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Annual Report
to the
Governor
and the
General Assembly

Impact Incarceration Program

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The Illinois Impact Incarceration Program (IIP), located at Dixon Springs in the Shawnee National Forest, is a prison alternative for first-time prison offenders under the age of 30. This intervention program is designed to stimulate lawful behavior in youthful offenders, by providing a structured program that develops responsibility and positive self-concept, while also addressing the underlying issues that often lead to criminal behavior and substance abuse.

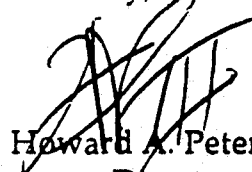
The Impact Incarceration Program promotes public safety through risk management by using rigid selection criteria. It reduces the demand for prison bed space by shortening time to serve for successful participants, thus conserving more prison beds for the serious repeat offender.

The first inmates entered the Impact Incarceration Program on October 15, 1990. On February 12, 1991, the first graduates of the program began to return home. Through August 31, 1991, 310 inmates have graduated from the IIP after serving 120 days in the program.

This report has been written to profile the offenders who have been recommended for this innovative program. The early evidence suggests that the Impact Incarceration Program is operating well. Judges have referred 1,452 inmates to the IIP. Seventy-one percent of the inmates who have entered the program have graduated. To date, only twenty-nine of the 310 graduates have been returned to prison, a recidivism rate of less than 10%. All were returned because of a technical violation. Additionally, more offenders are being sentenced to this option than there is capacity to accommodate them. There were 248 inmates waiting to transfer to the IIP. Most importantly the program has helped to alleviate the prison crowding problem by accelerating the release of these inmates from prison upon their successful completion of the program. This program is but one example of how innovative approaches can be taken to successfully address the serious public policy issues facing the State.

I present this first Annual Report to the Governor and the General Assembly on the Impact Incarceration Program according to the requirements of Chapter 38, paragraph 1005-8-1.1, *Illinois Revised Statutes*.

Sincerely,



Howard A. Peters III
Director

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Executive Summary

The Illinois Impact Incarceration Program (IIP), located at Dixon Springs in the Shawnee National Forest, is a prison alternative for first-time prison offenders under 30 years of age.

It is an intervention program designed to promote lawful behavior in youthful offenders, by providing a structured, specialized program that develops responsibility, self-esteem and positive self-concept, while also addressing the underlying issues that often lead to criminal behavior.

The program promotes public safety through risk management in the selection of participants and reduces the demand for prison bed space by shortening time to serve for successful participants.

This report has been written to profile the offenders who have been recommended for this innovative program.

The first inmates entered the Impact Incarceration Program on October 15, 1990. On February 12, 1991, the first graduates of the Impact Incarceration Program began to return home.

As of August 31, 1991, judges have referred 1,452 offenders to IIP. The Department has approved 914 (63%). Of the 914, 751 have been transferred to the IIP while 163 were awaiting transfer. Another 85 (6%) were awaiting approval.

Sixty-one counties have recommended IIP inmates. Cook County supplies most (71%) of the IIP candidates. Collar counties of DuPage, Kane, Will and Lake have supplied another 53 offenders (7%) and 166 (22%) have been sentenced from the remaining downstate counties. Statewide, 33% have been denied; 38% of the Cook County and 24% of the downstate recommendations were denied.

The typical IIP inmate is 21 years of age, black, male, with an eleventh grade education and a substance abuse history. He has been convicted of a property or drug offense with a 43-month sentence.

Since February 12, 1991, 310 inmates have graduated from the IIP after serving 120 days in the program.

Two hundred twenty-one inmates had left the program prior to completion, after serving an average of 22 days at IIP. Voluntary dropouts accounted for 175 (79%) of the cases. There had been 46 cases which resulted in disciplinary termination from IIP. The "return rate" is 29% of those inmates admitted into the program. This compares to rates ranging from 30% to 41% in similar programs operating in Louisiana, New York and Florida.

The early evidence suggests that the Impact Incarceration Program is operating well. More offenders are being sentenced to the IIP option than there is capacity to accommodate them. Continued expansion of IIP would conserve more prison beds for the serious repeat offender.

Major Accomplishments

The Impact Incarceration Program was established in July, 1990 with the signing of Public Acts 86-1182 and 86-1183.

The 200-bed boot camp officially opened at Dixon Springs on October 15, 1990.

The first graduation ceremony took place on February 12, 1991.

Because the IIP-Dixon Springs facility reached capacity after three months, approved inmates were moved to the Shawnee Correctional Center to await the opening of available beds at the boot camp beginning in January, 1991.

An additional 30 beds were set up to bring capacity to 230 during March, 1991.

The complete 120-day schedule was developed and an Inmate Orientation Manual was written before the opening of IIP-Dixon Springs.

Department Rule 460 was sent to the Secretary of State on September 30, 1990. Three new Administrative Directives were written, applicable existing Directives were modified to comply with IIP regulations, and relevant forms were developed by October 31, 1990.

Automated screening procedures for eligibility, risk and medical fitness were in place before the official opening of the facility.

In order to publicize the program, a video of the Impact Incarceration Program has been prepared and shared with judges and other interested people.

Staff hiring began in September, 1990. Staff are primarily from the Shawnee and Vienna Correctional Centers. Currently, 71 correctional staff are employed at the facility. Thirteen contractual staff positions made available through grants have been hired.

Training sessions took place during September 1990, February 1991, May 1991, and June 1991 at the Dixon Springs facility. Additional two-week sessions are scheduled as staff are hired. Non-security staff undergo separate training sessions.

A training session was conducted during September, 1990 for Reception and Classification Center counselors, medical and mental health staff.

The mean TABE score determined IIP inmates to be at the 8th grade educational level, although inmates report completing an average of 11 grades.

As of August 31, 75 inmates had taken the GED test and 64 received a passing score (88%).

All labor within the IIP-Dixon Springs facility is conducted by the inmates using basic hand tools. Most notably, a fence assembled by hand from discarded timber and drainage ditches made of railroad ties have been constructed over the past few months. In addition, an obstacle course was constructed and is used as part of physical training and for weekend competition.

Illinois Department of Corrections insignias and motivational phrases were painted on facility walls beginning in April, 1991.

A complete internal operations and program audit was conducted during June, 1991. IIP staff addressed non-compliance issues and changed procedures as directed.

In order to assist the American Correctional Association (ACA) develop national standards for boot camp facilities, Department administrators met with ACA staff in June, 1991 during their accreditation of the Vienna Correctional Center.

Through August 31, 1991, 310 participants have graduated from the IIP.

As of August 31, 29% of the inmates admitted to the IIP had failed the program. This failure rate is lower than rates in programs in other states.

Of the 310 graduates, 29 (9%) have returned to prison.

A complete research and evaluation strategy has been developed to conduct process, follow-up, attitudinal and cost analysis studies. A research scientist has been at the facility collecting data, responding to information requests and evaluating the program since December 17, 1990.

All IIP-eligible offenders and ineligible candidates will be monitored through a specialized automated information system.

Statistical Summary: August 31, 1991

Implementation

The first inmates entered the Impact Incarceration Program on October 15, 1990. At that time, the counseling, educational and substance abuse programs were put into place. By December, a parole agent began working with the inmates on preparing parole plans. Also, an on-site researcher was hired to perform program evaluations.

On February 12, 1991, the first graduates of the Impact Incarceration Program began to return home. At that time, the plans for the supervision component were implemented. This graduation marked the complete implementation of the Impact Incarceration Program.

Who Goes to the Program

As of August 31, 1991, judges have referred 1,452 offenders to IIP. The Department has approved 914 (63%). Of the 914, 751 have been transferred to the IIP while 163 are awaiting transfer. Another 85 (6%) are currently awaiting approval.

Another 453 (31%) offenders have been denied by the Department. They have been denied for six main reasons. They are determined to be a moderate to high escape risk (22.5%), refused to sign the volunteer consent form (22.5%), have outstanding warrants (20%), did not meet the legal criteria (14%), had psychological and medical concerns which made the inmates unfit for the rigorous demands of the IIP (10%), or had a discipline problem or quit while awaiting transfer (11%).

Of the 102 Illinois counties, 61 have recommended IIP inmates. Cook County supplies most of the IIP candidates. Excluding the 85 pending approvals and 163 awaiting transfer, Cook County has recommended 532 of the 751 candidates (70.8%). Collar counties of DuPage, Kane, Will and Lake have supplied another 53 offenders (7.1%) and 166 (22.1%) have been sentenced from the remaining downstate counties. Statewide, 33% have been denied, 38% of the Cook County and 24% of the downstate recommendations were denied.

The typical IIP inmate is 21 years of age, black, male, with an eleventh grade education. He has been convicted of a property or drug offense with a 43 month sentence. Appendix A compares the profile of inmates selected for IIP and those eligible offenders who have been denied.

Who Makes It

Since the first graduation on February 12, 1991, 310 inmates had successfully completed the 120-day program. Graduates are slightly older and more educated than program failures. There appear to be no major differences between IIP participants convicted for drug, property, and assaultive offense.

Twenty-nine of the 310 graduates (9%) have returned to prison for a technical violation.

Who Does Not Make It

An inmate may leave IIP in one of four ways: graduation, quit, disciplinary action, or program review hearing. Two hundred twenty-one inmates have left the program prior to completion. Voluntary dropouts accounted for 79% of the cases. The "return rate" is 29% of those inmates admitted into the program. This compares to rates ranging from 30% to 41% in similar programs operating in Louisiana, New York and Florida. Appendix B shows the distribution of cases and the average number of days at IIP before termination.

Voluntary Returns

Inmates may voluntarily terminate participation in IIP after participating in program activities. Staff and inmates talk to these inmates who express a desire to "quit" IIP. Inmates are provided up to two days to finalize their decision. If they decide to leave, they must sign a notice of termination. Once the inmate has been voluntarily removed from IIP, he/she can not be readmitted to the program for any reason.

To date there have been 175 inmates who voluntarily quit IIP. This is 23% of the inmates sent to IIP. These inmates quit the program after staying an average of 18 days (Appendix B).

Most of the reasons for "quitting" can be attributed to two main factors. One, based upon interviews with quitters, inmates believe the program is too hard. The intensive instruction in military courtesy, drills, and conduct, the physical training, and the work details are too physically demanding for the inmates. Two, inmates do not like being at the boot camp facility, due to limited space and freedom, intensive staff supervision, and too much staff authority.

Disciplinary Returns

Violation of program rules and requirements results in sanctions consistent with the type and nature of the infraction. Unacceptable behavior will result in punishments such as physical motivation and fitness details. Terminations can take place following a Program Review Hearing, as a result of a series of minor violations, or an Adjustment Committee Hearing, after more serious violations.

For relatively minor disciplinary problems, training alternatives have been developed. They may include verbal counseling, exercise of the day, room or bunk restriction, extra duty or labor, extra drill, and loss or restriction of privileges. For other than minor infractions or when the inmate has accumulated numerous infractions, the observing staff may give the inmate a demerit. Accumulation of demerits or loss of the Demerit Card can lead to further disciplinary action.

A Program Review Hearing will be conducted when the inmate has been referred for motivation detail, resulting in possible extension or termination from the program. Many inmates show a high need to be supervised because they are constantly talking and/or carelessly following general rules. This is the most common reason for Program Review Hearings. There have also been discharges for mental and physical health concerns that were not discovered at the Reception and Classification Centers.

For being found guilty of a major rule violation or for noncompliance with program requirements as documented by twelve or more demerits, an inmate may be involuntarily terminated from the program. The inmate will be afforded an Adjustment Committee Hearing. Explanations for these types of violations are directly related to inmates' reaction to staff authority. An inmate may feel the need to challenge authority through intimidation and threats directed at correctional staff. This type of disrespectful conduct is the primary reason for major rule violations and results in immediate discharge from the program.

Committed persons terminated from the program will serve the original sentence imposed by the sentencing court. The committed person will receive credit for time served in the program.

As of August 31, there have been 46 cases which resulted in disciplinary termination from IIP. This represents 6% of all inmates involved in IIP so far. Twenty-one involved program reviews resulting from accumulated infractions, while 25 resulted from a major rule violation. These inmates violated IIP after serving an average of 35 days.

Those who violate IIP have been younger than those who have quit IIP. A higher percentage of violators are from Cook County than those who voluntarily left IIP. In regard to committing offenses, a higher percentage of violators are convicted for robbery and residential burglary. On the other hand, quitters tend to be convicted more for burglary, drug crimes and assaultive offenses. Finally, violators tend to be single with no children while quitters are more likely to be married or formally married (Appendix A).

Impact Incarceration Program

Introduction

Impact Incarceration represents a new alternative to long prison terms in Illinois. Its goal is to accelerate the release of selected inmates from prison and to instill the discipline necessary to avoid a future return to prison. The program was established by law in July, 1990. The Department has made a commitment to conduct periodic reviews and evaluations of this program. This first annual report examines the experiences, implementation and progress to date of the Impact Incarceration Program.

Background

In response to a national prison crowding crisis, 18 states have initiated shock incarceration programs as an alternative to a traditional prison sentence. These programs provide a structured, regimented prison stay in a "boot camp" designed to instill order and discipline.

In 1989 the Department of Corrections and State legislators began researching the possibility of operating such a program in Illinois. The Department of Corrections and legislative staff visited programs in Michigan and New York. The Illinois Department of Corrections' Impact Incarceration Program (IIP) was established in July, 1990 with the signing of Public Acts 86-1182 and 86-1183. These Acts allow for the court to redirect potential offenders for placement in IIP. Both male and female offenders may be sentenced to this program.

Vienna Correctional Center is the parent institution for the 230-bed IIP at Dixon Springs in the Shawnee National Forest in Pope County. This location is excellent because it is isolated and provides public service work opportunities.

An inmate who successfully completes the boot camp component will have his sentence reduced to time served of a minimum of 120 days. The offender is then placed on community supervision for a period of one to two years, depending on class of crime. An inmate who fails boot camp will be transferred to an institution to complete his original sentence.

Purpose

The Illinois Department of Corrections implemented an Impact Incarceration Program, with the first inmates being accepted on October 15, 1990. The purpose of the program is to better serve the community and the youthful offender while helping to reduce an ever-increasing adult prison population. The Impact Incarceration Program (IIP) provides a positive, cost-effective 120 to 180-day sentencing alternative to traditional incarceration for adult felons between the ages of 17 and 29 with first-time prison sentences up to five years.

The IIP uses a structured environment that addresses the multiple problems inmates have which lead to their criminal activity. It focuses on offenders at risk of continued criminal activity because of substance abuse, poor social skills, and other related problems. The intent is to build character, instill a positive sense of maturity and responsibility, and promote a positive self-image that will motivate the offender to be a law-abiding citizen. The ultimate goal is to increase public safety by promoting and reinforcing lawful behavior of the youthful offender.

The program includes the "boot camp" phase, but it also emphasizes multi-treatment components of successful correctional rehabilitative programs, both in the prison setting and in the community. The three elements of the program are (1) a basic military training model stressing a highly structured and regimented routine; (2) a substance abuse treatment, counseling, academic and social skills program; and (3) a period of gradual reintroduction to the community by applying a series of less restrictive supervision levels. The IIP instills order and discipline in the offender through military regimentation and discipline, physical training, work, individual and group counseling (i.e., substance abuse), as well as educational, life skills, and parole preparation programs. At the same time, the Department estimates 400 beds could be saved per year, saving valuable bedspace for higher risk inmates.

Goals and Objectives

There are two primary goals of the IIP:

1. To promote public safety through risk management in the selection of participants and supervision strategies which involve a gradual integration into the free community, while at the same time reducing the demand for prison bedspace.

2. To promote lawful behavior in youthful offenders who are incarcerated for the first time, by providing a structured, specialized program which develops responsibility, self-esteem, and positive self-concept while also addressing the underlying issues that often lead to criminal behavior and substance abuse.

The achievement of these goals is dependent upon accomplishing the following objectives:

- a. To use a screening process that identifies the lowest risk, most appropriate candidate for IIP.*
- b. To continue to train staff to enable them to provide services and fulfill their function as an authority figure and an influential role model who motivate the inmates to achieve positive behavior change.*
- c. To broaden the physical fitness program which improves the offender's health and self-esteem.*
- d. To extend the identification of the social and rehabilitative needs of the offender and determine an appropriate continuum of services, both in the IIP and after release, with assessments made by a team of counseling staff who coordinate program progress with community referrals.*
- e. To interrupt the drug use-crime-arrest cycle by offering an array of team, individual and group counseling and treatments.*
- f. To expand the self-improvement programs in substance abuse, interpersonal communication skills, daily living skills, personal hygiene improvement, job readiness, money management, and self-esteem enhancement, with the assistance of a full-time social worker.*
- g. To provide programs in basic education, preparation for a G.E.D, and special education, when needed.*
- h. To promote a positive, team-oriented approach that requires assisting other inmates in accomplishing tasks which lead to the successful completion of the IIP.*
- i. To broaden the offender's skills necessary to succeed on a job through intensive work programs which instill the work ethic.*
- j. To generate an Individual Development Plan which builds on the skills and insights gained from the incarceration component.*
- k. To continue to reduce prison crowding by diverting inmates to a program which, when successfully completed, will result in a shorter period of imprisonment.*

Program Description

Overview

The facility for the Impact Incarceration Program houses up to 220 male and 10 female offenders. Thirty bunk beds were added to two dorm rooms to bring the capacity to 230 during March, 1991. Each offender will be in the program from a minimum of 120 up to 180 days. For inmates on "quitter's status" or who do not participate for medical reasons, each day not involved in the program activities must be added on to the 120-day cycle.

The program operates out of the Vienna Correctional Center. The site of the Dixon Springs Work Camp, located in Pope County in southern Illinois, has been converted to the IIP facility. This site and location are excellent for this program because they are isolated and provide meaningful work opportunities in the Shawnee National Forest.

Each offender is assessed at intake and orientation, with formal evaluations completed in all program areas. If the offender successfully completes the program, his sentence is reduced to time served and released.

to community supervision (PRESTART). If the offender does not complete the program, he is transferred to another correctional facility to complete his sentence.

Selection Criteria

If the court finds that the offender sentenced to a term of imprisonment for a felony may meet the eligibility requirements of the Department, the court may recommend in its sentencing order that the Department consider the offender for placement in its Impact Incarceration Program. Offenders who are referred and meet the legislative guidelines are considered at each of the Reception and Classification Centers upon admission to the Department.

The Department evaluates against the following criteria:

- 1. The person must be not less than 17 years of age nor more than 29 years of age.*
- 2. The person has never served a sentence of imprisonment for a felony in an adult correctional facility.*
- 3. The person has not been convicted of a Class X felony, first or second degree murder, armed violence, aggravated kidnapping, criminal sexual assault, aggravated criminal abuse or a subsequent conviction for criminal sexual abuse, forcible detention, or arson.*
- 4. The person has been sentenced to a term of imprisonment of five years or less.*
- 5. The person must be physically able to participate in strenuous physical activities or labor.*
- 6. The person must not have any mental disorder or disability that would prevent participation in the Impact Incarceration Program.*
- 7. The person has consented in writing to participation in the IIP.*
- 8. The Department may also consider, among other matters, whether the committed person has a history of escape or absconding, whether she has any outstanding detainers or warrants, or whether participation in the Impact Incarceration Program may pose a risk to the safety or security of any person.*

Selected offenders are temporarily housed at the Shawnee Correctional Center, a medium security institution, until the next Impact Incarceration Program intake cycle.

Inmates who were previously approved can now be denied placement if they experience disciplinary problems while awaiting transfer or if they decide to quit at the Shawnee Correctional Center. This policy began during January, 1991, when the number of inmates approved for IIP began to exceed the capacity.

Screening Process

Reception and Classification (R & C) staff identify inmates for participation based on the sentencing order. Staff ensure that the inmate is eligible by law. After conducting the routine R & C procedures, staff interview each inmate to discuss the Impact Incarceration Program in detail. A video is also available for the inmate's review.

When an inmate indicates that he or she would participate in the program, an intensive medical screening is conducted. The Health Care Services Unit has developed special medical care and mental health screening policies to determine the inmate's fitness for IIP. The medical decision is based on detailed medical and dental exams to ensure that inmates are physically able to participate in the rigorous structure of the program.

At this time, the inmate will be asked to sign a form stating he/she is volunteering for the program. Preparations for separate transportation is then arranged for these inmates. IIP inmates are housed in a separate unit at the Shawnee Correctional Center until transfer to the boot camp can be made.

When the inmate is received at the boot camp facility, a form letter is sent notifying the judge that the inmate has been received at the boot camp. This will be the day in which the inmate begins his 120-day program.

Core Program

Offenders will participate in regularly scheduled, mandatory activities from 5:30 a.m. to 9:30 p.m. (The daily schedule is shown in Appendix C.) Program activities include intensive instruction in military courtesy, drills and conduct. Military bearing is reinforced in every activity throughout the program day.

It is mandatory that each inmate attend all physical exercise sessions daily. Physical exercises begin slowly, and as the participant gains in strength, he advances to more difficult exercises. Other daily drills include running, military formations, and marching. Physical training and running is done twice per day.

Labor-intensive work details are organized at least five days a week. Public service works are given high priority. Work details consist of road crews responsible for highway cleanliness, brush cutting, cemetery maintenance, cleaning of public area lake shorelines, and any other appropriate intensive labor requested by public entities. There are also inmates who have outdoor and indoor cleanup work details of the IIP grounds. Working these details contributes to instilling the work ethic and to the concept of self-sufficiency.

While in the IIP program, participation in specialized services is mandatory. All inmates must participate in a substance abuse program. The programming consists of structured substance abuse education and a variety of treatment approaches directed toward each individual's specific needs. In addition to substance abuse programs, all inmates are required to complete the educational component which is geared towards the achievement of verbal, writing, reading, and math skills. Individual goals are set for each inmate based upon results of the standardized achievement tests administered at orientation. Another component of the required programming is the life skills program. Here, inmates participate in structured classroom sessions learning basic skills necessary to seek and obtain employment and manage money. The final component is parole preparation.

These program services are provided by a staff of 13. Two parole agents, three educators, three social workers, and a researcher are funded through a grant by the National Institute of Justice. The substance abuse component is funded by the federal drug money distributed by the Criminal Justice Information Authority. All substance abuse personnel have certificates as Qualified Treatment Professionals (QTP).

Pre-release preparation will be helpful to the offender who is motivated to develop a non-criminal, drug-free lifestyle. Offenders develop a release program in coordination with parole staff throughout their stay at IIP. Inmates work with their agent to prepare and follow an individual supervision plan, which outlines their short and long-range goals. Upon release from the boot camp phase, offenders will participate in an intensive parole program. Electronic detention and intensive supervision strategies are used during this phase to gradually release the offender from the totally structured and controlled environment to the free community. During supervision, the releasee is required to perform public service work.

Overall, the supervision program will gradually, but quickly, move the releasee through a series of supervision levels. It is designed to reward positive adjustment and deter unwanted behavior. Releasees who demonstrate positive behavior are moved to the next, less restrictive phase. Minor violations delay the releasee's progress. Serious violations result in return to a more intensive level of supervision or, in some cases, a return to prison.

Offenders must adhere to all rules of conduct and requirements of the program. Violation of these rules and requirements results in sanctions consistent with the program's disciplinary procedures. Positive behavior which supports individual and community growth are required while negative behavior is targeted for change. Negative behavior is altered by physical motivation and fitness details.

Participants who feel that they are unable to continue in the program and request removal are placed on a "quitter's bunk," where he/she can discuss the issue with staff and other inmates. All means available are used to keep the participant in the program. Once removed from the program, re-entry can no longer be gained.

At the end of 120 days of program involvement, a graduation ceremony is held in the morning. The ceremony provides the graduating inmates the opportunity to demonstrate to their fellow inmates how they have learned respect for authority and can work with others. Each is required to address the entire group of inmates. Staff congratulate them individually and give them a diploma. Offenders successfully completing the program will be released after the ceremony in accordance with their release plan. Any recidivist who had successfully completed this program cannot participate again.

All security staff participate in specialized training to orient them to the expectations and demands of the IIP. The main focus of the security training is on crisis intervention, safety of inmates, drill, inspection, physical training and basic military concepts. All staff are made aware of the program concepts and purposes. It is emphasized that all staff — security, support and administrative — should be aware that strict, regimented standards and values must be demonstrated at all times.

Impact Incarceration Program Services

Substance Abuse Counseling

Due to the documented drug and alcohol histories of the majority of criminals, emphasis is placed on a continuum of substance abuse treatments. The process begins at admission and continues through parole supervision. The IIP provides a unique opportunity for treating substance abuse and breaking the cycle of drugs and crime. Inmates are counselled to the dangers of drug and alcohol abuse, and the ramifications of "dealing" drugs on the streets. Moreover, by instilling discipline, self-esteem and positive work habits, inmates will be taught that there are other, more safe ways to "make a living" without resorting to drug "dealing" and substance abuse.

Inmates are fully assessed and evaluated for need and individual treatment plans, which are designed during orientation. A minimum of two weeks of standardized programming is mandatory during incarceration.

From the assessments, inmates are classified into three categories. Level I inmates are designated as having no probable substance abuse and receive two weeks of education. These inmates learn to make identifications and distinctions between different types of drugs and their effects. All inmates will participate in drug education.

Level II inmates are considered to be probable substance abusers. In addition to drug education, these inmates receive four weeks of drug treatment in which denial and family support issues are discussed in group therapy. Inmates determined to have probable drug addictions are placed in Level III group services. Discussion includes issues regarding Level I and Level II plus examination of substance abuse relapse, co-dependency, and behavioral differences, and addicted families, along with the role that the inmate plays within the family. Therapy will continue for a ten-week period after the two weeks of drug education. During the final two weeks of IIP, inmates designated Level II or Level III meet with substance abuse counselors to arrange referrals for treatment upon release.

Education

Program services in basic education are directed toward enabling IIP participants to receive their GED. Inmates are assessed to determine their educational grade level through the use of the Test of Adult Basic Education (TABE). Inmates who score lower than a sixth grade level attend a specialized class separate from other IIP participants. Further testing takes place throughout the IIP to measure progress.

Instruction is given in four general areas: Math, Science, English and Social Studies. Reading comprehension is used as part of both the science and social studies curriculums. Also, due to the mandatory passing of the state Constitution exam in order to attain a GED, inmates receive instruction for the exam in the social studies classes.

Outside of the classroom, inmates are allowed to study during "free" periods on both weekday evenings and weekends. Inmates can be tutored by other IIP participants during study times, which have been incorporated into the structured daily schedule.

For those inmates who will be leaving IIP without a GED, another assessment is conducted prior to release, and plans are made to continue education and obtain a GED after release.

Life Skills

Offenders participate in structured classroom sessions and group discussions in basic life skills to seek and obtain functions and materials necessary to live in their community. Mandatory life skills education is provided to instill a positive value structure for the inmates when they return to the community.

The life skills building component of program services is taught by three social workers. A curriculum has been established in which programming will be divided into four key areas: Self-esteem, Employment Preparedness, Financial Planning and Health Awareness.

Initial assessments of inmates are completed at orientation. Sessions are taught through the use of lectures, group discussion, subject handouts, and in-class assignments. Inmates are required to participate in class and to complete in-class assignments. In the last sessions of the life skills, relapse prevention, sexual health awareness and stress management are discussed. Inmates learn how to take care of their family and develop interpersonal skills.

During their incarceration, inmates are introduced to the services available to them in the community. Inmates are assisted in obtaining important credentials, such as a social security card, birth certificate, driver's license, library card, etc. After release, community center and parole staff assist them directly to utilize these services. They are made aware of the Correctional Employment Services and other similar vendors, including Illinois Job Service, Job Training Partnership Act (JTPA), and Title XX vendors. They use these services to learn more about job-searching techniques, i.e., job readiness, interviewing skills, personal grooming, and phone etiquette. They also receive employment referrals from these vendors.

Inmates are also instructed how to deal with state agencies, such as the Departments of Children and Family Services, Public Aid, Alcoholism and Substance Abuse, and Mental Health and Developmental Disabilities. Many inmates are unaware that these service agencies exist. After they have been made aware of the services, community services staff work with the inmates immediately after release to actually utilize these services.

Parole Preparation

Pre-release preparation will be helpful to the offender who is motivated to develop a non-criminal lifestyle. Inmates develop a release program in coordination with parole staff. These topics include setting long-range personal goals, a maintenance program for health and physical fitness, social relationships, positive use of free time, assessment of current and future problems with appropriate resolutions, and orientation to post-release responsibilities.

The first day an inmate arrives at the boot camp, she meets with the on-site parole agent to coordinate release plans. Over the next two months, the parole agent works in liaison with the electronic detention (ED) placement coordinator to search for host sites and coordinate release strategies with the supervising agent.

Inmates also work with the in-house parole agent to prepare an Individual Development Plan, which will comprehensively identify post-release needs, provide a needs-resolution strategy, and outline their short and long-range goals. The parole agent assists the inmate with community referrals to meet these needs.

As of July 1, IIP inmates partake in the PRESTART program. Phase I begins before release. Educational, job skills and community reintegration modules are conducted in conjunction with the current programming curriculum.

Post Release

Upon release from the boot camp phase, offenders will participate in an intensive parole program, i.e. Phase II of the PRESTART program. Aftercare supervision is designed to closely monitor the releasee's activities so that controls can be tailored for diversion from previously conducted negative activity and to encourage law-abiding activities. This final phase reinforces the program's accent on public safety.

Research from other boot camp programs, and recidivism studies conducted in Illinois, reveal that the period immediately after release is the most crime-prone. All inmates must adjust immediately from the structured environment of prison, in this case an even more highly structured boot camp, to the free community. Releasees begin to associate with old friends, often those which lead to the releasee's criminal activity. The IIP aftercare supervision strategy addresses a gradual reintroduction from the structured to the free environment.

Emphasis is placed on achieving beneficial programming of employment, education and training. The primary focus of the aftercare is to provide education and assistance to releasees in securing community-based services upon release from IIP. Special drug program, electronic detention, and violation procedures exist for some releasees. Field staff provide community reintegration referral, support and follow-up

services to IIP releasees. Thus, more complete service delivery is provided, while ensuring the safety of the public. Inmates who have demonstrated positive adjustment may be recommended to the Prisoner Review Board for early discharge from supervision.

The supervision program will gradually, but quickly, move the releasee through a series of supervision levels. It is designed to reward positive adjustment and deter unwanted behavior. Releasees who demonstrate positive behavior are moved to the next, less restrictive phase. Minor violations suspend the releasee's advancement. Serious violations result in a return to a more intensive level of supervision or, in some cases, a return to prison. Field staff have the authority to reduce the level of privileges when a releasee demonstrates a consistent lack of motivation to become fully active in worthwhile program activities.

Electronic detention is used during this phase to gradually release the offender from the totally structured and controlled environment to the free community. Emphasis is placed on achieving beneficial programming of employment, education, substance abuse counseling, and training. Intensive supervision closely monitors drug usage; frequent drug testing quickly identifies any relapses. During supervision, the releasee is required to perform public service work.

With the exception of medical restrictions, no releasee is allowed to idly sit at home. Participation in public service projects is required when a releasee fails to produce 40 hours of programming in any given week. All the resources currently available to the Department of Corrections are utilized for job development, training, education, and substance abuse counseling.

The Community Services component of PRESTART assists releasees in implementing, via service brokerage and advocacy, their Individual Development Plans. Releasees are assisted by experienced community corrections personnel. Supervision is conducted at the Community Service Center nearest each inmate's residence.

Program activities for IIP releasees include education, work or job service, public service or volunteer work, physical fitness programs, substance abuse counseling or support groups, group therapy, and family group therapy. Releasees with limited work history, or who have no viable vocational skills, are encouraged to enroll in a training program. Functionally illiterate releasees are required to enroll in a literacy program. More educated IIP releasees are asked to volunteer as tutors. Releasees are required to register with local Job Service and work with them until a job is found. Drug and/or alcohol counseling is mandatory for those with a substance abuse history.

Cooperation With Other State Agencies

The IIP cannot operate without the cooperation of various public and private agencies across the state.

- 1. The Dixon Springs facility was set up with the assistance of the Department of Conservation. Parts of the Dixon Springs facility reside on property owned by the Illinois Department of Conservation. Some structural changes have been made. A confidence course has been built on existing Conservation property. An asphalted running track, also located on Conservation property, is utilized as part of the activities.*
- 2. State agencies such as the Departments of Children and Family Services, Public Aid, Alcoholism and Substance Abuse, and Mental Health and Developmental Disabilities assist inmates and their families in their readjustment to the community. Counselors and parole agents make referrals of inmates to the agencies.*
- 3. The Safer Foundation, Gateway Foundation, Narcotic Anonymous, and Alcoholics Anonymous provide services to address the serious substance abuse treatment needs of these inmates.*
- 4. Other Title XX vendors, the Illinois Job Service, and JTPA are contacted to educate inmates in the skills necessary to obtain and retain employment, and to locate jobs for ex-offenders.*

Evaluation Plan

The evaluative study of the Illinois Department of Corrections' Impact Incarceration Program (IIP) will describe how the IIP operates and determine the impact of the program on participants and the Department. The evaluative study of the IIP has been categorized into four research objectives.

These objectives are:

1. **DESCRIPTION OF SUCCESSFUL AND UNSUCCESSFUL IIP PARTICIPANTS** : To describe the IIP participants and determine if there are key characteristics which discriminate between successful and unsuccessful inmates.

Demographics, social traits, and criminal history characteristics will be tabulated for graduates of the program, program failures, and inmates who meet the legal criterion of the IIP but are denied by DOC. Program failures will be studied separately based on the reasons for failure, i.e., voluntary, program review or disciplinary termination. Descriptive statistics will be analyzed to determine if particular characteristics are associated with graduates and failures of the program.

2. **IMPACT MEASURES - TWO YEAR FOLLOW-UP OF RELEASES** : To determine the success of the IIP through aggregate impact measures of the program, tracking IIP graduates and a match-group of inmates for a minimum of two years after release.

Several aggregate impact measures of the program will be used to help determine the success of the IIP. These measures include rates for graduation, staff turnover, technical violations, and recidivism. Released inmates will be tracked for a period of two years after release.

For each measure, comparisons will be made with rates recorded by other correctional facilities to determine if there are significant differences between the IIP and other alternative prison environments. Follow-up comparisons will also be made between IIP graduates and a matched-group of inmates who failed IIP and were released from an adult institution after serving their full sentence.

Graduates who have their high school diploma or GED will be tracked to see if they continue their education after release. Participation in substance abuse programs and employment after release will also be monitored to make comparisons.

Research staff will discern whether inmates at the IIP pass the GED tests and have significantly higher scores on the test than inmates at correctional facilities.

3. **COST ANALYSIS** : To determine the cost-effectiveness of the boot camp as compared to other alternative prison environments.

This analysis will make fiscal comparisons between IIP participants and inmates who have served their full sentences but have not participated in the IIP. Cost analyses will also be included for IIP program failures as they complete their full prison term.

4. **PROCESS EVALUATION** : To determine how the IIP operates from reception to graduation and placement on community supervision.

A complete description of the development and implementation of the program is being documented for review. The process evaluation of the program will disclose all positive and negative aspects of operations. Adjustments can then be made to improve problem areas and enhance successful ones.

Assessment of the IIP has been separated into twenty categorical areas beginning with DOC reception, extending through program participation and graduation, and concluding with participation on community supervision. Internally, each function of the daily operations such as orientation, program services, disciplinary methods, and physical activities will be examined. External IIP areas of evaluation will comprise of security staff training procedures, the reception and classification process, administrative problems at the pre-IIP holding facility, and the aftercare program.

A specialized data base consisting of demographic, social traits, and criminal history characteristics of all eligible and ineligible (candidates denied by judges and DOC) IIP participants will be created for quantitative analysis. This data base will then be used to make match-group comparisons with prisoners serving traditional prison sentences.

A combination of inmate and staff interviews, in addition to field observation of the IIP, will be used to gather qualitative data.

A cost analysis of the IIP and its operations will be completed by determining monetary costs for construction, operation, and housing of inmates. Analysis will be completed through examination of costs of comparable adult institutions.

As part of the evaluation, observations will be made during site visits to shock incarceration programs in other states. Funding for all site visits will be provided by the Bureau of Justice Assistance.

Research methods developed as part of the multi-state study of shock incarceration, sponsored by the National Institute of Justice, will be used to assist research staff.

Appendix A: Profile of Inmates Eligible for IIP

	Admitted to IIP		Denied by IDOC		Quit IIP		Violated		Graduated		Current IIP Population		Recidivists	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Age (years)														
17	35	5%	39	9%	15	9%	5	11%	2	1%	13	6%	0	0%
18	102	14%	58	13%	26	15%	9	20%	28	9%	39	18%	1	3%
19	138	18%	76	17%	26	15%	9	20%	67	22%	36	16%	5	17%
20	121	16%	59	13%	27	15%	5	11%	59	19%	30	14%	5	17%
21	83	11%	49	11%	16	9%	6	13%	37	12%	24	11%	7	24%
22	63	8%	42	9%	13	7%	3	7%	32	10%	15	7%	2	7%
23	57	8%	22	5%	13	7%	4	9%	23	7%	17	8%	0	0%
24	28	4%	16	4%	6	4%	2	4%	13	4%	7	3%	4	14%
25	32	4%	19	4%	7	4%	1	2%	14	4%	10	5%	2	7%
26	32	4%	22	5%	14	8%	0	0%	8	3%	10	5%	0	0%
27	23	3%	17	4%	6	4%	0	0%	12	4%	5	2%	3	10%
28	17	2%	13	3%	3	2%	1	2%	6	2%	7	3%	0	0%
29	20	3%	12	3%	3	2%	1	2%	9	3%	7	3%	0	0%
30 & older	0	0%	9	2%	0	0%	0	0%	0	0%	0	0%	0	0%
Average Age	21.2		21.4		21.2		20.3		21.4		21.1		21.9	
Race														
Black	470	63%	294	65%	115	66%	30	65%	191	62%	134	61%	19	66%
White	224	30%	121	27%	47	27%	12	26%	91	29%	74	34%	7	24%
Hispanic	50	7%	38	8%	12	7%	4	9%	23	7%	11	5%	2	7%
Other	7	1%	0	0%	1	1%	0	0%	5	2%	1	0%	1	3%
Sex														
Male	737	98%	450	99%	169	96%	44	96%	306	99%	218	99%	29	100%
Female	14	2%	3	1%	6	4%	2	4%	4	1%	2	1%	0	0%
Offense														
Burglary	148	20%	84	19%	43	24%	8	17%	70	23%	27	12%	6	21%
Robbery	75	10%	49	11%	19	11%	11	24%	27	9%	18	8%	1	3%
Manf/Del Contr Subs	189	25%	81	18%	37	21%	6	13%	84	27%	62	28%	10	35%
Poss Contr Subs	95	13%	61	13%	15	8%	3	7%	40	13%	37	17%	1	3%
Residential Burglary	92	12%	42	9%	17	10%	8	17%	36	12%	32	15%	5	17%
Cannabis Control Act	4	1%	6	1%	0	0%	0	0%	1	0%	3	1%	1	3%
Auto Theft	70	9%	54	12%	21	12%	5	11%	23	7%	21	10%	1	3%
Assaultive Offenses	44	6%	35	8%	17	10%	2	4%	15	5%	10	5%	0	0%
Forgery/Deceptive Prac	8	1%	6	1%	1	1%	1	2%	2	1%	3	1%	1	3%
Theft/Retail Theft	17	2%	21	5%	3	2%	1	2%	8	3%	5	2%	2	7%
Other	9	1%	14	3%	2	1%	1	2%	4	1%	2	1%	1	3%
Offense Type														
Property	342	46%	210	46%	87	50%	24	52%	142	46%	89	40%	15	52%
Drug	288	38%	149	33%	52	30%	9	20%	125	40%	102	46%	12	41%
Crime Against Person	119	16%	85	19%	35	20%	13	28%	42	14%	29	13%	1	3%
Other	2	0%	9	2%	1	1%	0	0%	1	0%	0	0%	1	3%

Appendix A: Profile of Inmates Eligible for IIP (continued)

	Admitted to IIP		Denied by IDOC		Quit IIP		Violated		Graduated		Current IIP Population		Recidivists	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Offense Class														
1	231	31%	85	19%	37	21%	11	24%	105	34%	78	35%	9	31%
2	357	48%	229	51%	100	57%	26	57%	142	46%	89	40%	14	48%
3	125	17%	94	21%	29	17%	7	15%	51	17%	38	17%	4	14%
4	38	5%	31	7%	9	5%	2	4%	12	4%	15	7%	2	7%
X	0	0%	14	3%	0	0%	0	0%	0	0%	0	0%	0	0%
Sentence														
1 - 1.9 years	5	1%	15	3%	0	0%	1	2%	4	1%	0	0%	0	0%
2 - 2.9 years	45	6%	45	10%	15	9%	1	2%	20	7%	9	4%	1	3%
3 - 3.9 years	269	36%	188	42%	77	44%	19	41%	115	37%	58	26%	13	45%
4 - 4.9 years	327	44%	131	29%	61	35%	18	39%	130	42%	118	54%	14	48%
5 or more years	105	14%	74	16%	22	13%	7	15%	41	13%	35	16%	1	3%
Average Sentence	3.6		3.6		3.5		3.6		3.6		3.8		3.5	
Committing County														
Cook	532	71%	333	74%	125	71%	36	78%	216	70%	155	70%	18	62%
DuPage	21	3%	13	3%	3	2%	3	7%	12	4%	3	1%	3	10%
Kane	11	1%	5	1%	2	1%	0	0%	6	2%	3	1%	1	3%
Lake	8	1%	11	2%	5	3%	0	0%	0	0%	3	1%	0	0%
Madison	15	2%	5	1%	2	1%	1	2%	5	2%	7	3%	1	3%
Marion	6	1%	6	1%	2	1%	0	0%	2	1%	2	1%	0	0%
Peoria	11	1%	4	1%	3	2%	0	0%	5	2%	3	1%	0	0%
St. Clair	5	1%	14	3%	0	0%	0	0%	4	1%	1	0%	0	0%
Will	13	2%	1	0%	2	1%	0	0%	7	2%	4	2%	0	0%
Winnebago	12	2%	5	1%	5	3%	0	0%	4	1%	3	1%	0	0%
Remainder	117	16%	56	12%	26	15%	6	13%	49	16%	36	16%	6	21%
Marital Status														
Single-No Children	406	54%	201	44%	86	49%	28	61%	170	55%	122	55%	18	62%
Single-Children	261	35%	176	39%	63	36%	15	33%	108	35%	75	34%	9	31%
Married-No Children	23	3%	4	1%	1	1%	0	0%	18	6%	4	2%	1	3%
Married-Children	25	3%	41	9%	7	4%	1	2%	2	1%	15	7%	1	3%
Separated/Divorced	24	3%	10	2%	13	7%	2	4%	7	2%	2	1%	0	0%
Missing Data	12	2%	21	5%	5	3%	0	0%	5	2%	2	1%	0	0%
Last Grade Completed (years)														
8 or less	21	3%	16	4%	13	7%	2	4%	4	1%	2	1%	0	0%
9	45	6%	40	9%	13	7%	3	7%	15	5%	14	6%	0	0%
10	115	15%	90	20%	31	18%	8	17%	42	14%	34	15%	3	10%
11	265	35%	162	36%	68	39%	17	37%	111	36%	69	31%	10	34%
12/GED	229	31%	100	22%	45	26%	13	28%	99	32%	72	33%	15	52%
13 & over	45	6%	27	6%	3	2%	3	7%	16	5%	23	10%	1	3%
Unknown/Missing Data	31	4%	18	4%	2	1%	0	0%	23	7%	6	3%	0	0%
Average Last Grade	10.9		10.5		10.6		10.6		10.8		11.3		11.4	
TOTAL	751		453		175		46		310		220		29	

Appendix B: Terminations from IIP

Month	<i>Voluntary</i>		<i>Involuntary</i>			
	N	Average Days in Program	Adjustment Committee		Program Review	
	N	Average Days in Program	N	Average Days in Program	N	Average Days in Program
October	3	3.7	2	3.0	0	—
November	5	4.8	5	10.4	3	6.7
December	16	11.1	4	19.3	1	5.0
January	13	9.5	7	38.4	3	55.0
February	7	37.7	3	41.6	3	35.0
March	14	12.2	3	60.0	5	62.6
April	20	7.4	0	—	1	50.0
May	18	23.6	0	—	2	77.5
June	26	24.0	0	—	1	8.0
July	29	22.7	1	29.0	2	35.5
August	24	20.4	0	—	0	—
TOTAL	175	17.8	25	29.5	21	42.5

Appendix C:
IIP Daily Schedule

5:30 a.m.	Wake-up, Formation and Count
5:35	Personal hygiene, make bed, dress
5:45	Physical training, run, calisthenics, etc.
6:15	Mandatory shower, shave, clean-up and dress, clean housing dorm unit and area
6:45	Inspection of housing unit and self
7:00	Formation and Count
7:05	Breakfast
8:00	Graduation
8:15	Grounds clean-up, sick call
8:30	Work schedule, drill (rotate every other day)
12:00	Formation and Count
12:05 p.m.	Lunch
1:00	Begin afternoon work schedules and public service works
3:30	Return to facility
3:45	Physical training and motivation run
4:15	Shower, dress in clean uniform for evening meal and programming
5:00	Formation and Count
5:05	Dinner
5:25	Mail call, personal hygiene, write letters, attend to personal issues - clothing, boots, locker, etc.
6:00	School (Adult Basic Education, GED), Substance Abuse, Life Skills, Group and Individual Counseling
9:00	Drill instructor debriefing, inspection of inmates (for blisters, rashes, etc.) and count
9:30	Lights out

**Appendix D:
IIP Core Program**

- **Instruction in military courtesy, drills, and conduct**
- **Physical exercise sessions:**
 - running**
 - calisthenics**
- **Drill:**
 - military formations**
 - marching**
- **Labor intensive work details:**
 - highway cleanliness and brush cutting**
 - cemetery maintenance**
 - cleaning of public area lake shorelines**
 - IIP grounds cleanup**

IIP SERVICES

(Mandatory Participation)

- **Substance Abuse Program**
- **Education**
 - academic skills development**
 - leading toward GED achievement**
- **Life Skills Program**
 - skills development required for gaining employment and managing money**
- **Parole preparation**
 - PRESTART - Phase I**

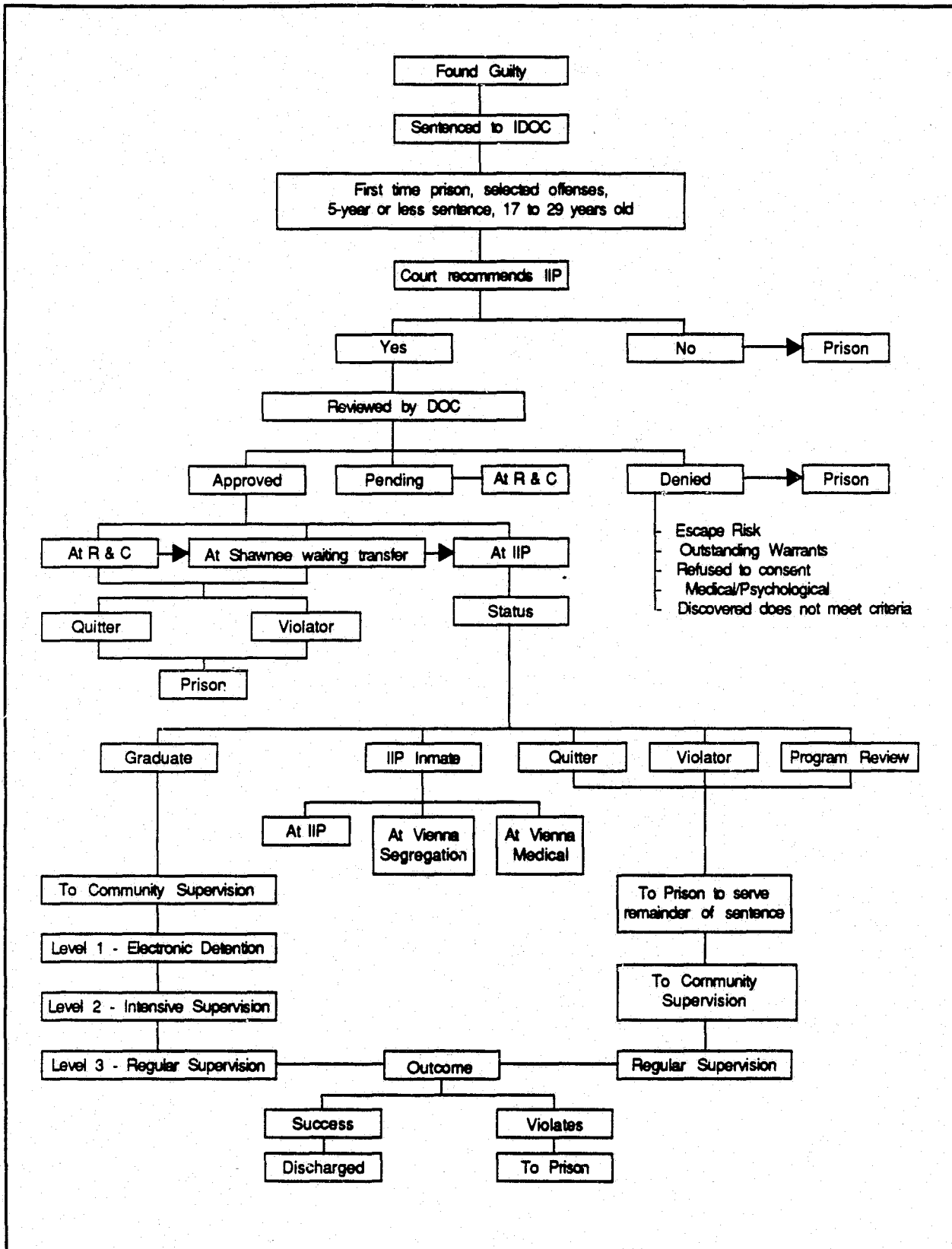
POST IMPACT INCARCERATION

PROGRAM RELEASE

PRESTART - Phase II

- **Electronic Detention and/or Intensive supervision strategies**

Appendix E: IIP Program Process



Appendix F:
IIP Table of Organization

