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Human Services
Study. Report on
Adult Corrections

Johnson County Regional Planning Commission, Iowa City, IA

Prepared for

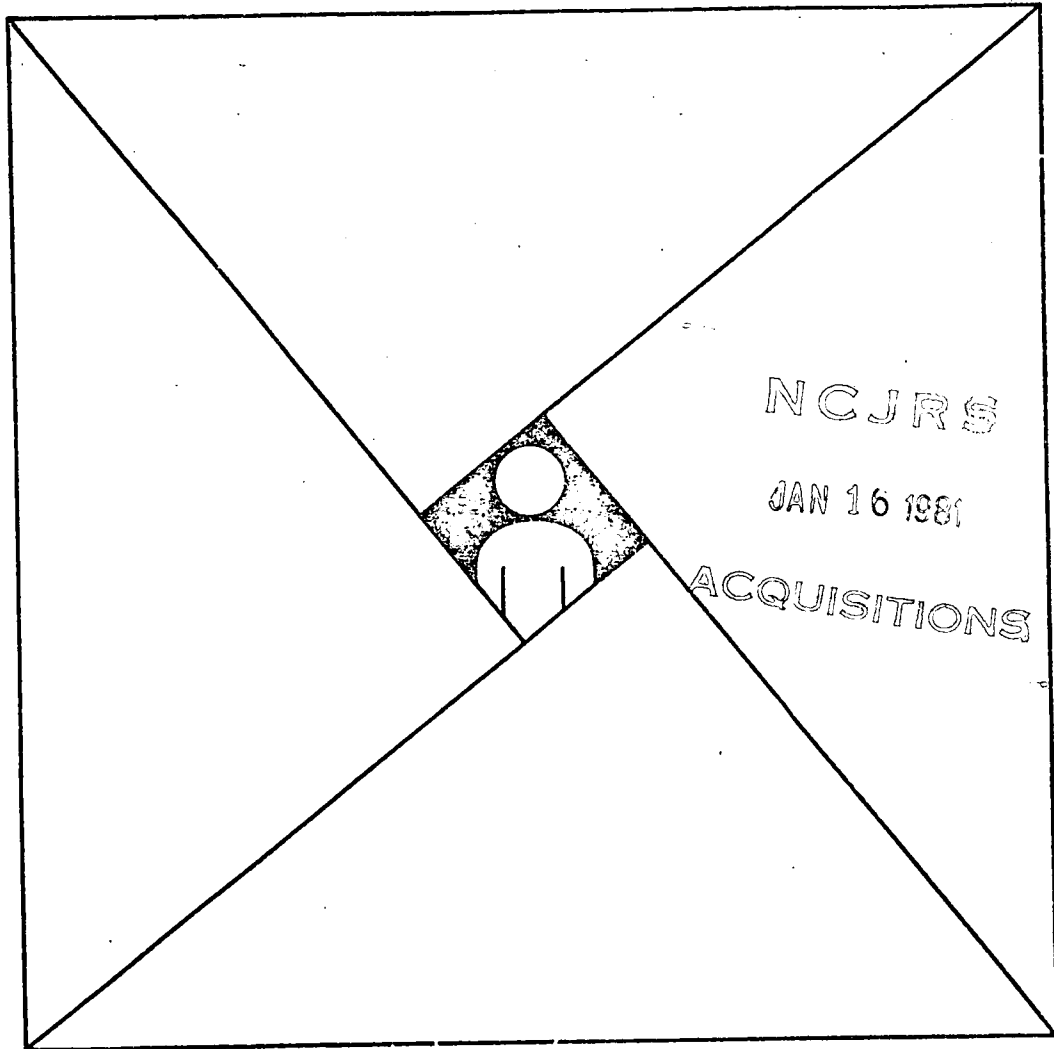
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This is the seventh in a series of human services studies prepared by Johnson County Regional Planning Commission Iowa City, Ia.

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HUMAN SERVICES STUDY

Report on
ADULT CORRECTIONS

November, 1977

Justice Sub-committee Members:

Rex Honey - Chairman
Doris Bridgeman
Mary Boland
Mardi Cooper
Roger Darnell
Carol Spaziani

Staff:

Connie Echternach
Mary McCue
Naomi Miller

Prepared by the
Johnson County Regional Planning Commission
22½ South Dubuque Street
Iowa City, Iowa 52240

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JOHNSON COUNTY REGIONAL PLANNING COMMISSION

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Emil L. Brandt - Executive Director

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ACKNOWLEDGEMENTS

The preparation of this report would not have been possible without the involvement and support of the subcommittee members. Their contributions of talent and energy was invaluable to the success of the project.

Appreciation is also due to the human service agencies in Johnson County who cooperated fully with the project and supported us in our planning effort.

Finally, our thanks to the Regional Planning staff for exerting the extra effort necessary to complete the project on time.

Staff Participants

Emil Brandt	Executive Director
Constance Echternach	Project Director
Pamela Ramser	Planning Assistant
Lawrence Allen	Social Work Practicum Student
Mary McCue	Research Assistant
Naomi Miller	Urban Regional Planning Practicum Student
Donald Mulholland	Research Assistant
Frances Blommers	Secretary
Dianne Bunte	Secretary
Judith Waterman	Graphics

This study was prepared by the Johnson County Regional Planning Commission for the City of Iowa City's Comprehensive Planning Program. It was funded in part through a contract with Iowa City from the City's Community Block Grant allocation.

PREFACE

METHODOLOGY

I. BACKGROUND OF THE STUDY

The Johnson County Regional Planning Commission, at the request of Iowa City, as well as other interested groups in the area, has undertaken a county-wide human services planning program. The program will provide input into the Iowa City Comprehensive Plan in the human service area and will provide guidance to other policy-making groups in the community on future directions of social services. Up to 75 percent of the financial support for the planning effort comes from Iowa City Community Development funds via a specific contract with the City of Iowa City. The balance of the funding is being provided by the Regional Planning Commission.

A Steering Committee was appointed by the Commission in early September, 1976 to develop a preliminary work program and to determine priorities for program directions. The committee met on a weekly basis into December when it submitted recommendations to the Commission. Steering Committee members were: Carol Spaziani, representing citizens; Florence Stockman, representing Johnson County; Neal Berlin, Dennis Kraft and Linda Schreiber, representing Iowa City Administration; Doris Bridgeman, appointed by Iowa City; Faith Knowler, representing United Way of Johnson County; Emil Brandt and Isabel Turner, representing Johnson County Regional Planning Commission.

Staff assistance was provided by Emil Brandt, Regional Planning Commission Executive Director, and Mary McCue, Research Assistant. After the work program was adopted in January, Constance Echternach was hired as the Human Services Project Director and Pamela Ramser as Assistant Planner. Several others have been involved on a part-time basis. They were: Lawrence Allen, Jillene Ferguson, Naomi Miller, and Donald Mulholland.

At the recommendation of the Steering Committee, a Human Services Committee of the Regional Planning Commission was created to provide overall policy advice for the study. This committee, composed of approximately 30 members, includes 1) representatives of local funding bodies, (i.e., Iowa City, Johnson County, and the United Way); 2) human service board members; 3) staff from public and private human service agencies; 4) consumers of services and informed citizens; and 5) representatives of the University of Iowa.

The goal and objectives of the human service planning program, as recommended by the Steering Committee and adopted by the Regional Planning Commission, are:

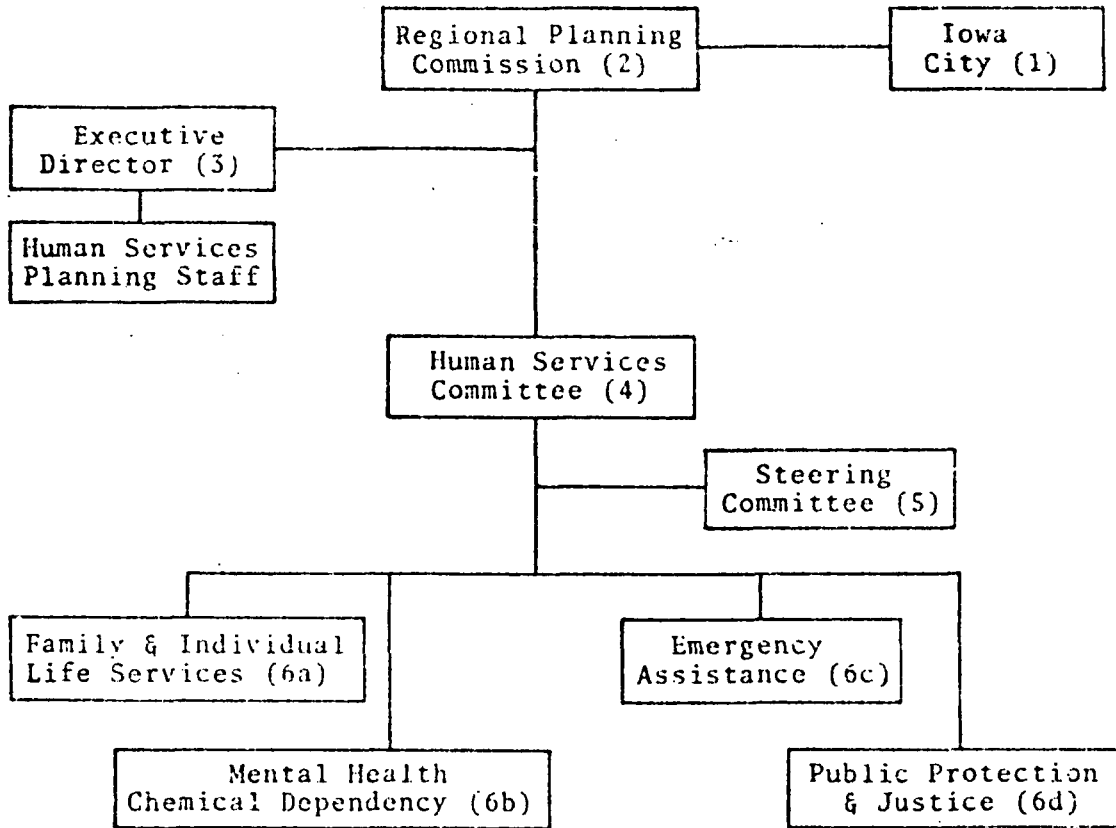
Goal: To make the planning and implementation of human services in Johnson County as efficient and effective as possible by providing policy makers with the information necessary to make sound decisions about needs and resources for programs such as health, recreation, social services, economic opportunity, education/information and transportation.

Objectives:

1. To supply data about existing programs and agencies.
 - a. To provide for meaningful organization of existing data.
 - b. To gather new data as needed to supplement or to fill gaps in existing data.
2. To identify the human needs of the residents of Johnson County and to determine the extent to which these needs are being met.
3. To analyze and correlate the information on human needs in order to make it useful for decision makers in formulating programs and allocating resources.
4. To establish a mechanism for ongoing planning and coordination of human services, to include a way for keeping information on services and needs current and available.

Because the areas of human service are so broad, priorities needed to be set. The Steering Committee used the following criteria in selecting the priority areas for the first year of the program: 1) the program would have some degree of local funding (i.e., from Iowa City, Johnson County, or United Way), thus assuring some local program leverage; 2) there was a feeling on the part of the Steering Committee that substantial unmet needs and other related concerns existed in the program area; and 3) the study of the service systems could be accomplished within the time frame of the project. The Steering Committee which organized the planning effort was disbanded after formation of the Human Services Committee. The members of the newly formed Human Services Committee were each assigned to one of the four sub-committees established to deal with the four major areas under study. Following is an organizational chart outlining responsibilities and relationships.

ORGANIZATIONAL CHART



1) Iowa City:

Contracts with the Regional Planning Commission for Human Service Planning. They receive reports, conclusions and recommendations and can act or not act upon them.

2) Johnson County Regional Planning Commission:

Is responsible for fulfillment of the terms of the contract. It has over-all responsibility for the results of the study and recommendations made by it. RPC delegates responsibility for carrying out the plan to the Human Service staff and committee.

3) Human Services Planning Staff:

Guides and directs the study, prepares materials for committees, conducts research and data analysis, prepares reports, arranges meetings and carries out reporting requirements.

4) Human Services Committee:

Has overall responsibility for guiding the study, approving actions and recommendations made by the sub-committees and the assimilation of data into a unified plan. The Human Services Committee delegates responsibility for plan development in specific service areas to sub-committees.

5) Steering Committee:

Coordinates the work of the sub-committees, consolidates sub-committee reports, recommends joint efforts between sub-committees when appropriate, and has primary responsibility for A-95 review.

6) Human Service Sub-Committees:

Prepares work plans for service areas, provides information on data that is available, data that is needed, and appropriate ways of collecting data; identifying existing resources, providing information on how the service delivery system works, and identifies knowledgeable people to be brought into the study. They recommend how data should be organized and prepare conclusions and recommendations for service areas.

6a) Family and Individual Life Services:

Includes such programs as child care, in-home support services, adult day care, rehabilitation, home management/functional education, family planning, and alternative living arrangements.

6b) Mental Health/Chemical Dependency:

Includes mental health, substance abuse and family, individual, and group counseling programs.

6c) Emergency Assistance:

Includes short term assistance with food, shelter, transportation, medical care and jobs for transients and permanent residents in crisis situations.

6d) Public Protection and Justice:

Includes juvenile justice services, adult community-based corrections, and protection of the elderly from abuse, neglect, and exploitation.

NOTE: The Steering Committee dealt with in this chart is composed of the Chairperson of the four sub-committees and should not be confused with the Steering Committee used to develop the Human Services Project initially.

II. DATA COLLECTION

Data on human services and unmet needs was collected from a wide variety of sources using several different methods. Sources of information included: agencies; churches; private practitioners in social work, psychology and psychiatry; schools; youth; attorneys; support/advocacy groups; citizens; previously conducted studies; and census data. The methods used to collect the data were written questionnaires, personal interviews and group meetings.

Data Collected Through Agencies

A list of agencies providing services in each of the four major areas was obtained from the Johnson County Services Index. A total of 96 agencies were surveyed through this method. Completed Agency Service Inventories were returned by 67 agencies. Seventeen agencies responded in the form of a letter or were personally interviewed. Three agencies were no longer in existence at the time of the survey. In the remaining nine cases, agency organization representatives either could not be located for information or it was determined that their information was not critical to the study of the four major service areas.

The questionnaire was composed of two parts: Part I requested general information about the agency, and Part II requested specific information on each major program offered by the agency. As the questionnaires were returned, they were summarized and distributed to sub-committee members.

The following agencies submitted written information to the sub-committees:

(Emergency Assistance Committee)

Birthright of Iowa City
Emma Goldman Clinic for Women
Iowa City Crisis Center
Iowa City Free Medical Clinic
Johnson County Chapter of the American Red Cross
Iowa City Department of Social Services
Salvation Army
Sedaven House

University of Iowa Special Support Services
University of Iowa Financial Aid
University of Iowa Student Health Service
Veterans Administration Hospital Social Services
University Hospitals and Clinics Social Services
HACAP (Hawkeye Area Community Action Program)
Wesley Foundation
Free Clothing Store
Johnson County Commission of Veteran Affairs
Married Student Housing
Iowa-Illinois Gas and Electric Company
Stone Soup Restaurant

(Mental Health/Chemical Dependency)

Alcohol and Family Counseling Center (MECCA)
Citizens Committee on Alcohol and Drug Abuse (Cedar Rapids)
Community Pastoral Counseling Service
HERA - Psychotherapy Collective
Iowa Drug Information Center
Lakeside Foundation
Sedlacek Treatment Center, Mercy Hospital - Cedar Rapids
Mid-eastern Iowa Community Mental Health Center
Orchard Place
Reality X
Recovery, Inc.
University of Iowa Counseling Service
University of Iowa Research and Training Clinic
University of Iowa Hospitals Alcoholism Unit (Oakdale)
Psychiatric Hospital
Veterans Administration Hospital Alcohol Treatment
and Rehabilitation (Knoxville)
Birthright of Iowa City
Families, Inc.
Hillcrest Family Services
Iowa City Crisis Center
Women's Resource and Action Center
Lutheran Social Service

(Justice Sub-committee)

Adult Corrections Service
Department of Social Services Child Abuse Registry
Iowa City Human Rights Commission
Iowa PIRG
Mayors Youth Employment Program
Project HOPE
Rape Victim Advocacy Program
United Action for Youth
Youth Homes, Inc.
Johnson County Council on Aging

Heritage Agency on Aging
Visiting Nurse Association
Hawkeye Legal Aid
Mark IV Neighborhood Center
Congregate Meals
Lutheran Social Service
Department of Social Services
Iowa City Crisis Center

Personal Interviews and Group Meetings

Many individuals, organizations, and agencies were personally interviewed and/or participated in group meetings around similar service areas. The group meetings served two purposes: 1) to gain information which could not be easily obtained through a common survey instrument and 2) to provide a forum whereby agencies and organizations providing similar services or serving a common clientele could meet to exchange information. In some cases, it was the first such occasion and proved to be very beneficial.

The following agencies, organizations, and individuals provided information to the subcommittees through interviews and/or group meetings:

(Emergency Assistance Sub-committee)

Iowa City Police Department
University Hospitals and Clinics Social Services
Veterans Administration Hospital Social Work Service
Department of Social Services General Relief
Women's Resource and Action Center - Project on Spouse Abuse
Salvation Army
United Way of Johnson County
Transients, Inc.
Iowa City Crisis Center
Wesley House
Job Service of Iowa
Johnson County Attorney's Office
Oakdale Alcoholism Unit
HACAP (Hawkeye Area Community Action Program)

(Mental Health/Chemical Dependency)

Bill Bartley - Lakeside Foundation and Alcoholism Anonymous
Oakdale Alcoholism Treatment Unit
Reality X
Alcohol and Family Counseling Center (MECCA)
Sedlacek Treatment Center, Mercy Hospital - Cedar Rapids
Johnson County Attorney's Office
Catherine Wombaker, Patient Advocate

Mid-Eastern Communities Mental Health Center
University of Iowa Counseling Center
Families, Inc.
Department of Social Services
Iowa City and Coralville Police Departments
Johnson County Sheriff's Department
Lutheran Social Service
Linda Dole, Magistrate

(Justice Sub-committee)

Juvenile Probation
Sixth Judicial District Department of Correctional
Services (Pre-trial and probation)
Community Correctional Services (Parole)
Johnson County Attorney's Office
Iowa City and Coralville Police Departments
Johnson County Sheriff's Department
HACAP (Hawkeye Area Community Action Program)
SEATS
United Way Information & Referral
Hawkeye Legal Aid
Alcohol and Family Counseling Center (MECCA)
Visiting Nurse Association
Iowa City Housing Rehabilitation Program
Mark IV Neighborhood Center
Congregate Meals
Johnson County Council on Aging
Heritage Agency on Aging
American Association of Retired Persons
Lutheran Social Service
Iowa City Crisis Center
Association for Children with Learning Disabilities
Public School IV
Psychiatric Hospital
Iowa City Public Library
Iowa City Recreation Center
Department of Social Services School
Department of Social Services Protective Services
United Action for Youth
Comprehensive Employment & Training Act (CETA)
Project HOPE
Job Service of Iowa

Data Collected Through Churches and Campus Ministries

All (60) churches in Johnson County were asked to respond to a questionnaire concerning two main areas: 1) their involvement in counseling families and individuals; and 2) emergency assistance provided to transients and Johnson County residents.

Twenty (33%) of the churches surveyed responded, 18 from Iowa City and two from Coralville. The following churches answered the questionnaire:

Agudas Achim Congregation/Hillel Foundation
Bethany Baptist Church
First Baptist Church
First Christian Church
Episcopal University Chaplaincy
Evangelical Free Church
Iowa City Foursquare Church
Iowa City Friends Meeting
Good News Bible Church
Faith United Church of Christ
Kirkwood Avenue Church of Christ
Lutheran Campus Ministry
First Mennonite Church
St. Marks United Methodist Church
St. Wenceslaus Catholic Church
Trinity Christian Reformed Church
Unitarian-Universalist Society
United Ministries in Higher Education
Wesley Foundation

A separate report summarizing the information obtained from churches and campus ministries is available.

Data Collected Through Schools

School system personnel, as a result of their daily contact with the problems that children bring to them, can often see trends in the incidence and prevalence of problems. In addition, as a result of experience with referral sources, school system personnel have good information on the workings of the social service delivery system in Johnson County.

All schools in Johnson County were contacted for participation in the study. School superintendents, principals, vice principals, counselors, and nurses were asked to complete the questionnaire. A total of forty responses were received:

12 from kindergarten to sixth grade-metropolitan area schools
8 from 7th to 9th grade-metropolitan area schools
8 from 10th to 12th grade-metropolitan area schools
5 from all grades-school nurses
5 from all grades-small town schools

The following personnel completed the questionnaire

- 19 School building principals
- 10 School counselors
- 6 School nurses
- 4 Assistant principals
- 1 Superintendent

School personnel were asked a variety of questions related to children and their families. These involved: changes in problems facing children and their families; methods by which problems are identified; frequency of contact with selected agencies; frequency of agency contacts with school personnel; frequency of selected health problems; frequency of use of selected health related resources; barriers to problem solution; adequacy of training in preventive programming; procedures when a child becomes ill in school; evaluation of supports for youth in the county; and families in transit.

A separate report summarizing the data obtained through the schools is available.

Data Collected from Attorneys

All 110 members of the Johnson County Bar Association, because of their involvement with people in crisis, were mailed questionnaires dealing with problems their clients may have.

Twenty-two questionnaires were returned for a response rate of 20 percent. Four attorneys indicated that the areas of juvenile court, dissolution of marriage, battered wives, and neglect, abuse or victimization of the elderly were not relevant to their practice and thus did not feel qualified to answer questions in those areas. Two of the four, however, completed the questionnaire partially.

The attorneys were asked to relate their experiences regarding contributing factors to family breakdowns, referrals to helping agencies, and the incidence of people affected by a number of problems.

A separate report summarizing the data obtained from attorneys is available.

Data Collected from Social Workers, Psychologists and Psychiatrists in Private Practice

All practitioners in Johnson County who, to the best of our knowledge, serve clients through private practice were surveyed using a form similar to the Agency Service Inventory. Two psychiatrists, two psychologists, and six social workers responded that they did not have clients on a private practice basis.

One psychiatrist, two psychologists, and two social workers, however, furnished information on the clients in their private practice.

Data Collected from Citizens

Iowa City distributed the Iowa City Peoples guide and survey to every residence in Iowa City as part of their Comprehensive Planning effort. The human services planning project was allowed to include a section on human service needs in this survey. Citizens were asked to indicate services in need of improvement or expansion, their difficulty in obtaining services, age groups and types of people needing attention in planning for new and improved services, and ways in which programs should be funded. A total of 1,996 responses were received through the Iowa City effort.

In an effort to learn the opinions of other Johnson County residents, staff distributed the human service section of the survey to visitors at the Johnson County Fair. A total of 86 responses was received in this manner; 54 responses were from Iowa City residents and 32 from residents in other parts of Johnson County.

A separate report summarizing the data collected from citizens through this effort is available.

III. DATA ANALYSIS

The data which was collected was compiled into eight service area profiles, the major sections of which are: Goal, Service Area Description, Problem Description, Service Population, Services Provided, and Unmet Needs. The profiles were then sent to the agencies who were mentioned in them for their review. Corrections submitted by the agencies were incorporated into the profiles.

Recommendations were developed from the information contained in the Unmet Needs portion of the profiles. The recommendations were then sent to agencies and organizations for their comments. A public meeting was held on November 2, 1977 to obtain community input into the recommendations. The completed recommendations were sent to the Johnson County Regional Planning Commission on November 16, 1977 and were adopted.

GOAL

The promotion and preservation of conditions that enable individuals to live in an environment where they feel safe and are protected from anti-social or criminal elements, and where they can expect to receive legal justice and equal protection of the law and to resolve disputes without recourse to force.

SERVICE AREA DESCRIPTION

Adult corrections is designed to protect society and to treat and rehabilitate or contain violators and alleged law violators so that they are reasonably prepared for return at the end of a specified period of restriction to their normal free status in the community. Adult corrections consists of three areas: 1) detention of law violators and alleged law violators, 2) pre-trial intervention, and 3) treatment designed to rehabilitate law violators and to reintegrate them into society after conviction and/or detention.

Service Elements:

Pre-trial release, probation, parole and transitional care of ex-offenders.

PROBLEM DESCRIPTION

Community-based corrections is being looked to as an alternative to failing correctional institutions in Iowa as well as in other parts of the county. Recidivism* rates are alarming and prisons have developed the reputation of ensuring that inmates become hardened criminals rather than rehabilitated citizens. "Overloaded, antiquated, underfunded correctional institutions have created problems of near desperation for the

*Recidivism refers to those individuals released from institutions who commit additional crimes.

administration and personnel who run them. The degree of this desperation has been intensified by the recent wave of disturbances and inmate rebellions across the country."¹

"...The conditions within many prisons achieve nothing but an increase in recidivism. Eighty percent of all felonies are committed by repeaters. These conditions may result also in the loss of self respect and human dignity and lead to increased sophistication in criminal behavior through contact with hardened criminals."²

Not only are correctional facilities failing to rehabilitate, but it is projected that few individuals require the high security which prisons provide. "Experts agree that only 20 to 30 percent of present inmates represent a danger to society and must be securely confined."³

Holding offenders in prison is expensive in terms of both direct and indirect costs to society. "The cost of keeping an adult offender in a state institution is about six times as great as that to keep him under parole supervision, and fourteen times as great as that required to supervise him on probation."⁴ It was also estimated that based on 1972 per capita costs "... it takes \$11,000 per year to keep a married man in prison. This figure includes the inmate's loss of earnings, the cost to taxpayers if his family has to go on relief, and the loss of taxes he would pay."⁵

The provision of services necessary to encourage resumption of normal life activities cannot be achieved by isolated and punitive facilities. Job development and location are con-

¹ Marshalling Citizen Power to Modernize Corrections, U.S. Chamber of Commerce, 1972, p. 2.

² Ibid, p. 5.

³ Ibid, p. 7.

⁴ Ibid, p. 8.

⁵ Ibid, p. 8.

sidered keys to success in rehabilitation both by professionals working in the corrections field and by offenders themselves. "When ex-offenders are placed in appropriate jobs, their rate of recidivism is two to three times less than that of ex-offenders who do not receive job assistance."⁶ Two additional factors which increase the likelihood that an individual will not return to prison are the placement in a higher paying job and his/her ability to keep a job for more than six months.

Probation and parole services are used as alternatives to confinement. Their aim is to assist the offender in rehabilitation while not removing him/her from the community. While two-thirds of all offenders are under one of these two programs, budgets for probation and parole are often inadequate to effectively provide the necessary supervision and assistance toward reintegration into society.

SERVICE POPULATION

Both the service population and potential service population are contained in the information furnished by the agencies providing community-based correctional services.

The Johnson County Jail has provided data spanning the 12 years from 1964 to 1976 on the number of individuals held in the jail

	1964	1966	1968	1970	1972	1974	1976
Adult Males	190	249	393	382	489	540	731
Adult Females	10	15	42	26	44	25	51
Juvenile Males	16	23	55	88	93	95	57
Juvenile Females	2	7	17	23	29	30	12
TOTAL	218	294	507	519	655	690	851

⁶Ibid, p. 13.

Although the number continues to increase each year, no explanation was given for the large increase (22.6 percent) between 1974 and 1976. No data on age, income level, or place of residence is available.

The Sixth Judicial District Department of Correctional Services (Pre-trial Release and Probation Services) served 200 clients in fiscal year 1977 (July 1, 1976 to June 30, 1977). The client population had the following characteristics:

<u>AGE</u>		<u>SEX</u>		<u>RACE</u>	
13-18	1%	Male	95%	White	90%
19-24	65%	Female	5%	Non-white	10%
25-35	30%				
36-59	4%				

<u>INCOME</u>		<u>RESIDENCE</u>	
Below \$5,000	25%	Iowa City	64%
\$5,000-\$9,999	50%	Coralville	16%
\$10,000-\$24,999	25%	Small Cities in Johnson County	15%
		Rural Johnson County	5%

The Bureau of Community Correctional Services (Parole) estimated that their 35 clients in fiscal year 1977 (July 1, 1976 to June 30, 1977) had the following characteristics:

<u>AGE</u>		<u>INCOME</u>		<u>RESIDENCE</u>
19-35 years	34%	Below \$5,000	15%	Iowa City 90%
36-59 years	15%	\$5,000 to \$9,999	85%	Coralville 10%
60 and over	1%			

The agencies reported that the vast majority of their clients fell between the ages of 19 and 35, were male, lived in Iowa City and had incomes between \$5,000 and \$10,000. About 75 percent of the clients served in fiscal year 1977 were carried over from the previous year.

Project HOPE, a halfway house for ex-offenders, also furnished client information. Because of the nature of the service provided by this agency, their clients are most likely included in the counts provided by the agencies previously mentioned.

Approximately 70 clients were served by Project HOPE in fiscal year 1976 through the residential (60 clients) and job placement (10 clients) programs. It was estimated that they have the following characteristics:

<u>AGE</u>		<u>SEX</u>		<u>INCOME</u>	
17-18 years	2%	Male	73%	Below \$5,000	20%
19-24 years	60%	Female	27%	\$5,000 to \$9,999	75%
25-35 years	36%			\$10,000 to \$25,000	5%
60 and over	2%				

All clients were residents of Iowa City. Project HOPE statistics are similar to those provided by other correctional agencies.

SERVICES PROVIDED

Correctional services provided locally are pre-trial release, probation, parole and transitional care of ex-offenders. Pre-trial Release is a program designed to provide a speedy rehabilitation response for offenders as soon as possible after their arrest but before trial, conviction and sentencing. Offenders are placed into a program which provides supervision, counseling, training and employment assistance.

The Department of Correctional Services serves the counties of the Sixth Judicial District. The program is administered through a board of directors composed of the County Boards of Supervisors in the Sixth Judicial District. Funding for the program comes through a grant from the pre-institutional arm of the Department of Social Services.

A point system based on indicators of stability and the likelihood of appearance for trial is used to determine whether pre-trial release will be granted. The point requirements are as follows:

1-2 points	No release on own recognizance.
2-5 points	Release under supervision of the Department of Correctional Services.
5-13 points	Release on own recognizance.

The points are assigned on the following bases:

RESIDENCE

- 3 - Lived at present residence one year or more.
- 2 - Lived at present residence six months, or present and prior one year.
- 1 - Lived at present residence four months, or present and prior six months.
- +1 - For resident of Johnson County for ten years or more.

FAMILY TIES

- 3 - Lives with spouse* and has contact** with other family members.
- 2 - Lives with spouse or parents.
- 1 - Lives with family person whom he gives as reference.

*If common-law, must have been living together for two years to qualify as "spouse."

**Must see the person at least once a week.

EMPLOYMENT

- 4*- Present job one year or more.
- 3*- Present job four months, or present job and prior job six months.
- 2*- Present job one month
- 1 - Current job

or unemployed three months or less with nine months or more on prior job
or receiving unemployment compensation or welfare
or supported by family (full-time housewife considered employed)

*Deduct one point from first three categories if job is not steady, or if not salaried, i.e., if defendant has no investment in it.

CRIMINAL RECORD

- 2 - No convictions.
- 1 - No conviction within the past year.
- 0 -/ No felony convictions, or misdemeanor conviction(s) within the past year.
- 1 - Two or more felony convictions.

Probation is defined as a program designed to treat and rehabilitate law violators so that they are reasonably prepared for return, at the end of a specified period of restriction, to their normal free status in the community. The Sixth Judicial District Department of Correctional Services also administers

the probation program. It is aimed at rehabilitation of selected offenders and involves conditional suspension of sentence, provision of supervision and treatment in the community, and the abandonment of punitive action if the conditions (primarily good behavior) are met. A probation officer is legally charged with administering the controlled status and specific or general conditions of probation concerning his client's mobility, employment, social relationships and the like. The objective is to effect the restoration of the offender to normal community living so that controls may no longer be necessary. In addition, probation sustains the offender's ability to continue working and to protect his family's welfare while avoiding the stigma and possible damaging effects of imprisonment.

The Sixth Judicial District Department of Correctional Services conducts a pre-sentence investigation. Recommendations based upon the information brought forth are given to the court. The active caseload is about 35 clients per month. Referrals are made to Reality X, Oakdale Detoxification Unit, Psychiatric Hospital, Mount Pleasant Mental Health Institute and Voss Recovery House for supportive services. A program for specialized services in job development and alcoholism counseling, funded by Johnson County, has recently been added. The courts, County Attorney, and defense attorneys influence the nature of the service provided by the Department. The Department has joint meetings regarding overall treatment with Voss House weekly, Psychiatric Hospital monthly, and the Oakdale Detoxification Unit bi-monthly. The budget for fiscal year 1977 was \$950,000 which was provided by state and federal funds. The program will be totally state-funded in fiscal year 1978.

Parole is a program designed to provide for conditional release of a selected convicted person before completion of the term of imprisonment to which he/she has been sentenced. The parolee, though released from detention, continues to remain the legal custody of the state or its agency and may be reincarcerated

in the event of legal misbehavior. Parole is a measure designed to facilitate the transition of the offender from controlled institutional living to the freedom of community living. Parole refers to treatment after release from a penal institution, whereas probation is used in lieu of confinement.

The Bureau of Community Correctional Services, the institutional arm of the Department of Social Services, administers parole services. Funding for parole comes entirely through this source. Clients are referred to the program from the Iowa State Penitentiary, the Men's Reformatory, the Women's Reformatory and by out-of-state transfers to Iowa.

Clients of the parole office are referred to Psychiatric Hospital and the Mid-Eastern Community Mental Health Center for counseling, to MECCA for alcoholism counseling and to Job Service of Iowa for employment counseling. They are also referred to the Johnson County Department of Social Services for financial assistance and to the Oakdale Hospital Alcoholism Unit for detoxification. The Department of Social Services and the Bureau of Community Corrections influence the nature of the services delivered.

Transitional Care of Ex-offenders is a program designed to provide small, homelike residential facilities located in the community to ex-offenders who have come out of institutions and need a gradual readjustment to community life. The program offers supervised living and counseling. Community resources for education, training, jobs and recreation are used to facilitate the ex-offender's transition to a normal existence.

Project HOPE, in addition to providing a structured living environment for ex-offenders, provides counseling and assistance in procuring and maintaining employment. The program is aimed at helping the ex-offender to become a self-supporting individual who accepts responsibility for his/her own actions. Assistance in obtaining jobs is given to nonresident ex-offenders as well. A total of 58 job placements (including 10 for non-residents) were made in the nine and one-half months between

July 16, 1976 and April 29, 1977.

Project HOPE has until recently operated two halfway houses in Iowa City for ex-offenders, one for males and one for females. At present, however, due to policy changes made by the Department of Social Services, only one coed facility is in operation. The halfway house provides housing for individuals on work release or parole. Service to individuals on pre-trial release or probation is being phased out.

The coed facility will house a maximum of twelve individuals and will serve more women than men since this is the only facility which accepts women, whereas there are several other options for males. Funding for the project is currently provided through the post-correctional institution arm of the Department of Social Services.

Referrals to Project HOPE are made by probation, parole and pre-trial counselors, prison work release programs, attorneys, Reality X, MECCA, Vocational Rehabilitation, and Psychiatric Hospital. Due to funding limitations, only individuals returning from correctional facilities may be housed by Project HOPE. Clients must wait two to four weeks to become a resident of Iowa City before receiving service. The average number of clients on the waiting list is six men and three women. The Iowa Crime Commission and the Department of Social Services have influence over the nature of services provided. Project HOPE has a joint planning/advisory relationship with the Bureau of Adult Corrections.

Project HOPE refers clients to CETA and Job Service of Iowa for employment, Vocational Rehabilitation for education and job training, Psychiatric Hospital and the Mid-Eastern Iowa Community Mental Health Center for psychiatric care, MECCA for alcohol problems, and Reality X for drug problems.

Detention of offenders is provided at the Johnson County Jail. The jail is primarily a holding facility, with very short-term periods of detention. Examples of the nature of offense and duration of detention of the 88 persons who entered the jail

during June, 1977 are shown below:

2.5 months	--	Falsifying bank checks
1 year	--	Larceny
3 days	--	Criminal trespass
17 days	--	OMVUI* (4th offense)
22 days	--	Probation violation
5 days	--	Receiving stolen property
21 days	--	Receiving stolen property
2 days	--	Driving under suspension
18 days	--	Failure to appear in court
4 days	--	Embezzlement
4 days	--	OMVUI

Most arrests (40-50 percent) involve OMVUI. These offenders spend the night in jail and then are released on bail. They cannot be transferred to the Oakdale Detoxification Unit because they have committed an indictable offense and must be held in a secure facility. Chronic alcohol abusers are brought to Oakdale after repeated arrests if they have committed no other indictable offense. Because the length of stay at the jail is usually so short, it is hard to justify adding staff for specialized programming. At the present time, individuals incarcerated in the jail may see a clergyman or lawyer upon request and receive regular weekly reading, information service, and writing workshops provided by the Iowa City Public Library, but do not have access to human service personnel, such as social workers, through other community agencies.

The budget for the 1976-1977 fiscal year was \$94,250. Funding was provided entirely by Johnson County.

UNMET NEEDS/PROBLEMS IN THE SERVICE DELIVERY SYSTEM

The majority of the problems identified in our study can be categorized into four major areas: lack of housing possibilities for some individuals, insufficient job placement services, the need for substance-abuse counseling, and the inadequacy of the jail facility.

Housing

A number of distinct housing problems were identified in

the course of our study. No semi-supervised living arrangements, such as those available to parolees through Project HOPE, are available to either men or women on pre-trial release or to discharges (those who have completed sentences). The Department of Social Services purchases the halfway house service for individuals under parole, but pre-trial release is funded and administered through the Sixth Judicial District, and no similar services are available for their clients. It is particularly difficult for individuals without funds who have been ordered not to leave the area to find a place to live. Voss Recovery House will only accept problem drinkers; on some occasions, the pre-trial office has used a client's drinking problem to place them at Voss' halfway house. The Cedar Rapids community-based corrections facility can be used only by a court order revoking the pre-trial release. About one client per month presents a housing problem according to the pre-trial office.

Five inmates ranked the need for various services to people coming out of prisons or jail. Help in locating a job or housing was most often rated as the first or second most needed service. The pre-trial release supervisor and Project HOPE house director rated housing provided by an agency as the most needed service.

Employment

Job location was also rated highly as a need for people returning to the community from correctional institutions. As stated previously, inmates ranked it first or second with housing. A parole officer with whom we spoke ranked job location first, as did a deputy sheriff. The Project HOPE director rated it second in importance.

The kind of job was also found to be important. Inmates were asked what kind of job they considered to be a good one to get them re-established in the community. Replies were received from prisoners in the Anamosa Men's Reformatory and the Security

Medical facility. One inmate said that any job where an ex-offender would be given a fair chance would be desirable. Another noted that an ex-offender should receive raises for good work so that he/she would continue to take pride in the job. Two others mentioned that skilled labor jobs, particularly those for which on-the-job training is available, would be desirable. One respondent said that any job that paid at least \$2.00 per hour would be good.

A deputy sheriff emphasized the importance of work opportunities in crime prevention. He noted that unfortunately only menial jobs are usually available and these cannot divert an offender for any period of time. He also felt that day labor opportunities would prevent criminal activity by transients.

The parole office has had difficulty in obtaining job counseling services for ex-offenders. A parole officer does not feel that Job Service of Iowa provides the kind of service needed by parolees. A parole volunteer program for job assistance has been conducted at one time but did not prove to be successful for the following reasons:

- 1) Job Service of Iowa felt that such a program competes with their service.
- 2) Volunteers became discouraged and left the project after eight months.
- 3) Even if parolees learn how to seek a job and are qualified, they meet with discrimination by Job Service and potential employers. The development of stronger ties with the business community was advocated.

The Director of Job Service of Iowa feels that employers are no longer refusing job applicants due to a previous conviction record. He thinks that the establishment of a halfway house in the area is a key to this change in attitude. A prisoner cannot be released from a correctional facility until he/she has a job. Since jobs are rarely available when an individual first contacts Job Service, he/she must be able to be reached once a job becomes available. The location of a halfway house

in Iowa City allows the individual to be contacted and to respond quickly to a job opening, while still not having been released from the correctional system.

Job Service of Iowa does not have adequate staff to provide follow-up services once a client has been placed in a job. Job Service counselors are usually needed to work with young people who have not yet decided what they want to do. In addition, the work readjustment problems of ex-convicts are more difficult for the Job Service counselors to handle.

Vocational Rehabilitation was considered by agencies to be an excellent service. The agencies, however, noted that lengthy time delays are required in the certification process. It was suggested that the certification process be started before an inmate is released from prison in order to expedite certification. It was also found that few persons are eligible for the service due to inadequate funding.

Substance Abuse Related Problems

It was estimated by parole officers that just over 80 percent of their clients had drug or alcohol problems (i.e., the person's life was hampered by the use of a substance). Reality X was thought to be a useful program for parole and pre-trial clients, but parole officers consider MECCA to be an inappropriate agency for clients' needs. Crisis intervention and immediate counseling were thought to be lacking through this agency. It was also felt that MECCA had a preference for accepting clients with third-party payments. A job development and alcohol counselor has been added to the staff of Correctional Services to counter this deficiency. Funding for the first year is being provided by Johnson County but must be covered through funding sources for the Sixth Judicial District in future years.

Johnson County Jail Facility

The present Johnson County jail is inadequate for housing women, juveniles, and severely disruptive prisoners. The facility does not permit the separation of prisoners necessary for

maximum safety. Severely disruptive prisoners cannot be adequately isolated, and the jail is so clearly unsatisfactory for housing women that some who would otherwise be sent to jail are given deferred sentences or probation. The facility is inadequate for long-term juvenile prisoners. There is also insufficient space and supervision available for recreational activities. More space for visiting, as well as programming, is needed. It was also recommended that on-call social workers, psychiatrists, or psychologists from community agencies be made available.

Other Needs

The following additional needs were mentioned:

- 1) Money-management assistance for ex-offenders is thought to be necessary to cut down on criminal use of accounts. Such assistance is essential to the ex-offender's successful functioning in daily life. It was recommended that individual instruction by personnel from local banks be initiated.
- 2) There is a need for transportation funds for persons who have been ordered to leave the county. Currently there is no source for such assistance.
- 3) Specialized efforts by social service agencies in housing, budgeting, and social adjustment assistance for mentally retarded ex-offenders was also mentioned as a need.
- 4) Data collection efforts do not at the present time provide the community with comparable statistics from agencies in common service areas. Available data is not sufficient to provide community decision-making groups with the data needed to plan for continuing programs or new programming.

GENERAL RECOMMENDATIONS

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
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The following problems and accompanying recommendations relate to all of the eight service areas studied during the first year of the Human Services planning project. Because they relate to all areas, they will not be repeated in each individual section. Their importance to each of the service areas should not be diminished because of their treatment here.

Communication, Coordination Information

Inadequate communication and coordination among agencies providing service results in inconsistencies, particularly in the way clients with multiple problems are handled. Delays in the provision of service and misunderstandings or disagreements regarding service provision may occur when two or more agencies are involved with the same client. Regular meetings among agencies have been attempted but have been less than successful. Organizing and convening such meetings requires staff time and effort not available from any one agency.	Agency directors and staff providing similar programs or services to similar client groups should meet together on a regular basis to:	All public and private providers serving Johnson County clients	Johnson County Regional Planning Commission
	1) share information about programs,		
	2) explore solutions to common problems,		
	3) acquaint them with the staff of other agencies to facilitate the referral process and increase trust levels, and		
	4) share information on clients within the confines of confidentiality.		

GENERAL RECOMMENDATIONS (Continued)

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
	<p>Inadequate knowledge, on the part of service providers, concerning the functions and programs of agencies can result in inappropriate referrals, lack of referral when a client could benefit from service by another agency, or clients getting lost in the system without getting the service provision is also often done without consultation with agencies affected by such programs. The result is that services are delivered with less than optimal efficiency and effectiveness.</p>	<p>Human Service planning staff may be assigned the responsibility for calling and organizing such programs in order for them to succeed.</p>		
	<p><u>Data on client characteristics</u> (e.g., age, race, sex, income, residence and problems presented) are not available at the present time through many agencies. As a consequence, it is difficult to assess portions of the population which may be inadequately served, and for which programs should be developed.</p>	<p>Assessment of data requirements is needed by 1) agencies to assess existing programs, and 2) funding bodies to make allocation decisions based on community need. A common data collection and retrieval system should be developed which would place minimum demands on agency staff time and be economical. Funding agencies should make inquiries into systems of</p>	<p>All public and private not-for-profit agencies providing service to Johnson County, Cities Johnson County, United Way</p>	<p>Johnson County Regional Planning Commission, City, County, United Way</p>

GENERAL RECOMMENDATIONS (Continued)

<u>Priority</u>	<u>Problem</u>	<u>Recommendation</u>	<u>Agencies Affected</u>	<u>Possible Funding Sources</u>
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evaluation used for services and accountability should be emphasized. The Human Services planning staff should be available to coordinate the development of this effort.

Funding

General revenue sharing funds should be considered as a possible funding source for many of the recommendations.

RECOMMENDATIONS

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
1.	<p data-bbox="549 353 651 375"><u>Housing</u></p> <p data-bbox="549 389 917 629">There is a lack of semi-supervised living arrangements for people without funds who are on pre-trial release or probation. Estimates given by the Dept. of Correctional Services are that five or six clients per month are in need of such housing.</p> <p data-bbox="549 654 917 794">Under Project HOPE's contract with the Dept. of Social Services' post-institutional arm, no pre-trial release or probation clients can be accepted.</p>	<p data-bbox="946 389 1357 773">Funding should be made available for Project HOPE to accept clients on pre-trial release or probation. This would necessitate expansion of the program. Negotiations should take place with the Dept. of Social Services post-institutional arm to permit Project HOPE to accept these clients in addition to those on parole and work release. In the event that a transient facility is developed, this could be used to meet this need as well.</p>	<p data-bbox="1389 398 1634 513">6th Judicial District Dept. of Correctional Services, Project HOPE</p>	<p data-bbox="1661 398 1821 513">State Dept. of Social Services, Johnson County</p>
2.	<p data-bbox="549 827 729 849"><u>Jail Facility</u></p> <p data-bbox="549 863 917 1025">The present jail facility does not allow for adequate separation of men, youth, and women, nor for recreation, education, visitation, and additional social services.</p> <p data-bbox="549 1042 917 1217">Inmates in the County Jail do not have access at the present time to counseling professionals. The average daily jail population for 1976 was 2.3 people. Sentences ranged from</p>	<p data-bbox="946 868 1357 984">We support the plan for the proposed new Johnson County jail facility which would accommodate the groups and services mentioned.</p> <p data-bbox="946 1050 1357 1217">Local agencies should work with the sheriff in developing programs to meet the needs of prisoners. A specific method of providing information and referral to inmates through local public agencies should be de-</p>	<p data-bbox="1389 877 1591 898">Johnson County</p>	<p data-bbox="1661 877 1757 926">Johnson County</p> <p data-bbox="1661 1058 1757 1125">Johnson County, LEAA</p>

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
	overnight to 1 year with most being held for short periods of time.	veloped. Time and space should be set aside for education and recreation supplies and programs.		
3.	<u>Substance Abuse</u> Staff of correctional agencies feel that there is inadequate substance-abuse crisis intervention and immediate counseling, particularly for alcohol, for ex-offenders through existing agencies. Correctional staff estimates that 80% of clients on probation, pre-trial release, and parole have substance-abuse problems.	Correctional agencies should meet with substance-abuse agencies to plan or adjust programs to meet the needs of their clients.	6th Judicial District Dept. of Correctional Services, Bureau of Community Correctional Services, MECCA, Reality X	6th Judicial District Dept. of Correctional Services, Bureau of Community Correctional Services, MECCA, Reality X, Johnson County, United Way
4.	<u>Jobs</u> There is a lack of adequate job opportunities of the sort which will attract and hold the ex-offender (e.g., skilled labor, jobs with promotion opportunities). There is also inadequate job counseling and follow-up once the client is placed on the job. (A job and substance-abuse counselor has recently been	Staff and clients of the community-based correctional services should meet with Job Service personnel to 1) examine the counseling needs of ex-offenders and develop programming to meet these needs and 2) to develop a plan for the active solicitation of employers willing to hire ex-offenders into jobs which will attract and keep them.	6th Judicial District Dept. of Correctional Services (pre-trial and probation), Community Correctional Services (parole), Job Service of Iowa	State of Iowa - Job Service of Iowa, Dept. of Social Services, City, County, United Way

Priority	Problem	Recommendation	Agencies Affected	Possible Funding Sources
	<p>added to the Dept. of Correctional Services. This is being funded by Johnson County funds for FY 77-78, but will be shifted to the 6th Judicial District for subsequent years.)</p>			
	<p>Individuals released from correctional institutions are hampered in securing training opportunities by delays in the vocational rehabilitation certification process. Few ex-offenders can be served by vocational rehabilitation at the present time due to limitations in funds presently available.</p>	<p>Correctional institutions should begin the certification process for vocational rehabilitation 30 days prior to the release of offenders.</p>	<p>State Correctional Institutions (Mt. Pleasant, Anamosa, Fort Madison, Rockwell City); Rehabilitation Educational Services Branch.</p>	<p>Federal Government</p>

APPENDIX

Adult Corrections Agencies

<u>Agencies</u>	<u>People Served</u>	<u>Funding</u>	<u># Served in 1 Year</u>
<u>I. Detention of Law Violators</u>			
Johnson County Jail	People arrested for alleged crimes, people convicted for periods of less than 1 year.	Jo. Co. Board of Supervisors	851
<u>II. Pre-Trial Release</u>			
Dept. of Correctional Services 6th Judicial District	People accused of crimes with a good likelihood of court appearance.	Dept. Social Services pre-institutional arm	200 (both pre-trial & probation)
<u>III. Correction--Probation</u>			
Dept. of Correctional Services 6th Judicial District	Convicted law violators who have been placed on probation rather than sent to a correctional facility.	Dept. Social Services pre-institutional arm	200 (both pre-trial & probation)
<u>IV. Corrections--Parole</u>			
Bureau of Community Correctional Services	People who have been released from correctional facilities, but have not yet completed sentences.	Dept. Social Services pre-institutional arm	35 (both parole & work release)
<u>V. Transitional Care of Ex-offenders</u>			
Project HOPE	People on parole or work release who are capable of employment.	Dept. Social Services post-institutional arm; United Way	60 (residential) 10 (job assistance)

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