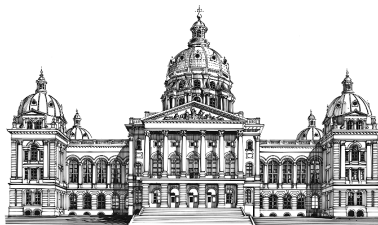

Iowa Legislative Fiscal Bureau

Dennis Prouty
(515) 281-5279
FAX 281-8451



State Capitol
Des Moines, IA 50319
January 18, 2000

Department of Corrections Program Backlogs and Waiting Lists

ISSUE

This *Issue Review* is an examination of the extent that inmates are backlogged for various programs within the prison system and Community-Based Corrections residential facilities.

AFFECTED AGENCIES

Department of Corrections (DOC)
Board of Parole

CODE AUTHORITY

Chapters 904 and 904A, Code of Iowa

BACKGROUND

The length of the waiting lists for various correctional programs has been a concern to the Legislature for the past several years. The Justice System Appropriations Act has contained intent language in recent years requiring the Department of Corrections (DOC) to give priority for admission to programs to those inmates approaching parole.

The DOC and the Parole Board were asked to collect data on the various corrections programs to determine the size and effects of waiting lists on the programs. The DOC indicated the data was not readily available and much of it was tabulated manually. Data is missing in a number of cases because the prisons do not track data on the programs separately. The length of time spent on the waiting list was not available for all programs and was often estimated for others. None of the institutions had performance measures for their programs.

As with the Department of Corrections, the Parole Board did not have data readily available in computer readable form regarding program backlogs. To provide an estimate, the Board collected information from annual reviews conducted during one week in October. Out of 103 reviews, two inmates had paroles delayed due to a lack of treatment. The Board estimated the paroles would be delayed by six months to complete treatment. The Board attributed the low number to the Department of Corrections taking steps to start treatment sooner and to allowing inmates to continue treatment while on work release or parole in the Community-Based Corrections setting.

The waiting lists for offenders who were waiting for a bed in a Community-Based Corrections (CBC) residential facility were examined. The CBC District Departments are in the process of reallocating space which will add 300 beds to the system during FY 2000. In addition, the First CBC District is constructing a 30-bed addition to the Dubuque residential facility, and the Fourth CBC District is building a new 50-bed facility.

CURRENT SITUATION

According to the data provided by the Department of Corrections, there are approximately 2,400 inmates on waiting lists. Some of the inmates may be on more than one waiting list, so less than one third of the inmate population is on a waiting list for treatment. The following table provides a count of the programs and the sizes of waiting lists.

Prison Programs Waiting Lists					
<u>Institution</u>	<u>Number of Programs With Data</u>	<u>Reported No. on Waiting List</u>	<u>Waiting Lists Greater Than Annual Admiss.</u>	<u>Waiting Lists Greater Than 50% of Admiss.</u>	<u>Programs Missing Data</u>
Ft. Madison	1	31	0	0	11
Anamosa	11	1,130	8	1	3
Oakdale	2	30	0	0	2
Newton	14	416	3	3	3
Mt. Pleasant	4	91	0	0	1
Rockwell City	6	120	1	0	1
Clarinda	4	125	0	0	2
Mitchellville	5	139	0	1 *	9
Ft. Dodge	4	270	1	1	1
Total	51	2,352	13	6	33

* Estimated

Note: Comparing the number on the waiting list with the number admitted to the program (completions plus noncompletions) is a rough indicator of the size of the problem. The third and fourth data columns provides a count of the number of programs with waiting lists greater than the annual admissions and waiting lists greater than half the annual admissions, respectively.

Of the 51 programs with sufficient data for analysis, 13 programs have waiting lists that exceed the program's annual admissions. Eight of these programs are located at the Anamosa institution and involve most of the basic treatment programs. The programs with the largest waiting lists are Criminality and Self-Change (300 inmates), Anger Group (250 inmates) and Substance Abuse Groups (200 inmates). The waiting lists for the Newton facility followed a similar pattern, although the lists tended to be smaller relative to the annual admissions to the programs. The information does not suggest that a specific treatment area is generating disproportionate waiting lists. It does suggest that treatment programming at Anamosa and Newton may warrant further examination.

Community-Based Corrections residential facilities also have waiting lists. The following table examines historical information for the number of offenders who, during one week in the middle of November, were waiting for a residential facility bed.

Community-Based Corrections Waiting Lists Counts (November)					
	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1999</u>
Work Release	134	86	124	228	187
OWI	68	91	69	194	161
Probation	232	232	296	377	389
Parole	22	10	2	4	3
Federal	14	15	15	15	18
Other	90	41	32	64	81
Scheduled	<u>0</u>	<u>8</u>	<u>72</u>	<u>66</u>	<u>58</u>
Total	<u><u>560</u></u>	<u><u>483</u></u>	<u><u>610</u></u>	<u><u>948</u></u>	<u><u>897</u></u>
Beds Needed to Eliminate Waiting List	187	161	203	316	299
Facility Capacity	<u>1,030</u>	<u>1,068</u>	<u>1,068</u>	<u>1,068</u>	<u>1,152</u>
Total Demand	<u><u>1,217</u></u>	<u><u>1,229</u></u>	<u><u>1,271</u></u>	<u><u>1,384</u></u>	<u><u>1,451</u></u>
Note: The above estimate assumes the average length of stay in a residential facility is four months in calculating the beds needed to eliminate the waiting list. The total demand is the sum of the facility capacity and the beds equivalent.					

The offenders waiting for work release and Operating While Intoxicated (OWI) beds are primarily in prison. The probation waiting list consists mostly of offenders who have received a direct court commitment to a residential facility or who have violated conditions of their supervision and are being moved up the continuum of sanctions. The parole waiting list contains parolees who need a higher level of supervision. Federal offenders are those for whom the CBC District has contracted with federal authorities to provide supervision; these offenders generate local income for the CBCs. Others come primarily from the First CBC District under an agreement with Black Hawk County to accept certain offenders from the jail population. Scheduled offenders have been assigned a bed and are waiting until the present occupant is moved out of the facility.

BUDGET IMPACT

Given the response from the Parole Board, approximately 2.0% of the inmates reviewed will experience parole delays due to program waiting lists. Based on the number of 1999 case reviews, approximately 163 individuals annually would experience delayed release dates. If these individuals remain in prison for six additional months, the annual cost of the delay would be approximately \$357,000.

As of November 1999, the CBC residential facility waiting lists would fill 299 beds. The Department of Corrections and the CBC District Departments are currently in the process of reallocating bed space and adding 300 beds to the system. Almost one-third of the reallocated beds were operational in November 1999. Another 80 beds are under construction in the First and Fourth CBC Districts. By FY 2002, the CBC Districts will have 1,448 beds available. The demand for residential facility beds has been growing by 4.8% annually over the last five years. By FY 2002, the demand for residential facility beds will reach 1,671 and the CBC residential facility system will need an additional 223 beds to meet the demand. The average construction costs for the most recent beds is approximately \$35,000 per bed. Adding 223 beds would cost \$7.8 million for construction. The annual operating costs would be approximately \$4.5 million.

The Governor's FY 2001 budget recommendation includes the addition of 50 residential facility beds through a lease purchase funded from the Rebuild Iowa Infrastructure Fund, and \$610,000 and 6.9 FTE positions from the Tobacco Fund for three months operations. A location has not yet been determined.

STAFF CONTACT: Dwayne Ferguson (Ext. 16561)