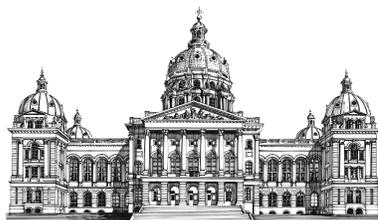


# Iowa Legislative Fiscal Bureau



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## Prison and Community-Based Corrections Construction

### ISSUE

Recent prison and community-based corrections construction, construction plans, and projected costs.

### AFFECTED AGENCIES

Department of Corrections and Community-Based Corrections District Departments

### CODE AUTHORITY

Chapters 904 and 905, Code of Iowa

### BACKGROUND

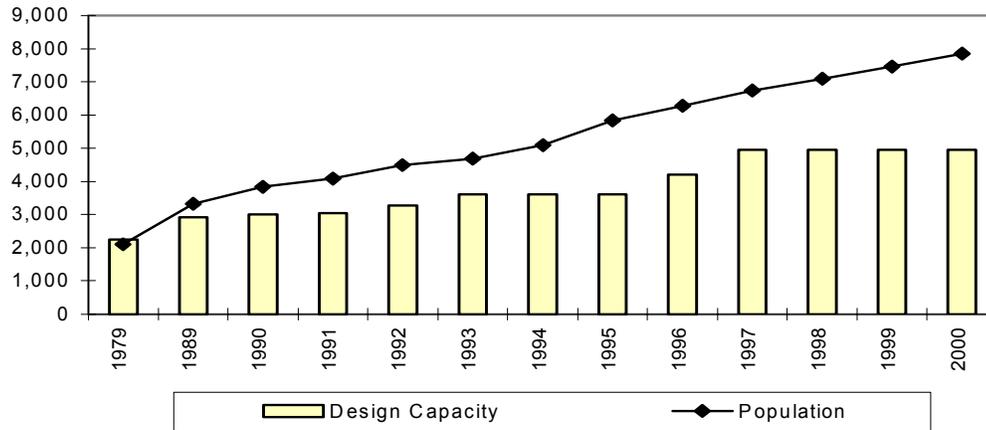
From FY 1980 through FY 1989, the Iowa correctional system added 680 (30.4%) prison beds and 207 (45.7%) community-based corrections residential facility beds. From FY 1990 through FY 1997, another 2,033 prison beds will be added for a 69.7% increase. Community-based correctional facilities will add at least 408 beds, a 61.8% increase, during the same period (see Attachments A and B).

### CURRENT SITUATION

#### Prison Overcrowding

Iowa ranked sixth nationally in prison population growth between 1988 and 1993, according to a Bureau of Justice Statistics Bulletin (June 1994). In 1993 Iowa ranked third nationally for prison overcrowding. The following chart shows the prison population and design capacity from July 1979 through July 2000. Adding the Clarinda and Newton prisons will reduce overcrowding, but the inmate population will grow to more than 150.0% of capacity by the end of FY 1999.

**Prison Design Capacity and Inmate Populations (July)**



**New Prison Construction**

During the 1994 Session, the General Assembly authorized construction of a 750-bed medium security prison on State-owned land at Clarinda to replace the current 152-bed facility. Existing physical plant and support service facilities will be refurbished and used for an estimated savings of \$4.0 million to \$5.0 million. The total construction costs are estimated at \$21.1 million.

The Clarinda prison is currently under construction and scheduled to open in January 1996. The prison will have 234 FTE positions and has a budget of \$8.9 million for salaries and \$3.9 million for support costs. Annual bond payments of \$1.9 million will be made from the Prison Infrastructure Fund.

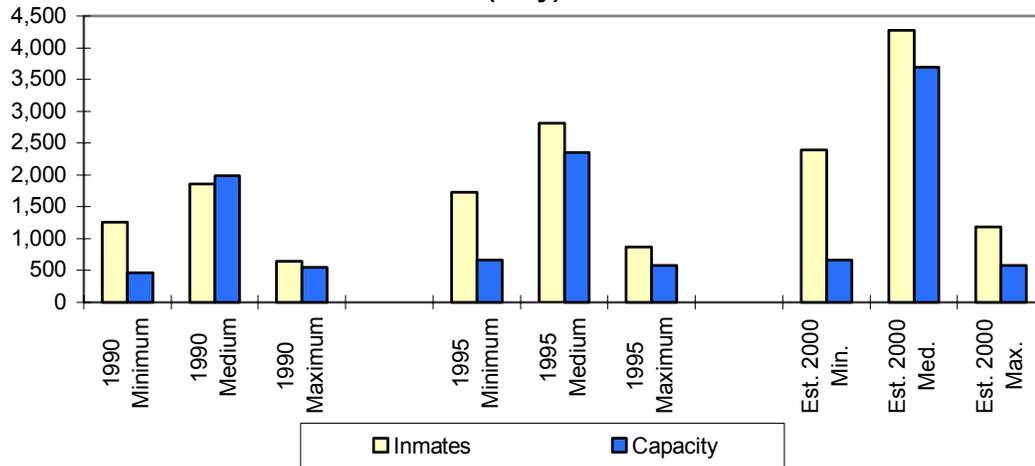
During the 1995 Session, the General Assembly authorized construction of a 750-bed medium security facility on State-owned land at Newton. Construction costs of \$34.5 million will be financed with Prison Infrastructure Revenue Bonds. Construction is scheduled to begin in early FY 1996 and take approximately two years. The new prison will save an estimated \$560,000 annually by sharing administrative and support staff with the existing Newton prison.

**Prison Security Levels**

Inmates are evaluated and assigned numeric custody scores based on their tendency toward violence, likelihood for escape, adjustment to prison life, and need for behavior control. In assigning inmates to minimum, medium, or maximum security facilities, other factors (such as, space availability, personal enemies, etc.) are considered in addition to the custody scores.

One sixth of the inmates receive maximum security custody scores. Over half the inmates score at the medium security level. One third of the inmates fall in the minimum security category. Over half of the minimum security inmates score at the top of the minimum security range. The Department of Corrections refers to these inmates as “high minimums” and often places them in medium security facilities. The following chart shows the inmate population and design capacity according to security level.

**Inmate Population and Design Capacity by Security Level (July)**



Note: Inmate security levels are based only on custody scores. The FY 2000 inmate populations were estimated using current growth rates for each security level.

The addition of the medium security prisons at Clarinda and Newton parallels the growth in the medium security inmates. In July 1995 there will be approximately 470 more medium security inmates than medium security beds. By July 2000 with the new prisons operating, there will be an estimated 580 more medium security inmates than medium security beds. There will be 1,700 more minimum security inmates than minimum security beds, and 600 more maximum security inmates than maximum security beds by July 2000.

**Department of Corrections Five-Year Plan for Prisons**

Each year the Department of Corrections updates its Five-Year Plan laying out the goals for the State’s correctional system. In addition to the Clarinda and Newton prisons, the Department’s March 1994 Plan included:

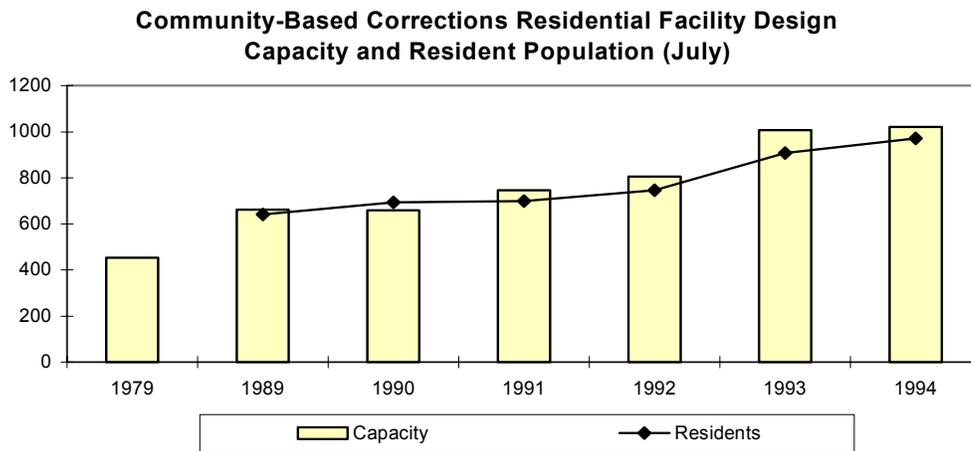
<u>Description</u>	<u>Beds</u>	<u>Cost</u>	<u>Staffing (FTEs)</u>
Medical unit for geriatric and infirm male and female inmates	50	\$ 9.9 million	32.00 to 36.00
Beds for female offenders at Mitchellville	50	\$ 3.0 million	15.00
Super Maximum Security for the most dangerous offenders not adequately controlled in regular maximum security settings	250	\$34.3 million	175.00

Senate File 459, passed during the 1995 Legislative Session, requires the Department to study and report in January 1996 to the General Assembly, the need and feasibility for a 50-bed infirmary and a super-maximum security prison.

**Community-Based Corrections Residential Facilities**

Residential facilities house offenders who do not function adequately under less restrictive probation and parole programs, and provide work release clients with a transition from prison to community life. A variety of treatment programs are offered and coordinated through the residential facilities.

The following chart shows the design capacity and number of facility residents. The number of residents is less than the number of beds primarily because of the lag between when a client leaves the facility for community supervision and when a new resident arrives.



Note: Information is not available prior to 1989.

House File 2350, passed during the 1994 Legislative Session, stated that it is the intent of the Legislature that community-based corrections residential facilities operate at 110.0% of capacity. In recent years, District Departments have increasingly used residential facilities for supervision and programming for clients living outside the facility. In meeting the Legislature’s intent, the Department of Corrections includes clients monitored through the facility. Throughout FY 1995, the Community-Based Corrections District Departments have operated at approximately 110.0% of capacity under the new definition.

In FY 1996 the District Departments will further expand the use of residential facilities by clients living off-site. The General Assembly appropriated \$100,000 each to the Second and Sixth District Departments for Day Programming pilot projects. Day Programming is an intermediate sanction and intervention that targets high risk offenders. The offender lives at home while maintaining daily contact with residential facility program staff. The Day Programming model includes street supervision, employment, electronic monitoring, community service work, life skills development, and substance abuse treatment.

**Department of Corrections Five-Year Plan for Community-Based Corrections**

The Department of Corrections’ plan uses a continuum of intermediate sanctions. The client is moved to a level of supervision at which he or she can function appropriately within the community. As the client successfully adjusts within the community, the supervision is lessened. When the client has problems, the supervision is intensified. Intermediate sanctions range from fines and community service at the least restrictive level, to regular probation and parole supervision, to intensive supervision (e.g., electronic monitoring), to short-term incarceration with shock probation and the Violator Programs for clients who otherwise would be sent to prison.

**ALTERNATIVES**

There are several alternatives:

- Build more prisons. Prison populations will again exceed 150.0% of design capacity by FY 2000. Each new prison comparable to the one at Newton will cost approximately \$35.0 million to build and approximately \$13.0 million annually to operate.
- Increase prison diversions. The Department of Corrections has implemented a number of programs in recent years to divert offenders from prison into community-based corrections. Further diversions will increase the demands on community-based corrections and will require more resources to be allocated to community programs.
- Increase prevention. Require identification of persons early in the development of criminal behaviors and then provide intervention programming. Intervention would most likely be done by schools, churches, and other community organizations.

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