



**ADULT CORRECTIONS
IN IOWA**

REPORT TO THE 67th GENERAL ASSEMBLY OF IOWA

BY THE

ADVISORY COMMISSION ON CORRECTIONS RELIEF

MARCH 1977

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ADULT CORRECTIONS IN IOWA

REPORT TO THE 67TH GENERAL ASSEMBLY OF IOWA

*This study was conducted and the report produced
by the Advisory Commission on Corrections Relief pursuant
to Senate File 1539, Acts of the 66th General Assembly of
Iowa*

March 1977

TABLE OF CONTENTS

	<u>Page</u>
I. INTRODUCTION	1
History of Adult Corrections in Iowa	1
Advisory Commission on Corrections Relief	5
Origin and Charge	5
Activities	5
II. IOWA DEMOGRAPHY	10
Methodology	10
Population	11
Employment	13
Crime	16
III. IOWA ADULT CORRECTIONAL SYSTEM	21
System Description	21
Philosophy	21
Organization, Management, and Personnel	23
Costs	27
Programs	34
Prison Industries	41
Information and Evaluation	42
Institutional Facilities Assessment	44
Offender Populations	60
Methodology	60
Population Movement	61
Offender Profiles	67
Judicial District Comparisons	73
Correctional Effectiveness	79
Methodology	79
Recidivism	80
Seriousness of New Offense	83
Socio-Demographic Relationships	84

TABLE OF CONTENTS (CONTINUED)

	<u>Page</u>
III. IOWA ADULT CORRECTIONAL SYSTEM (CONTINUED)	
Outlook	85
Anticipated Changes	85
Mt. Pleasant - Medical Security Facility	85
Reorganization of Community Corrections	87
Pre-Institutional Residences	89
The Revised Iowa Criminal Code	91
Population Projections	93
IV. COMMISSION CONCLUSIONS AND RECOMMENDATIONS	105
A Philosophy For Corrections	105
Operational Guidelines of a Model Corrections System	106
Recommendations	109
Institutional System	110
Capacity Needs	110
Population Adjustment	112
Prison Industries	113
Unitization	115
Specific Institutional Recommendations	
Men's Penitentiary (Ft. Madison)	116
Men's Reformatory (Anamosa)	117
Medium-Security Facility (Mt. Pleasant)	117
Riverview Release (Newton)	117
Women's Reformatory (Rockwell City)	118
Security Medical Facility (Oakdale)	118
Non-Institutional Programs	119
Pre-Institutional Programs	119
Post-Institutional Programs	121
Organization of the Correctional System	123

TABLE OF CONTENTS (CONTINUED)

	<u>Page</u>
IV. COMMISSION CONCLUSIONS AND RECOMMENDATIONS (CONTINUED)	
Restitution	125
Sentencing	126
Criminal Code Modification	128
Oversight	129
The Correctional Master Plan	132
Alternatives	133

TABLES

I. Population of Iowa 1840-2000	11
II. Iowa Population By Judicial District 1970 and 1975	12
III. Iowa's Labor Force, Number of Unemployed, and Unemployment Rates for 1950-1975	13
IV. Iowa's Labor Force, Number of Unemployed, and Unemployment Rates for 1970 and 1975 by Judicial District	14
V. Iowa and United States Unemployment Rates for 1970-1976	15
VI. Distribution of Unemployment Rates by Judicial District for 1970 and 1975	15
VII. Iowa's Unemployment by Sex and Race for 1975	16
VIII. Frequency and Rate Per 100,000 Population of Violent and Property Crime Reports in Iowa for 1960-1975	16
IX. Reported Crimes, Arrests, and Clearance Rates by Judicial District for 1975	17
X. 1975 Arrests in Iowa by Offense Type, Median Age of Arrestees, and Percent of Arrestees Who Were Juvenile	18
XI. Dispositions for Felony and Misdemeanor Charges Filed in Iowa 1971 Through 1976	19
XII. Number of Staff by Category for Adult Correctional Institutions	25

TABLES (CONTINUED)

	<u>Page</u>
XIII. Number of Staff in Non-Institutional Correctional Programs by Judicial District	26
XIV. Adult Correctional Institutions Expected Operating Costs - FY1977 Budget Request - FY1978	28
XV. Non-Institutional Correctional Programs Expected Operating Costs - FY1977	29
XVI. Adult Corrections Special Funding Project	30
XVII. Estimate of Total Operating Costs - FY1977 Division of Adult Corrections	31
XVIII. Summary Status - Capital Improvements Appro- priations for Adult Correctional Institutions 65th and 66th General Assemblies	32
XIX. Iowa Adult Correctional Institutional Capacities	44
XX. Iowa Adult Correctional Populations December, 1976	62
XXI. Quarterly Increases in Iowa's Prison Population Calendar Years 1969-1976	65
XXII. Factors in Population Movement Average Monthly Rates for Selected Records 1969-1976	66
XXIII. Offender Attribute Scale	68
XXIV. Offender Attribute Scale for Various Correctional Programs	69
XXV. Compressed Offender Attribute Scale for all Adult Correctional Institutions	70
XXVI. Offender Attribute Scale for Probation, Residential Corrections, and Institution Groupings	71
XXVII. Percentage Distribution of Offenders Across Correctional Programs for Each Level of the Offender Attribute Scale	72
XXVIII. Judicial District Comparisons Criminal - Activity and Dispositions	74
XXIX. Offender Attribute Scale Percentage of All Convicted Offenders in Each Judicial District in Each Scale Level	76

TABLES (CONTINUED)

	<u>Page</u>
XXX. Offender Attribute Scale Percentage Incarcerated Among all Offenders in Each Scale Level for Each Judicial District	77
XXXI. Offender Attribute Scale Percentage Incarcerated Among Grouped Scale Levels for Judicial District Groupings	78
XXXII. Numbers Revoked, Released, and Recidivated For Final Program Groups	81
XXXIII. Revocations and Recidivism for Persons Having Been in Residential Corrections	82
XXXIV. Seriousness of New Offenses Compared by Type of Program to Which Originally Sentenced	83
XXXV. Comparison of Revocations, Recidivists and Non-Recidivists	84
XXXVI. Planned Development of Pre-Institutional Residences	89
XXXVII. Iowa Adult Correctional Institutions Projected Admissions	96
XXXVIII. Iowa Adult Correctional Institutions Projected Prison Admissions Adjusted For Impact of Pre-Institution Residences	98
XXXIX. Iowa Adult Correctional Institutions Projected Releases for the Three Projected Admission Models	101
XL. Iowa Adult Correctional Institutions Projected Inmate Populations End of Fiscal Years 1977-1988	102

FIGURES

1. Organization of the Department of Social Services	23
2. Organization of the Division of Adult Corrections	24
3. Component Deployment - Iowa State Penitentiary	46
4. Facility Component Evaluation- Iowa State Penitentiary	47

FIGURES (CONTINUED)

	<u>Page</u>
5. Building Evaluation - Iowa State Penitentiary	48
6. Building Evaluation Index - Iowa State Penitentiary	49
7. Component Deployment - Iowa State Men's Reformatory	50
8. Facility Component Evaluation - Iowa State Men's Reformatory	51
9. Building Evaluation - Iowa State Men's Reformatory	52
10. Building Evaluation Index - Iowa State Men's Reformatory	53
11. Component Deployment - Iowa State Women's Reformatory	54
12. Facility Component Evaluation - Iowa State Women's Reformatory	55
13. Building Evaluation - Iowa State Women's Reformatory	56
14. Building Evaluation Index - Iowa State Women's Reformatory	57
15. Iowa Adult Correctional Institutions Ending Populations: FY1899 - FY1976	63
16. Iowa Adult Correctional Institutions Ending Quarterly Populations: January 1969 - December 1976	64
17. Distribution of Total Sample	80
18. Iowa Adult Correctional Institutions High, Probable, and Low Projections of Admissions	99
19. Iowa Adult Correctional Institutions Projected Inmate Populations End of Fiscal Years 1977-1988	103

I. INTRODUCTION

HISTORY OF ADULT CORRECTIONS IN IOWA

Reflecting a national trend, prison populations in Iowa have increased during the past four years, producing widespread concern about the need to relieve prison overcrowding. The urgency and extent of that need have been confusing, and proposed solutions, often hastily conceived, have fallen short of sound long-range correctional planning.

Historically, the adult correctional system in Iowa has utilized three major institutions for the incarceration of offenders. In 1839 the territorial legislature of Iowa directed that construction begin on a men's penitentiary at Ft. Madison. Nearly all of the early buildings were constructed using inmate labor. Additions to the original structure have been made over the years but, as originally designed, Ft. Madison continues to function as a maximum-security facility for adult male felons. In 1965, a medium-security, dormitory-style facility was constructed outside the walls, but it was closed more than two years ago and has not been used for residential purposes since that time. The penitentiary operates two prison farms which have dormitories used for minimum-security housing.

The second major secure institution was built at Anamosa. Originally constructed as a penitentiary in 1873, this facility was expanded gradually and in 1907 was given officially its present title, the "Iowa Men's Reformatory." Despite its name, it housed both male and female offenders until 1918. Until recently, construction was performed with inmate labor. The Reformatory has continued to operate as a medium-security facility for offenders between the ages of 18 and 30. Existing law requires reformatory inmates to be first offenders under 31 years of age; older repeat offenders are sentenced to the penitentiary at Ft. Madison.

The third institution, the Women's Reformatory, was constructed near Rockwell City during the years 1916-18. The

original design was a grand architectural plan which envisioned 20 inmate housing and treatment buildings and a number of other structures to be built in a clock-like oval around the central water tower. Originating in part from a proposal to house federal prisoners in addition to Iowa adult female offenders, the plan was never realized. In actuality, the principal construction consisted of three cottages, an administration building, an industrial and training building, and a power plant. In 1931, an auditorium and chapel building were added, and a superintendent's residence was completed in 1963. The institution operates as a minimum-security facility with no fence, wall, or guard towers.

In the 1899 biennial report of the Board of Control, appropriations were requested for the purpose of introducing industries into the state institutions. (Contracts for inmate labor apparently were in existence prior to this time.) The concept of prison industries expanded until, in 1926, fifteen industrial departments were operational in the state's penal institutions. The industries have operated for some time from a central office located at the Men's Reformatory at Anamosa. Although the size and scope of prison industry in Iowa have decreased in recent years, ten divisions of the industries continue to operate within the correctional institutions at Ft. Madison, Anamosa and Rockwell City. The industries are self-supporting through the sale of the manufactured products to state agencies, governmental subdivisions, and non-profit organizations. Approximately 315 inmates work part-time or, less frequently, full-time within the industrial divisions at the three security institutions for wages varying from sixteen to thirty-one cents per hour. In addition to the inmates, over seventy administrative, sales, warehouse and line employees work for the Iowa State Industries.

Luster Heights Work Camp was added to the system in 1960. Located in Harper's Ferry, the camp operated out of four mobile housing units until the present dormitory structure was completed in 1964. Its primary function is to provide a work program for a maximum of 40 inmates who are nearing a work-release or parole

status. All residents are received for admission from the Men's Reformatory.

In 1965, the Riverview Release Center was created near Newton on a site which formerly had been used as a prison farm. The function of the Release Center has been to provide transitional services for inmates soon to be paroled or transferred to work release or halfway houses. It operates as a minimum security institution, and consists of a dormitory and an administration building. In addition, it provides administrative and fiscal services to three halfway houses located in Des Moines, Waterloo and Cedar Rapids.

The most recently constructed institution is the Iowa Security Medical Facility, built in 1969. Located near Iowa City, its primary statutory functions are treatment and evaluation of patients it receives from state institutions and by referral from the courts. A medium-security facility which currently handles only male patients, it operates as a fully accredited psychiatric hospital.

The period during the mid-nineteen sixties and early seventies was one of reassessment of Iowa's corrections system. During these years, important legislative decisions allowed the creation of programs providing alternatives to incarceration. More recently this has provided the basis for establishment and implementation of community-based correctional programs for all judicial districts in the state.

In 1964, a local pre-trial release project was implemented in Des Moines. Funding administration for the project originated with the Hawley Welfare Foundation, and shifted in 1966 when the responsibility was taken over by the City of Des Moines and later Polk County. In 1971 the Fifth Judicial District Department of Court Services was created to expand services to include several programs. By 1973, these programs included pre-trial release, pre-trial release with services, probation, and residential correction facilities for men and women.

On the federal level, recognition of funding needs was expressed in 1968 with passage of the Safe Streets Act. Through

this legislation, federal funding was made available for development and expansion of a wide range of programs in the criminal justice system, including community-based correctional programs. In each state, a State Planning Agency (SPA) was created to assist and fund new criminal justice efforts. The Iowa Crime Commission and Area Crime Commissions were organized to perform that function and funded a number of pilot projects; through that vehicle, community-based correctional programs began to grow on a local level in scattered locations across the state.

The State Community Corrections Act, S.F. 482, was passed in 1973 and included provisions which encouraged local development of pre-trial programs, pre-sentence investigations, probation services and residential treatment facilities in each of Iowa's eight judicial districts. Legislative appropriations in 1976 replaced federal funds for community-based correctional programs, authorizing the establishment of residential halfway houses and pre-institutional residences, and providing funds for operational needs. Recent activities within the Bureau of Community Correctional Services involve reorganization, expansion of residential facilities and implementation of standards, policies, and guidelines for each judicial district operation.

Concurrent with the emerging focus upon community-based correctional alternatives during 1971-1972 was a substantial decrease in the populations of Iowa's prisons. In 1972, when the prison population reached its lowest point since 1921, authorities considered closing one of the two major men's institutions. However, the prison population increased gradually during 1973 and 1974, and from late 1974 to early 1976 rose more rapidly to its present level, the highest since the mid-1960s.

In 1976 the Iowa Department of Social Services asked the General Assembly for appropriations and authority to begin construction of a new medium-security institution. The basis for its request was an analysis of the population trends entitled Iowa's Rising Prison Populations, prepared by the Bureau of Correctional Evaluation. The Department's position since that

time has been that the recent increase in population is only the beginning of a trend which will continue into the early 1980s.

After considerable debate, the General Assembly enacted House File 1539, the Act which expanded community corrections funding. It also provided authorization and appropriations for the conversion of an existing state facility to a temporary medium-security men's prison and for the renovation necessary to re-open as a housing unit the minimum-security dormitory outside the walls of the men's penitentiary.

In addition, H.F. 1539 called for the creation of the Advisory Commission on Corrections Relief to study the adult and juvenile correctional needs of Iowa.

ADVISORY COMMISSION ON CORRECTIONS RELIEF

Origin and Charge

The Advisory Commission was created as a temporary body to serve from time of appointment, no later than July 31, 1976, to July 1, 1977. The Commission is composed of six members, two each appointed by the Chief Justice of the Iowa Supreme Court, the Governor, and the Legislative Council.

The Commission's broad charge, as stated in H.F. 1539, is as follows:

To seek an analysis of the state's total adult and juvenile corrections system, independent of advice thus far received, from qualified persons chosen by the judiciary, executive and legislative branches of state government, and to consider this analysis, before deciding upon a long term program to update the state's prisons and make their capacity adequate for the actual needs of the state.

In addition to the general charge, the General Assembly stipulated that the final report of the Commission include information concerning:

- a. Whether present major correctional facilities in the state are sufficient to contain and treat current and foreseeable populations of adult male and female offenders.
- b. Whether present community corrections facilities are sufficient for male or female offenders.

- c. The need for more medium security institutions in this state, in the form of either new construction or of modification of one or more existing state facilities, including those not now used as penal institutions.
- d. The alternatives to construction as contemplated by paragraph b of this subsection.
- e. The economic and other impacts of construction of new facilities or modification of existing ones on community corrections facilities and the philosophy of community placement in this state.
- f. The appropriate actions for the legislative and executive branches of Iowa government in resolving the conflicting demands and proposals for relief of Iowa's corrections problems.

The Act provided for an appropriation of \$100,000 from the State's general fund to carry out the intent of the General Assembly. For other expenses of the Commission incidental to this study, an additional sum of \$10,000 was appropriated to the Legislative Service Bureau.

Activities

Following the Commission's initial meeting with Governor Robert D. Ray on August 10, 1976, the task of developing a plan to answer the legislative charges was begun. One of the Commission's earliest decisions focused on the most effective and efficient manner to carry out its data collecting and report writing functions. Proposals were obtained from two corporate consultants, each with consulting experience in the field of corrections. It appeared that the major advantage of this option would be the need for less regular input from the Commission members as the work progressed. Convinced, however, that the Commission itself should retain responsibility for all aspects of the work, the members voted to employ directly sufficient staff to accomplish the work (with the full knowledge that such a decision would require each Commission member to contribute more directly to the development of the final report). The Commission members also unanimously agreed that no official position would be taken with regard to its position on the

legislature's charges until all data were collected, analyzed, and interpreted.

Regular meetings were scheduled at least once per month. Several meetings were held in conjunction with visits to correctional institutions in the State of Iowa. In addition to the initial meeting with the Governor, the Commission also met, as required by H.F. 1539, with the Joint Subcommittee on Human Resources to present its progress reports.

Special meetings were held with personnel of the Department of Social Services, including the Commissioner of Social Services and top correctional administrators, to enable the Commission to familiarize itself with the Department's philosophies, policies, and information. The Commission also met with the Legislative Council during early December to obtain a preliminary response to its request for an extension beyond March 1, 1977 for that portion of the report concerning juvenile institutions.

The Commission visited all adult correctional institutions in the State of Iowa, the Fort Des Moines residential treatment facility of the Fifth Judicial Department of Court Services, HOPE House in Iowa City, the Boy's Training School at Eldora and the Girl's Training School at Mitchellville. Visits also were made to the Minnesota State Reformatory, St. Cloud, Minnesota, and medium-security facility for men at Fox Lake, Wisconsin. Individual Commission members toured the Federal penal facilities at Marion, Illinois, and Oxford, Wisconsin.

As a means of gaining greater expertise, the Commission convened two conferences. Correctional experts possessing a wide variety of background experiences and with divergent philosophies were retained to participate. The first conference was held in Cedar Rapids, Iowa on October 8-9, 1976, for the purpose of identifying the information needs of the Advisory Commission on Corrections Relief. In attendance were:

- William Kime, Deputy Director, Michigan Department of Corrections, Lansing, Michigan
- Marc Neithercutt, Co-Director, National Council on Crime and Delinquency Research Center, Davis, California

- Ira Schwartz, Executive Director, John Howard Association, Chicago, Illinois
- Billy Wayson, Director, Correctional Economics Center, American Bar Association, Alexandria, Virginia
- Roy Gerard, Assistant Director, Federal Bureau of Prisons, Washington D. C.

A second conference was held in Cedar Rapids, Iowa on January 13-14, 1977, to assist in the interpretation of data and to help identify possible solutions to Iowa's problems. In attendance were:

- Robert Keldgord, Chief Probation Officer, Pima County, Tucson, Arizona
- William Kime, Deputy Director, Michigan Department of Corrections, Lansing, Michigan
- Marc Neithercutt, Co-Director, National Council on Crime and Delinquency Research Center, Davis, California
- Charles Gadbois, Deputy Superintendent, Minnesota State Reformatory, St. Cloud, Minnesota

Other persons consulted during the course of the Commission's work included:

- Harold Bradley, Director of Corrections, Washington State
- Dr. Frank Zimring, Professor of Law, Director of the Center for Criminal Justice Programs, University of Chicago
- Vida Ryan, California Department of Corrections, Sacramento, California

Contracts and Agreements. A contract was signed on October 7, 1976, between the Advisory Commission on Corrections Relief and the State Planning Agency (SPA), of the Iowa Crime Commission, for the purpose of hiring personnel for collection of data on correctional institutions in Iowa. This agreement served to coordinate the Commission's data collection efforts with the ongoing development of the Master Plan for Corrections by the

SPA, enable the Commission to meet its deadline, and eliminate duplication.

A contract signed January 21, 1977, between the Advisory Commission on Corrections Relief and Folsom/H.D. & R., an architectural firm based in New Orleans, Louisiana, was designed to obtain an assessment of existing institutions for the purpose of determining for each institution the:

1. probability of remaining usefulness
2. suitability for possible renovation
3. potential cost of various adaptations.

II. IOWA DEMOGRAPHY

METHODOLOGY

Population descriptions in this section were derived from data available from the Iowa State Office of Planning and Programming, U. S. Department of Commerce Bureau of Census, the Iowa Development Commission, and Iowa Department of Public Instruction. Consolidation of the data was accomplished by constructing a model table for each county, which enabled compilation of data into groupings by age, sex, and race within each year; in addition it enabled examination of information by individual county, by judicial district, or for the state as a whole.

When examining the residential distribution of the population, "urban" was defined as urbanized areas of 2,500 inhabitants or more, which were incorporated as cities, towns, etc., but excluded persons living in the rural portions of extended cities. "Rural" was defined as the population not classified as "urban."

Employment data were derived from reports from the U. S. Department of Labor, and the Iowa Employment Security Office, Department of Job Service (Research and Statistics Division). The "labor force" was defined to include all civilian persons who were classified as employed or unemployed. To be counted as employed, a civilian had to be 16 years of age or older and work as a paid employee in his or her own business, profession or farm. Also included were those who worked 15 hours or more unpaid employees on a family farm or in a family business. Further inclusions were those who worked, but were temporarily absent from work.

Unemployed persons were persons 16 years of age or older who were not at work, actively were seeking employment during the previous four weeks, or were available to accept employment. The rate of unemployment was derived by dividing the number of persons unemployed by the number of persons in the labor force.

Primary sources of information for the section on crime were FBI Uniform Crime Reports and reports to the Department of

Social Services from the County Clerk of each of Iowa's counties. The Uniform Crime Reports were in a summary format, while the reports of the County Clerks were in raw form and required consolidation.

County Clerk reports listed charges filed in court and dispositions on those cases. It was necessary to convert the charge and disposition descriptions into coded format for ease of data analysis. The information in the reports was often incomplete in its description of the offenses charged, the convicting offenses, and the disposition of the case. A further problem was the fact that some counties listed all charges filed during the fiscal year, while others listed only cases disposed of during the fiscal year. Given these inconsistencies and incomplete information, it is likely that some error exists in the crime data. However, the aggregation of the data is believed to be a relatively stable representation of the charges and dispositions in the various counties during the six-year period studied.

POPULATION

Iowa's population, according to census data available, has increased from 43,112 people in 1840 to 2,825,041 in 1970, and is expected to reach 3,200,000 by 2000 (See Table I). However, the rate of increase in population appears to have leveled off and is projected to continue at a steady rate.

TABLE I
POPULATION OF IOWA 1840-2000

Year	Population	Percent Increase	Increase
1840	43,112		
1860	674,913	1465%	631,801
1880	1,624,615	141%	949,702
1900	2,231,853	38%	607,238
1920	2,404,021	8%	172,168
1940	2,538,268	6%	134,247
1960	2,757,537	8%	219,269
1980	(2,932,686)	6%	175,149
2000	(3,203,009)	9%	270,323

In 1975, five of Iowa's 99 counties had populations in excess of 100,000 - Polk, Linn, Scott, Black Hawk, and Woodbury - whereas 14 counties tallied less than 10,000 inhabitants. The median population for all counties was 17,600.

Iowa is composed of eight judicial districts, as follows:

- First Judicial District, containing 11 counties, in the northeast corner of the state,
- Second Judicial District, containing 22 counties, in the north central portion of the state,
- Third Judicial District, containing 16 counties, in the northwest corner of the state,
- Fourth Judicial District, containing 9 counties, in the southwest corner of the state,
- Fifth Judicial District, containing 16 counties, in the south central portion of the state,
- Sixth and Seventh Judicial Districts, containing 6 and 5 counties respectively, occupying the central eastern portion, and
- Eighth Judicial District, containing 14 counties, in the southeast corner of the state.

The Fifth Judicial District had the greatest proportion of the state population in 1970, with the Second Judicial District closely following. The Fourth Judicial District had the smallest proportion of state population. The 1975 data continued to show the Fifth Judicial District as the most populous and the Fourth as least, as indicated in Table II below.

TABLE II
IOWA POPULATION BY JUDICIAL DISTRICT
1970 AND 1975

Year	Judicial District							
	1	2	3	4	5	6	7	8
<u>1970</u>								
Popula- tion	388,817	498,066	354,481	197,793	505,640	313,659	275,111	291,801
Percent	13.8%	17.6%	12.5%	7.0%	17.9%	11.1%	9.7%	10.3%
<u>1975</u>								
Popula- tion	397,392	503,937	357,864	198,174	528,210	322,116	285,514	286,120
Percent	13.8%	17.5%	12.4%	6.9%	18.3%	11.2%	9.9%	9.9%

When the 1970 census was examined by age, sex and race, several characteristics became apparent:

- 51.4% of the population was female, with a median age of 30.2 years.
- 48.6% of the population was male, with a median age of 27.5 years.
- Median age for the total population was 28.8 years.
- Of the total population, 98.5% was white, leaving 1.5% minorities.
- Of the minority population, 78% were black.
- Minorities tended to have lower median ages (20-23) than did whites (27-31).
- The 5-18 year age group accounted for 28.2% of the total population, while the single age group with the most persons proportionately was the 10-year-old group (61,075 or 2.2% of the total population).

Iowa has shown an increasing tendency toward urbanization. Since 1900, the urban population has steadily increased. In 1900, 74% of the population lived in rural areas. This percentage decreased to 60% in 1930 and to 50% around 1952. By 1970, approximately 57% of the population of the state lived in urban areas. Polk, Scott, Black Hawk, Woodbury, and Linn Counties were ranked as the counties with highest urbanization in 1970 - all with urban residential populations in excess of 80%.

EMPLOYMENT

The total labor force in Iowa rose from 1.1 million in 1950 to 1.3 million in 1975. During that period the total number of persons unemployed more than doubled. (See Table III)

TABLE III
IOWA'S LABOR FORCE, NUMBER OF UNEMPLOYED,
AND UNEMPLOYMENT RATES FOR 1950-1975

	1950	1955	1960	1965	1970	1975
Total Labor Force	1,071,500	1,066,100	1,103,800	1,137,500	1,200,000	1,301,700
Number Unemployed	29,300	27,900	33,000	26,400	44,500	70,800
Rate	2.7%	2.6%	3.0%	2.3%	3.7%	5.4%

The labor force has been distributed among the judicial districts in approximately the same proportion as the population, as shown in Table IV. In 1970 and 1975, the largest labor force was found in the Fifth Judicial District while the smallest labor force was in the Fourth Judicial District, the least populous district, for both years. In 1970, the district with the most persons unemployed was the Second, while in 1975 it was the Fifth. The Eighth Judicial District had the highest rate of unemployment in both 1970 and 1975, followed by the First Judicial District in 1970 and the Fourth Judicial District in 1975.

TABLE IV
IOWA'S LABOR FORCE, NUMBER OF UNEMPLOYED,
AND UNEMPLOYMENT RATES FOR 1970 AND 1975
BY JUDICIAL DISTRICT

Judicial District	1970			1975		
	Total Labor Force	Number Unemployed	Rate	Total Labor Force	Number Unemployed	Rate
First	149,178	6,324	4.2%	174,800	11,390	6.5%
Second	195,066	6,580	3.4%	225,490	10,470	4.5%
Third	134,645	4,535	3.4%	161,540	7,820	4.8%
Fourth	77,597	1,957	2.5%	92,250	6,440	7.0%
Fifth	213,351	5,621	2.6%	248,300	13,670	5.5%
Sixth	130,802	4,149	3.2%	149,690	5,900	3.9%
Seventh	110,230	3,806	3.5%	125,640	6,350	5.1%
Eighth	116,564	6,121	5.3%	124,000	8,810	7.1%

Unemployment rates for the United States as a whole and Iowa were compared in Table V for 1970-1975 and for the first eleven months of 1976. Iowa unemployment rates were consistently lower than the national rates and indicated a lower rise in unemployment for Iowa than for the United States.

TABLE V

IOWA AND UNITED STATES UNEMPLOYMENT RATES
FOR 1970 - 1976

	1970	1971	1972	1973	1974	1975	1976
Total U.S.	4.9%	5.9%	5.6%	4.9%	5.6%	8.5%	7.7%
Iowa	3.7%	4.2%	3.6%	2.9%	3.0%	5.4%	5.0%

*Includes January through November only.

In 1970, ten counties had unemployment rates which were at or exceeded 5%; the majority of these counties (6) were located in the Eighth Judicial District. The greater proportion (one-third) of 19 counties with a low unemployment rate (2% and below) were found in the Fifth Judicial District. Unemployment rates overall for 1975 shifted upward by about two percentage points. Table VI also indicates that the Eighth Judicial District accounted for 7 out of 16 counties with high rates (7% or greater). Low rates of 4% or less were found in 23 counties, of which 7 were located in the Third Judicial District and 6 in the Second.

TABLE VI

DISTRIBUTION OF UNEMPLOYMENT RATES
BY JUDICIAL DISTRICT FOR 1970 AND 1975

Judicial District	1970			1975		
	2% or Less	Between 2% & 5%	5% or More	4% or Less	Between 4% & 7%	7% or More
First	2	8	1	1	8	2
Second	1	20	1	6	15	1
Third	2	13	1	7	8	1
Fourth	3	6	0	0	6	3
Fifth	7	8	1	2	13	1
Sixth	2	4	0	5	1	0
Seventh	1	4	0	1	3	1
Eighth	1	7	6	1	6	7
Total	19	70	10	23	60	16

Distribution of unemployment throughout the 1975 work force was uneven. The lowest rate of unemployment was found among males (particularly white males), while the highest rate was among non-white females. Overall, non-whites exhibited an unemployment rate almost twice as high as that of whites (See Table VII).

TABLE VII
IOWA'S UNEMPLOYMENT BY SEX AND RACE FOR 1975

	Labor Force	Unemployed	Rate
Total	1,301,700	70,800	5.4%
White (Total)	1,284,900	68,900	5.4%
Male	813,700	35,400	4.4%
Female	471,200	33,500	7.1%
Non-White (Total)	16,800	1,900	11.3%
Male	9,500	1,000	10.5%
Female	7,300	900	12.3%
Female (Total)	478,500	34,400	7.2%
Male (Total)	823,200	36,400	4.4%

CRIME

The number of reported crimes has increased sharply in Iowa from 1960 to 1975, both for violent and property crimes. (See Table VIII)

TABLE VIII
FREQUENCY AND RATE PER 100,000 POPULATION OF VIOLENT
AND PROPERTY CRIME REPORTS IN IOWA FOR 1960 - 1975

Type of Crime	1960	1965	1970	1975*	Overall
<u>Violent Crimes</u>					
Number	656	1,067	2,241	4,039	
Rate/100,000	23.8	38.7	79.4	140.7	
Percent Increase		163%	210%	180%	615%
<u>Property Crimes</u>					
Number	13,443	18,431	38,307	108,142*	
Rate/100,000	487.5	667.8	1356.0	3768.0	
Percent Increase		13%	208%	282%	804%

*The increase from 1970-75 in property crimes was due in part to a change in reporting larcenies.

Table IX presents a tabulation of the reported crime for each judicial district in 1975, arrests for those crimes, and the percent of crimes cleared by those arrests. The Seventh Judicial District had the highest rate (5012.5) of reported crimes for the population for 1975 and the Third the lowest (2995.3).

TABLE IX
REPORTED CRIMES, ARRESTS, AND CLEARANCE RATES
BY JUDICIAL DISTRICT FOR 1975

Judicial District	Reported Crimes		Arrests		% Cleared By Arrest
	No.	Rate	No.	Rate	
First	13,944	3524.4	2,294	646.2	16.4%
Second	15,082	3008.9	2,179	477.8	14.4%
Third	10,681	2995.3	1,908	625.6	17.7%
Fourth	9,658	4742.0	1,343	705.2	13.9%
Fifth	24,362	4648.4	3,397	692.9	13.9%
Sixth	15,474	4850.3	3,045	954.4	19.7%
Seventh	14,167	5012.5	2,475	875.7	17.5%
Eighth	9,217	3189.3	1,572	574.1	17.1%
TOTAL	112,585	3919.6	18,213	681.5	16.2%

The Sixth Judicial District had the highest 1975 percentage of crimes cleared (19.7%), whereas the Fourth and Fifth Districts had the lowest (13.9% each). The state total was 16.2%.

Statewide, the crime for which there was the highest percentage clearance was murder (85.5%), with other offenses as follows:

Forcible Rape	52.5%
Robbery	37.4%
Aggravated Assault	48.2%
Burglary	14.8%
Larceny	14.5%
Auto Theft	22.8%

Combined Violent Crimes	45.1%
Combined Property Crimes	15.1%

In 1975, males accounted for 78% of adult arrests, 79% of juvenile arrests, and 78.5% of all arrests. Among the adults arrested, 87.1% were white. Whites accounted for 92.1% of juvenile arrests, and 89.7% of all arrests.

The median ages of persons arrested in 1975 are presented in Table X by type of offense. Also included is the percentage of juveniles arrested for each offense.

TABLE X
1975 ARRESTS IN IOWA BY OFFENSE TYPE,
MEDIAN AGE OF ARRESTEES,
AND PERCENT OF ARRESTEES WHO WERE JUVENILE

Offense Type	Median Age of Arrestees	Percent Juvenile	Ranking By Age
Homicide	24.7	7.5	2
Assaults	22.9	18.3	4
Sex Crimes	24.1	19.5	3
Robbery, Weapons	21.4	23.2	6
Forgery, Fraud, Embezzlement, Stolen Property	22.2	19.5	5
Burglary	17.3	58.9	9
Larceny	17.6	53.5	8
Auto Theft	16.5	72.1	10
Vandalism, Arson	16.1	70.0	11
Controlled Substances	19.5	32.1	7
Vice, Gambling Liquor	25.1	16.0	1

The offenses were ranked by median age of those arrested, with oldest being ranked "1" and youngest ranked "11." With the exception of the vice/gambling/liquor offenses, the more serious the offense, the older the median age of the offender group. The two offense types with the youngest offender groups were also the least serious.

Charges filed against arrestees were examined in terms of how those cases were disposed by the courts - i.e., whether the case was dismissed, the accused acquitted, or sentenced to probation, jail, a residential facility or an institution. Table XI presents these data for 1971-76.

TABLE XI
DISPOSITIONS FOR FELONY AND MISDEMEANOR
CHARGES FILED IN IOWA 1971 THROUGH 1976

Disposition	Year					
	1971	1972	1973	1974	1975	1976
<u>Felonies</u>						
Dismissal, Acquittal	1582 43.3%	1605 39.6%	1723 41.6%	2559 41.5%	2407 43.1%	3621 45.9%
Fine, Deferred, Sentence, Prob., Residential	945 25.9%	1343 33.2%	1389 33.5%	2396 38.9%	1916 34.3%	2845 36.1%
Jail, Institution	1123 30.8%	1099 27.2%	1136 27.4%	1212 19.6%	1259 22.6%	1421 18.0%
Total	3650 100%	4047 100%	4248 100%	6167 100%	5582 100%	7887 100%
<u>Misdemeanors</u>						
Dismissal, Acquittal	1150 27.0%	1388 29.9%	1588 34.6%	1947 33.4%	2473 32.1%	2985 33.4%
Fine, Deferred Sentence, Prob., Residential	2812 65.9%	2978 64.2%	2655 57.9%	3557 61.1%	4818 62.6%	5577 62.5%
Jail, Institution	303 7.1%	275 5.9%	192 4.2%	321 5.5%	410 5.3%	367 4.1%
Total	4265 100%	4641 100%	4435 100%	5825 100%	7701 100%	8929 100%

It is evident from Table XI that felony charges are dismissed or acquitted more often than misdemeanor charges. The use of incarceration for felony convictions appears to have declined markedly, while its use in misdemeanor cases - low to begin with - has

decreased even further. However, in reaching this conclusion, it should be noted that jail and state institution categories are combined. Additionally, suspended sentences (including suspended jail sentences) often were not recorded in the reports received from the County Clerks of Court. As a result, the incarceration category figures are higher than the actual numbers of people sentenced to prison. (See Section III, "Offender Populations.")

III. IOWA ADULT CORRECTIONAL SYSTEM

SYSTEM DESCRIPTION

Philosophy

The Division of Adult Corrections is the unit of the Department of Social Services which is responsible for the operation of all state adult correctional programs in Iowa. The Division is divided into two bureaus: The Bureau of Correctional Institutions and the Bureau of Community Correctional Services. In the fall of 1976, a statement of philosophy for each Bureau was issued. The Bureau of Correctional Institutions stated:

While an increasing number of persons assigned to the Bureau are generally more recalcitrant than those under supervision in their communities, it is the intent of the Bureau to provide only the degree of security necessary to correspond to the level of security needed by the individual. To do otherwise is both expensive and inhumane.

Naturally, when faced with differing personalities, problems, and needs, it is advisable to have differing degrees of security. This is best accomplished by using different institutions so that physical separation is possible. Equally important, protection of the population demands that realistic evaluations be made of all individuals and their potential for future violence and illegal activities before placement in a specific institution.

The Bureau strives to provide a secure environment for those persons serving sentences. Rules are adopted and enforced to insure the good order of the institution, as only where there is a secure environment can persons incarcerated better themselves and improve their chances of a successful reintegration into the community. These attitudes and skills are fostered by actively encouraging people to become involved in academic classes, vocational trades, regular work, and counseling activities.

Finally, for those individuals who do not wish to improve themselves while in the institution, the Bureau will provide a humane level of care and custody.

Also issued was a description of the philosophy of the Bureau of Community Correctional Services, which stated:

Continually rising crime rates are stark statistical evidence that most crime cannot be significantly

affected by historical correctional methods. The Iowa Bureau of Community Correctional Services believes that Iowa's communities will gain the greatest protection by effecting proper integration of the offender into a self-motivating and non-deviant role.

Believing that such integration can only occur at the community level, the Bureau of Community Correctional Services advocates diminishing the role of penal institutions as a means of correctional treatment for those clients who do not pose a threat to the safety of the community.

The Iowa Legislature, by acts of law and physical (sic) appropriations, has shown its support of this philosophy. To further insure the involvement of citizens in a citizen problem, the Legislature has mandated operation of community corrections at the local level, while charging the Bureau of Community Correctional Services of the Department of Social Services with the responsibility to support this development and to guide and monitor the programs and operation within a framework which recognizes and encourages administrative response to local diversification and need.

The primary emphasis of both statements is the reintegration of offenders into society. The Bureau of Correctional Institutions states this reintegration can be accomplished by improving the skills and changing the attitudes of its clients. The Bureau of Community Correctional Programs states that it will accomplish reintegration by moving the offender into a self-motivating, non-deviant role. Both of these statements imply a paramount concern: the safety of the community.

Both Bureaus recognize the differences in the clients they serve. The Bureau of Correctional Institutions identifies its clients as "generally more recalcitrant" than those in community corrections, while the Bureau of Community Correctional Services states that its clients are (or should be) those offenders that are not a threat to the community.

Although both Bureaus agree that offenders must be integrated into society, they do not agree on where this reintegration can be accomplished best. The Bureau of Community Correctional Services states that it believes this reintegration can occur only at the community level and that the role of the institutions should be diminished except for clients who are threats to the community.

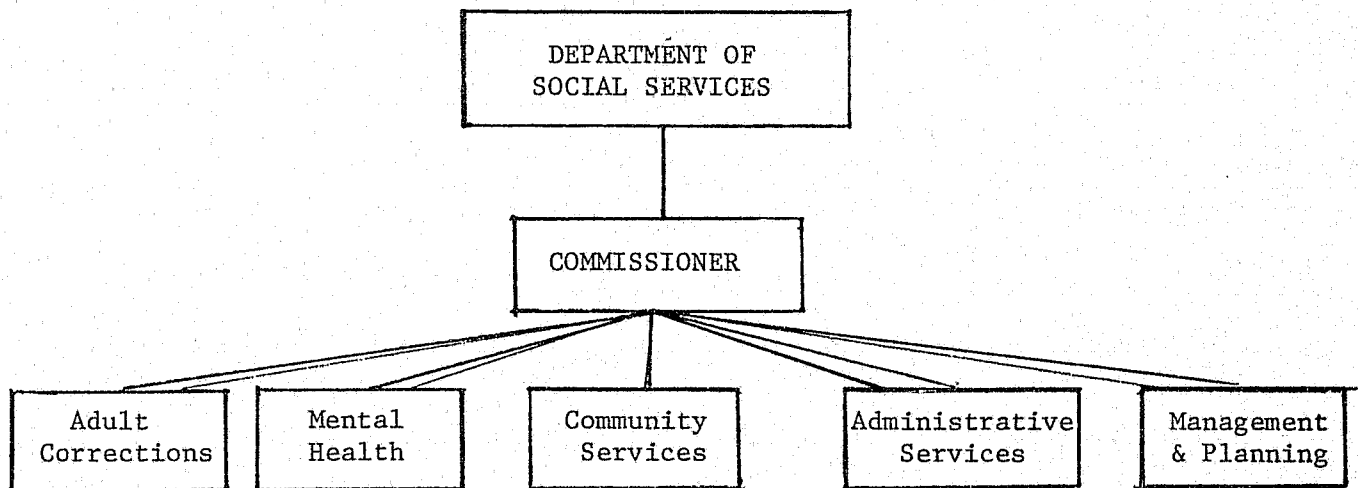
The Bureau of Correctional Institutions states that, with many offenders, preparation for reintegration can occur better in a secure environment.

There appears to be agreement within the Division of Corrections that community safety must be protected and that the correctional system has some responsibility for the successful reintegration of the offender. However, there appear to be some differences with regard to the extent to which incarceration should be used and the means by which reintegration can take place.

Organization, Management, and Personnel

The Division of Adult Corrections is responsible for the administration of the state adult correctional system. Along with four other divisions, it is located organizationally within the Department of Social Services. In addition to Adult Corrections, the divisions within the Department are Mental Health, Community Services, Administrative Services, and Management and Planning.

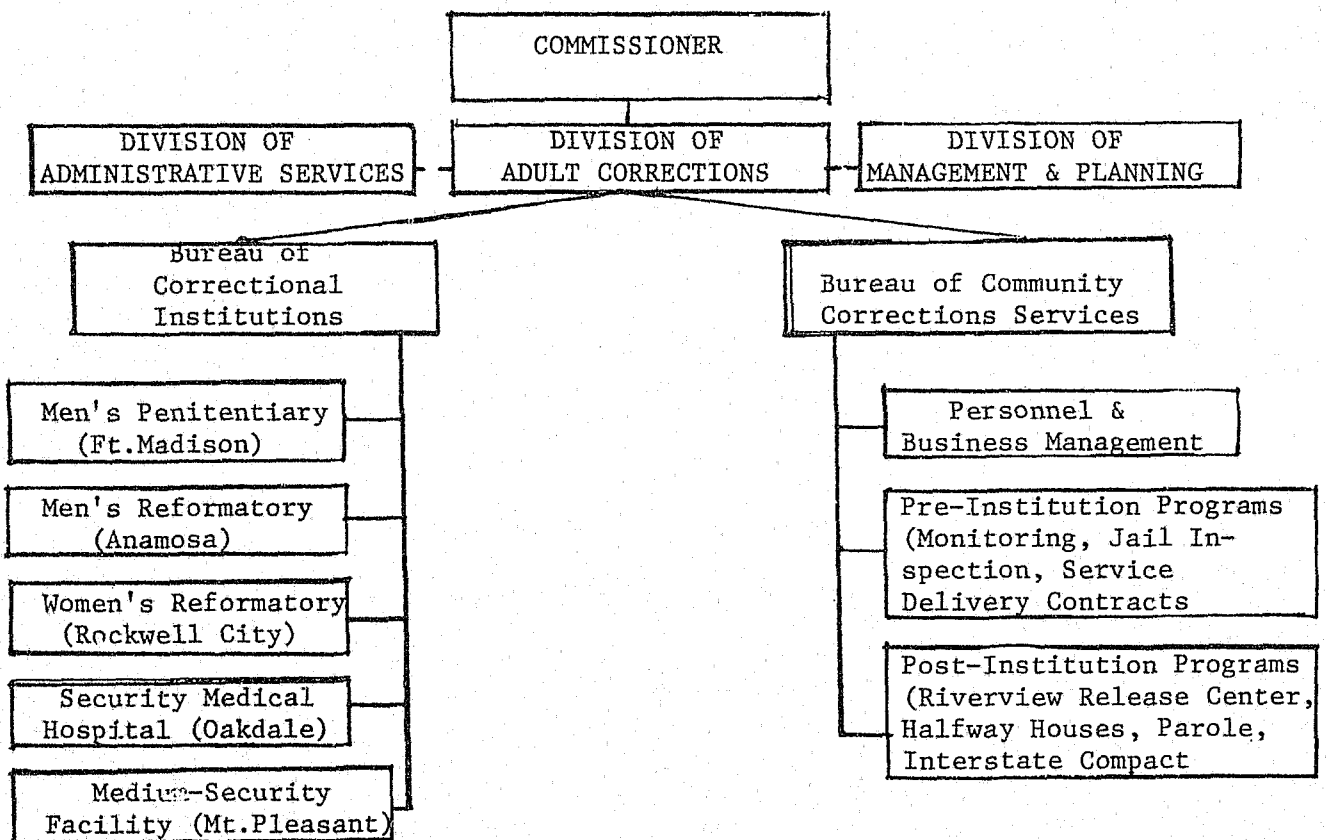
FIGURE 1
ORGANIZATION OF THE DEPARTMENT OF SOCIAL SERVICES



Three of the divisions--Adult Corrections, Mental Health, and Community Services--are responsible for direct service provision and receive administrative support from the other two divisions. The Division of Adult Corrections is dependent upon the Division of Administrative Services for the provision of fiscal, personnel, and data processing services, and the Bureau of Correctional Evaluation, located within the Division of Management and Planning, provides research and evaluation services.

The Division of Adult Corrections is comprised of two bureaus. The Bureau of Correctional Institutions is responsible for the administration of five institutions, while the Bureau of Community Corrections Services administers non-institutional programs as well as the Riverview Release Center, a minimum-security institution.

FIGURE 2
ORGANIZATION OF THE DIVISION OF ADULT CORRECTIONS



Staffing levels among the institutions vary according to the size and type of institution. Table XII provides a description of the staffing in each of the institutions.

TABLE XII
NUMBER OF STAFF BY CATEGORY FOR
ADULT CORRECTIONAL INSTITUTIONS

Type of Staff	Men's Penit.	Men's Reform.	Women's Reform.	Security Medical Hosp.	Medium Security Mt. Pleasant	Riverview Release Center	Total
Administration and Support	60	66	17	35	20	17	215
Security	226	179	16	58	79	18	576
Medical & Social Treat., Education	38	33	8.5	28	16	13	136.5
Industries	18	53	--	--	--	--	71
Total	342	331	41.5	121	115	48	998.5

Of the total 999 institutional staff, security accounts for 58% of all positions and administration is 21% of the total. The remaining 20% of the positions are divided between industries (7%) and treatment (14%).

The number of staff positions in each correctional program tends to fluctuate, especially within the non-institutional programs. Table XIII indicates the number of staff positions in the programs administered by the Bureau of Community Corrections Services.

TABLE XIII
NUMBER OF STAFF IN NON-INSTITUTIONAL
CORRECTIONAL PROGRAMS BY JUDICIAL DISTRICT

	Judicial District								Total
	First	Second	Third	Fourth	Fifth	Sixth	Seventh	Eighth	
Post-Institution Residences	7	--	--	7	7	13*	7	--	41
Parole	4	4	2.5	2.5	8	5	3	3**	32
Pre-Institution Residences	20	--	12	14	44	21*	--	10	121
Probation, Pre-Sentence Investigations	28	26	15	16	49	27	18	20**	199
Total	59	30	29.5	39.5	108	66	28	33	393

*Staff of Project HOPE in Iowa City was divided among Post-Institution Residences and Pre-Institution Residences

**State Parole and Probation staff was divided among Parole and Probation in the Eighth Judicial District.

The figures contained in Table XIII are approximate. The reorganization of community-based correctional programs is continuing, and additional residences are scheduled to open in the next few months.

Including the central administration staff, the Division of Adult Corrections has nearly 1500 staff positions, approximately two-thirds of which are in the correctional institutions. In addition, the Bureau of Correctional Evaluation has 23 authorized positions. The number of positions within the Division of Administrative Services which are dedicated primarily to Adult Corrections is not known.

COSTS

The cost of operating the adult correctional system in Iowa is high. More than 8,000 convicted offenders are currently under the supervision of the state adult correctional system, not including county jails and other locally administered and funded programs. The various adult correctional options in the state system have a variety of security levels, at varying levels of cost.

Determination of the direct costs of the state-administered adult correctional system is difficult. The system itself is in a continuing state of change. Many programs are funded from several sources, and the practice of fiscal transfers within the Department of Social Services makes accurate assessment of the operational budgets of programs highly improbable, on either an individual or aggregated basis. Accordingly, the costs identified in this section should be regarded as close approximations rather than as exact figures. Costs are presented in three sections: operating costs, capital improvements, and program cost comparisons.

Operating Costs. With the inclusion of the Riverview Release Center, the total operating costs for the adult correctional institutions in FY1976 was \$14,613,909. Of this total, approximately \$10,000,000 was expended for institutional personnel. Table XIV identifies the expected operating costs for FY1977 for each institution, as well as the appropriations requested for FY1978.

TABLE XIV
ADULT CORRECTIONAL INSTITUTIONS
EXPECTED OPERATING COSTS - FY1977
BUDGET REQUEST - FY1978

Institution	FY 1977	FY1978
Men's Penitentiary	\$ 7,483,757	\$ 8,325,151
Men's Reformatory	5,109,139	5,461,500
Women's Reformatory	725,715	805,762
Security Medical Facility	2,289,848	2,409,154
Riverview Release Center	1,081,006*	1,442,849
Luster Heights Camp	160,369	166,600
Medium-Security Facility Mt. Pleasant	-- **	1,601,559
Total	\$16,849,834	\$20,212,575

*Includes halfway houses in Des Moines, Cedar Rapids, and Waterloo.

**Operating expenses for the Mt. Pleasant Facility for FY1977 are included in capital improvements appropriations.

The operating expenses for the institutions are expected to increase 15% from FY1976 to FY1977. The requested appropriation for FY1978 is approximately 20% higher than the expected costs in FY1977.

Costs (FY1977) for non-institutional correctional programs administered by or funded through the Division of Adult Corrections are identified in Table XV.

TABLE XV
NON-INSTITUTIONAL CORRECTIONAL PROGRAMS
EXPECTED OPERATING COSTS - FY1977

Judicial District	Federal Funds	State Funds	Total
First	\$ 226,934	\$ 764,615	\$ 991,549
Second	126,166	377,776	1,113,249*
Third	160,786	374,545	503,942
Fourth	138,584	336,621	633,942*
Fifth	752,246	876,308	535,331
Sixth	341,819	622,046	595,980*
Seventh	225,034	459,264	475,205
Eighth	119,163	399,822	518,631*
			1,638,554
			963,865
			1,052,513*
			684,298
			794,298*
			518,984
			542,711*
Total	\$2,100,732	\$4,210,997	\$6,311,729
			6,889,888*

*Includes annualized operating costs for pre-institution residences begun during the last half of FY1977.

The current operating costs for non-institutional programs is approximately \$6,300,000, approximately one-third of which is supported through federal funds. At FY1977 rates, the current operating cost is approximately \$6,900,000 if annualized costs for programs now being developed are considered.

In addition to the institutional and non-institutional program costs identified in Tables XIV and XV are the many projects funded outside of regular operating cost allocations (See Table XVI).

TABLE XVI
ADULT CORRECTIONS
SPECIAL PROJECT FUNDING

Institutional Programs			
Men's Penitentiary - Additional Personnel (HF1539)			\$537,000
Men's Reformatory - Additional Personnel (HF1539)			205,200
Security Medical Facility - Educational Development			
Federal - \$24,105; State \$8,035			32,140
Riverview Release Center - Additional Personnel & Remodel (HF1539)			158,000
Non-Institutional Programs			
Manpower Development			
Federal - \$74,959; State \$33,156			108,115
Bureau of Correctional Evaluation			
Federal - \$158,000; State \$158,000			316,000
Adult Corrections Master Plan			
Federal - \$92,727; State \$20,012			112,739
Summary - Special Projects Funding			
	<u>Federal</u>	<u>State</u>	<u>Total</u>
Institutional Programs	\$ 24,105	\$908,235	\$932,340
Non-Institutional Programs	<u>325,686</u>	<u>211,168</u>	<u>536,854</u>
Total	\$349,791	\$1,119,403	\$1,469,194

Much of what appears in Table XVI as "Special Project Funding" has been written into the regular budget request of the Department for FY1978. An exception to this is the correctional master plan, which is a one-time study. Although it is being conducted currently by the Iowa Crime Commission, it continues to be identified along with the other special projects of the Department.

Two substantial costs are not included within the institutional, non-institutional, and special projects categories identified in the last three tables. Capital Improvements costs are considered in the following section. However, cost of the Central Administration of the Division of Adult Corrections is a part of the current operating cost of the Division. Although the cost of Central Administration of Corrections was obtainable from only one source in the Department of Social Services and could not be verified, it is included in the recapitulation of total operating costs of the Division of Adult Corrections in Table XVII.

TABLE XVII
ESTIMATE OF TOTAL OPERATING COSTS - FY1977
DIVISION OF ADULT CORRECTIONS

Category	Federal	State	Total
Central Administration	--	\$ 1,125,000	\$ 1,125,000
Institutional Programs	--	16,849,834	16,849,834
Non-Institutional Programs	\$2,100,732	4,210,997	6,311,729
Special Projects	349,791	1,119,403	1,469,194
Total	\$2,450,523	\$23,305,234	\$25,755,757

The total operating cost of programs funded through or administered by the Division of Adult Corrections is in excess of \$25,000,000. The budget request of the Department for FY1978 for Adult Corrections is near \$35,000,000, not including the capital appropriations requested for a new medium-security institution.

Capital Improvements. During the 65th and 66th General Assemblies, appropriations were made to the Department of Social Services for a substantial number of capital improvements in the adult correctional institutions. The status of these appropriations is identified in Table XVIII.

TABLE XVIII
SUMMARY STATUS - CAPITAL IMPROVEMENTS APPROPRIATIONS
FOR ADULT CORRECTIONAL INSTITUTIONS
65TH AND 66TH GENERAL ASSEMBLIES

Institution	Appropriated	Expended Or Encumbered	Unencumbered
Men's Penitentiary	\$1,019,217.36	\$ 413,102.52	\$ 606,114.84
Men's Reformatory	1,314,231.92	1,135,204.94	179,026.98
Women's Reformatory	53,882.29	43,303.73	10,578.56
Security Medical Facility	54,128.00	51,460.66	2,667.34
Riverview Release Center	49,948.26	31,452.66	18,495.60
Luster Heights	1,823.64	1,823.64	--
Medium-Security Facility - Mt. Pleasant	1,350,000.00	523,227.86	826,772.14
Total (As of 11/1/76)	\$3,843,231.47	\$2,199,576.01	\$1,643,655.46

Current appropriations for capital improvements reach almost \$4 million, approximately 44% of which was not yet encumbered by November 1, 1976. The bulk of the capital improvements appropriations were for remodeling a building at Mt. Pleasant, remodeling of the north cellhouse at Anamosa, and work which would enable the minimum-security dormitory outside the walls at Ft. Madison to open.

Program Cost Comparisons. The costs of correctional programs on an individual offender basis vary widely among institutional and non-institutional programs. Probation and Parole services, which are not residential, cost approximately \$1.15-\$1.50 per day average for each offender. Comparatively, residential corrections costs, both pre-institutional and post-institutional, appear to vary between \$19 and \$25 per day per offender depending upon the extent of utilization of the residential program and the level of services provided by it.

The cost of incarceration, not including administration or capital improvements costs, is approximately \$22 per day per inmate for the entire institutional system. Among the institutions there is some variation; the cost per inmate day for the Security Medical Facility was more than \$66 in FY1976, and at the Women's Reformatory the cost per inmate day was over \$26. The men's penitentiary and men's reformatory operated at costs per inmate day of approximately \$20 and \$18, respectively.

Per diem cost comparisons do not reflect accurately the costs of different types of programs. For example, the median length of time served by inmates released from the men's reformatory is approximately 18 months, compared to approximately 5 months in a residential program. As the reported per diem costs for the two programs, the cost per *term* is approximately \$3,500 in the residential program compared to \$9,800 in the men's reformatory. The cost for the men's reformatory would be even greater if the costs for central administration and capital improvements were included.

In addition, incarceration of an offender has many indirect costs which do not exist to the same extent in non-institutional programs. The most readily evident of these costs is the lack of earning power of an inmate while incarcerated. An incarcerated offender draws from the public economy, rather than contributing to it. Further, although some wives and families of incarcerated offenders support themselves through employment, many become recipients of the various forms of public assistance. When the offender is released from the institution, the stigma of incarceration often prevents the "ex-con" from obtaining employment at a living wage.

These indirect costs are not so pronounced for non-institutional programs. An offender in a residential program or on probation is able and is usually required to work. The employed offender can contribute to the support of dependents, pay taxes, and purchase goods and services.

Institutional corrections is far more expensive to society than non-institutional corrections. In general, the cost of corrections is directly related to the level of restraint or control which is applied.

Programs

The purpose of this section is to give an overview of the programs with which an individual may come in contact as he moves through the criminal justice system in Iowa. Program areas of the system encompass four settings: (1) pre-adjudication, (2) pre-institutional, (3) institutional, and (4) post-institutional.

Pre-adjudication Programs. Pre-adjudication programs in Iowa are designed to eliminate the inequities of the bail-bond system so that the question of who should spend time in jail awaiting trial will be determined on bases other than financial status of the person charged. Each judicial district operates a court services project whose employees interview individuals shortly after arrest to determine whether each is a safe risk for release before trial. If the client receives a poor recommendation by the project, he is detained in jail or left to commercial bail resources until his trial. If the client shows evidence of strong community and family ties, steady employment, and no substance abuse, he is granted Pre-Trial Release (PTR) without supervision and receives only a notification from the project regarding the date on which he is to appear for trial. A client who does not appear to have good support and stability within the community or is in need of counseling or treatment still may be released to the Pre-Trial Release with Services (PTS) program. A client assigned to this program is required to see a counselor weekly to obtain assistance in making specific changes in his situation, such as securing

employment or enrolling in an educational program, or receiving drug or alcohol treatment or individual and family counseling. In a few instances, the client may be referred to a pre-institutional residence for closer supervision. Any misconduct during pre-trial release can result in revocation, with the client returned to jail to await trial.

In the event of conviction, the trial judge orders a pre-sentence investigation of all persons convicted of a felony and, in some instances, of those convicted of an indictable misdemeanor. These investigations aid the judge in making his sentencing decisions. Sentencing may include a fine, assignment to a pre-institutional program, or assignment to a state correctional institution.

Pre-Institutional Programs. With the exception of jail, pre-institutional programs are geared to persons who do not need the secure setting of an institution.

Probation. Receipt of either a suspended or deferred sentence places an individual on probation, in which program he is required to sign an agreement with his supervising probation officer. This contract stipulates that the individual must report to his probation officer periodically and may include restrictions on drinking, drug use, driving, or residence. It may also require that the client secure employment, enroll in an educational program, or receive treatment for drug or alcohol abuse. The probation officer makes referrals for community services to aid clients in meeting the terms of their probation agreements, as well as providing job leads and counseling on an informal basis. The degree of supervision varies according to the needs of each client.

Pre-Institutional Residences. Pre-institutional residences providing close supervision and a structured living environment are available in several areas of the state. An individual may be assigned to one of these residences as a condition of his probation, or he may serve a set jail term at the residence. Individuals work in the community while living at the facility and are expected to pay rent, abide by house rules (including curfew),

and maintain employment. Individual and group counseling are offered, as well as referrals for services in the community. At least one counselor is available to the residents on a 24-hour basis. Residents may earn furloughs for the purpose of strengthening community and family ties or to secure employment.

Jail. Persons receiving sentences of incarceration of less than a year who are in need of secure detention will serve their entire sentence in a municipal or county jail. No programming or services are available to individuals serving time in jail.

Repeated violations of rules or contract, lack of cooperation, new arrests, escape, or other misconduct while serving time at a residential facility or while on probation can result in revocation, with the individual being required to serve the remainder of his sentence in jail or at an institution.

Institutional Programs. Iowa has one state institution for women and three for men which receive individuals who are in need of secure detention and are serving terms of a year or more. The Men's Reformatory at Anamosa is intended for younger felons who are serving their first prison term for less serious offenses; the Iowa State Penitentiary at Ft. Madison is intended for older male felons, recidivists, and individuals convicted of more serious offenses. In actuality, the movement of prison population between the two institutions has blurred somewhat the distinction between the two groups, although the principal portion of each population retains its statutory distinction from the other.

Men's Reformatory at Anamosa. The men's reformatory is organized on the basis of a "level" system, whereby an inmate may gain or lose privileges contingent upon his behavior. There are seven possible level assignments, ranging from orientation level, where every inmate begins, to Luster Heights Work Camp, the highest level attainable. Initially, inmates were housed together according to the level they had achieved; at present, that practice continues only in the upper levels.

Upon entry into the institution, an inmate is segregated in orientation for three weeks, during which time he meets with his

counselor to determine work assignment, educational needs, and counseling needs. He also takes a battery of psychological tests and attends lectures explaining institution policies.

At the end of the orientation period, the inmate receives his work assignment which is determined by the needs of the institution as well as his own interests and needs. Work assignments fall into five areas: vocational training programs, which include graphic arts, welding, building maintenance, commercial cooking, carpentry, auto mechanics, body and fender repair and meatcutting; Iowa State Industries, providing jobs in soapmaking, furniture, printing, license plates, and sign manufacture; the maintenance pool, with assignments in painting, plumbing, carpentry, electricity, power house, and construction and repair; the service pool, providing janitorial and clerical work; and the dietary pool. Inmates in need of basic education may participate full-time in the P.L.A.N. (Programmed Learning According To Needs) program in lieu of a work assignment.

The reformatory has an academic program operated under the supervision of Kirkwood Community College. In addition to P.L.A.N., inmates may enroll in GED programs or work toward a high school diploma. Inmates participating in these programs usually do so in addition to their work assignments.

The correctional counselors, chaplains, and other staff members provide individual and group counseling services to residents. A resident may also join organizations which provide help with a specific type of problem, such as Alcoholics Anonymous, Phoenix Group (for drug abuse), and Check Writers Association.

A resident may take advantage of recreation programs and special interest groups when he is not working or on disciplinary restriction. Recreational activities include a variety of sports, hobbies and crafts, music practice, films, and special entertainment. Special interest groups, such as Black, Indian, and Chicano cultural groups, Jaycees, and religious organizations, meet weekly. Religious services are conducted at least weekly by two chaplains.

An inmate's progress at the institution is assessed periodically by his treatment team consisting of his counselor, correctional officer, and a team leader. The team makes recommendations

concerning changes in job assignments, level assignments, and security ratings. Residents are encouraged to avail themselves of program offerings, with effective participation in the programs being one determinant for movement within the level system as well as for parole eligibility.

An inmate attaining the highest level in the reformatory level system can be assigned to Luster Heights Work Camp at Harper's Ferry, Iowa. Selected inmates nearing work release or parole are sent to this minimum security facility to work forty hours per week in crews under the supervision of Conservation Commission employees. Individual and group counseling especially geared toward community readjustment are available on an informal basis, and residents may earn one furlough per month.

Iowa State Penitentiary at Ft. Madison. An individual entering Ft. Madison also spends his initial three weeks in orientation, segregated from the general population. During this period the new inmate meets with his counselor to discuss his program participation, takes a series of psychological tests, and attends meetings designed to acquaint him with administrative policies and procedures. Upon completion of the orientation period, the inmate is moved to one of three cell houses in the general population of maximum security inmates.

Programming and treatment vary with security ratings, which range from minimum to maximum, but are used for identification purposes only. Minimum security inmates live in dormitories located on two work farms outside the institution walls. The three types of work assignments available are farm operations, institution jobs requiring minimum security ratings, and five vocational training programs, which are in the process of being moved from within the institution. The vocational programs which will be offered include building trades, graphic arts, commercial cooking, auto mechanics, and auto body work. Each farm has one correctional counselor to whom all residents are assigned.

Medium security inmates receive work assignments of four types: Iowa State Industries, providing jobs in metal furniture restoration, milling and cutting, wood furniture restoration,

upholstering, furniture assembly, and production control; institutional jobs including clerical, janitorial, dietary and maintenance positions; vocational training programs in machine, welding and electrical occupations; and full-time educational programs ranging from adult basic education to completion of GED requirements. Inmates also may be idle at their own request or due to unavailability of job assignments.

Individual and group counseling are provided by the correctional counselors, chaplains, and other staff on a limited basis, supplemented by self-help groups such as Alcoholics Anonymous, L.I.F.E., and Ordeal, the latter two groups comprising individuals serving life sentences.

After working hours, inmates may participate in recreational activities and special interest organizations, including cultural and religious groups. Religious services are conducted at least weekly. College courses are offered in the evening by Southeastern Community College, and inmates can complete courses sufficient to obtain an Associate of Arts degree from the college.

Maximum security inmates in long-term isolation are locked in their cells 24 hours a day, with the exception of showering and exercise periods, and participate in no programs.

The classification of "medium" and "maximum" at the penitentiary are euphemisms which identify separation of the isolated (maximum) security inmate from the general (medium) security population.

Medium Security Prison at Mt. Pleasant. This institution was created pursuant to legislation which allowed the governor to select one of three sites for a temporary (two-year) institution to deal with overcrowding at the two permanent men's institutions; the institution will close unless authorized by the legislature to continue beyond its statutory two-year life. Formerly a housing unit at the Mental Health Institute at Mt. Pleasant, it was remodeled into a series of small, 24-man units and contains spaces for classrooms in which series of short courses will be conducted for inmates. The population is expected to be composed of non-violent offenders convicted of crimes against property and who soon

will be ready for release. A double perimeter fence and armed guard towers surround the prison building and recreation area and isolate them from the remainder of the Mental Health Institute campus.

Iowa Security Medical Facility at Oakdale. This psychiatric hospital receives inmates from the men's institutions for treatment and evaluation, or to work as aides. The facility also provides short-term treatment and evaluation for individuals sent from the courts or other mental institutions.

Women's Reformatory at Rockwell City. The Women's Reformatory is a minimum security facility, housing its residents in three cottages. One counselor is assigned to each cottage on a full-time basis. Religious services, drug and alcohol treatment, and vocational rehabilitation counseling are available to residents, as are educational programs through high school level, similar to those at the men's institutions. In addition, community organizations conduct classes and lectures at the institutions. A few residents are allowed to leave on work or educational release, and furloughs may be earned.

Post-Institutional Programs. Post-Institutional programs are intended to smooth the transition from an institutional setting to the free community. Admission to one of these programs is based on behavior and attitudes exhibited while the individual is at the institution; therefore, not everyone participates in a post-institutional program prior to his release.

Riverview Release Center at Newton. The Riverview Release Center is a minimum security facility which receives individuals from Anamosa and Ft. Madison prior to their entry into a work release program or parole. The staff provides some individual and group counseling, and residents may earn furloughs. A few residents live at the facility while they are on work release, and a number of residents are assigned from the institutions as permanent workers at the facility.

Other Post-Institutional Residences. Individuals may be transferred from Riverview Release Center to any of several

post-institutional residences for work release. Programming and services are somewhat less than those at the pre-institutional residences; some residences house both pre-institutional and post-institutional individuals. A person may be discharged from the residence at expiration of Sentence or may be paroled from the residence. Misconduct, ranging from new arrests to violation of house rules, may result in a revocation and return to the institution.

Parole. The three-member Parole Board has the power to grant parole to an individual who is believes is ready to be released from an institution with some supervision. As in probation cases, the client must sign a parole agreement with his parole officer, who functions in a capacity similar to the probation officer. It is intended that the parole officer provide counseling and referrals for community services to aid the individual in making the transition from the institution. Misconduct, especially arrests for new violations and escapes, may result in a revocation of parole, with the client returned to an institution. Clients are discharged from parole upon request from the parole officer and approval by the Parole Board, or upon expiration of the sentence from which paroled.

Prison Industries

Iowa State Industries is headquartered at the men's reformatory at Anamosa. Most of its several divisions are located and operated at the men's reformatory.

The industrial divisions operated at the men's penitentiary at Ft. Madison employ approximately 125 inmates in manufacturing and refurbishing wood and upholstered furniture. The divisions at the reformatory employ 150-160 men to manufacture license plates, metal furniture, metal signs, and soap, and to work in the tire recapping, printing, and dry cleaning services. Also operated by the industries are vocational education/training programs in tire recapping, printing, and housekeeping. A garment division was created in recent months at the women's reformatory which employs 30 women in the manufacture of men's shirts.

Approximately 15% of the inmate population is employed by prison industries. These inmates work for somewhat less than

four hours per day, at wages ranging from sixteen cents to thirty-one cents per hour. Employed inmates who leave the work station during working hours for counseling or educational programs are usually paid for those hours. Levels of productivity are fairly non-demanding in most divisions due to inventory surplus.

Iowa State Industries operates through a revolving fund which is independent of the general budget of the state. An industries staff of 61 employees during FY1976 were paid salaries totalling \$887,507. Wages for the employed inmates totalled \$92,452.

A fiscal balance of \$491,454 was carried forward from FY1974 to FY1975, and \$450,645 was carried forward to FY1976. Receipts for FY1975 were \$3.25 million. With receipts of \$3.86 million in FY1976, a balance of \$1,026,876 was carried forward into FY1977. Cash on hand increased during the first five months of FY1977 to \$1,288,986.

At the men's reformatory, \$70,000 was spent recently for additional equipment for the sign division, \$30,000 will soon be spent to move the printing division, and more equipment is scheduled to be purchased by the printing division. A new building is planned for the tire division, and a new division whose focus or location has not been indicated is being planned. No known capital expenditures are planned for industrial expansion or improvement at the penitentiary.

Industrial products can be sold to state and local governments, as well as tax-supported and certain non-tax-supported organizations (and employees).

Information and Evaluation

A large amount of information is being collected currently by the adult correctional system about the programs it operates and the offenders for whom it is responsible. Data are collected, maintained, and analysed by several different units of the Department of Social Services, and serve a variety of purposes. Much of the data is computerized in the data processing section of the Administrative Services Division of the Department.

The Division of Adult Corrections maintains a data bank as well as a manual system for information about population movements

in both institutional and non-institutional programs. In addition, it collects and maintains offender characteristics data, which it uses both for its own purposes and to provide to national research and information efforts such as the National Prison statistics and the Uniform Parole Reports.

Detailed offender files are maintained manually by the Parole Board, based upon information provided to it by the Division of Adult Corrections and the specific institutions.

Located within the Division of Management and Planning, the Bureau of Correctional Evaluation was created in late 1974 to provide on-going evaluation of the adult correctional system. At a level of funding approaching \$800,000 since that time, it has focused its efforts on non-institutional correctional programs and has relied upon the Division of Adult Corrections for information relating to institutional corrections.

The work of the Bureau of Correctional Evaluation has been limited in several ways. First, it has limited its data collection to community-based programs, thereby eliminating the possibility of uniform program comparisons which involve both institutional and non-institutional programs. Second, its personnel management has been dysfunctional to the task. Few positions have been allocated to the tasks of data collection and verification, and the high vacancy rate in those positions has forced data collection responsibilities to be assumed by the programs themselves. The provision of data by the programs to the Bureau has been slow, and data editing and keypunching has lagged far behind the receipt of the data. Computer programming and system analysis positions of the Bureau are located in the Division of Administrative Services, whose other tasks frequently cause the work of the correctional evaluation to be delayed. Finally, the Bureau has not provided regular or systematically usable information to either the Division of Adult Corrections or its individual programs.

Iowa has not yet implemented OBCIS (Offender-Based Correctional Information System), a national correctional data base. In order to develop and implement OBCIS, it must first develop plans for a

Comprehensive Data System. Iowa is apparently one of eight states which do not yet have approved CDS plans. Personnel in the Division of Adult Corrections, the Bureau of Correctional Evaluation, and the Iowa Crime Commission are in the process of developing these plans.

INSTITUTIONAL FACILITIES ASSESSMENT

With the addition of the medium-security facility at Mt. Pleasant, the Division of Adult Corrections now operates six adult correctional institutions. The capacities of those institutions are presented in Table IX, along with an indication from the Bureau of Correctional Institutions of the potential additional capacity of each without new construction.

TABLE XIX
IOWA ADULT CORRECTIONAL INSTITUTIONAL CAPACITIES

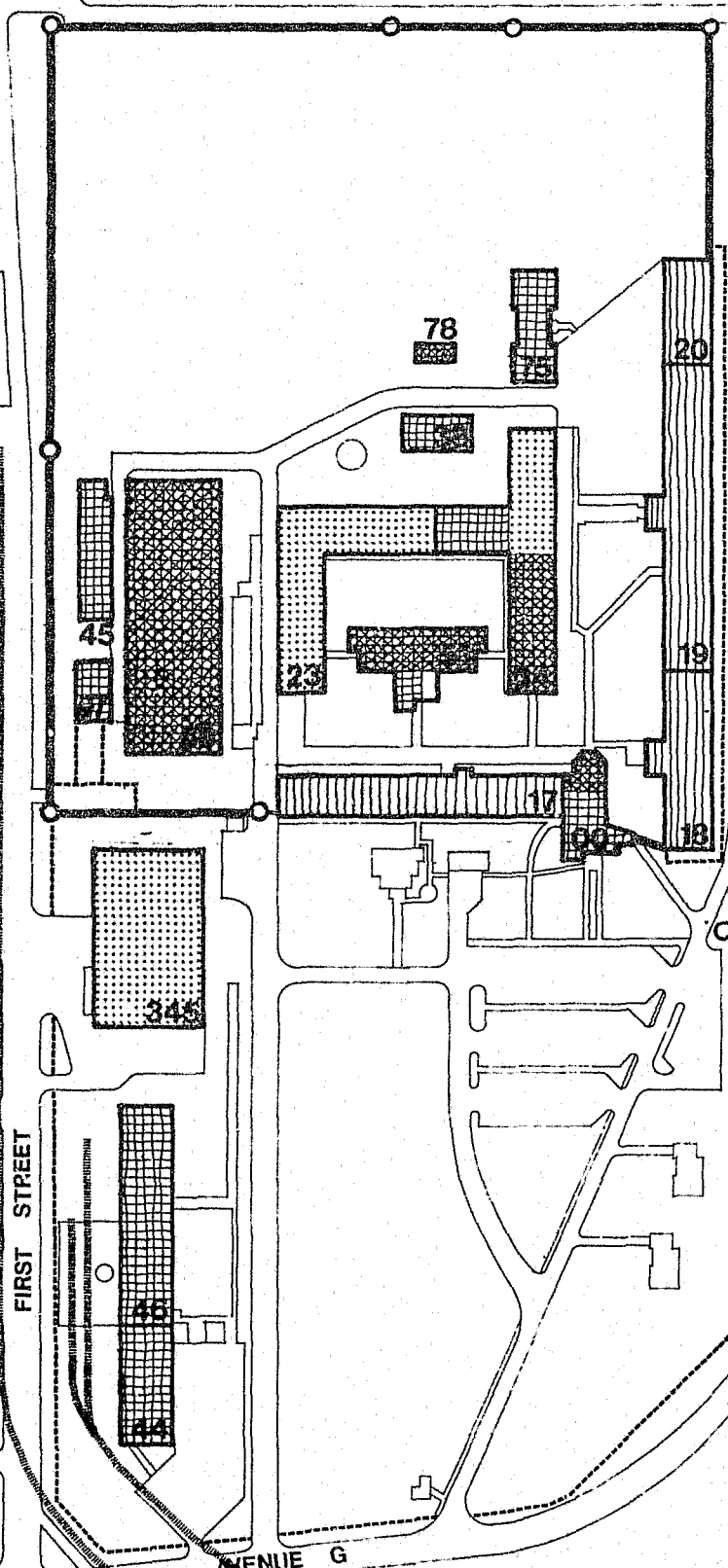
Institution	Actual Capacity	Potential Additional Capacity Without New Construction	Total Potential Capacity
Men's Penitentiary			
Cell House 17	318	Dormitory 90	
Cell House 18	193	Conversion of	
Cell House 19-North	166	Abandoned Showers 85	
Cell House 19-South	175		
Cell House 20	74		
Building 97	18		
Farm 1	65		
Farm 3	65		
	1,045	175	1,220
Men's Reformatory			
Cell House 1	312	Conversion of 150	
Cell House 2	312	Present	
Orientation & Segregation	68	Hospital	
Isolation	14	North Cell House 48	
Testing Area	30		
	736	198	934
Luster Heights Camp	40		40
Medical Security Fac.	96		96
Riverview Release Ctr.	90		90
Women's Reformatory	86		86
Mt. Pleasant Facility	144		144
TOTAL	2,237	373	2,610

The Commission visited each of the state adult penal institutions under the jurisdiction of the Bureau of Institutional Corrections during the early months of its study. Visual survey and the comments, written and verbal, of the institutional administrative personnel left the membership convinced that the system's physical facilities are basically sound and useable. While each administrator could identify particular modifications or repairs planned or proposed for his facility, the Commission did not deem those to be pertinent to the study except where the proposed revisions appeared either untimely or contrary to Commission recommendations.

The Commission was aware from the beginning of its work that the Correctional Master Plan undertaken by the Iowa Crime Commission would require a detailed facilities study of at least some of the institutions. As the study of the Commission progressed, it also became clear that a more detailed knowledge of the physical plant of at least the two major men's facilities, and possibly the women's facility, would be essential to some tentative recommendations the Commission was formulating. Accordingly, the Advisory Commission became the vehicle for a facilities study which was funded by the executive branch and contracted with Folse/Henningson, Durham & Richardson, a firm specializing in prison architecture which has demonstrated a particular skill in facility evaluation and rehabilitation.

The first phase of the Folse/HDR contract provided a detailed analysis of each structure at the men's penitentiary, the men's reformatory, and the women's reformatory which appear on the following pages. The pages are self-explanatory; the information which they offer concerning sufficiency and condition of facility components is backed by detailed data books which promise to prove valuable to the Crime Commission and the Division of Adult Corrections.

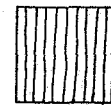
FIGURE 3



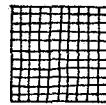
- 00 ADMINISTRATION
- 17 CELLHOUSE 17
- 18 CELLHOUSE 18
- 19 CELLHOUSE 19
- 20 CELLHOUSE 20
- 23 FURNITURE SHOP
- 25 DORMITORY 38
- 34 DINING/KITCHEN
- 38 LAUNDRY
- 43 VOCATIONAL SCHOOL
- 44 CENTRAL STORAGE
- 45 CONSTRUCTION BLDG.
- 46 POWER PLANT
- 51 INSIDE ADMINISTRATION
- 59 GYMNASIUM/SCHOOL
- 75 HOSPITAL
- 78 COMMISSARY
- 86 VOCATIONAL SCHOOL (II)
- 97 DETENTION UNIT
- 345 INDUSTRY WAREHOUSE

LEGEND

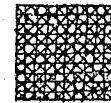
Housing



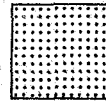
Operations



Services



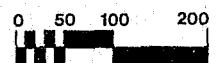
Industry



Vacant



Legend symbols show which functional use categories are located in each building. Identification of specific locations within the building are not intended.



**COMPONENT
DEPLOYMENT**
Existing

**Iowa State
Penitentiary**

Fort Madison, Iowa

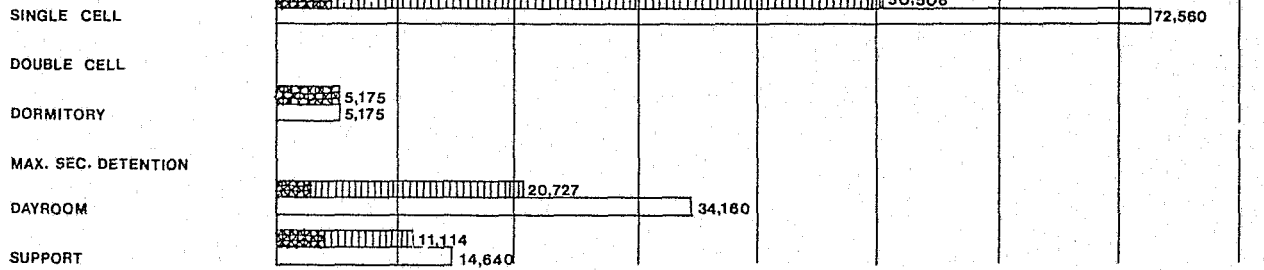
FolseHDR

Henningsen
Dunham
and
Richardson
Architects
Engineers
Planners
Scientists
Economists

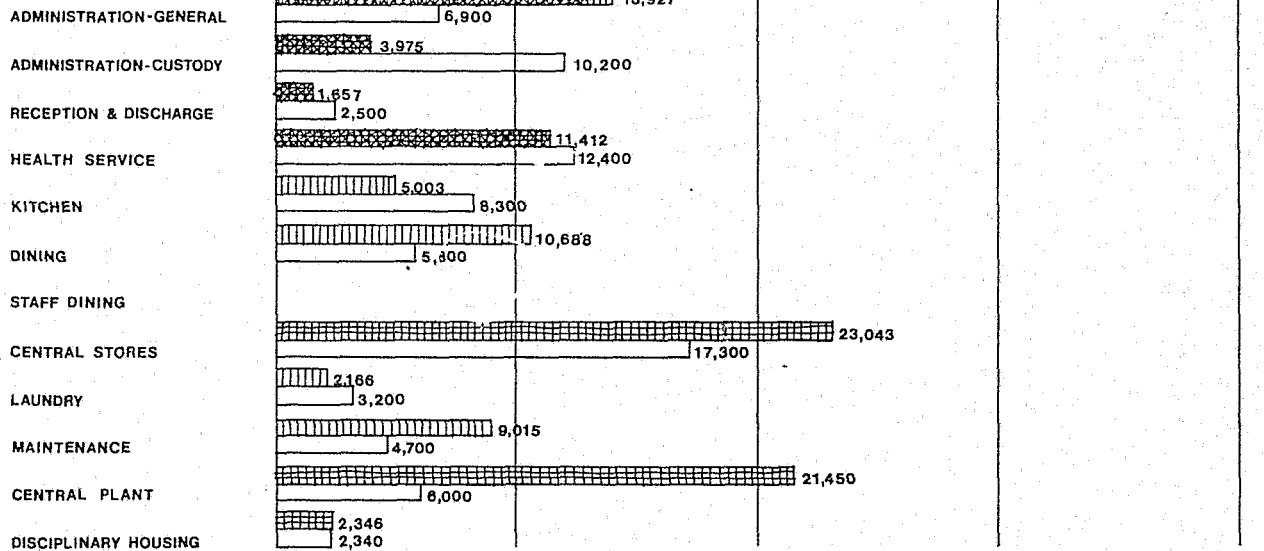


FIGURE 4

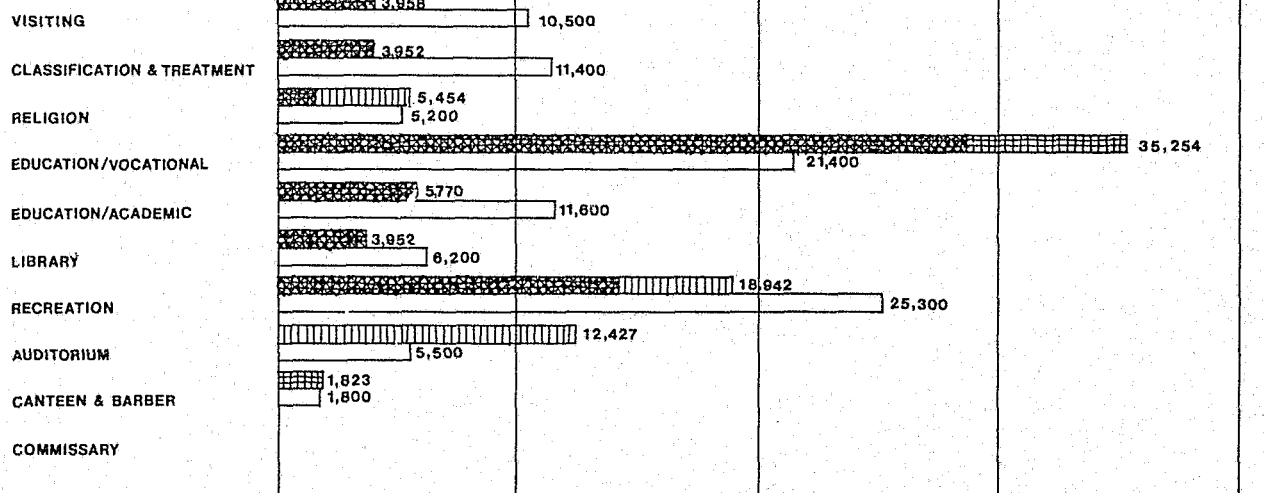
housing



operations



services



FACILITY COMPONENT EVALUATION

ISP

POOR



FAIR



GOOD



MODEL



Indicates a structure requiring extensive renovation or repair for continued or other use. Rehabilitation cost will approach or exceed the cost of replacement by new construction. Demolition or abandonment of building should be considered.

*Indicates a structure requiring limited renovation or repair for continued or other use. Detailed study based on a proposed use is required to determine appropriate renovation methods.

Indicates a structure requiring little or no modification for continued current use.

Figure 2.3

FIGURE 5

43

78

38

45

23

34

19

17

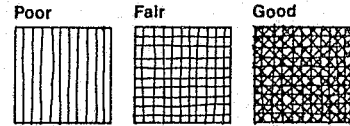
15

45

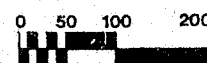
44

- 00 ADMINISTRATION
- 17 CELLHOUSE 17
- 18 CELLHOUSE 18
- 19 CELLHOUSE 19
- 20 CELLHOUSE 20
- 23 FURNITURE SHOP
- 25 DORMITORY 38
- 34 DINING/KITCHEN
- 38 LAUNDRY
- 43 VOCATIONAL SCHOOL
- 44 CENTRAL STORAGE
- 45 CONSTRUCTION BLDG.
- 46 POWER PLANT
- 51 INSIDE ADMINISTRATION
- 59 GYMNASIUM/SCHOOL
- 75 HOSPITAL
- 78 COMMISSARY
- 88 VOCATIONAL SCHOOL (II)
- 97 DETENTION UNIT
- 345 INDUSTRY WAREHOUSE

LEGEND



Refer to Building evaluation Index for definition of terms.



BUILDING EVALUATION

Iowa State Penitentiary

Fort Madison, Iowa

FolseHDR

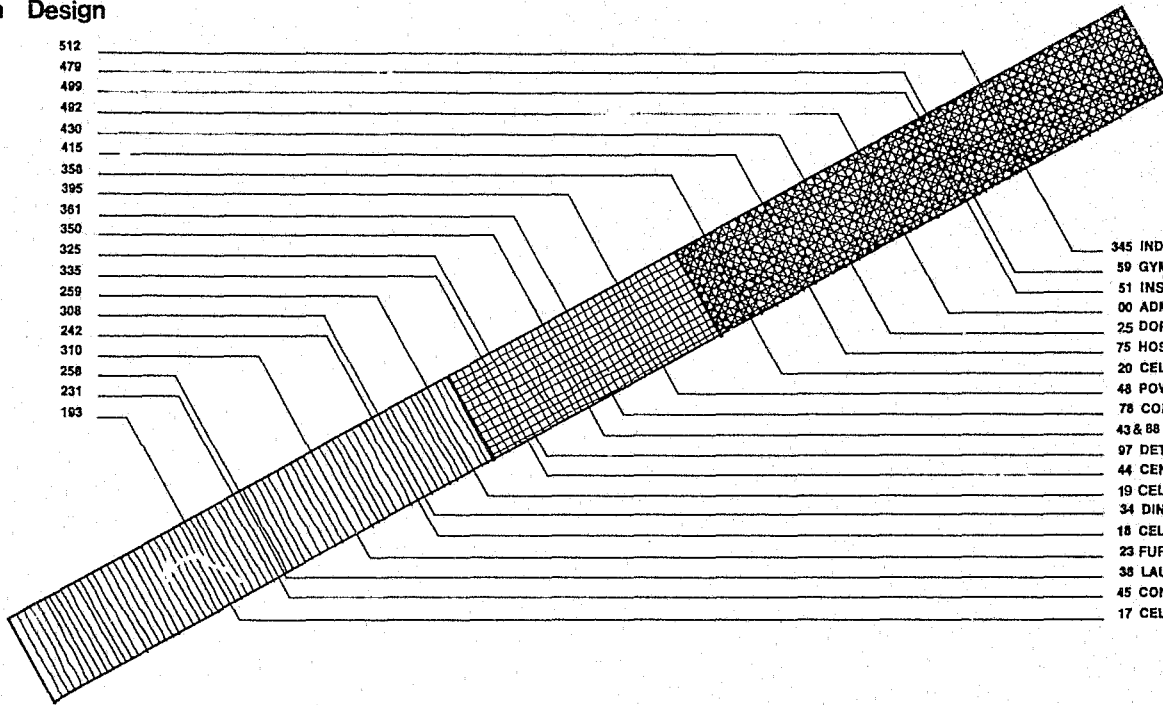
Hannigan
Dunham
and
Richardson
Architecture
Engineering
Planning
Systems
Economics



FIGURE 6

System Design

985 512
980 479
952 499
919 482
904 430
881 415
876 358
797 395
775 361
760 350
744 325
729 335
743 259
689 308
702 242
627 310
594 258
602 231
589 193



Buildings

345 INDUSTRY WAREHOUSE
59 GYMNASIUM/SCHOOL
51 INSIDE ADMINISTRATION
00 ADMINISTRATION
25 DORMITORY 38
75 HOSPITAL
20 CELLHOUSE 20
48 POWER PLANT
78 COMMISSARY
43 & 88 VOCATIONAL SCHOOLS
97 DETENTION UNIT
44 CENTRAL STORAGE
19 CELLHOUSE 19
34 DINING/KITCHEN
18 CELLHOUSE 18
23 FURNITURE SHOP
38 LAUNDRY
45 CONSTRUCTION BLDG.
17 CELLHOUSE 17

ISP

BUILDING EVALUATION INDEX

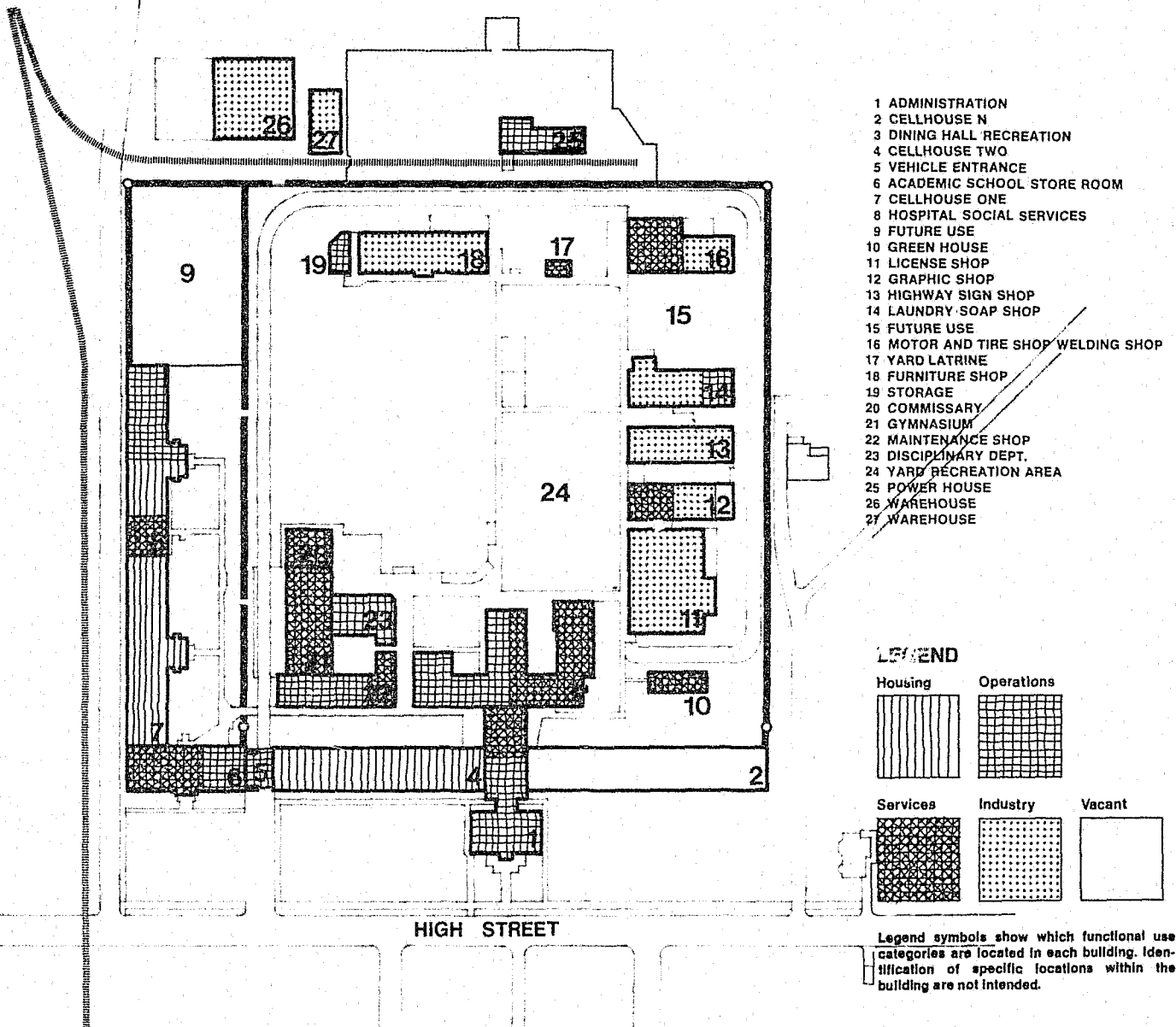
POOR 
FAIR 
GOOD 

Indicates a structure requiring extensive renovation or repair for continued or other use. Rehabilitation cost will approach or exceed the cost of replacement by new construction. Demolition or abandonment of building should be considered.

Indicates a structure requiring limited renovation or repair for continued or other use. Detailed study based on a proposed use is required to determine appropriate renovation methods.

Indicates a structure requiring little or no modification for continued current use.

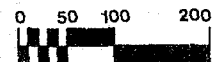
FIGURE 7



COMPONENT DEPLOYMENT

Existing

Iowa State
Men's
Reformatory
Anamosa, Iowa



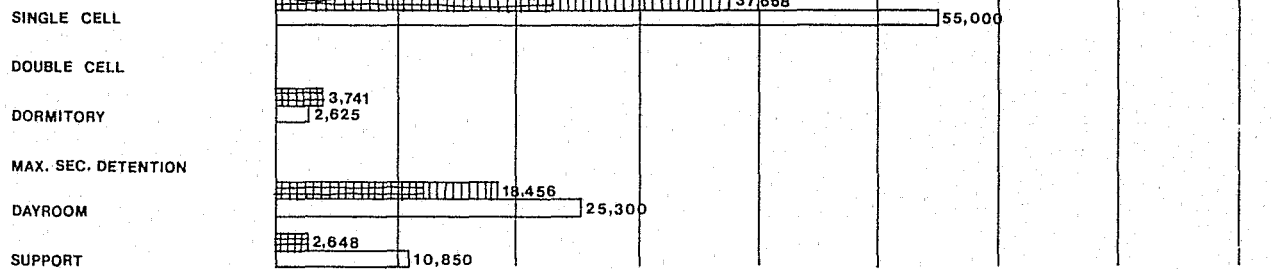
FolsomHDR

Hampson
Durham
and
Richardson
1400 Canal St
Suite 2120
New Orleans,
LA 70117
504.528.1444

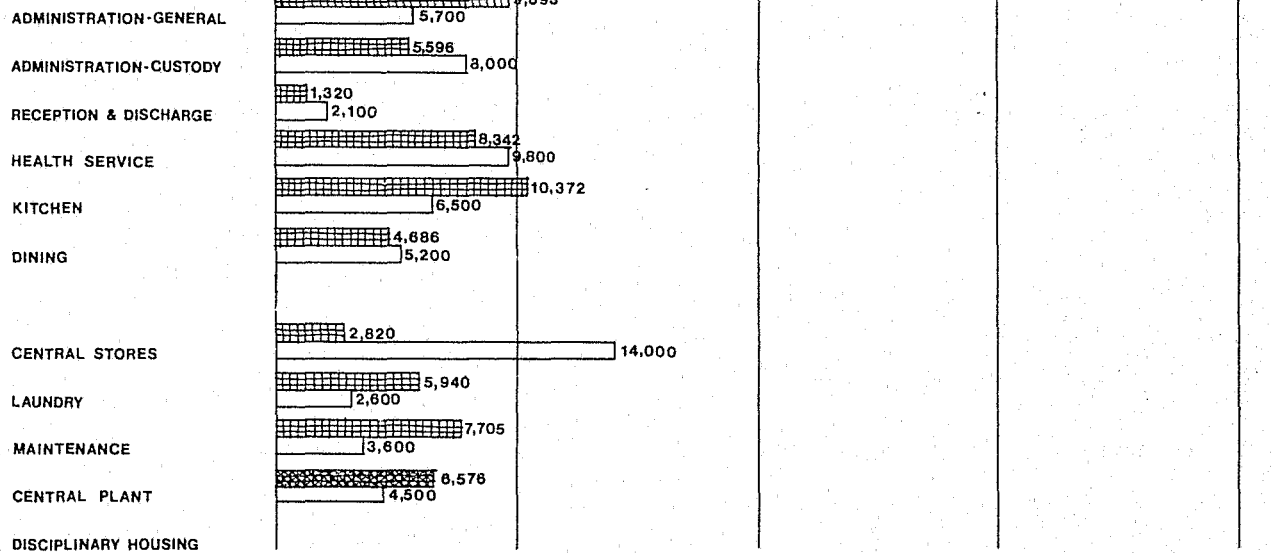


FIGURE 8

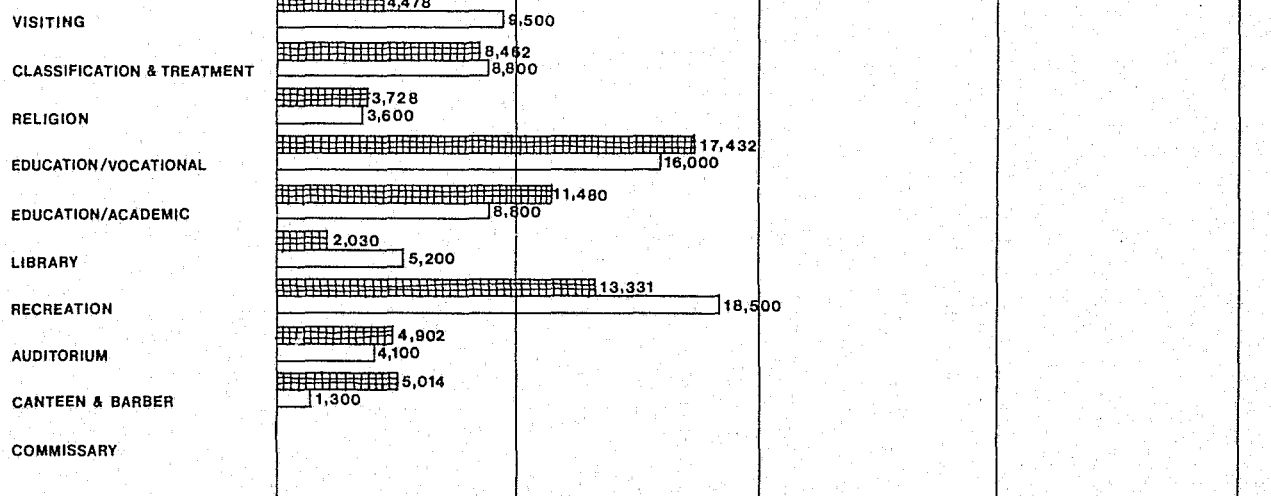
housing



operations



services



FACILITY COMPONENT EVALUATION

ISMR

POOR

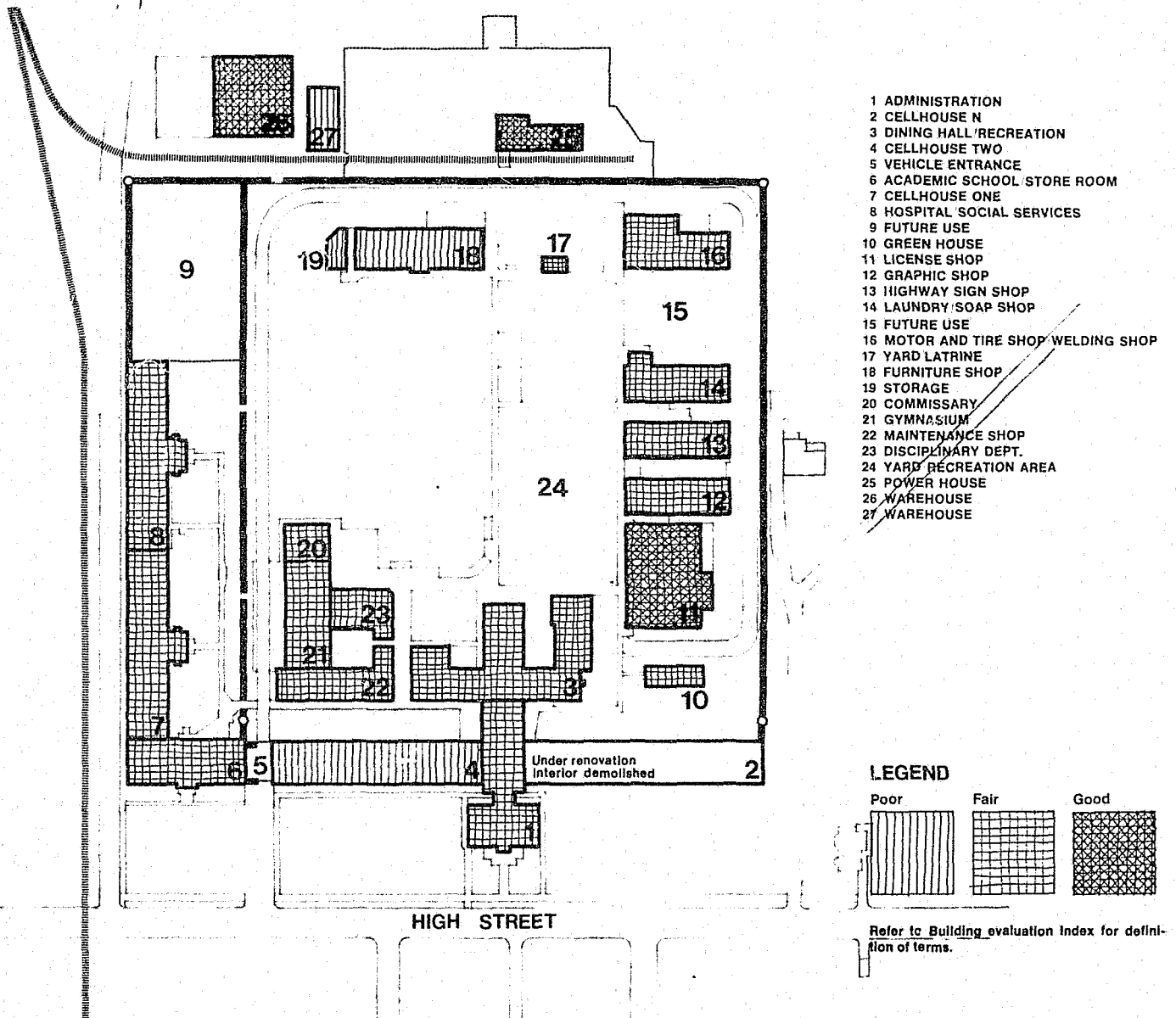
FAIR

GOOD

MODEL

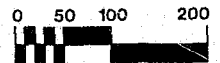
Indicates a structure requiring extensive renovation or repair for continued or other use. Repair process or exceed the cost of replacement by new construction. Demolition or abandonment on cost will ap-
 Indicates a structure requiring limited renovation or repair for continued or other use. Detailed study based on a pro-
 Indicates a structure requiring little or no modification for continued current use. posing should be
 proposed use is required to determine appropriate renovation methods.

FIGURE 9



BUILDING EVALUATION

Iowa State Men's Reformatory Anamosa, Iowa



FolseHDR

Henningson
Durkin
and
Henningson
1400 Canal St.
Suite 2100
New Orleans
LA 70112
504-586-1444

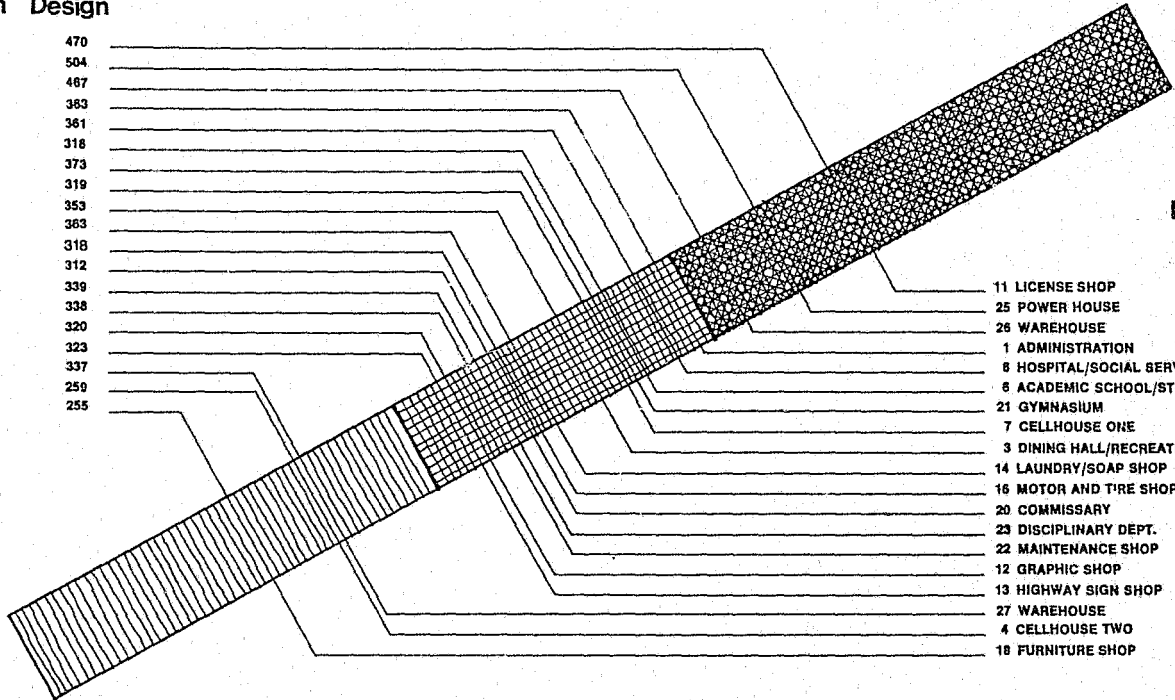


FIGURE 10

System Design

870
800
788
804
793
798
754
771
742
704
718
713
693
697
685
680
579
607
580

470
504
467
383
361
318
373
319
353
363
318
312
339
338
320
323
337
259
255






Buildings

- 11 LICENSE SHOP
- 25 POWER HOUSE
- 26 WAREHOUSE
- 1 ADMINISTRATION
- 8 HOSPITAL/SOCIAL SERVICES
- 6 ACADEMIC SCHOOL/STORE ROOM
- 21 GYMNASIUM
- 7 CELLHOUSE ONE
- 3 DINING HALL/RECREATION
- 14 LAUNDRY/SOAP SHOP
- 16 MOTOR AND TIRE SHOP/WELDING SHOP
- 20 COMMISSARY
- 23 DISCIPLINARY DEPT.
- 22 MAINTENANCE SHOP
- 12 GRAPHIC SHOP
- 13 HIGHWAY SIGN SHOP
- 27 WAREHOUSE
- 4 CELLHOUSE TWO
- 18 FURNITURE SHOP

ISMR

BUILDING EVALUATION INDEX

POOR 
FAIR 
GOOD 

Indicates a structure requiring extensive renovation or repair for continued or other use. Rehabilitation cost will approach or exceed the cost of replacement by new construction. Demolition or abandonment of building should be considered.

Indicates a structure requiring limited renovation or repair for continued or other use. Detailed study based on a proposed use is required to determine appropriate renovation methods.

Indicates a structure requiring little or no modification for continued current use.

FIGURE 11

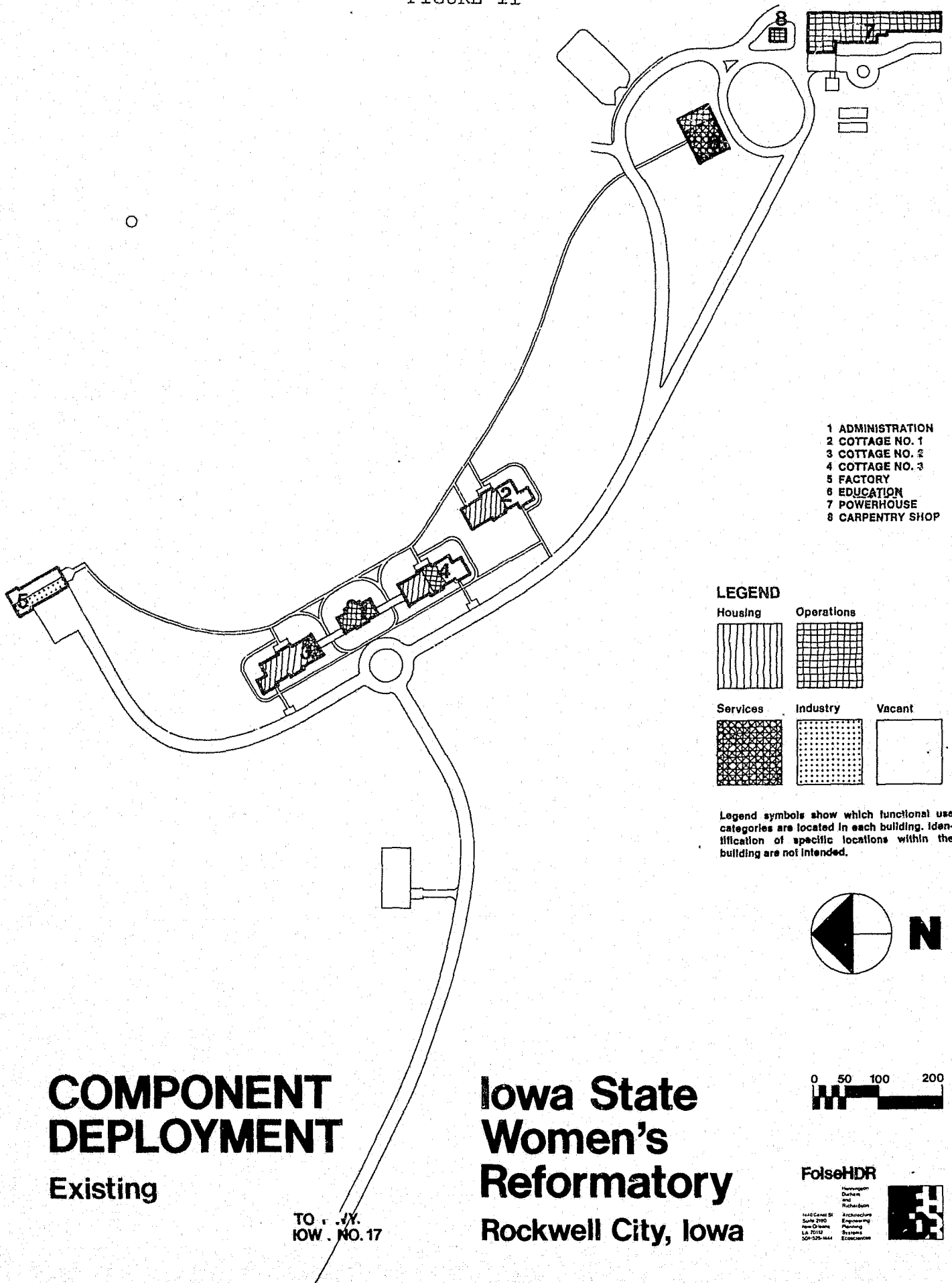
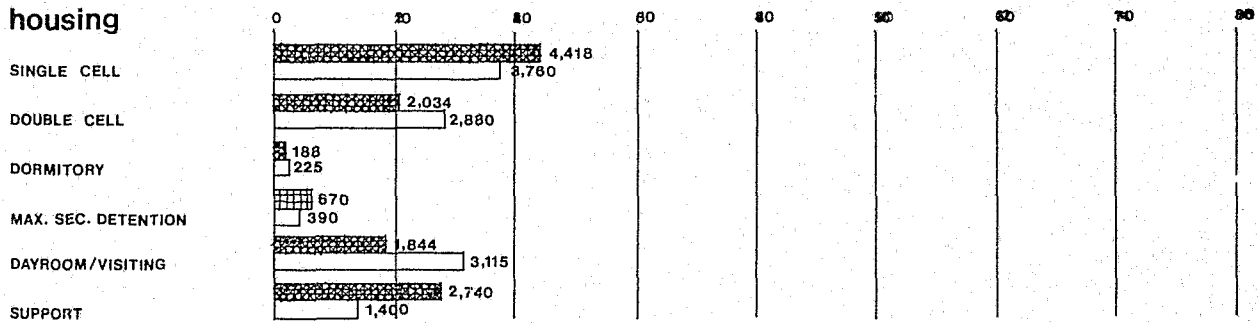
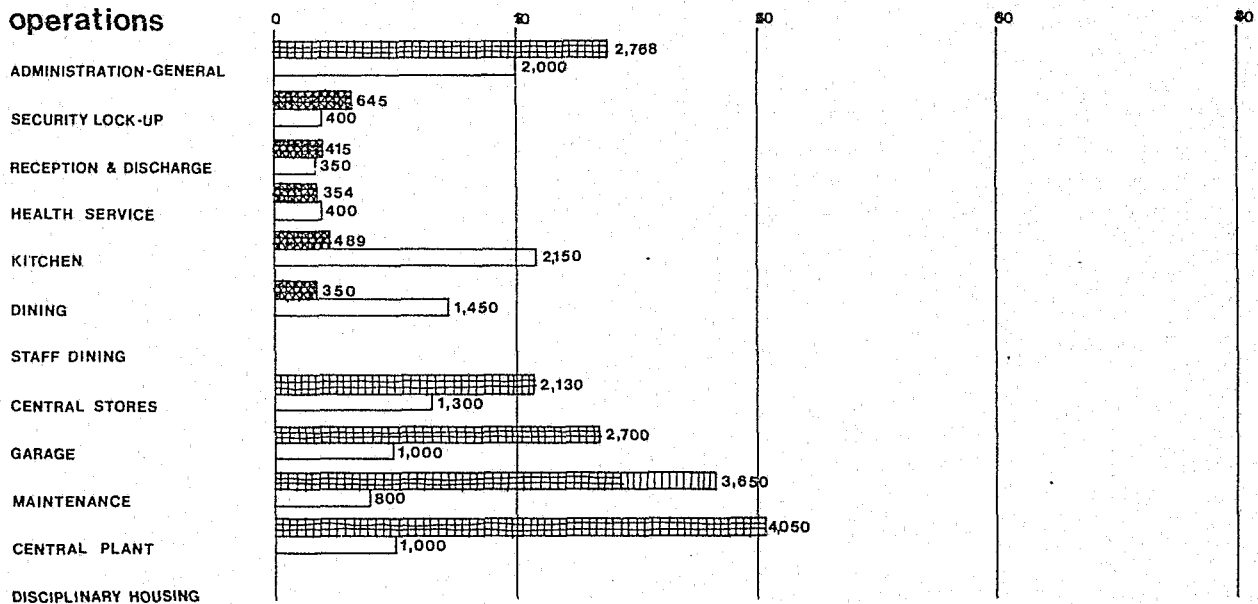


FIGURE 12

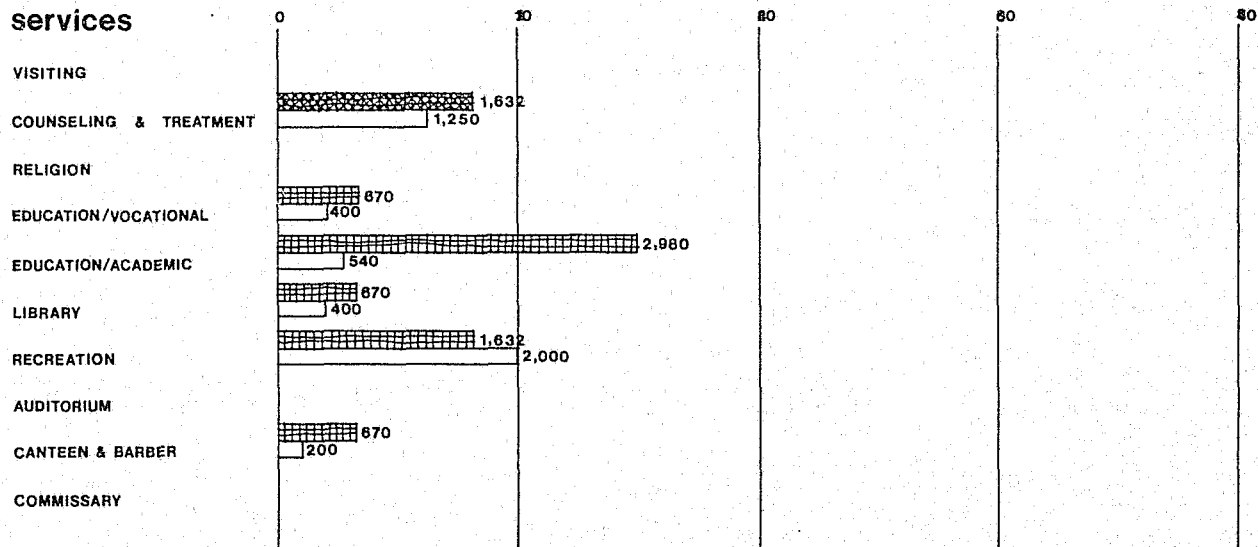
housing



operations







services



FACILITY COMPONENT EVALUATION

ISWR

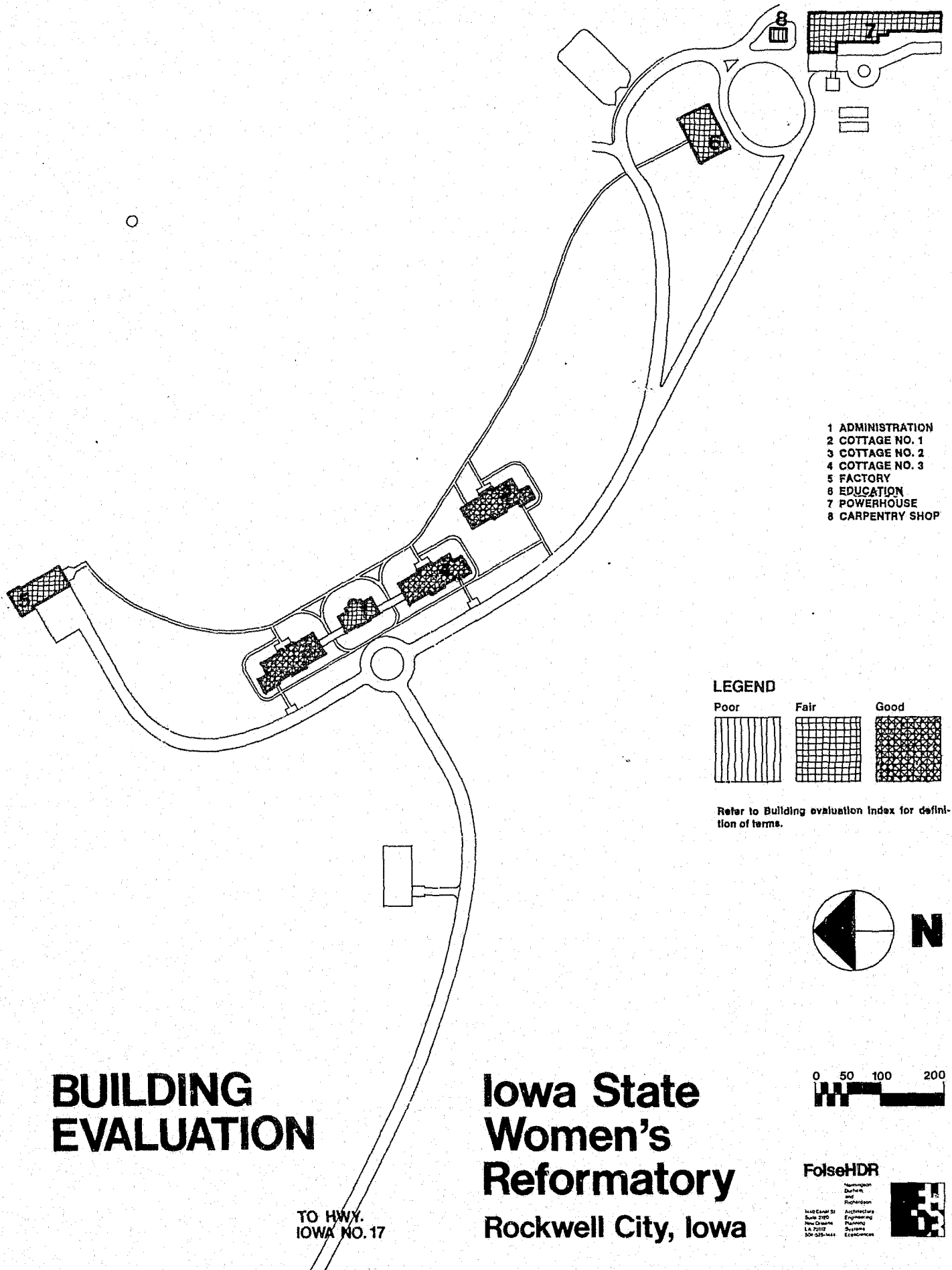
POOR 
 FAIR 
 GOOD 
 MODEL 

Indicates a structure requiring extensive renovation or repair for continued or other use. Rehabilitation cost will approach or exceed the cost of replacement by new construction. Demolition or abandonment of building should be considered.

Indicates a structure requiring limited renovation or repair for continued or other use. Detailed study based on a proposed use is required to determine appropriate renovation methods.

Indicates a structure requiring little or no modification for continued current use.

FIGURE 13

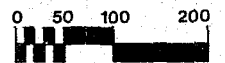
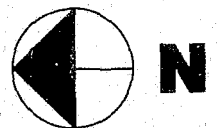


- 1 ADMINISTRATION
- 2 COTTAGE NO. 1
- 3 COTTAGE NO. 2
- 4 COTTAGE NO. 3
- 5 FACTORY
- 6 EDUCATION
- 7 POWERHOUSE
- 8 CARPENTRY SHOP

LEGEND

Poor	Fair	Good

Refer to Building evaluation Index for definition of terms.



BUILDING EVALUATION

**Iowa State
Women's
Reformatory**
Rockwell City, Iowa

TO HWY.
IOWA NO. 17

FolseHDR

Harrison
Durkin
and
Hoffman
Architects
Engineers
Planners
LA 70112
504-335-1444



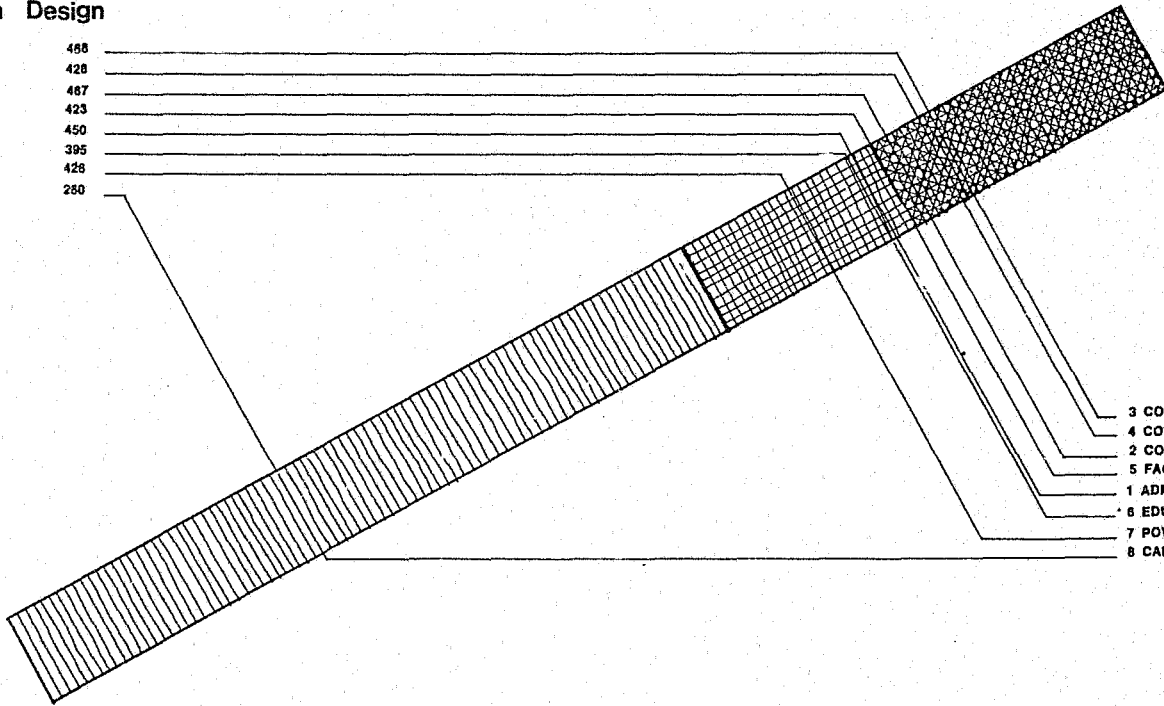
FIGURE 14.

System Design

802	498
816	428
776	487
780	423
782	450
781	395
728	426
437	280

Buildings

3	COTTAGE NO. 2
4	COTTAGE NO. 3
2	COTTAGE NO. 1
5	FACTORY
1	ADMINISTRATION
6	EDUCATION
7	POWERHOUSE
8	CARPENTRY SHOP



BUILDING EVALUATION INDEX

POOR	
FAIR	
GOOD	

Indicates a structure requiring extensive renovation or repair for continued or other use. Rehabilitation cost will approach or exceed the cost of replacement by new construction. Demolition or abandonment of building should be considered.

Indicates a structure requiring limited renovation or repair for continued or other use. Detailed study based on a proposed use is required to determine appropriate renovation methods.

Indicates a structure requiring little or no modification for continued current use.

As a result of the Folse/HDR contract the Commission learned of a basic facility inadequacy which encompasses both major men's institutions, the size of single-occupancy cells. Cell sizes at the two follow:

Anamosa

Cell House #2 (Bldg. 4)	320 cells at 40 sq. ft.
Cell House #1 (Bldg. 7)	320 cells at 44 sq. ft.
Hospital basement (Bldg.8)	35 beds in open dorm.
Hospital 1st floor (Bldg.11)	15 beds in open dorm.
Hospital 3rd floor (Bldg.11)	74 cells at 50.5 sq. ft.
(Bldg.23)	14 cells at 44 sq. ft.

Ft. Madison

Cell House #17	344 cells at 48 sq. ft.
Cell House #18	208 cells at 48 sq. ft.
Cell House #18	25 cells at 94 sq. ft. ("honor" lifers)
Cell House #19	400 cells at 40-44 sq. ft.
Cell House #20	83 cells at 44 sq. ft.

A series of court decisions across the country¹ have combined with administrative decisions of government agencies² to establish minimum acceptable cell sizes not only for new construction, but as well for existing institutions. While no such decision has yet been rendered concerning Iowa's institutions, it appears clear that minimum standards are emerging which may well dictate minimum cell sizes and amenities for existing as well as new penal institutions across the country. Whatever is proposed in the way of new construction will not likely lessen the demand for rehabilitation of existing institutions to meet those standards.

¹Pugh vs. Locke, 406 F. Supp. 318, U.S.D., Mid. Dist. Ala. (1976) 60 sq. ft., minimum for single-occupancy; U.S. ex. rel. Wolfish vs. U.S., (U.S. Law Week, 1/77) U.S.D.C., S.D. N.Y., 80-100 sq. ft. insufficient for double occupancy; Campbell vs. McGruder, 416 F.Supp. 100, U.S.D., D.C., 45 sq. ft. acceptable for short-term (jail) single-occupancy.

²U.S.Army standards, 80 sq. ft. minimum for single-occupancy; Congressional Office of the Budget, 80 sq. ft. recommended for single-occupancy; U.S. Bureau of Prisons is undertaking study of minimum cell sizes.

While recognizing the importance of minimum habitability of prison cells, the Commission has concluded that such needs must take their place with other needs in Iowa's security institutions, such as safety of inmates and staff, development and operation of effective programs, environments conducive to change, adequate treatment of inmate disorders.

The Commission entered further discussions with the executive branch concerning the alternatives available to resolve certain of the facility deficiencies already apparent which were put into perspective by the first phase of the Folse/HDR study and which again fell directly into the area of the Master Plan Study. As a result of those studies, the Commission again became the vehicle for exploring architectural alternatives which could solve the combination of facilities problems facing the Iowa system. The Iowa Crime Commission funded a second phase to the Folse/HDR contract under which feasibility, cost estimates, phasing, and coordination of solutions to the facilities problems of small cells, massed populations, and facility deficiencies will be provided as a supplement to this report upon its completion later this month.

The need for the in-depth architectural studies undertaken of the penitentiary and the reformatory are apparent. The phasing and extent of renovation and remodeling of both have fiscal implications which are not lessened by the need to move promptly to ease the problems of massed population of the two institutions.

Need for architectural studies of similar depth for the remaining institutions are not so apparent. If similar architectural studies are dictated by proposed changes in use, they should be undertaken by the Department.

OFFENDER POPULATIONS

In the preceding sections, the adult correctional system in Iowa was described in terms of its functions, administration, and capability. This section describes the system in terms of its clients--the population of offenders who have been assigned to the custody and supervision of the correctional system.

Methodology

Offender populations were studied from two perspectives: first, the numbers and movements of offenders among and within the various institutional and non-institutional programs, and second, the characteristics of the offenders who comprise the current correctional population.

Information regarding the numbers of offenders in each of the correctional programs was obtained from the Division of Adult Corrections. This information was provided to the Commission in the form of biennial published reports of the Department of Social Services as well as records of monthly population movements which were maintained by the Division.

Offender characteristics information was more difficult to obtain. The Bureau of Correctional Evaluation within the Department of Social Services has been collecting client-specific information on all community corrections programs since it began in November, 1974. From that Bureau, the Commission obtained offender data for all of the post-conviction community-based correctional programs in Iowa. This information was provided in two batches: first, a complete set of all of the client characteristics data which existed in a relatively "clean" form in the Bureau's computerized records, and second, the data which had accumulated in the Bureau's offices from January to October, 1976, and which were in various stages in the data management and editing processes.

Because the institutional component of the design of the correctional evaluation has not been implemented by the Bureau of Correctional Evaluation, it was necessary for the Commission staff to collect institutional client-specific data compatible with the

data for clients of non-institutional programs. With the assistance of temporary personnel hired under a Crime Commission grant, these data were collected from Board of Parole files, using forms from both the Bureau of Correctional Evaluation and the National Clearing-House for Criminal Justice Planning and Architecture.

The three sets of data (two sets from the Bureau of Correctional Evaluation and one collected by Commission staff) were then merged into a single computer file to allow program level comparisons of similar data. Many problems were encountered in this process which hampered the analysis effort.

There were several duplications within the two batches of data from the Bureau of Correctional Evaluation. In addition, the second batch of data from that unit was not completely edited, leaving an unknown number of errors in more than 3,500 cases. Further, the data collected from the Board of Parole files were not comprehensive. Due to file inadequacies or collection errors, approximately 200 of the 1,948 total institutional cases were not included. Of the cases which were included, complete data were collected for a systematic sample of approximately 35% of the cases. For the remaining cases, approximately 60% of the data items were completed.

As a consequence of these and other problems³ the information relating to offender characteristics cannot be considered an exact portrayal of the current (September 1976) correctional population. The population figures from the Division of Adult Corrections are relied upon for the actual number of clients. Despite the incomplete and sometimes inaccurate files, cross-validations led to the conclusion that client characteristics information can be relied upon with some confidence as a close estimate of the characteristics of correctional clients, particularly as a basis for distinguishing between the various programs across the state.

Population Movement

At the end of December, 1976, a total of 8,132 convicted offenders were in the custody or supervision of programs administered

³ Many less serious problems existed in the processing of the data. These problems were resolved through the combined efforts of the Commission staff and an employee of the Bureau of Correctional Evaluation.

TABLE XX

IOWA ADULT CORRECTIONAL POPULATIONS
DECEMBER, 1976

A. INSTITUTIONAL									
Men's Penitentiary (Ft. Madison) 902				Women's Reformatory (Rockwell City) 74					
Men's Reformatory (Anamosa) 720				Medical Security Facility (Oakdale) 75					
Work Camp (Luster Heights) 23				Pre-Release Center (Newton)* 74					
B. NON-INSTITUTIONAL									
Judicial District	Parole	Probation		Deferred Sentence	Out-Of State	Residential		Total	
		Felony	Misd.			Pre-Inst.	Post-Inst.*		
First**	61	357	113	190	56	0	15	792	
Second	48	310	120	227	50	0	0	755	
Third	20	150	54	157	64	0	0	445	
Fourth	28	75	54	75	35	3	7	277	
Fifth	194	496	184	568	83	67	32	1624	
Sixth	70	266	261	448	44	7	24	1120	
Seventh	53	120	200	180	68	2	14	637	
Eighth	47	239	135	134	58	0	1	614	
Total	521	2013	1121	1979	458	79	93	6264	
C. ADULT CORRECTIONAL POPULATION BY PROGRAM TYPE									
Program Type			Number	Percent	Program Type			Number	Percent
Deferred Sentence			1979	24.3	Institution			1868	23.0
Probation (Misd.)			1121	13.8	Post-Inst.Residence*			93	1.1
Probation (Felony)			2013	24.8	Parole			521	6.4
Pre-Inst.Residence			79	1.0	Out-of-State (Parole & Probation)			458	5.6

*Offenders in post-institutional residences, ordinarily included with the Newton population figures, appear with the non-institutional programs.

**December totals for the First Judicial District were not available. Figures for that district are for November, and may contain some errors.

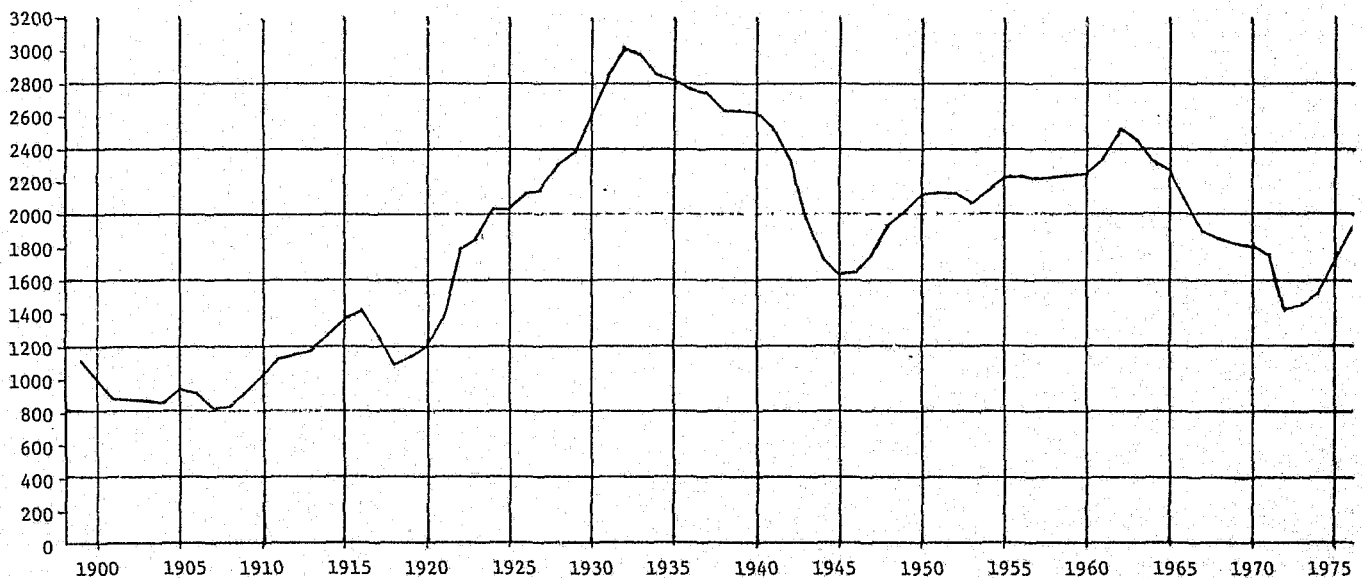
by or funded through the Division of Corrections. Of this total, 1,868 offenders were in the custody of correctional institutions and the remaining 6,264 offenders were under the supervision of non-institutional programs, as indicated in the preceding table.

Not included in the preceding table are figures for persons serving jail sentences or for persons under the supervision of programs not connected administratively or fiscally with the Division of Adult Corrections (i.e., mental health, alcohol, drug, and other types of programs). It is evident from the Table XX that the majority (77%) of convicted adult offenders are under the supervision of non-institutional programs, and that most of these are in pre-institutional programs (63.9% pre-institutional as compared to 13.1% post-institutional).

Institutional Population History. The populations of the correctional institutions in Iowa have been reflective of national trends and changes in correctional and sentencing policies. Iowa's prison population has varied considerably during the twentieth century, as depicted in Figure 15.

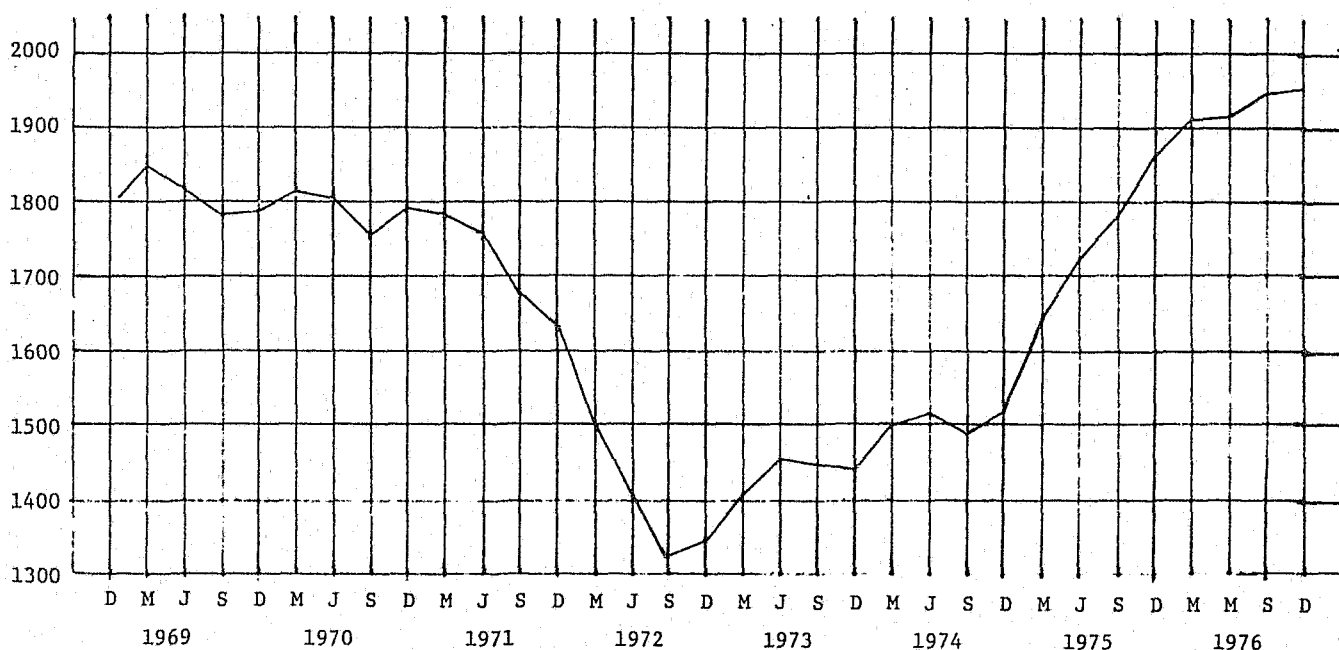
FIGURE 15

IOWA ADULT CORRECTIONAL INSTITUTIONS
ENDING POPULATIONS: FY1899 - FY1976



After its most recent peak in 1962, the prison populations decreased for a period of ten years, culminating in 1972. Since that time, a gradual increase in 1973 and 1974 was followed by a sharp increase during calendar year 1975 (337 persons) and a more gradual increase during 1976.

FIGURE 16
IOWA ADULT CORRECTIONAL INSTITUTIONS
ENDING QUARTERLY POPULATIONS: JANUARY 1969 - DECEMBER 1976



From Figure 16 and Table XXI, it is evident that most of the increase which has led Iowa's prison system to its current condition of crowding occurred from October 1974 through March 1976. During this eighteen month period, the total incarcerated population changed from 1,489 to 1,909, an increase of 420 (an average monthly increase of 23.3). From March through December, 1976, the population has increased to 1952 (an average monthly increase of 4.8).⁴

⁴It should be noted that the population peaked at 1,978 in November, followed by a decrease of 26 in December.

TABLE XXI
QUARTERLY INCREASES IN IOWA'S PRISON POPULATION
CALENDAR YEARS 1969-1976

	1969	1970	1971	1972	1973	1974	1975	1976
1st Quarter	51	32	-2	-83	57	58	122	52
2nd Quarter	-30	-7	-25	-97	56	19	86	3
3rd Quarter	-38	-54	-82	-75	-1	-30	55	36
4th Quarter	3	33	-93	17	-8	31	74	4

Somewhat greater insight can be gained by examination of the factors which comprise population movements.

Factors in Population Movement. Put simply, prison population is a result of two factors, admissions and releases. Admissions to prison are comprised of several types: court convictions, parole violations (for rules violations or new offenses), return from escape, return from appeal bond, other returns, admissions for safekeeping or civil commitment, transfers from other states, and transfers from other institutions. Releases are comprised of parole, expiration of sentence, escape, death, court order or bond, release from safekeeping or civil commitment, transfer to other states, and transfer to other institutions. Many of the categories of admissions and releases are inconsequential (i.e., court order or bond, etc.), administrative (i.e., transfers, etc.), or unpredictable (i.e., escapes, deaths, etc.).

The primary determinants of total admissions as they relate to prison populations are court convictions and parole violations. Releases are determined primarily by parole and expiration of sentence. Prison populations result primarily from the interactions of these four admission and release categories. Table XXII indicates the average monthly rates of each of these categories for the following changes in the trends of population movement from 1969-1976.

TABLE XXII
FACTORS IN POPULATION MOVEMENT
AVERAGE MONTHLY RATES FOR SELECTED RECORDS 1969-1976

	Time Period				
	Jan.1969- Feb.1971	Marc.1971- Sept.1972	Oct.1972- Sept.1974	Oct.1974- Mar.1976	Apr.1976- Dec.1976
<u>Admissions</u>					
Court Conviction	52.0	42.8	53.5	69.8	62.1
Parole Violation	14.3	11.9	8.5	7.7	9.0
Sum	66.3	54.7	62.0	77.5	71.1
<u>Releases</u>					
Parole	37.8	55.1	35.9	34.5	50.6
Expiration	25.6	25.7	17.1	18.2	21.3
Sum	63.4	80.8	53.0	52.7	71.9
Changes in Prison Population During Period	-3	-470 (-24.7/mo.)	+158 (6.6/mo.)	+420 (23.3/mo.)	+43 (4.7/mo.)

It is evident that changes in prison population reflect the changes in the relationship of admission and releases. Further, it is evident that changes in admissions and releases are due primarily to changes in court convictions and parole. The low rate of court conviction admissions and the high rate of parole during the period from March 1971-September 1972 produced a sharp decrease in prison populations, just as the rates of the period from October 1974 to March 1976 produced a sharp increase. During the most recent period (April-December 1976), a declining rate of admissions by court conviction and a sharply increased level of parole has interrupted the dramatic increase of the prior eighteen months.

Offender Profiles

Pressures upon the Iowa Correctional system can be understood in part with information about population movement, but cannot be fully understood without awareness of the characteristics of the offenders in the custody of the system. The system may be viewed as consisting of several programs, a major variant among which is the extent to which a committed offender is deprived of personal liberty. For an adult male felon, the most restrictive program is commitment to the Ft. Madison Penitentiary; the least restrictive is probation. Intermediate alternatives include commitment to the Anamosa Reformatory or residential corrections. (Of course, there are variations in the degree of restriction imposed on different groups of prisoners at the penitentiary and at the reformatory, but all of the inmates of each of these institutions are here being considered as separate single groups.)

There are important differences in the characteristics of the groups of offenders who make up the populations of each of the programs within the system. After much effort, eight characteristics were identified with respect to which statistically significant differences among the various correctional program populations appear.⁵

These eight characteristics were assigned weightings based upon the extent to which they appear determinative of an individual offender's assignment to one correctional program or another. Based upon these weightings a scale was developed in which the score for individual offenders can vary from 0-100,⁶ as follows:

⁵ A large number of characteristics was analyzed to determine how much effect each has in distinguishing among offenders committed to the *custody* of each of the correctional programs. The analysis was conducted that would identify only the distinctions which could not be accounted for by other characteristics. For example, both "number of prior arrests" and "number of prior convictions" distinguished among the various programs but, when analysed together, the significance of "number of prior arrests" disappeared.

⁶ For example, an employed white, married, nineteen-year-old, convicted of one charge of shoplifting, embezzlement or OMVUI, with no prior record, no history of narcotics, would have a score of "0". Conversely, an unemployed, non-white, single or divorced, twenty-five-year-old, convicted of two or more counts of murder, rape, or robbery with aggravation, with a history of narcotics, and a prior record of extensive (at least 6) juvenile, probation, or jail terms or one prison term with at least one other juvenile, probation, jail or prison term, would have a score of "100".

<u>Characteristic</u>	<u>Number of Scale Points</u>
Type of Offense	0-45 Points
Prior Record	0-22 Points
Number of Offenses (on current charge)	0-8 Points
Employment Status	0-4 Points
Age at Time of Sentence	0-13 Points
Drug History	0-3 Points
Race	0-3 Points
Marital Status	0-2 Points

This scale of offender attributes was divided into seven levels, as shown in the following table:

TABLE XXIII
OFFENDER ATTRIBUTE SCALE

Level	Scale Score	Estimated % of December, 1976 Offender Population-All Programs
1	0-24	25.3%
2	25-33	24.0%
3	34-44	19.7%
4	45-55	15.0%
5	56-66	8.5%
6	67-82	4.9%
7	83-100	2.6%

Although the Offender Attribute Scale cannot be considered a predictor of risk (those analyses have not been completed), it is apparent that the scale is a representation of the factors which judges take into account in the sentencing process. Accordingly, the distribution of offenders along the scale varies among correctional programs, as illustrated in Table XXIV.

TABLE XXIV
OFFENDER ATTRIBUTE SCALE FOR VARIOUS CORRECTIONAL PROGRAMS

Scale Level	Probation	Residential Corrections	Institutions			Approximate Number of Offenders
			Men's Reform.	Men's Penit.	All Institutions	
1(0-24)	33.3%	14.3%	7.4%	2.6%	4.9%	96
2(25-33)	28.7%	20.9%	19.5%	5.2%	11.8%	231
3(34-44)	20.7%	24.8%	20.8%	11.4%	16.9%	330
4(45-55)	11.8%	20.9%	29.5%	21.4%	23.2%	453
5(56-66)	3.9%	12.4%	14.8%	24.0%	20.3%	396
6(67-82)	1.4%	4.8%	7.4%	21.4%	14.1%	276
7(83-100)	<u>0.2%</u>	<u>1.9%</u>	<u>0.7%</u>	<u>14.0%</u>	<u>8.7%</u>	170
	100%	100%	100%	100%	100%	
Median based upon actual score	29	39	46	60	52	

Table XXIV does not contain specific information for the Women's Reformatory, the Riverview Pre-Release Center, the Medical Security Hospital, or the Luster Heights Work Camp. While information for these programs is included with the total institution figures, their numbers were not sufficiently large to provide stable representations of their offender populations in a seven-level scale. Table XXIV provides data for each institution in a compressed scale format.

TABLE XXV
COMPRESSED OFFENDER ATTRIBUTE SCALE
FOR ALL ADULT CORRECTIONAL INSTITUTIONS

Scale Levels	Men's Reform.	Men's Penit.	Women's Reform.	Riverview Rel.Center	Med.Sec. Hosp.	Luster Hts. Work Camp	All Instit.
1,2	26.9%	7.8%	36.1%	11.1%	14.8%	33.3%	16.8%
3,4,5	65.1%	56.8%	47.3%	68.7%	55.5%	61.9%	60.4%
6,7	8.1%	35.4%	16.6%	20.2%	29.6%	4.8%	22.8%
Median Scale value based upon actual scores	46	60	45	52	56	39	52

From Tables XXIV and XXV, it is apparent that the various correctional programs in the state are quite distinct in terms of the attributes of their offender populations. In a range of programs based upon offender attributes, probation and the men's penitentiary at Ft. Madison form the two extremes (as expected), the Riverview Release Center is roughly equivalent to the institutional composite, and residential corrections is midway between probation and institutions. Of particular significance is the fact that residential corrections, the men's reformatory, and the women's reformatory are relatively comparable, as depicted in Table XXV.

TABLE XXVI
OFFENDER ATTRIBUTE SCALE FOR PROBATION,
RESIDENTIAL CORRECTIONS, AND INSTITUTION GROUPINGS

Scale Value	Probation	Residential Corrections	Men's Reform., Women's Reform., Luster Heights	Med.Sec.Hosp., Riverview Re- lease Center	Men's Penitentiary
1	33.3%	14.3%	8.6%	1.3%	2.6%
2	28.7%	20.9%	19.3%	11.2%	5.2%
3	20.7%	24.8%	19.9%	27.5%	11.4%
4	11.8%	20.9%	28.8%	10.7%	21.4%
5	3.9%	12.4%	14.7%	25.7%	24.0%
6	1.4%	4.8%	7.6%	9.0%	21.4%
7	0.2%	1.9%	1.1%	14.6%	14.0%
Median Score	29	39	45.7	58.7	60
Compressed Scale Levels					
1,2	62.0%	35.2%	27.9%	12.5%	7.8%
3,4	32.5%	45.7%	48.8%	38.2%	32.8%
5,6	5.3%	17.2%	22.3%	34.8%	45.4%
7	0.2%	1.9%	1.1%	14.6%	14.0%

Of the offenders in the highest level of the Offender Attribute Scale, the great majority is in the men's penitentiary. Conversely, most of the offenders in each of these first four levels of the scale are in probation programs.

TABLE XXVII

PERCENTAGE DISTRIBUTION OF OFFENDERS ACROSS
CORRECTIONAL PROGRAMS FOR EACH LEVEL OF THE
OFFENDER ATTRIBUTE SCALE

Scale Level	Probation	Residential Corrections	Men's Reform. Women's Reform. Luster Heights	Security Hospital Release Center	Men's Penit.	Total
1	94.0%	0.6%	3.9%	0.2%	1.3%	100%
2	85.5%	1.1%	9.2%	1.5%	2.7%	100%
3	75.0%	1.6%	11.6%	4.5%	7.3%	100%
4	56.1%	1.7%	21.9%	2.3%	18.0%	100%
5	32.8%	2.0%	19.8%	10.0%	35.4%	100%
6	20.5%	1.1%	17.6%	6.0%	54.8%	100%
7	5.5%	1.1%	4.9%	18.7%	69.8%	100%
All Cases	71.5%	1.2%	11.4%	3.2%	12.7%	100%

Although the impact of residential corrections is slight in terms of the current statewide correctional system population, it should be noted that its greatest impact is in the middle three levels of the scale. Its actual impact probably is greater than is indicated in the Table, since offenders stay in the custody of residential corrections for a substantially shorter period of time than in the other programs. If residential corrections "processes" offenders in one-third of the time of correctional institutions (as indicated by figures of the Department of Social Services), the impact of residential corrections would be roughly three times the figures indicated.

Particularly significant is the fact that pre-institutional residential corrections for all practical purposes is fully operational only in the Fifth Judicial District. Many differences exist among the judicial districts, not only in terms of the types of correctional programs available but also in terms of the level of criminal activity and responses to it.

Judicial District Comparisons

Iowa's 99 counties are organized into eight judicial districts as identified in Chapter II. The major cities in each judicial district are as follows:

First - Dubuque, Waterloo	Fifth - Des Moines
Second - Mason City, Fort Dodge	Sixth - Cedar Rapids, Iowa City
Third - Sioux City	Seventh - Davenport, Clinton
Fourth - Council Bluffs	Eighth - Ottumwa, Burlington

Size of the judicial districts varies in terms of both geography and population. As expected, a great deal of variance also exists with respect to criminal activity. Level of criminal activity is focused in the areas of greater urbanization, and tends to be disproportionately high in judicial districts adjacent to population centers in neighboring states.

The seventh judicial district, for example, is seventh among the judicial districts in population. Its major city (Davenport) is adjacent to Rock Island/Moline, Illinois. Per capita reported violent crimes and arrests for violent crimes are higher for the seventh district than for any of the other districts. Similarly, the fourth judicial district, smallest in population, ranks third in per capita violent crimes reported and fourth in arrests for violent crimes.

By contrast, the second judicial district which comprises the largely rural north and central 22 counties in the state is second in population, but eighth in per capita reported violent crimes and seventh in arrests for violent crimes. The fifth and sixth judicial districts, ranking first and fifth in population, rank second and fourth in the per capita reported crimes and rank second and third in per capita arrests for violent crimes. (See Table XXVIII)

The fifth judicial district is larger in population than any other district and experiences significantly larger numbers of offenses and offenders than any other judicial district. On most of the measures, the activity in the fifth judicial district is nearly double the next most active district.

TABLE XXVIII

JUDICIAL DISTRICT COMPARISONS
CRIMINAL ACTIVITY AND DISPOSITIONS

FIRST	SECOND	THIRD	FOURTH	FIFTH	SIXTH	SEVENTH	EIGHTH	IOWA TOTAL
<i>1975 Population, % of State Population, and Ranking ()</i>								
397,392 13.8%(3)	503,937 17.5%(2)	357,864 12.4%(4)	198,174 6.9%(8)	528,210 18.3%(1)	322,116 11.2%(5)	285,514 9.9%(7)	286,120 9.9%(6)	2,879,328 100%
<i>Reported Violent Crimes Per 100,000 Population-1975, Ranking (), and % of State Total</i>								
124.4(5) 12.2%	65.6(8) 8.1%	67.0(7) 5.9%	193.9(3) 9.8%	213.5(2) 27.7%	131.0(4) 10.3%	276.3(1) 19.3%	93.8(6) 6.7%	140.8 100%
<i>Violent Crime Arrests Per 100,000 Population-1975, Ranking (), and % of State Total</i>								
59.7(6) 11.6%	44.7(7) 11.2%	42.0(8) 7.0%	73.5(4) 7.7%	89.3(2) 24.1%	83.4(3) 14.6%	94.8(1) 14.7%	60.6(5) 9.1%	68.2 100%
<i>1975-Number of Felony Charges Filed, Ranking (), and % of State Total</i>								
577(5) 10.3%	826(2) 14.8%	452(7) 8.1%	268(8) 4.8%	1526(1) 27.4%	794(3) 14.2%	521(6) 9.3%	618(4) 11.1%	5582 100%
<i>1975-Number Convicted From Felony Charges, Ranking (), and % of State Total</i>								
434(3) 13.7%	479(2) 15.1%	241(7) 7.6%	144(8) 4.5%	844(1) 26.7%	417(4) 13.1%	283(6) 8.9%	331(5) 10.4%	3176 100%
<i>1975 - % Convicted From Felony Charges and Ranking ()</i>								
75.2%(1)	58.0%(2)	53.3%(7)	53.7%(5)	55.3%(3)	52.5%(8)	54.3%(4)	53.6%(6)	56.9%
<i>1975-Number of Males Incarcerated, Ranking (), and % of State Total</i>								
116(3) 15.0%	127(2) 16.4%	44(8) 5.7%	45(7) 5.8%	187(1) 24.1%	64(6) 8.3%	98(4) 12.7%	93(5) 12.0%	744 100%
<i>1975 - % of Convictions Incarcerated and Ranking ()</i>								
26.7%(4)	26.5%(5)	18.3%(7)	31.3%(2)	22.2%(6)	15.3%(8)	34.6%(1)	28.1%(3)	24.4%
<i>1976 - Number of Felony Charges Filed, Ranking (), and % of State Total</i>								
759(5) 9.6%	1034(3) 13.1%	630(7) 8.0%	449(8) 5.7%	2395(1) 30.4%	1104(2) 14.0%	827(4) 10.5%	689(6) 8.7%	7887 100%
<i>1976 - Number Convicted From Felony Charges, Ranking (), and % of State Total</i>								
532(4) 12.5%	590(2) 13.8%	320(7) 7.5%	249(8) 5.8%	1235(1) 28.9%	551(3) 12.9%	425(5) 10.0%	364(6) 8.5%	4266 100%
<i>1976 - % Convicted From Felony Charges and Ranking ()</i>								
70.1%(1)	57.1%(2)	50.8%(7)	55.5%(3)	51.6%(5)	49.9%(8)	51.4%(6)	52.8%(4)	54.1%
<i>1976 - Number of Males Incarcerated, Ranking (), and % of State Total</i>								
107(3) 13.8%	104(4) 13.4%	47(7) 6.0%	46(8) 5.9%	196(1) 25.2%	75(6) 9.6%	119(2) 15.3%	84(5) 10.8%	778 100%
<i>1976 - % of Convictions Incarcerated and Ranking ()</i>								
26.0%(2)	17.6%(5)	14.7%(7)	18.5%(4)	15.9%(6)	13.6%(8)	28.0%(1)	23.1%(3)	18.8%

The number of felony charges filed increased substantially in every judicial district from 1975 to 1976. Overall, conviction rates for those felony charges dropped slightly from 56.9% to 54.1%. Incarceration rates also dropped. In 1975, 24.4% of all convictions resulting from felony charges were incarcerated, compared to a rate of 18.8% for 1976.

The judicial districts varied widely in the rates of incarceration among convicted cases. The sixth judicial district was lower than any of the other districts for each year, incarcerating 15.3% of convictions in 1975 and 13.5% in 1976. The third and fifth districts ranked seventh and sixth, respectively, during both years.

By contrast, the seventh judicial district incarcerated persons at the highest rate for each of the two years. During 1975, 34.6% of those convicted from felony charges were incarcerated, followed by a percentage of 28.0% in 1976. During both years, the seventh district was followed by the first, fourth, and eighth districts.

The sentencing disparities among the judicial districts, as indicated by rates of incarceration, cannot be explained by the amount of criminal activity, number of arrests, or conviction rates. Nor can they be explained by variances in the characteristics of the offenders. The Offender Attribute Scale, when used for comparison revealed that the characteristics of the offenders are quite similar from one district to another.

TABLE XXIX

OFFENDER ATTRIBUTE SCALE
PERCENTAGE OF ALL CONVICTED OFFENDERS IN EACH
JUDICIAL DISTRICT IN EACH SCALE LEVEL

Scale Level	Judicial District								Iowa Total
	1st	2nd	3rd	4th	5th	6th	7th	8th	
1	24.3	30.5	26.8	18.7	25.4	26.9	23.7	25.6	25.3
2	26.9	23.0	23.5	24.1	22.7	25.5	24.1	25.1	24.0
3	18.0	20.3	21.9	25.3	17.2	21.7	22.1	21.8	19.7
4	16.4	14.9	13.7	13.6	14.2	13.7	14.0	12.8	15.0
5	9.7	6.6	8.2	11.1	10.8	5.7	6.6	9.3	8.5
6	2.6	3.7	3.1	4.8	5.5	5.0	7.8	2.5	4.9
7	2.2	0.9	2.9	2.4	4.2	1.5	1.6	3.0	2.5
Number of Offenders	911	891	489	332	1836	1160	742	734	7153

It is evident from Table XXIX that the differences are slight in the total populations of convicted offenders from the different judicial districts. Significant differences can be observed, however, in the incarceration rates for the offenders in the seven scale levels.

TABLE XXX
OFFENDER ATTRIBUTE SCALE
PERCENTAGE INCARCERATED AMONG ALL OFFENDERS IN EACH
SCALE LEVEL FOR EACH JUDICIAL DISTRICT

Scale Level	1st	2nd	3rd	4th	5th	6th	7th	8th	Iowa Total
1	4.5	4.4	3.8	22.6	2.8	0.0	11.9	8.5	5.3
2	14.3	15.6	4.3	20.0	13.9	7.4	14.0	19.0	13.5
3	33.5	30.4	30.8	35.7	17.4	14.7	30.5	25.6	23.4
4	36.9	41.4	49.3	42.2	41.2	27.0	48.1	50.0	42.2
5	70.5	74.6	60.0	81.1	64.8	47.0	59.2	83.8	65.2
6	70.8	84.8	93.3	68.7	86.1	63.8	93.1	50.0	78.4
7	85.0	100.0	100.0	100.0	96.1	88.2	100.0	100.0	93.4
Number Incarcerated	251	234	128	128	523	185	241	227	1952

The fourth judicial district incarcerates offenders in the lower scale levels at a far higher rate than the other judicial districts. Among the other districts, it is evident that the seventh and eighth districts also incarcerate at a high rate at the lower levels of the scale while the incarceration rates for the fifth and sixth districts for those levels are quite low.

TABLE XXXI

OFFENDER ATTRIBUTE SCALE
PERCENTAGE INCARCERATED AMONG GROUPED SCALE
LEVELS FOR JUDICIAL DISTRICT GROUPINGS

Grouped Scale Levels	Judicial District Groupings		
	3,5,6	1,2	4,7,8
1,2	5.9%	9.4%	14.6%
3,4	26.5%	35.1%	36.4%
5,6	67.2%	74.0%	77.2%
7	95.4%	89.3%	100.0%

When the judicial districts are grouped together on the basis of their rates of incarceration, and when the seven levels of the scale are compressed into four levels, the differences become quite evident. An offender in one of the first two levels of the scale is two and one-half times as likely to be incarcerated if convicted in the fourth, seventh, or eighth judicial districts as in the third, fifth, or sixth.

The impact of these sentencing differences is clear. If the incarceration rates of the third, fifth, and sixth judicial districts were the norms for equivalent offenders across the state, the prison population (1,952 at the end of 1976) instead would be 1,684. Conversely, if all of the judicial districts incarcerated offenders at the average rates of the fourth, seventh, and eighth judicial districts, the prison population at the end of 1976 would have been 2,342. The differences in incarceration rates produces far greater impact when the single highest judicial district is compared to the lowest. Even in a grouped format, however, the differences in incarceration rates alone produce a difference of 658 incarcerated offenders.

CORRECTIONAL EFFECTIVENESS

Methodology

The term recidivism will be used in discussing the correctional effectiveness of sentencing alternatives. It will be measured in two ways:

- New offenses charged during the correctional process which resulted in movement to a more secure program (revocations).
- New offenses charged following the correctional process which resulted in a conviction (re-offenses).

Lists were compiled of clients who were terminated during 1971-75 from state and local probation programs, Ft. Des Moines Men's Correctional Facility, the men's and women's reformatories at Anamosa and Rockwell City, the Ft. Madison penitentiary and Riverview Release Center. The sample was selected randomly from those lists, but was designed to include at least 160 names for each year across the various programs, bringing the total sample to 822. This sample did not include state and local probationers from the Fourth and Eighth Judicial Districts, since these districts were unable to compile their lists in time to meet the deadline for sample selection. Of the total sample of 822, two had died and Bureau of Criminal Investigation rap sheets were not available for 21; therefore, the sample available for analysis was reduced to 799.

Often an offender was not released to the community from the same program to which he was sentenced. Consequently, some analyses were made on the basis of initial (original) program assignment, while others were made on the basis of final program assignment (from which an offender was released).

Three basic types of information were obtained on each client and coded onto codesheets:

- Socio-demographic information such as age, sex, race, criminal history and current sentencing data were collected from probation, residential and Parole Board files.
- Program process showing the sequence of programs through which the offender moved in the correctional

process and the amount of time spent in each program. This information was obtained from client files with assistance from probation and residential staff, and from the Parole Board files for clients who had been incarcerated.

- Information concerning new offenses committed following adjudication, both before and after release from the correctional system, was available from rap sheets from the Bureau of Criminal Investigation. Current (within three days) arrest and transfer information was available from this source; however, dispositions of new offenses were not as current, with a six to seven month lag between the date of disposition and the date that information was recorded on the rap sheet. A limitation in working with BCI information was the wide use of abbreviations; especially confusing were abbreviations used on offenses committed out-of-state.

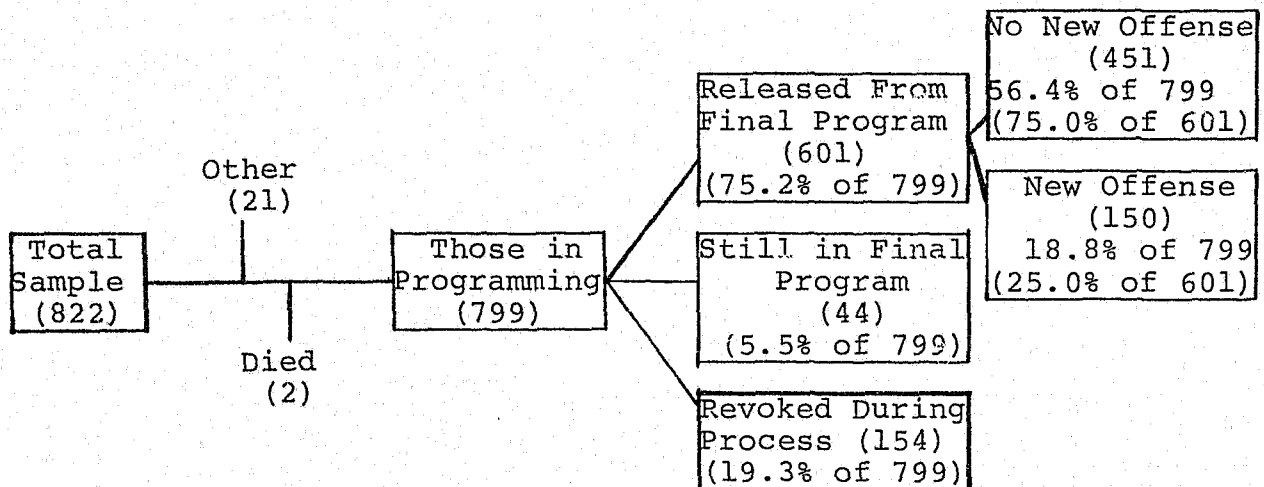
Data collected as described above were coded onto punch cards and computer analyzed, generating tables which examined the relationships between various characteristics of the offender sample and measures of recidivism.

Recidivism

Of the sample of 799, 44 offenders were still in their final program assignment at time of coding and 154 had been revoked while still in the program process (as, for example, parole revocation), which resulted in their having been assigned to a more secure correctional program. As shown in Figure 1, the remaining 601 persons were discharged or released from the cor-

FIGURE 17

DISTRIBUTION OF TOTAL SAMPLE



rectional system. Of these, 451 had committed no new offense by the time of data collection, and 150 had committed a new offense since release.

Three types of programs were the focus for analysis: probation (including both state and local probation), residential corrections (including Ft. Des Moines), and institutions (Rockwell City, Anamosa, Ft. Madison, and Riverview Release Center). Using the final program assignment as a criterion, program groups were compared in terms of numbers revoked, released, and recidivated.

TABLE XXXII

NUMBERS REVOKED, RELEASED, AND RECIDIVATED
FOR FINAL PROGRAM GROUPS

Category	Final Program Assignment				
	Probation	Resid.	Instit.	Parole	Total
Revoked During Program Process	43	24	1*	77	145
Released From Program	187	32	185	177	581
- No New Offense	154 82.4%	19 59.4%	110 59.5%	145 81.9%	428
- New Offense	33 17.6%	13 40.6%	75 40.5%	32 18.1%	153
*escaped					

There was considerable variation between programs with regard to frequency of new offenses, as indicated by Table A. Of those released, probation and parole programs had similar recidivism rates (17.6% and 18.1% respectively) as did residential and institutional programs (40.6% and 40.5%). However, the time offenders spent in the programs differed widely - median time spent on probation supervision was 14 months, median time spent in an institution was 35 months, and median time spent in a residential facility was 5 months.

As mentioned earlier in "Offender Populations" Section, the residential population had 45.7% within levels 3 and 4 of the Offender Attribute Scale, while the Men's and Women's Reformatory populations had 48.8% in the same levels. It might be concluded, then, that the offenders sentenced to residential corrections are slightly less serious risks than persons sentenced to an institution, yet spend far less time in the program, and have a similar rate of recidivism.

The sample was searched for all who had been in residential corrections at any time during their time in the correctional system. Ninety-three persons were found; 35 had been released during 1971 or 1972 (when use of residential corrections was just beginning), 51 during the period 1973-75 (when residential corrections became more widespread), and 7 during 1976. Revocation rates, as well as recidivism rates, differed significantly between the two time periods (1971-72 and 1973-75). While 51.4% of the residential persons were revoked during 1971-72, 35.3% of the 1973-75 period were revoked. Similarly, 47.1% of those released during 1971-72 committed new offenses, while only 39.4% of the 1973-75 releasees recidivated. (See Table XXXIII)

TABLE XXXIII
REVOCATIONS AND RECIDIVISM
FOR PERSONS HAVING BEEN IN RESIDENTIAL CORRECTIONS

Category	Year			
	1971-72	1973-75	1976	Total
Total	35	51	7	93
Revoked During Program	18 (51.4%)	18 (35.3%)	3 --	39 (41.9%)
Released	17 (48.6%)	33 (64.7%)	4	54 (58.1%)
-No New Offense (% of Released)	9 (52.9%)	20 (60.6%)	3 --	32 (59.3%)
-New Offense (% of Released)	8 (47.1%)	13 (39.4%)	1 --	22 (40.7%)

Seriousness of New Offense

The seriousness of new offenses committed was compared across the types of programs to which offenders were sentenced originally.

TABLE XXXIV

SERIOUSNESS OF NEW OFFENSES COMPARED BY TYPE
OF PROGRAM TO WHICH ORIGINALLY SENTENCED

Seriousness	Original Program		
	Probation	Residential	Institution
<u>Person Offense</u>			
Felony	6	1	18
Misdemeanor	1	1	3
<u>Property Offense</u>			
Felony	14	3	49
Misdemeanor	4	0	6
<u>Other Offense</u>			
Felony	5	4	16
Misdemeanor	13	6	30
Total Person Offenses	7 (16.3%)	2 (13.3%)	21 (7.2%)
Total Property Offenses	18 (41.9%)	3 (20.0%)	54 (44.3%)
Total Other Offenses	18 (41.9%)	10 (66.7%)	46 (37.7%)
Total Felonies	25 (58.1%)	8 (53.3%)	83 (68.0%)
Total Misdemeanors	18 (41.9%)	7 (46.7%)	39 (32.0%)

CONTINUED

1 OF 2

As presented in Table XXXIV, the probation group tended to commit property or other offenses on re-offense, but still had a higher proportion of recidivist offenses against persons than the other two groups. The residential group tended to commit offenses other than property or persons and the institution group tended to commit property offenses. Although the majority of all recidivist offenses were felonies, the institution group exhibited the greatest proportion and the residential group the least.

Length of time to new offense was calculated. The median time for probation recidivists was 14 months, median time for both residential corrections and institution recidivists was 7 months.

For those who had committed no new offense subsequent to release, the median time elapsed from release to data coding was 33 months. For probation releases the median time was 37 months, for residential releasees 37 months, for institutional discharges 44 months, and for parole releasees 25 months.

Socio-Demographic Relationships

All releasees were divided into two groups (recidivists and non-recidivists) and compared to those having been revoked during the program process. (These comparisons are presented in Table XXXV.

TABLE XXXV
COMPARISON OF REVOCATIONS,
RECIDIVISTS AND NON-RECIDIVISTS

Characteristic	Revoked		Released			
			Recidivist		Non-Recidivist	
	No.	%	No.	%	No.	%
Total in Group	154	100%	150	100%	451	100%
Sex: Male	133	86%	130	87%	365	81%
Female	21	14%	20	13%	86	19%
Race: White	114	74%	113	75%	372	83%
Minority	40	26%	37	25%	79	17%
Median Age at Admission to Original Program (yrs.)	22		23		23	
Number of Prior Felonies Charged:						
None	38	25%	43	29%	187	42%
One	26	17%	31	21%	86	19%
Two	34	22%	15	10%	53	12%
Three	18	12%	13	9%	36	8%
Four	7	5%	9	6%	22	5%
Five or more	31	20%	39	26%	67	15%

The revocation and recidivist groups were similar in several ways. First, in size - the revocation group had 154 people; the recidivist group held 150. Both groups had similar proportions of males (86% among revocations and 87% among recidivists), both groups had similar proportions of whites (74% for the revocations and 75% for the recidivists), in contrast to the non-recidivist group, which was 81% male and 83% white. All three groups were close in terms of median age. The non-recidivists differed markedly from the other two groups in terms of prior felony charges (42% non, as opposed to 25% and 29% for the revocation and recidivists respectively).

OUTLOOK

Anticipated Changes

Mt. Pleasant - Medium-Security Facility. In 1976, the General Assembly of Iowa passed H.F. 1539 which provided three options to alleviate existing conditions of correctional overcrowding. The three site options were: 1) conversion of the physical plant currently occupied by the state training school for girls at Mitchellville to a medium-security correctional facility; 2) conversion of the physical plant formerly occupied by Midwestern College at Denison to a medium-security facility; and 3) modification of building 20 at the Mental Health Institute at Mt. Pleasant. Further instructions were issued on how implementation of each of these choices could be facilitated.

The Governor, in consultation with the Commissioner of the Department of Social Services, directed the Department to implement the Mt. Pleasant plan. In accordance with legislative directives, the conversion or modification of this facility "shall under no circumstances exceed a capacity of one hundred fifty prisoners and may not be operated for more than two years after the effective date of the Act, without specific extension by the General Assembly."

The legislation further provided the sum of one million, three hundred fifty thousand dollars (\$1,350,000) to be used for implementation of this project.

Following the selection of Mt. Pleasant's Building 20, initial construction began in June, 1976. Completion of the major phase of this construction ended in January, 1977; plumbing and electrical contractors are scheduled to complete work by mid-February. However, decoration or redecoration of the units is being completed by the residents and will continue through June 1, 1977.

This medium-security facility is planned to be staffed with positions authorized in the following manner:

Administration	- 5
Security	- 79
Support	- 15
Treatment	- 16

The general policy covering all admissions has been established on a referral basis from the Men's Reformatory at Anamosa. Specific criteria for admissions have been established by the Division of Adult Corrections. With these criteria, the inmate population will include adult males with non-violent histories, convicted of property offenses, and ideally with no past record of escape. Inmates will be selected who have approximately six months to serve prior to discharge, parole or work release.

The philosophy of programs at this medium-security facility is described as one which will stress interpersonal growth and emphasize a reduction of self-destructive behavior. Actual programs are planned to include counseling, education (contracted with Southeastern Community College), social skills, recreation and a limited program for vocational training. In addition, a work program for all residents is proposed to include assignments as education and recreation workers, unit and institutional housekeeping, food services, and groundskeeping duties.

An additional feature of the medium-security unit at Mt. Pleasant is the anticipated active involvement of the correctional officers in the resident's treatment program. It is planned that they participate directly in group counseling, recreation and social skills development activities.

Occupation by the first residents began on January 24th and one full unit complement of twenty-four residents was completed in February, 1977. The expected date for full occupancy is May 1, 1977. When completed, the facility is envisioned to include six units of twenty-four residents each. Six to eight beds will be available for hospital services.

Since the decision to utilize Building 20 at Mt. Pleasant as the site for a medium security correctional facility, controversy has persisted. Sources of this controversy began with the Iowa Mental Health Association and, more recently, residents of the city of Mt. Pleasant. Plans for complete implementation of this temporary facility continue; as does the criticism of its selection for this purpose.

Reorganization of Community Corrections. The Iowa General Assembly passed a bill in 1973 that gave local communities the right to establish and administer local correctional programs and services. The Bureau of Community Correctional Services was required to provide technical assistance, to establish guidelines and to allocate funds to Bureau-approved local programs. The Bureau was given the right to provide community-based programs in those judicial districts or parts of districts that did not establish their own programs. Some of the judicial districts established their own programs; others did not. As a result, the Bureau of Community Correctional Services is responsible for administering pre-institutional programs (probation, pre-trial release, and pre-institution residence) in some of the judicial districts while in other districts these programs are managed by local communities. The Bureau currently administers the pre-institutional programs in the second, third and fourth judicial districts, district eight-b and a small part of the first district. All post-institutional community programs also are administered by the Bureau.

The Bureau of Community Correctional Services is in the process of changing its organizational structure. The position of the Bureau is that pre-institutional correctional programs will be most effective if the programs are administered by local communities. The reorganization of the Bureau reflects this attitude. The new structure will divest the Bureau of all administrative

authority over pre-institutional community-based corrections, while all post-institutional community-based programs will continue to be administered by the Bureau. The Bureau will be divided into three units: pre-institutional services, post-institutional services, and personnel and business management.

The post-institutional services unit will have direct responsibility for all parole services and post-institutional halfway houses. The Superintendent of the Riverview Release Center and the Special Services Administrator will report to the Assistant Bureau Director.

The personnel and business management unit will be responsible for personnel training and management, the budget, and fund grants. This unit will distribute funds to correctional programs in each judicial district and will provide technical assistance, evaluation and monitoring in fiscal and personnel areas. The third unit will be responsible for all pre-institutional services, but no longer will administer the pre-institutional programs. However, it will continue to set minimum performance standards and will accredit those programs that meet the standards. This unit also will provide technical assistance to each judicial district and will monitor and evaluate the programs in each district. Finally, this unit will have direct responsibility for jail inspections.

Under the new organization, it is planned that the pre-institutional correctional programs will be administered by a Board of Directors in each judicial district, with each Board responsible for setting the basic policies for the pre-institutional programs in its district. Each Board would hire a Program Director who will be responsible for the day-to-day operation of the programs. Legislation has been proposed to accomplish that control system.

The result of the reorganization of community corrections will be twofold. First, pre-institutional programs will be more uniform across the state. Each judicial district will be required to have a pre-trial release program, a probation program and a pre-institution residence before the district's program will be accredited. The goal is to make pre-institutional community corrections more responsive to the needs of the local community by making local people responsible for the administration of the programs.

Second, the Bureau of Community Correctional Services will have more time to establish and review standards for pre-institutional corrections, to evaluate ongoing local programs, to develop ideas for new programs, and to develop the technical expertise necessary to provide assistance to local programs. These activities will take place in the context of locally controlled programs and, hopefully, will be responsive to the need of the individual.

Pre-Institution Residences. The Bureau of Community Correctional Services is expanding its community residential correctional program to include eight new pre-institutional residential facilities. These facilities will be located in eight cities throughout the state. Three of the eight facilities has already opened; staff has been hired for all but three of the eight residences (See Table below). The facilities will be administered by a department of correctional services in each judicial district.

TABLE XXXVI
PLANNED DEVELOPMENT OF PRE-INSTITUTIONAL RESIDENCES

Location	Judicial District	Capacity	Staff Hired	Opening Date
Waterloo	1	30 Males 10 Females	Yes	12/15/76 Limited Occupancy
Cedar Rapids	6	30 Males	Yes	1/3/77
Burlington	8	20 Males	Yes	1/17/77
Council Bluffs	4	24 Males	Yes	Early February
Sioux City	3	25 Males	Yes	Early February
Davenport	7	25 Males	No	3/1/77
Dubuque	1	20 Males	No	3/15/77
Marshalltown	5	20 Males	No	4/1/77

The majority of clients will come from the judicial district in which the facility is located. Most of the clients will be court commitments who need more structure than can be provided in a probation setting but do not require the maximum security of the institutional setting. It is expected that most of the clients received in these programs will have the following characteristics: 1) this will be their first or second felony conviction; 2) they will have been convicted of non-violent, property offense; 3) they will have experienced legal problems as juveniles and may have been committed to a juvenile home or juvenile community program; 4) they will display immature, irresponsible behavior rather than sophisticated criminal behavior; and 5) they will lack stable work experience, training and skills.

Although the residences will be designed as minimum security in terms of physical appearance, they will provide a great deal of structure. There will be an established set of rules with consistent disciplinary action for infractions. Client movement will be controlled twenty-four hours a day with established boundaries within the institution, a check-in, check-out system, and staff transportation of clients. There will be a minimum of one resident count per hour. The staff will communicate clearly what is expected of each client. The staff will communicate regularly with law enforcement agencies and the courts on the status of each client and the requirements of his or her individual program.

The critical function of the pre-institutional program staff will be an intensive assessment of each individual. The program of each client will be determined according to individual problem areas, needs, functional deficiencies, physical or mental problems, and so on.

The staff will depend on community resources for most services, although services such as counseling, job placement, recreational activities and specialized classes might be offered in the facility. Community resources that will be used included educational programs, vocational training programs, mental health programs, drug and alcohol counseling, and family planning services.

A major component of the client's program will be obtaining and keeping a job as well as developing good work habits and skills.

Clients will be expected to handle their financial responsibilities and to make restitution when applicable.

Finally, although past experience with pre-institutional community residential programs indicates that they are an effective alternative to prison incarceration for many clients, some degree of failure can be expected. Some clients will commit new offenses while in the program; some clients will walk away from the program. When clients demonstrate that they are unable or unwilling to handle the pre-institutional program, the staff will be prepared to recommend a more structured setting for the client.

The Revised Iowa Criminal Code. After several years of study the 1976 Session of the 66th General Assembly passed SF85. This Act represents a major revision of the criminal code of Iowa. Two of the major goals of the revision were to eliminate the numerous sections of the Code of Iowa which defined each individual crime and set the maximum penalty therefor and to reorganize the substantive criminal law under a uniform classification scheme. The classification scheme embodied in SF85 is as follows:

in SF85 is as follows:

Seriousness of Offense

Maximum Period of Imprisonment

A. Felonies

1. Class A (SF85, Section 1-1002)
 - a. Murder in the First Degree
 - b. Sexual Abuse in the First Degree
 - c. Kidnapping in the First Degree

Mandatory life (unless the Governor commutes to a term of years)

2. Class B

Not to exceed 25 years (Indeterminate)

3. Class C

Not to exceed 10 years (Indeterminate)

4. Class D

Not to exceed 5 years (Indeterminate)

B. Misdemeanors

1. Aggravated
2. Serious
3. Simple

Not to exceed 2 years

Not to exceed 1 year

Not to exceed 30 days

C. Habitual Offender (SF85, Section 3-209 (2))

Not to exceed 15 years; 3 year mandatory minimum

Class C or D Felon
with two prior
felony convictions

The revised criminal law undoubtedly will have an impact on the entire adult criminal justice system in Iowa. Four changes could have a major impact on the correctional system specifically. These are:

1. Mandatory five-year minimum sentences for forcible felonies (SF85, Section 3-207) involving possession or control of a firearm (SF85, Section 3-207).
2. Mandatory minimum of one-half of the maximum term for individuals convicted of Class B, C, or D felonies who have a prior conviction or convictions of a forcible felony or crime of a similar gravity (SF85, Section 3-604).
3. Mandatory minimum of one-third of the maximum indeterminate sentence for persons sentenced pursuant to Section 204,401(1), paragraph (a) or (b) of the Code. (Controlled Substances Law)
4. Discretionary reconsideration by the court of any sentence other than one imposed for a Class A felony or a felony for which a minimum sentence of confinement is imposed, within 90 days from date of conviction of a felony (SF85, Section 3-204).

The effect of these changes could impact upon the correctional system, primarily at the institutional level, in the following ways:

1. Institutional admissions could presumably increase as a result of the imposition of mandatory sentences upon persons currently receiving deferred or suspended sentences. The major confusion in this regard is that the language of Section 3-702 does not prohibit granting of deferred sentences or probation in cases where a mandatory minimum is set. (See Sections 3-207, 3-604 and the new section amending Section 204.401 (1) (a) or (b).) However, the legislative intent would appear to prohibit imposition of a deferred or suspended sentence in cases where mandatory minimums are prescribed.
2. The period of institutionalization for certain offenders presumably could increase as a result of those mandatory minimum sentences which under SF85 exceed the present actual length of confinement for those offenders sentenced under existing law.
4. The period of institutionalization could decrease for persons who are eligible for sentence reconsideration within 90 days of conviction under SF85, Section 3-204 (Shock-sentencing provision). This section introduces an entirely new concept in Iowa law. Any assessment of its anticipated impact, however, would be speculative because its utilization primarily depends upon judicial discretion.

Any attempt to measure the impact of the mandatory sentencing provisions is complicated by the uncertainty of whether good and honor time will be applied to these provisions. If good and honor time does not apply to the mandatory minimum stences, the use of a firearm would require the offender to be incarcerated for five full years; an offender with a prior forcible felony would serve one-half of the maximum sentence as defined by SF85, Section 3-209. Such an offender would remain incarcerated for 12 1/2 years of a 25 year sentence and 5 years for a 10 year sentence.

If good and honor time does apply to the mandatory minimum sentences, the use of a firearm would require the offender to serve 2.83 years before being eligible for parole. Those offenders with a prior forcible felony conviction would serve half of their minimum sentence (actual sentence less jail credit and good and honor time) rather than half of the maximum as defined under SF85, Section 3-209.

Given the offenses for which offenders are currently incarcerated and the median sentences currently served, e.g. 2.42 years for robbery with aggravation, the greatest impact of the revised code is likely to be the mandatory five year sentence imposed for firearm usage. Any predictions, however, are at best highly speculative without being complicated further by factors which cannot be measured. A primary factor is prosecutorial discretion in allowing offenders to plead guilty to charges with no weapons involved. The impact of such practices is unknown at this time.

Population Projections. The rising prison populations during the last few years across the country have produced a high level of interest in projecting future populations. Many papers have been written about population projection techniques but, unfortunately, little information is available which speaks to the outcome of the various projections. Even when data are available which show that the projections vary greatly from what actually occurred, the persons who did the projections tend to defend their techniques. One fact is evident: population projections are *general* indications of the directions in which populations will go. They are

approximations whose accuracy depend upon both the analytical techniques which are used and the ability of those doing the projections to anticipate correctly the many related policies and events.

Prison populations are not inevitable consequences of events or conditions clearly visible in advance. Rather they reflect the many policies which are operational within the system, and, to an extent, a variety of other conditions which are no less difficult to predict than prison populations. Many population projections have gone wrong, for example, by basing future prison populations upon predicted unemployment or crime rates, neither of which is very predictable. Many projections also minimize the ability of correctional systems to affect prison populations through policy, instead characterizing the correctional system inferentially as a helpless and reactive recipient of whatever products are created by a set of inexorable forces far beyond its control.

The fact is that correctional systems *can* and *do* affect population size through proactive policy formulation and implementation. This is no less true in Iowa than in other states. Prison population size is created by two factors, admission to prison and releases from prison. Calculation of future population is quite simple conceptually, in the sense that new admissions are added to population and releases are subtracted from it. Prison population is the product of a simple arithmetic relationship between admissions and releases. In order to project prison populations, therefore, it is necessary to project both admissions and releases.

Projected Admissions. Future admissions to prison are usually projected in one of four ways:

- 1) as a stable relationship with unemployment rates, which are also projected
- 2) as a stable relationship with crime rates, which are also projected
- 3) as a rate per some population group, which is also projected
- 4) as a continuation of past trends

Short-term projections can also be accomplished by treating admissions as a function of current crime rate, criminal charges filed,

sentencing practices, and so forth, but this method cannot be used for long-range (more than one or two years) projections.

The first two of the methods which use unemployment and crime rate are extremely reliant upon the accurate prediction of variables which rarely, if ever, are predicted accurately in the long term. The fourth method identified--continuation of past admission trends--is highly subject to frequent fluctuations. The trend of admissions was generally downward from 1962 to 1974. Use of this method in 1974 would have resulted in a projected reduction in admissions for 1975. In fact, however, admissions in 1975 were 22% higher than in 1974.

The third method identified--viewing admissions as a rate of some population group--also has problems. While the size of a population group does indicate the number of people who are in a "crime-prone" age group, it does not indicate how many people will commit crimes and be incarcerated as a result. However, in the absence of major policy changes and reversals in economic and social trends, the rate of prison admissions for a population group is relatively stable, and the projection of general population groups is quite good.

Analysis of the Iowa data revealed that the age group most closely correlated with the number of prison admissions during the last six years was the group comprised of males, age 18-24. The group comprised of 15-29 year old males was also correlated with prison admissions. Since the 15-29 group was the group used in the projections of the Department of Social Services, and since it offered a somewhat less fluctuating population than the smaller 18-24 group, both groups were used in the calculations.

The rate of prison admissions was calculated per 100,000 persons in each of those age groups for each of these periods: 1971-1976, 1973-1976, and 1975-1976. The rates for different age groups were then combined for each of these periods. The consequence of this procedure was three rates for an age group 15-29 in which the 18-24 year old group was given a double weighting. Application of these three rates to the projected number of males age 15-29 through the year 1988 yielded the projected admissions contained in Table XXXVII.

TABLE XXXVII
IOWA ADULT CORRECTIONAL INSTITUTIONS
PROJECTED ADMISSIONS

Fiscal Year	Actual Admissions		
1968	847		
1969	835		
1970	805		
1971	726		
1972	722		
1973	739		
1974	724		
1975	890		
1976	889		
	Projected Admissions		
	A (1975-1976 Rates)	B (1973-1976 Rates)	C (1971-1976 Rates)
1977	943	881	845
1978	961	896	859
1979	972	906	871
1980	982	915	878
1981	973	907	872
1982	967	902	865
1983	954	891	853
1984	938	875	839
1985	917	855	820
1986	893	834	798
1987	872	814	780
1988	853	796	763

Both rates B and C in Table XXXVII project lower admission rates for FY1977 than for FY1975 or FY1976. It should be noted that admission rates during the last half of FY1976 were substantially lower than during the first half. During the first half of FY1977, admission rates remained at a level below the admission rates for the first half of FY1976.

Since the preparation of its population projections in the spring of 1976, the Department of Social Services has provided for the development of several pre-institution residences. This policy implementation is predicted to reduce further the rates of admissions to Iowa prisons. It is anticipated that the new pre-institutional residences will have a combined capacity of 195.

The impact of these residences upon prison admissions will depend upon a number of factors. Of primary concern is the manner in which these programs will be used by the judges. It is estimated that the residential corrections program for men in the Fifth Judicial District is an alternative to prison for about 75% of the men sentenced there. It is usually filled and men who successfully complete the program are released (usually to the probation department) in an average (median) of about 4 months. Approximately 30-35% of its residents are revoked during the process, however, and are transferred to jail or to the reformatory.

It is not likely that the new pre-institution residences in the state will be utilized in precisely the same manner. For projection purposes, two different sets of assumptions were made to produce two projected levels of impact (both somewhat conservative, as compared to the experience of the Fifth Judicial District).

For both projections it was assumed that:

- a 90% occupancy rate would be maintained
- 100 beds would be available by March, with the other 95 beds available by June
- those who are admitted as an alternative to incarceration and who successfully complete the residential program will be released after an average of 6 months
- all others will have an average 3 month length of stay

Based upon those common assumptions, two projections were made, using certain additional assumptions. For the first projection it was assumed that 60% of the population of the programs would be sentenced there as an alternative to incarceration, and that 40% of that group would be revoked during the program. Making these assumptions, the pre-institutional residences should reduce prison admissions by 118 during FY1977 and by 187 each year thereafter.

For the second projection, it was assumed that 70% of the population would be alternative to incarceration and that 30% of that group would be revoked. If these assumptions are correct, the number of prison admissions should be reduced by 136 during FY1977 and by 235 each year thereafter.

Application of these figures to the admission projections in Table XXXVIII results in adjusted projected admissions.

TABLE XXXVIII
IOWA ADULT CORRECTIONAL INSTITUTIONS
PROJECTED PRISON ADMISSIONS ADJUSTED FOR
IMPACT OF PRE-INSTITUTION RESIDENCES

Fiscal Year	A		B		C	
	1	2	1	2	1	2
1977	825	807	763	745	727	709
1978	774	726	709	661	672	624
1979	785	737	719	671	684	636
1980	795	747	728	680	691	643
1981	786	738	720	672	685	637
1982	780	732	715	667	678	630
1983	767	719	704	656	666	618
1984	751	703	688	640	652	604
1985	730	682	668	620	633	585
1986	706	658	647	599	611	563
1987	685	637	627	579	593	545
1988	666	618	609	561	576	528

Three projections of prison admissions will be used for further analyses in this section.

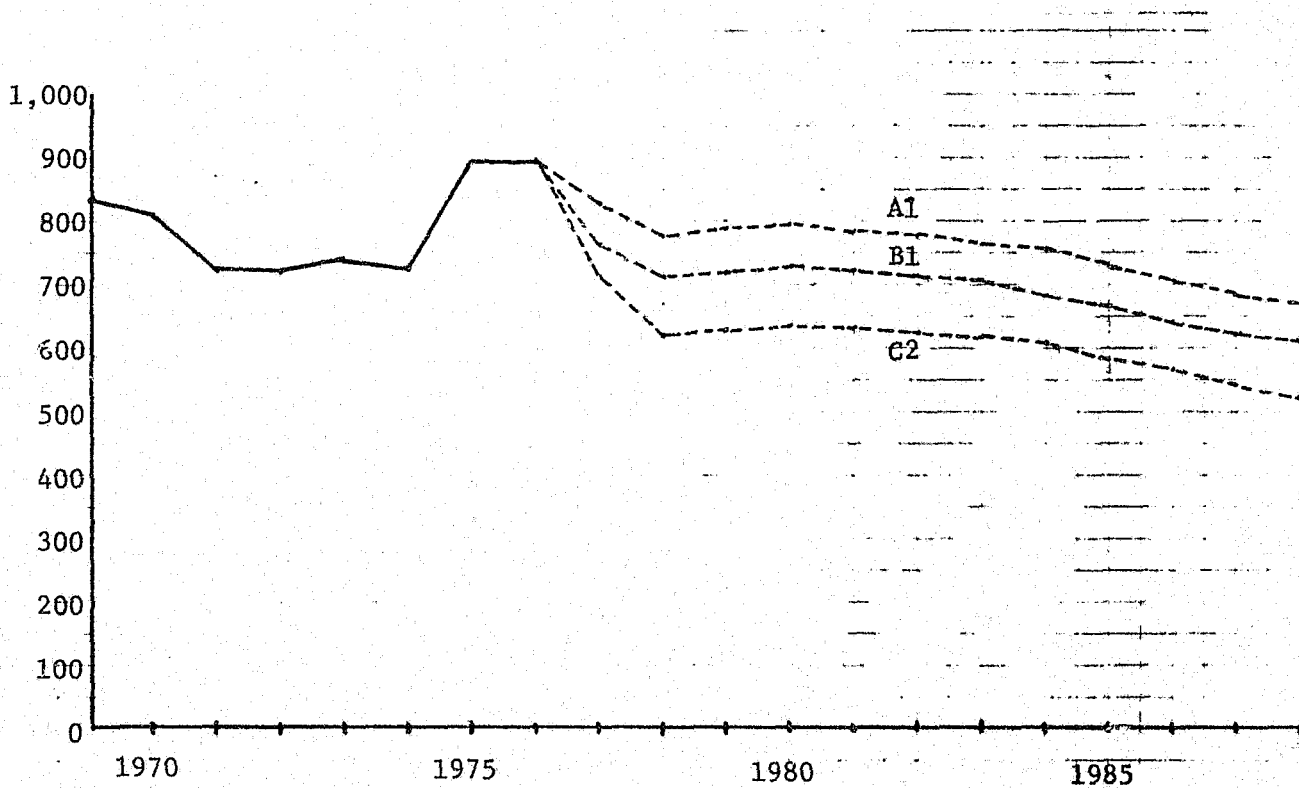
High - The High admission projections is Column A1 in Table XXXVIII. It is based on the high admission rates of 1975-1976, and assumes that 60% of the pre-institution residential population will be sentenced there as an alternative to incarceration and that 40% of them will be revoked.

Low - The Low admissions projection is Column C2 in Table XXXVIII. It is based on the admission rates from 1971-1976 as well as assumptions of 75% alternative to prison and, among them, a 30% revocation rate.

Probable - Of the six projections in Table XXXVIII it is believed that Column B1 is most probable. It is based on a 1973-1976 admission rate which is approximately equivalent to both 1974 and 1976 calendar year rates. It assumes that 60% of the residential corrections population are alternatives to incarceration and that 40% of that group will be revoked.

Figure 18 is a pictorial representation of these three projected admissions models.

FIGURE 18
IOWA ADULT CORRECTIONAL INSTITUTIONS
HIGH, PROBABLE, AND LOW PROJECTIONS OF ADMISSIONS



Projected Releases. The principal methods by which inmates are released from the correctional institutions are parole and expiration of sentence. Several steps were taken to estimate the future rates of release and to apply those estimated rates to the population projection problem:

1. Determination of release policies and rates.
2. Project attrition of current institutional population.
3. Project attrition of projected incoming future populations.

In order to determine release rates which could be applied to the institutional population, the length of time served by persons released from 1972-1975 were studied and percentages were obtained for the release rates for each offense during the first year of sentence, the second year, and so forth. Based upon these percentages, five internally consistent categories of offenses were created and percentages for each category were obtained. From the application of these category percentages to the current institutional population of inmates, it was possible to generate overall percentages of the total population which would be released in each year of sentence. These percentages were then used to project the attrition of the current population.

Determination of the probable release rates of future populations involved some additional concerns. First, it was necessary to estimate the impact of pre-institutional residences upon the composite characteristics of the incoming inmate population. (It was assumed that the residential programs would impact predominantly in the lower-risk, or shorter-term, categories of the inmate population.) Next, it was necessary to estimate the probable impact of the new Iowa Criminal Code. It was not possible to estimate the impact of the new code sufficiently accurately, so it was assumed for the purposes of the projections that persons convicted of homicide and robbery with aggravation would all serve a minimum period of five years prior to release, and that offenders will be released during the sixth year of sentence at a percentage equivalent to the percentage of offenders now released during the first six years of sentence. With those two assumptions, attrition of projected incoming populations was projected using percentages generated in much the same fashion as those for the current population.

TABLE XXXIX

IOWA ADULT CORRECTIONAL INSTITUTIONS
PROJECTED RELEASES FOR THE THREE
PROJECTED ADMISSION MODELS

Fiscal Year	Attrition Of Current Population	Attrition Of Incoming Populations			Total Releases		
		High	Low	Probable	High	Low	Probable
1977	846	25	14	15	871	860	861
1978	360	463	381	411	823	741	771
1979	218	555	436	490	773	654	708
1980	170	589	487	541	759	657	711
1981	115	645	508	574	760	623	689
1982	48	684	603	676	732	651	724
1983	38	740	601	682	778	639	720
1984	33	742	600	683	775	633	716
1985	22	744	605	688	766	627	710
1986	13	737	596	680	750	609	693
1987	5	727	579	662	732	584	667
1988	4	707	562	645	711	566	649

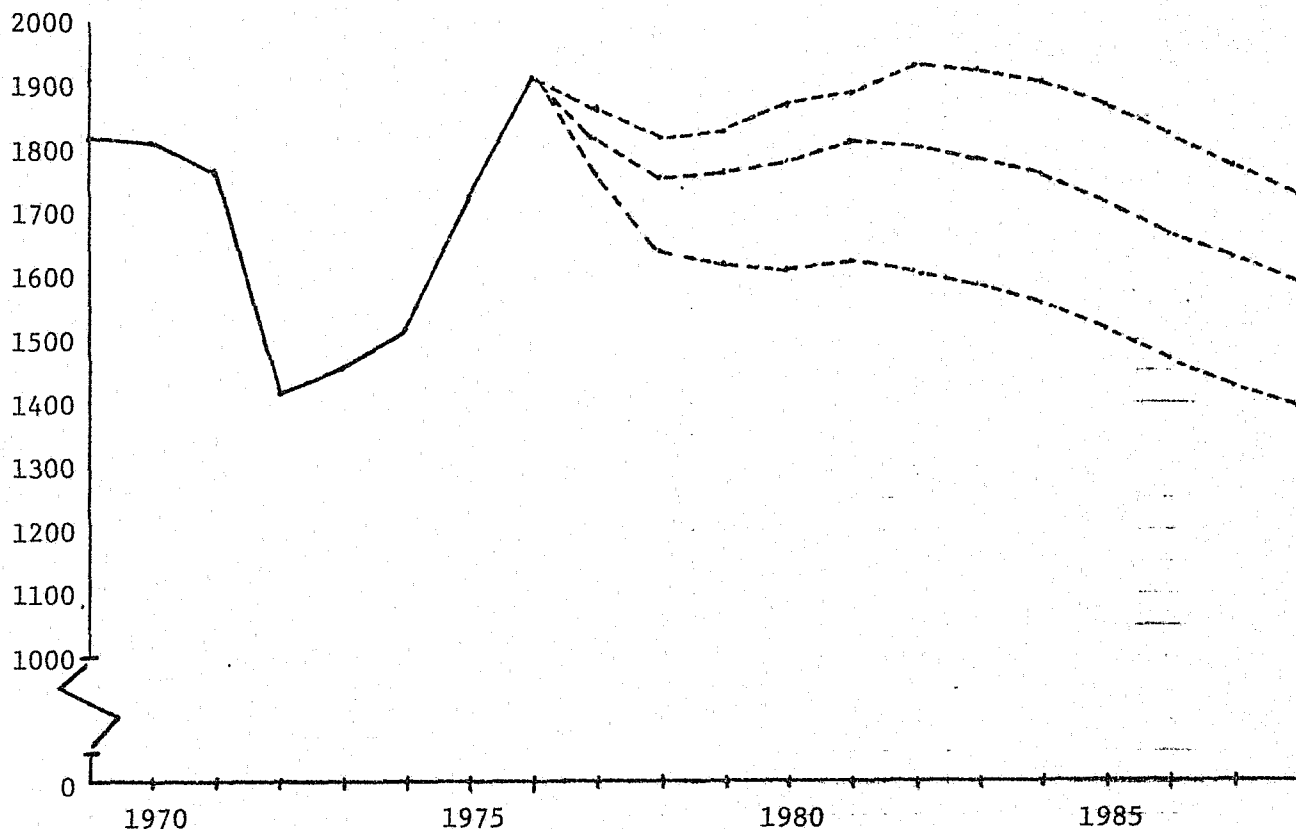
Projected Population. From the projected admissions and releases contained in the previous sections it is possible to project prison populations. Starting with the inmate population of 1,912 at the end of FY1976, admissions and releases for FY1977 are used to project the population for the end of FY1977, and so forth. Projections are presented in Table XL.

TABLE XL
IOWA ADULT CORRECTIONAL INSTITUTIONS
PROJECTED INMATE POPULATIONS
END OF FISCAL YEARS 1977-1988

Fiscal Year	Projections		
	High	Low	Probable
1976	1912	1912	1912
1977	1866	1761	1814
1978	1817	1644	1752
1979	1829	1626	1763
1980	1865	1612	1780
1981	1891	1626	1811
1982	1939	1605	1802
1983	1928	1584	1786
1984	1904	1555	1758
1985	1868	1513	1716
1986	1824	1467	1670
1987	1777	1428	1630
1988	1732	1390	1590

A considerable disparity exists between the High and Low projections. By the end of FY1977 (end of June, 1977) that difference is already in excess of 100 inmates. All three of the projections indicate that prison populations will drop by the end of this fiscal year, will drop further in FY1978, and will increase gradually to a peak in FY1980 or 1981 before a general decline. Figure 19 demonstrates these projections graphically.

FIGURE 19
IOWA ADULT CORRECTIONAL INSTITUTIONS
PROJECTED INMATE POPULATIONS
END OF FISCAL YEARS 1977-1988



The projections presented here are estimates of the future prison populations in Iowa. Even the High projection indicates a future population consistently lower than the present population. Several factors which would affect prison populations have not been taken into account. The new Iowa Criminal Code could have greater impact than anticipated. Further, the use of probation in this state and the releasing policies (particularly of the Parole Board) could cause significant reductions in the projections, as could the development of a broad post-institutional residential capability. Overall, those factors not accounted for in the projections would tend to reduce rather than increase the projections.

Stated earlier was the position of the Commission that prison population is primarily a matter of policy. It is due to the policy formulations and implementation by the corrections system that future prison populations are projected far lower than they could have been a year ago. Additional major policy changes in the corrections system could have equally significant effects. The accuracy of these projections will depend in large part upon the policies which are effectuated by the system in the future.

IV. COMMISSION CONCLUSIONS AND RECOMMENDATIONS

A PHILOSOPHY FOR CORRECTIONS

The criminal justice system is the means created by society to deal with those who violate its laws. That system is expected to achieve two primary goals which are embodied in the criminal law:

1. to protect society and its members from offenders, and
2. to exact retribution from offenders.

This must be done in a humane manner so that the offenders become contributing members of society. The value of the corrections process lies in its effectiveness in achieving those goals.

The level of retribution, or accountability for past behavior, is primarily a function of the courts in that the sentence imposed defines the punishment deemed appropriate for the offender, whether by way of fine, restitution or loss of liberty. An offender is received by the correctional system *as* retribution, not *for* retribution. The primary function of the correctional system is to protect society from future crime. As such, its role is not merely to *defer* crime through present confinement of offenders, but rather to *deter* crime both during the correction process and in the future.

Historically, the system has tended towards incarceration as an important means of control because incarceration serves the immediate, obvious objective of societal safety; yet such control too frequently erodes and, in many instances, destroys the individual's ability to become a law-abiding, independent and contributing member of society in the future. In view of the fact that over 95% of those incarcerated return to our communities, it is essential that this need for incarceration continually be re-examined in accordance with society's need for positive re-entry of the offender. In protecting itself, society must guarantee the restraint of those who pose an immediate threat, while insuring that future threat is deterred rather than temporarily deferred.

In order to deter criminal behavior, the system must seek to impart to every sentenced offender those motivations, behavioral standards, and skills necessary for the offender to live legally within society. These activities must be performed in such a manner that community safety is not endangered in the process. A range of settings must be available to deal with the spectrum of crimes and of individuals committed to the correctional system. At its best, that range should provide a variety of security settings which can be selected in each individual case on the basis of the minimum restraint necessary to preserve the safety of the community, while creating a climate conducive to personal change of the offender. A system so constituted also would be able to deal with those whose behavior is not likely to improve during their period of incarceration.

Community safety in the present and in the future is a single goal. Preservation of community safety in the present should not be at the expense of the future. Therefore, the overriding focus of corrections, whatever the setting, must be upon the preparation of the offender for legal behavior in the future.

OPERATIONAL GUIDELINES OF A MODEL CORRECTIONS SYSTEM

The philosophy of an effective corrections system detailed above suggests some practical operational principles which the Commission believes should be embodied in an ideal correctional system. The first of these involves safety for the community, the correctional staff, and the inmate in the system. The second has to do with maximizing the deterrent effects of the correctional system both while the individual is in the charge of the system and after the individual returns to society.

In the ideal system, a range of increasingly secure, controlled settings would provide the level of control necessary to maintain safety for society, staff, and inmates, but would exert no greater levels of security than necessary to maintain control. This match of the applied restraints to those in need of restraint has dual advantages: (1) keeping costs to a minimum, for higher

levels of security require more facilities and personnel; and (2) providing a system with as much freedom for positive change and assumption of responsibility as possible. Such a system would be capable of maintaining safety not only for society but for inmates in its charge as well. This last point is vital in a system which, even if it cannot be beneficial to all who enter, at least is not harmful to them.

The exploitation and physical abuse which does occur in prisons where the inmates control the yard is doubly damaging, first to the individuals victimized and second, as examples of how to "make it" and of what is tolerated by society. This latter role of a destructive model is pervasive and inevitably leads to cynicism throughout the institutional population. For this reason the levels of control within the system must be strong enough to prevent absolutely the emergence of rackets, sexual abuse and other forms of inmate exploitation. *The Commission maintains that several elements are necessary at the institutional level to maintain such control: limits to the size of units; adequate staff with adequate training; and, an atmosphere of fairness and justice throughout the institution.*

Consideration of the deterrent role of the correctional system involves both the immediate and long term problem the offender presents to society.

Immediately, community safety requires sufficient control of the offender to prevent continued lawbreaking. In the longer term, since correctional controls will terminate for almost all offenders released back to the community, the system must attempt to impart internal behavioral controls. To do this one must look at those problems which lead individuals into repeated criminal activity. Well documented studies⁷ suggest that three problems are highly related to repeated criminal activity: *alcohol abuse; drug abuse; and, specific personality disorders.* For this reason the Commission believes an ideal correctional system should have specific, well-utilized treatment programs in these areas.

⁷Guze, Samuel B., *Criminality and Psychiatric Diagnosis*, Oxford University Press, New York, London (1976)

Additionally, three factors are associated highly with a successful crime-free return to society after a criminal conviction.⁸ These are age, strong family ties, and a job at the time of release. While detention moves the offender toward an older, less crime-prone age range, there is little else that can alter the effects of this variable. Strong family ties can be promoted through treatment within or near the community where the family of the offender resides, when consistent with public safety. Furlough privileges for the incarcerated offender, especially when used as a reward for meeting responsibilities, can serve to strengthen family ties. The need for a job requires the availability of sufficient academic and vocational training to bring individual skills to a level sought in the job market. The constructive use of prison industries does more than fill the time of an inmate; it can instill some sense of responsibility and provide those elements of self-respect necessary for crime-free functioning when the individual re-enters society.

Program effectiveness depends in large measure upon attitude. Both the attitudes of the individual and of the system are important. The correctional system must maintain control, set fair limits, foster and reward individual responsibility, and be just, predictable, and consistent. A correctional system will not always reach these goals but they must be central to its philosophy. A change in the attitudes of individual offenders is difficult in a correctional system. However, if the system is fair, does not allow victimization, and rewards responsibility, that system can develop a sense of caring which may produce changed attitudes. Only in such a system can rehabilitation have a chance of realizing its potential.

This set of operational guidelines has some important implications. First, it may increase the cost effectiveness of the system, for security will be only as great as required and levels of future lawlessness will be minimized. Second, it may result in a flexible multi-leveled system which has the capacity to respond to changes in an individual and changes in the composition

⁸ The Effectiveness of a Prison and Parole System, Glaser, Bobbs-Merrill Co., 1964

of offenders. Third, the system should be able to deal with the variations in prison population and have the ability to expand or contract its institutional capacity by opening or closing smaller units within institutions. Such a system, operating in a humane, predictable manner, with a range of levels for controlling behavior, in which staff by its daily actions evidence concern for persons in its charge, constitutes the model toward which the Commission maintains the system should move.

In the following section the Commission makes specific recommendations concerning corrections in Iowa, all of which are aimed at creating the type of system described above. Iowa is in many ways fortunate as compared to other states. The population of the state is not as violent as that of some other states and the factors promoting crime are not as abundant in Iowa as elsewhere. In addition, Iowa has a strong nucleus from which an excellent corrections system can be developed. Therefore, these recommendations build on the elements of the current system, recognizing what is effective and offering solutions to apparent deficiencies. They are not offered as a series of piecemeal remedies; rather, they are proposed as a direction which the system should pursue. The long range details of these recommendations would be embodied in an overall plan developed to match the philosophical goals outlined above with the practical realities of the system. In general, the focus of the recommendations of the Commission is to utilize system management, planning, programming, and evaluation to move toward a system which maximizes the probability for positive change in individual behavior.

RECOMMENDATIONS

As mandated in House File 1539, the Commission has made a comprehensive study of the adult correctional system in Iowa and is able to identify many of the major strengths and weaknesses of the system. The recommendations of the Commission focus upon improvements which might be made in the operation of the system.⁹

⁹The problem with reports such as this one is that positive characteristics of the system tend to be ignored. The Commission recognizes--and applauds--many attributes of the current system as well as the ability, dedication, and integrity of most of its personnel. The reader is urged to maintain a similar perspective.

These recommendations are presented in several major sections which relate to institutional programs, non-institutional programs, and the extended correctional system.

Institutional System

Capacity Needs. The adult correctional institutions in Iowa currently have the capacity to house slightly more than 2,100 inmates. This capacity is being expanded to 2250-2300 with the addition of the newly remodeled facility at Mt. Pleasant. Based upon information provided by the Bureau of Correctional Institutions, it would be possible to increase the capacity by 350-400 more beds through the conversion and utilization of structures at the men's reformatory and penitentiary. As a result of such efforts, existing institutions would have combined capacity to handle a maximum of 2,600-2,700 inmates. (See p. 44)

At the end of January, 1977, the institutional population was 1,973 inmates, resulting from an increase of more than 400 inmates in the last two years. (See p. 63 ff) The rapid population increase from September, 1974 through March, 1976 (an average increase of 22 inmates per month) led to the publication in early 1976 of Iowa's Rising Prison Populations by the Department of Social Services. In this publication, prison populations were projected to continue to increase at the 1975 rates for the next several years. With such increases, the capacity of the institutional system clearly would not be adequate.

With the information that was available to the executive and legislative branches in the spring of 1976, early stabilization of prison populations could not have been anticipated. However, prison populations have remained relatively stable for the past four months and have increased by fewer than 65 inmates in the last ten months. Admission rates have dropped somewhat and rates of release have increased, probably due to the parolability of many of those incarcerated in late 1974 and early 1975 (the median length of time served by inmates paroled has been 18-19 months for the past several years).

In addition, the Department of Social Services has acted to reduce the number of future admissions by providing for the creation of pre-institutional residential programs in each judicial district. Patterned after the men's residential corrections program in the Fifth Judicial District Department of Court Services, these efforts should have a significant impact upon prison admissions.

Prison population is not an inevitable consequence of factors outside of the control of the criminal justice system. For example, prison populations do not reflect crime rates. Rather, they reflect various policies of the system, such as the options available to sentencing judges, the utilization of those options by the judges, releasing policies of the correctional system and the Parole Board, and so forth.

In the analysis for population projections (p.93 ff), it was determined that prison admissions have declined somewhat during the last calendar year from the high levels of 1975. At the same time, release rates have increased substantially. It appeared that the current rates would continue in the absence of major policy changes and that prison populations would increase very little for the next few years. However, the Department of Social Services now is developing several pre-institution residential correction programs in the state.

Given the continuation of current releasing policies, the highest rate of admission of the various rates projected by the Commission, and the least impactful projected use of the pre-institution residences, it appears to the Commission that prison populations will decrease for the next 18 months, followed by a gradual increase until 1982 to a peak somewhat lower than the current population level.

The Commission concludes:

The current correctional institutions have adequate capacity to house inmate populations into the foreseeable future. A new institution is not necessary at this time.

Population Adjustment. Without additional institutional capacity, it is probable that the inmate populations in the major institutions will remain quite large for the next few years. A large population of inmates in a correctional institution presents significant problems for both inmates and staff in terms of time engagement, program, and safety. Several general options exist to solve the problem of crowded prison conditions:

- 1) carry on with current capacity and program;
- 2) increase capacity through new construction, thereby reducing crowded conditions at each institution;
- 3) increase capacity through remodeling or restructuring of existing institutions; and
- 4) make operational and program changes necessary to minimize the harmful effects of crowded institutions.

In its request for a new medium-security institution, the Department of Social Services has taken the position that seriously overcrowded prison conditions are not consistent with enlightened corrections. The Commission agrees that the harmful effects of serious overcrowding upon both the inmate and staff are intolerable. However, it now appears that prison populations will not increase beyond levels that can be handled effectively and safely if several changes are implemented within the existing institutions. After careful consideration, the Commission concludes that a combination of options (3) and (4) above are best suited to the Iowa situation.

The comparisons of non-institutional and institutional offender profiles (see p. 67 ff, above) indicate that a substantial number of persons are incarcerated in Iowa who, in all probability, could be handled safely in non-institutional programs. A large number of current inmates have not been convicted of any prior felony, and an additional number have not been involved formerly in any correctional program, adult or juvenile.

The Offender Attribute Scale presented in the section on "Offender Profiles" accounts for the eight characteristics which most significantly distinguish among the offender populations in different correctional programs. The great majority of the offenders in the first three levels of the scale are in probation or residential programs. Yet more than 650 of the incarcerated inmates are in those three scale levels.

The Commission does not believe that all of those 650 offenders should be released. Among them are certainly some offenders who pose such a threat to community safety that they should not be released. However, the Commission is aware that many of those offenders are incarcerated due to sentencing disparities among the judicial districts. Offenders with relatively "low-risk" characteristics are incarcerated in some judicial districts at rates four or five times higher than similar offenders in other judicial districts. This disparity is correctible and can be dealt with in a fair and objective manner.

The Commission maintains that at least 15-20% of the current institutional population could be released to community programs. Judicious screening can ensure that this be accomplished with virtually no increase in threat to community safety.

For the remaining incarcerated offenders, the Commission believes that expanded work programs are imperative. A primary means of providing work within correctional institutions is prison industries.

Prison Industries. Prison industries can be a principal treatment vehicle for a significant segment of the inmate population. Through well-managed industrial employment in the institution, an inmate can gain the positive attitudes, good work habits, and marketable skills necessary to enable the former offender to live legally and productively after release.

Within Iowa, as elsewhere, a stated purpose of prison industries has been the constructive use of time by the offender while incarcerated, hopefully resulting in improved offenders and creating order in the institution. Industrial products and merchandising have been of secondary concern. Some of the effects of this focus have been an extremely limited number of inmates employed, a low level of quality control, large product inventories, and limited market appeal. Demands for production are not high, and the low wages (\$0.16 to \$0.31 per hour) paid to the employed offender offer little incentive to improve either work habits or skills.

At an expanded level, prison industries could provide full-time meaningful, rewarding, and constructive work for a larger

number of inmates. Such a program can become an effective vehicle for treatment, particularly in concert with vocational and apprenticeship training. Meaningful industrial divisions can be located where they best fit inmate needs. Private management and labor and federal apprenticeship and training programs can offer skills and certification not now available in the system.

Present pay scales neither encourage nor retain inmate interest, nor do they permit the inmates to contribute to dependents or to the victims of their crimes. Improved pay scales could enable restitution by incarcerated offenders by allocation of a set percentage of their wages; such wage levels could also become means of at least partial support of inmate families. Opportunities for part-time work by inmates in educational programs or institutional jobs can further those goals.

Effective enforcement of laws governing the purchase of the products of prison industries will be possible when products, manufacturing schedules, and production capabilities are geared to meet the market demand.

The Commission believes that the offender, the institution, and the public would benefit from improved and expanded prison industries.

1. Industries should be developed and maintained which fit the needs and personnel of the various institutions. For example, jobs which require greater training and skill should be limited to the institution(s) which houses long-term inmates.
2. Effort should be made to improve the business management of prison industries. Product design, quality control and marketing techniques should be applied to create a high-productivity industrial effort. Laws governing prison industries sales should be enforced.
3. Full-time employment of capable and motivated inmates should be available within safe working conditions and at rates of pay which would allow restitution to victims of crimes and contributions to the support of inmate families.
4. A policy board, composed of representatives of the correctional system, the Board of Parole, agriculture,

private labor and management, and vocational and technical training programs should be established to provide guidance to industries expansion and operations, as well as to consider the feasibility of involving the private sector in the development and operation of industries within the institutions.

Unitization. Threats to order and safety of both staff and inmates exist in any large population of incarcerated offenders. Large groups tend to foster feelings of anonymity, an important psychological ingredient in disturbances.

Throughout the correctional community, experts agree that effective corrections cannot occur in the traditional, large "mega-prison." Many states have begun to move toward smaller correctional institutions. "Mini-prisons" are being constructed in several states and in others various actions are being taken to reduce the size of units within a single institution. Within Iowa, for example, both the Security Medical Facility and the new facility at Mt. Pleasant were created for small total populations, sub-divided into even smaller living units.

Correctional institutions in other states have divided populations for housing or program purposes within the traditional single-yard physical and management structure.

The Commission believes that much could be gained in terms of both effectiveness and safety by dividing institutional populations into functional units, separate from one another organizationally, physically and programmatically. In the functionally unitized system envisioned by the Commission, the inmates in each unit would live, eat, and recreate together. The only contact among inmates from different units would be in educational treatment, work, or other controlled programs.

Organizationally, each unit would be a distinct entity, with a director and security and treatment staff. As such, decisions affecting the individual inmate could be made with the direct involvement of the various staff members who have primary contact with the inmate. Staff and inmates would know each other, and the possibility of security and treatment staff working at cross purposes would be minimized. It is likely that staff and inmate

relationships would improve in this context, and that the identity with the unit may result in improved self-concepts for both staff and inmates.

Inmate anonymity could not exist in this setting and that fact, combined with the physical separation from other units, would result in a much improved level of safety for both inmate and staff.¹⁰

Functional units could be developed with varying population sizes, depending upon the anticipated nature of the unit, the program or work implications, and the feasibility of structural physical separation. Specific recommendations for the individual institutions are presented in the sections which follow.

Men's Penitentiary (Ft. Madison)

1. The men's penitentiary at Ft. Madison should be retained for long-term sentences and maximum security needs.
2. Three to five functional units should be developed within the walls. Organizational and management structures, staffing patterns and staff-inmate ratios, and physical environment should be revised to insure the operational and physical separation of the units.
3. Counsellors should be officed in the cell blocks to maximize their availability and effectiveness. All personnel assigned to a given unit should operate as a team in dealing with inmates in that unit.
4. Plans for improved cell size and condition should be developed and should be implemented in phases.
5. The prison farms and the dormitory should be utilized for minimum-security housing.
6. Known guidelines for transfers of inmates among units and programs should be established; systematic procedures should be followed and documented for all such transfers.
7. Educational and treatment programs should be available, but the program concentration should be vocational skill development and productive and meaningful employment.

¹⁰ A functionally unitized system similar to the one described is now in operation in the Men's Reformatory in St. Cloud, Minnesota and is being developed in the plans for the new maximum security institution being constructed in that state.

Men's Reformatory (Anamosa)

1. The men's reformatory is well-maintained and well-managed. It should be retained for short-term sentences and medium-security needs.
2. Small functional units of optimum size should be developed with organizational and physical independence among the units. Staff-inmate ratios should be maintained at approximately 1:2. Pre-service and in-service staff training should be mandatory.
3. Development of functional units should not be delayed, but should be coordinated with a phased plan to convert cells to rooms wherever possible and, where rooms are not possible or warranted, to increase the size of inadequate cells.
4. A minimum-security housing capability should be developed near the institution.
5. (Short-term) educational, vocational, and treatment programs should be the focus of the men's reformatory, and should be contracted from outside, when possible, to provide greater flexibility in programming. Prison industries should be retained, but concentration in industries should be secondary to educational and vocational skill development.

Medium-Security Facility (Mt. Pleasant)

1. The newly-remodeled facility at Mt. Pleasant should be operated by the Mental Health Institute, and should be used, under contract to the correctional system, as a secure treatment facility for selected inmates in need of treatment for drug abuse, alcohol abuse, or personality disorders.
2. In general, inmates should be transferred to parole or community programs upon successful completion of the treatment program rather than back into the institutions.

Riverview Release Center (Newton)

The Riverview Release Center has functioned primarily as a short-term, minimum-security transaction between institutions and community programs. It has also been responsible for the administration of post-institution residences in three communities. With the development of functional unitization and minimum-security capabilities in the institutions, and expanded residential programs in the communities, the Riverview Release Center is no longer necessary and should be discontinued.

Women's Reformatory (Rockwell City)

1. The Women's Reformatory is distant from the major population centers of the state. The women sentenced to the reformatory have relatively "low-risk" profiles (See p. 70), indicating that a sizable number of them are good prospects for parole or transfer to community programs. The facility at Rockwell City should be closed and disposed of by the state.
2. The Women's Reformatory should relocate in the facility vacated by the termination of the River-view Release Center at Newton.
3. The dormitory at Newton should be remodeled to provide individual rooms for a maximum of 50 female inmates. Visitors' quarters might also be developed within the housing unit to provide for family visitation.
4. Education and vocational training should be developed to provide inmates with marketable skills. Productive employment should be available through programs established in coordination with the private employment sector.

Security Medical Facility (Oakdale)

The Security Medical Facility is strategically located near the University of Iowa. Its population is comprised predominantly of inmates referred from the major institutions for diagnosis and treatment of psychological problems and of persons referred by the courts for pre-trial or pre-sentence evaluations. It is a highly secure, modern facility with sufficient staff. It provides short-term treatment and transfers persons in need of long-term treatment to mental health units or to the penitentiary.

1. One unit should be converted for use in housing 24-30 inmates with psychological problems needing secure, long-term treatment. These inmates, if left in the general population, are unable to function positively and tend to prevent other inmates (and staff) from functioning positively. Isolation of these inmates within the prison (often necessary for the safety of themselves and others) inevitably leads to further psychological deterioration.
2. An assessment and classification team should be created and based at the facility both to perform inmate evaluations and to serve as a resource to the assessment and classification efforts in the other institutions.

Non-Institutional Programs

While the legislative charge to the Commission made it imperative that the Commission concentrate upon institutional corrections, it should be noted that approximately 75% of the offenders for whom the state adult correctional system is responsible are in non-institutional programs. Within Iowa's communities there are residential and non-residential programs for offenders both prior to and following incarceration.

For the past several years, the Division of Adult Corrections has been responsible for post-institutional residences and for parole and probation services. Following the passage in 1973 of SF482, Acts of the 65th General Assembly, the Division has also been responsible for the implementation and administration of expanded probation and pre-trial services throughout the state. The implementation of community-based corrections has been accomplished through the provision of LEAA funds. As the federal portion of the funding is decreased it is incumbent upon the state to make up the difference.

Non-institutional correctional approaches are relatively inexpensive on a per-offender basis (See p. 33), and, in most instances, have been effective in preserving the safety of the community. In addition, offenders who are successfully terminated from non-institutional programs commit fewer and less severe new offenses than offenders released from the institutions. (See p. 81)

Pre-Institutional Programs. The charge to the Commission involved only the programs which deal with convicted offenders. Accordingly the many pre-trial programs in the state were not studied by the Commission. The principal post-conviction, pre-institution programs in Iowa are probation and pre-institution residences.

Organization of Pre-Institutional Corrections. As described in Section III, page 87 ff, programs are operated both locally and by the Bureau of Community Corrections Services. It is the intent of the Bureau to divest itself of responsibility for actual operations of pre-institutional programs through the creation of legislation pending before the General Assembly (SF112).

1. The Commission supports the idea that local correctional efforts should be controlled and administered locally.
2. Local Boards should include representatives appointed by the courts as well as local boards of supervisors.
3. The Bureau of Community Corrections Services (or its counterpart) should retain fiscal administration and monitoring, as well as development and monitoring of operational standards.

Probation. The use of probation in Iowa has increased significantly during the past few years. Even with the increase, however, probation is used far less frequently in Iowa than in many other states. A large number of first offenders currently incarcerated in Iowa prisons have not been sentenced formerly to probation. Probation appears to be utilized well by the judges in some judicial districts, and very rarely, by comparison, in others.

A sentence of probation should not be viewed as "getting off." It restricts freedom substantially, through the active supervision of a probation officer. It vindicates the authority of the law and enhances the possibility of offender rehabilitation in an environment which avoids the negative effects of incarceration. In addition, its cost is less than one-tenth the cost of incarceration.

The Commission believes that the use of probation should be greatly expanded in Iowa, and that probation staff be sufficient to ensure effective supervision. A sentence of probation should be the rule unless incarceration is necessary for public protection, the treatment needs of the offender can only be filled in secure confinement, or a probation sentence would unduly depreciate the seriousness of the offense.¹¹

Pre-Institution Residences. The current expansion of community residential corrections programs by the Bureau is in direct response to one of the legislative mandates of HF1539, Acts of the 66th G. A. Its initial focus has been on pre-institutional residences, in recognition of the potentially high impact of pre-institutional residential programs upon prison admissions.

Many offenders do not appear to warrant incarceration but warrant closer supervision than can be afforded by probation.

¹¹ Some of the language used in the "Probation" section was taken from the ABA Sentencing Standards.

Rather than risking community safety, many of these offenders are incarcerated due to the lack of sentencing alternatives. Pre-institution residences provide an alternative to incarceration.

Because of the shifting situation, the Commission is reluctant to assess planned locations and capacities of pre-institution residences at this time. It appears that the capacity planned for these programs will be sufficient to meet existing needs.

The Commission recommends that the development of planned pre-institution residential correction programs be supported. These programs should be closely monitored to assure that they are being utilized primarily as alternatives to incarceration rather than probation, and that the capacities of the programs reflect the actual needs of the communities they serve.

Post-Institutional Programs. It is expected that post-incarceration programs will continue to be operated by the Bureau of Community Corrections Services. Basically, these programs consist of post-institution residences (half-way houses) and parole.

Post-Institution Residences. For several years, residences have been operated in Cedar Rapids, Des Moines, and Waterloo for persons entering the community from prison. The capacities of these residences have not been sufficient. Many offenders are retained in the institutions for months following the decision to release them due to lack of space in the residences. Some new residences have been created, but the primary attention of the Bureau recently has been given to the pre-institutional programs.

1. Post-institutional residential capability should be expanded throughout the state.
2. Residential programs should be utilized for a brief period of time for the majority of offenders released from the institution.

Parole. The parole board in Iowa is comprised of three part-time members appointed by the governor. With the new criminal code, the parole board will be expanded to five part-time members.

Several problems appear to exist with the current operation of the parole board. The procedures through which an offender obtains a parole hearing are almost entirely under the control of the

institution. However, the information and staff of the parole board are not adequate to support changes in those procedures. The recent employment of liaison officers by the parole board to work within the institutions has only partially improved the situation.

Further, it is the policy of the parole board to conduct its first hearing for each individual approximately twelve months after the entry of the offender into the institutional system. It is possible that this delay is a violation of due process for the offender, since a one-year minimum sentence is established, in effect, for most offenders by administrative policy of the parole board.

In many states, virtually all of the offenders are released from prison by means of parole. In Iowa, approximately one-third of the offenders released are discharged by the institutions, at expiration of sentence rather than by parole. As a result, these offenders return to the communities without systematic treatment, support, or supervision.

1. The Commission believes that a strong and active parole board is necessary in Iowa. It supports the expansion of the board from three to five members, and believes that the part-time nature of the board should be retained.
2. The parole board should develop and maintain an independent, comprehensive, and automated information system. Information should be collected and maintained on an active basis for all incarcerated offenders from the time of their entry to the institution to the time of their termination from parole.
3. The staff of the parole board should be expanded as necessary to perform the informational and liaison functions for the board.
4. Every offender should have an initial parole hearing within 60 days of his sentencing date to permit development of a treatment plan with parole expectation.
5. The offender and the parole board should be involved with the classification team in the development of a treatment and/or employment plan. During the initial parole board hearing, the treatment/employment plan can be agreed upon by

the institution, the parole board, and the inmate, giving the inmate a knowledge of the expectations of the institution and parole board as well as an early indication of a release date.

Organization of the Correctional System

The Commission has considered the question of whether or not the Division of Adult Corrections should be separated from the Department of Social Services and established as an independent department. Several issues were involved in that consideration.

A corrections system which is allied with a number of other social service concentrations in a single department conceivably can benefit from organizational coordination with other social services. Administrative concerns such as personnel and fiscal management handled by a single administrative unit offers the potential for more efficient administration and for professionals to devote themselves more fully to the provision of direct services. Further, management and planning, data processing, and information and evaluation functions might be more efficient in an umbrella agency than if operated by separate units.

As currently structured, however, the Department of Social Services does not enhance availability to correctional programs of many of the services routinely utilized by corrections. The Commission found no evidence of the coordination of mental health and income maintenance service delivery to correctional clients. Further, more frequently utilized services such as education, vocational rehabilitation and vocational training are not contained within the Department.

The Commission believes that the major problems with the organization and management of the adult correctional system in Iowa are precisely those factors which are the intended advantages of an umbrella agency. Top policy-makers in the Department of Social Services are unable to deal consistently with correctional concerns as top priorities, because correctional priorities must be balanced with other priorities of the Department. Fiscal administration continues to be an important problem for corrections. The practice of frequent fiscal transfers between and within

divisions leaves the managers of the correctional process rarely, if ever, aware of the levels of their resources.

Similarly, the management and planning, data processing, and information and evaluation efforts of the Department have not proved of real value to the corrections system. In order to obtain consistently reliable information regarding offenders, case-loads, and client populations, the Division of Adult Corrections maintains a statistician and an assistant on its own staff. The Bureau of Correctional Evaluation has not produced consistent, high-quality information to the division, and has failed almost entirely to provide meaningful feedback to the correctional operatives in the field. Staff personnel of the Bureau are diverted routinely to other departmental tasks, and the data processing capability of the department has been of little advantage to the correctional system.

Staff development and training is an important function which should receive special emphasis from central management. The development and expansion of institutional and community programs increase the need for employee training and for educational incentives. High turnover of supervisory as well as entrance level personnel indicates need for review of pay scales and position qualifications.

1. The Commission believes that a separate Department of Corrections should be created by the Legislature.
2. Within the Department of Corrections, a single focus should be directed towards the continuum of correctional services. Artificial distinctions between institutional and non-institutional correctional approaches are divisive, and as such, are dysfunctional to the overall management of corrections.
3. Within the Department, a sophisticated information system must be developed and maintained in a manner consistent with the needs of a national Offender-Based Correctional Information System (OBCIS).
4. Personnel training and educational incentives should be focused to meet developing system needs. A central training capability should be created and funded sufficiently to allow system-wide staff training. Pay scales should be adjusted to a level which will result in attraction and retention of qualified personnel.

Restitution

The historical concept of restitution for criminal acts rests on the theory that the offender owes the victim redress for injury or damage resulting from the offense. In the criminal justice system society has come to stand in the place of the offended victim, and retribution for the offense has become far more important than dealing with the victim's loss.

Iowa's criminal justice system is no different; its focus is on the offender, with little attention directed toward the victim of the offender's act. Civil redress for loss of property or injury to person is often unavailable to the victim, absent insurance or a solvent offender. The recently enacted Iowa Criminal Code addresses this problem in those selected probationary settings where the convicted offender is able to pay his victim; in such cases, the trial judge will be able to require a restitution plan as a condition of probation.

The concept of victim compensation whereby victims would be paid for their losses from appropriated funds, has been put forward to fill the restitution gap. This concept would increase the likelihood of at least partial restitution for a victim's loss; but it does not meet the continuing need to heighten the offender's personal awareness of the consequences of his or her acts.

The Commission attaches much importance to the concept of restitution as it affects both the offender and the victim. The offender is required to face and assume more direct responsibility for the damage caused the victim. This can facilitate the correctional process by making it more difficult for the offender to define himself or herself as the real victim in the criminal justice system.

Restitution should become part of the standard correctional program of the incarcerated offender as well as that of the probationer. A state board could administer a restitution program, supplementing appropriated funds with payments from offenders. The amount and method of payment could be set at time of sentencing for probationers, subject to review by the state board. Those sentenced to residential or institutional confinement could

be required by that board to assign a percentage of their wages to the fund. Continued incarceration of an offender should not be conditioned upon such payment. It can and should become an important condition of probation or parole.

The Commission believes that restitution to victims of crime, administered from a fund made up of state appropriations and offender contributions, should be made an essential part of correctional programs

Sentencing

The nature of the sentencing structure greatly affects the correctional system. Two approaches to sentencing--determinate and indeterminate--are in use currently and are widely discussed in corrections. Determinate sentencing is based upon the principle that persons convicted of equivalent offenses should spend equal time in prison. Mandatory sentences provide a fixed term of incarceration for a particular offense and, in theory, should result in shorter sentences than those imposed in an indeterminate sentencing system. The principal claimed virtue of determinate sentencing is fairness, in that all offenders are treated in a similar fashion. In practice, however, this is not the case. Fixed sentences in some states are longer than indeterminate sentences, and other states lengthen the fixed sentence through "aggravations" or "enhancements" based upon the characteristics of the offender. There is no discretion in sentencing, and no parole is available.

Indeterminate sentencing, which has been dominant in the United States, is characterized generally by a court-imposed maximum sentence with little judicial discretion as to the term of years. Subsequent to sentencing there is review by a parole board which has the authority to determine the actual release of the offender upon its judgment that the offender can be released safely into the community. This approach is based upon a rehabilitative model of corrections and suggests that offenders can and do change and this change can be observed.

The Commission believes that the State of Iowa should retain an indeterminate sentencing structure

It is important that the various components of a criminal justice system be consistent - that they not operate at cross purposes. For the maximum effectiveness of the rehabilitative program, the system must have appropriate rewards for good performance. This is uniquely provided by parole. Determinate sentencing provides retribution but no incentive for personal change. Indeterminate sentencing involves a mechanism for involving an inmate in programs within the institution and encouraging participation in those programs.

While correctional success rates are measured by recidivism are not as high as desired, the Commission believes that the goal of rehabilitation is important. The alternative to rehabilitation--simple retribution--has destructive consequences in institutions.

In an applied determinate sentencing structure, offenders sentenced for the same offenses serve equal lengths of time. The flexibility offered by indeterminate sentencing allows dangerous offenders to be confined longer and non-dangerous offenders to be released earlier. The parole board is the key to the successful utilization of indeterminate sentencing. Inequalities in sentence due to variations in judicial attitude, plea bargaining or other uses of discretion at earlier stages in the process may be balanced by the parole board. It has more recent information than earlier decision makers and makes the last decision in the correctional process. Standardized releasing policies that are well articulated can reduce some of the feeling of inequity expressed by inmates.

A further step in protecting against arbitrary differences in sentencing is appellate review of sentences. Fairness suggests that sentencing should be relatively uniform while allowing for discretion due to individual circumstances. The finding that rates of incarceration vary greatly between judicial districts in Iowa (p. 77) suggests that some sentencing guidelines are needed. A mechanism for this would be appellate review of sentencing as discussed in American Bar Association standards.¹² This requires

¹²ABA Standards, Sentencing Alternatives and Procedures; ABA Standards, Appellate Review of Sentences. (ABA Approved Drafts 1968)

the sentencing judge to articulate reasons for the sentence imposed to permit subsequent review. Such a mechanism carried out by agents of the Supreme Court could quickly establish general sentencing standards without in any way impinging on the ability of the court to use discretion as a result of special circumstances in individual cases. This mechanism provides a sentencing structure which should have the capacity to respond fairly and individually in such a way as to maximize the opportunity for rehabilitation.

The Commission believes a formal mechanism for review of indeterminate sentences should be established within the appellate court structure.

Criminal Code Modification

The criminal code has a crucial impact on the operation of the correctional system. It influences who become clients of the system and to some degree how long they are retained. The code reflects the concerns of various groups of citizens within the state defining right and wrong as well as the penalties for doing wrong. It is expected to function to both deter and to socialize. However, it must generally be regarded as reasonable if it is to be enforced properly. If it is not in accord with the views of the citizens of the state, it will not be enforced. Criminal justice personnel may evade or ignore some of its provisions by exercising discretion not to arrest or charge, or by utilizing plea bargaining. This may occur when the provisions of the law go counter to a sense of justice or cause problems for a particular component of the system. Historically, mandatory sentences have evoked this kind of response.

There is reasonable likelihood that the use of discretion in the initial stages of the criminal justice process will result in inequitable enforcement of these statutes, and that their enforcement, if carried out, will operate directly against the rehabilitative goals central to the Iowa Correctional System.

The Commission suggests the Legislature reconsider the imposition of mandatory minimum sentences for felonies as currently

developed in Senate File 85, Acts of the 66th General Assembly, specifically: Ch. 3, Sec. 207 - Use of fire arm while participating in a forcible felony - 5 years; Ch. 4, Sec. 225 - Controlled Substance - 1/3 maximum sentence; Ch. 6, Sec. 604. Persons serving a sentence for conviction of a felony with a prior record of one or more forcible felonies or crimes of similar gravity--no parole until at least 1/2 of the maximum term of the sentence has been served.

Oversight

Iowa has a multi-faceted adult correction system which has the potential to develop the degree of integration and comprehensiveness necessary to serve effectively the needs of the state and of its offender population. Approximately 1,300 correctional employees currently supervise over 1,800 inmates as well as over 6,000 persons placed in non-institutional programs such as pre-trial release, probation and parole. These employees are charged with executing the correctional policies developed by the various branches of government.

The management problems of a multi-faceted state corrections system are complex. The system can and should operate as a continuum, with each part strengthening and complementing the others; however, the tendency in the public sector toward fragmentation is strong, with each component striving to perform its own function as it perceives that function. Little incentive exists for each component to achieve awareness of its role as part of a larger system. Overcoming this fragmentation requires a willingness to innovate in the areas of communication, coordination, and services delivery. Corrections systems are under continual critical scrutiny by the public and its representatives, giving sound cause to corrections officials to hold to the known, the traditional, and the "safe" in the exercise of their functions.

The situation just described demonstrates the importance of accurate and comprehensive management information and a true management evaluation system. In this country it is clear that the known, the traditional, and the "safe" have not sufficed

in adult corrections.¹³ This statement is not intended as an accusation of those who operate corrections systems. Rather, it is made in recognition that fault is too easily laid and blame is too easily assessed in such systems for innovation or positive dynamics to replace the operational status quo. Yet, if positive change is to be introduced in such a system, these tendencies must be overcome. Therein lies the value of continued and analytical evaluation of the adult corrections system.

Management information is essential to the coordinated operation of a corrections system. Offender profiles and needs, resource allocation, cost effectiveness, offender status, staff needs, facility needs, cost projections, and system planning are essential to permit high-quality evaluations which address decision-making needs on an on-going basis. Without such knowledge, each portion of the system will continue to work toward its own level of autonomous efficiency without review of its contribution to the whole. With such knowledge, and only with it, can the whole be expected to become a coordinated system.

In making either one-time or ongoing changes in the adult corrections process, evaluation of the system's functions becomes crucial. Adoption of the Advisory Commission's proposals, in whole or in part, by those who set the system's policies will mean nothing unless the proposals are implemented by those who are, in fact, the system. The title "blue ribbon committee" which was given to this Commission early by the corrections professionals and others is a label which has been appended to similar study groups appointed at other points of perceived crisis in correctional and other systems across this country. Such committees appear, recommend, and vanish; systems survive with minimal change. Regardless of the validity and viability of recommendations, the survival of those recommendations depends both upon those who comprise the system and upon the on-going oversight given to that system by those who declare, control, and utilize the system.

¹³Report of the National Advisory Commission on Criminal Justice Systems and Goals; c.f., Rehabilitation, Recidivism and Research, Martinson, Palmer, and Adams, N.C.C.D., 1976

Corrections is a field unique in government, serving and serviced directly by both the executive and judicial branches of government as it performs its role in the criminal justice system. It, particularly, is likely to benefit by continuous and meaningful legislative oversight. Knowledge of who are its charges and how they can best be brought to rejoin--or, indeed, to first join--our communities is a need of each of those branches. No less needed by the peoples' representatives is the knowledge that the system is operating in the direction and at the level expected by them. That knowledge, in the form of management information and evaluation, is needed continually.

The Commission sees no one branch of government as the logical, single overseer of the corrections system. A recognition of the value of overview and evaluation to all three branches prompts the recommendation that a tri-parties body be created and appointed in a manner similar to the Advisory Commission to perform the continuing oversight function for the adult corrections system. Such a body should be authorized and funded to perform on a continuing basis the kind of evaluative function mandated upon this temporary Commission.

It is important to state, albeit presumptively, that no member of the present Commission would accept appointment to the tri-parties body we propose. We so state in hope that the General Assembly and others will focus on the value inherent in such an independent oversight function, rather than view this recommendation as a self-serving effort to perpetuate a body which is, by statute, temporary. We would also suggest that the forced-draft nature of the present Commission's efforts should not be expected of or appropriate to such a continuing body; the time and opportunity to extend its efforts to valuable, productive and continuing system analysis is important to all whom the system serves.

The Advisory Commission also wishes to emphasize that such a tri-partite body is not intended to be the means of effectuating the Commission's and only the Commission's recommendations. Should the legislative and executive branches decide upon other

directions for the adult corrections system than those contained in this report, we would still remain convinced that independent oversight provides the opportunity to all branches of Iowa's government to balance intelligently and knowledgeably the pressures on Iowa's adult corrections system toward the achievement of that system's most difficult goals.

The Commission recommends that a permanent, tri-partite body exercise ongoing oversight of the Iowa corrections system. That body should have the capability to conduct continuous, independent evaluation on the basis of which regular reports can be submitted to all branches of the state government as well as to the operating corrections system.

The Correctional Master Plan. Much of the work of the Commission would ordinarily be performed in the context of a well-conceived correctional master plan. Originally, it was intended that a master plan be conducted and completed by the Iowa Crime Commission along a schedule somewhat parallel to that of the Commission. It appeared inappropriate to the Commission, the Crime Commission, and the Governor's Office for two separate efforts to be made during the same period. For that reason, a coordination of the two efforts was attempted.

The Iowa Crime Commission has assisted the Commission through the provision of some master plan funds for the collection of data which might serve the purposes of both studies. Further, the Crime Commission has been involved in the architectural inventory and assessment which was contracted by the Commission for the benefit of both bodies. However, except for the assistance given to the Commission, as well as some organizational planning, the primary work of the master plan has been delayed until the submission of this report by the Commission in order to avoid needless duplication.

With the completion and submission of this report, it is now possible to identify some important and unique contributions which may be made through the master plan.

1. Through its cooperation with the advisory commission, the correctional master plan project of the Iowa Crime

Commission has participated in and has access to a thorough description of the Iowa adult correctional system and a study of its architectural needs. Remaining funds in the master plan should not be depleted through further efforts in these two areas.

2. Master plan funds should be utilized to develop and implement long-range strategies rather than to meet short-term needs. The Commission recommends that the Iowa Crime Commission contract with independent, qualified persons or organizations to assist the correctional system in two areas: first, the development of procedures by which the distinct components of the corrections process might be operated as a unified continuum of services; and second, the development of an information system which is consistent with the requirements of the National Offender Based Correctional Information System (OBCIS).

Alternatives

Other states have answered the question of correction needs by massive building programs; such a solution is theoretically just as available to Iowa. An ideal corrections program could center at the institutional level on two well-located corrections centers, constructed to replace present maximum-, medium-, and minimum-security institutions. Each such center could house a range of offenders, who could be phased through security levels to ultimate placement in adequate community settings. Each could contain resource teams and facilities, educational and vocational programs, industries, and other treatment vehicles needed for its population.

The Commission accepts the value and efficiency of such a model in Iowa's broad corrections system. Fiscal responsibility and practical feasibility dictate against such a proposal, however, particularly when the system's needs can be met reasonably by revised use of certain of its present component parts. While the Commission has chosen a series of solutions it deems reasonable, certain others should be noted for consideration by the system's planners and operators. Those are:

1. *Move Rockwell City inmate population to the Girl's Training School at Mitchellville. Until final determination is made on the continued uses of the Toledo and Mitchellville facilities for juveniles, this solution is of questionable value.*

2. *Build a new maximum-security prison with less than 500-man capacity and close the present Men's Penitentiary.* This Commission has found no need for a new medium-security prison, in the light of the viability of present facilities. Data gathered by the Commission supports that provided by the Department of Social Services which indicates that the current men's penitentiary provides nearly double the maximum security capacity warranted for the offender population. However, if rehabilitation of the Penitentiary proves to be too expensive, its replacement by a new centrally-located, maximum-security institution should be considered.
3. *Make system evaluation a function of legislative oversight.* The "G.A.O." function now being considered by the General Assembly could conduct the evaluation and reporting function heretofore proposed for a tri-partite body. Such a location for that function could tend to house the particular evaluative needs of one branch of government rather than the needs of all three branches which the Commission has underscored in its recommendations. The sole value of such an alternative might be that the function would be performed for the corrections system in a manner similar to its performance for other departments.

Many alternatives were considered but not endorsed by the Commission. Some of the more obvious are to continue to operate the system components as they now exist, to construct a new medium-security prison, to move toward a form of determinate sentencing, to leave the correctional system within the Department of Social Services. The reasons against each are embodied elsewhere in the report and will not be repeated here.

END