is important to note that in the case with both probation and Fort Des Moines in the 5th District project, populations increased and rearrest decreased.

Financial Factors

As review of the table on Financial Factors delineates different costs for different program approaches, the financial efficacy of each correctional process should involve a relationship between actual cost or investments and program outcomes or rate of return, and not simply a review of per day and per term costs alone. Thus, it is necessary to relate program costs to program outcomes as such outcomes are indicative of project successes and failures in reaching established goals and objectives. As we recognize this need, the evaluation design did not allow for such an analysis, yet, future evaluation efforts will provide analysis on this relationship. Therefore, any statements in terms of financial effectiveness would be somewhat misrepresentative of each and every program approach identified in the table.

¹ 1973 NCCD Report p.84

Cost data presented in this evaluation compared to that of the 1973 evaluation shows reduction in the area of cost per day and cost per term in each of the program conditions of the 5th Judicial District Court Services Program with the exception of the Fort Des Moines Program. We make this observation with some reservation as we were not able to determine whether the amount of time and effort spent with, on, or for a client increased or decreased. Amount of time with a client is highly influenced by fluctuations in number and percent of clients being served. Additional analyses to be incorporated in the final report will clarify this relationship.

There is an increase of 1.83 dollars per day and an increase from 3 months to 6 months per term in the Fort Des Moines project which have doubled that cost per term for the Men's Residential Treatment Facility. In addition, the table shows increases as well as decreases in the cost per day and cost per term for the state institutions as well as state probation and parole. There has been an increase in the cost per day at Ft. Madison and the estimated amount of time spent in the program as well as the cost per term in 1974 as compared to that of 1973. For Anamosa, there has been a reduction in the cost per day and the average time in the program as well as the cost per term. Rockwell City, experienced an increase in cost per day, the mean time in the program remained the same and there was a slight increase in the estimated cost per day, a reduction in the mean time spent in programs and a slight increase in the cost per term. Future analysis will focus in on potential influences which may account for changes in cost from one year to another.

Other Areas of Analysis

Review of the tables on new arrest during the program and type of profile indicate that parolees have the highest rearrest rates and a net loss in employment status while the exact opposite is the case for Fort Des Moines clients.

Another very interesting finding is found from review of the table on new arrest during the program and the table on new arrest after the program. In the former table parolees are more likely to be rearrested than Fort Des Moines clients.^{HS} In the latter table the exact opposite is the case. Additional analysis will focus in on the significance of these relationships as well as other variables and will be included in the final report. In addition, other socioeconomic characteristics will be analyzed relative to client outcomes for the final report also.

TENTATIVE CONTENTS, FINAL REPORT

The final report, for which a tentative table of contents is given below, will be available in the last quarter of fiscal 1975. Information on the availability of the report can be obtained from the Correctional Evaluation Unit, phone 281-5221.

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