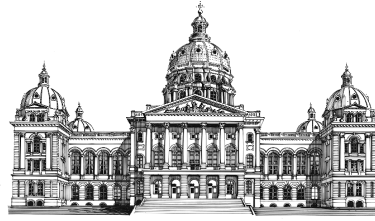

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State Capitol
Des Moines, IA 50319
September 23, 1998

Community-Based Corrections

ISSUE

This *Issue Review* provides a description of Community-Based Corrections (CBC) organization, programming, budget, and issues.

AFFECTED AGENCIES

Community-Based Corrections District Departments
Department of Corrections

CODE AUTHORITY

Chapter 905, Code of Iowa

BACKGROUND

Until the 1960's, parole and work release clients were the responsibility of the Office of the Chief Parole Officer within the Department of Human Services. Iowa did not have a unified system of supervising adult probation cases. Sometimes the judge would assign the adult probationer to the supervision of the Chief Parole Officer. This placed the probationer under the control of the Executive Branch. Other times, the probationer would be assigned to a local program or to the supervision of a private citizen. In the latter case, the probationer was under the jurisdiction of the sentencing court and remained under the control of the Judicial Branch.

Community-based corrections (CBC) is a criminal corrections option that provides an offender with sanctions, supervision, and treatment in a community setting instead of in prison. Community-based corrections began to develop in the 1960's. Through the late 1960s and early 1970s, federal grants were available to establish community corrections programs, and programs began to develop primarily in Iowa's urban areas. In 1974, the General Assembly passed legislation specifying the development of community-based corrections. Community-based corrections was to be locally administered within the eight Judicial Districts. Policy and program development was primarily locally controlled. State funding for the district departments was administered through the Bureau of Community Corrections, Department of Human Services. The present system was created during the 1983 Legislative Session, when the Department of Corrections was transferred from the Department of Human

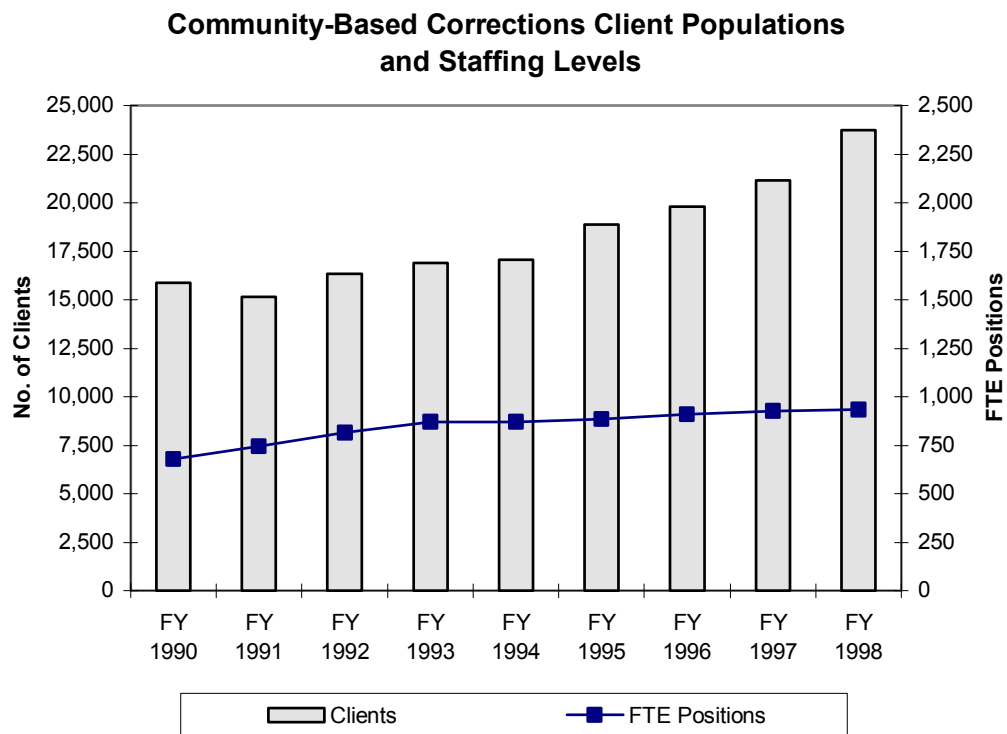
Services. In the same legislation, all non-institutional adult offender supervision (i.e., probation, parole, and work release) was assigned to the eight district departments. Community-based corrections was established statewide with programming monitored by the Department of Corrections.

The map in **Attachment I** shows the eight Community-Based Corrections Districts. A local board administers each district department. The Board hires the director and administrative and program staff to carry out the District Department's responsibilities. The Board sets policy, approve budget requests for submission to the Board of Corrections, and oversee program operations. In addition, each district has one or more citizen advisory boards. The Department of Corrections has regulatory responsibilities for community-based corrections programs, including statewide planning, budget oversight, establishment of program guidelines, and development of performance measures.

Attachment II compares Iowa with other states regarding community-based corrections. On January 1, 1997, Iowa had a total of 24,000 offenders under correctional supervision; 26.0% of Iowa's offenders are supervised within the State's prisons; and 74.0% are supervised by the Community-Based Corrections District Departments. Of the 43 states providing data, 22 states supervise a larger proportion of their offenders in the community than does Iowa. The proportions supervised in the community range from a high of 86.0% to a low of 27.9%.

CURRENT SITUATION

Staffing and Client Populations. The following table shows the Community-Based Corrections District Departments' staffing and client populations since FY 1990.



In FY 1998, the eight district departments utilized 255.4 FTE positions to supervise 24,000 probation, parole, and work release clients. Over the decade of the 1990's, the community-based corrections client population has grown by 8,000 (49.4%) clients. Over the same period, the staffing level increased by 255.4 (37.6%) FTE positions. The Department of Corrections provided information showing that 94.5% of the increase in staffing was for additions to special programs. The following table shows the distribution of the increased staffing.

Programs	Increase in FTE Positions	Percentage Increase
Specialized Programs		
Residential Facilities	146.0	57.2%
TASC	13.0	5.1%
Electronic Monitoring	1.5	0.6%
Intensive Supervision	20.0	7.8%
Violator Aftercare Program	20.0	7.8%
Drug Control/Substance Abuse	5.5	2.2%
Youthful Offender Program	11.5	4.5%
Batterers Education Program	3.3	1.3%
Work Crew	4.0	1.6%
Day Programming	13.5	5.3%
Sex Offender Treatment	0.0	0.0%
Intensive Pre-Trial Release	3.0	1.2%
Regular Probation / Parole and Other	14.1	5.5%
Total	255.4	100.0%

Programs. Community-Based Corrections Programs utilize several tools to change offenders' behavior. Moving the individual from a criminal life style usually requires more than one tool or program, so the client receives a variety of services. The Department of Corrections has stated that the "community corrections intervention literature states that 'criminal sanction without the delivery of correctional services does not work. What does work is the delivery of appropriate correctional services.'" Effective intervention involves:

- Intensive services for high risk clients that utilize a behavioral approach.
- Targeting criminal attitudes, beliefs, and values that support criminal behavior for change.
- Matching program interventions to the offender's needs. Treatment must be individualized rather than using a standardized, one-size-fits all approach.
- Enforcing program and behavioral requirements in a firm and fair manner.
- Utilizing positive role models.
- Providing relapse prevention programming to help clients resist reverting to criminal ways of thinking and behaving.

Probation and parole are alternatives to incarceration. The programs are very similar, and in many instances the same officer handles both probation and parole cases. Probation allows convicted misdemeanants and felons to remain in the community under supervision. Parole releases offenders from prison prior to the expiration of their sentences for supervision in the community. Offenders undergo classification assessment, case planning, and referral to local treatment agencies. The probation/parole officers maintain contact with their clients and monitor progress.

The **Treatment Alternatives to Street Crime (TASC) Program** provides coordination between the criminal justice system and the substance abuse treatment system. The purpose of the program is to insure communication between the Community-Based Corrections (CBC) supervisors and local substance abuse treatment professionals and to facilitate the CBC client's participation in treatment. Supervision and intermediate sanctions are intended to assist in the client's use of recovery-oriented behaviors. Frequent urinalysis and breath testing is used to test for drug and alcohol use.

Residential supervision provides a highly structured environment in which the client lives in a CBC facility. Supervision is provided for work release from prison, operating while intoxicated (OWI) offenders, probationers, parolees, federal clients, and direct sentence clients. Specialized programming addresses substance abuse, educational, employment, family, and other problems. Statewide, there are 21 residential facilities with 1,068 beds.

Intensive Supervision is designed to monitor high-risk probation and parole offenders at a level six times greater than regular supervision. The probation/parole officer visits, telephones, and otherwise checks on the client frequently and at all hours. It is a phased system in which the frequency and restrictiveness of the monitoring is reduced as the client succeeds.

Electronic monitoring is used in conjunction with other programs, particularly the Intensive Supervision Program. The client wears an electronic bracelet, and a specially equipped telephone is installed in the client's home that alerts the probation/parole officer when the client leaves the monitored area. The telephone also contains a breathalyzer to test for alcohol use. The probation/parole officer can use a hand-held monitor that allows him to drive by the client's work place, school, or treatment facility, and detect the bracelet to assure the client is at the assigned location.

Day Programming is more intensive, treatment-oriented than regular probation and structures most of the client activities throughout the day. The client receives a comprehensive assessment. An individualized treatment plan is developed to address the offender's criminal attitudes, values, and beliefs, educational deficiencies, employment problems, substance abuse, and other factors inhibiting the client from functioning in a prosocial, law-abiding manner. The client's progress is carefully monitored throughout the treatment process. The specific treatment programs are offered through CBC residential facilities and offices, community schools, and local treatment facilities, such as hospitals, clinics, and outreach centers. The areas addressed by treatment include: life management skills, time management, cognitive skills, conflict resolution, anger management, financial management, family dynamics, victim impact, parenting, relationships, education, and community involvement.

Drug Court is a pilot program in Polk County for nonviolent felons and misdemeanants who are on probation and have been arrested on new charges or have reported violations. The program systematically blends punishment, treatment, and rehabilitation under the authority of the Court. The client participates in a year-long program in which they vow to find jobs and stay sober. They begin the program with up to 30 days of inpatient treatment, followed by a stay in a halfway house.

Clients have a 10:00 p.m. curfew, have two drug tests per week, and wear an electronic monitoring device. The Court monitors progress through non-adversarial periodic reviews in the courtroom. The judge hears reports from the probation supervisors, treatment staff, attorneys, and the client. Clients who are successful receive praise and recognition for progress. They also receive incentives of reduced probation length and elimination of fines and tickets. Those who fail to change and continue to violate probation rules can be sent to jail for brief stays and placed in weekend work programs.

The **Youthful Offender Program** targets young offenders age 16 to 21 who have been charged with their first aggravated misdemeanor or felony in adult court. The program uses a variety of community resources to provide a holistic approach to rehabilitation. It is designed to direct the young offender out of the criminal justice system through intervention. The program utilizes substance abuse evaluation and treatment, education (both academic and nonacademic life skills training), victim-offender mediation, community service, mentoring, employment programs, gang awareness education, and case management supervision.

The Domestic Abuse Batterer's Program uses group counseling and education for men and individual programming for women who have a pattern of abuse of others, particularly family members. The counseling includes anger management, understanding the victim's perspective, cognitive reorientation, and techniques for controlling abusive reactions.

The Sex Offender Program provides treatment to offenders who commit sex crimes. The treatment involves group counseling and education, techniques for behavior control and avoidance of sexually charged situations, cognitive reorientation, monitoring, and supervision.

The Community Work Crew Program operates in the Fourth, Fifth and Eighth CBC Districts and also in cooperation with the Mitchellville women's prison and the Newton Correctional Release Center for men. The work crews consist of a crew leader and five to six inmates who work four 10-hour days per week. The Program has a restorative justice philosophy in which the offender provides service to the community, while at the same time develops appropriate work attitudes and experience. The projects benefit local governments and nonprofit organizations. Examples of work projects include clearing brush, renovating parks, cleaning and repairing high school athletic fields, and repair of churches and community buildings.

The Violator Program is an option for offenders who are failing on probation, parole, or work release. It is an intensive 60-day substance abuse/cognitive program with community after care. This highly structured program is operated at the Newton Correctional Release Center for men and at the Mitchellville prison for women. The participants for all practical purposes are in prison except that upon successful completion of the 60 days they return to street supervision. The cognitive programming addresses attitudes toward crime, drugs, the judicial system, police, criminal rationalizations, powerlessness or the lack of control over one's own destiny, victim awareness and empathy, external influences on decision-making, normlessness or the perception that breaking rules is a viable means to success, peer influence, positive labeling, problem solving, and self control.

Low Risk Probation is a fast track system that removes the majority of low risk offenders from mainstream probation workloads and assigns them to "banked" caseloads. It is a means of diverting offenders with a low risk of repeating crime to the least restrictive sanction available. The

program uses group sign-ups, accountability monitoring to verify probation requirements are met, group reporting, and shortened terms of active supervision.

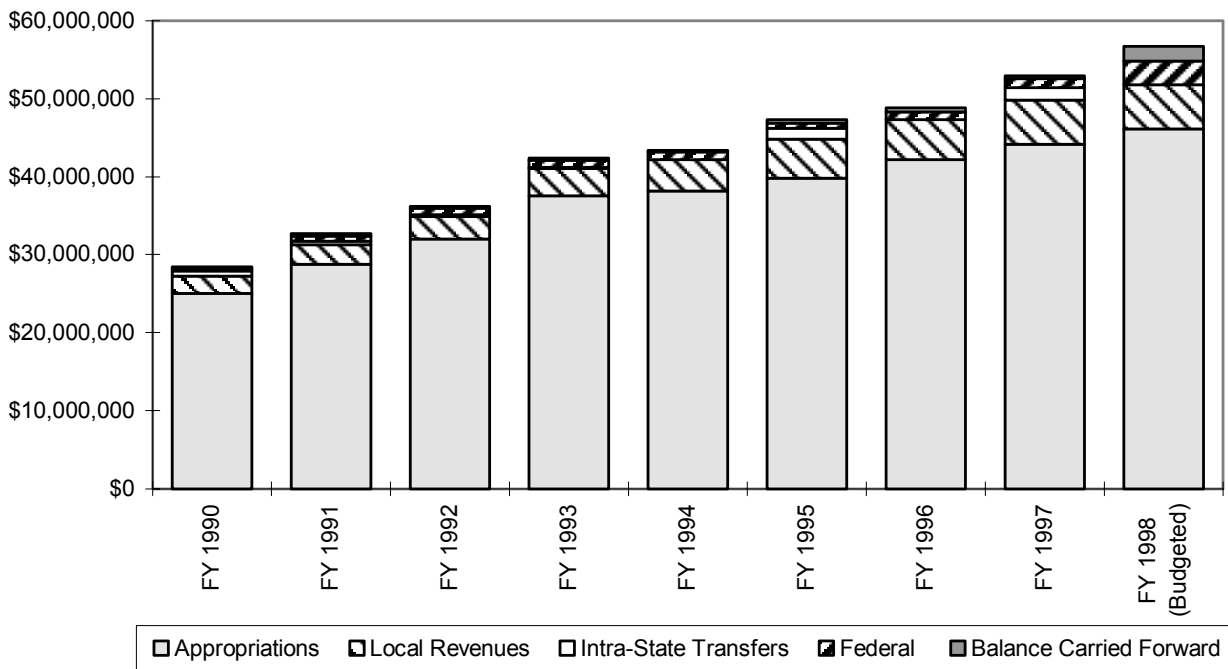
Community Service Sentencing is an alternative to incarceration or a fine in which the selected offender performs some type of community service. The offender agrees to give a specified number of hours of service to a local nonprofit organization. The length of services varies by case. The type of services takes into account the individual’s offense and his skills. Work is often performed for counseling centers, hospitals, local parks, and organizations serving the handicapped. If the offender fails to perform the agreed to service, then the original fine or jail sentence may be imposed.

Other Services. In addition to the above probation and parole programs, the CBC District Departments perform pre-sentence investigations to aid the courts in determining appropriate sentences and sentencing alternatives. The District Departments also provide pre-trial services as an alternative to the traditional bail bond system. The client is released from jail pending trial under the supervision of the CBC District Department to monitor his/her whereabouts and activities and to assure that court appearances and obligations are met.

BUDGET IMPACT

The Community-Based Corrections District Departments are funded from several sources. In FY 1998, the District Departments had a budget of \$56.7 million. Of this amount, 81.4% of the District Departments’ funding came from General Fund appropriations; 9.9% was from local revenue sources (i.e., program fees, Pay-for-Stay enrollment fees, etc.), 5.4% was from federal sources; and 3.3% was carried forward balances. The following table shows District Departments’ revenues since FY 1990.

Community-Based Corrections Revenues



Between FY 1990 and FY 1998, total revenues increased by 99.5%, and General Fund appropriations increased by 84.2%. During this same period, the client population grew by 50.5%, and staffing grew by 42.3%.

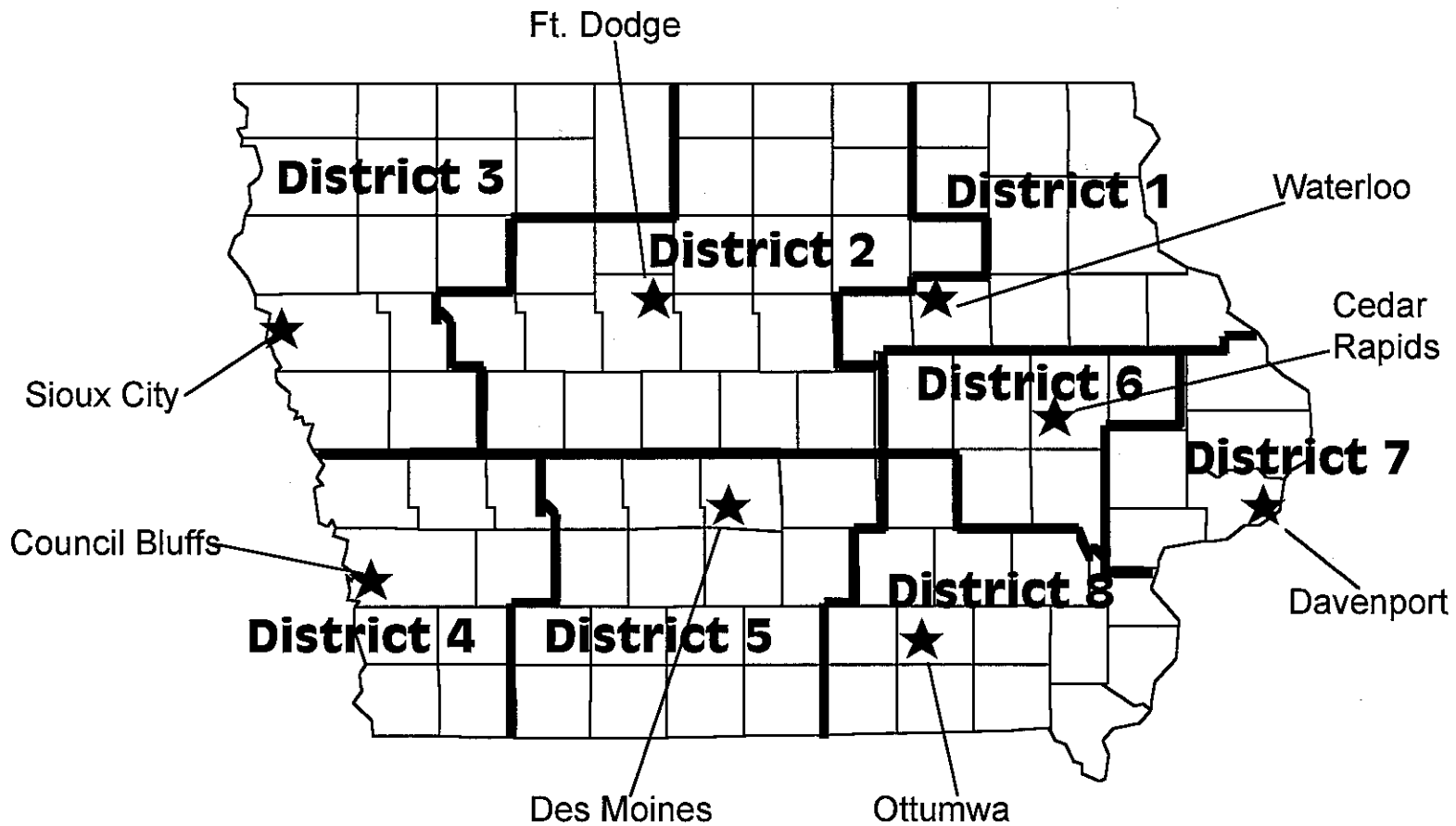
The FY 1998 financial reports have not yet been finalized, but the costs of selected programs have been tracked historically for performance oversight. For FY 1997, the reported program costs are as follows:

<u>Program</u>	<u>Average Daily Cost</u>	<u>Average Annual Cost</u>
Probation/Parole	\$ 1.47	\$ 537
Residential	55.32	20,192
Intensive	8.40	3,066
Electronic	6.14	2,241
Release With	2.82	1,029
	<u>Average Cost</u>	
Pretrial Interview	\$ 57.08	
Presentence	229.00	

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Community-Based Corrections

Community-Based Corrections Districts



★ Location of District Office

LFB: CBC Districts - September 1998

ATTACHMENT I

NATIONAL COMPARATIVE DATA: COMMUNITY-BASED CORRECTIONS

State	Jan 1, 1997 - Inmate Population	Percentage Supervised in Prison	Jan 1, 1997 - Probation - Active Supervision	Jan 1, 1997 - Parole - Active Supervision	Percentage Supervised in the Community	Rank by Percentage Supervised in the Community	Average Regular Probation Caseload - 1996	Average Regular Parole Caseload - 1996	Avg. Reg. Probation & Parole Caseload - 1996
Alabama	19,290	47.9%	17,892	3,123	52.1%	42			165
Alaska	2,973		NA	NA					59
Arizona	22,377	32.5%	42,210	4,289	67.5%	33	60	49	
Arkansas	9,435	24.4%	24,033	5,143	75.6%	18	173	65	
California			350,000	100,935			900	88	
Colorado	9,068	22.7%	28,592	2,311	77.3%	15	213	60	
Connecticut	14,996	21.2%	54,507	1,145	78.8%	13		50	
Delaware	5,093		NA	NA					113
Florida	63,763	31.6%	130,062	8,240	68.4%	31	76		
Georgia	35,139	18.7%	131,535	21,146	81.3%	8	218	60	
Hawaii	3,309	32.6%	5,369	1,464	67.4%	34	190	80	
Idaho	3,262	33.1%	5,866	714	66.9%	35			72
Illinois	38,852	25.5%	83,278	30,336	74.5%	22	125		
Indiana	15,766	14.5%	89,458	3,575	85.5%	4		67	
IOWA	6,349	26.0%	15,904	2,131	74.0%	23			100
Kansas	7,677	25.0%	18,548	4,494	75.0%	20	71	63	
Kentucky	9,040	35.7%	11,689	4,621	64.3%	37			87
Louisiana	16,946	25.1%	31,434	19,267	74.9%	21			95
Maine	1,436	15.6%	7,696	57	84.4%	5			152
Maryland	21,453	31.5%	36,238	10,469	68.5%	30			98
Massachusetts	9,894	16.8%	44,858	4,180	83.2%	6		60	
Michigan	40,182	40.0%	47,620	12,713	60.0%	40	88	95	
Minnesota	4,840	32.2%	9,741	444	67.8%	32			89
Mississippi	10,024	45.2%	10,387	1,767	54.8%	41			118
Missouri	20,752	29.5%	39,876	9,616	70.5%	27			66
Montana	1,643	23.5%	4,473	881	76.5%	17			118
Nebraska	3,188	17.3%	14,503	717	82.7%	7	85	40	
Nevada	7,908	37.9%	9,760	3,216	62.1%	38			75
New Hampshire	2,058	27.3%	4,414	1,066	72.7%	25			80
New Jersey	20,599	13.9%	109,028	19,059	86.1%	2	152	86	
New Mexico	3,967	30.0%	7,836	1,426	70.0%	28	71	71	
New York	69,709	23.1%	185,140	46,411	76.9%	16		100	
North Carolina	28,755	19.7%	105,527	11,540	80.3%	10			90
North Dakota	762	22.2%	2,570	103	77.8%	14			97
Ohio	45,962	72.1%	11,727	6,101	27.9%	43			53

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Oklahoma	15,130		NA	NA					80
Oregon	7,285	19.8%	19,207	10,281	80.2%	11			100
Pennsylvania	33,661		NA	NA					72
Rhode Island	3,197	14.3%	18,161	960	85.7%	3	302	95	
South Carolina	19,860	34.9%	32,590	4,408	65.1%	36			97
South Dakota	1,962	30.7%	3,696	725	69.3%	29		31	
Tennessee	13,571	28.5%	25,145	8,934	71.5%	26	85	54	
Texas	132,394	20.6%	429,711	79,944	79.4%	12		80	
Utah	4,133	24.5%	9,665	3,091	75.5%	19			
Vermont	1,125	11.4%	8,144	635	88.6%	1	137	10	
Virginia	24,472	38.2%	29,620	9,918	61.8%	39			76
Washington	12,576		NA	NA					98
West Virginia	2,412		NA	831				30	
Wisconsin	12,450	19.2%	44,964	7,499	80.8%	9			72
Wyoming	1,327	26.1%	3,341	414	73.9%	24			69
Total / Average	862,022	25.7%	2,316,015	470,340	74.3%		180	27	91

Sources: The Corrections Yearbook (1997), Criminal Justice Institute, Inc., and Census Bureau (1996)

Note: States missing data for either prison or community supervision were not included in the calculation of the percentage totals.