

TENTATIVE DRAFT  
ADULT CORRECTIONS STUDY COMMITTEE  
REPORT TO THE SIXTY-FIRST IOWA GENERAL ASSEMBLY

61<sup>st</sup> GA - SF 614  
Adult Corrections Advisory  
Committee

Senator

J. Henry Lucken, Chm

Paeter F. Hansen

R. O. Burrows (alternate)

Richard L. Stephens

Martin Wiley

Representatives

Harry R. Pittins

John M. Cly

Paul M. Walters

Maxim W. Smith (alternate)

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INTRODUCTION

In April, 1963, a group of Iowa Legislators requested the Legislative Research Committee and Bureau to conduct a study of Adult correctional institutions, parole services, and other related laws. The request recommended that a Legislative Advisory Committee be appointed as authorized by Sections 2.55 and 2.56, Code of Iowa (1962) to assist the Legislative Research Bureau in conducting the study.

The Legislative Advisory Committee was requested to study the following five areas.

1. The use of state-wide probation services on the local level; the need for presentence investigation reports; growth of new commitment rates; and project needs for additional institutions over a 10 year period.
2. Study the criminal law as it affects sentences, good time and honor time law and practices; and consider the need for raising the maximum sentences for certain offenses.
3. Study diagnostic, treatment and rehabilitation services of correctional institutions with the purpose of making recommendations for increasing or improving this area.
4. Study parole practices and procedures for the purpose of making recommendations for improvements and study ways and means for after release controls and supervision, including 'half-way houses' and group homes.
5. Study any other aspects of State correctional problems as the study committee deems wise to include. Consideration should be given to recommending the use of an advisory committee to the Division of Corrections of the Board of Control."

The Legislators further requested that the Legislative Advisory Committee report the results of the study to the members of the Sixty-first Iowa General Assembly. Recommendations reported by the Legislative Advisory Committee were to be accompanied by bills implementing the recommendations.

In accordance with the legislative request, the Adult Corrections Study Committee was appointed to undertake the study. During the course of the study, the Committee scheduled \_\_\_\_\_ meetings. At the organizational meeting of the Committee in October 1963, a decision was made to limit the study primarily to a survey of current probation-parole services in Iowa with the view toward making recommendations for improving the current program. The decision to limit the study was made because of the limited amount of time remaining in the 1963-65 legislative interim.

In conducting the study, Committee members met frequently with members of the Board of Control, Board of Parole, and representatives of the Iowa Citizens' Council on Crime and Delinquency, a private group organized to work with professional corrections personnel and to provide information services to the public on corrections programs and policies. District court judges and members of the County Attorneys Association also met with Committee members on several occasions.

Two professional corrections experts, Mr. Paul Kalin, Midwestern Director, National Council on Crime and Delinquency and Mr. Sanger Powers, Director of Corrections, Wisconsin Department of Public Welfare, were invited to meet with Committee members to explain current methods and trends in the modernization and administration of corrections programs. In addition, the findings of a detailed study of the state correctional institutions conducted by Mr. Myrl Alexander, Director, Center for the Study of Crime, Delinquency and Corrections, Southern Illinois University and Mr. Garrett Heyns, Director of the Washington State Department of Institutions. Committee members had an opportunity to review the results of the study and discuss recommendations for improvement of institutional facilities and services with the two penologists.

Committee members also accompanied members of the Board of Control on a trip to Topeka, Kansas to meet with administrators and professional staff of the Kansas State Reception and Diagnostic Center, a facility organized to make diagnostic services available to persons receiving sentences for criminal offenses.

#### RECOMMENDATIONS

In November 1964, the Adult Corrections Study Committee concluded its survey of the State corrections program and prepared a list of recommendations designed to modernize the state corrections program. The Committee's recommendations were to be submitted for consideration by the Sixty-first Iowa General Assembly and included:

1. Integration of probation-parole services under the Board of Control.
2. Work release program for inmates of county jails and state correctional institutions.
3. Stipend program to aid in the training of professional corrections personnel.
4. Improvement of education and vocational training programs at the state correctional institution.
5. Furnishing uniforms for custodial officers at state expense.
6. Salary increases for custodial personnel at state institution.
7. Information concerning circumstances of the offense to be made available by judges and prosecuting attorneys at the request of the state correctional institution.
8. Indorsement of the Iowa State Bar Association Committee's study of the criminal code.

#### I. INTEGRATION OF PROBATION-PAROLE SERVICES

##### A. Committee Considerations

As originally proposed, the Adult Corrections Study Committee's recommendation on an integrated probation-parole system provided that all juvenile and adult probation and parole services be administered by the State Board of Control. Under the proposal, the Board of Parole would continue to function as an independent agency with responsibility for establishing parole eligibility for inmates confined in the adult state correctional institutions.

However, at a meeting in March 1965, the Adult Corrections Study Committee decided to defer the recommendation for consolidation of probation-parole services under the Board of Control. Although the Committee believed that the state corrections program could be modernized and improved by authorizing the Board of Control to administer probation and parole services, a decision was made to defer the recommendation for future legislative consideration due to the limited amount of time remaining in the 1965 legislative session.

B. Reasons for Administrative Reorganization

1. Administration of Current Services. The Board of Control has statutory responsibility for administering institutional programs and services at the following juvenile and adult correctional institutions.<sup>1</sup>

1. Training School for Boys, Eldora
2. Training School for Girls, Mitchellville
3. Women's Reformatory, Rockwell City
4. Men's Reformatory, Anamosa
5. State Penitentiary, Ft. Madison

Although administration of institutional programs and services is centralized in one agency, there is currently great diversification in administration of juvenile and adult probation-parole services in Iowa. This diffusion of authority in the probation-parole program results in a system of services administered at both the state and local levels of government in accordance with the following procedures.

1. Juvenile probation services administered by officers appointed by the juvenile courts.
2. Juvenile parole services administered by the Board of Control.

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<sup>1</sup>Code of Iowa (1962) sec 218.1, Acts 60th Iowa General Assembly, c. 140.

3. Adult probation services administered at the designation of the courts by Board of Parole agents or officers of the court.
4. Adult parole services administered by the Board of Parole.

Officers appointed by the juvenile courts supervise juveniles receiving an adjudication of delinquency. Compensation of juvenile probation officers is fixed by the juvenile courts and may not exceed 70% of the salary of a district court judge in the case of chief probation officers nor 60% of such salary in the case of deputy probation officers.<sup>1</sup> Compensation of juvenile probation officers is paid from the general fund of the county or the court expense fund. Probation officers may be appointed to administer services to juvenile courts in two or more counties with the compensation of the officers prorated among the counties served.<sup>2</sup>

Juvenile parole officers are currently employed by the State Board of Control to administer services of the Board's aftercare program to juveniles paroled from the Training School for Boys and the Training School for Girls. Compensation of juvenile parole officers is fixed by the Board of Control.

Adult probation services may be administered by the courts directly or by officers employed by the State Board of Parole. The Iowa Code authorizes a court granting probation from a criminal offense to place the offender in the custody:

- "1. Of any suitable resident of this state; or
2. Of the board of parole."

The Board of Parole is prohibited from supervising persons granted probation from a county jail sentence but has sole responsibility for administering adult parole services.

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<sup>1</sup> Code of Iowa (1962) sec. 231.8.

<sup>2</sup> Ibid.

<sup>3</sup> Code of Iowa (1962) sec. 247.21, Acts 60th General Assembly, c. 159.

2. Duplication of Functions and Districts. Under the current decentralized system of juvenile and adult probation-parole services in Iowa there is considerable duplication of functions and districts. Some probation and parole officers of the Board of Parole are assigned districts composed of a great many counties requiring the officers to allocate a considerable amount of time to travel. Juvenile parole and probation officers are also providing supervision services in many of the counties constituting the districts of adult parole officers. The duplication of districts under the diversified juvenile and adult probation-parole program results in an excessive amount of time allocated to travel and reduces the amount of time available for providing effective supervision services.

As of July, 1964 six officers employed by the Board of Parole were providing probation and parole services in districts ranging in size from nine to twelve counties. The only woman officer employed by the Board was supervising probationers and parolees in a district composed of approximately forty-five counties in the western half of the State.<sup>1</sup>

Juvenile parole officers employed by the Board of Control are also required to make supervision services available in districts involving a significant number of counties. In July, 1964 eight juvenile parole officers were required to supervise juveniles paroled from the State Training Schools in districts ranging in size from fourteen to forty-one counties.<sup>2</sup>

Officers serving districts that are geographically large are required to allocate a great deal of time to travel thus reducing the amount of time that may be delegated to supervision services. Consolidation of all juvenile and adult probation-parole services in a single administrative agency would eliminate the duplication of districts and permit the assigning of personnel to districts where the need for services is greatest.

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<sup>1</sup>Information made available to the Legislative Research Bureau by Mr. Russell W. Bobzin, Secretary, Iowa Board of Parole.

<sup>2</sup>Information made available to the Legislative Research Bureau by Mr. Allan Christensen, Supervisor, Juvenile Parole Services, Iowa Board of Control.

3. Caseload Standards. In regard to caseload standards of probation and parole officers, the Manual of Correctional Standards establishes a caseload of 50 units. The model caseload for probation officers is weighted as follows:<sup>1</sup>

1. Five units for each presentence investigation completed during any given month.
2. One unit for each probationer under supervision during the month.

The Manual of Correctional Standards states that many varying factors must be considered in application of the model caseload. These factors include:

". . . the geographical area covered by the caseload (scattered over a large rural area or concentrated in a small urban area); the availability of community treatment facilities and other resources; the availability of consultation and supervision aids within the agency; characteristics of offenders in his caseload; and the intensity and depth of the supervision required of the officer. Substantial experience supports the position that these variable factors may warrant a reduction in the standard caseload."<sup>2</sup>

The Manual of Correctional Standards also establishes a 50-unit model caseload for parole officers computed as follows:

1. Three units for each preparole or other parole investigation performed during a given month.
2. One unit for each parolee under supervision during the month.<sup>3</sup>

Again such factors as time allocated to travel, consultation, administrative functions, case analysis must be considered in applying the 50-unit model caseload. It is estimated that the 50-unit caseload permits a parole officer to spend about 1 hour or less of counseling time per month with each person under supervision.<sup>4</sup>

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<sup>1</sup> American Correctional Association, Manual of Correctional Standards, Prepared by Committee for Revision of the 1954 Manual (New York: American Correctional Association 1962) p. 525.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid., 542

<sup>4</sup> Ibid.

In regard to caseloads of personnel administering state probation and parole services, officers employed by both the Board of Control and the Board of Parole had caseloads in 1964 exceeding the recommended standards.

As of July 1964, parole counselors employed by the Board of Control were supervising a total of 658 juveniles released from the Boys' and Girls' Training Schools to the Board's aftercare program. Supervision services were made available in 15 districts throughout the State. Of the 15 total caseloads, 5 exceeded nationally recommended standards. Caseloads exceeding the 50-unit model standard ranged from 1 caseload of 52 juveniles under supervision to a caseload of 82. The smallest caseload of any officer employed by the Board of Control other than a supervisor was 24.<sup>1</sup>

In July 1964, parole officers employed by the Board of Parole were administering adult probation and parole services to 1,246 persons in 20 districts. Of the 20 total caseloads, 15 exceeded nationally recommended standards. The caseloads exceeding the model standard ranged from one officer with 52 persons under supervision to one officer supervising 111 probationers and parolees. Seven officers employed by the Board had caseloads ranging from 52-58 probationers and parolees while the caseloads of eight other officers ranged from 68 to 111 persons under supervision. The smallest caseload of any officer employed by the Board was 27.<sup>2</sup>

Examination of juvenile and adult probation-parole caseloads indicates officers of the Board of Control have a higher percentage of caseloads meeting nationally recommended standards than officers of the Parole Board.

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<sup>1</sup>Information made available to the Iowa Legislative Research Bureau by Mr. Allan Christensen, Supervisor, Juvenile Parole Services, Iowa Board of Control.

<sup>2</sup>Information made available to the Iowa Legislative Research Bureau by Mr. Russell W. Bobzin, Secretary, Iowa Board of Parole.

3. Qualifications of Parole Officers. Although information has been compiled on the qualifications of probation and parole officers employed by the Board of Parole and the Board of Control, the Adult Corrections Study Committee did not have an opportunity to fully evaluate the scope or quality of services in the probation-parole program. The Committee's investigations revealed that probation and parole services are made available on a more extensive basis in some areas of the state than in others. However, no attempt was made to evaluate the extent or quality of services on a statewide basis.

a. Nationally Recommended Standards. Nationally recommended standards suggest professionally trained personnel be employed to administer probation and parole services. The Manual of Correctional Standards recommends that probation officers meet the following educational and training requirements.

Education and Experience

"1) Desirable: Completion of two years graduate study in an accredited school of social work, or comparable study in corrections, criminology, psychology, sociology, and other related fields of social science, preferably with supervised field work and courses in corrections.

2) Minimum: Graduation from an accredited college or university with a major in the social or behavioral sciences and, in addition, one of the following:

a) One year of graduate study in an accredited school of social work, or comparable study in corrections, criminology, psychology, sociology, and other related fields of social science; or

b) One year of full time, paid casework experience under professional direction in a recognized social agency."<sup>1</sup>

The Manual of Correctional Standards recommends that parole officers meet the following educational requirements:

Education: Preference should be given to the completion of two years of graduate study in an accredited school of social work or comparable study in corrections, criminology, psychology, sociology, and other fields of social science. The minimum requirement should be graduation from an accredited college or university with a major in the social and behavioral sciences."<sup>2</sup>

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<sup>1</sup>Manual of Correctional Standards, p. 515.

<sup>2</sup>Ibid., p. 540.

b. Qualifications of Iowa Probation and Parole Officers. Information made available to members of the Adult Corrections Study Committee by the Board of Parole and the Board of Control concerning employment practices indicates the Board of Control has implemented personnel standards more closely approximating the requirements specified in the Manual of Correctional Standards.

In July, 1964, the State Board of Control employed twelve parole counselors and two supervisors. Parole counselors make counseling and supervision services available to juveniles paroled from the State training schools. Such services are administered under the direction of field supervisors.<sup>1</sup>

According to information made available by the Board of Control's Supervisor of Juvenile Parole Services, personnel standards formulated by the Board establish a bachelor degree as the minimum educational requirement for employing parole counselors. Employment is conditional upon agreement of the counselors to eventually obtain a master's degree in some area of the corrections field. A master's degree in social work has been established as the minimum educational requirement for employing field supervisors.<sup>2</sup>

Table I presents statistical information on the educational backgrounds of juvenile parole officers employed by the Board of Control.<sup>3</sup>

TABLE I  
Qualification of Juvenile Parole Counselors  
Educational Background

	High School Graduate Only	High School Graduate & One Quarter of College Work	High School Graduate & Two Years of College Work	College Graduate With B.A. or B.S. Degree	B.A. or B.S. Degree With Some Graduate College Work	College Graduate With Master's Degree
No. of Parole Personnel	1	1	3	4	2	3

<sup>1</sup> Information made available to the Iowa Legislative Research Bureau by Mr. Allan Christensen, Supervisor, Juvenile Parole Services, Iowa Board of Control.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

As of July, 1964, the personnel employed by the State Board of Parole to administer probation and parole services included 22 field officers, 2 institutional officers, and 2 supervisors. Field officers make counseling and supervision services available to parolees of the Adult State correctional institutions and adult probationers placed by the court under the jurisdiction of the Board of Parole. Services are administered under the direction of the supervisors.<sup>1</sup>

According to Mr. Russell W. Bobzin, Secretary of the State Board of Parole, personnel standards formulated by the Board establish a high school degree as the minimum educational requirement for employing parole officers and supervisors. The Board prefers to hire personnel experienced in working with people. Supervisors are often promoted from the field staff. Leadership, insight, and experience in administering parole services are among the criteria established for promoting supervisors from the field.<sup>2</sup>

Table II presents statistical information on the qualifications of adult parole officers employed by the State Board of Parole.<sup>3</sup>

TABLE II  
Qualifications of Adult Parole Officers  
Educational Background

No. of Parole Personnel	Elementary School Graduate Only	2-4 Years of High School	High School Graduate Only	High School Graduate and 1 Semester of Junior College	Junior College Graduate
	4	1	7	1	1
No. of Parole Personnel	1-3 Years of College Work	College Graduate With B.A. or B.S. Degree	B.A. or B.S. Degree With Some Graduate College Work	College Graduate With Master's Degree	
	7	5	1	3	

NOTE: Table II classifies parole officers and supervisors according to educational experience. In regard to formal education, the backgrounds of some parole personnel include more than one of the classifications presented. Consequently these officers and supervisors are represented more than once in Table II.

<sup>1</sup> Information made available to the Iowa Legislative Research Bureau by Mr. Russell W. Bobzin, Secretary, Iowa Board of Parole.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

C. Recommendations for Improving Probation-Parole Service

1. Manual of Correctional Standards. In most states probation services are usually made available in accordance with one of the following administrative procedures:

1. Services administered by cities or counties.
2. Local services administered with state supervision and financial support.
3. State administered services.<sup>1</sup>

Nationally recommended standards advocate a system of state administered probation service as more efficient than a program of local service. The Manual of Correctional Standards makes the following statement about state administered probation services.

"Most proponents of sound probation services argue for the consolidation of probation services on as broad a base as possible, preferably on a statewide basis.

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"While probation services can be effectively developed on a local basis in large metropolitan areas, the advantages of state administration would seem to outweigh those of local administration. Further, the inclusion of adult probation services in a state as a function or division of a state-administered integrated correctional program results in greater coordination of total services to the offender, to the court, and to society. The state administered program is certainly better able to meet the problem presented by the mobility of offenders."<sup>2</sup>

The most effective local probation departments are located in large urban communities where service is made available to all courts of criminal jurisdiction in the area. Locally administered services may be effective if the area served has a population sufficient to warrant establishment of a probation department.<sup>3</sup>

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<sup>1</sup>Manual of Correctional Standards, p. 512.

<sup>2</sup>Ibid., pp. 512-513.

<sup>3</sup>Ibid., p. 512.

Some of the advantages cited for a state administration program of services are:

- "1) Standards and quality of probation services can be uniformly maintained in all areas of a state.
- 2) A qualified staff can be provided through district offices to serve courts in less populous counties which could not otherwise maintain an adequate system either because of a limited caseload or limited funds.  
.....
- 5) Mobility of staff from one area to another to meet increases or decreases in workloads.  
.....
- 7) Better coordination of probation services with all other state correctional facilities together with increased availability of state facilities for diagnostic study and treatment."<sup>1</sup>

The Manual of Correctional Standards suggests establishment of an administrative structure for the state parole program designed to promote the greatest amount of coordination with other state and local correctional services.<sup>2</sup> Consolidation of probation, parole, and institutional services in one state administrative agency is suggested as a method of introducing greater coordination in the corrections program. Under the proposal, the courts and parole board would function independently of the agency administering the program of combined services. According to the Manual, the consolidated program of services could be administered as follows.

"Continuity and coordination of the entire correctional process could be facilitated by including the administration of parole services in an integrated correctional agency which would also include probation and institution facilities and services. Such an agency would not interfere with either the sentencing authority of the courts or the releasing

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<sup>1</sup>Ibid., p. 513.

<sup>2</sup>Ibid., p. 542.

authority of the parole board. On the other hand there is sincere concern on the part of parole boards and courts alike, that with the administrative separation of services from the authority responsible for issuing probation or parole orders and for fixing rules and regulations pertaining to such orders, the services may be less effective and less responsive to the orders of the board or courts. There is also the fear that planning and budgeting for the maximum development of probation and parole services will suffer because of the director of corrections' primary interest in the institutional programs. Where the parole services and staff are administered as a part of the state correctional system, the department of correction and the parole board should jointly work out policies for the coordination of board and department responsibilities."<sup>1</sup>

2. Model Penal Code. Model legislation concerning administration of probation and parole services has also been drafted by the American Law Institute. The Model Penal Code published by the American Law Institute establishes several methods for implementing a program of probation-parole services.

The model legislation provides for a general program of correctional services to be administered by a Department of Correction under the direction of a Director of Correction. Included in the various divisions and agencies of the Department is the Board of Parole which functions as an independent paroling authority. The Director of Correction and the members of the Board of Parole are appointed by the Governor.<sup>2</sup>

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<sup>1</sup>Ibid., pp. 542-543.

<sup>2</sup>American Law Institute, Model Penal Code, Prepared by the Council of the American Law Institute (Philadelphia: American Law Institute, 1962) secs. 401.1, 401.2, 401.3, 402.1.

The Model Penal Code sets forth two basic administrative structures within the Department of Correction for implementing probation and parole services. In accordance with the first administrative procedure, probation and parole services are centralized at the state level in a Division of Probation and Parole. Under the alternative procedure, parole services are administered on a state-wide basis by a Division of Parole while probation services are administered locally under state supervision. Communities unable to support local probation departments receive probation services from the Division of Probation.<sup>1</sup>

a. Centralized System of Statewide Probation and Parole Services. Sections of the Model Penal Code organizing a centralized system of statewide probation and parole services provide for establishment of a Division of Probation and Parole in the Department of Correction. The Division would be under the direction of the Probation and Parole Administrator appointed by the Governor or the Director of Correction. The Probation and Parole Administrator would have authority to appoint probation and parole personnel to administer probation and parole services throughout the state.<sup>2</sup>

b. Statewide Parole and Combined State and Local Probation Services. Administration of services may be decentralized by implementation of the sections of the Model Penal Code establishing a state administered parole service and a combined state-local probation program. In accordance with this procedure, parole services are administered by a Division of Parole under direction of a Parole Administrator. Under alternative procedures set forth in the model legislation, the Governor, the Director of Correction, or the Board of Control may be authorized to appoint the Parole Administrator. If the Governor or Director of Corrections is designated the appointing authority, the Division of Parole appears to function as an autonomous

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<sup>1</sup>Ibid., sec. 404.1; Alternative Article 404, sec. 404.1; secs. 405.1, 405.3.

<sup>2</sup>Ibid., Alternative Article 404, secs. 404 (1)(2), 404.2(2).

unit in the Department of Corrections with responsibility for maintaining its own accounting and auditing system and submitting a budget separate from that of the Department of Corrections. If the Parole Administrator is appointed by the Board of Parole, the Board is authorized to establish and supervise the execution of policies for the Division of Parole.<sup>1</sup>

3. Recommendations of Professional Corrections Authorities

a. Two experts in the corrections field employed by the Board of Control following the prison riots in 1963 made recommendations for a coordinated state system of corrections including probation, parole, institutions, and treatment. The two penologists, Dr. Garrett Heyns, Director of the Washington State Department of Institutions and Mr. Myrl Alexander, Director, Center for Study of Crime, Delinquency and Corrections, Southern Illinois University, recommended that parole services be administered independently of the paroling authority.<sup>2</sup>

b. Recommendations to members of the Adult Corrections Study Committee for improving the State corrections program include the following proposals submitted by Mr. Paul Kalin, Midwestern Director, National Council on Crime and Delinquency.

1. Avoiding commitment to a program of large scale capital construction. Emphasis should be placed on the improvement and expansion of staff and services rather than on construction of new facilities.
2. Development of community services which may include a statewide system of probation services necessary for rehabilitation.
3. Incorporating the field services of the Board of Parole in an integrated probation-parole program administered by the Board of Control.<sup>3</sup>

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<sup>1</sup> Ibid., secs. 401.1(2),(3), 402.2(1), 404.1.

<sup>2</sup> Minutes of the November 23, 1963 meeting, Adult Corrections Study Committee, Des Moines, Iowa, pp. 2,3 (in the files of the Iowa Legislative Research Bureau).

<sup>3</sup> Minutes of the July 8-9, 1964 meeting, Adult Corrections Study Committee, Des Moines, Iowa, pp. 10-11 (in the files of the Iowa Legislative Research Bureau).

According to information received by members of the Adult Corrections Study Committee, many states are confronted by the problem of crowded conditions in their correctional institutions. Construction of new facilities has been the method most generally employed to relieve crowded conditions although probation services may be administered at a lower cost and provide an opportunity for the offender to remain in society. This opportunity to function in a controlled environment enables the offender to contribute to the support of himself and his family and eliminates the stigma attached to a prison commitment.

4. Recommendations in Prior Studies on Governmental Reorganization

Previous reports on governmental services in Iowa have recommended integration of probation, parole, and institutional services in one agency. The governmental survey conducted in 1933 by the Institute for Government Research of the Brookings Institution recommended the creation of a Department of Public Welfare for the management and control of all state welfare institutions and agencies. The proposed Department would be administered by a Director of Public Welfare with professional training and experience in public welfare administration. The Brookings Report recommended organization within the Department of Public Welfare of a Bureau of Corrections with responsibility for administration of the three State correctional institutions and supervision of all persons released on parole or placed on probation by the courts.<sup>1</sup>

The 1950 Governmental Reorganization Commission recommended establishment of a Department of Welfare and Institutions to administer programs and services currently administered by the Board of Control, the Board of Social Welfare, the Commission for the Blind, and the Board of Parole. The Commission regarded the reorganization plan as an important step in improving administration of programs and eliminating duplication. Under the Commission's proposal, the Department of Welfare and Institutions would be under the direction of an Executive Commissioner appointed by the Governor with the consent of the Senate. The Commissioner would have authority to appoint with the Governor's

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<sup>1</sup>Brookings Institution, Report on a Survey of Administration in Iowa submitted to Committee on Reduction of Governmental Expenditures by the Institute for Government Research of the Brookings Institution (Washington: Brookings Institution, 1933) pp. 238-239.

approval a Director of Mental Institutions, a Director of Penology, and a Director of Welfare. The Governor, the Commissioner, and the three directors would serve as the policy making board for the Department. The Director of Mental Institutions, the Director of Penology, and the Director of Welfare would constitute the Board of Parole and perform the duties and functions currently assigned by statute to the Parole Board.<sup>1</sup>

#### Consolidation of Service

Although the Adult Corrections Department has deferred its recommendation for revising administration of the probation-parole program for future consideration, Committee members believe any proposal for consolidation should not necessarily be restricted to services administered by state agencies. The Committee believes state and local services can be effectively combined in the State corrections program. Modernization of the probation-parole program might be accomplished in accordance with either of the following administrative procedures:

1. Administration of all probation-parole services by a single state agency.
2. State administration of all probation services with combined state and local administration of probation services. Local probation departments would function under state supervision with the state probation officers serving communities not operating probation offices.

#### Status of Current Probation - Parole Employees

The Adult Corrections Study Committee recommends that any proposal for consolidation of services provide for retaining local and state probation-parole personnel. A proposal to consolidate services in a state agency should permit all juvenile probation officers who are employed by the counties and all adult parole officers currently employed by the State Board of Parole to remain in the program of integrated services in their present status of employment. Similarly a plan for state supervision of local probation departments would provide for retention of local personnel.

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<sup>1</sup> Report of the 1950 Governmental Reorganization Commission to Governor William S. Bearsley for submission to the Fifty-fourth General Assembly, pp. 80-85.

## II. COSTS OF PROBATION, PAROLE, AND INSTITUTIONAL SERVICES

It is believed that an expanded program of probation and parole services will accelerate rehabilitation of offenders and result in a substantial savings in financial and human resources.

Information made available to Committee members by a Wisconsin State corrections administrator indicates that it costs more than ten times as much to institutionalize an offender as it does to place him under probation or parole supervision. Individual monthly probation and parole costs for fiscal year 1963 in Wisconsin were \$22 compared to monthly institutional costs of \$226. At the beginning of 1964, Wisconsin was supervising 6,929 persons on probation or parole. If these offenders had been committed to correctional institutions, an additional expenditure of \$17,000,000 would have been required for institutionalization services.<sup>1</sup>

Probation officers participating in a probation experiment in California made intensive supervision services available to a limited caseload of eight probationers. Such intensive supervision requires an annual expenditure of \$1,800 per probation compared to institutional costs of \$3,000 per offender. Under Wisconsin's well developed probation-parole program, probation services may be made available at 1/10 of the cost of institutional services. The California program of accelerated services emphasized highly individual treatment requires an expenditure amounting to 3/5 of the cost of the institutional program. Despite the greatly increased expenditures required by the experiment, California has found that even a program of intensive supervision is far less expensive and more successful than a correctional policy emphasizing incarceration.<sup>2</sup>

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<sup>1</sup>Report prepared by the Wisconsin State Department of Public Welfare, Division of Corrections, Chart XIX, pp. 28, 30 (in the files of the Iowa Legislative Research Bureau).

<sup>2</sup>Minutes of the July 8-9, 1964 meeting, Adult Corrections Study Committee, Des Moines, Iowa, p. 2. (in the files of the Iowa Legislative Research Bureau).

A. Costs of the Iowa Corrections Program

Due to the limited amount of time available in the legislative interim, Committee members were unable to fully evaluate the effectiveness of the state probation-parole program. According to information made available to Committee members, fairly intensive probation services have been implemented in some communities but are available on only a limited basis in other areas of the state. Similarly no attempt has been made to evaluate the quality of probation and parole services offered or the qualifications of the personnel administering the program. Although the information available is not adequate to properly evaluate the effectiveness of the probation-parole program. There are indications that probation and parole services can be implemented at a cost considerably less than the expenditures required for a corrections program emphasizing institutionalization.

1. Institutional Costs

The expense of a program of institutionalization can be shown by examining the average annual costs of institutionalizing each inmate of the three adult state correctional institutions and the two juvenile state training schools. According to statistics for fiscal year 1964, the average cost of maintaining each inmate at the State Penitentiary was \$1,788.96 while individual costs at the Women's Reformatory were \$4,004.64. Programs at the juvenile training schools required even greater expenditures. Table III presents statistics representing program costs for the fiscal year ending June 30, 1964.<sup>1</sup>

TABLE III

Annual Individual Institutionalization Costs, Ending Fiscal Year 1964

<u>Men's Reformatory</u>	<u>State Penitentiary</u>	<u>Women's Reformatory</u>	<u>Boys Training School</u>	<u>Girls Training School</u>
\$2,024.78	\$1,788.90	\$4,004.60	\$4,453.91	\$3,649.54

<sup>1</sup>Board of Control of State Institutions, Thirty-fourth Biennial Report, Part I, Period Ending June 30, 1964, Table IX, p. 153.

Operational costs for inmates of the three adult state correctional institutions and the two juvenile training schools totaled \$6,183,253.58 for the year ending June 30, 1964. In addition to operational expenditures, total capital investment of the five institutions amounted to \$16,921,162.72 for the biennial period ending June 30, 1964.<sup>1</sup>

2. Parole and Probation Costs. Parole services may be made available at a fraction of the cost of institutionalization. A total appropriation of \$278,280 in 1964 enabled the Board of Parole to make supervision services available to 1,224 persons at an individual cost of \$227.35.<sup>2</sup> Based on fiscal year 1964 individual costs for inmates of the Men's Reformatory (\$2,024.76) and inmates of the State Penitentiary (\$1,788.96), probation-parole services may be made available for slightly less than 1/8 of the cost of institutionalization.

Probation services result in even greater financial savings to the community than parole. The cost of institutional services to an adult offender may be supplemented by welfare payments to families and dependents if the offender is married. For example, commitment of an adult offender with a family of seven to a correctional institution for a term of two years would require an institutional expenditure of \$1,600 for each year of incarceration in addition to ADC support payments of \$600 to each member of the family. Total state expenditures resulting from a two-year prison commitment would amount to \$11,600.<sup>3</sup>

If during the period of incarceration the marriage ends in divorce, the total cost of ADC support payments may eventually be as much as \$53,600. Support payments would have to be continued until the children reached an age where payments are no longer required by law. In such instances, probation services can be made available at a fraction of the cost of institutionalization and welfare payments for members of the offender's family can be avoided.<sup>4</sup>

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<sup>1</sup> Ibid., Tables VIII and XVII, pp. 149,155.

<sup>2</sup> Walter A. Lunden, The Iowa Parole System (Ames: Art Press Inc., 1964) p. 88.

<sup>3</sup> Minutes of the June 17, 1964 meeting, Adult Corrections Study Committee, Cedar Rapids, Iowa, p. 4 (in the files of the Iowa Legislative Research Bureau).

<sup>4</sup> Ibid.

Another example of the high cost of welfare support is shown by 1958 state welfare payments of \$665,530 to support 1,105 children of 356 male inmates in Iowa state correctional institutions.<sup>1</sup>

3. Earnings of Parolees The conditions of probation and parole require that the person under supervision be employed. The earnings of probationers and parolees represent a reduction or avoidance of institutional and state welfare support costs.

Examination of the earnings of 200 parolees supervised by the Board of Parole in 1964 revealed a total income of \$56,039 for the month of January. The 200 parolees were selected at random from the total 1,224 persons under supervision of the Board in 1964. The January 1964 incomes of the 200 parolees ranged from \$105.23 to \$767 with an average monthly salary of \$280. If the January earnings had remained constant for the entire calendar year, salaries and wages for the 200 parolees would have totaled \$673,468 for 1964. The 200 parolees selected at random represent less than 1/6 of the 1,224 persons supervised by the Board in 1964.<sup>2</sup>

### III. CONDITIONAL RELEASE PROCEDURE

#### A. Committee Recommendations

The Adult Corrections Study Committee recommends that any legislative proposal for modernization of the probation-parole program include a conditional release procedure for inmates of state correctional institutions who are not released on parole. Under the procedure, inmates who have served their sentences less the reduction for good time and honor time would be released under supervision for the remainder of the sentence unless otherwise designated by the State Board of Parole.

#### B. Wisconsin's Program

Members of the Adult Corrections Study Committee were informed that a number of states have implemented conditional release procedures and most of them report lower recidivism rates than

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<sup>1</sup>Lunden, p. 85.

<sup>2</sup>Walter A. Lunden, The Iowa Parole System (Ames: Art Press Inc., 1964), p. 88.

states which use the traditional release procedure.<sup>1</sup> Among the states supervising offenders under conditional release laws are Kansas and Wisconsin. The Wisconsin conditional release law enacted in 1951 resulted from an awareness that persons derived parole were in greater need of counseling upon release from confinement than parolees. Wisconsin corrections authorities observed that paroles were generally granted to prisoners believed capable of making a satisfactory adjustment to the conditions of society outside the institution while inmates considered poor parole risks were usually required to remain incarcerated throughout the duration of their sentence. No counseling or guidance services were available to these inmates upon discharge from the institution. The conditional release procedure was instituted to correct this situation. Persons paroled in accordance with the conditional release law are subject to the laws and departmental regulations relating to paroled prisoners.<sup>2</sup>

#### C. Standard Probation and Parole Act

The Standard Probation and Parole Act drafted by the National Council on Crime and Delinquency contained a section providing for release of inmates under conditional release procedures. Commentary on the model legislation states that persons released from correctional institutions should receive assistance during the period of adjustment to the conditions of society outside the institution. This assistance is required by both parolees and persons receiving discharges and can be made available by the state parole service. Although parole is considered a more desirable form of release, the conditional release procedure provides a method for supervising inmates who have served their sentence less credits earned for good time and honor time.<sup>3</sup>

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<sup>1</sup>Minutes of the July 8-9, 1964 meeting, Adult Corrections Study Committee, Des Moines, Iowa, p. 19. (in the files of the Iowa Legislative Research Bureau.)

<sup>2</sup>Minutes of the September 4, 1964 meeting, Adult Corrections Study Committee, Des Moines, Iowa, pp. 10-11. (in the files of the Iowa Legislative Research Bureau)

<sup>3</sup>National Council on Crime and Delinquency, Standard Probation and Parole Act, Prepared by the Committee on Standard Probation and Parole Act, (1964), p. 34.

An administrative officer of the Iowa Corrections program has indicated support for a conditional release procedure for inmates of the state correctional institutions although the endorsement was accompanied by a warning that some inmates may prefer to remain in the correctional institution until expiration of sentence.<sup>1</sup>

#### IV. WORK RELEASE PROGRAM

The Adult Corrections Study Committee recommended that a work release program be implemented for inmates of county jails and state correctional institutions. The recommendation which resulted from a survey of work release programs in other states provided that persons sentenced to a county jail or state correctional institution be released from the institution during the day time period for the purpose of working at regular employment. The work release privilege would be granted only upon permission of the proper authority and participants in the program would remain in the immediate custody of the releasing authority at all times except during the actual hours of employment. Committee members believed the program would be of particular value to offenders sentenced to county jails since jail terms often involve long periods of idleness and inactivity.

##### A. Program for Inmates of County Jails

Two bills were introduced into the Sixty-first Iowa General Assembly authorizing work release programs for inmates of county jails. Senate File 5 introduced early in the session was passed by the Senate but did not come to a vote in the House of Representatives. The second bill, House File 622, was enacted into law in May, 1965.

Senate File 5 authorized the district court to grant to any person sentenced to a term in the county jail the privilege of leaving the jail for the purpose of employment interviews, working at regular employment, attending an educational institution, or receiving medical treatment. The privilege could be granted upon petition of the offender at the time of sentencing or after incarceration. Wages or

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<sup>1</sup>Minutes of the November 11, 1964 meeting, Adult Corrections Study Committee, Des Moines, Iowa, pp. 11-12 (in the files of the Iowa Legislative Research Bureau).

other earnings were to be collected by the sheriff and used to pay the cost of boarding the inmate, travel expense, support of dependents, court costs, and obligations. The balance was to be remitted to the inmate upon his release from jail.

House File 622 which was enacted by the General Assembly differs from Senate File 5 in several ways. Senate File 5 required payment of a fair and reasonable wage to inmates participating in the program, a provision not contained in House File 622. In regard to disbursement of inmate earnings, House File 622 does not require payment of court costs and fines. Senate File 5 authorized suspension of the work release privilege by the sheriff and revocation of the privilege by the court upon application of the sheriff. House File 622 also authorizes the court to suspend the privilege but such suspension may not exceed five days unless the court rescinds its order granting the work release privilege. Senate File 5 contains a provision that an inmate participating in the work release program shall not be considered a word of the state. The denial of this protection is specified in the court order granting the privilege and such order constitutes "a release of all obligations or liabilities extending to the inmate from the county or its officers or agents from the moment the inmate leaves the county jail . . . ." <sup>1</sup>

Senate File 5 and House File 622 authorize the district court to make all determinations and orders in regard to work release privileges for inmates sentenced to county jail terms by a justice of the peace court, superior court, or municipal court. However, House File 622 contains the following provision:

" . . . provided however municipal courts upon their own motion may make such orders as they deem necessary allowing the periodic release of prisoners by specifying the times and days the sentence shall be served by prisoners sentenced by their court to terms not exceeding fifteen (15) days in either the city or county jail." <sup>2</sup>

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<sup>1</sup> Senate File 5, Introduced in the Sixty-first Iowa General Assembly.

<sup>2</sup> House File 622, Enacted by the Sixty-first Iowa General Assembly.

B. The Wisconsin Work Release Program

Since 1913, persons sentenced to county jails in Wisconsin have been eligible to participate in a work release program. Implementation of the program resulted from an awareness that jail terms often result in long periods of idleness for the inmates and constitute a financial and social burden to the community. Realization that the needless waste of manpower, skills, and earning ability could be avoided led to implementation of the work release program. The program was named after its sponsor Henry Huber and is referred to in Wisconsin as the "Huber Law".<sup>1</sup>

1. Results of a Survey of the Wisconsin Program A survey was conducted in 1957 by the Wisconsin Department of Public Welfare on the results achieved from application of the "Huber Law." Information was obtained by the Department from questionnaires distributed to sheriffs and courts to determine the number of county jail inmates participating in the program and the opinion of judges concerning the program's effectiveness. Although the law has been amended since 1957, the survey demonstrates the benefits to inmates and society that may be achieved under a work release program.<sup>2</sup>

The results of the survey are presented in Table IV.<sup>3</sup>

TABLE IV

A.	Inmates of 70 Wisconsin county jails in 1956	
1.	Men	19,096
2.	Women	<u>1,686</u>
	Total	20,782
		20,782
B.	Total number of county jail inmates receiving jail terms.	7,682
C.	Inmates sentenced to jail terms under the "Huber Law."	
1.	Men	2,581
2.	Women	<u>73</u>
	Total	2,654
		2,654
D.	Inmates sentenced under the "Huber Law" who were employed.	1,772
E.	Percentage of inmates committed under the "Huber Law" who violated the conditions of their sentence.	9%

<sup>1</sup>Wilbur J. Schmidt, "Wisconsin's Jails and the Huber Law," State Government, November 1957, p. 244.

<sup>2</sup>Ibid., p. 245.

<sup>3</sup>Ibid.

The total earnings of inmates participating in the work release program amounted to \$364,282.87. Table V presents information on the disposition of the total amount earned.<sup>1</sup>

TABLE V

Cost of Maintaining Inmates	\$ 86,667.10
Support of Dependents	146,300.55
Payment on pre-existing debts	36,458.66
Balance of inmates' earnings	34,781.56
Other fines, restitutions, court obligations	<u>60,075.00</u>
Total -	\$364,282.87

2. Judicial Support of the Huber Law The judges polled by the Department of Public Welfare indicated support for the work release program. Judicial support of the program was based on the following considerations.

- a. Confinement of an offender in accordance with traditional procedures requires the family in instances where the commitment is for an extended period of time to seek public financial assistance. Public welfare payments can either be reduced or avoided completely if the inmate is confined under the "Huber Law" and permitted to work at his usual employment.
- b. Persons sentenced under the "Huber Law" are often misdemeanants instead of felons. Participation in a work release program places emphasis on rehabilitation and treatment instead of the punitive measure of confinement. Participation permits the offender to avoid the stigma that might otherwise be attached to the jail sentence.

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<sup>1</sup>Ibid.

- c. Participation in a work release program enables the offender to serve his sentence in a constructive way to avoid the harmful results of long periods of idleness. The work release program can make a substantial contribution to an offender's moral.<sup>1</sup>

3. Factors Required for Effective Implementation of A Work Release Program. The judges concluded that effectiveness of the work release law is limited by only two factors.

The judges concluded that the effectiveness of the work release law is limited by only two factors.

1. The inmate's willingness to participate in the program.
2. Availability of facilities and staff for administration of the program.<sup>2</sup>

The Department of Public Welfare concluded that certain conditions must exist in order for the program to operate efficiently. The program is most likely to succeed in urban areas where employment opportunities are more abundant and adequate staff required for such services as bookkeeping, job finding, supervision, etc. are more likely to be available.<sup>3</sup>

During 1956, 20 counties did not use the "Huber Law." The reason given for the failure of these counties to organize work release programs were insufficient staff, unavailability of employment, and the lack of facilities to segregate inmates participating in the work release program from other prisoners thereby supporting the conclusions of the Department concerning the requirements for implementation of an effective program.<sup>4</sup>

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<sup>1</sup> Ibid.

<sup>2</sup> Ibid., pp. 245, 250.

<sup>3</sup> Ibid., p. 250.

<sup>4</sup> Ibid.

C. North Carolina Program and the Proposed Iowa Work Release Procedure

1. North Carolina Work Release Program. A work release program for inmates of State correctional institutions was initiated in North Carolina in 1957. The North Carolina statutes provide that in adjudication of cases involving offenders sentenced to terms not to exceed five years, the court may recommend the offender be granted the option of serving the sentence under the work release program. Under another section of the law, the North Carolina Board of Parole may authorize the State Prison Department to permit any inmate of the State Prison System to participate in the work release program. However, in such cases, the Board must consider the recommendations of the court in instances where one-fourth of the inmate's sentence has not expired.<sup>1</sup>

North Carolina has introduced a high degree of centralization in its corrections program by authorizing the State Prison System to supervise both felons and misdemeanants. The State Prison System maintains more than 60 field units to which offenders participating in the work release program may be assigned. The existence of a highly centralized administrative structure enables the State Department of Prisons to place persons granted work release privileges in field units near the communities to which these offenders will return after receiving parole or final discharge from the correctional institution. Since the program authorizes participation by both felons and misdemeanants, an adequate number of participants are available for assignment to each field unit to justify the expense of staffing and maintaining the unit.<sup>2</sup>

As of August 10, 1965, 1,047 of the 10,000 inmates serving sentences in the North Carolina Prison System were participating in the work release program. Of the total number participating in the program, 633 were classified as misdemeanants while 414 were serving

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<sup>1</sup>North Carolina, General Statutes (1958) sec. 148-33.1 as amended by North Carolina, Session Laws (1959) c. 126, Session Laws (1961)c. 420, Session Laws (1963) c. 489.

<sup>2</sup>Information made available by Mr. Nolan Ellandson, Assistant Director of Corrections, Treatment and Inmate Welfare, Iowa Board of Control, July 27, 1965.

sentences for felonies. North Carolina officials report a recidivism rate of 6.7% for all participants. Mr. George W. Randall, Director, North Carolina Department of Prisons has observed that the Department's screening procedures are a major factor contributing to the low recidivism rate. The attitudes of the inmates participating in the program or eligible for participation in the program are also important. The opportunity to work at regular employment for which compensation is received provides a strong stimulus for many inmates to abide by the conditions of the work release program. However, Mr. Randall observed that an increase in the ratio of felons participating in the program may be accompanied by a corresponding rise in the recidivism rate.<sup>1</sup>

2. Proposed Iowa Work Release Program. In contrast to the highly centralized North Carolina corrections program Iowa statutes require a decentralized system of correctional services in accordance with which misdemeanants receive county jail sentences while most offenders sentenced as felons are sent to one of the state correctional institutions. Each county supports a program of correctional services and the jails are administered independently of the State corrections program. Since misdemeanants are not under State supervision, they could not be included in a work release program established for inmates of the adult state correctional institutions. The exclusion of misdemeanants from the program and the current absence of halfway houses would limit the effectiveness of a state work release program.<sup>2</sup>

County jails are not regarded as desirable facilities for quartering inmates participating in the program and the crowded conditions of most jails in Iowa's urban counties would prevent these counties from making housing arrangements with the state agency administering the program. Iowa's relatively large number of communities with small populations would further limit the effectiveness of the program. Too few inmates paroled or discharged from the adult

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<sup>1</sup> Information made available to the Iowa Legislative Research Bureau by Mr. George W. Randall, Director, North Carolina Department of Prisons, August 10, 1965.

<sup>2</sup> Information made available to the Iowa Legislative Research Bureau by Mr. Nolan Ellandson, Assistant Director of Corrections, Iowa Board of Control, July 27, 1965.

correctional institutions return to these communities to justify the expense of constructing and employing professional personnel for halfway houses in these areas. The absence of adequate employment opportunities in communities with small populations is a factor which would further retard implementation of a satisfactory work release program.<sup>1</sup>

According to Iowa corrections officials, immediate implementation of a work release program would result in transportation of a new inmates with work release privileges from the Ft. Madison and Anamosa institutions to areas within commuting distances of those institutions. The relatively limited number of employment opportunities in these areas would severely limit participation in the program. Inmates participating in the program would be required to work in areas far removed from the communities of their residence. It is also possible that residents of the communities to which the inmates were assigned to work would be hostile to the program. All of these factors could be presented as arguments to current implementation of a work release program.<sup>2</sup>

Mr. Nolan Ellandson, Assistant Director of Corrections, Classification, and Treatment, Iowa Board of Control has observed that considerable research and planning would be required before an effective work release program could be implemented for inmates of the State correctional institutions. The results might not be as spectacular as those reported by North Carolina due to the exclusion of misdemeanants from the program and the decentralized structure of the Iowa correctional system.

A successful program requires a system of halfway houses functioning under state supervision and staffed by adequate personnel. The staff would include guidance and employment counselors, food service, and maintenance personnel. The halfway houses or dormitory facilities would not require security personnel. The halfway house could be organized to authorize the guidance counselor to direct administration of the work release program. In addition to his administrative functions, the duties of the guidance counselor would

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<sup>1</sup> Ibid.

<sup>2</sup> Ibid.

include offering assistance in resolving problems arising in employer-employee relationships, family situations, etc. The employment counselor would have extensive knowledge of available employment opportunities and assist program participants in finding employment.<sup>1</sup>

The establishment of halfway houses would contribute in many ways to the development of an effective work release program. Persons currently paroled or discharged from state correctional institutions receive an amount not to exceed \$50.00. Often this amount is insufficient to meet the material needs of the parolees until he receives his first compensation from employment. A halfway house would help resolve many of the monetary problems confronting a parolee as well as providing a temporary residence staffed with competent personnel to help resolve employment and personal problems. Although a work release program for inmates in communities with small populations is not practical, a halfway house would provide a satisfactory temporary residence for inmates from sparsely populated areas who wish to find employment and establish residence in an urban area. In all cases inmates would contribute a portion of their earnings to help defray the cost of maintaining the halfway house. By providing a temporary residence at a nominal fee and offering such services as guidance and employment counseling, the halfway houses could contribute substantially to the success of parole and reducing the rate of parole recidivism. Mr. Ellandson estimates that halfway houses could be established in 3-6 of Iowa's urban counties.<sup>2</sup>

Parole or discharge from a correctional institution requires a transition from institutionalization to the conditions of society outside the institution. Work release programs are regarded as an adjunct to parole, a procedure which eases the transition or period of adjustment required of each parolee. A successful comprehensive work release program for inmates of state correctional institutions requires a highly centralized administrative structure, a sufficient number of eligible participants to justify construction and staffing of field unit facilities, and a sufficient number of employment opportunities. Iowa's decentralized system of correctional services make it difficult to establish a work release program meeting these requirements. Consequently under current conditions a work release program for inmates of Iowa's adult correctional institutions could not be expected to achieve the results

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<sup>1</sup> Ibid.

<sup>2</sup> Ibid.

obtainable under a highly centralized system of correctional services under which both misdemeanants and felons are supervised by a single state agency.

#### V. INCREASED COMPENSATION

The recommendations of the Adult Corrections Study Committee included a proposal to increase the salaries of custodial personnel at the State correctional institutions. Interviews with experts in the corrections field and administrative personnel at the State correctional institutions indicated the salary scale for custodial personnel was inadequate to permit the Board of Control to compete for the most qualified personnel.

A low salary scale results in the employment of many custodial officers who cannot qualify for higher salaried jobs outside the correctional system. Low salaries often force guards to seek a second job to earn additional income while in other cases wives work to supplement the limited incomes received under a low salary scale.

Discussions with corrections personnel at the State Penitentiary at Ft. Madison in December 1963 indicated the maximum salary a custodial officer could receive was \$340 per month unless the officer was a lieutenant or captain. Many guards were being paid the starting salary of \$280. The requirement that custodial personnel furnish their own uniforms placed an additional strain on the limited salaries received by prison guards. The administrative officials at the State Penitentiary suggested the salary scale be revised to enable the correctional institutions to be more selective in the employment of custodial personnel.<sup>1</sup>

In their survey of the Iowa corrections program, Dr. Garrett Heyns and Mr. Myrl Alexander commented on the inadequate salary scale for custodial officers. Noting the \$280 per month starting salary for custodial personnel, the two penologists recommended an increase in compensation of at least \$100.<sup>2</sup>

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<sup>1</sup>Minutes of the December 9-10, 1963 meeting, Adult Corrections Study Committee, Ft. Madison, Iowa (in the files of the Iowa Legislative Research Bureau).

<sup>2</sup>Minutes of the November 23, 1963 meeting, Adult Corrections Study Committee, Des Moines, Iowa, p. 3 (in the files of the Iowa Legislative Research Bureau).

According to the Manual of Correctional Standards an effective program of personnel management at correctional institutions requires satisfactory employment conditions for personnel. One of the conditions specified by the Manual of Correctional Standards is a "pay scale to compete with the salaries of comparable positions in private business or similar type, well-administered governmental organizations, and such pay scales should be in keeping with the generally accepted standards of living; . . . "<sup>1</sup>

Prior to July 1965, compensation for guards at the state correctional institutions ranged from a starting salary of \$280 per month to a maximum of \$340. No fixed starting salary was established for lieutenants or captains but a guard receiving a promotion to lieutenant was usually given a one step increase in pay (\$20) raising his salary to \$360 per month. A lieutenant receiving a promotion to captain also received a one step increase in compensation. Most lieutenants and captains are recruited from within the State correctional system.<sup>2</sup>

The Board of Control's appropriation for the 1965-1967 biennium provides for an increase in compensation for custodial personnel at the state correctional institutions. In accordance with the revised salary scale, guards receive a starting monthly salary of \$340 that graduates to \$400. Lieutenants begin at \$420 and may earn as much as \$480. The starting monthly salary for captains is \$500 with a maximum of \$560. The revised salary scale provides for one step increases of \$20 with an annual review of each officer's salary to determine if an increase should be given. The new salary schedule becomes effective July 1965.<sup>3</sup>

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<sup>1</sup>Manual of Correctional Standards, p. 63.

<sup>2</sup>Interview with Mr. Harlan Schooler, Chief of Fiscal Services, State Board of Control, July 28, 1965.

<sup>3</sup>Ibid.

## VI. UNIFORMS FOR CUSTODIAL OFFICERS

The Adult Corrections Study Committee made a recommendation that the General Assembly enact legislation providing that uniforms be made available to custodial staff at the state correctional institutions at no cost to the employee. The recommendation resulted from information received by Committee members indicating the requirement that guards purchase their own uniforms constituted a considerable burden for employees required to meet other financial obligations with moderate salaries.<sup>1</sup>

Legislation was enacted by the Sixty-first Iowa General Assembly implementing the Committee's recommendation. Senate File 10, Acts of the Sixty-first General Assembly provides that the Board of Control shall issue uniforms to all newly employed custodial staff. The legislation further provides that all custodial staff uniforms be maintained and replaced by the Board at no cost to the employees. The uniforms and replacements remain the property of the Board.

As of July 1, 1965, the Board of Control issued new summer uniforms to all custodial officers at the state correctional institutions. Preparations are also being made for the issuance of winter uniforms.<sup>2</sup>

## VII. EDUCATIONAL AND VOCATIONAL TRAINING PROGRAMS

### A. Committee Recommendation

The Adult Corrections study included a survey of the educational and vocational programs available at the State correctional institutions. After discussing educational programs with personnel at the institutions, Committee members made a recommendation that the General Assembly give special consideration to appropriating to the State Board of Control funds necessary for expanding the educational and vocational curricula of the State correctional institutions. The

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<sup>1</sup>Minutes of the December 9-10, 1963 meeting, Adult Corrections Study Committee, Ft. Madison, Iowa, p. 9 (in the files of the Iowa Legislative Research Bureau).

<sup>2</sup>Information made available by Mr. Calvin Auger, Assistant Director, Security and Control, Division of Corrections, Iowa Board of Control, August 2, 1965.

Committee concluded that although educational and vocational programs have been established at the institutions, the programs are inadequate to provide the necessary education and training for all inmates who can benefit from the program. Educational and vocational training opportunities are noticeably lacking enough to economically provide the necessary education and training within the institution.

B. Nationally Recommended Standards

Modern correctional thinking advocates programs of treatment and education to achieve rehabilitation as contrasted to the more traditional policies emphasizing incarceration and punitive measures as a method of rehabilitating offenders. In observing the need for an expanded education program at the correctional institutions, Committee members recognized that increased funds for education should be made available at the present time so that program costs can be reduced in the future. An expanded educational and vocational training program with increased inmate participation would result in the release of a higher percentage of prisoners with marketable employment skills. A program of increased educational and vocational training might contribute toward reducing the rate of recidivism.

In describing the evolutionary approach to rehabilitation, Dr. Garret Heyns noted current correctional programs require increased expenditures for educational and vocational training courses as well as other services. Inmates must be taught skills which will enable them to secure employment after release from the correctional institutions. Dr. Heyns also observed that modernization of corrections programs requires that states make increased appropriations initially so that program costs may be reduced in the future.<sup>1</sup>

The Manual of Correctional Standards states that a correctional institution program should try:

- "a) to offer an inmate sufficient academic education to enable him to face the needs of the world as a better equipped person.

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<sup>1</sup>Minutes of the November 23, 1963 meeting, Adult Corrections Study Committee, Des Moines, Iowa, pp. 2-3 (in the files of the Iowa Legislative Research Bureau)

- b) to provide vocational training so that he might take his proper place in society and be economically free . . ."<sup>1</sup>

The Manual of Correctional Standards recommends that personnel employed to implement the educational program meet the standards of the state's education department. The Manual also notes that "except in the more modern institutions, vocational training opportunities are largely limited to those operations necessary for the maintenance of the institution and prison industries."<sup>2</sup>

C. Education Programs at Iowa Institutions

1. Men's Reformatory. Adult Correction Study Committee members discussed educational programs of the Men's Reformatory during the Committee's survey of the institution's facilities. According to the Reformatory's educational personnel, the program has been expanded substantially during the last twelve years. In 1953, the Reformatory's Education Department consisted of eight students and faculty. The program has since become a certified, highly qualified program which includes vocational education courses.<sup>3</sup> As of December, 1964, the Reformatory employed a full-time academic education staff consisting of 2 grade school teachers and 3 high school instructors. Night high school classes are taught by 6 part-time instructors of the Cedar Rapids school system. The Reformatory's academic school program is fully accredited.<sup>4</sup>

As of August 4, 1965, 300 inmates at the Reformatory were enrolled in academic classes and 54 inmates were participating in accredited vocational training courses. Of the 965 inmates serving sentences at the Reformatory on August 4, 1965, 354 or 36.7% of the inmate population were participating in academic or vocational training courses.<sup>5</sup>

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Mr. Paul Weiler, Education Director of the Reformatory observed that many inmates need education courses but that not enough teachers are available. In January, 1964 the Reformatory needed five

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<sup>1</sup>Manual of Correctional Standards, p. 318.

<sup>2</sup>Ibid., p. 326.

<sup>3</sup>Minutes of the January 10, 1964 meeting, Adult Corrections Study Committee, Anamosa, Iowa, p. 10 (in the files of the Iowa Legislative Research Bureau).

<sup>4</sup>Information made available by Mrs. Hazel Garner, Public Information Officer, Iowa Board of Control and Mr. Nolan Ellandson, Assistant Director of Corrections, Treatment and Inmate Welfare, Iowa Board of Control.

<sup>5</sup>Information made available by Mr. Calvin Auger, Assistant Director, Security and Control, Division of Corrections, Iowa Board of Control, August 4, 1965.

additional grade school teachers qualified to teach classes in science and English. Shortage of funds was cited as the reason why additional teachers were not employed. Increased school attendance has created a definite need for additional day school classes and educational personnel.<sup>1</sup>

Mr. Jack Neuzil, Superintendent of Vocational Education at the Reformatory observed that vocational education programs have been improved. Fully accredited courses in auto body and fender work, refrigeration, and machine shop are made available to inmates. However, the auto mechanics heavy equipment operator classes are not fully accredited. Approximately one year is required to complete a vocational education course and inmates enrolled in the program attend classes full time. A program has been implemented at the Reformatory in accordance with which inmates attend the classes part-time and receive on the job training during the balance of the day.<sup>2</sup>

Mr. Neuzil pointed out that more money is needed for vocational education staff. One instructor should be employed for each 6 inmates enrolled in a vocational education course and additional funds are needed to employ qualified personnel to make education services available. Unfortunately, many inmates do not have the background for vocational education and this handicap excludes their participation in the program.<sup>3</sup>

The prison industries at the Anamosa Reformatory include the soap plant, tailor shop, metal working, and print shop. Although inmates assigned to the metal working division and print shop receive training designed to develop vocational skills, these industries are not under the direction of vocational instructors accredited by the

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<sup>1</sup>Minutes of the January 10, 1964 meeting, Adult Corrections Study Committee, Anamosa, Iowa, p. 10 (in the files of the Iowa Legislative Research Bureau).

<sup>2</sup>Ibid., p. 11-12.

<sup>3</sup>Ibid.

Department of Public Instruction and are therefore not part of the Reformatory's vocational education program.<sup>1</sup>

2. State Penitentiary. The Education Department at the State Penitentiary at Ft. Madison makes available both academic and vocational training to inmates. The academic program is staffed by three full-time instructors and five part-time instructors. The part-time instruction is made available by teachers of the Ft. Madison public school system. More than 250 inmates are enrolled in the program which includes both secondary and remedial courses. The program is fully accredited by the State Department of Public Instruction. Inmates may also participate in academic courses during the hours they are confined to their cells. Inmates participating in this portion of the academic program receive a textbook and a lesson plan. Academic credit is received for each course upon successful completion of the examinations covering the material in the lesson plans.<sup>2</sup>

The Penitentiary's vocational training program is staffed by the Director of Vocational Education and six instructors. The vocational instructors are certified by the Department of Public Instruction. The institution's vocational training program includes business machine repair services, refrigeration, electrical training, machine shop, and automotive courses. Inmates participating in the machine shop, electrical, and refrigeration courses are also assigned to institution maintenance jobs requiring the special skill or training received by inmates enrolled in these courses.<sup>3</sup>

As of August 4, 1965, 255 inmates of the State Penitentiary were enrolled in academic courses and 120 inmates were receiving vocational training. Of the 1,238 inmates serving sentences at the Penitentiary on August 4, 1965, 375 or 30.3% of the prison population were participating in accredited academic or vocational training courses.<sup>4</sup>

Prison industries at the Ft. Madison institution include a woodworking division, an upholstering shop, brush and broom shop, tin factory, printing shop, shoe factory, and an extensive textile plant. Inmates assigned to the upholstering shop and the cabinet

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<sup>1</sup> Information made available by Mr. Calvin Auger, Assistant Director, Security and Control, Division of Corrections, Iowa Board of Control, August 2, 1965.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

shop of the woodworking division receive an opportunity to develop vocational skills although the training received in these industries is not made available by instructors of the institution's vocational training school. The tin shop and printing shop are also industries which provide inmates with useful vocational training. However, inclusion of these industries in the vocational training program has been precluded by the lack of funds to employ certified instructors.<sup>1</sup>

Consideration is being given to plans for removing the business machine repair course from the vocational training program and placing it in prison industries. The instructor currently employed by the vocational training school would continue to administer the machine repair service but his salary would be paid from income received from prison industries instead of from state appropriations allocated to support the vocational training program. The transfer would place the transportation facilities of prison industries at the disposal of the business machine repair service. Through the use of these transportation facilities repair service could be made available to state agencies operating business machines.<sup>2</sup>

The income received from prison industries is used to help defray the cost of the vocational training programs at the correctional institutions. The income from prison industries is used to pay the salaries of two vocational training instructors at the Men's Reformatory and one instructor at the Ft. Madison institution.<sup>3</sup>

Although educational services have received greater emphasis in recent year, additional staff is needed to permit increased inmate participation in the academic and vocational training program. The academic program at the institution could be improved by the addition of two instructors to the present staff. The vocational training program could also be expanded by the employment of two additional instructors. Funds should also be made available to purchase equipment required for an expanded program.<sup>4</sup>

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<sup>1</sup> Ibid.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

3. Women's Reformatory. The educational program established for inmates of the Women's Reformatory has generally emphasized domestic training courses in serving, cooking, and housework. Professional personnel employed by the Reformatory have recommended implementation of academic and vocational training courses to help prepare women for employment upon release from the institution. However, a major obstacle to implementation of a vocational program has been the limited educational background of a majority of the Reformatory's inmates. As of November 1963, approximately 90% of the women confined at the institution had not finished high school and were unable to complete the requirements for a high school degree because of the absence of an accredited high school program.<sup>1</sup> Since Iowa law requires a high school degree in addition to completion of a program of vocational training for licensed participation in certain vocations and service occupations, many women at the Reformatory would have to complete the requirements for a high school degree before enrolling in a program of vocational training.<sup>2</sup> An additional obstacle is the considerable cost of implementing a vocational training program for the Women's Reformatory which has a relatively small population and a limited number of inmates capable of benefiting from courses of instruction.<sup>3</sup>

However, in 1964 a business training program was instituted at the Women's Reformatory. The program consists of 6 courses including training in typing, shorthand, office procedures, and similar courses. The program is approved by the Iowa Department of Public Instruction and participants in the courses receive credit which may be applied

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<sup>1</sup> Minutes of the November 15, 1963 meeting, Adult Corrections Study Committee, Rockwell City, Iowa, p. 6. (in the files of the Iowa Legislative Research Bureau).

<sup>2</sup> Minutes of the November 22, 1964 meeting, Adult Corrections Study Committee, Des Moines, Iowa, pp. 13-14 (in the files of the Iowa Legislative Research Bureau).

<sup>3</sup> Minutes of the November 15, 1963 meeting, Adult Corrections Study Committee, Rockwell City, Iowa, p. 6 (in the files of the Iowa Legislative Research Bureau).

to the requirements for a high school degree.<sup>1</sup>

The Board of Control has also formulated plans for implementing a comprehensive home economics course at the Reformatory. Inmates participating in the course may receive both domestic and vocational training. In accordance with the vocational portion of the program, inmates will be trained for employment as waitresses, cooks, and bakers. The program will be established on a semester basis with high school credits allocated for each course taken.<sup>2</sup>

As of December 1964, the Women's Reformatory employed a full-time academic teacher and a full-time vocational instructor. Two nurses are employed at the Reformatory whose duties include teaching nurses' aide training courses. These courses are considered part of the vocational curricula.<sup>3</sup>

As of August 4, 1965, 11 women at the Reformatory were enrolled in academic courses and 19 were receiving vocational training. Of the 80 women serving sentences at the Reformatory on August 4, 1965, 30 or 37.5% were participating in academic or vocational training courses. Reformatory authorities report that the statistics on enrollments may be misleading since classes in the summer school program are somewhat smaller than classes held during the regular school year.<sup>4</sup>

#### VIII. RECOMMENDATIONS FOR A STIPEND PROGRAM

##### A. Committee Recommendation

Included in the recommendations of the Adult Corrections Study Committee was a suggestion that the Iowa Board of Control include in its budget request provisions for a stipend program which would enable the Board to pay the educational expenses of individuals who wish to enter employment in the corrections field. The State agencies currently find it extremely difficult to employ trained staff at the correctional institutions. Under the proposal, the State would pay a stipend to an individual to obtain advanced education in the area of

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<sup>1</sup> Information made available by Mr. Nolan Ellandson, Assistant Director of Corrections, Treatment and Inmate Welfare, Iowa Board of Control, December 23, 1964.

<sup>2</sup> Ibid.

<sup>3</sup> Ibid.

<sup>4</sup> Information made available by Mr. Calvin Auger, Assistant Director, Security and Control, Division of Corrections, Iowa Board of Control, August 4, 1965.

corrections upon agreement that the individual remain in State employment for a specified number of years for each year the stipend is received. The individual could be released from the commitment by repaying the stipend. Committee members believe the State would benefit considerably by adoption of such a program which would tend to upgrade the State's corrections program.

B. Nationally Recommended Standards

In regard to correctional treatment services, the Manual of Correctional Standards makes the following statement:

"Counseling, casework and clinical services are to be seen as a continuous part of the total correctional program, as an essential element in a standard probation department and in the institutional system from reception through parole and discharge. As an integral part of the total correctional process, these services to function effectively must involve clear understanding and appreciation by the professional personnel of all the functions in the correctional system.

"Personnel in discharging case services, counseling and clinical services must recognize responsibility for public and internal safety factors and effective management of the entire correctional process. An adequate program of professionalized services provides for trained caseworkers and clinical services personnel in reception, institutional programs, pre-release preparation, and parole services."<sup>1</sup>

Institutional casework services involve such duties as case studies, evaluation, and analysis culminating in the preparation by the caseworker of a report used as the basis for planning institutional treatment programs for inmates. Casework duties also involve such functions as assisting inmates in the solution of immediate personal problems and making guidance and information services available to inmates scheduled to be released from the institution. Institutional caseworkers are also required to prepare progress reports for review before release from the correctional institutions.<sup>2</sup>

The Manual of Correctional Standards specifies the following standards for casework services:

- "1. Trained Personnel: Staffing of casework services must provide for adequately trained personnel through university graduate school preparation or as a minimum substitute, specialized and intensive pre-training programs in the correctional system, using university staff consultation.

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<sup>1</sup>Manual of Correctional Standards, 303.

<sup>2</sup>Ibid., 299, 305, 306.

- "2. Workload Standards: Workload standards for casework services must allow for adequate attention to cases. Standards will vary with the type of problems to be services . . . . Minimum workload standards in institutional casework should provide for no more than 30 cases per month for caseworkers assigned exclusively to the reception process; no more than 150 inmates per caseworker in general institution programs. This allows an average of 4 hours per case for admission study and one-half hour per month for case attention in the institution."<sup>1</sup>

The Manual of Correctional Standards establishes the following requirements for a program of clinical services in a correctional institution.

- "1. Minimum Professional Standards: Staffing of clinical services activity should require that psychiatrists be eligible to become diplomates of the American Board of Psychiatry and that clinical psychologists possess a minimum of the masters degree in clinical psychology from a graduate school approved by the American Psychological Association.
- "2. Workload Standards: Workload standards for psychiatrists, psychologists, and ancillary clinical personnel should be guided by considerations and standards promulgated by the appropriate professional associations in those fields supplemented by research findings. This should apply to probation and parole departments as well as prison systems. For interim workload standards, a minimum of one psychiatrist for a general population institution of no more than 1200 is indicated together with three clinical psychologists, and three specialized caseworkers. Proportionate staffing is recommended for larger institutions. Specific programs with psychotics or severely disturbed inmates should allow for the same psychiatric team (one psychiatrist, three clinical psychologists, and three specialized caseworkers for every 150 inmates)."<sup>2</sup>

C. Clinical Services at Iowa Correctional Institutions

1. Women's Reformatory. In 1963, individual and group clinical services were made available to inmates of the Women's Reformatory

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<sup>1</sup> Ibid., 301.

<sup>2</sup> Ibid., 302.

on the average of one and one-half days per week by two psychologists of Iowa State University. Both psychologists met with 65 inmates in October 1963. Nationally recommended standards designate one psychologist be employed for every 300 inmates. Psychological services at the Women's Reformatory do not meet these standards. One of the psychologists stated that the Reformatory should employ one social worker for each cottage. In 1963, the Reformatory employed one social worker to serve the institution.<sup>1</sup>

As of December 1964, the Women's Reformatory retained its part-time clinical staff consisting of two psychologists, one social worker and 1 clinically trained chaplain.<sup>2</sup>

Members of the Adult Corrections Study Committee have been advised that a small appropriation for assistantships at the State universities would serve as an incentive for graduate students to enter service in the correctional field. Currently there are few ways that students can gain practical experience in corrections. Stipend-sponsored internships and funds to finance summer work at the correctional institutions would do much to encourage individuals to enter the correctional field.<sup>3</sup>

2. Men's Reformatory. In January 1964, three counselors were employed at the Men's Reformatory. Although nationally recommended standards assign a ratio of one counselor per 125 inmates, the number of inmates assigned to each counselor at Anamosa was 325. In January 1964, 150 men were on the waiting list for intensive counseling service. One psychiatrist is employed at the Reformatory. According to corrections personnel at the Men's Reformatory, the institution

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<sup>1</sup>Minutes of the November 15, 1963 meeting, Adult Corrections Study Committee, Rockwell City, Iowa, pp. 5,6. (in the files of the Iowa Legislative Research Bureau).

<sup>2</sup>Information made available to the Iowa Legislative Research Bureau by Mr. Nolan Ellandson, Assistant Director of Corrections, Treatment and Inmate Welfare, Iowa Board of Control, December 23, 1963.

<sup>3</sup>Minutes of the November 15, 1963 meeting, Adult Corrections Study Committee, Rockwell City, Iowa, p. 7 (in the files of the Iowa Legislative Research Bureau).

was in need of the following personnel to upgrade professional staff services:<sup>1</sup>

1. A minimum of 5 psychologists; 2 of the psychologists would provide clinical testing services and the other three would be assigned counseling duties.
2. 6 professionally trained social workers.
3. At least 6 counselors.

The counselors would be assigned to write admission summaries and assist in the preparation of pre-parole reports in addition to making counseling services available to inmates. Counselors employed at the Reformatory have been required to allocate most of their time to preparation of reports and have had little opportunity to make professional services available to inmates.<sup>2</sup>

As of December 1964, the Men's Reformatory employed a Director of Social Services and 4 full-time counselors. The Director of Social Service and three of the counselors have master's degrees. One psychologist is employed to make services available to inmates.<sup>3</sup>

3. State Penitentiary. According to information made available to members of the Adult Corrections Study Committee during the Committee's December 1963 meeting with the correctional staff of the Men's State Penitentiary, that institution has also experienced shortages of professional staff. The State Penitentiary employed 4 counselors and 1 social worker in 1963 to provide services to an institutional population of 1300-1400. Arrangements were being made for employment of 2 additional social workers. In 1963, 1 full-time psychologist and one part-time psychiatrist were employed at the institution.<sup>4</sup>

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<sup>1</sup>Minutes of the January 10, 1964 meeting, Adult Corrections Study Committee, Anamosa, Iowa, p. 13 (in the files of the Iowa Legislative Research Bureau).

<sup>2</sup>Ibid.

<sup>3</sup>Information made available to the Legislative Research Bureau by Mr. Nolan Ellandson, Assistant Director of Corrections, Treatment and Inmate Welfare, Iowa Board of Control, December 23, 1964.

<sup>4</sup>Minutes of the December 9-10, 1963 meeting, Adult Corrections Study Committee, Ft. Madison, Iowa, p. 11 (in the files of the Iowa Legislative Research Bureau).

An administrative officer stated that nationally recommended standards specify employment of at least 3 psychologists for testing and evaluation at an institution having an inmate population comparable to the population of the Iowa Men's State Penitentiary. One full-time psychiatrist should be employed at the institution.<sup>1</sup>

Although the e is increased emphasis on treatment at the Penitentiary, the shortage of professional personnel prevents the clinical staff from providing services to all inmates of the institution. Inmates working on the prison farms are likely to be neglected because the staff does not have an opportunity to visit the farms.<sup>2</sup>

As of December 1964, the State Penitentiary employed a Director of Social Classification, 2 full-time psychologists, and 6 full-time counselors. The institution continues to make psychiatric services available on a part-time basis.<sup>3</sup>

Members of the Board of Control commented on the current shortages of professional corrections personnel during a meeting with the Adult Corrections Study Committee in July, 1964. Substantial progress has been made in expanding the professional staff of the Boy's Training School at Eldora. That institution has experienced an increase in the number of psychologists and other professionally trained personnel. However, the Board of Parole has occasionally complained about the lack of information available on adult offenders eligible for parole. The shortage of staff at the adult correctional institutions has made it impossible to provide all the information requested. Additional professionally trained personnel are needed at the adult correctional institutions to make needed services available.<sup>4</sup>

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<sup>1</sup> Ibid.

<sup>2</sup> Ibid.

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Information made available to the Legislative Research Bureau by Mr. Nolan Ellandson, Assistant Director of Corrections, Treatment and Inmate Welfare, Iowa Board of Control, December 23, 1964.

<sup>4</sup> Minutes of the July 8-9, 1964 Adult Corrections Study Committee, Des Moines, Iowa, pp. 15-16 (in the files of the Iowa Legislative Research Bureau).

D. Wisconsin's Stipend Program

Correctional services in Wisconsin are administered by the Division of Corrections in the Department of Public Welfare. Probation, parole, and institutional services are combined in the Division of Corrections. The Wisconsin correctional system has received national recognition for its efficient program of parole and institutional services.

The Department of Public Welfare has established a personnel policy in accordance with which an attempt is made to fill social service positions with persons who have received graduate training in social work. Since personnel with graduate training are not available in sufficient numbers to meet the needs of the social service program, the Department fills many vacancies with persons who have received an undergraduate degree in social work, correctional administration, or related fields. Persons with undergraduate training who accept positions as social workers with the Department are classified as Social Worker I.<sup>1</sup>

In order to encourage staff development and make available service of the highest quality, the Department has established several training programs for its social service personnel. One of the programs involves the granting of stipends to persons who wish to enroll in a full-time graduate curriculum at an accredited school of social work. A portion of the curriculum includes field assignments in a social service agency located within commuting distance of the school. Participants continue in the program until the requirements for a master's degree have been completed. Upon completion of the program, the participant is eligible for qualification as a Social Worker II at a beginning salary of \$6,720. Employees of the Division of Corrections are eligible for participation in the program.<sup>2</sup>

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<sup>1</sup> Wisconsin State Department of Public Welfare, Social Work in Wisconsin (Madison: Wisconsin State Department of Public Welfare) p. 4. Wisconsin Department of Administration, Wisconsin Civil Service Opportunities, prepared by the Bureau of Personnel (Madison: Wisconsin Department of Administration, October, 1963) p. 2.

<sup>2</sup> Wisconsin Department of Administration, Wisconsin Civil Service Opportunities, Prepared by the Bureau of Personnel (Madison: Wisconsin Department of Administration, October, 1963) pp. 1-2.

The program provides a monthly stipend to pay the cost of tuition, books, transportation, and is made available for 9 months of each year. In addition to the stipend, the program provides a dependent's allowance for a spouse and each child not to exceed a maximum of 3.<sup>1</sup>

Persons who wish to enter the stipend program to finance education required for employment in the Division of Corrections may participate in the program immediately after obtaining an undergraduate degree although the Department of Public Welfare prefers that a period of time be spent in actual employment in the corrections program before the stipend is granted. In accordance with the stipend program, a student or employee may enroll in any accredited school of social work in the continental U.S. Persons enrolled in a stipend program to obtain advanced educational and professional training in the field of corrections would receive a monthly subsistence allowance based on one of the following formulas.<sup>2</sup>

Division of Corrections

1. Single	\$225.00 per month
2. Dependent spouse	50.00 per month
3. Each child (Limited to a maximum of 3)	25.00 per month
4. Maximum monthly stipend permitted	350.00 per month

Culmination of the program results in completion of the requirements for a master's degree. If school is terminated without the approval of the Department of Public Welfare, the participant is required to refund the full amount of all stipends received. Refunds are not required of persons who complete the requirements for a master's degree and accept employment in the Department of Public Welfare in accordance with an agreement establishing a ratio of 6 month's employment in the Department for each semester of graduate training.<sup>3</sup>

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<sup>1</sup>Ibid., p. 1

<sup>2</sup>Wisconsin State Department of Public Welfare, Social Work in Wisconsin (Madison: Wisconsin State Department of Public Welfare) p. 5.

<sup>3</sup>Ibid.

According to a publication of the Wisconsin Department of Public Welfare, approximately 5-10 stipends were available for persons wishing to enter professional service in the Wisconsin Division of Corrections. The stipends were primarily limited to persons with prior experience in corrections work.<sup>1</sup>

The minimum education and training requirements to establish eligibility for participation in the stipend program are "a degree with major courses in Social Work, Sociology, Correctional Administration, Education, Psychology or equivalent combinations of training and experience."<sup>2</sup>

Selection of persons for participation in the program is made on the basis of an applicant's rank in a written examination conducted by the State Bureau of Personnel. Examinations are held monthly.<sup>3</sup>

#### E. Stipend Programs in the State Department of Social Welfare

The Iowa Department of Social Welfare has implemented a stipend program to assist in the training of staff and development of supervisory and casework services. Employees having Public Welfare Worker II or Supervisor I classifications and one year's experience are eligible to apply for participation in the program. Persons employed by the Department in the Public Welfare Worker II classification are required to have completed the requirements for a B.A. degree.<sup>4</sup>

Applications for participation in the program are received by a committee composed of the Chief of the Bureau of Staff Development, Chief of the Bureau of Local Administration, Department Personnel Officer, Director of Family and Children's Services, and the State

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<sup>1</sup>Ibid., p. 6.

<sup>2</sup>Wisconsin Department of Administration, Wisconsin Civil Service Opportunities, Prepared by the Bureau of Personnel (Madison, Wisconsin, Department of Administration, October, 1963) p. 2.

<sup>3</sup>Wisconsin State Department of Public Welfare, Social Work in Wisconsin (Madison: Wisconsin State Department of Public Welfare) p. 8.

<sup>4</sup>Information made available by Mr. Ross T. Wilbur, Director of Family and Children's Services, Iowa Department of Social Welfare, August 2, 1965.

Board of Social Welfare. The Committee approves or denies the application after considering oral and written references received from directors and other personnel of county welfare departments.<sup>1</sup>

The stipend recipient enrolls in a two-year graduate training program which culminates in the obtaining of a masters degree. Participants in the program may choose any course of study in the social science field. Stipend recipients receive \$400 per month for payment of tuition, books, subsistence, and other expenses. The stipend is also classified as earned income from which tax deductions must be made. Mr. Ross T. Wilbur, Director of Family and Children's Services believes the stipend available under the current program is not adequate to meet the needs of the recipient. When the program was first established, the \$400 monthly stipend was comparable to the salary of an experienced social worker. However, this amount exceeds by only \$20 the starting salary of a Public Welfare Worker II. Mr. Wilbur believes the stipend should be increased and a separate allocation made available for payment of tuition and other fees.<sup>2</sup>

The Department's current policy requires the stipend recipient to work two years for the Department for each year of education received. If the recipient is unable to fulfill the employment obligation, he is required to make reimbursement for that portion of the stipend that has not been repaid by service with the Department. Stipend recipients are employed by the Department during the summer months following the first year of graduate study unless they accept other employment that is of greater advantage to them. Participants in the program employed by the Department during the summer receive work credits which may be applied toward reducing the four-year employment obligation.<sup>3</sup>

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<sup>1</sup>Ibid.

<sup>2</sup>Ibid.

<sup>3</sup>Ibid.

IX. STATEMENTS BY COURTS AND PROSECUTING ATTORNEYS

Section 247.15, Code of Iowa (1962) requires the trial judge and the prosecuting attorney to make available at the request of the Board of Parole a full statement of facts and circumstances relating to the offense. One of the problems cited by State corrections personnel is the paucity of information concerning the preinstitutional history of offenders sentenced to the State correctional institutions. It is believed by members of the Adult Corrections Study Committee that the information authorized by Section 247.15 of the Code to be made available to the Parole Board would also assist the professional staff of the correctional institution in regard to classification and evaluation of inmates. Therefore, the Adult Corrections Study Committee recommends that Section 247.15 be amended to permit the State Board of Control to request this information from the trial judge and prosecuting attorney.

X. CRIMINAL CODE STUDY

A. Committee on Criminal Law

The Adult Corrections Study Committee heartily concurs with the establishment by the Iowa State Bar Association of a Committee to study the Iowa Criminal Code. Members of the Bar Association Committee are urged to continue with the study so that the results can be submitted to the General Assembly for consideration within the near future.

In 1961 the Iowa State Bar Association appointed the Committee on Criminal Law to conduct a study on Iowa criminal code revision. The Committee has 15 members and consists primarily of lawyers, judges, etc.<sup>1</sup> Mr. Lloyd Karr, an attorney in Webster City is currently chairman of the Committee.<sup>2</sup> Since the inception of the study, the Committee has allocated much of its time to investigating

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<sup>1</sup>Minutes of the September 15, 1964 meeting, Adult Corrections Study Committee, Cedar Rapids, Iowa, p. 11 (In the files of the Iowa Legislative Research Bureau).

<sup>2</sup>Information made available by the Des Moines office of the Iowa State Bar Association, August 10, 1965.

methods of revising the Criminal Code and consideration of adding or deleting sections relating to particular offenses.<sup>1</sup>

The Bar Association Committee has found that the study on revision involves issues about which other groups in the State are concerned. The Parole Board is concerned about possible changes in the laws about sentencing; ministers and social workers with the moral issued in the law; law enforcement agencies with sections relating to penalties and definitions of crime.<sup>2</sup>

B. Model Sentencing Act

The National Council on Crime and Delinquency has drafted the Model Sentencing Act relating to sentencing and adjudication procedures. The model legislation was drafted by the Advisory Council of Judges of the National Council on Crime and Delinquency. Although copies of the model act were presented to members of the Adult Corrections Study Committee for consideration, the Committee decided not to include the topic of criminal code revision in its survey of the state corrections program. The decision not to study the criminal code was made after Committee members received information that investigations of the code for purposes of modernization and revision were being conducted by the State Bar Association Committee.

The Model Sentencing Act is primarily concerned with providing separate adjudication procedures for dangerous and nondangerous offenders to correctional institutions for terms not exceeding 30 years. Persons classified as dangerous offenders may be released from custody on parole after having received correctional treatment. A term of life imprisonment is imposed on persons convicted of murder in the first degree. Felonies committed by nondangerous offenders may be adjudicated in several different ways. The court may suspend sentence with or without probation; place the defendant on probation; impose a

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<sup>1</sup>Minutes of the September 15, 1964 meeting, Adult Corrections Study Committee, Cedar Rapids, Iowa, p. 11 (in the files of the Iowa Legislative Research Bureau).

<sup>2</sup>Ibid.

fine as provided by law for the offense, with or without probation or commitment; or commit the defendant to a State correctional institution for a term of 5 years or less, or to a local correctional institution for a term of 1 year or less. If the penalty authorized by the law for the felony does not include a fine, the court is authorized to include a fine of not more than \$1,000.<sup>1</sup>

Classification of offenders as dangerous or nondangerous is contingent on the information made available to the courts by probation officers through presentence investigation reports and reports of diagnostic facilities to which persons charged with crime may be committed for evaluation. Although the Model Sentencing Act does not establish a diagnostic facility for criminal offenders, the proposal anticipates the need of such a facility and a well-developed probation system to effectively identify offenders as dangerous or nondangerous.<sup>2</sup>

The Model Sentencing Act represents an approach to sentencing based on the degree to which the offender constitutes a danger to society instead of the nature of the crime.<sup>3</sup>

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<sup>1</sup> Ibid., 5.

<sup>2</sup> National Council on Crime and Delinquency, Model Sentencing Act, prepared by the Advisory Council of Judges of the National Council on Crime and Delinquency (1963), secs. 2,3,4,5,6.

<sup>3</sup> Ibid., (Comments on sec. 1), p. 12.