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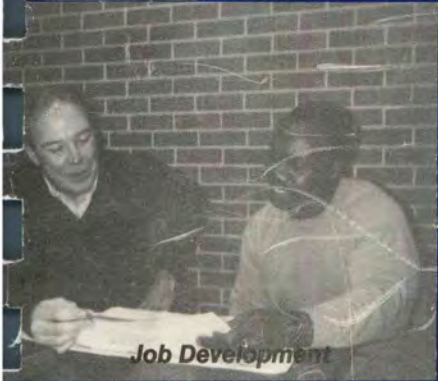
Textile Industries



Education



Expansion



Job Development



Electronic Monitoring



Health Services

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Farm Operations

LOOKING TOWARD THE FUTURE

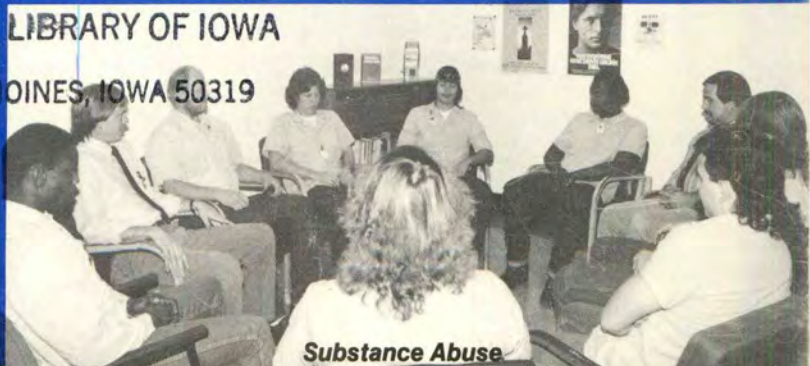
A Five Year Plan For The Corrections System In Iowa



OWI Program



Community Service



Substance Abuse

STATE LIBRARY OF IOWA
DES MOINES, IOWA 50319

Looking Toward The Future

A Five Year Plan

for

The Iowa Department of Corrections

FY 1991 — FY 1995



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December 1989

TABLE OF CONTENTS

	<u>Page</u>
FOREWORD	1
DEPARTMENTAL MISSION STATEMENT AND GOALS	2
INTRODUCTION: AN OVERVIEW OF IOWA'S CORRECTIONS SYSTEM . . .	3
Institutions	8
Community-based Corrections	21
LOOKING TOWARD THE FUTURE	23
DIVISION OF ADMINISTRATION	59
Goal #1 - Data Processing	63
Goal #2 - Educational/Vocational Programs	65
Goal #3 - Staff Training	68
DIVISION OF INSTITUTIONS	71
Goal #1 - Provision of Quality Oversight	
Designed Capacity	75
Capital Expansion	81
Goal #2 - Major Maintenance and Capitals	93
Goal #3 - Sex Offender Programs	102
Goal #4 - Substance Abuse Programs	104
Goal #5 - Centralized Inmate Record System	108
Goal #6 - Public Service Work	110
Goal #7 - Health Services	
Correctional Pharmacy Services	112
Inmate Health Services	114
Infirmary Level Care	118
Kidney Dialysis Program	120

TABLE OF CONTENTS

	<u>Page</u>
DIVISION OF COMMUNITY-BASED CORRECTIONS	123
Goal #1 - Crowding and Excessive Workloads	127
Goal #2 - Offender Education and Training	130
Goal #3 - Offenders With Special Needs	133
Goal #4 - Substance Abuse Program	136
Goal #5 - Sex Offender Programs	138
Goal #6 - Program Evaluation	140
DIVISION OF PRISON INDUSTRIES	143
Prison Industries	147
Farm Operations	150

FOREWORD

The Iowa Department of Corrections recognizes and believes that its efforts must progress with the times and look toward future opportunities to improve operational and programmatic efficiency and effectiveness. In this regard, the Department has developed and adopted the following Five Year Plan to facilitate the pursuit of common and significant goals and objectives which will provide for better oversight of Iowa's inmate/client population and thereby successfully serve the citizens of the state of Iowa.

It is the intent of the Department that the Plan be updated on an annual basis and that an annual report be issued to reflect progress made.

This Plan is a blueprint which charts the direction of the Department to realistically reflect its future role. It represents a blend of the efforts of each Division to insure a continuity of services.

MISSION STATEMENT

The mission of the Iowa Department of Corrections is to serve and protect the public through community-based supervision and incarceration of legally committed adult offenders by:

- Providing a healthy, safe, and secure environment for staff and offenders.
- Maximizing opportunity for offenders to learn more responsible behavior through quality programs so that their chance of becoming law abiding citizens is increased.
- Developing and maintaining professional staff, recognizing that every employee is important to the Department.
- Maintaining cost efficiency in the administration of the Department.

DEPARTMENTAL GOALS

Provide for public safety by efficient and effective programming and acquire adequate resources and staff.

Implement programs that provide opportunities for clients and inmates to address chemical dependency and substance abuse problems.

Develop, expand, and improve delivery systems for academic, vocational, and social growth to enhance community integration and economic self-sufficiency.

Develop employment opportunities for clients in the community as well as inmates in the institutions. Provide extended work opportunities in the community and expand work opportunities within the prison environment.

Establish pilot projects within community-based corrections to evaluate the effectiveness of diversion from prison programs.

Assure that each employee has the opportunity for personal and professional growth through training, education, and career development.

Provide necessary resources to maintain and/or expand physical facilities to insure a safe environment for inmates and staff.

Accomplishing the Department's mission and goals will mean protection of the public and maximizing opportunities for offenders to lead productive lives while minimizing the already heavy cost of crime to society.

INTRODUCTION:

AN OVERVIEW OF

IOWA'S CORRECTIONAL SYSTEM

INTRODUCTION: AN OVERVIEW OF IOWA'S CORRECTIONS SYSTEM

The Iowa Department of Corrections is responsible for the control and treatment of offenders committed under law to state penal institutions and community-based programs.

The governing policy board for the Department is the Board of Corrections. The Board consists of seven members who are appointed by the Governor and subject to senate confirmation. Board members serve staggered four-year terms.

The chief administrative officer for the Department of Corrections is the Director whose major responsibilities are to establish goals, provide direction for the Department, implement and monitor long-range planning and programs, and assure progress toward goals and compliance with policies.

The Iowa Department of Corrections consists of four divisions: the Division of Administration, the Division of Institutions, the Division of Community Services, and the Division of Prison Industries.

IOWA'S CORRECTIONAL INSTITUTIONS AND COMMUNITY-BASED FACILITIES

Institutions

Anamosa
Clarinda
Fort Madison
Mitchellville
Mount Pleasant
Newton
Oakdale
Rockwell City

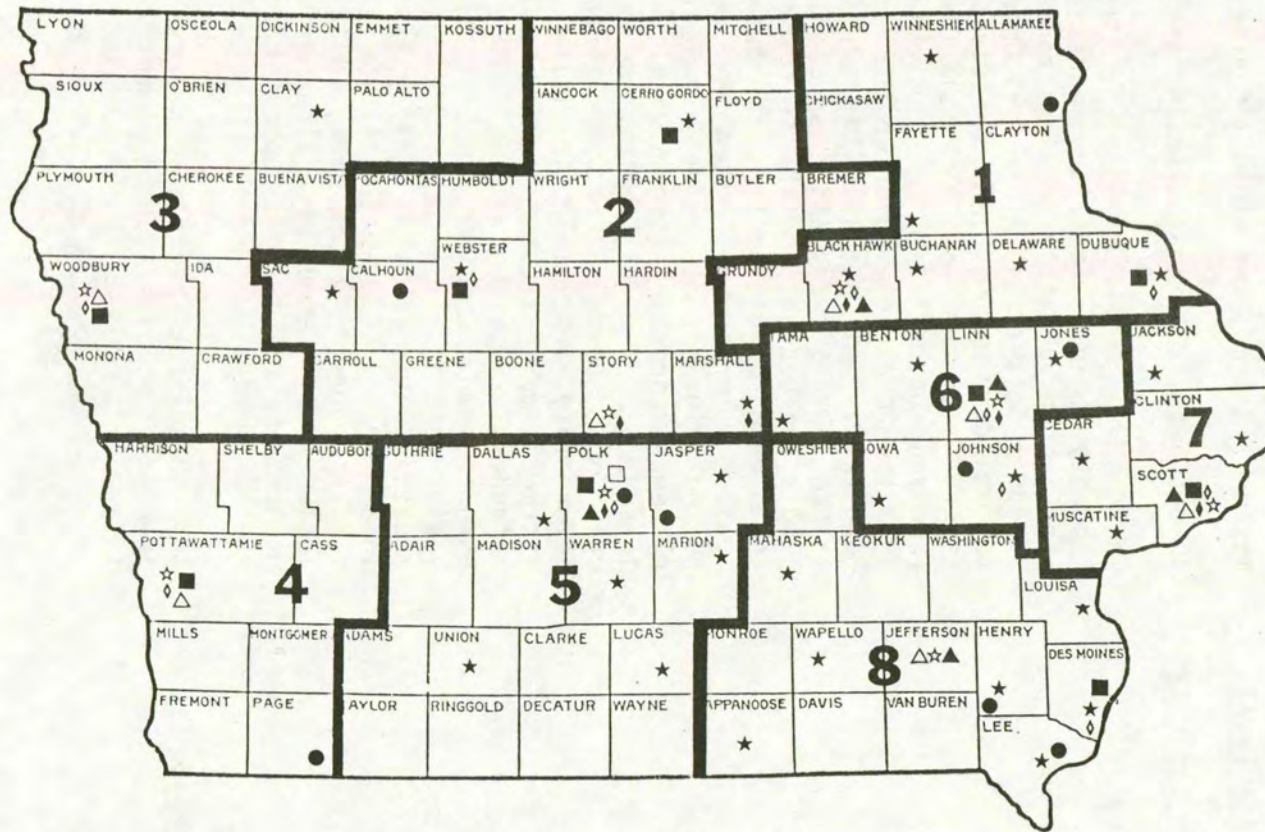
Residential/Work
Release Facilities

Ames
Burlington
Cedar Rapids (2)
Council Bluffs
Davenport (2)
Des Moines (2)
Dubuque
Fort Dodge
Iowa City
Marshalltown
Sioux City
Waterloo (2)

OVI Centers

Burlington
Cedar Rapids
Sioux City
Council Bluffs
Davenport
Des Moines
Dubuque
Fort Dodge
Mason City

Major Offices and Facilities of Iowa's Correctional System



- ☆ CBC Headquarters
- ★ CBC Branch Offices
- ◇ Residential Facilities
- ◆ Work Release Facilities
- OWI Programs
- Jail Inspection Unit
- ▲ Intensive Supv. Programs
- △ Sex Offender Programs
- Institutions

— denotes counties within their respective judicial districts

July, 1989

INSTITUTIONS

Iowa's correctional institutions differ in size and security level at their eight locations throughout the state. Institutional activities vary from intake/classification through maximum, medium, and minimum security levels to prerelease for both male and female offenders.

A variety of programs unique to each institution is offered. The following will summarize relevant information regarding each facility.

IOWA MEDICAL AND CLASSIFICATION CENTER

Location: Oakdale

Security Level: Maximum, Medium, and Minimum Custody

Design Capacity: 46 patients, 254 inmates (males and females)

History: The Oakdale facility opened in 1969 as the Iowa Security Medical Facility mandated to provide inpatient psychiatric services to Iowa's Division of Adult Corrections, the Iowa Court System, and to provide support to Iowa's Division of Mental Health Resources. In 1972 the Oakdale facility received accreditation as a psychiatric hospital from the Joint Commission on the Accreditation of Hospitals. The facility has consistently maintained JCAH accreditation since that time. In 1980 a ten-bed unit of the facility was converted to a Medical Holding Unit to house inmates from Iowa's Correctional System who were viewed as having significant medical problems requiring placement proximal to University Hospitals in Iowa City. In July 1982, the Medical Holding unit was closed, and a ten-bed special Women's Reformatory was opened to house and treat the system's most troublesome and violent female offenders. On January 1, 1982, the facility assumed administrative responsibility for supervision of the Division of Adult Corrections inpatient operation at University Hospitals in Iowa City. A 200-bed addition to the present facility opened September 1, 1984. The addition included a 90-bed reception center, a 90-bed general medium security population unit, and a 20-bed special management unit.

Programs: The three-week reception process for all new inmates includes accomplishment of essential intake activities. These include comprehensive

IOWA MEDICAL AND CLASSIFICATION CENTER

Programs: health screening and health services where indicated, basic orientation to Iowa's correctional system, completion of the assessment activities necessary for initial classification and institutional assignment of the inmate, and initiation of the Department's central inmate record for each new admission and storage of dead records.

At the conclusion of the reception program, inmates receive their initial classification and institutional assignment. Based on a variety of demographic and personal factors, including extensive psychological testing and assessment, the initial inmate classification determines each inmate's custody level and program needs and makes an institutional assignment deemed most appropriate for that individual. The Center's transportation section then completes transfer of the inmate to the assigned institution.

IOWA STATE PENITENTIARY

Location: Fort Madison
Security Level: Maximum, Medium, and Minimum Custody
Design Capacity: 780

History: The Iowa State Penitentiary at Fort Madison, Iowa, was established in 1839. The original ten acres of the Penitentiary were donated to the state by the citizens of Fort Madison for the purpose of founding the prison. The Penitentiary now covers about 50 acres, not counting the two prison farms. The prison was originally meant for those felons over the age of 30 but has evolved into the state's only maximum security facility housing the most violent offenders. The Penitentiary complex also consists of the John Bennett Center, a medium security facility, and two minimum security farms. Cell-house 17 of the prison is part of the original territorial prison built by prison labor in 1839. This makes ISP the oldest prison west of the Mississippi River.

Programs: The institution has developed programs of treatment and training based on sound penological practices

IOWA STATE PENITENTIARY

Programs:

and is reformative in character rather than punitive. The prison delivery system and services are directed toward returning inmates to society as useful and productive citizens with improved attitudes and motivations.

Recreational programming is planned with as much variety as possible to meet the wide range of needs and gives the institutionalized individual an opportunity to acquire skills, knowledge, and interest in recreational pursuits. The gym features a basketball court, an all-purpose exercise machine, and facilities for badminton, shuffleboard, foosball, and tabletop games. The outdoor yard provides a softball diamond, track, tennis courts, horseshoe pits, and football field. Intramural competition is available for softball, basketball, football, and weight lifting.

The educational program focuses on the General Educational Development (GED) program but also has trade programs available. This program is operated by contract through Southeastern Community College of Burlington.

The Industry program, through the Iowa Prison Industries Division of the Department of Corrections, provides inmates with constructive jobs and gives them a chance to learn a marketable skill and work ethics for the future.

The Fort Madison facility also offers a variety of other job opportunities. For example, in a cooperative effort with the Iowa Department of Natural Resources, inmates are trained to maintain a tree farm near the facility. Additionally, selected inmates are given the opportunity to exercise their skills by assisting in a major community service project, the reconstruction of the old Fort Madison historical site. Also, inmates are responsible for the operation of two farms adjacent to the institution.

IOWA MEN'S REFORMATORY

Location: Anamosa

Security Level: Maximum, Medium, Minimum Custody (Anamosa)
Minimum (Luster Heights)

Design Capacity: 911

History: On June 4, 1872, a Board of Commissioners met at Anamosa to select a site within the corporate limits of the city. Fifteen acres were donated by the citizens of Anamosa to the state of Iowa. Also donated were 61 acres of good pastureland close to the area. Three nearby quarries were sufficient for all state demands for high quality limestone for public buildings.

Work commenced on September 28, 1872. On May 13, 1873, 20 inmates were transferred to the Anamosa branch of the Fort Madison Penitentiary. About 12 acres had been enclosed with a board fence 16 feet high. The whole structure could accommodate 60 inmates.

In 1886 a building for the criminally insane was completed with separate areas for insane inmates and female inmates. The female inmate population initially consisted of one Iowan and several female offenders from out of state. During its early years of operation, due to the limited number of Iowa females (15) incarcerated, it was converted to a male only facility.

Major facility development ceased in 1936. Today the institution's rated capacity is 840 male felons with facilities for an additional 71 men in minimum custody at the Luster Heights Honor Camp near Harpers Ferry, Iowa.

Programs: Educational programs are provided by Kirkwood Community College of Cedar Rapids through a contractual agreement. Staff and curriculum are under the supervision of the community-based college which allows for a progressive program. The program offers a wide range of academic classes in four phases including adult basic education, high school equivalence preparation, high school level, and the college program. A highly individualized program of instruction is utilized. Computers are used by teachers to provide individualized pro-

IOWA MEN'S REFORMATORY

Programs:

grams for students. Instructors have the latest audio-visual equipment. Vocational programs include auto body and fender repair, janitorial services, welding, and computer programming.

Iowa State Industries is a nonprofit, self-supporting operation within the Reformatory walls which employs about 100 inmates. Normal working conditions are simulated as much as possible. On-the-job training and work skills are provided with hourly pay in these shops: metal furniture, metal stamping, sign fabrication, graphic arts, housekeeping/laundry supplies, tire recapping, and custom woodshop.

The Iowa Men's Reformatory, in a cooperative effort with the Iowa Department of Natural Resources, provides work/training opportunities for inmates at the Luster Heights Work Camp, i.e., working at the sawmill, maintaining trails and campgrounds, supplying wood to the campgrounds, planting trees, etc. Also, inmates are responsible for the operation of a major farm near the Reformatory.

The Iowa Men's Reformatory has received full accreditation by the American Correctional Association, and the Luster Heights Substance Abuse Treatment Program has been licensed by the Iowa Department of Health.

MOUNT PLEASANT CORRECTIONAL FACILITY

Location:

Mount Pleasant

Security Level:

Medium and Minimum Custody

Design Capacity:

528

History:

This facility was established on July 1, 1976, as a satellite of the Iowa Men's Reformatory. It was originally known as the Medium Security Unit (MSU). The institution opened in January of 1977 with a rated bed capacity of 144. With a growing number of inmates in the state of Iowa and mandates by the federal courts to improve prison conditions, the legislature and Governor approved

MOUNT PLEASANT CORRECTIONAL FACILITY

History:

an expansion plan in the spring of 1981 for the Mt. Pleasant Treatment Center. This plan, called the "flip-flop," entailed an exchange of the space used by the Mental Health Institute (MHI) and the Medium Security Unit. The main building of MHI would be converted into a Medium Security Unit for adult male felons, and the space utilized by the prison would be made into a 165-bed hospital for mental health patients. The total "flip-flop" plan took approximately three years to complete, and the last stage of the plan became a reality in August 1984.

Programs:

At MPCF there are three therapeutic community substance abuse programs, two just (self-governing) communities, a sex offender program, a vocational-academic unit, an industrial unit, a minimum custody unit, and a general population unit.

The therapeutic community program offers structured treatment for substance abusers within the medium security setting. Participation is strictly voluntary, and the program relies on the mutual support and self-help of all participants. Each program is four months in length. Classes are given in reality therapy, severe substance abuse, and social skills.

Academic programs entail the availability of obtaining a GED and also the opportunity to participate in adult basic education courses. Vocational programs include beginning electronics, vocational housekeeping, and others.

The Mount Pleasant facility has received full accreditation by the American Correctional Association and their Substance Abuse Treatment Program has been licensed by the Iowa Department of Health.

NORTH CENTRAL CORRECTIONAL FACILITY

Location: Rockwell City

Security Level: Minimum Custody

Design Capacity: 100

History: Built by inmate labor during the years 1916-1918, the institution was constructed to house the Iowa Women's Reformatory. In July 1982, the women's program was moved to Mitchellville, and that summer the institution was renovated into a low-risk security facility for men. In August 1982, the first male offenders were received.

The facility consists of approximately 200 acres with 13 of these acres located inside the fenced perimeter where three inmate housing units, an administration building, an education building, and a small recreation center are located. Outside the secure perimeter are two staff residences, a powerhouse/maintenance complex, and a control center. Approximately 180 acres of land are leased out for a farming operation.

Programs: The North Central Correctional Facility offers a wide variety of programs to assist inmates who are youthful offenders, misdemeanants, and/or inmates ready to return to the community.

The education program is grant-funded and contracted through the Iowa Central Community College in Fort Dodge and includes G.E.D. and the Learning Resource Center which is a self-study, instructor-assisted curriculum in over 120 academic, prevocational, and social skills areas.

Self-help organizations consist of Alcoholics Anonymous, Narcotics Anonymous, and Jaycees. The Jaycees are the most active group with their Muscular Dystrophy Fund Raising, March of Dimes, Walk-a-thon, Toys for Tots, and Dial-a-Santa programs.

The religious programs range from individual spiritual counseling to Bible study to chapel services. Although the institution presently utilizes the services of a part-time pastor as assigned by Iowa Lutheran Social Services, plans are being made to

NORTH CENTRAL CORRECTIONAL FACILITY

Programs:

contract with an area minister for eight (8) hours per week. Catholic Mass is conducted by a priest from the local parish. A Muslim Imam visits the facility on a regular basis, and Jumma prayer sessions are held weekly by the Muslim inmates.

Work opportunities are varied, and attempts are made to assign inmates to jobs that utilize their skills. Inmates are involved in general janitorial work to maintain a clean and safe institution; are assigned to the grounds crew to take care of the extensive yard areas and garden which produces in excess of 30,000 pounds of vegetables annually; help the instructors in the education program so that other inmates can learn; act as cooks and kitchen helpers in the food service operation to provide meals; and, are employed in the maintenance department where they have been instrumental in saving the state thousands of dollars by renovating the exteriors and interiors of many of the institution's buildings.

The recreation program consists of softball, football, basketball, volleyball, Ping-Pong, billiards, horseshoes, jogging, and weight lifting. The leisure time activities in the units are card playing, chess, checkers, dominoes, and board games. Many of the inmates are involved in the hobbycraft programs where mirror etching and matchstick work are the most popular.

All programs are successful due to the hard work and dedication of staff and volunteers.

The North Central Correctional Facility has received full accreditation by the American Correctional Association.

IOWA CORRECTIONAL INSTITUTION FOR WOMEN

Location: Mitchellville
Security Level: Minimum/Medium Custody
Design Capacity: 123

History: The Women's Reformatory was established in Rockwell City in 1918 with the transfer of 22 women from what was then the Women's Division of the Men's Reformatory at Anamosa. In 1982 the Iowa legislature passed a bill which moved the institution to Mitchellville and changed the name to the Iowa Correctional Institution for Women (I.C.I.W.). The decision to move the institution to Mitchellville, and thus closer to Des Moines, was made in order to provide wider programming opportunities and better access to families for the inmates.

Programs: The Iowa Correctional Institution for Women requires inmates to participate in a minimum number of program hours per week to include education, vocational training, work, and treatment activities. Education programs range from adult basic education to general educational development through an AA degree. Vocational training courses, to include both traditional and nontraditional offerings, are available throughout the year.

Various treatment programs are provided including substance abuse, budget management, assertiveness and self-esteem, parenting skills, domestic violence, criminal personality, health education, job attitude and retention, and independent living skills.

A children's center is available to provide for constructive interaction between mothers and visiting children.

The Iowa Correctional Institution for Women has received full accreditation by the American Correctional Association, and their Substance Abuse Education and Assessment Prevention program has been licensed by the Iowa Department of Health.

CLARINDA CORRECTIONAL FACILITY

Location: Clarinda
Security Level: Medium and Minimum Custody
Design Capacity: 120

History: The Clarinda Correctional Facility was established by the Sixty-Eighth General Assembly of the Iowa Legislature to serve as an adult male correctional facility primarily for chemically dependent, mentally retarded, and socially inadequate medium security offenders. The Clarinda facility has five dormitory-style living units and two-man to eight-man rooms. The largest unit has a design capacity of 39 inmates and the smallest unit a capacity of 28 inmates. The facility accepted its first inmates on October 7, 1980. Originally designed for 120 inmates, up to 190 inmates are housed here now due to emergency conditions of prison overcrowding.

Programs: While safety and security of inmates and staff remain the top priorities, CCF is also heavily program oriented devoting three of the five living units to special programming (substance abuse treatment, the Special Learning Unit for those with mental deficiencies, and the minimum security work program).

The Special Learning Unit provides individualized treatment for low intellectually functioning/ socially inadequate inmates. T.O.W (The-Other-Way) substance abuse program provides intensive substance abuse treatment and community follow-up monitoring and support. The minimum security "OUTS" program allows inmates to work outside the fence in CCF yard areas but primarily in the MHI kitchen which serves both sides of the campus.

The education department at CCF provides academic instruction ranging from remedial study and general education (GED) to computer literacy classes and special tutoring. The vocational education area (industrial arts) offers nine separate courses ranging from drafting to construction technology to photography.

CLARINDA CORRECTIONAL FACILITY

Programs:

CCF also offers a series of social skills classes to help prepare inmates for release. These include job-seeking skills, human potential, health classes, money management, communication skills, and leisure-time skills.

The Clarinda Correctional Facility has been fully accredited by the American Correctional Association since 1983. The T.O.W. substance abuse program has been licensed by the Iowa Department of Health since December 1988. Plans are to continue to expand program offerings particularly in the substance abuse and educational areas.

CORRECTIONAL RELEASE CENTER

Location:

Newton

Security Level:

Minimum Custody

Design Capacity:

121

History:

The Correctional Release Center was formed as an honor farm moving from the Clive, Iowa, area in 1964. Construction on the main dormitory was completed in 1965. In 1967 the facility was established as a release center for the purpose of preparation of all inmates of Iowa correctional institutions for discharge or parole.

In 1971 the Center became responsible for establishment of the work release program and the inmate furlough program. As the state developed additional work release facilities throughout the state, the institution provided registrar and support functions for those facilities. In 1984 the work release programs were transferred to community-based corrections.

In 1977 the institution opened a 10-bed women's unit and operated the Prison Employment Program, a demonstration project designed to train and employ prisoners. This program was absorbed by Iowa State Industries in 1979, and the women's unit was made into a men's unit when the women's facility transferred to Mitchellville.

CORRECTIONAL RELEASE CENTER

History:

A separate 25-bed unit was opened in October 1989 to provide substance abuse treatment for parolees and work releasees of Iowa's Criminal Justice System. Inmates are admitted into this unit after receiving a health screen at the Iowa Medical and Classification Center. Assignment to the program is an alternative to revocation of parole or work release. Successful completion of this program allows immediate return to parole or work release.

Programs:

The Correctional Release Center provides a necessary transition program between institution and community-based corrections.

Present treatment programs are classified into three primary categories:

1. Substance Abuse Treatment
2. Challenging Criminal Thinking
3. Release Preparation

Approximately 80 percent of the individuals involved in gradual release programs exhibit a documented history of substance abuse. The institution, therefore, provides a primary substance abuse treatment program which provides comprehensive assessment, individualized treatment plans, and follow-up. A secondary program which is less intensive and stresses self-help group work is available for inmates with less stringent treatment needs. The substance abuse program is licensed by the Iowa Department of Health.

Challenging criminal thinking deals with thinking patterns, habits, attitudes, and values involved in committing crimes. Phase I stresses identifying and dealing with these issues. Selected inmates, primary repeat offenders, take part in Phase II which provides techniques for changing crime-facilitating thinking patterns.

Release preparation is tailored to an individual's skills and development needs. It may include any or all of the following: survival skills classes taught by volunteers and providing daily living issues ranging from family living, employer values, money management to community resources, sup-

CORRECTIONAL RELEASE CENTER

Programs:

port groups, and social skills. Programmed learning resources provide units in street survival, social skills, defensive driving, and others. Academic programs offer adult basic education, G.E.D. preparation, and G.E.D. testing. These include volunteer-taught classes and programmed resources. Employment retention/job search classes stress both the skills and values involved in obtaining and maintaining employment. Individual and group counseling, psychological testing and treatment, and religious services are available for individual needs.

Work programs stress attention to productive job habits, attitudes, and values. All inmates have a job assignment to which they report each day. These assignments include facility maintenance, housekeeping, dietary, library, recreation, farm grounds and garden, vehicle care, and clerical support. Selected inmates may participate in community service work programs at offgrounds state agencies. These inmates are transported to work sites each day and work under the supervision of noncorrectional state employees. This allows experience in a normalizing work setting.

The Correctional Release Center received full accreditation by the American Corrections Association in 1981, 1984, and 1988.

COMMUNITY-BASED CORRECTIONS

Community-based corrections programs can be defined in general terms as those correctional services provided in a community setting as an acceptable sanction and intervention for criminal behavior.

Eight Judicial District Departments of Correctional Services administer all programs for adult offenders on a local level. Each of the eight judicial district departments is directed by a board composed of a supervisor from each county in the district as well as judicial and advisory committees or citizen representatives. These boards hire district directors and establish administrative and program policies within guidelines determined by the Iowa Department of Corrections.

In Iowa all of the community-based corrections programs must provide the following services:

Pretrial Services:

An alternative to the traditional bail bond system whereby arrestees are objectively assessed for likelihood to appear for court action if they are released pending trial. Supervision of select pretrial releasees is provided to assure that all court appearances and obligations are met.

Presentence:

Background investigation of defendant prior to sentencing to assist judges in determining appropriate sentencing alternatives which most effectively serve the offender and utilize correctional resources wisely.

Probation:

Major sanction and alternative to institutionalization whereby convicted misdemeanants and felons remain in the community under supervision. Probation clients undergo classification assessment, case planning, and referral to local treatment agencies. Probation officers maintain contact with their clients and monitor the progress of each case.

Community Service Sentencing:

Alternative to incarceration or fine in which selected offenders are required to perform volunteer community service which is a form of restitution to the community.

COMMUNITY-BASED CORRECTIONS

Residential:

Nonsecure facilities providing 24-hour supervision of offenders demonstrating an inability or unwillingness to function under less restrictive program supervision. There are twelve of these facilities providing 350 beds in the state to assist offenders with educational, employment, family, or other special problems.

Parole:

The supervised conditional release of inmates from the prison system as authorized by the Board of Parole. This program is very similar to probation, and staff are frequently one and the same.

Work Release:

Postinstitutional facility-based programs similar to residential programs providing institutional inmates a transitional period to become adjusted to working and living in the community. There are 203 beds in 15 locations, the majority of which are co-located with residential and OWI programs throughout the state, dedicated to this function.

OWI:

Offenders sentenced to prison for second, third, or subsequent offense drunk driving are diverted to special community-based corrections programs. The program consists of residence in either a community-based corrections or substance abuse facility which maintains 24-hour supervision, requires 220 hours of licensed substance abuse treatment programming, and provides employment assistance. There are 131 beds statewide serving this program.

Additional Programming:

In addition to the above programs, special projects are funded in many of the districts to provide intensive supervision, sex offender treatment, treatment alternatives to street crime (TASC), and education/employment assistance for offenders.

LOOKING TOWARD THE

FUTURE

LOOKING TOWARD THE FUTURE

The single most influencing factor affecting the population levels in both the institutions and the community-based programs is admissions. The following discusses admissions to institutions and community-based corrections to demonstrate the types and numbers of postadmissions as well as the probable future movements in admissions.

This section is an excerpt from a preliminary report prepared by the Division of Criminal and Juvenile Justice Planning and Statistical Analysis Center entitled Crime and Justice in Iowa: A Statistical Overview of the Criminal and Juvenile Justice Systems. The full report, which will also explore crime, arrests, court activity, and juvenile justice will be released in late January or early February.

WHAT PORTION OF IOWA'S CONVICTED OFFENDERS ARE MANAGED WITHIN THE COMMUNITY RATHER THAN IN JAIL OR PRISON?

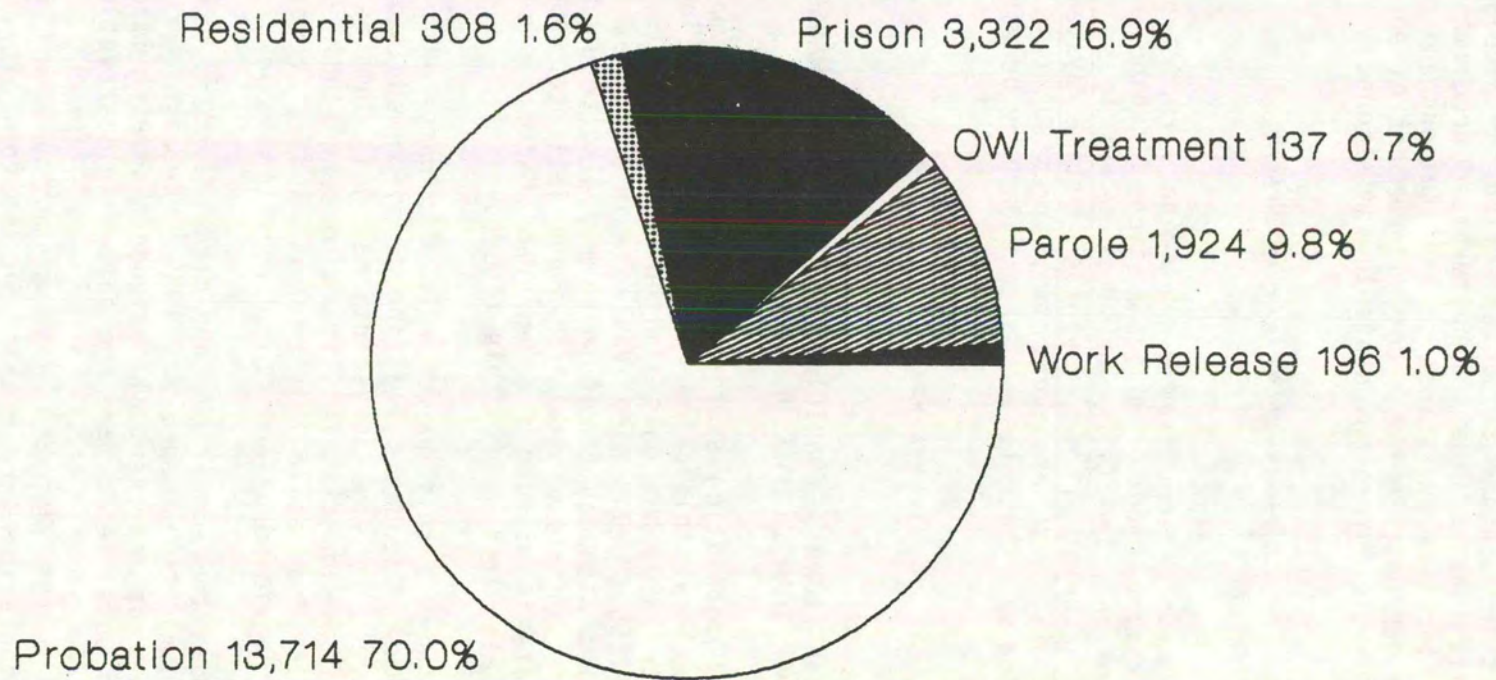
A lack of jail population statistics prohibits a complete answer to this question. New legislation requires the collection of this data for Fiscal Year 1990, but only limited information is now available. As of February 1989, cells were available in 92 of Iowa's county jails for 1,872 adults although 62 of these may also be used to hold juveniles for short periods of time. Average jail occupancy was approximately 787 (data is missing for Henry and Osceola counties) although juveniles are also included in this figure.

A definite answer to this question is also hampered by the fact that jails house many defendants awaiting trial in addition to convicted adults. However, in some jurisdictions, jail inmates may be transferred to local residential facilities to serve their sentences. Use of jail capacity figures in this analysis would, therefore, overstate the number of convicted offenders incarcerated in Iowa.

Figure 6-1 shows the number of convicted offenders managed in prison and in the community on June 30, 1989. Because jails are omitted, this chart does not represent all offenders serving imposed sanctions. However, it is possible to make the following observations:

- The majority (83 percent) of institutional and community-based offender populations are managed in the community, rather than in prison. While 3,322 prison inmates were incarcerated on June 30, 1989, an additional 16,279 offenders were being supervised in the community.

Figure 6-1
OFFENDER POPULATIONS



JUNE 30, 1989

Source: Iowa Department of Corrections
Note: Figures do not include offenders
in county jails

LOOKING TOWARD THE FUTURE

- Community-based facilities constitute a very small portion of institutional and community-based offender populations. Together, residential, work release, and OWI treatment facilities housed 641 offenders on June 30, 1989, which is only about 3 percent of institutional and community-based populations.
- There are approximately five prison inmates for every three offenders on parole and seventeen prisoners for every one inmate in a work release program.
- The majority of convicted offenders are clearly probationers. On June 30, 1989, 13,714 offenders were being supervised on probation comprising 70 percent of institutional and community-based offender populations. Probationers outnumber prison inmates by about four to one.

HOW MANY PROBATIONERS FAIL ON SUPERVISION IN IOWA?

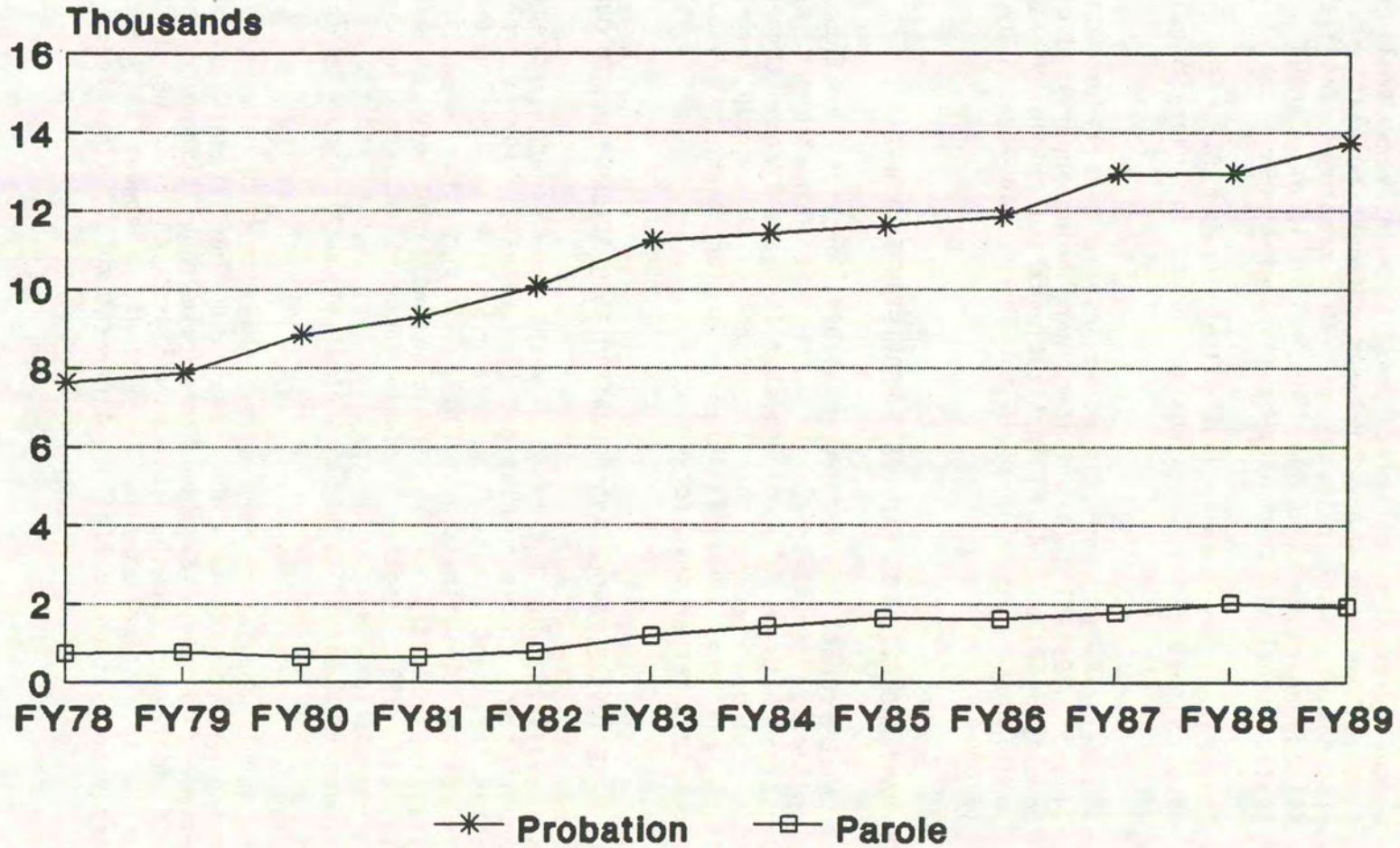
The most recent information available, provided by Entropy Limited Consultants, pertains to a sample of probationers assessed or reassessed between July and December 1986 and tracked through November 1988. Entropy reported that 12 percent of this group failed on supervision and that most failures were for technical violations and absconsions rather than for new crimes.

HOW HAVE IOWA'S PAROLE AND PROBATION POPULATIONS CHANGED OVER TIME?

Data available for the past 12 years show general increases in both probation and parole populations (figure 6-3). Iowa's probation population increased about 80 percent overall from 7,627 probationers in FY78 to 13,714 supervised in FY89. The probation population increased steadily from FY79 to FY83 and then increased more gradually between FY83 and FY86. Another sizeable increase occurred during FY87 when the probation population gained over 1,000 additional offenders. Between FY88 and FY89, the probation population grew by 761 offenders or by 6 percent.

The parole population more than doubled in size between FY78 and FY88 expanding from 724 to 2,007 parolees. The largest increase occurred between FY82 and FY85 when the parole population more than doubled. This four-year growth rate slowed between FY85 and FY88 when the parole population grew by 25 percent. Between FY88 and FY89, the parole population declined by 4 percent to 1,924 parolees.

Figure 6-3
PROBATION & PAROLE POPULATIONS



Source: Iowa Department of Corrections
Note: Populations are as of June 30

LOOKING TOWARD THE FUTURE

WHAT IS THE HISTORY OF RESIDENTIAL FACILITIES, WORK RELEASE, AND OWI TREATMENT IN IOWA?

Prisoner work release programs preceded both residential and OWI treatment in Iowa. State legislation passed in 1967 allowed each correctional institution to establish work release programs for prisoners. The Iowa Men's Reformatory in Anamosa and the Riverview Release Center in Newton were the first to develop such programs.

At first, the Iowa Men's Reformatory experimented with institutional work release which allowed inmates to work in the community but did not provide for living outside the prison. However, this arrangement was eventually abandoned in favor of community-based facilities for work releasees. In addition to concerns with contraband, it was felt that the prisons located in rural areas were not suitable for work release programming. Generally, institutional work releasees would quit their jobs following parole or discharge and move back to their homes to seek other employment. As such, there was a lack of continuity in the integration of the offender from the prison environment to community living.

In 1968 the Riverview Release Center opened the first community-based work release facility, Riverview Apartments, in Des Moines. The Iowa Men's Reformatory established a similar facility in Iowa City one year later. State institutions also contracted with various community organizations for work release services. Halfway houses for alcoholics, the Salvation Army, the YMCA, and even hotels and county jails, became providers of work release services. Then, in the 1970's, federal funds were used to build state-run work release facilities; centers opened in Cedar Rapids, Davenport, Marshalltown, and Ames. A total of 15 work release facilities are now operated by the eight district departments of correctional services with a capacity of 203.*

During the late 1960s, criminal justice practitioners and legislators began to see a need for a level of correctional programming somewhere between the extremes of probation and prison. Some thought that certain probationers could benefit from additional structure similar to what was being provided to prisoners via work release. Others sought to divert certain offenders from prison altogether. In 1971 state legislation was passed allowing counties to designate any building as a jail facility. This law made possible the establishment of the Fort Des Moines Residential Facility in Polk County in June of that year, becoming Iowa's first experiment in community-based residential treatment. Since then, residential treatment has expanded to 12 facilities statewide with a capacity of 350.*

* Work release, residential, and OWI beds are interchangeable at many facilities. Also, FY90 funding included an additional 22 work release and 23 OWI beds in Cedar Rapids, 44 more beds in Waterloo for work release, OWI, and sex offender treatment, and 36 unspecified beds now proposed for Ottumwa.

LOOKING TOWARD THE FUTURE

Prison crowding was a major force behind the establishment of OWI treatment facilities for convicted second-or subsequent-offense drunken drivers in 1987. Prison admissions of drunken drivers had more than doubled from 181 during FY79-81 to 420 during FY82-84 and comprised 28 percent of the total increase in prison admissions during that period. Moreover, in response to prison crowding legislation, the Board of Parole often ordered release of these offenders before institutional substance abuse treatment was completed believing that drunken drivers as a group pose less of a threat to public safety than many other types of offenders.

This release policy prompted many state administrators and legislators to question the efficacy of imprisoning drunken drivers. Concerns over lack of substance abuse treatment for these offenders, as well as the appropriateness of imprisoning drunken drivers in the same facilities as street criminals and sex offenders, led to development of legislation which diverted all drunken drivers to community-based facilities. Currently, ten OWI treatment facilities operate statewide with a capacity of 131.*

HOW HAVE RESIDENTIAL FACILITY, WORK RELEASE, AND OWI TREATMENT POPULATIONS CHANGED OVER TIME?

Community-based correctional facility populations have generally increased since FY78. The residential treatment population increased from 195 offenders in FY78 to 278 in FY82, or by 43 percent (figure 6-4). After a slight decline in FY83, the residential population again increased reaching 341 offenders in FY85 and then leveled. During the past two fiscal years, residential populations have declined 13 percent from 353 offenders in FY87 to 308 in FY 89.

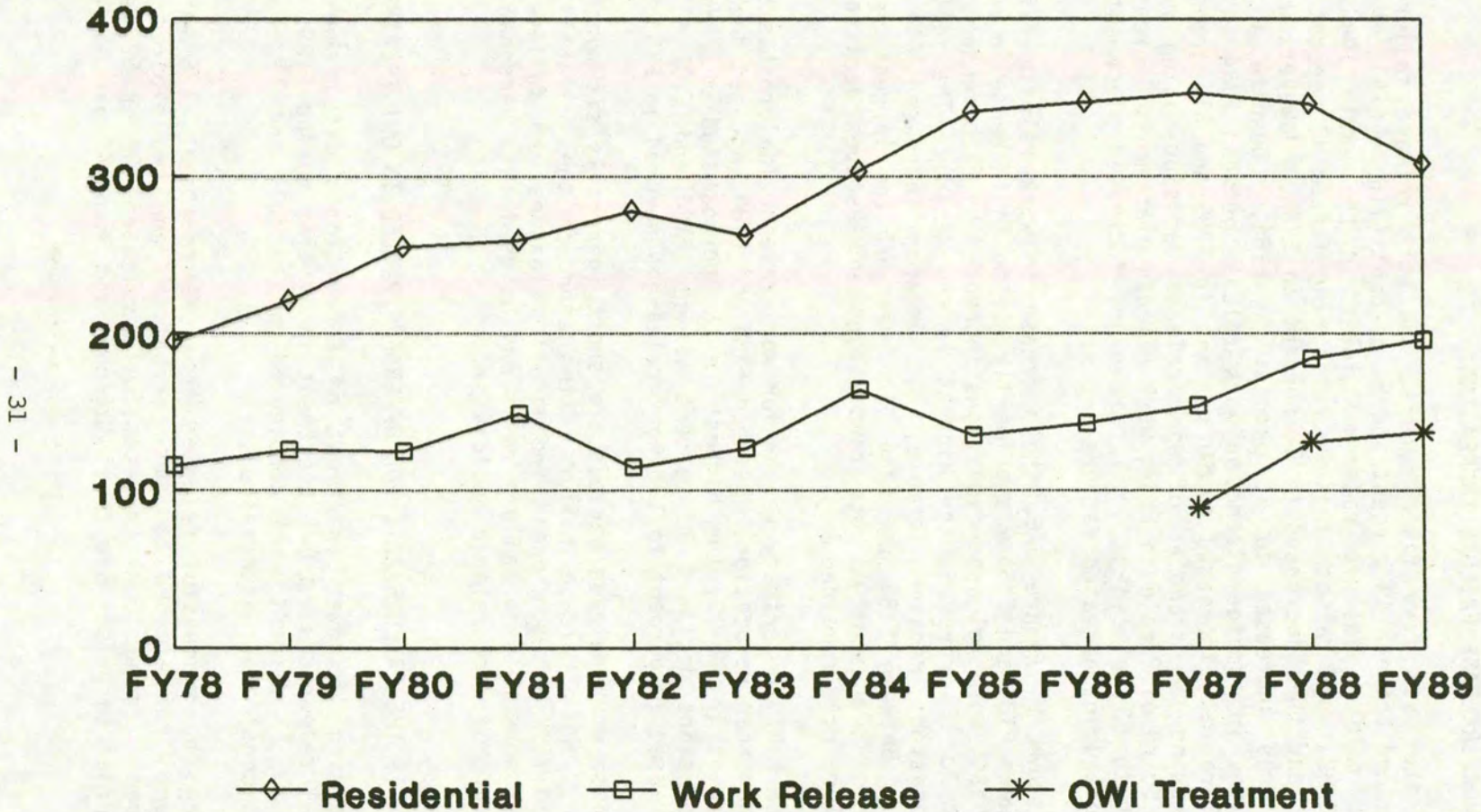
During the early 1980s, the work release population varied between 115 and 164 offenders. Beginning in FY85, however, and continuing through FY89, the work release population increased steadily from 135 to 196 offenders or by 45 percent.

As stated previously, OWI treatment facilities opened during 1987; 89 drunken drivers were residing in these new facilities in June of that year. Full operation in subsequent years resulted in OWI treatment populations of 131 at the end of FY88 and 137 on June 30, 1989.

* Work release, residential, and OWI beds are interchangeable at many facilities. Also, FY90 funding included an additional 22 work release and 23 OWI beds in Cedar Rapids, 44 more beds in Waterloo for work release, OWI, and sex offender treatment, and 36 unspecified beds now proposed for Ottumwa.

Figure 6-4

COMMUNITY-BASED FACILITY POPULATIONS



Source: Iowa Department of Corrections
Note: Populations are as of June 30.
Prepared by: CJJP

LOOKING TOWARD THE FUTURE

IS WORK RELEASE FAILURE INCREASING?

For the past five fiscal years, the work release failure rate had remained between 48 percent and 51 percent (figure 6-5). However, the work release failure rate was lower in the early 1980s. During FY80-82, work release failure rates ranged from 32 percent to 35 percent and then decreased to 28 percent in FY83. However, work release failures increased to 41 percent in FY84. Despite a 21 percent decline in inmates placed on work release between FY84 and FY86, the failure rate increased to 50 percent in FY85 and 51 percent in FY86. Following the transfer of work release decision-making authority to the Board of Parole in FY87, work release placements increased 39 percent to 629 placed in FY89. However, increased placements have not resulted in increased failure rates.

As shown in Figure 6-6, the increase in work release failure rates between FY83 and FY84 was primarily due to an increase in revocations. In FY84, work release revocations increased by 61 offenders or 59 percent to 164 revoked, the highest in the decade. The following year revocations remained stable, but escapes increased 64 percent to 121. Between FY85 and FY86 (the year of the largest drop in work release placements), both revocations and escapes declined, but the failure rate remained high.

Since FY87 the primary reason for work release failure has been escape rather than revocation. Between FY86 and FY89, escapes doubled to 166 escapees in FY 89, the highest in the period studied. Work release revocations declined 30 percent between FY84 and FY87 to 115, then increased 20 percent to 138 work releasees revoked in FY89.

Because work release periods are short (generally six months in duration), work release failure rates approach the reliability of true recidivism rates wherein individual releasees are followed. Therefore, work release failure rates may be used as a reasonably accurate measure of work release recidivism.

WHAT IS THE FAILURE RATE FOR OFFENDERS PLACED IN OWI TREATMENT?

According to Iowa Department of Correction's data, there were 264 total releases from OWI treatment facilities during FY89. Of these, 191 or 72 percent were considered successful, and 73 or 28 percent were considered unsuccessful.

Among the successful releases from OWI treatment, 186 were paroled, three were released to shock probation, and two expired their sentences. Among those unsuccessfully released, 38 or 52 percent were returned to prison due to violations, and 35 or 48 percent escaped.

Figure 6-5
WORK RELEASE COMPLETIONS

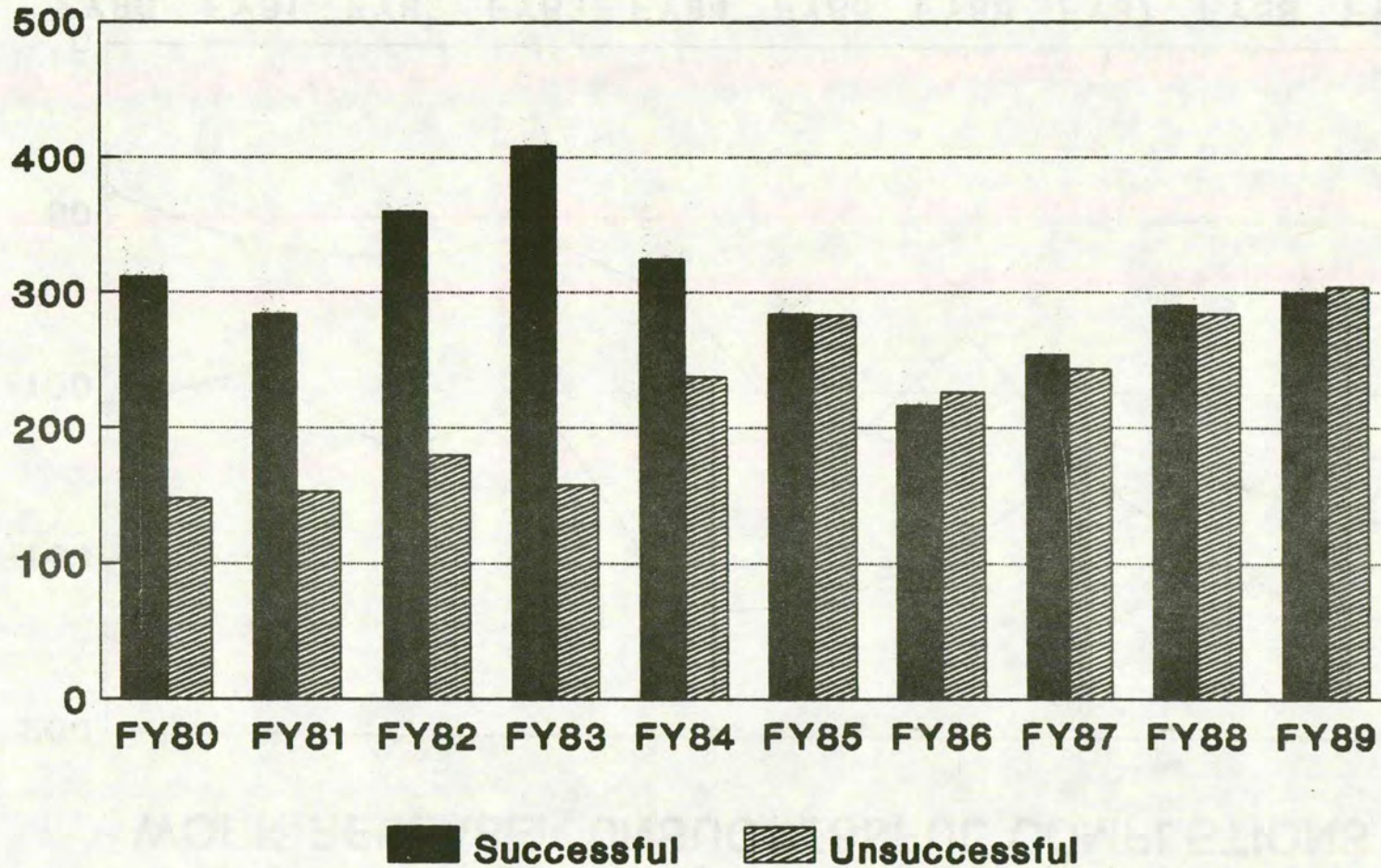
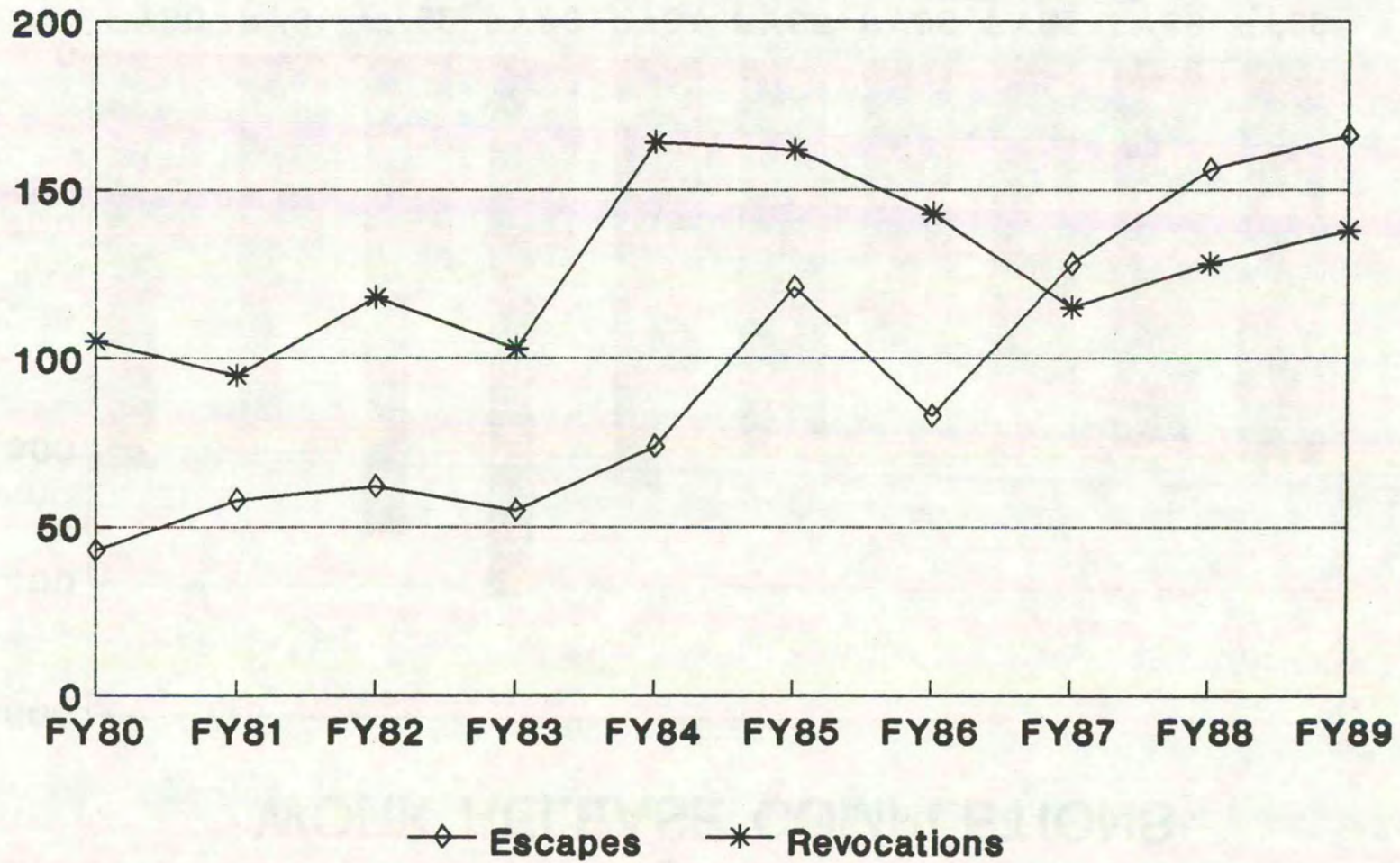


Figure 6-6
WORK RELEASE: UNSUCCESSFUL COMPLETIONS



- 34 -

Source: Iowa Department of Corrections
Prepared by: CJJP

LOOKING TOWARD THE FUTURE

HOW DOES IOWA'S PRISON POPULATION COMPARE WITH PRISON POPULATIONS IN OTHER STATES?

At the end of 1988, there were 107 prisoners incarcerated in Iowa per 100,000 residents (figure 6-7). Compared with the fifty states, Iowa had the seventh lowest incarceration rate; states with lower rates of incarceration than Iowa were Maine, Vermont, New Hampshire, West Virginia, Minnesota, and North Dakota.

FIGURE 6-7

NUMBER OF PRISONERS PER 100,000 RESIDENTS
IN THE FIFTY STATES
1988

1. Nevada	452	26. Indiana	202
2. South Carolina	370	27. Kentucky	191
3. Louisiana	368	28. Colorado	181
4. Alaska	355	29. Illinois	181
5. Delaware	354	30. New Mexico	180
6. Arizona	329	31. Montana	158
7. Oklahoma	323	32. Idaho	154
8. Alabama	300	33. Tennessee	152
9. Michigan	299	34. Pennsylvania	148
10. Maryland	291	35. Connecticut	146
11. Georgia	281	36. South Dakota	143
12. Mississippi	279	37. Hawaii	136
13. Florida	278	38. Nebraska	131
14. California	257	39. Wisconsin	126
15. North Carolina	250	40. Washington	124
16. New York	248	41. Rhode Island	118
17. Ohio	240	42. Utah	117
18. Texas	240	43. Massachusetts	114
19. Missouri	239	44. *IOWA	107
20. Kansas	237	45. Maine	100
21. Arkansas	230	46. Vermont	97
22. Virginia	230	47. New Hampshire	93
23. New Jersey	219	48. West Virginia	78
24. Oregon	215	49. Minnesota	64
25. Wyoming	203	50. North Dakota	62

State Median: 202 prisoners per 100,000 population

Source: U. S. Department of Justice, Bureau of Justice Statistics

LOOKING TOWARD THE FUTURE

Nationwide, the number of sentenced inmates per 100,000 residents has increased nearly 76 percent since 1980 from 139 to 244 in 1988. Iowa's prison population increased 22 percent during that period; only Tennessee, North Carolina, and West Virginia experienced slower rates of growth. Six states experienced prison population increases of 150 percent or more: New Jersey, New Hampshire, Nevada, Arizona, California, and Alaska.

HOW HAS IOWA'S PRISON POPULATION CHANGED OVER TIME?

Until recently, the known record number of offenders residing in Iowa's prisons at a year's end was 3,058 inmates, set in 1932, (figure 6-8). Prison populations during the Great Depression were comparable to 1980 levels, then declined in the early 1940s coinciding with World War II. Following that war, Iowa's prison population increased and then varied relatively little for 12 years averaging 2,135 inmates between 1949 and 1960.

Despite rising crime rates throughout the 1960s and 1970s, prison populations during this period declined markedly to 1,306 prisoners at the end of 1972, the lowest in this 60-year period. This decline may have been largely a product of the times; incarceration was becoming de-emphasized in favor of the experimental and developing alternatives to incarceration such as Iowa's work release and residential programs.

By the late 1970s, a renewed demand for punishment seemed to sweep the nation, and prison populations soared. During 1980 Iowa's prison population grew by 366 inmates, or 18 percent, the largest single-year increase in the 60-year period studied. This increase in prison population was caused by two things: a seven percent increase in total prison admissions (an increase of 106 inmates), and a 26 percent decrease in parole releases (46 fewer offenders paroled) between Fiscal Years 1979 and 1980. The legislature responded by providing funding for additional prison beds and imposing a prison population cap of 2,650, effective July 1, 1981. It became the Board of Parole's task to order releases when the prison population exceeded established limits; the Board was aided in this process by offender risk assessment and a parole guidelines system.

The prison population ceiling was modified four times to reflect increases in prison capacity and to alleviate problems occurring in the release of parolees. The population ceiling was listed on July 1, 1987. An increase in prison population followed. By the end of the year, prison, work release, and OWI treatment populations numbered 3,110. At the end of 1988, 3,327 inmates crowded the expanded correctional system.

Figure 6-8
PRISON POPULATION
YEAREND, 1925-1988



- 37 -

Source: U.S Bureau of Justice Statistics
and Iowa Department of Corrections
Prepared by: CJJP

LOOKING TOWARD THE FUTURE

In FY87 the Iowa Department of Corrections discontinued the practice of including work release facilities in prison population and movement reports. Therefore, in order to facilitate consistent comparisons with prior years, work release data was subtracted from previous reports. As a result, while Figure 6-8 depicts population in Iowa's prisons and work release facilities, Figures 6-9 through 6-14 show data for prisons only.

Iowa's prison population increased eight percent between FY81 and FY82, as permitted by a change in the population ceiling due to expanded facilities (figure 6-9). Ceiling modifications in following years resulted in an overall growth of four percent between FY83 and FY87. Although daily inmate counts routinely exceeded the imposed ceiling, some control over the prison population was achieved as the Board of Parole never failed to order a sufficient number of releases, as required, to avert a prison population state of emergency.

In the year following the lifting of the prison ceiling, prison population continued to increase reaching 2,890 at the end of FY88. However, in FY89 the prison population turned upward sharply reaching 3,322 inmates on June 30, 1989, a gain of 432 over the previous year.

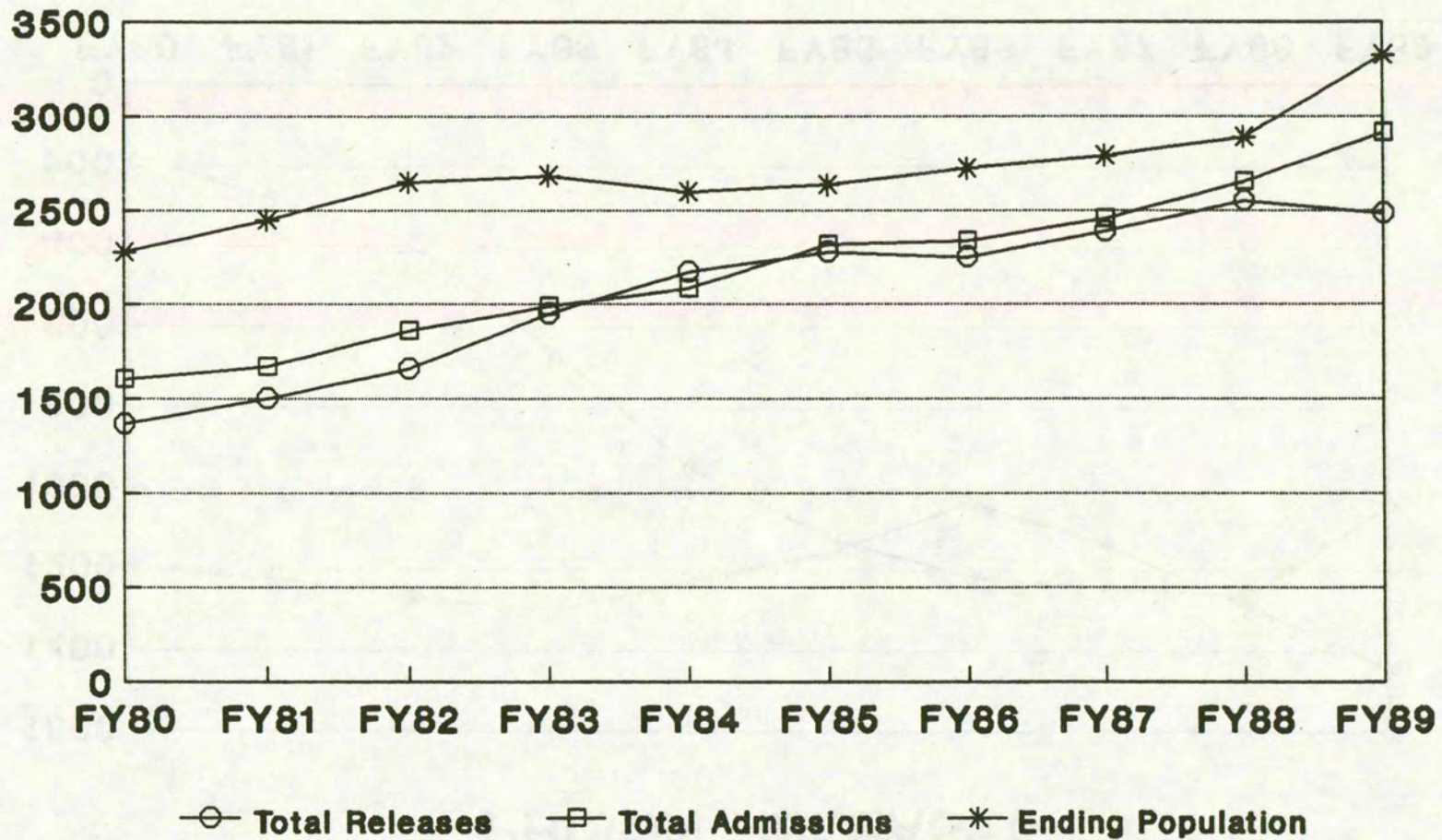
WHAT CAUSED THE RECENT MAJOR INCREASE IN PRISON POPULATION?

The 15 percent increase in prison population between FY88 and FY89 was chiefly caused by two things: a 10 percent increase in total prison admissions (an increase of 261 inmates) and an 18 percent decrease in parole releases (221 fewer offenders paroled). Parole releases from prison in FY89 are the lowest since FY84 (figure 6-10). However, an increase in other prison releases compensated for much of the decline in paroles; total releases in FY89 were lower than the previous year by only three percent or 70 offenders.

Parole releases from prison represent only a portion of total paroles which include paroles from work release and drunken driver facilities. Total parole releases from the expanded correctional system are shown in Figure 6-15.

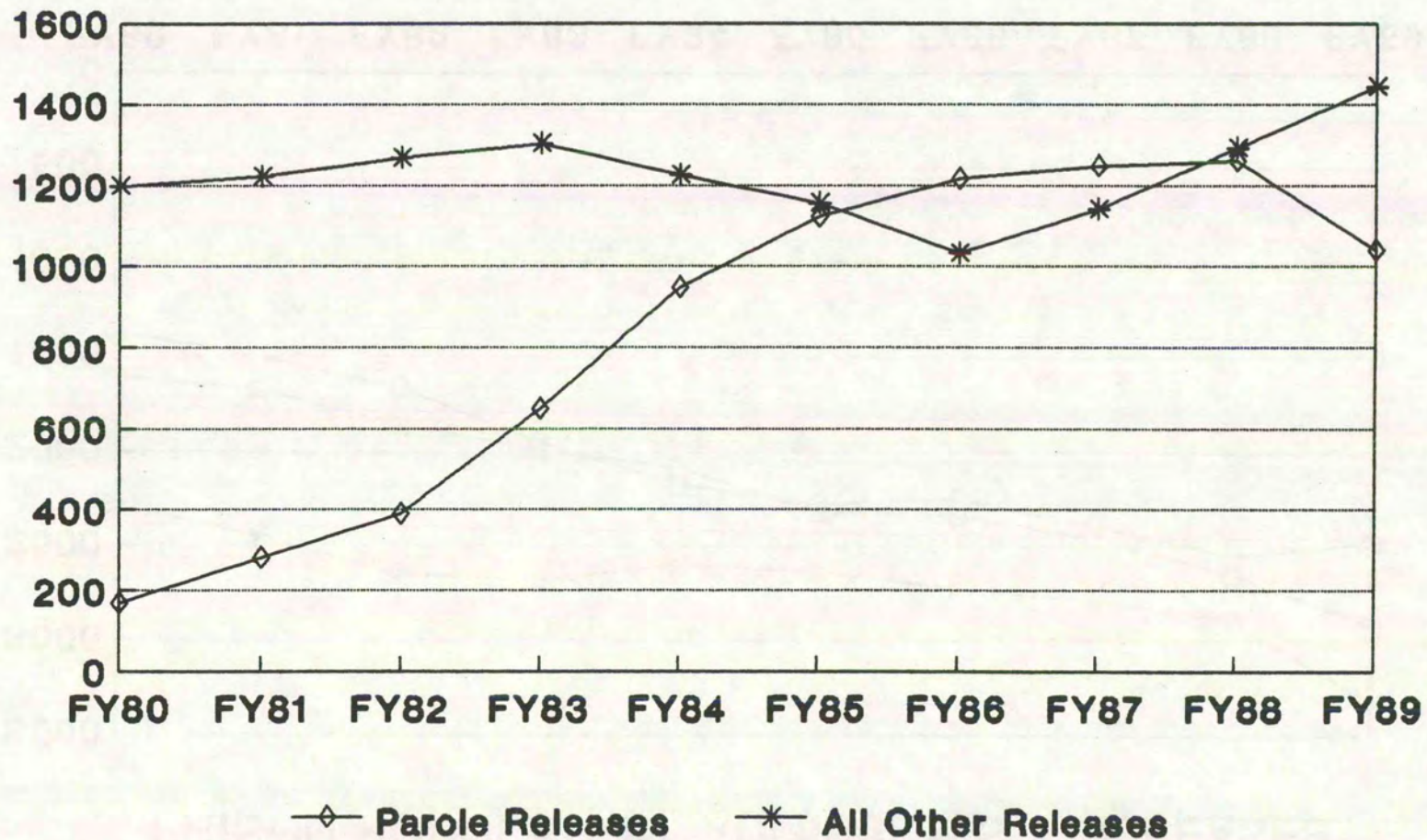
The decline in parole releases from prison between FY88 and FY89 was largely offset by increases in work release and OWI treatment facility placements and offenders released due to expiration of their sentences (figure 6-11). Following a decline in work release placements during FY86, the legislature abolished the three-member work release committee and transferred all power to grant and revoke work releases to the Board of Parole. Since then, work release placements have increased 39 percent to 630 placements during FY89. Releases to OWI treatment facilities numbered 304 in FY89, an increase of 30 percent over the previous year's 233 OWI facility placements.

**Figure 6-9
PRISON POPULATION, ADMISSIONS & RELEASES**



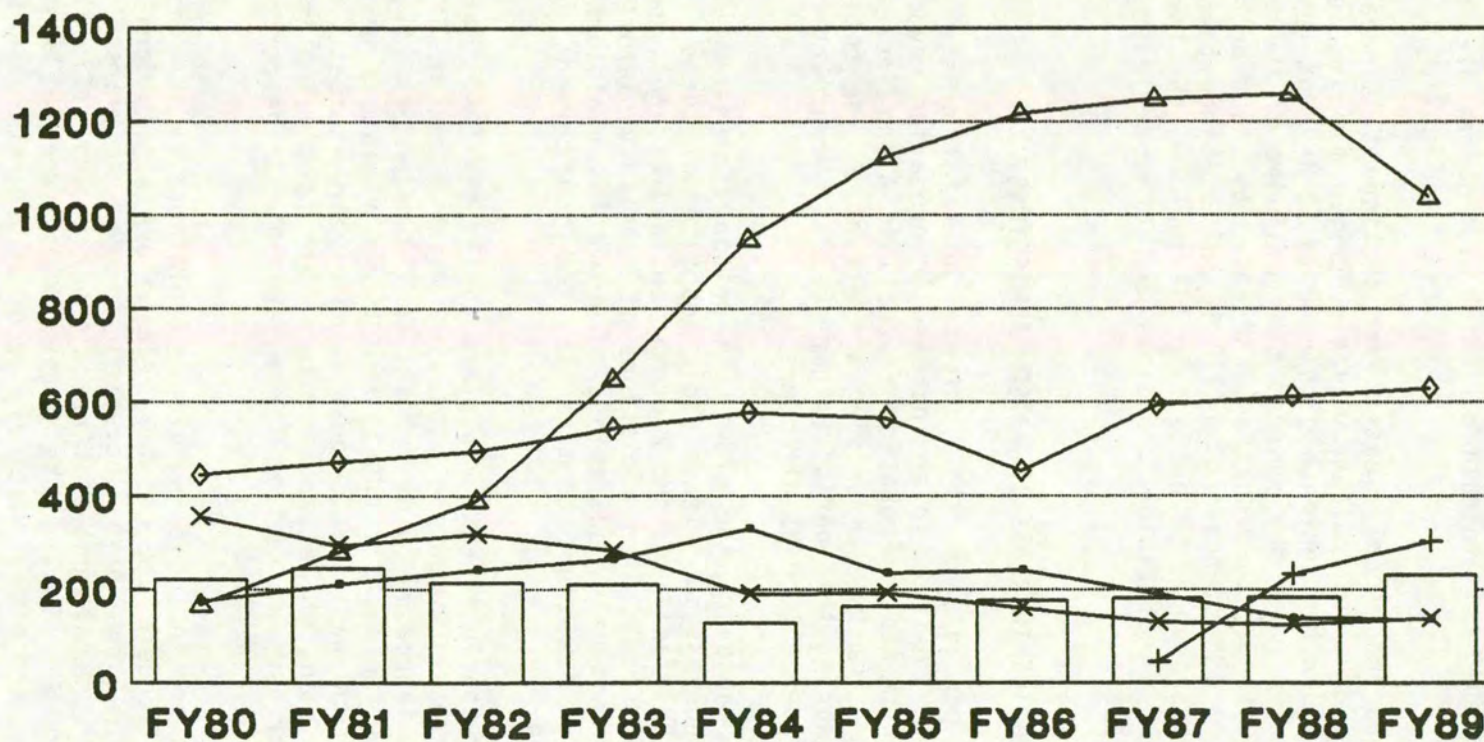
Source: Iowa Department of Corrections
 Note: Figures exclude work release & OWI Treatment facilities.

Figure 6-10
PRISON RELEASES



Source: Iowa Department of Corrections
 Note: Figures exclude work release and
 OWI Treatment Facilities.

Figure 6-11
PRISON RELEASES BY TYPE



- 41 -

▲ Parole ◇ Work Release □ Expiration Sentence
 ● Shock Probation + OWI Facility × All Other Releases

Source: Iowa Department of Corrections
Prepared by: CJJP

LOOKING TOWARD THE FUTURE

Releases due to expiration of sentence have increased steadily since FY85 after a general decline in the early 1980s. In FY89, 232 inmates were released due to expiration, which is comparable to FY80-81 levels.

Shock probations and other releases have declined this decade. Shock probation is a type of release wherein judges may impose a prison term but reconsider the sentence within 60 to 90 days of imprisonment. At that time, the judge may suspend the remainder of the prison term and order the offender to probation. Releases to shock probation rose during the early 1980s, peaking at 330 in FY84. Since then, releases of this type have dropped 58 percent to 137 in FY89, the lowest in the period studied. Institutional escapes and other releases are also trending downward.

WHAT IS CAUSING THE INCREASE IN PRISON ADMISSIONS?

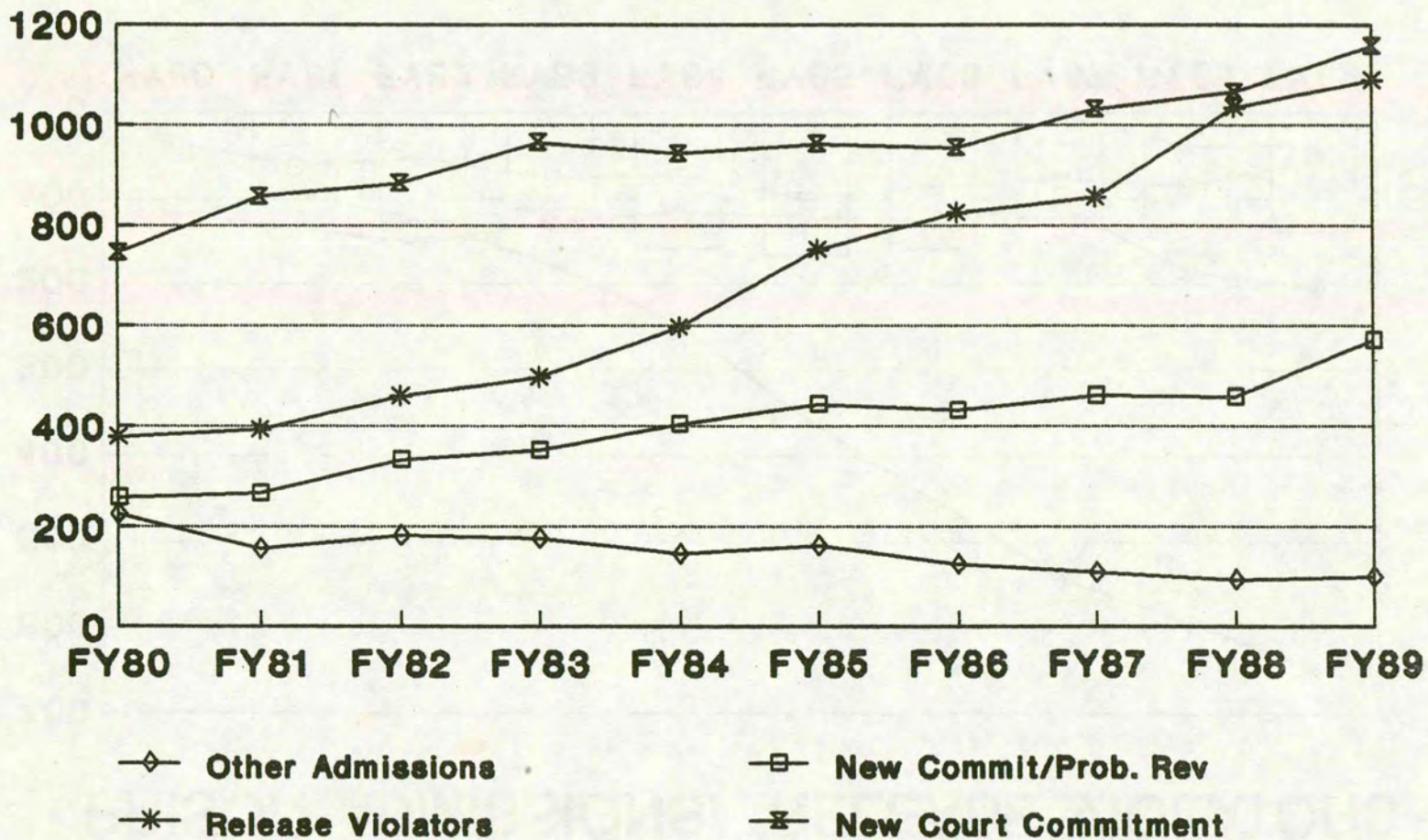
The bulk (77 percent) of the increase in total prison admissions between FY88 and FY89 was in an increase in probation revocations and new court commitments. Probation revocations alone increased by 24 percent or 111 offenders comprising 42 percent of the total increase in admissions during that period (figure 6-12). New court commitments increased by 8 percent or 91 offenders.

Prior to FY88, however, the growth in prison admissions was largely fueled by an increase in release violators (i.e., returns from parole, work release, OWI facility, shock probation, and escape), particularly between FY83 and FY88, when admissions of release violators more than doubled. Comparatively, admissions of probation violators increased 30 percent, and new court commitments rose ten percent during this six-year period.

The total increase in release violators during the 1980s was primarily due to an increase in parole violators which began in FY82-83 when parole returns increased by 41 percent to 178 offenders (figure 6-13). Between FY84 and FY85, 111 additional parole violators were admitted to prison, which was the largest single-year increase during the 1980s. Since then, while parole returns are continuing to increase, the yearly increases are not as large, averaging nine percent in FY88 and FY89.

Escape returns are included in release violations because most escapes occur while offenders are on work release or institutional furlough. While escape returns have increased in recent years, changes in reporting by the Department of Corrections are a significant factor in the upward trend. During the early 1980s, work release escapees returning to custody were routinely recorded as returning to the work release facility from which they escaped and then transferred to

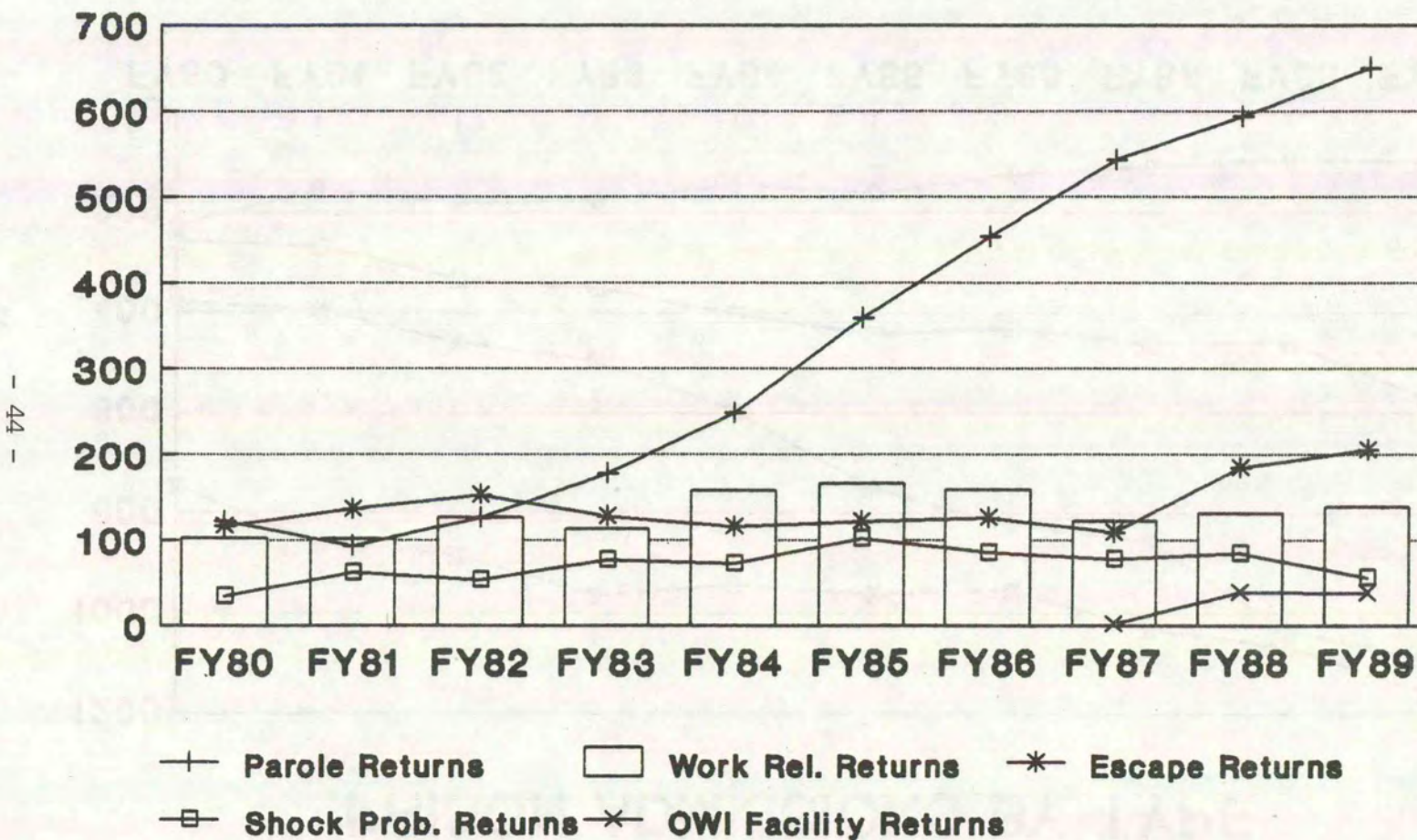
Figure 6-12
PRISON ADMISSIONS BY TYPE



Source: Iowa Department of Corrections
 Prepared by: CJJP

Figure 6-13

PRISON ADMISSIONS: RELEASE VIOLATORS



Source: Iowa Department of Corrections
Prepared by: CJJP

LOOKING TOWARD THE FUTURE

prison as a work release violator. Due to reporting changes in the late 1980s, however, all escapees returning to custody are now entered as escape returns regardless of status at the time of escape.

While there has been an increase in release violators as a group, shock probation returns have declined since FY85. In addition, the few drunken drivers returned from OWI treatment facilities have contributed only slightly to increased admissions.

Figure 6-14 summarizes inmate population, admissions, and releases for Iowa's eight prisons during the 1980s.

WHY ARE SO MANY PAROLEES RETURNING TO PRISON?

While there are other contributing factors to consider, it is clear that the increase in parole returns is linked to the increase in parole releases during the 1980s. Figure 6-15 shows total parole releases from prison, work release, and OWI treatment facilities as well as the number of parolees returned to prison during FY80-89. Total paroles in FY89 numbered 1,502, which is about four times higher than FY80 levels, when 414 offenders were paroled. Parole returns in FY89 numbered 650, which is five times higher than the FY80 level of 123.

Another factor to consider is the nature of the increase in parole returns. Parolees may be returned to prison for any violation of the release agreement including new criminal charges or convictions, failing to maintain contact with the parole agent, failing to cooperate with treatment programs, and ingesting drugs and alcohol. As shown in figure 6-16, total parole revocations more than doubled between FY85 and FY89, from 312 to 643 offenders revoked. However, the increase in revocations is largely due to increases in violations other than new convictions for felonies or aggravated misdemeanors.

LOOKING TOWARD THE FUTURE

FIGURE 6-14
PRISON POPULATION, ADMISSIONS, AND RELEASES
FY80-89

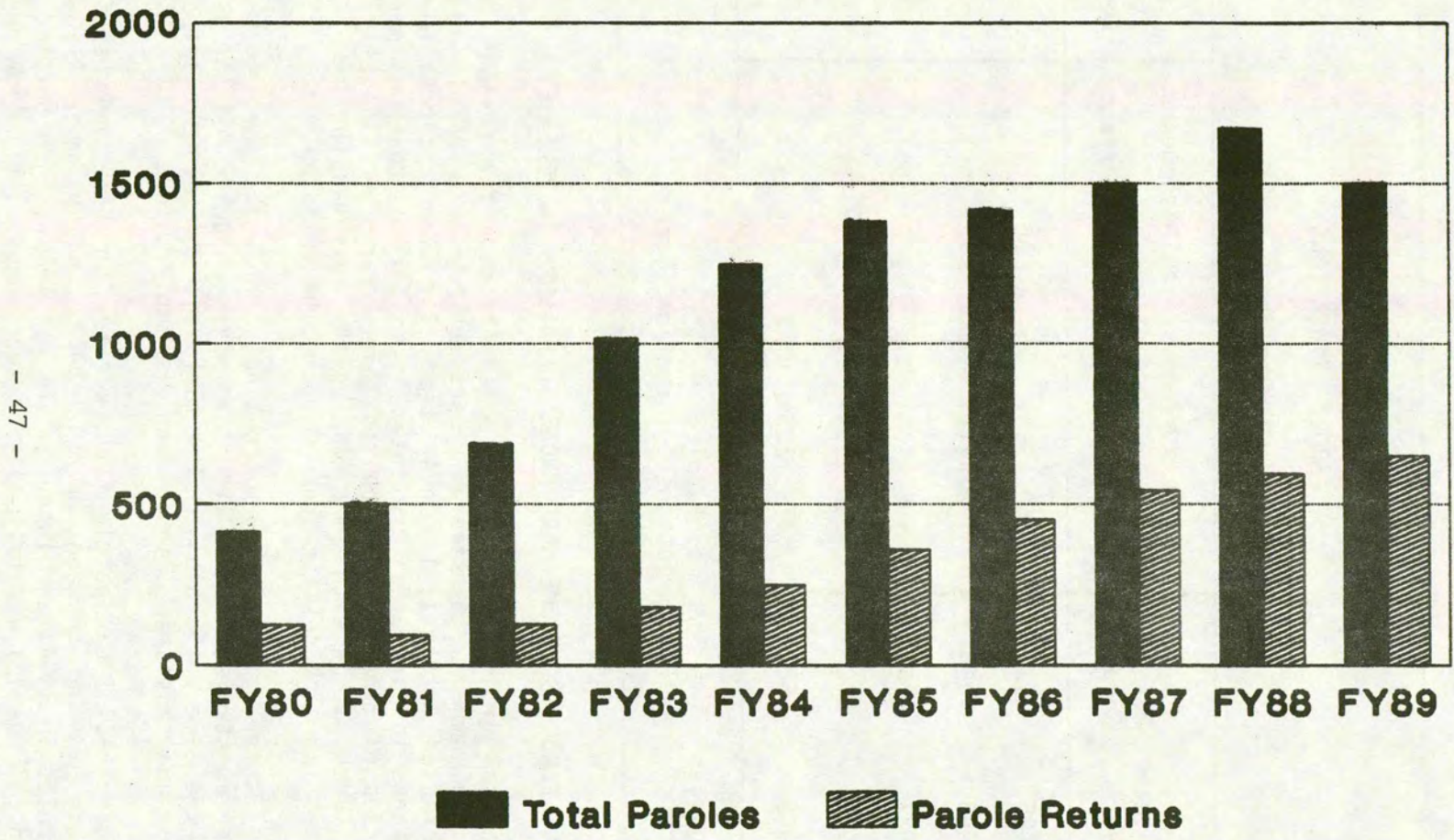
	FY80	FY81	FY82	FY83	FY84	FY85	FY86	FY87	FY88	FY89
<u>ADMISSIONS</u>										
New Court Commitments	744	857	883	965	942	962	955	1031	1065	1156
Probation Revocations	258	267	333	352	403	443	432	461	459	570
Parole Returns	123	93	126	178	248	359	453	543	594	650
Shock Probation Returns	35	62	54	77	73	102	86	78	85	56
Escape Returns	117	136	153	128	116	122	126	109	185	205
Work Release Returns	103	102	127	113	158	167	159	123	131	139
OWI Facility Returns	0	0	0	0	0	0	0	2	39	38
Other Admissions	225	155	182	176	146	162	125	108	94	99
TOTAL ADMISSIONS	1605	1672	1858	1989	2086	2317	2336	2455	2652	2913
<u>RELEASES</u>										
Release to Work Release	445	473	495	544	577	565	454	593	612	630
Release to OWI Facility	0	0	0	0	0	0	0	45	233	304
Parole Releases	168	280	390	649	948	1123	1216	1247	1260	1039
Release to Shock Prob.	174	210	242	264	330	235	242	191	138	137
Escapes	88	102	101	67	26	22	20	6	9	11
Expiration of Sentence	222	246	214	211	128	164	176	182	184	232
Other Final Discharges	10	10	18	19	10	6	5	5	1	5
Other Releases	258	181	198	197	154	164	136	119	114	123
TOTAL RELEASES	1365	1502	1658	1951	2173	2279	2249	2388	2551	2481
ENDING PRISON POPULATION	2276	2446	2646	2684	2597	2635	2722	2789	2890	3322

SOURCE: Iowa Department of Corrections, Report Series E-1;
Riverview Release Center monthly movement summaries.

NOTE: Beginning prison populations exclude work release and
OWI treatment facilities.

Figure 6-15

TOTAL PAROLES & PAROLE RETURNS



- 47 -

Source: Iowa Department of Corrections
Note: Figures include paroles from work release and OWI Treatment Facilities.

LOOKING TOWARD THE FUTURE

FIGURE 6-16 PAROLE REVOCATIONS FY85-89				
Fiscal Year	Total Paroles Revoked	New Felony/Aggravated Misdemeanor Convictions		All Other Revocations
		Non-Persons	Against Persons	
1985	312	140 (45%)	30 (10%)	142 (45%)
1986	403	128 (32%)	32 (8%)	243 (60%)
1987	486	195 (40%)	31 (6%)	260 (54%)
1988	502	180 (36%)	33 (7%)	289 (57%)
1989	650	179 (28%)	28 (4%)	443 (68%)

Source: Iowa Board of Parole;
Adult Corrections Information System

HAVE PAROLEES BECOME MORE PRONE TO FAILURE ON RELEASE?

Because parolees may remain on supervision for periods ranging from several months to several years and because parole releases have increased substantially over time, the most accurate way to assess changes in parole failure rates is to follow groups of parolees for a period of time (usually two to three years) and identify the release failures within each group during the follow-up period. The failure rates for each release group may then be compared.

The State of Iowa has not routinely conducted parolee tracking, and the few studies of this type that were conducted did not always adhere to the same methodology. The following studies were selected because fair and consistent comparisons are facilitated.

Figure 6-17 shows parole failure rates for three groups of offenders: those paroled between July 1, 1973, and December 31, 1976; those paroled in 1984; and those paroled in 1985. Each parolee in the 1984 and 1985 groups was followed for two years. The follow-up period for

LOOKING TOWARD THE FUTURE

FIGURE 6-17

PAROLE FAILURE RATES

OFFENDERS PAROLED IN 1984, 1985, and 7/73-12/76

24-Month Follow-up for 1984-85 Parolees
23-Month Average Follow-up for 1970's Sample

	7/73-12/76	1984	1985
Total Paroled	1,495	1,256	1,487
Total Failed	350	266	350
Parole Failure Rate	23.4%	21.2%	23.5%

Source: Iowa Board of Parole (1984, 1985);
Iowa Statistical Analysis Center (7/73-12/76)

the 1970's group ranged from 15 to 24 months with an average follow-up period of 23 months; 89 percent of the group were followed at least 21 months.

Findings indicate no statistically significant differences in parole failure rates for the three groups.

A more recent follow-up study was conducted for those paroled during Fiscal Year 1986. However, because the follow-up period was longer than in the 1984 and 1985 studies, it is inadvisable to compare the FY86 data with the rates in figure 6-17. The Statistical Analysis Center continued to follow the 1970s parole group, however, and it was possible to compare parole failure rates in the FY86 study with a similar follow-up of the 1970s release group.

The FY86 parolees were followed for a minimum of 24 months, up to 35 months, with an average follow-up of 29 months. The 1970s parolees were followed for a minimum of 15 months, up to 36 months, with an average follow-up of 30 months.

Findings indicate that, while more of the parolees in the FY 86 group were revoked, fewer were convicted of new felonies or aggravated mis-

LOOKING TOWARD THE FUTURE

FIGURE 6-18 PAROLE FAILURE RATES OFFENDERS PAROLED IN FY86, AND 7/32-12/76 29-Month Average Follow-Up for FY86 Parolees 30-Month Average Follow-Up for 1970's Sample		
	7/73-12/76	FY86
Total Paroled	1,495	1,454
Total Revoked	392	418
Parole Failure Rate	26.2%	28.7%
New Felony or Aggravated Misdemeanor Convictions	181*	174
Rate of New Conviction	12.1% (est.)	12.0%
* Figure is an estimate of number of convictions, based on 221 actual charges for felonies and aggravated misdemeanors among those revoked.		
Source: Iowa Board of Parole (FY86); Iowa Statistical Analysis Center (7/73-12/76)		

demeanors (figure 6-18). The rates of new conviction for the two groups are not significantly different, and the difference in overall parole failure rates is slight at best; one can be 80 percent confident that the rate of parole revocation for those released in FY86 is 0.4 percent to 4.6 percent higher than for those in the 1970s release group.

WHAT ARE THE CHARACTERISTICS OF IOWA'S PRISON INMATES?

On June 30, 1989, 3,322 inmates were incarcerated in Iowa's prisons. Of these, 181 or 5.4 percent were women; male prisoners outnumber female prisoners by about 17 to 1.

LOOKING TOWARD THE FUTURE

The majority (76.5 percent) of prisoners are white. African-Americans make up 21.4 percent of the inmate population; 1.4 percent are Native Americans, and 1.6 percent are Latinos. Only six inmates are Asian.

While the average (mean) age is 30, half of all prisoners are age 28 or younger, and nine are age 17 or younger. Only about one percent of all inmates are over 60.

The median sentence length for those incarcerated is 10-15 years; about 44 percent of all inmates are serving maximum sentences of this length. About 20 percent of all inmates are serving sentences of 5-10 years, and about 19 percent are serving sentences of 15-50 years. Only about five percent of all prisoners are serving sentences of less than five years, and approximately 11 percent are serving sentences of 50 years or more.

Concerning inmate custody levels, 96 of the 3,322 had "unknown" custody scores on June 30, 1989. Of those who were classified, 29 percent scored for minimum security (0-5 points), 51 percent scored for medium security (6-10), and 20 percent scored for maximum security (11+).

On August 10, 1989, statistics obtained from the Adult Corrections Database System indicated that 2,450 or 73 percent of the 3,354 inmates incarcerated on that date had been assessed according to the Iowa Model of Risk Assessment. These assessments provide two measures of offender risk. One is a measure of the general threat to public safety referred to as "Safety Risk", and the second a measure of the specific threat of new violent crime referred to as "Violence Risk". Risk assessment is based upon statistical analysis of the current offense, criminal history, and substance abuse history of each offender. Findings indicate that, of those prisoners assessed, 42 percent are considered to have a high potential for all types of recidivism, including the commission of violent crimes (Poor Violence Risks); 14 percent are considered to have a high potential for non-violent forms of recidivism (Poor Property Risks), and 44 percent are considered good risks for release.

HAS THE NUMBER OF INMATES SERVING LIFE SENTENCES INCREASED?

As of October 18, 1989, 311 inmates convicted of Class A felonies in Iowa and sentenced to life in prison were confined in Iowa or in other states as per Interstate Compact Agreement. This represents a 40 percent increase in "lifers" in less than five years (56 months) from 222 Iowa "lifers" on February 21, 1985. Toward the beginning of the decade, on June 30, 1980, only 111 inmates were serving life sentences in Iowa.

LOOKING TOWARD THE FUTURE

Between 1980 and 1988, 216 offenders were admitted to prison for Class A felonies (figure 6-19). Admissions of "lififers" increased in the late 1970s and early 1980s, reaching a peak on 1981 and 1982 when 30 and 32 such offenders were admitted respectively. Between 1982 and 1986, "lifer" admissions generally declined to 18 admissions in 1986. Since then, "lifer" admissions have increased again; 24 "lififers" were admitted to prison during 1987, and 27 were admitted in 1988.

ARE "LIFERS" EVER RELEASED FROM PRISON?

No. In Iowa, offenders convicted of Class A felonies and sentenced to life in prison are not eligible for parole, work release, or institutional furloughs. However, if the Governor commutes an offender's life sentence to a term of years, that person may be released on furlough, work release, or parole.

HOW MANY OFFENDERS HAVE BEEN PAROLED FOLLOWING COMMUTATION OF THEIR LIFE SENTENCES, AND HOW MUCH TIME DID THEY SERVE IN PRISON PRIOR TO RELEASE?

Between 1970 and 1985, 20 Class A felons had their sentences commuted to a term of years and were released on parole. Since then, only one "lifer" has been paroled following commutation of sentence. For these 21 Class A felons released on parole, time served ranged from 10.6 years to 45.7 years; median time served was 22.8 years. Age at the time of parole ranged from 39 to 86 years; median age at parole was 56 years. Three (14 percent) of these parolees were returned to prison due to release violations; two had been convicted of new felonies, although one was subsequently acquitted on appeal.

Since 1970, ten "lififers" have died in prison. Of these, three were murdered.

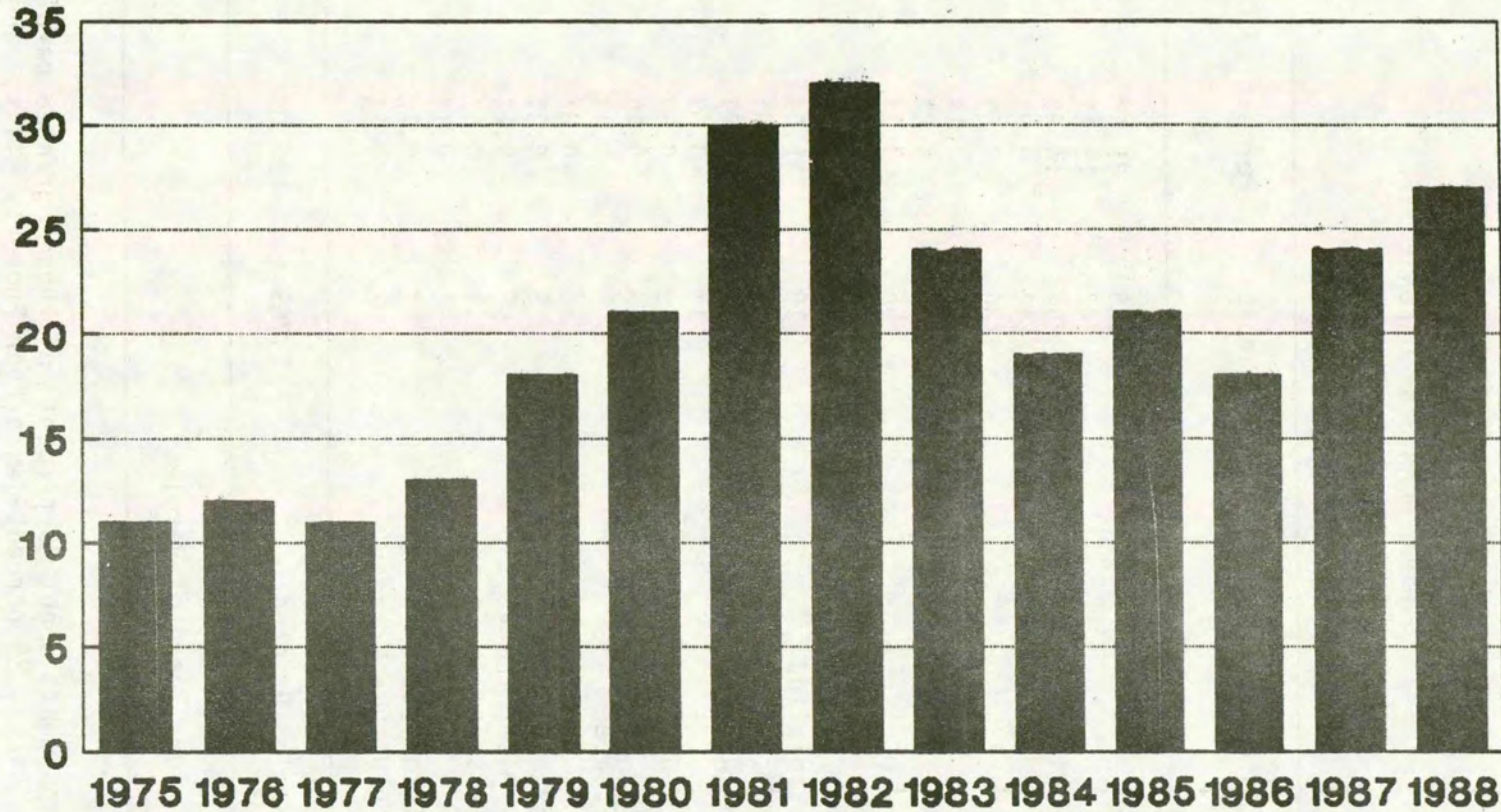
Offenders serving life terms may also receive sentence reductions on appeal of their convictions. It is currently unknown how frequently this occurs.

WHAT ARE THE CHARACTERISTICS OF OFFENDERS GRANTED PAROLE IN IOWA?

During FY88, 1,765 inmates were granted parole. Of these, 139 or eight percent were women. A full 1,434 or 81 percent of the parolees had not been released on parole before on their active sentences, and 19 percent of those paroled had experienced one or more prior, unsuccessful parole periods on their active sentences. Concerning offender

Figure 6-19

PRISON ADMISSIONS: CLASS A FELONS



■ Lifer Admissions

Source: Iowa Department of Corrections
Prepared by: CJJP

LOOKING TOWARD THE FUTURE

FIGURE 6-20			
PAROLE GRANTS BY OFFENSE TYPE			
FY88			
Offense Category	Paroles	Percent	Cumulative Percent
Burglary	555	31.4%	31.4%
Theft	267	15.1%	46.5%
Drunken Driving	257	14.6%	61.1%
Forgery	144	8.2%	69.3%
Sexual Abuse	134	7.6%	76.9%
Robbery	125	7.1%	84.0%
Drug Law Violation	75	4.2%	88.2%
Assault	55	3.1%	91.3%
Homicide	29	1.6%	92.9%
Vandalism	27	1.5%	94.4%
Weapons Violation	18	1.0%	95.4%
Conspiracy	15	0.9%	96.3%
Prostitution, Pimping	12	0.7%	97.0%
Arson	11	0.6%	97.6%
Traffic Violation	9	0.5%	98.1%
Kidnapping	8	0.4%	98.5%
Flight/Escape	7	0.4%	98.9%
Fraud	6	0.3%	99.2%
Extortion	5	0.3%	99.5%
Accssory After the Fact	2	0.1%	99.6%
Aiding Prisoner to Escape	1	0.1%	99.7%
Perjury	1	0.1%	99.8%
Public Intoxication	1	0.1%	99.9%
Tampering With a Witness	1	0.1%	100.0%
Total Paroles Granted	1,765	100.0%	100.0%
Source: Iowa Board of Parole			

risk assessment, about 20 percent of those granted parole were Poor Violence Risks, 26 percent were Poor Property Risks, and 54 percent were Good Risks.

LOOKING TOWARD THE FUTURE

Concerning releasing institution, 24 percent of all paroles granted were to offenders on work release or in OWI treatment facilities. Of those paroled from prison, most had been incarcerated at the Mount Pleasant Medium Security Facility (20 percent) or the Iowa Men's Reformatory (17 percent). One offender serving an adult prison term was paroled from the Iowa Training School for Boys.

As shown in figure 6-10, burglars, thieves, drunken drivers, and those convicted of forgery comprised nearly 70 percent of all offenders granted parole; 23 percent of those granted parole had been serving sentences for crimes against persons.

HOW MUCH TIME DO OFFENDERS SERVE IN PRISON PRIOR TO PAROLE?

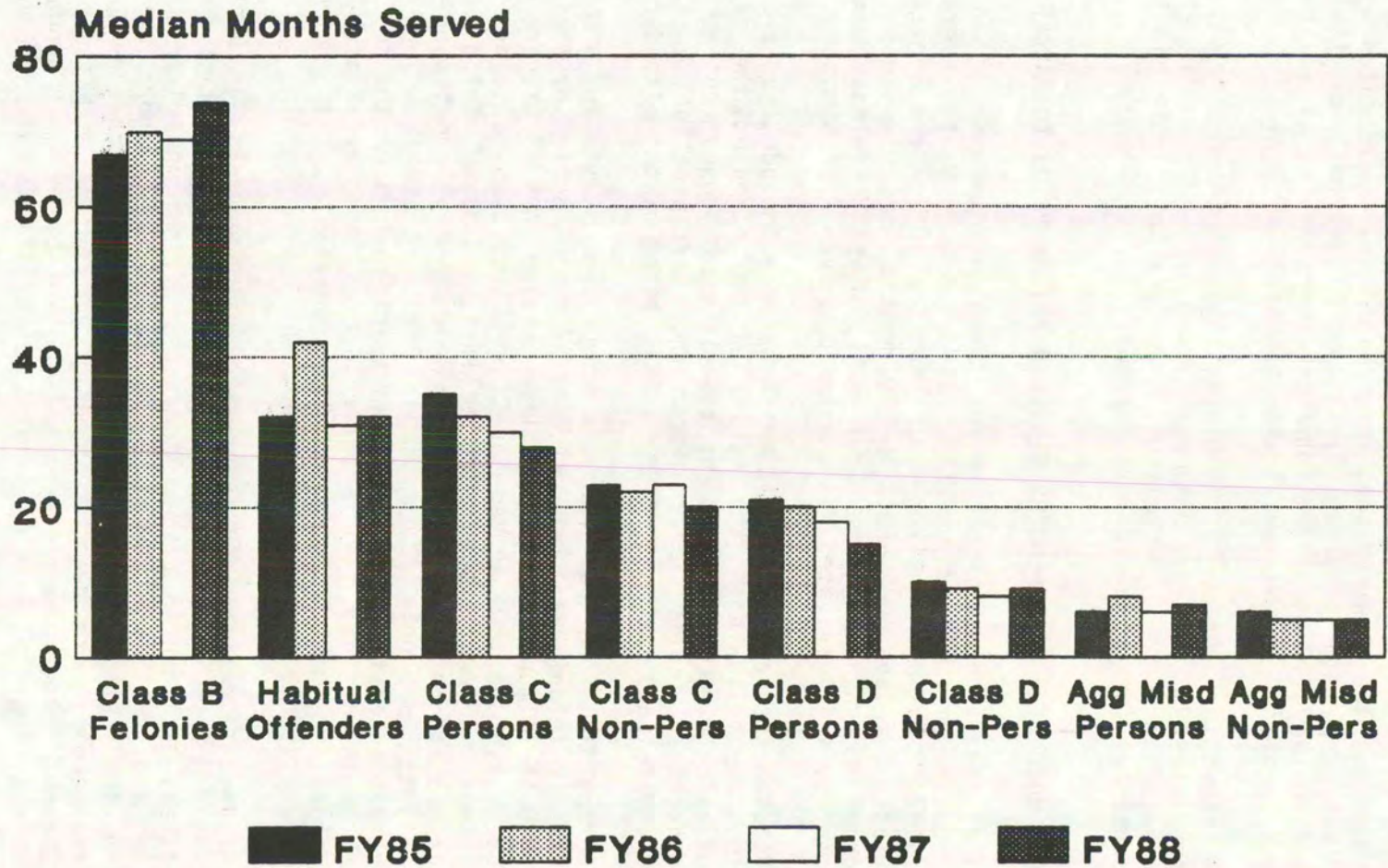
Time served prior to parole for those granted release in FY88 ranged from one month to over 18 years. However, on the average, Class B felons served over six years. Habitual Offenders served 32 months. Class C felons served 28 or 20 months (depending upon whether the crime was against persons or not), Class D felons served 15 or 9 months, and Aggravated Misdemeanants served 7 or 5 months.

Reasons for variations in time served may include, but are not limited to, the following: the nature of the offense; the extent of the offender's participation in the offense; concurrent or consecutive sentences; institutional misconduct; participation in institutional programs; and the risk to the public posed by the offender.

During the past four years, average time served prior to parole for Class B felons has increased from 67 months served by those paroled in FY85 to 74 months served by those paroled in FY88 (figure 6-21). However, average time served for Class C and Class D felons convicted of crimes against persons has declined. Class C felons convicted of crimes against persons served an average of 35 months prior to parole in FY85, but only 28 months in FY88. Class D felons convicted of crimes against persons served an average of 21 months in FY85 and only 15 months in FY88. Average time served for other Class C and Class D felons, as well as aggravated misdemeanants, has remained comparatively stable during this period.

Average time served for aggravated misdemeanants, as well as Class C and Class D felons convicted of crimes not against persons, most likely declined in the earlier years of the imposed prison population ceiling. The Iowa Board of Parole's annual report for FY85 states "As the year progressed, it became more obvious that prison population emergencies were being avoided by the routine paroling of nonviolent Class D felons and misdemeanants before their first annual interviews with a Board of Parole panel." In addition, data for those granted

Figure 6-21
TIME SERVED PRIOR TO PAROLE



Source: Iowa Board of Parole
Prepared By: CJJP

LOOKING TOWARD THE FUTURE

parole between 1978 and 1982 indicates a median time served of eight months for those with sentence lengths of three years or less, and 17 months for those sentenced to four or five years.

Relevant areas are certainly not limited to discussion regarding the offender population and admissions. A "look toward the future" for the Iowa Department of Corrections can only be accomplished by comprehensively analyzing resource and program methodologies and needs. The issues presented herein will address those concerns.

ADMINISTRATION

OF

DIVISION

MISSION STATEMENT

To oversee the financial administration of all corrections entities. To provide a variety of support services such as planning, training, and data processing. To identify/anticipate opportunities to more efficiently/effectively direct departmental activities.

GOALS

- Provide fiscal leadership to assure sound accounting practices in departmental operations.
- Maintain a relevant and progressive personnel training program.
- Initiate/administer appropriate planning activities to insure that programming is consistent with Department goals.
- Provide a state-of-the-art management information system to insure accurate and timely retrieval of data as needs require.

DATA PROCESSING

Goal:

Expand Corrections institution database to provide more end-user information as well as start developing a research database.

Issue Statement:

The need exists to work with institutions, community-based corrections, and the judiciary to coordinate the sharing of data. Continue the goal of providing information that is useful and current to the end user.

Recommendation:

Increase the amount of staff time devoted to data processing. Provide a staff member to act as a liaison with the judiciary to insure compatibility of database information.

Method of Implementation:

The Corrections databases (institution and community-based) have expanded over the last five years to the point where a new set of goals and objectives are needed to continue successful operation of the system. Several key elements need to be acquired in the next five (5) years to insure the success of the institutional and community-based corrections databases.

1. Central office management, institution and CBC management, and end users of the system must decide the goals and objectives for the next five (5) years. Objectives could include the following: disciplinary tracking, personal property inventory using available information, banking, court information, and probation tracking.
2. Increased dedication to the system through the integrity of the data available and the opportunity to provide sufficient hardware to staff.
3. Coordinate the implementation of the institution database with the database being developed for community-based corrections.
4. Coordinate with the judiciary the implementation of the courts' database and insure its compatibility with Corrections' database.
5. Acquire data processing staff that are assigned permanently to the Department of Corrections. The current situation involves the use of Department of Human Services programmers.

DATA PROCESSING

Cost Estimate:

Purpose	FY 1991	FY 1992	FY 1993*	FY 1994	FY 1995
Provide Staff	\$40,726	\$40,726	\$500,000	\$500,000	\$500,000

* Acquire in this fiscal year a data processing staff within the Department of Corrections.

EDUCATIONAL/VOCATIONAL PROGRAMS

Goal:

Coordinate and enhance educational/vocational services so that inmates have an opportunity to better themselves when security and regular employment requirements permit.

Issue Statements:

1. The educational needs of DOC inmates vary widely including elementary, secondary, vocational, postsecondary, and special education clients.
2. The method and focus of educational service delivery varies widely between the eight correctional institutions.
3. The educational needs of inmates requiring special education services may not be adequately addressed by present delivery system.
4. Opportunities to obtain financial resources from outside, nonappropriated sources are not being fully utilized.
5. There is a lack of continuity and coordination in the delivery of educational services between institutions.

Recommendation:

Improve educational/vocational services through centralization of institutional programming. Components of this approach include the following provisions:

1. The development of a comprehensive understanding of the educational needs of inmates in DOC institutions.
2. The establishment of a uniform and centralized educational records system.
3. The establishment of uniform measures of enrollment, attendance, course offerings, and credits.
4. Compliance with federal regulations regarding the delivery of services to inmates with special education needs.
5. More effective use of existing financial resources.
6. Maximization of opportunities to obtain financial resources from outside sources.

EDUCATIONAL/VOCATIONAL PROGRAMS

Method of Implementation:

The desired improvements in DOC educational/vocational programming will be achieved through the establishment of an Administrative Educational Bureau (composed of an administrator and support staff) within the DOC central administration. This Bureau would coordinate a comprehensive educational service delivery through a master contract with a merged area school and subcontracts with other existing educational service providers.

Cost Estimate:

A state appropriation to the Department of Education for institutional education shall provide funds for the programs and services offered by the merged area school contractee for adult inmates of correctional institutions. The total cost for providing a comprehensive educational program by contract to the Iowa penal institutions is \$6,149,439.

Costs for this program include:

- Eight comprehensive service delivery contracts with the community colleges to provide educational services.
- Five comprehensive service delivery contracts with the Area Education Agencies to provide special educational service.
- Direct contract costs for a community college correctional education program administrator.
- Indirect community college costs.
- Program evaluation costs.

Funding will be phased in during the first two years with following years to be provided on a funding formula basis similar to the approach used in funding the area community colleges. Estimated cost for the first year starting July 1, 1990, would be 4.3 million (70 percent of total program cost). Funding needed for FY 1992 is estimated to be 5.3 million (85 percent of total program cost). In FY 1993, the funding mechanism will be established and the program fully implemented at \$6,149,439. These funds will be included in the education appropriation. However, the Department of Education and the Department of Corrections will work jointly to implement the program.

EDUCATIONAL/VOCATIONAL PROGRAMS

Cost Estimate:

To establish the Administrative Educational Bureau, which will be responsible for the coordination and administration of educational programming, the following additional funds are needed:

	Purpose	FY 1991	FY 1992	FY 1993
Central Office	One Educator III FTE	\$ 49,694	\$ 52,178	\$ 54,787
	One Clerk Typist III	21,247	22,309	23,424
	Travel	12,000	12,000	12,000
	Office Supplies	5,000	5,000	5,000
	Professional and Scientific	5,000	5,000	5,000
TOTAL COSTS		\$ 92,941	\$ 96,487	\$100,211

STAFF TRAINING AND DEVELOPMENT PROGRAMS

Goal:

Maintain a comprehensive staff training and development program for the Department of Corrections including all correctional institutions, Iowa Prison Industries, and judicial district departments of correctional services.

Issue Statement:

Minimum standards relative to meeting national accreditation requirements for correctional staff training have been established. These standards require new employee training prior to the assumption of full job duties and specify the amount of training required during the first year of employment and on an annual basis thereafter. Staff training in special skill areas, i.e., CPR, chemical agents, etc., is also required for compliance with specific court orders. Organizational change and resource limitations require diversity in training, program selection, coordination, and delivery to ensure that minimum staff training requirements are met while maintaining and increasing staff skill and work performance to increase efficiency and reduce potential liability due to employee error.

Recommendations:

To assist the institutions and judicial districts in meeting mandatory training requirements, i. e., to meet the American Corrections Association Accreditation Standards, training for court order compliance and identified accepted correctional practices, the following is recommended.

- (1) The Iowa Corrections Training Center will be utilized to provide new employee and advanced/special skills training programs and services for institutions, central office, and community correction employees.
- (2) The Corrections Training Center will become a resource center providing more direct assistance to the institutions, central office, and judicial districts with training needs assessment, design, and coordination and more institution or agency-based training programs and services.
- (3) The Corrections Training Center will continue development of a part-time instructor certification process to increase the capacity of the institutions/judicial districts to conduct required staff training.

STAFF TRAINING AND DEVELOPMENT PROGRAMS

Recommendations:

- (4) The Corrections Training Center will work to develop more cost-effective and innovative training delivery methods including video-assisted independent study, interactive teleconferencing, computer-assisted training, etc.
- (5) A number of trainee positions will be established to allow for adequate training while minimizing the staffing difficulties at institutions due to absences for training.
- (6) New employee training will be closely tied to an institutional setting to provide more practical on-the-job training.

Method of Implementation

The Corrections Training Center will maintain preservice and advance training programs. With additional staff, the Training Center can develop shorter, special skills training programs that can be coordinated and presented on site at the institutions, central office, or in the judicial districts. The Training Center will continue to design and implement a part-time instructor certification process and develop "special skills" curriculum packages to increase the institutions/judicial districts capacity to provide required staff training utilizing internal resources. The Training Center will provide overall coordination and assistance with the presentation of these curriculum packages to ensure consistency in program delivery and instructional methods. The Corrections Training Center will develop and present problem/issue-focused training, i. e., human relations, supervisor-subordinate communication skills, infection control, creative stress management, etc.

The Corrections Training Center will work with each institution and judicial district department of correctional services to provide ongoing assessment of training needs and overall coordination of training activities. The Training Center will subsequently develop and present an annual training plan identifying the needs, projected courses, and anticipated cost of training for all Department of Corrections and judicial district employees.

The Corrections Training Center will seek technical assistance in identifying, designing, and implementing a more cost-effective training delivery system through the utilization of new training technology and alternative training modalities.

STAFF TRAINING AND DEVELOPMENT PROGRAMS

Cost Estimate:

	Purpose	FY 1991	FY 1992	FY 1993
Central Office	One Administrative Assistant	\$ 24,690	\$ 24,690	\$ 24,690
	Two Training Officers	58,934	58,934	58,934
	Forty Correctional Officer Trainees	990,440	990,440	990,440
	Uniforms and Related Items	32,400	32,400	32,400
TOTAL COSTS		\$1,106,464	\$1,106,464	\$1,106,464

INSTITUTIONS

OF

DIVISION

MISSION STATEMENT AND GOALS

To serve and protect the public through incarceration of legally committed adult offenders by:

- Maintaining adequate secure facilities relative to individual inmate custody needs.
- Provide opportunity for inmates to change their behavior through quality programs so that their chance of becoming law-abiding citizens is increased.
- Provide adequately trained staff to allow for safe and secure facilities.
- Within budget allowance, provide a secure environment which encourages inmate and staff personal growth.

PROVISION OF QUALITY OVERSIGHT

DESIGNED CAPACITY

Goal:

Each facility should have no more inmates confined than the designed capacity which includes beds, staffing, and programs.

Issue Statement:

During FY 1980 most of Iowa's correctional institutions exceeded their designed capacity as more beds were added in existing institutional space to house the rising flood of inmates. At the Fort Madison farms, the John Bennett facility, the Correctional Release Center, and later the Luster Heights Work Camp, overpopulation led to a fire safety concern on the part of the Fire Marshal. The Iowa Men's Reformatory expanded its beds without the programming and staff funding necessary to maintain an adequate level of programming. Additional beds were also made available at the Iowa State Penitentiary. This led to a net decrease in programming when funding for staff and programming did not keep pace with the expanding population.

The institutional budgetary patterns that began in FY 1980 have persisted. Thus, when five facilities were opened or expanded in FYs 1983, 1984, and 1985, (The Iowa Correctional Institution for Women, the North Central Correctional Facility, the Medium Security Unit at Mt. Pleasant, Luster Heights Work Camp, and the Iowa Medical and Classification Center at Oakdale) inadequate consideration was given to the need for educational/vocational programming, and in some cases, only minimum security levels were provided.

The budget reductions also caused further losses of security and treatment staff while the inmate population remained constant.

Recommendation:

All facilities need to be adequately staffed for security and rehabilitative programming. No facility should have more inmates than its designed capacity, and to achieve assignment flexibility, the inmate population of an institution (particularly the maximum and medium security facilities) should not exceed 95% of the institution's designed capacity.

Method of Implementation:

Each facility has been studied to determine the safe inmate capacity and the staff necessary to provide for adequate security, work, and

PROVISION OF QUALITY OVERSIGHT

DESIGNED CAPACITY

Method of Implementation:

treatment programs for inmates. The Central Classification process will assign inmates to appropriate facilities depending on security and treatment needs.

Cost Estimate:

Approximately 7.5 million additional cost per year plus a \$400,000 one-time cost for equipment and initial training at the Academy.

Facility	Designed Capacity	FTE	Classification and Position	Additional Cost Per Year	
				FY 1991	FY 1992
Anamosa	840	1.00	Clerk Typist II	\$ 16,548	\$ 16,548
		4.50	Clerk Typist III	77,499	77,499
		2.00	Mail Clerk II	36,162	36,162
		2.00	Accounting Clerk II	37,440	37,440
		5.00	Nurse	150,755	150,755
		2.00	Activities Spec. II	60,302	60,302
		1.00	Medical Lab. Tech.	20,890	20,890
		1.00	Dental Hygienist	23,363	23,363
		44.00	Correctional Officer	1,044,724	1,044,724
		10.00	Corr. Supervisor I	305,000	305,000
		1.00	Corr. Security Mgr.	35,118	35,118
		2.00	Corr. Counselor I	51,668	51,668
		3.00	Corr. Counselor II	88,206	88,206
		1.00	Corr. Treatment Mgr.	32,120	32,120
		3.00	Corr. Food Serv. Coord	75,927	75,927
		4.00	Corr. Trades Leader	96,844	96,844
		1.00	Power Plant Engr. IV	24,211	24,211
		Overtime	22,100	22,100	
		Holiday Pay	51,000	51,000	
		87.50	TOTALS	\$ 2,249,877	\$ 2,249,877
Luster Heights	71		Included in above		

PROVISION OF QUALITY OVERSIGHT

DESIGNED CAPACITY

Cost Estimate:

Facility	Designed Capacity	FTE	Classification and Position	Additional Cost Per Year	
				FY 1991	FY 1992
Fort Madison	550	1.00	Accounting Clerk II	\$ 22,671	\$ 22,671
		.25	Field Safety Tech.	7,319	7,319
		.75	Admin. Asst. II	15,584	15,584
		51.00	Correctional Officer	1,308,507	1,308,507
		1.00	Corr. Trades Leader	29,976	29,976
		1.00	Power Plant Engr. IV	29,900	29,900
		55.00	TOTALS	\$ 1,413,957	\$ 1,413,957
John Bennett	100		Included in above		
Farms	150		Included in above		
Newton	121	1.00	Word Processor II	\$ 19,808	\$ 19,808
		1.00	System Support Wkr. II	16,050	16,050
		1.00	Storekeeper II	18,403	18,403
		1.00	Accounting Clerk I	19,005	19,005
		.50	Admin. Asst. II	15,862	15,862
		1.00	Nurse	40,825	40,825
		2.00	Treat. Serv. Dir.	73,694	73,694
		.50	Chaplain	14,702	14,702
		2.00	Correctional Officer	51,314	51,314
		1.00	Corr. Food Serv. Coord	27,962	27,962
		1.00	Corr. Bldg. Serv Coord	30,355	30,355
1.00	Corr. Trades Leader	31,132	31,132		
13.00	TOTALS	\$ 359,112	\$ 359,112		

PROVISION OF QUALITY OVERSIGHT

DESIGNED CAPACITY

Cost Estimate:

Facility	Designed Capacity	FTE	Classification and Position	Additional Cost Per Year	
				FY 1991	FY 1992
Mitchellville	123	2.00	Clerk Typist III	\$ 29,308	\$ 29,308
		1.00	Administrative Asst. I	19,011	19,011
		2.50	Education Assistant	45,235	45,235
		1.00	Nurse	25,691	25,691
		1.00	Activities Spec. II	25,126	25,126
		2.00	Volunteer Serv. Dir. I	40,476	40,476
		20.00	Correctional Officer	513,140	513,140
		1.00	Sr. Corr. Officer	28,339	28,339
		.25	Corr. Supervisor II	6,984	6,984
		1.00	Corr. Counselor II	25,063	25,063
		1.00	Corr. Trades Leader	20,634	20,634
			32.75	TOTALS	\$ 779,007
Clarinda	120	1.00	Clerk Typist II	18,008	18,008
		.50	Clerk Typist II		9,004
		2.00	Clerk Typist III	38,632	38,632
		.54	Clerk Typist III		8,886
		1.00	Secretary I	20,742	20,742
		.23	Secretary I		4,771
		.50	System Supp. Wkr. I		9,337
		.35	Admin. Officer I	9,847	9,847
		1.00	Educator I	28,328	28,328
		.54	Educator I		15,297
		2.00	Nurse	63,256	63,256
		.46	Nurse		29,098
		1.00	Activities Spec. I	28,206	28,206
		.23	Activities Spec. I		6,487
		13.00	Correctional Officer	319,774	319,774
		2.99	Correctional Officer		73,548
		1.00	Corr. Supv. I	32,488	32,488
.23	Corr. Supv. I		7,472		
1.00	Corr. Counselor II	31,422	31,422		
.23	Corr. Counselor II		7,227		

PROVISION OF QUALITY OVERSIGHT

DESIGNED CAPACITY

Cost Estimate:

Facility	Designed Capacity	FTE	Classification and Position	Additional Cost Per Year	
				FY 1991	FY 1992
Clarinda		1.00	Corr. Treat. Mgr.	\$ 36,361	\$ 36,361
		.23	Corr. Treat. Mgr.		8,363
		1.00	Maintenance Repairer	25,139	25,139
		.69	Maintenance Repairer		17,346
		2.00	Corr. Trades Leader	57,696	57,696
		.46	Corr. Trades Leader		13,732
			Overtime	15,000	15,000
			TOTALS		\$ 724,899
		27.35	TOTALS		\$ 210,568
		8.18			
Rockwell City	100	1.00	Systems Analyst	\$ 32,959	\$ 32,959
		1.00	Accounting Clerk I	18,673	18,673
		1.00	Personnel Technician	23,879	23,879
		1.00	Activities Spec. I	28,206	28,206
		1.00	Corr. Counselor I	27,961	27,961
		1.00	Corr. Food Serv. Coord	27,453	27,453
		1.00	Corr. Trades Leader	28,848	28,848
			TOTALS	7.00	\$ 187,979
Oakdale	300	1.00	Secretary I	\$ 20,741	\$ 20,741
		1.00	Storekeeper III	23,333	23,333
		1.00	Admin. Asst. II	27,468	27,468
		1.00	Budget Analyst II	29,110	29,110
		1.00	Educator II	28,206	28,206
		1.00	Dental Assistant	18,436	18,436
		5.00	Correctional Officer	128,285	128,285
		1.00	Corr. Supv. I	32,488	32,488
		1.00	Power Plant Engr. III	27,017	27,017
			TOTALS	13.00	\$ 335,084

PROVISION OF QUALITY OVERSIGHT

DESIGNED CAPACITY

Cost Estimate:

Facility	Designed Capacity	FTE	Classification and Position	Additional Cost Per Year	
				FY 1991	FY 1992
Mt. Pleasant	528	4.60	Clerk Typist III	\$ 88,849	\$ 88,849
		.60	Computer Operator I	23,373	12,373
		.60	Programmer/Analyst	17,466	17,466
		.60	Storekeeper II	12,260	12,260
		3.00	Mail Clerk II	59,517	59,517
		2.40	Accounting Clerk II	49,778	49,778
		1.41	Public Serv. Exec. I	49,120	49,120
		1.00	Education Supv. II	34,837	34,837
		1.00	Vocational Instructor	26,233	26,233
		2.00	Nurse	66,120	66,120
		4.00	Activities Spec. I	112,824	112,824
		.81	Nursery Worker II	18,264	18,264
		19.00	Correctional Officer	467,362	467,362
		1.00	Corr. Security Manager	36,966	36,966
		2.04	Food Service Worker	38,336	38,336
		.60	Food Service Leader	11,903	11,903
		.60	Correctional Cook	14,484	14,484
		.60	Corr. Food Serv. Coord	16,472	16,472
		.81	Grounds Maint. Supv.	22,789	22,789
		1.62	Painter I	40,725	40,725
		.81	Plumber I	20,363	20,363
.81	Air Conditioning Mech.	21,884	21,884		
.81	Wat. & Disp. Plt. Op I	21,037	21,037		
		50.72	TOTALS	\$1,259,962	\$1,259,962
TOTAL COSTS				\$7,309,877	\$7,520,445

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Goal:

To plan for the expansion of existing facilities to accommodate/confine more inmates.

Issue Statement:

The statutory CAP imposed on the inmate population of Iowa's correctional institutions was intended to limit the number of those incarcerated. Although the CAP was supposed to artificially maintain a constant inmate population ceiling, in practice the CAP was exceeded 92 percent of the time and corrected only by "last minute" Parole Board action. This situation, coupled with an increase in the number of admissions and the necessity for inmates to complete assigned rehabilitation programming, brought about a need for increased capacity.

With the removal of the CAP in July 1987, there was an immediate need for greater designed capacity.

Since the CAP was removed, the prison population has increased steadily so that emergencies exist at all locations. There are now over 550 inmates more than the system is designed to handle. Twenty-three additional inmate beds and the necessary additional staff along with support dollars were added at Mitchellville to increase the designed capacity. Additional beds are planned and have been funded at Newton and Oakdale which will increase the designed capacity to 3,223. Seventeen additional beds have been added at Luster Heights and 25 more at Newton. Twenty beds will be added to Farm III by February 1, 1990. Even if all of this construction were finished today, we would be short more than 300 inmate beds. Since final completion of all these beds is not expected for 18 to 24 months and additional inmates are projected, prison crowding must be addressed.

The Parole Board is not expected to parole at the same monthly rate that was done just to meet CAP deadlines. A more punitive sentencing policy, such as more and/or longer mandatory sentences, determinate sentencing with or without parole, a reduction in the numbers sentenced by the courts to probation while increasing numbers going to prison, the addition of new laws which allow more to be sentenced to prison, or the elimination of the good conduct time for inmates will see an immediate increase in the correctional population, causing a crisis unless more prison space is planned and provided in a timely fashion.

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Rationale for Additional Prison Beds:

1. Even when the prison CAP was in place prior to July 1987, prison admissions increased 53 percent (from 1,604 in FY 1981 to 2,457 in FY 1987).
2. Release on parole increased from 501 in FY 1981 to 1,725 in FY 1988. There was an increase of 247 from FY 1987 to FY 1988.
3. The public must be protected from those convicted felons who have been committed to the custody of the Department of Corrections since they have been declared a risk to public safety by the courts.
4. In 1981, 118 inmates were serving life, while 325 are currently serving life sentences. None of these inmates are assigned to community corrections facilities. There is a net gain of approximately 25 lifers per year. This takes 25 beds per year from the system that are not available for the turnover of general population inmates for the next 30 years.
5. The number serving mandatory minimum sentences has increased. In FY 1988, 17.75 percent (568 inmates) of the prison population were serving mandatory minimum sentences. None of these are eligible for community corrections placements.
6. The Parole Board paroled 336 poor violence risks during FY 1988. Among these, 68.1 percent of the poor or very poor violent risk parolees committed new violent felony convictions.
7. The number of persons returned to prison for parole violations has increased from 93 in FY 1981 to 502 in FY 1988, an increase of 540 percent admitted to the Department.
8. Parole agents cannot effectively supervise their clients when parolees know that the prison system is crowded and there is no space for them to return to confinement if they violate the terms of their parole.
9. Persons committed to the custody of the Department of Corrections should be able to take full advantage of institutional treatment programs rather than be released on work release or parole early because of overcrowding.

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Rationale for Additional Prison Beds:

10. The average length of a lead sentence (excluding lifers) for all inmates in Iowa facilities during April 1989 was 139 months and 22 days. Yet, the average length of stay in prison was 17 months and 28 days.
11. There are 662 community corrections minimum custody residential beds currently in the system in Iowa's Judicial Districts. Now there is a 4.7 percent vacancy because of recent departures on parole or escape, but 84 were being processed to fill these beds. More community beds will meet required expectations projected during the next three years.
12. Crowded conditions that exist at eight of Iowa's correctional institutions need to be immediately addressed and corrected. Unresponsiveness will lead to increased unrest, increased staff stress, possible federal court intervention, and early release of these inmates who have repeatedly demonstrated that they are dangerous to the citizens of Iowa.

Bed Space Needed by Security Type:

The institutional prison population increased as projected in last year's plan. There were 3,300 inmates in the system at the start of FY 1989. There are 530 more inmates in the system than 12 months ago. If these numbers stay the same and there is no increase in the net gain, approximately 2,420 additional prison beds will be required by FY 1994 over and above those already approved.

It is also assumed that in the interest of public safety, the Parole Board will release the best inmates (those who usually obtain minimum custody status). Because of the high turnover rate of minimum security beds, there will be less demand as far as total numbers required. Only a small (36.6 percent) percentage of additional beds constructed will be identified as minimum custody.

Since the Department's inmate classification system was recently validated for the second time and is considered one of the key tools in the assignment of inmates to a security level, it is assumed that the same percentage of maximum, medium, and minimum beds required in June 1989 will increase at the same ratio by the end of FY 1993.

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Bed Space Needed by Security Type:

The Bureau of Justice Statistics indicates that the rate of growth of the female inmate population in 1988 was significantly higher than the rate for male inmates. The rate of increase for incarcerated females across the country was significantly larger than for males. This has also occurred in Iowa. The female population at Mitchellville increased from a low of 63 inmates during March 1986 to a high of over 165 inmates by December 1989. Although the female inmate capacity of the Iowa Correctional Institution for Women was recently raised from 100 to 123, another 100 beds will be required by the end of FY 1993.

There are still sufficient maximum security beds in the system to serve the maximum security needs of an inmate population of 4,200 inmates expected in the system. If more high security cells are required, a portion of Anamosa (IMR) will take care of the overflow provided additional staff are added to that facility and reclassification is completed of all Ft. Madison (ISP) inmates. The best of the maximum inmates will be transferred to IMR.

After careful adjustments are made by way of the inmate security classification system, 63.4 percent of inmate bed construction should meet medium custody needs.

Community Corrections and the prison facilities in Iowa should be viewed as a complete system. One completely compliments the other. The National Council on Crime and Delinquency study also indicated that community corrections will increase, and, especially, parole populations will grow by 30 percent during the next five years. Although additional community residential, work release, and OWI beds were appropriated during the FY 1989 Legislature, 146 additional community beds will be required to meet expectations by FY 1993.

The Legislature hired the TOBORG consultants to study Iowa's prison system and to make estimates concerning future bed needs. Although the final report is not expected before January 1990, their interim report on 30 June 1989 indicated a need for many more prison beds. Their verbal report told of a possible need for an additional 1500 prisoner beds. This validates the Department's conservative estimate that at least 1200 beds will be required and challenges all others involved in the Criminal Justice System to provide workable alternatives to incarceration by FY 1994. The alternative is to construct another 1,100 beds by FY 1995.

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Method of Implementation:

It takes one year to obtain legislative approval and funds appropriated. If the site is controlled by the Department of Corrections and suitable for construction, additional prison beds can be constructed within another 15 to 24 months. Inmate labor can be utilized for final cleanup and moving. This three-year time period must be addressed since emergency conditions now exist. Two facilities have architectural plans almost completed and should be considered the first phase.

Site Considerations:

1. Avoidance of extra security and perimeter and control center cost was achieved by adding new prison beds to existing medium locations whenever possible. It is estimated that \$1 million to \$3 million dollars can be saved in construction costs by utilizing existing lighting, fences, alarms, towers, gates, administration buildings, generators, water, and heating systems by building at sites where there are already prison facilities.
2. Avoidance of extra administrative overhead cost was achieved by adding new prison beds to existing sites where possible without adding top level administrators. By utilizing existing FTE's when constructing on or near Department of Corrections facilities, \$800,000 to \$1,400,000 can be saved annually.
3. The location of prison bed space in the central and western parts of the state is felt necessary to provide facilities throughout the state and add to the management's flexibility to control those to be secured.
4. Improve existing facilities by adding needed security and treatment needs and long overdue repairs.
5. Rather than remodeling an old warehouse, factory, school, or hospital, construction of a prison that is designed for staff efficiency and security is far more cost effective over the next 20 years. Health and safety issues (asbestos, sprinkler system, and fire exits) can be addressed. Safety of staff will be ensured by designing for security and maintenance, and repair costs can be delayed by starting with newly constructed facilities. It is estimated that as much as \$3 million to \$4 million can be saved annually by constructing new facilities.

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Site Considerations:

6. The location of community corrections beds are designated based on anticipated waiting lists in each of the judicial districts during the next three years.
7. Site plans have been completed for the Clarinda and Rockwell City additions as recommended last year, for 80 and 66 beds respectively. Now that 100 to 120 beds are recommended for these sites, only modifications in architectural plans are required to make these two sites available for immediate construction while the new sites receive initial architectural study.

Cost Estimate:

1. <u>Location</u>	<u>Beds</u>	<u>Capital Estimate</u>
Mitchellville	100	\$ 2,775,000
Clarinda	100	3,575,000
Rockwell City	120	3,487,000
Anamosa	65	1,150,000
Newton	630	36,000,000
Mason City, Davenport Muscatine, Marshalltown	<u>146</u>	<u>2,000,000</u>
	1,161	\$48,987,000
Design and Contingency		5,000,000
Total		\$53,987,000
2. <u>Staff Costs</u>	<u>FTE's</u>	<u>Annual Cost</u>
Mitchellville	27.5	\$ 687,500
Clarinda	35.0	892,500
Rockwell City	32.0	816,000
Anamosa	17.0	433,500
Newton	255.0	7,205,000
Mason City, Davenport Muscatine, Marshalltown	<u>36.0</u>	<u>950,000</u>
Total	402.5	\$10,984,500

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

3. <u>Support Costs</u>	<u>Inmate Additions</u>	<u>Estimates</u>
Mitchellville	100	\$ 365,000
Clarinda	100	365,000
Rockwell City	120	438,000
Anamosa	65	237,250
Newton	630	2,299,500
Mason City, Davenport, Muscatine, Marshalltown	<u>146</u>	<u>379,600</u>
Total	1,161	\$ 4,084,350

Appropriation Requirements for Construction:

<u>FY</u>	<u>Date Needed</u>	<u>Dollars</u>	<u>Location</u>	<u>Purpose</u>
FY 90	15 Feb 1990	\$ 1,500,000	Clarinda	Finish design and start construction
FY 90	15 Feb 1990	1,500,000	Rockwell City	Finish design and start construction
FY 90	1 July 1990	500,000	Mitchellville	Design
FY 90	1 July 1990	250,000	Anamosa	Design
FY 91	30 Sep 1990	1,500,000	Clarinda	Construction
FY 91	30 Sep 1990	1,500,000	Rockwell City	Construction
FY 91	1 July 1990	1,000,000	Newton	Design
FY 91	1 July 1990	400,000	Comm. Corr.	Design 2 Comm. Fac.
FY 91	1 Mar 1991	1,500,000	Mitchellville	Construction
FY 91	1 Mar 1991	750,000	Anamosa	Construction
FY 91	1 Mar 1991	1,000,000	Comm. Corr.	Construction
FY 92	1 July 1991	1,000,000*	Clarinda	Construct. Complete
FY 92	1 July 1991	900,000*	Rockwell City	Construct. Complete
FY 92	30 Sep 1991	1,000,000	Mitchellville	Construction
FY 92	30 Sep 1991	475,000*	Anamosa	Construct. Complete
FY 92	30 Sep 1991	1,062,000*	Comm. Corr.	Construct. Complete
FY 92	30 Sep 1991	15,000,000	Newton	Construction
FY 93	1 July 1992	375,000*	Mitchellville	Construct. Complete
FY 93	1 July 1992	19,000,000	Newton	Construction
FY 94	1 July 1993	<u>3,775,000*</u>	Newton	Construct. Complete
	TOTAL	\$53,987,000		

*(includes contingencies)

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Total by Fiscal Year:

FY 90	\$ 3,000,000	Will require supplemental appropriation
FY 91	8,400,000	
FY 92	19,437,000	
FY 93	19,375,000	
FY 94	<u>3,775,000</u>	
TOTAL	\$53,987,000	Appropriation required (any financial costs will be extra).

Future Preliminary Construction Planning:

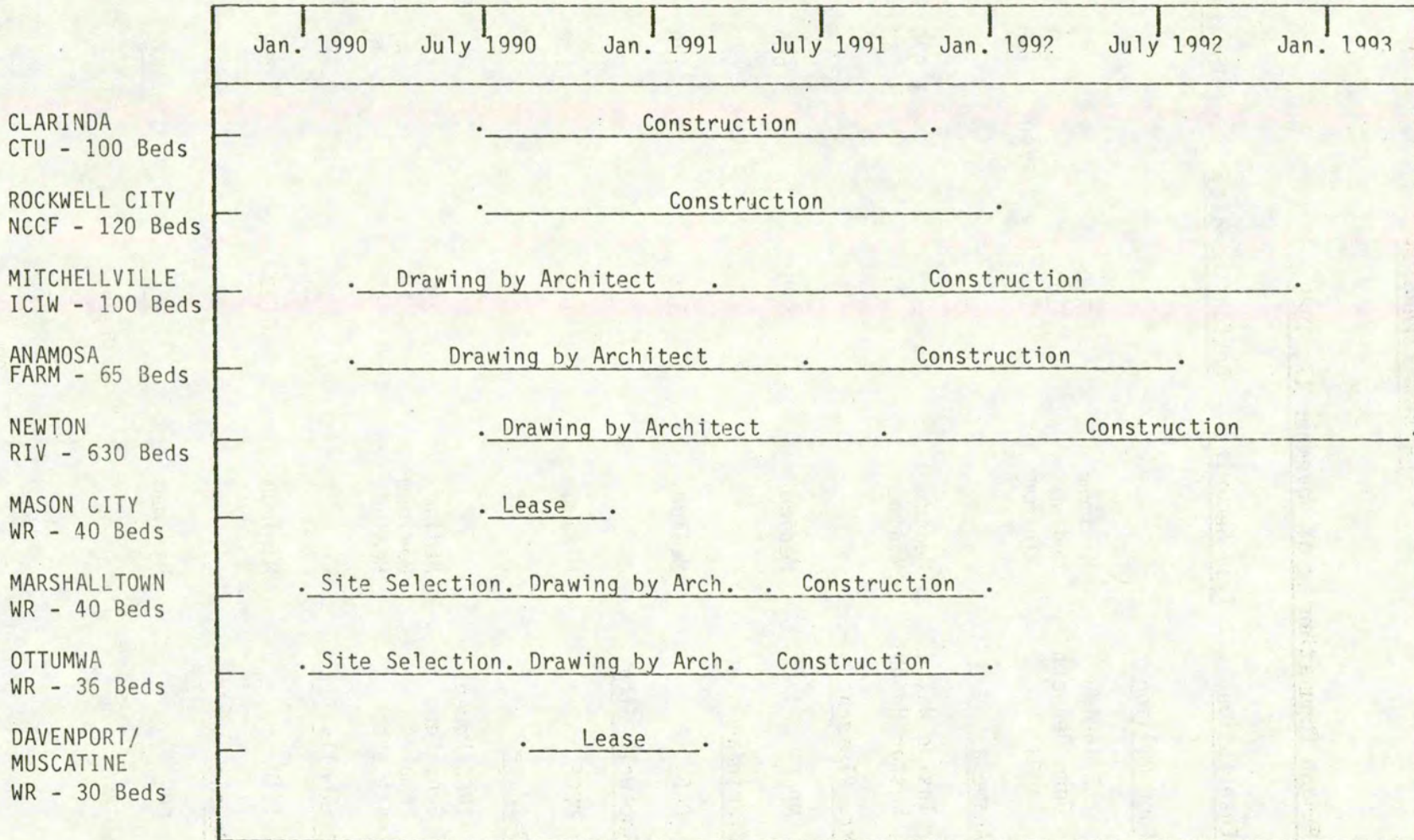
If prison beds are still required after considering and implementing alternatives to confinement, final planning should begin in FY 92 for additional beds based on anticipated gains. If the increase continues as now projected, additional beds should be considered as follows:

<u>FY</u>	<u>Date Needed</u>	<u>Dollars</u>	<u>Location</u>	<u>Purpose</u>
FY 93	1 July 1992	\$ 500,000	Oakdale	Design for 100 security cells
FY 93	1 July 1992	1,000,000	Ft. Madison	Design for 600 security cells to be used to meet overcrowding and then as a replacement for ISP
FY 94	1 July 1993	3,000,000	Oakdale	Construction
FY 94	1 July 1993	20,000,000	Ft. Madison	Construction
FY 94	1 July 1993	600,000	Anamosa	Design to replace cell block, add 500 cells and disciplinary detention cells
FY 95	1 July 1994	25,000,000	Ft. Madison	Construction
FY 95	1 July 1994	10,000,000	Anamosa	Construction
FY 96	1 July 1995	24,000,000	Anamosa	Construction

IOWA DEPARTMENT OF CORRECTIONS
CONSTRUCTION PROJECTIONS

Planning by the Department of Corrections and General Services

-88-



PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Prison Population as of November 17, 1989:

<u>Institution</u>	<u>Type Security</u>	<u>Design Capacity</u>	<u>Inmate Count</u> <u>7/24/89</u>	
<u>Fort Madison</u>				
ISP Inside	Maximum	550	550	Full
John Bennett	Medium	100	114	Crowded
Farms	Minimum	150 (by 2/1/90)	118	Full
<u>Anamosa</u>				
Inside Walls	Medium	840	1,076	Crowded
Luster Height	Minimum	71	68	Full
<u>Mt. Pleasant</u>				
MPCF	Medium	528	605	Crowded
<u>Clarinda</u>				
CCF	Medium	120	178	Crowded
<u>Rockwell City</u>				
NCCF	Minimum	100	133	Crowded
<u>Oakdale</u>				
IMCC/Recep.				
Gen. Pop.	Medium	232	333	Crowded
Females	Maximum	20	20	Full
Patients	Medium	48	46	Full
<u>Mitchellville</u>				
ICIW	Minimum	123	158	Crowded
<u>Newton</u>				
CRC	Minimum	<u>121</u>	<u>131</u>	Full
TOTALS		3,003*	3,530	

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Prison Population as of November 17, 1989:

* (Not counted in the count are 203 inmates on work release and 129 in OWI centers.)

Recap: This date we are over capacity at all eight facilities. We have no room for inmates using maximum beds and are over capacity in medium (484) and minimum beds (175).

Definitions:

Design Capacity: Space that will meet American Corrections Association (ACA) accreditation standards and current staffing.

Beyond Design Capacity: Utilizing every bed or cell whether or not it meets ACA or court rulings/decisions. Does not provide for additional inmate jobs, treatment programs, security staff required for additional inmates, cells under repair, inmates that need to be moved for disciplinary or treatment program reasons, nor additional funds for the upgrading of cell blocks/dormitories to meet life safety standards.

Maximum Custody: Staffed to provide continuous correctional supervision to those considered escape risks or for those inmates who need special protection from others. The perimeter is staffed with armed officers and is secured both from an inside or outside threat. Inmates may require exercise and treatment programs in small groups and if outside the perimeter should be under armed supervision and in restraining devices.

Medium Custody: Staffed to provide correctional supervision to those who may have potential for escape or serious misconduct while within the walls or fence. The perimeter is staffed with armed officers and secured. Inmates may have freedom of movement within the facility as long as program approval has

PROVISION OF QUALITY OVERSIGHT

CAPITAL EXPANSION

Definitions:

Medium Custody:

been granted by staff. During movement or activity outside the facility, correctional supervision will be necessary to prevent escape and provide for safety and welfare of the inmate or community.

Minimum Custody:

Staffed to house inmates within a secure institution or building during portions of the day. There are usually no security towers or routinely armed officers stationed around the perimeter. If supervised, inmates can work or take advantage of programs while outside the facility.

MAJOR MAINTENANCE AND CAPITALS

Goal:

To maintain and bring into life safety and code compliance the facilities and institutions under control of the Department of Corrections.

Issue Statement:

At its various institutional locations, the Department is required to maintain a safe and healthy environment for its employees and the inmates that they oversee consistent with life-safety code criteria. Every correctional facility in Iowa is in need of funds to finance a variety of major maintenance projects. These facilities, because of their age and the nature of their use, are subject to ongoing deterioration. In particular, taking corrective action to address life-safety code requirements is an imposing and continuing problem.

In FY '90, \$13,000,000 in capital project repairs were identified for correctional facilities. These projects range from fire safety issues to tuckpointing needs. In FY '90, \$2,000,000 was appropriated to begin addressing the capital needs of the Department.

Method of Implementation:

Although it is recognized that funds are not available to complete all the necessary major maintenance projects at each institutional location, a means of prioritizing needs matched with funds should be attempted. Specifically, it is necessary to confront the most serious life-safety code deficiencies first. Less serious life-safety code deficiencies should then be corrected and a schedule of general major maintenance requirements be established.

Cost Estimate:

(See table on next page.)

IOWA DEPARTMENT OF CORRECTIONS

MAJOR MAINTENANCE

<u>Institution</u>	<u>Project</u>	<u>FY 1991</u>	
Fort Madison	1. Water System Renovation	\$ 1,581,550	
	2. Sanitary and Storm Sewer Reconstruction	293,750	
	3. Utility Distribution Study	65,000	
	4. Reroof Gym, Powerhouse, CH17, Administration Building (South End) and Infirmary and Farm #1	372,995	
	5. Asbestos Removal	117,500	
	6. Tuckpointing CH 18 and 19 and the Wall	146,875	
	7. Direct Bury Natural Gas Lines	352,500	
	8. Move Steam Line to New Tunnel	235,000	
	9. Handicapped Access to CH 18, 19, 20 and to Deputy Building, Gym, and Vocational Building	141,000	
	10. Remodel Augusta Unit to ACA and Code Standards	352,500	
	11. Code Compliance, Administration Building	58,750	
	Subtotal	\$3,717,420	\$3,717,420
Anamosa	1. Cooler-Freezer and Dishwasher	50,500	
	2. Replace Roofs on Cellhouses LUB and LUD	280,000	
	3. Painting Outside and Recoating of Institution's Water Tower and Painting of Power Plant Smoke Stack	52,500	
	4. Roofs - Administration, Dietary, Chapel, and Music Area	80,150	
	5. Enclosed Fire Escapes for Auditorium, Chapel, and Music Area	887,375	
	6. Sewage Plant Modification	55,000	
	7. Natural Gas Generator	136,800	
	8. Dietary Equipment	143,000	
	9. Telephone System	55,000	
	Subtotal	\$1,740,325	\$1,740,325

IOWA DEPARTMENT OF CORRECTIONS

MAJOR MAINTENANCE

<u>Institution</u>	<u>Project</u>	<u>FY 1991</u>	
Mt. Pleasant	1. Water System Upgrade-Phase II	\$ 170,000	
	2. Sewer Upgrade - Phase I	105,000	
	3. Smokestack	50,000	
	4. Asbestos Removal	10,410	
	5. Boiler Replacement	275,000	
	6. Heat Transfer Systems	58,000	
	7. Electrical Redistribution Internal	<u>109,000</u>	
		Subtotal	\$ 777,410
Oakdale	1. Fence Apron	\$ 117,500	
	2. Warehousing/Storage Building/ Receiving Dock	176,150	
	3. Code Compliance	108,750	
	4. Asbestos Removal/Replace Water Pipes	109,700	
	5. Iron Filters/Water Plant Addition	58,000	
	6. Air Handler for Dead Records Area	<u>58,750</u>	
		Subtotal	\$ 628,850
Rockwell City	1. Electrical	\$ 336,500	
	2. Independent Heating and Cooling	210,000	
	3. Safety and Security	50,000	
	4. Buildings and Grounds	70,000	
	5. Air Conditioning	52,500	
	6. Surfacing	<u>80,000</u>	
		Subtotal	\$ 799,000
Clarinda	1. Equipment Upgrade and Replacement	\$ 150,000	
	2. Double Security Fence Expansion	125,000	
	3. Interior Door and Lock Replacements	75,000	
	4. HVAC for Hope Hall	270,000	
	5. Asbestos Removal	50,000	
	6. Replace Windows in Hope Hall and Lodge	200,000	
	7. Utility Distribution Study, Surface Entrance Road, Correct Area Drainage, and Install Water Main Loop	52,000	
	8. Install Fire Exits from Fourth Floor, Hope Hall	<u>112,000</u>	
		Subtotal	\$1,034,000

IOWA DEPARTMENT OF CORRECTIONS

MAJOR MAINTENANCE

<u>Institution</u>	<u>Project</u>	<u>FY 1991</u>	
Mitchellville	1. Major Maintenance	\$ 74,156	
	2. Fire Alarm Upgrade	<u>72,930</u>	
	Subtotal	\$147,086	\$ 147,086
Newton	1. Repair of Dorm 1 and 2 Roofs	\$ 55,000	
	2. Replace Noncompliant Fire Escape	75,000	
	3. Regulatory Agency Compliance (Fire Code, OSHA, DNR)	60,000	
	4. Asbestos Removal	65,000	
	5. Utility Conservation/Cost Effective Usage	120,000	
	6. Air Conditioning Dorms 1 and 2	50,000	
	7. Install Audio/Visual Monitoring Systems Automated Locking System for Dorm	<u>32,000</u>	
	Subtotal	\$457,000	\$ 457,000
TOTAL			\$9,301,091

IOWA DEPARTMENT OF CORRECTIONS

MAJOR MAINTENANCE

<u>Institution</u>	<u>Project</u>	<u>FY 1992</u>	
Fort Madison	1. Fire Alarm and Fire Protection System; Maximum, Medium, and Minimum Security	\$ 399,500	
	2. CH 17 - Remodel for Support Use	176,250	
	3. Sprinkler System for CH 18	118,675	
	4. Resurface Parking Lot - Maximum Security Parking Lot	57,281	
	5. Storage Lockers in Cellhouses	85,000	
	6. Move Laundry to Vocational Building	52,875	
	7. New Vocational Buildings at Farm 1 and 3	881,250	
	8. North Hill Stabilization	176,250	
	9. Tool Control/Maintenance Material Warehouse	235,000	
	10. Gym for CH 20	225,600	
	11. Raze Old Hospital	70,557	
	12. Air Conditioning System for Medium Security Unit and Maximum Security Food Services Tunnel Extension	587,500	
	13. Replace Industries Building	<u>4,406,250</u>	
	Subtotal	\$7,471,988	\$ 7,471,988
Anamosa	1. Replace Tower 7	\$ 55,000	\$ 55,000
Mt. Pleasant	1. Boom Truck Box and Tuckpointing	\$ 95,000	
	2. Voice Paging System	76,000	
	3. Shutter Installation in Ventilation System	38,000	
	4. Front Parapet Repair	30,000	
	5. UHF Radio System	85,000	
	6. Replace Backhoe and Grounds Equipment	95,000	
	7. Gym Floor Replacement	<u>45,000</u>	
	Subtotal	\$ 464,000	\$ 464,000

IOWA DEPARTMENT OF CORRECTIONS

MAJOR MAINTENANCE

<u>Institution</u>	<u>Project</u>	<u>FY 1992</u>	
Oakdale	1. Tuckpointing	\$ 88,000	
	2. Water Tower	60,000	
	3. Security Improvements	99,875	
	4. Acoustical Ceiling and Gymnasium Floor	64,625	
	5. Mechanical/Boiler Room	86,950	
	6. Mudjack the Main Building for Health Services Area and the North Addition Education Area	70,500	
	7. Outside Lighting - North Addition	74,025	
	8. Resurface Perimeter Road	585,000	
	9. Equipment Replacement	116,884	
	10. Energy Conservation	93,648	
	11. Handicap Accessibility	58,750	
	Subtotal	\$1,398,257	\$ 1,398,257
Rockwell City	1. Maintenance Building	\$ 185,000	185,000
Clarinda	1. Tuckpoint Hope Hall	\$ 150,000	
	2. Industrial Recreation Building	280,000	
	3. Install Handicapped Ramps and Upgrade Restrooms	50,000	
	Subtotal	\$ 480,000	\$ 480,000
Mitchellville	1. Security Windows - Buildings 1, 2, 3, and 4	\$ 121,600	
	2. Tuckpoint Administration Building	66,675	
	Subtotal	\$ 188,275	\$ 188,275
Newton	1. Vehicle Garage and Institutional Warehouse	\$ 60,000	
	2. Resurface Parking Lots	75,000	
	Subtotal	\$ 135,000	\$ 135,000
TOTAL			\$10,377,520

IOWA DEPARTMENT OF CORRECTIONS

MAJOR MAINTENANCE

<u>Institution</u>	<u>Project</u>	<u>FY 1993</u>	
Ft. Madison	1. Construct New Maximum Security Food Service Building	\$ 4,027,500	
	2. CH 17 Code Compliance	1,495,000	
	3. Flammable Paint Storage Building	70,500	
	4. Second Floor for Library and Chapel - Maximum Security	<u>1,277,812</u>	
	Subtotal	\$ 6,870,812	\$ 6,870,812
Anamosa	1. Locking System for LUB	\$ 1,350,000	
	2. Replacement of Cell Block - LUC	11,450,000	
	3. Repair of Cell Block - LUC	<u>94,500</u>	
	Subtotal	\$13,754,500	\$13,754,500
Mt. Pleasant	1. PCB Transformer Disposition	\$ 70,000	\$ <u>70,000</u>
TOTAL			\$20,695,312

DEPARTMENT OF CORRECTIONS
PROPOSED CAPITAL SCHEDULE/COSTS

	Institutions	FY 1991	FY 1992	FY 1993	FY 1994	FY 1996	Total Costs Per Instit.
	Anamosa	\$ 931,000	\$ 7,195,000	\$ 325,000	\$ 345,000	\$ 450,000	\$11,401,000
	Clarinda	50,000	200,000	50,000	25,000		841,000
	Fort Madison	2,436,000	4,383,000	5,215,000	820,000	250,000	21,020,000
	Mitchellville	334,600	330,600	469,350	770,750		2,312,495
	Mt. Pleasant	858,410	1,495,000		700,000		4,182,410
	Mt. Pleasant - Training Center						28,000
	Newton	390,000					735,000
	Oakdale	782,000	45,000				1,282,700
	Rockwell City	70,000	116,000	198,000			1,334,579
	TOTAL CAPITAL SCHEDULE COST	\$ 5,852,010	\$13,764,600	\$ 6,257,350	\$ 2,660,750	\$ 700,000	\$43,137,184

DEPARTMENT OF CORRECTIONS
PROPOSED MAJOR MAINTENANCE SCHEDULE/COSTS

Institutions	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995	Total Costs Per Instit.
Anamosa	\$ 1,055,000	\$ 587,500	\$ 203,500	\$ 77,500	\$ 22,500	\$ 3,101,000
Clarinda	24,500	24,500				307,900
Fort Madison	205,000	30,000			5,000	1,244,000
Mitchellville	247,252	201,000	168,525	189,200		1,180,002
Mt. Pleasant	284,000	75,000	12,400	120,000		996,100
Mt. Pleasant - Training Center	48,000					48,000
Newton	45,000					254,000
Oakdale	436,000	90,000	135,000	90,000		1,127,200
Rockwell City	39,200					179,700
TOTAL MAINTENANCE COST	\$ 2,383,952	\$ 1,008,000	\$ 519,425	\$ 476,700	\$ 27,500	\$ 8,437,902

SEX OFFENDER PROGRAMS

Goal:

Expand sex offender programs so that all inmates who have committed sex crimes have the opportunity to become involved in treatment programs specific to their problem.

Issue Statement:

The number of persons incarcerated for sex crimes has increased dramatically in recent years. Some studies would indicate that sexual behavior is learned and the only appropriate treatment is to learn acceptable behavior to substitute for the unacceptable behavior which led to their incarceration. Inmates identified as sex offenders do have a significantly higher chance to return to criminal sexual behavior once released from custody unless there is involvement in a sex offender treatment program while incarcerated with follow-up supervision upon release. The modality of the Department of Corrections sex offender program is to provide the offender with the understanding of those attitudes and behavior necessary for him to return to the community and be successful.

Recommendation:

Although all inmates committed to the Department of Corrections for sex crimes receive counseling, there is a need to deal with the problem much more intensively. The sexual offender/dormitory program implemented at Mount Pleasant several years ago has grown from an 80-bed unit to a 200-bed unit. The inmates assigned to this program take part in intensive diagnostic/therapeutic programs based on contemporary techniques in order to positively impact on the inmate's return to society. Because of the increased need for these services, sex offender programs need to be developed and expanded at all the institutions with particular emphasis on Newton and Rockwell City.

SEX OFFENDER PROGRAMS

Cost Estimate:

Institution	FY 1991	FY 1992	FY 1993	FY 1994
Mt. Pleasant	\$ 898,651	\$ 943,584	\$ 971,892	\$1,001,049
Newton	0	407,550	419,777	432,370
Anamosa	52,000	54,600	56,238	57,925
Rockwell City	130,542	137,069	141,181	145,416
Mitchellville	44,429	36,650	48,050	49,492
Fort Madison	55,120	57,876	59,612	61,400
TOTAL COSTS	\$1,180,742	\$1,637,329	\$1,696,750	\$1,747,652

SUBSTANCE ABUSE PROGRAMS

Goal:

To have adequate resources to insure that inmates in need of substance abuse treatment will be provided treatment in a setting which is licensed as required by the Iowa Department of Health, Division of Substance Abuse.

Issue Statement:

All substance abuse treatment programs are mandated by law (Chapter 125 of the Iowa Code) to be licensed by the Iowa Department of Health. Since FY 1987, the Mount Pleasant Correctional Facility (MPCF), the Correctional Release Center (CRC), Clarinda Correctional Facility (CCF), and the Luster Heights Work Camp (LH) have been licensed to provide substance abuse treatment programs. Sufficient funds have not been available to provide staff and support to administer the program at MPCF. Therefore, this institution has temporarily transferred staff from other necessary activities to meet the program delivery requirements of the licensure standards. Obviously, the transfer of these workers creates deficiencies in other program areas. An FY 1990 funding appropriation was sufficient to provide the resources necessary to maintain the current drug program at CRC; however, additional resources are necessary to provide licensure for additional intensive substance abuse treatment for 75 inmates on a daily basis. At CCF federal substance abuse funds are partially utilized to provide the licensed substance abuse treatment program. However, these funds are scheduled to expire at the end of FY 1990 leaving the facility without resources to maintain the licensed treatment program. Additional funding is also necessary to maintain a quality licensed program at Luster Heights.

The Iowa Correctional Institution for Women currently has a Substance Prevention Program (Education - Assessment - Referral) which is financed by state funds from the Department of Health, Division of Substance Abuse. Continuation of this program is contingent on the extended availability of these funds or direct funding through the Department of Corrections. It is also necessary to develop a licensed substance abuse treatment program for women.

The Iowa State Penitentiary (ISP) received federal funding in FY 1990 to develop a licensed substance abuse program and is currently in the process of certification. Federal monies are scheduled to expire in September of 1990, and state replacement funds will be necessary to maintain this program.

Due to the high incidence rate of substance abusing offenders, it is necessary to have licensed substance abuse treatment at the North Central Correctional Facility (NCCF) where such services are now unavailable.

SUBSTANCE ABUSE PROGRAMS

Issue Statement:

The Iowa Men's Reformatory with over 1000 inmates is the primary referral agency for substance abuse programming in the Iowa correctional system. The Reformatory is not pursuing licensure status for substance abuse counseling activities of 11 correctional counselors preferring instead to provide a very general, less intensive, individual and group counseling curriculum which would provide basic substance abuse information and encourage inmates to have a willing attitude and be more receptive to eventually being involved in one of the licensed substance abuse programs available to inmates at the other institutions.

Method of Implementation:

Budget and staff positions will be requested to meet the standards set by the Division of Substance Abuse for seven of the institutions within the Department of Corrections, Division of Institutions.

For reasons identified above, state funding will be requested to provide the necessary staff and support to meet licensure standard requirements as they have been delivered in the past at the four (4) institutions with established substance abuse programs. Additionally, funding will be requested to develop a licensed substance abuse treatment program and to maintain the existing prevention program at ICIW. Funds will also be requested to maintain a licensed program at ISP and to develop and implement a licensed treatment program at NCCF.

Cost Estimate:

Facility	FTE	Purpose	FY 1991	FY 1992 - 1994
Mount Pleasant Correctional Facility (MPCF)	.5 .5 6.0 1.5	Physician Specialist Psychologist II Counselors Clerk Typist III Training and films, antabuse, urinalysis, and office supplies	\$262,812	\$262,812 Yearly

SUBSTANCE ABUSE PROGRAMS

Cost Estimate:

Facility	FTE	Purpose	FY 1991	FY 1992 - 1994
Correctional Release Center (CRC)	1.0 5.0 3.0 1.0	Psychologist II Counselors Social Workers Clerk Typist III Training and films, antabuse, urinalysis, and office supplies	\$ 265,160	\$ 272,235 Yearly
Clarinda Correctional Facility (CCF)	1.0 1.0	Counselor Clerk Typist III Training and films, antabuse, urinalysis, and office supplies	42,146	243,332 Yearly (Replacement of federal funds for expanded program)
Luster Heights Work Camp (LH)	1.0	Counselor Training and films, antabuse, urinalysis, and office supplies	31,500	31,500 Yearly
Iowa Correctional Institution for Women (ICIW)	.5 3.0 1.5 1.0 2.5 1.0 2.0	Treatment Program Coordinator Counselors Clerk Typist III Nurse Education Assistant Activity Specialist Volunteer Service Dir. Training and films, antabuse, urinalysis, and office supplies	373,173	373,173 Yearly

SUBSTANCE ABUSE PROGRAMS

Cost Estimate:

Facility	FTE	Purpose	FY 1991	FY 1992 - 1994
Iowa State Penitentiary (ISP)	1.0 1.0 1.0 1.0	Psychologist II Counselor Training - Counselor Clerk Typist Training and films, antabuse, urinalysis, and office supplies	\$ 109,000	\$ 109,000 Yearly
North Central Correctional Facility (NCCF)	.5 2.0 1.0	Psychologist I Counselors Clerk Typist III Training and films, antabuse, urinalysis, and office supplies	92,478	92,478 Yearly
TOTALS	40.5		\$1,176,269	\$1,384,530

CENTRALIZED INMATE RECORD SYSTEM

Goal:

Establish a centralized inmate hard copy records archives at the Iowa Medical and Classification Center (IMCC).

Issues Statement:

Presently there is no system for central control, storage, and administration of inmate hard copy records that have been in an inactive or dead status prior to October, 1984. These records are stored in a variety of locations at Mt. Pleasant, Mitchellville, Ft. Madison, and Anamosa. Dead or inactive records since October 1984 are stored in hard copy form at IMCC with no provisions other than file shelves, which are filled to capacity.

Recommendation:

Organize and administer a centralized inmate hard copy records archives at IMCC, create and maintain a Department of Corrections records manual, formulate policies and standards for the storage and maintenance of records, and establish a microfilm operation for the entire state government for all records that have been retired longer than five years.

Method of Implementation:

Under the direction of the Department's records administrator, transfer all inactive inmate hard copy records to IMCC for inventory and storage. Microfilm dead records and all Department of Corrections inactive records at IMCC for cataloging and storage. Then, expand by providing these services to all of state government.

CENTRALIZED INMATE RECORD SYSTEM

Cost Estimate:

Facility	FTE	Purpose	FY 1991	FY 1992	FY 1993
Iowa Medical and Classification Center		Transfer and file all inactive inmate records at IMCC. Expand operation and microfilm all Corrections records.	\$303,248		
		Obtain storage and microfilming equipment so that all state records can be micro-filmed at IMCC.		\$453,900	\$200,218
	1.0	Central Records Administrator		40,000	42,000
	2.0	Microfilm Operators		40,000	42,000
TOTAL COST	3.0		\$303,248	\$533,900	\$284,218

PUBLIC SERVICE WORK

Goal:

To perform public service work as well as provide jobs for the increasing numbers of inmates and clients in Iowa's corrections system.

Issue Statement:

Work is an important part of the rehabilitation process. It provides training and a method for inmates/clients to make a meaningful contribution to society both in and out of the institution. The availability of jobs for Iowa's corrections population is limited. By expanding the availability of work opportunities in the public service arena, the number of inmates and clients working can be expanded.

Newton has established permanent agreements with specific agencies such as the Department of General Services, Department of Transportation, Department of Natural Resources, Camp Dodge, Historical Building, and the Department of Corrections. In addition, Newton inmates do temporary work for specific agencies as needed. In FY 1989, there were 66,263 hours of work completed. The Iowa State Penitentiary has a permanent agreement with the Department of Natural Resources and has also invested over 35,000 man hours in the reconstruction of the Old Fort Madison. Anamosa has established permanent programs at Luster Heights with the Department of Natural Resources and the Department of Transportation. Since 1988, 14,733 man hours have gone into these programs. Mitchellville inmates operate a telephone service for the deaf. This past year Rockwell City has established a program with the Department of Transportation as well as being involved in other community projects. Mt. Pleasant and Clarinda do not have established programs but have been involved in several community service projects.

Recommendation:

That existing programs be expanded to provide more work for inmate/clients and that programs be established at Oakdale, Clarinda, Mt. Pleasant, and two community-based corrections districts.

Method of Implementation:

Provide designated funding for all eight institutions and two community-based corrections districts as a part of their appropriation. Establish permanent work programs with state, county, and local agencies as appropriate.

The funding would include monies for staff to supervise one or more off-the-grounds work crews as well as a vehicle/vehicles to transport the inmate/clients.

PUBLIC SERVICE WORK

Programs could be established or expanded in the agencies presently supporting the concept. New programs might be added to include other agencies in such areas as working on substandard housing, waterways, and highway and park beautification.

Cost Estimate:

Institution	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Anamosa	\$ 52,000	\$ 54,600	\$ 56,238	\$ 57,925	\$ 59,385
Clarinda	145,880	153,174	157,769	162,502	167,500
Ft. Madison	55,120	57,876	59,612	61,400	63,900
Mitchellville	139,583	146,562	150,959	155,488	160,587
Mt. Pleasant	75,282	79,046	82,998	87,148	91,506
Newton	21,952	23,050	23,742	24,454	25,295
Oakdale	0	0	10,000	11,000	12,000
Rockwell City	18,400	19,320	19,900	20,497	21,097
Two Community-based Corrections Districts	100,000	108,000	112,000	115,000	118,000
TOTAL COSTS	\$608,217	\$641,628	\$673,218	\$695,414	\$719,270

HEALTH SERVICES

CORRECTIONAL PHARMACY SERVICES

Goal:

To expand Correctional Pharmacy Services in order to address expanded inmate pharmacy needs.

Issue Statement:

The expanding prison population has already been noted. More specifically, the Iowa Correctional Institution for Women had a 50 percent increase in population since 1987. The Correctional Release Center will be serving a new population of 224, a 182 percent increase from 1987. In the past, pharmacy services at these two facilities have been obtained by contractual arrangements with community agencies. Medications are purchased through community resources rather than at state contract prices. The substantial expansion in the population of these two facilities requires that the pharmacy program for these two institutions be updated.

Pharmacy services for the two facilities need to be provided from a licensed correctional facility pharmacy located at the Riverview Release Center. The Release Center will have the highest rate of inmate turnover. This inmate movement will be associated with a rather high number of pharmacy transactions. Provisions need to be made for drug storage at the Correctional Release Center. The Iowa Correctional Institution for Women's drug storage should be eliminated as it would receive its support from the Correctional Release Center. All medications (purchased at state contract prices) should be obtained through Oakdale's Central Pharmacy Services program. The pharmacy program for Newton and Mitchellville needs computerized support based at Newton. This should be a Honeywell Level VI system or something comparable. Software programs already in effect at IMCC would be adapted to the needs of those two prisons. A full-time Pharmacist needs to be employed in order to provide pharmacy services to the two facilities. In the alternative, a part-time Pharmacist and part-time Pharmacy Assistant staff arrangement would address pharmacy needs for those two institutions.

An additional Pharmacy Assistant and a half-time clerical position is necessary in order to maintain the Iowa Medical and Classification Center's Central Pharmacy Services program. The expanding DOC prison population has required an increasing investment of time from the department's Pharmacy Consultant who is on the IMCC Table of Organization. IMCC's pharmacy staff, including the departmental Pharmacy Consultant, must also provide services to the expanding IMCC prison population as well as the expanding population occurring at the Iowa Men's Reformatory (IMR).

HEALTH SERVICES

CORRECTIONAL PHARMACY SERVICES

Recommendations:

1. Obtain a full-time Pharmacist to serve the Correctional Release Center and the Iowa Correctional Institution for Women.
2. Obtain a full-time Pharmacy Assistant and half-time clerical position for Central Pharmacy Services at Oakdale.
3. Ensure that appropriate space and structure is provided for an on-site licensed correctional facility pharmacy at the Correctional Release Center.

Method of Implementation:

1. Include positions in appropriate departmental and institutional budget requests.
2. Appropriate staff from CRC and ICIW to work closely in liaison with the DOC Pharmacy Consultant in order to ensure that the expanding Pharmacy Services Program is consistent with Iowa Administrative Code, Chapter 15, Correctional Facility Pharmacy policy and procedure.
3. Appropriate communication with the Iowa Board of Pharmacy staff in order to ensure that the pharmacy program developed at CRC to serve CRC and ICIW is consistent with Board of Pharmacy expectations.

Cost Estimate:

Facility	FTE	Purpose	FY 1991	FY 1992	FY 1993
Correctional Release Center	1.0	Pharmacist	\$ 37,704	\$ 36,439	\$ 38,174
Iowa Medical and Classification Center	1.0	Pharmacy Assistant	19,494	20,469	21,443
	.5	Clerk Typist III	10,559	11,087	11,615
TOTAL COSTS	2.5		\$ 64,757	\$ 67,995	\$ 71,232

HEALTH SERVICES

INMATE HEALTH SERVICES

Goal:

Additional professional staff must be employed in order to appropriately respond to the increased Health Services workload associated with the expanded prison population.

Issue Statement:

In 1987 Iowa's prison population averaged 2,886 individuals. During July 1989 currently employed Health Services staff served a population of 3,211 inmates. Legislatively authorized expansion, as well as maximum utilization of currently available inmate living space, indicates that DOC health professionals can expect to be serving health needs of approximately 3,604 inmates. This population change reflects a 28 percent increase in inmates from early 1987.

A limited number of health professional positions have been approved as part of the Department's initial effort to address expanding inmate health needs. Health Services personnel additions have not kept pace with the expanding prison population. The following recommendations will make it possible for the Department's Health Services program to be responsive to currently recognized inmate health needs.

Recommendations:

The bulk of the day-to-day delivery of health services is provided by nurse professionals. The following table provides an overview of nurse staffing levels in the recent past, current staffing patterns, and recommended additions:

HEALTH SERVICES
INMATE HEALTH SERVICES
DOC NURSING STAFF

	IMR	ISP	MPCF	CCF	NCCF	CRC	IMCC/ OAK	ICIW	TOTAL
1986 FTEs	8	11	6	2 LPN 1 RN	4	2 FT	14	6	54
April 1989 FTEs	8	11	6	2 LPN 1 RN	3	2 FT	11	5	49
Current Approved FTE Additions	0	0	0	0	0	.5	0	0	.5
Proposed FTE Additions	2	0	2	3	3	3	5	2	20

The recommended nursing staffing is consistent with current Joint Commission on Accreditation of Health Care Organizations (JCAHO) standards as well as American Correctional Association (ACA) standards.

Pharmacy Services and Pharmacy staffing must be augmented to address the increased demand for inmate pharmacy services. For details, please see specific recommendations for Department of Corrections Pharmacy Services program.

Additional dental services staff must be employed in order to address expanding inmate dental needs. The Iowa Medical and Classification Center's health program requires a full-time Dental Assistant. The high volume of inmate turnover and the expanded on-site inmate population consumes all of the time of one full-time Dental Hygienist. The IMCC full-time Dentist has no chairside support. A full-time Dental Assistant is necessary in order to facilitate efficient and effective delivery of dental services responsible to identified needs.

Inmate Medical Practitioner services for the Iowa Medical and Classification Center are currently insufficient to address the population expansion designated to occur at that facility. A full-time Physician Practitioner is needed.

HEALTH SERVICES

INMATE HEALTH SERVICES

The high volume and rapid turnover of inmates result in an increased demand for clerical support. Minimally, a half-time clerical position is required in order to address the expanding volume of paperwork, filing, data processing, etc., associated with maintaining an effective reception Health Services program.

The current medical practitioner services at the Mt. Pleasant Correctional Facility (MPCF) is not sufficiently responsive to the expanded inmate population. Additional physician participation in the Health Clinic (sick call) is necessary. This need will be met by providing two additional Physician positions at that facility. Keep in mind these are limited use physicians who generally provide one visit per week to MPCF.

The Mt. Pleasant Correctional Facility now has an inmate population of slightly over 600. Psychiatric services need to be obtained for that facility. Minimally, a psychiatrist needs to provide on-site psychiatric consultation, four hours per visit, twice monthly.

Any future substantial expansion in prison beds; i.e., expansion at Newton, will require additional Health Services staff and resources such as laboratory, dental, and X-ray services.

Method of Implementation:

1. Identify appropriate health professional positions in departmental and institutional staffing requests.
2. Advertise, recruit, and hire when positions are provided and appropriate authorization is received.

HEALTH SERVICES
INMATE HEALTH SERVICES

Cost Estimate:

Facility	FTE	Purpose	FY91	FY92	FY93
IMCC	.5	Clerk Typist 3	\$ 9,360	\$ 9,781	\$ 10,231
MPCF	2.0	Physicians	135,688	141,794	148,175
MPCF	.05	Psychiatrist	9,600	9,600	9,600
All institutions except ISP	20.0	Registered Nurses	552,780	552,780	552,780
CRC		Equipment	50,000	50,000	50,000
TOTAL COST	22.55		\$757,428	\$763,955	\$770,786

HEALTH SERVICES
INFIRMARY LEVEL CARE

Goal:

To expand infirmary level care in order to address the growing number of seriously ill and terminally ill inmates in the Department. This expansion would occur at IMCC.

Issue Statement:

The Department of Corrections is currently dealing with a growing number of seriously or terminally ill inmates. These inmates require ongoing, sometimes daily, visits to University Hospitals and Clinics for treatment. These treatments include surgery, follow-ups, chemotherapy and radiation. These inmates require infirmary level care to adequately address their health care needs.

The development of infirmary level care beds at IMCC is a reasonable suggestion due to the proximity of IMCC to U of I Hospitals and Clinics.

Recommendation:

1. Remodel existing space in IMCC Health Services Unit.
2. Employ five full-time registered nurses to provide 24-hour nursing care.
3. Contract with a general practitioner or internal medicine specialist to provide for ongoing health care.

Methods of Implementation:

1. Remodel existing space.
2. Purchase appropriate equipment.
3. Recruit and hire nursing personnel.
4. Contract with medical specialist.

HEALTH SERVICES
INFIRMARY LEVEL CARE

Cost Estimate:

Purpose	FY91	FY92	FY93
Renovations	\$ 50,000	\$ 50,000	\$ 50,000
Equipment	30,000	30,000	30,000
Five Registered Nurses	138,195	144,414	150,912
One Physician Contract	50,000	50,000	50,000
TOTAL COST	\$268,195	\$274,414	\$280,912

HEALTH SERVICES

KIDNEY DIALYSIS PROGRAM

Goal:

To develop a "home based" dialysis program at the Iowa Medical and Classification Center in order to address health needs of inmates in kidney failure.

Issue Statement:

At the present time, two long-term inmates (one serving a life sentence) require kidney dialysis three times weekly at the University of Iowa Hospitals and Clinics. These six visits per week to the U of I Hospital and Clinics is an expensive use of officer staff and other resources. A more efficient and cost-effective solution can be realized which includes a home dialysis program.

Recommendations:

1. Work cooperatively with the U of I Hospitals and Clinics and establish a home dialysis program at the Iowa Medical and Classification Center.
2. Employ two full-time Nurses in order to conduct the IMCC home dialysis program.

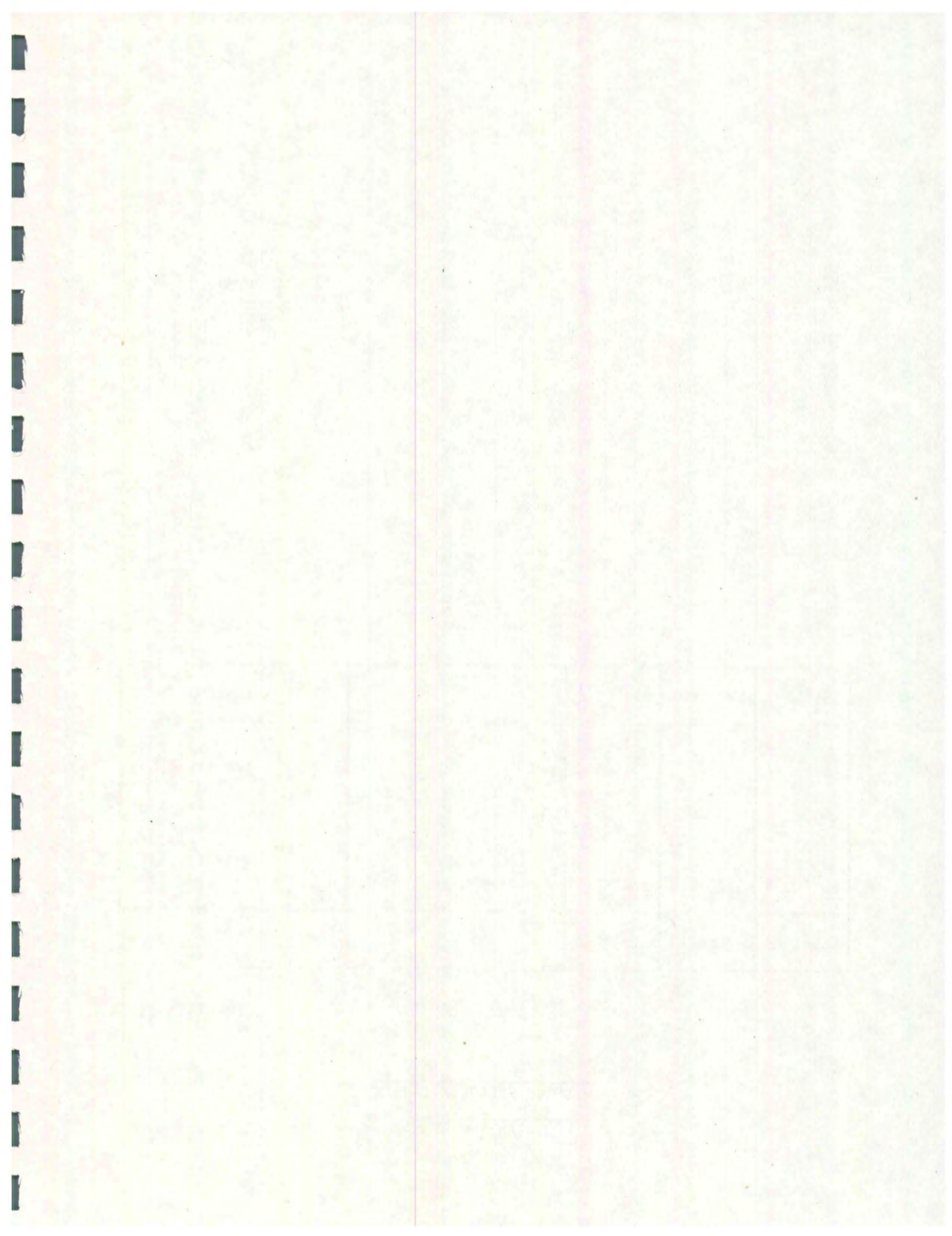
Method of Implementation:

1. Obtain approval for two full-time Nurse positions to be employed at the Iowa Medical and Classification Center.
2. Obtain approval for three Nurses to obtain appropriate training at the U of I Hospitals and Clinics.
3. Obtain appropriate equipment and implement program.

HEALTH SERVICES
KIDNEY DIALYSIS PROGRAM

Cost Estimate:

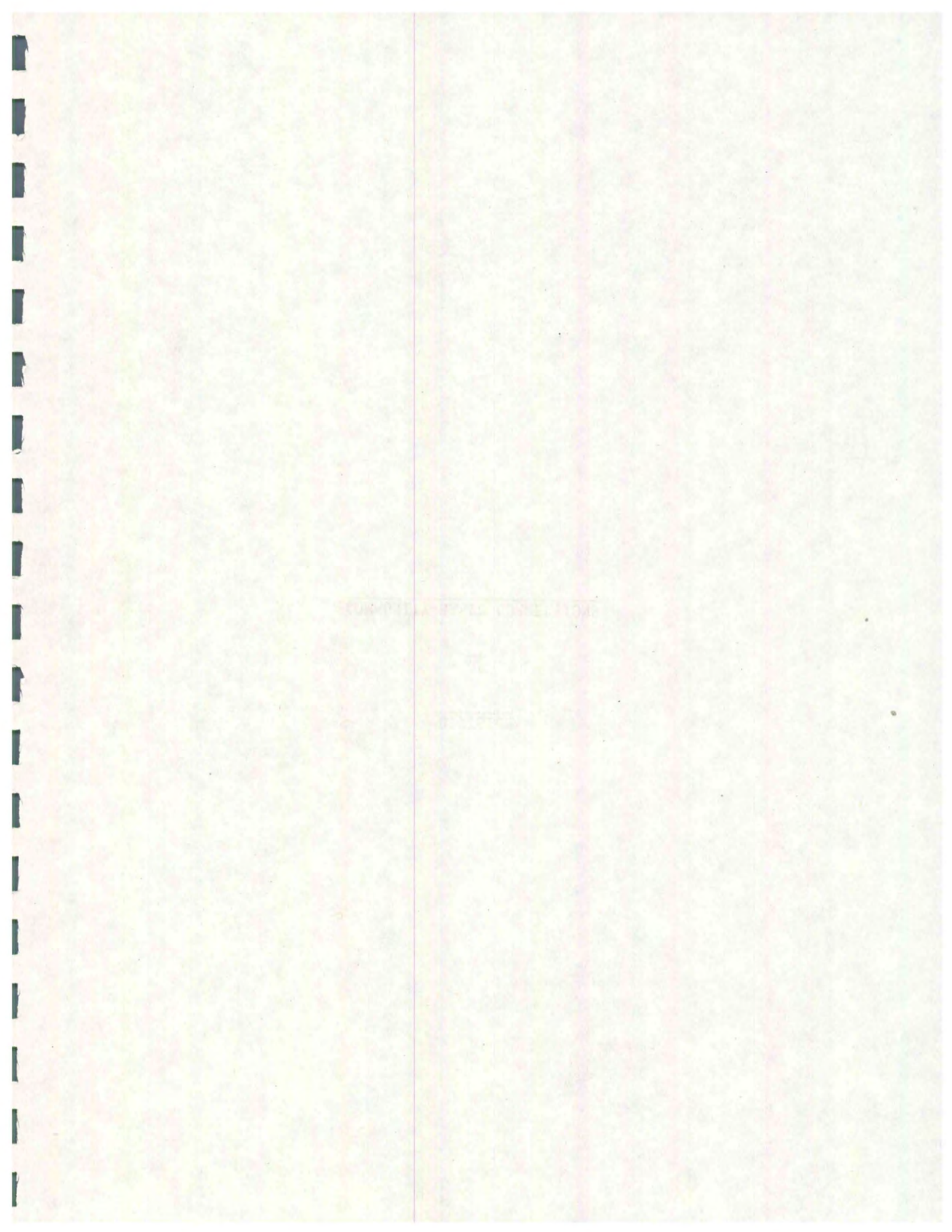
Facility	FTE	Purpose	FY 1991	FY 1992	FY 1993
Iowa Medical and Classification Center	2.0	Registered Nurses	\$ 55,278	\$ 57,765	\$ 60,365
Training			10,000		
Equipment and Supplies			25,000	25,000	25,000
TOTAL COSTS	2.0		\$ 90,278	\$ 82,765	\$ 85,365



DIVISION

OF

COMMUNITY-BASED CORRECTIONS

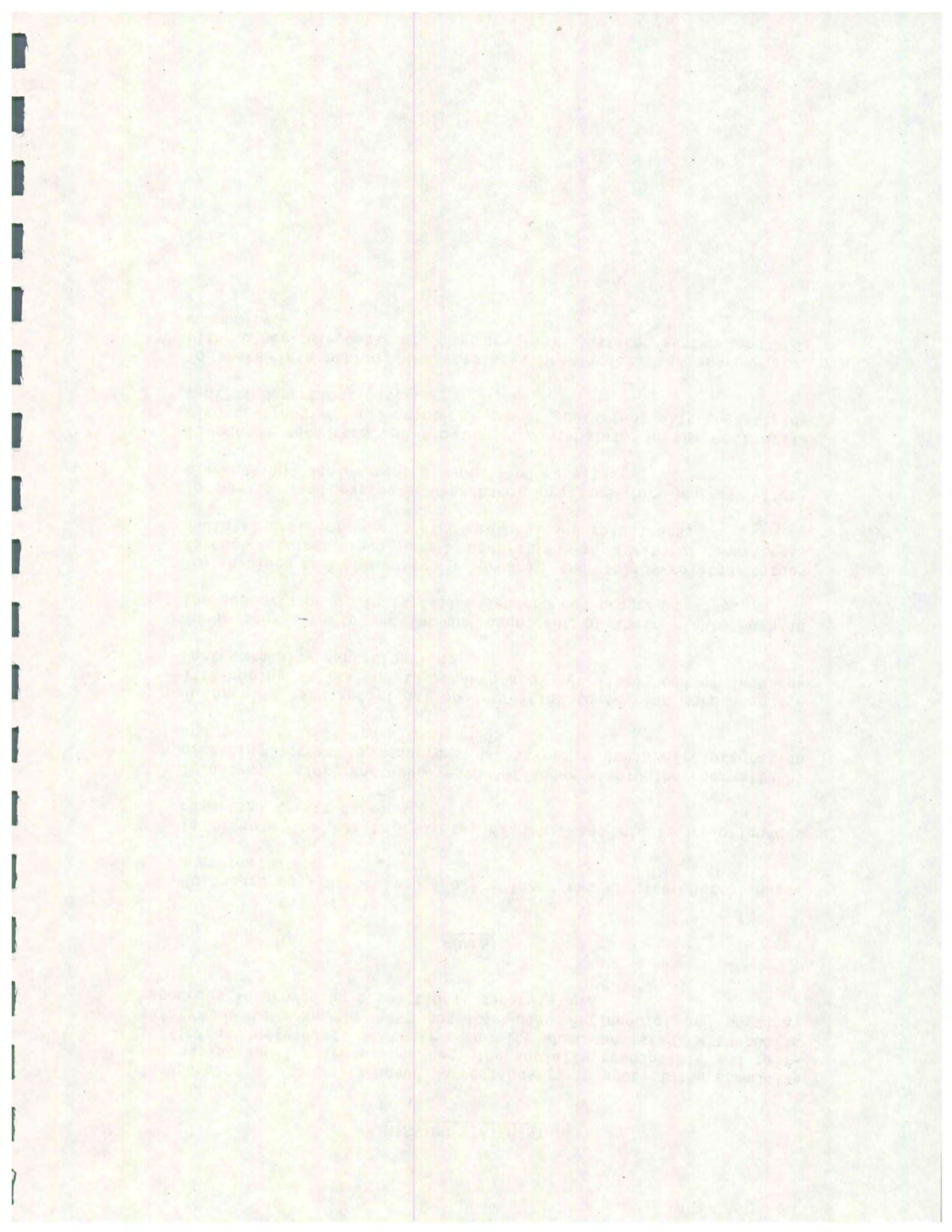


MISSION STATEMENT

The purpose of Community-based Corrections is to protect the community and assist adult offenders in becoming socially responsible and self-sufficient individuals in their community when consistent with public safety and to make the best possible use of financial and physical resources in providing correctional supervision.

GOALS

- To ensure public safety using the least restrictive control measures feasible.
- To promote the health, safety, dignity, and rights of offenders committed to its care.
- To assess, refer, and involve the offender within the community by providing access to resources necessary to achieve reintegration and meet critical individual needs.
- To provide each individual opportunities to develop more adequate life-coping skills and to achieve a higher likelihood of independent community participation.
- To be sensitive to victims and cognizant of their rights both in the supervision of individual offenders and program policy.
- To involve the community in program and policy-related issues through citizen involvement consisting of advisory committees, judicial district boards of directors, and volunteers.
- To monitor and evaluate Department programs for general effectiveness and achievement of specified results.
- To manage resources and provide accountability in the most efficient, effective, and practical manner consistent with the attainment of Department goals.
- To share information, as necessary, beneficial, and appropriate, with other elements of the criminal justice system and the community.



CROWDING AND EXCESSIVE WORKLOADS

Goal:

To provide Iowa's community-based correction system (CBC) with sufficient programs, staff, and bed capacity to address security and treatment needs and insure public safety in view of current and projected population increases.

Issue Statement:

Overpopulation of correctional programs is the most serious operational problem faced by Iowa's correctional managers. Overpopulation of correctional programs and facilities negates the effectiveness of management programs and security as numbers, rather than sound policy decisions, drive the system. Excessive workloads in community corrections not only dilute the effectiveness of supervision and support services but can endanger offenders, staff, and the public at large.

Additional resources are necessary to remedy the problem of crowding and excessive workloads in corrections. However, additional resources alone will not resolve the problem. Resources must be applied within the context of comprehensive criminal justice policy to share the responsibility for conditions within correctional programs among all three branches of government. Additionally, program evaluation must be implemented to determine the merit of current ways of doing business and suggest more cost-effective options.

Recommendations:

Three primary areas have been identified as follows to alleviate the problem of crowding and excessive workloads in Iowa's community-based corrections system.

1. Establish maximum field services workload ceilings to insure the accomplishment of community-based corrections mission and accommodate an ongoing evaluation process. Workload refers to the quantified relationship between the amount of time needed by probation and parole officers to satisfactorily supervise each offender assigned to him or her and the amount of time available. Iowa's Community-based Corrections Resource Allocation Model defines supervision standards and establishes maximum workload levels for accomplishing supervision goals. However, significant staff shortages have developed in the last year and need to be corrected in FY 1991 to insure the continued effective operation of community corrections supervision. Additionally, these resources must be coupled with an ongoing outcome/risk management-driven evaluation process to manage workload growth and assist in identifying options for alternatives.

CROWDING AND EXCESSIVE WORKLOADS

Recommendations:

2. Establish the risk management level of community-based corrections in a consistent manner and provide sufficient residential capacity and programs to accomplish this mission. The residential portion of Iowa's Community-based Corrections Resource Allocation Model has just been completed and establishes minimum program and staff requirements. Six of Iowa's community-based corrections residential programs do not meet minimum standards and are a top priority for adequate resources to do so. Additionally, risk management criteria need to be established to assess the most appropriate offenders for residential placement and the level of programming and staff needed to realistically manage this population. Finally, the need for additional residential capacity or intensive supervision, coupled with electronic monitoring, must be refined from a risk management standpoint and funded.
3. Increase institutional beds and programming sufficient to manage offender risk defined as beyond the scope of community-based corrections. The effectiveness of community-based corrections rests on the cornerstone that sufficient prison or jail beds are available to sanction those who violate the terms of their community supervision status. The revolving door from prison with parole, work release, and OWI violators, often serving four months or less, does not serve as a meaningful sanction. Community-based corrections supports the institutional bed budget request in order to invigorate the backbone of community supervision.

CROWDING AND EXCESSIVE WORKLOADS

Cost Estimate:

Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Field Services workload					
Add 38/45 PB/PA Officers	\$1,133,618	\$1,349,313	\$1,410,032	\$ 1,473,483	\$ 1,539,789
Add 12/13.5 support staff	250,005	280,694	293,325	306,525	320,318
Add 17.5/18.5 Administrative staff	551,614	605,659	632,914	661,395	691,157
Ongoing evaluation process	Funding requested in program evaluation section				
Residential capacity					
Add residential staff to existing facilities to bring to minimum level	506,821	506,371	529,157	552,969	577,852
Add residential staff to existing facilities to bring to recommended level	856,676	1,138,624	1,189,862	1,243,405	1,299,358
Fund staffing of residential capacity expansions					
Cedar Rapids	542,937	552,625	577,493	603,480	630,636
Waterloo	615,512	615,512	643,210	672,154	702,400
Ottumwa	785,205	651,305	680,613	711,240	743,245
Sioux City	35,416	35,416	36,832	38,305	40,028
Further residential capacity expansion					
Mason City	320,688	642,971	450,000	468,000	489,060
Marshalltown	175,000	48,000	49,920	51,917	54,253
Davenport	99,177	297,518	325,536	340,185	355,493
Muscatine	-----	63,405	400,000	418,000	436,810
Intensive Supervision/ Electronic Monitoring	1,183,399	1,138,082	1,189,295	1,242,813	1,298,739
TOTAL COSTS	\$7,056,068	\$7,925,495	\$8,408,189	\$ 8,783,871	\$ 9,179,138

OFFENDER EDUCATION AND TRAINING

Goal:

To expand and improve educational, vocational, and job development programs for offenders and integrate them with other services and programs, whether in the community or in institutions.

Issue Statement:

Many offenders lack basic educational, vocational, and social skills necessary to enhance community integration and economic self-sufficiency. Whether because of deficiencies within themselves or because of a lack of resources or access to them in the community, offender populations are characterized by high levels of illiteracy, negative attitudes toward school and work, low levels of motivation, limited vocational skills, poor job-seeking skills, and low-status work histories. Iowa's community-based corrections classification system indicates that employment-related problems rank second only to substance abuse.

Recommendation:

Education and training are integral parts of the total correctional process. Toward this end, Iowa's community-based corrections programs and the Department of Corrections in conjunction with the Departments of Education and Economic Development have initiated a comprehensive planning process to assess our current status of service delivery and determine what programs should be maintained and expanded to accomplish the following goals:

1. Provide for assessment of academic, vocational, and social skills deficiencies of those under their jurisdictions;
2. Make available opportunities to participate in relevant, comprehensive educational, vocational, and social skills training programs and job placement activities that are fully coordinated and integrated with other components of the correctional process and the community as a whole;
3. Ensure programs provided are taught by certified instructors in accordance with professional standards and relevant techniques;
4. Provide incentives for participation and achievement in education and training programs;

OFFENDER EDUCATION AND TRAINING

Recommendation:

5. Maximize use of public and private sector resources in development, implementation, coordination, and evaluation of education and training programs and job placement activities; and
6. Evaluate the efficiency and effectiveness of program performance based on measurable goals and objectives.

Firstly, it is critical that programs which are presently being operated at Fort Des Moines, Ames, Marshalltown, Fort Dodge, and Waterloo through the Job Training Partnership Act be continued; however, it is virtually certain that these federal funds will no longer be available after FY 1990. It is also necessary to provide job development programs in judicial districts where they are currently unavailable.

Secondly, pilot learning resource centers located at highly populated correctional sites are proposed. The learning resource center concept embodies an integrated approach consisting of teacher-assisted computerized learning, ready access to community college opportunities, and job-related assistance. During FY91, two initial centers will be located in Des Moines and Waterloo. In FY 92 this concept will be expanded, and two additional centers will be located in Cedar Rapids and Davenport.

Thirdly, a comprehensive plan integrating community-based and institutional programs will be developed in each judicial district to drive educational program needs throughout Iowa's corrections system. This program will provide each district with an education coordinator, social skills and literacy training staff and designated funds to contract with local resources for the delivery of vocational preparatory update and motivational workshops.

OFFENDER EDUCATION AND TRAINING

Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Replace federal Job Training Partnership/ Add 15 FTE Job Developers	\$ 170,803	\$ 545,824	\$ 545,824	\$ 545,824	\$ 545,824
Learning Resource Center Pilot Project	442,648	998,132	998,132	998,132	998,132
Offender Client Development and Job Training Project	300,000	1,500,000	1,500,000	1,500,000	1,500,000
TOTAL COSTS	\$ 913,451	\$3,043,956	\$3,043,956	\$3,043,956	\$3,043,956

OFFENDERS WITH SPECIAL NEEDS

Goal:

To adequately serve offenders exhibiting special needs, i. e., low-functioning, emotionally disordered, physically handicapped, and mentally impaired.

Issue Statement:

Correctional systems have a fundamental responsibility and legal obligation to provide humane care for all offenders assigned to them including those exhibiting mental impairment, pathological behaviors, physical handicaps, and severe learning disabilities. Recent trends in society, such as the movement to deinstitutionalize the mentally ill, have exacerbated the number of offenders with special needs. Many of these people are becoming wards of the correctional system which has historically been charged with responsibility for people whose behavior is highly disruptive and/or dangerous and who require special security or supervision.

Reduced resources and increased caseloads in all human service agencies have made obtaining services for offenders under supervision more difficult, particularly those exhibiting special needs. To meet this challenge, procedures for the early identification of special needs offenders should be developed and adopted. Furthermore, a plan for providing the services to respond to those needs and for monitoring the delivery of services should be developed.

Recommendation:

In order to assure the provision of specialized services and programs to meet the special needs of offenders throughout community-based corrections, the following seven-point plan of action has been determined:

1. A comprehensive plan to meet the special needs of offenders, i.e., low-functioning, emotionally-disordered, physically-handicapped and mentally-impaired, will be developed and implemented through a task force composed of representatives from the Department of Corrections and community-based programs, Department of Human Services, Vocational Rehabilitation, Public Education, Public Health, Department of Education (including special education and community colleges), Social Security, and Department of Economic Development. Grant funds to support the project will be sought through the National Institute of Corrections, Department of Education (national level), Department of Health, etc.

OFFENDERS WITH SPECIAL NEEDS

2. The correctional staff responsible for the delivery of programs and services to offenders with special needs require training specific to the needs of these offenders under their supervision. Orientation and inservice training will be developed and provided through the joint efforts of the Corrections Training Center, the community-based corrections staff training committee, and area colleges. The upgrading of minimum qualifications for entry level staff will also be pursued.
3. The identification and the utilization of community resources will be promoted through the development of a resource directory which summarizes services provided and those utilized. Documentation of this information should be in sufficient detail so that staff and agencies can understand what programs and services are offered.
4. The identification of program and service delivery gaps will be pursued through a statewide analysis between existing needs and services available. Depending upon identified discrepancies, programs consisting of referral, screening, diagnosis, placement procedures, treatment, and evaluation will be developed to fill the gaps. Since it is extremely difficult for correctional agencies with limited resources to staff and operate a multitude of specialized programs, some services and programs may be most effectively and efficiently provided by human service agencies outside the correctional system. Cooperative efforts among correctional programs and human service agencies make good sense and will be encouraged with specialized correctional programs being developed only under appropriate circumstances.
5. Management and support services necessary to implement special needs service delivery will be accomplished through centralized administration at the Department of Corrections and the execution of interagency agreements to cooperatively utilize existing resources and develop new ones where needed.
6. Carefully controlled evaluation procedures will be instituted to determine whether programs, both referral and in-house, are achieving identified goals and meeting the special needs of offenders. Such evaluation is important for cost benefit analyses, for making adjustments in programs, and for documenting the services and treatment given.
7. A high percentage of the districts' special needs populations are either in work release or residential facility programs. These facilities are generally utilized for placement of those offenders who are in need of transition programming prior to direct release to the community, and therefore, it is necessary to provide programming which may deter entry/re-entry into the penal institution. Each district should be provided with a special needs

OFFENDERS WITH SPECIAL NEEDS

program for one of its facilities which consists of 1 FTE Special Education Teacher, 1 FTE Teacher's Aide, .5 FTE Mental Health Therapist, .5 FTE Vocational Rehabilitation Counselor, and .5 FTE Clerical.

8. The final step of providing comprehensive special needs services is to insure that programs are in compliance with existing laws and regulations. This will be accomplished through an agreement with the Department of Education for utilization of the special education funds provided under Public Law 94-142 for those under 21 in need of such services. The DOC/DE will enter into separate agreements with each Area Education Agency and judicial district for the provision of the special education services.

Cost Estimate:

Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Eight Judicial District Work Release/Residential Facility Special Needs Programs (includes staff training)		\$1,005,280	\$1,025,385	\$1,045,893	\$1,066,811

SUBSTANCE ABUSE PROGRAM

Goal:

Establish sufficient substance abuse evaluation and referral resources in community-based corrections to address the most pervasive problem in the offender population.

Issue Statement:

One of the most prevalent characteristics of the offender population served by community-based corrections is substance abuse, particularly alcohol-related issues. The initial evaluation in 1985 of Iowa's Community-based Corrections Risk/Need Assessment identified alcohol usage as the most frequent risk and needs factor appearing in client assessment and treatment planning. The magnitude of this problem is further evidenced in that approximately 40 percent of all probationers are offenders convicted of Operating While Intoxicated (OWI). When this large group of OWI offenders is coupled with others who have not committed substance abuse offenses, but nevertheless have an identified substance abuse problem, it is estimated that 50 percent to 80 percent of the community-based corrections population is significantly linked to substance abuse.

Recommendation:

At the present time, three pilot projects targeting substance abusing offenders are being implemented in the First, Fifth, and Sixth Judicial District Departments of Correctional Services through Bureau of Justice Assistance funds. All of these programs have been designed utilizing the successful Treatment Alternatives to Street Crime (TASC) model which bridges the criminal justice and substance abuse treatment service delivery systems. Specifically, the TASC bridge consists of the identification, assessment, referral, and case management of substance abuse offenders so that both the legal, punitive, and community safety goals of the justice system and the therapeutic intervention objectives of the treatment system are accomplished. In addition to assuring that the substance-abusing offender receives appropriate treatment intervention, individuals who do not need substantial services can be identified and safely and efficiently diverted from the full imposition of sanctions.

Review of the previously identified pilot projects indicates that it is reasonable to expect federal funding will continue but require increasing levels of match. Furthermore, state implementation of TASC throughout all eight judicial districts is viewed as highly desirable over the next five years. It is ultimately expected that a minimum of fifteen TASC positions and five support staff would be needed to

SUBSTANCE ABUSE PROGRAMS

accomplish this mission statewide. Finally, the need for inpatient treatment, short of imprisonment, which focuses on the offender population is not available in the state of Iowa.

Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Substance Abuse Liaisons	\$568,806	\$512,449	\$454,842	\$454,842	\$454,842
Support Federal	115,214	172,821	230,428	230,428	230,428
Program Monitoring/ Evaluation	15,000	15,000	15,000	15,000	15,000
TOTAL COSTS	\$699,020	\$700,270	\$700,270	\$700,270	\$700,270

SEX OFFENDER PROGRAMS

Goal:

To develop community-based sex offender treatment programs which address assessment, primary treatment, and aftercare needs in both residential and outpatient settings.

Issue Statement:

During the 1980s, the admission of sex offenders to Iowa's correctional system has mushroomed. Two hundred and forty-three (243) sex offenders were sentenced to prison in 1987 in contrast to fifty-seven (57) in 1980, and another two hundred and forty-two (242) were placed on probation supervision in the community. Approximately two-thirds of all offenders convicted of indecent exposure, child molestation, and assault with intent to commit sexual abuse/no injury are placed on probation. Likewise, paroles have more than doubled from fifty-two (52) in 1980 to one hundred and sixteen (116) in 1987. A total of six hundred (600) sex offenders are currently under community supervision with inadequate treatment resources available at the community level to address the critical psycho-social needs of this group.

Recommendation:

Since 60 percent to 80 percent of those sex offenders who do not receive treatment reoffend in contrast to 85 percent of those receiving treatment who succeed, residential and outpatient relapse prevention treatment programs need to be developed at the community corrections level. A statewide Task Force and Steering Committee has been established to promote public awareness regarding this issue and provide coordination, direction, and support to the development of programs modeled after Minnesota and Vermont. Programs may be integrated with existing mental health service delivery systems through contractual arrangements or operate autonomously within the community corrections system. At any rate, the development of coordinated programs which address assessment, primary treatment, and aftercare are vital to the successful implementation of a statewide approach to this ever-increasing problem area.

Implementation:

Over the past two fiscal years, FY 1988 and FY 1989, there has been significant funding of community-based corrections sex offender programs. At this time, all eight of Iowa's community-based corrections districts have implemented programs which include specialized assessment relapse prevention treatment and aftercare. However, these programs are generally not adequate to serve the entire district, and additional resources are needed to develop comprehensive programming statewide.

SEX OFFENDER PROGRAMS

Cost Estimate:

Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Enhance existing programs:					
Second District:					
Purchase penile plethysmograph	\$ 12,228				
Fourth District:					
Add .5 FTE Counselors	16,781	\$ 16,781	\$ 16,781	\$ 16,781	\$ 16,781
Seventh District:					
Expand Intensive Supervision	126,291	126,291	126,291	126,291	126,291
Contractual Services to Provide Statewide Programming			100,000	115,000	125,000
TOTAL COSTS	\$155,300	\$143,072	\$243,072	\$258,072	\$268,082

PROGRAM EVALUATION

Goal:

Develop a knowledge base regarding how to improve the effectiveness of Iowa's Community-based Corrections service delivery by providing resources for program evaluation.

Issue Statement:

Community-based corrections is seen as part of the solution to prison crowding and community safety, but there is considerable debate as to the effectiveness and role it can take in managing this issue. Due to a lack of knowledge and resources to develop and implement program evaluation methodologies, solid information, as opposed to opinions and beliefs, has not been developed, making it difficult to assist in program funding decisions. The issue has presently risen to a critical level as workload growth has exceeded staff growth at a ratio of 6:1, thus heightening the need to determine how to most effectively deploy limited resources to address public safety and offender needs.

Recommendation:

It is imperative that Iowa's community-based corrections system develop a plan to evaluate the effectiveness of service delivery. To begin this effort, a centralized "brain trust" crew of Community-based Corrections, Department of Corrections, and Criminal and Juvenile Justice Planning staff will be assembled to provide direction to this effort by identifying the research needs of Community-based Corrections, identify present and new programs to evaluate, define program evaluation goals, and identify existing data and sources of new data. Subsequently, expert program evaluation resources will be identified through the establishment of a network of existing expertise and contracting for such services when appropriate. A repository for resources, data, and previous study information will be designated to ensure access and knowledge of this information base to all components of Corrections. Thirdly, staff resources must be provided at the management level to support the Community-based Corrections data base (ICBC) to ensure that data is accurate and complete as well as accessible to program staff.

PROGRAM EVALUATION

Cost Estimate:

Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Program evaluation contract monies	\$150,000	\$150,000	\$150,000	\$150,000	\$150,000
Statistical research analyst staff to support program evaluation work	30,321	32,140	34,068	36,112	37,737
Data processing manager in each district	170,171	180,381	191,203	202,675	211,795
Data processing manager - Department of Corrections	40,726	43,169	45,759	48,504	50,686
TOTAL COSTS	\$391,218	\$405,690	\$421,030	\$437,291	\$450,218

PRISON INDUSTRIES

OF

DIVISION

PRISON INDUSTRIES

MISSION STATEMENT AND GOALS

The missions of the Division of Iowa State Industries are established by Chapter 246, Code of Iowa. These are as follows:

- To provide opportunities for meaningful work to inmates of state correctional institutions.
- To provide quality goods and services to the state and political subdivisions of the state at competitive prices.
- To fund these activities from the sale of products manufactured by Iowa State Industries without appropriations to the revolving fund.

FARM OPERATIONS

MISSION STATEMENT

The purpose of the Farm operations is to provide meaningful work for inmates/clients and produce food for institutional consumption by utilizing the agricultural resources within the Department of Corrections and Department of Human Services. The intent is to fund these activities with revenue generated by the respective farm enterprises and without an annual appropriation to the Revolving Farm Fund.

GOALS

- To maintain existing and implement new enterprises which afford an opportunity to teach or reinforce the value of good work habits to the inmate/client labor force.
- To expand work programs consistent with institutional security expectations to allow more of the increasing population to be kept busy at meaningful tasks.
- To provide an opportunity for the inmate/client to learn vocational skills applicable to farming or ranching in the private sector.
- To expand the existing production of fruit, vegetables, and livestock for use by the respective institutions.

FARM OPERATIONS

GOALS

- To modify existing or construct additional facilities which improve the quality and utilization of the food produced.
- To upgrade existing livestock facilities in order to enhance productivity and insure maximum safety to staff and inmate/clients.
- To implement a program of orderly replacement for outdated or high maintenance cost farm equipment which will permit timely tillage, planting, and harvest activities.
- To continually improve the quality of the livestock breeding herds which will increase unit productivity.
- To manage the available resources in a manner which maintains financial self-sufficiency and is consistent with overall institutional goals.
- To maintain the integrity of the existing farm properties to satisfy foreseeable production requirements and insure availability for potential institutional expansion or other needs.
- To maintain a cooperative working relationship with other state agencies, university specialists, and others within agriculture in order to expand the base of information and the potential for additional mutually beneficial activities.

PRISON INDUSTRIES

Program Description:

Currently, Prison Industries has manufacturing facilities at four institutions: the Men's Reformatory at Anamosa, the State Penitentiary at Fort Madison, the Mount Pleasant Correctional Facility, and the Correctional Institution for Women at Mitchellville. There is also a Cook/Chill food preparation program at Oakdale. Fourteen separate product lines and two warehouses produce and inventory the goods sold by Prison Industries.

Below is a breakdown of the product lines produced by each location:

ANAMOSA

1. Metal furniture
2. Metal stamping (license plates)
3. Traffic signs
4. Graphic arts
5. Housekeeping and laundry supplies
6. Tire recapping
7. Custom wood products
8. Plasma collection
Warehouse

OAKDALE

1. Cook/chill food preparation

FORT MADISON

1. Fibersin furniture
2. Furniture upholstery/repair
3. Dry cleaning
Warehouse

MOUNT PLEASANT

1. Textiles
2. Plasma collection

MITCHELLVILLE

1. Printing

These products are marketed by five sales representatives and a sales manager. Each salesman has responsibility for a specialty line of products: furniture, housekeeping/laundry chemicals, upholstery/repair, and signs/tires.

Central business functions including accounting, payables, receivables, payroll, personnel, and purchasing are located at Anamosa. A plant manager at each site directs the civilian work force, maintains institutional relationships, and is responsible for the overall quality, delivery, and profitability of that plant.

An Advisory Board representing various constituencies and interests is appointed by the Governor to advise and consult in the operation of Prison Industries. This Board is informed of monthly results and meets quarterly.

The activities of Iowa State Industries are directed by a comprehensive Business Plan developed by staff and authorized by the Prison Industries Advisory Board and the Director, Department of Corrections.

PRISON INDUSTRIES

Progress in meeting this plan is monitored and reported quarterly to the Advisory Board.

The Prison Industries budget is established annually and is not based on appropriated funds but on forecasts of income (sales) and expense prepared by May of each year for the following fiscal year. These budgets are then used to set the goals and evaluate the activities of Prison Industries.

Prison Industries has become administratively responsible for the farms and the revolving farm account in FY 1990. As work-oriented programs which are expected to be self-sufficient in their operations, Prison Industries and the farms make an appropriate administrative grouping.

Five Year Goals:

Prison overcrowding will continue to impact institutions for the next five years. In this environment, it is necessary that Prison Industries establish the following goals in order to be responsible in meeting its code-established missions.

1. To increase inmate employment by 20 percent.
2. To develop new products and markets and to penetrate the existing market further.
3. To increase the cross training and efficiency of the inmate work force.

These goals will be accomplished by the following activities:

1. Opening New Markets
 - a. Increasing the amount of state printing done.
 - b. Development of storm windows and replacement windows for public buildings.
 - c. Microfilming of state records.
 - d. Federal certification permitting private sector contracts.
 - e. Cook/chill food preparation.
 - f. Seasonal garden work.
 - g. Agricultural employment.

PRISON INDUSTRIES

2. Penetration of Existing Markets

Opportunities for sales growth are probably greatest in the secondary market of cities, counties, school districts, nonprofit agencies, etc. The Business Plan has the objective of penetrating these markets by the following means:

- a. Developing specialized sales efforts and specialist salespersons.
- b. Enlarging the sales bonus plan to reward staff for creating new customers and exceeding management sales goals.
- c. Use of direct mail sales including targeted mailing lists and brochures.
- d. Use of telemarketing.

3. Reductions in Operating Expenses

- a. Reclassifying sales representatives so they can be rewarded by a bonus for production of sales, not for overtime hours worked.
- b. Cross training civilian and inmate staff.
- c. Reducing the turnover in the inmate work force.
- d. Purchasing equipment which is more efficient and establishing manufacturing processes which better meet the skills needs of the inmate in today's work force.
- e. Constructing and renovating work facilities to obtain both increased efficiency and the ability to employ more workers.

4. American Corrections Association Standards (ACA)

Industries plans to meet ACA standards at all plants in the following areas:

- a. Administration
- b. Fiscal management
- c. Safety, security, and working conditions
- d. Inmate personnel practices
- e. Shop practices
- f. Marketing

FARM OPERATIONS

Goal:

To maintain current levels of crop and livestock production in order to utilize inmate labor. Our long-term objectives continue to include the development of labor-intensive enterprises and the expansion of livestock operations both of which will increase the available inmate jobs.

Issue Statement:

Given the economic conditions that have prevailed since the Revolving Farm Fund came into existence, significant progress has been achieved toward our stated goals. Outdated facilities and equipment, however, continue to consume resources that otherwise would be available for enterprise expansion and development. Revision of USDA farm program eligibility, coupled with administrative changes that eliminated reimbursement for crop losses, have further eroded the revenue base.

During the next five years, substantial expenditures should be made to replace equipment, update facilities, meet revised soil conservation requirements, and develop labor-intensive enterprises. Until supplemental funding becomes a reality, little, if any, of this will be accomplished.

Recommendations:

An appropriation to fund farm personnel salaries would enable the farm operations to implement near and long-term planning that is directed toward the stated objectives.

Expenditures to preserve land and facilities would receive the highest priority. Secondly, outdated equipment would be replaced on an orderly basis. Enterprise expansion and the development of labor-intensive ventures will then be pursued as funds and need dictate.

Method of Implementation:

The following budget summary estimates the various expenditures during the planning period. Given the current financial conditions, a number of the items are considered discretionary and could not be accomplished without supplemental funds.

FARM OPERATIONS

Cost Estimate:

Major Maintenance					
Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Garden Produce Storage	\$ -----	\$ -----	\$ -----	\$ -----	\$ 5,000
Grain Storage	21,000	20,000	10,000	10,000	10,000
Equipment	37,000	61,000	28,200	48,700	75,000
Equipment Storage	-----	7,500	-----	10,000	10,000
Livestock Equipment	11,750	9,000	-----	-----	5,000
Livestock Facilities	-----	2,500	2,000	500	2,500
Fencing	3,000	2,500	2,000	1,000	3,000
Building Repairs	9,000	6,000	1,000	2,000	5,000
Soil Conservation	30,000	29,500	20,000	10,000	10,000
Freezer Storage	-----	-----	-----	-----	5,000
Roof Replacement	37,500	-----	3,000	5,000	5,000
Bulk Feed Storage	-----	1,000	-----	-----	2,000
Pilot Egg Production Unit	-----	7,000	-----	-----	-----
Produce Storage Cave	-----	-----	-----	5,000	5,000
TOTAL COSTS	\$149,250	\$146,000	\$ 66,200	\$ 92,200	\$142,500

FARM OPERATIONS

Cost Estimate:

Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Farm Personnel Salaries	\$300,000	\$300,000	\$300,000	\$300,000	\$300,000

Capital					
Purpose	FY 1991	FY 1992	FY 1993	FY 1994	FY 1995
Soil Conservation	\$ 50,000	\$ 45,000	\$ 27,000	\$ 25,000	\$ 25,000
Livestock Facilities	-----	-----	-----	-----	30,000
Vegetable Freezing/ Processing/Storage Distribution	80,000	-----	-----	-----	-----
Egg Production/Packaging Storage/Distribution	-----	-----	160,000	-----	-----
Apple Packing/Storage	-----	-----	-----	50,000	-----
Beef Processing	-----	-----	-----	500,000	-----
TOTAL COSTS	\$130,000	\$ 45,000	\$187,000	\$575,000	\$ 55,000



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