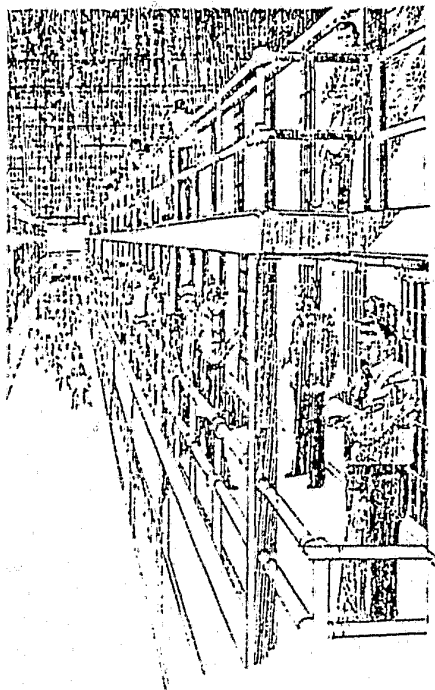
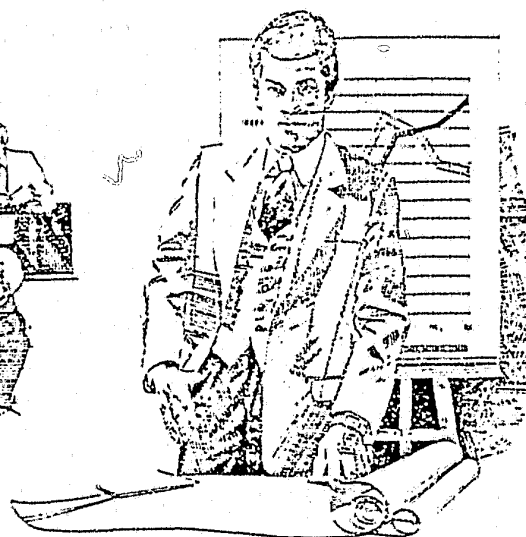
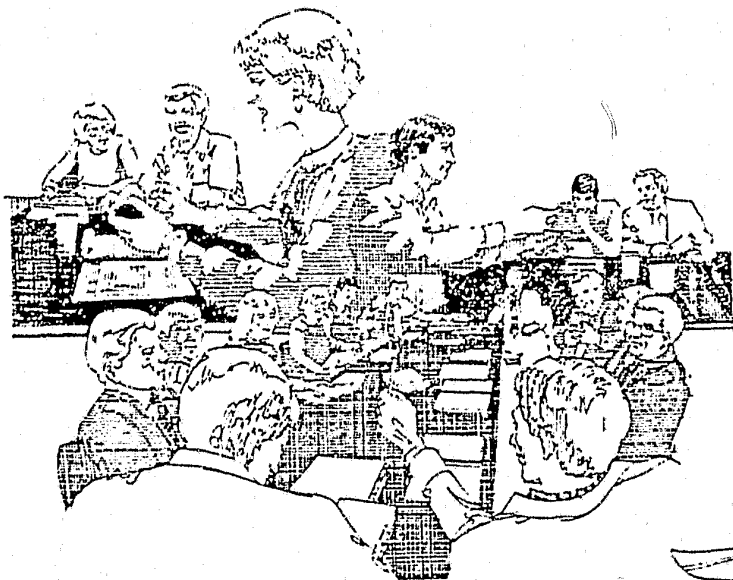


HUMAN SERVICES PLAN

FISCAL YEARS 1991 - 1993



ILLINOIS DEPARTMENT OF CORRECTIONS
HOWARD A. PETERS III □ DIRECTOR

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Human Services Plan Fiscal Years 1991 - 1993

Volume III

Prepared by

Planning & Research

Bureau of Administration & Planning

Published by

Illinois Department of Corrections

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Springfield, Illinois
August 1992

NCJRS

JAN 14 1993

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ILLINOIS
DEPARTMENT
OF
CORRECTIONS

Jim Edgar
Governor

Howard A. Peters III
Director

1301 Concordia Court / P. O. Box 19277 / Springfield, IL 62794-9277 / Phone (217) 522 2666

August 15, 1992

Honorable Members of the General Assembly
State House
Springfield, Illinois 62706

Dear Members of the General Assembly:

This plan highlights the critical issues facing the Department of Corrections. Once again, the most pressing problem is that of overcrowding in our State prison system.

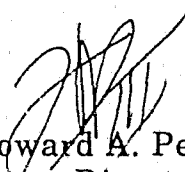
The State is fast approaching a period in which inmates cannot be housed in a safe or constitutional manner. The Department currently projects that after December 1994, the State correctional system will reach the limit of its capacity to safely house the growing inmate population.

The issues in this plan discuss the current situation and possible alternatives to the future we are creating. There are over 11,000 employees who everyday meet the challenges of increased crowding, lower staffing ratios, and greater job demands. These state employees are often the forgotten victims of prison crowding.

The Department of Corrections looks forward to working with the Governor's Task Force on Crime and Corrections as they continue to develop public policy recommendations in reference to prison crowding. Their task is a difficult one because of the urgency and magnitude of the problem.

It is important that all interested parties begin to discuss these issues and so I hereby submit for your consideration the Department of Corrections' Human Services Plan for fiscal year 1993.

Sincerely,



Howard A. Peters III
Director

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Agencies Participating in Human Services Planning

Volume 1

Department of Children and Family Services*
One North Old State Capitol Plaza
Springfield, Illinois 62762

Volume 2

Department Public Aid*
100 South Grand Avenue East
Springfield, Illinois 62762

Volume 3

Department of Corrections*
1301 Concordia Court
P.O. Box 19277
Springfield, Illinois 62794-9277

Volume 4

Department of Rehabilitation Services*
623 East Adams
Springfield, Illinois 62705

Volume 5

Department of Alcoholism and Substance Abuse*
100 West Randolph
Suite 5-600
Chicago, Illinois 60601

Volume 6

Department on Aging*
421 East Capitol
Springfield, Illinois 62706

Volume 7

Department of Public Health*
535 West Jefferson
Springfield, Illinois 62761

Volume 8

Department of Employment Security*
915 South Michigan
14th Floor
Chicago, Illinois 60605

Agencies Participating in Human Services Planning

Volume 9

**Department of Commerce and Community Affairs
Division of Employment and Training Services
620 East Adams
Springfield, Illinois 62702**

Volume 10

**Department of Human Rights
100 West Randolph Street
Suite 10-100
Chicago, Illinois 60601**

Volume 11

**Department of Veterans' Affairs
P.O. Box 5054
208 West Cook Street
Springfield, Illinois 62706**

Volume 12

**Formerly Commission on Delinquency Prevention
No longer available. Youth Services have
been consolidated in the Department of Children and Family Services**

Volume 13

**Division of Services for Crippled Children
University of Illinois
540 Iles Park Place
Springfield, Illinois 62718**

Copies of individual plans may be obtained directly from each agency listed above.

*These agencies are mandated by Public Act 79-1035 to produce Human Services Plans.

Human Services Plan Fiscal Years 1991 - 1993

Section I

Issues

Fiscal Year 1993

Introduction

The Department's fiscal year 1993 budget is \$610.7 million. This budget supports the operation of 42 facilities statewide with 12,400 staff. The Department, in fiscal year 1993, will be responsible for the custody of over 32,200 adult inmates and 1,380 juvenile offenders. The Department also monitors the behavior of over 22,000 adult and 1,300 juvenile parolees. Fiscal year 1993 will see continued increases in the adult inmate and parole populations and the opening of one new prison, three new work camps, a drug treatment center, and a community correctional center.

The mission of the Department of Corrections is **to protect the public from criminal offenders through a system of incarceration and supervision which securely segregates offenders from society, assures offenders of their constitutional rights, and maintains programs to enhance the success of the offender's reentry into society.**

The Department's mission statement represents a statement of purpose that guides policy development and resource allocation. Four primary goals flow out of this mission statement:

1. **Implement policies and strategies to enhance workplace safety for state employees.**
2. **Continue to meet constitutional and statutory mandates governing the custody of convicted felons.**
3. **Modify public policy to expand the range of sanctions available to manage convicted felons consistent with public policy and practical fiscal considerations.**
4. **Establish programs which will give offenders the opportunity for habilitation and the development of law-abiding lifestyles.**

These goals are explained on the following pages.

1. Implement policies and strategies to enhance workplace safety for state employees.

The most critical factor bearing upon the safety of staff in the Department of Corrections is the current and projected future crowding of the State's prisons. Over 30,500 inmates are housed in facilities to accommodate slightly over 20,000 inmates. At the same time, because of chronic funding shortfalls, staffing levels have fallen in a number of Department facilities. As a result, the staff-to-inmate ratio has fallen from 42.9 staff for every 100 inmates in FY87 to 33.2 staff for every 100 inmates in FY92.

Supervising a growing number of inmates with the same number of staff or fewer staff diminishes the ability of the Department to effectively monitor and control inmate activities. This places the staff at risk. In medium security institutions, for example, assaults on staff increased by 85% from FY90 to FY91.

Employee safety must be tied to a plan addressing prison crowding, managing the prison system's most dangerous inmates, and maintaining staffing levels in critical areas.

2. Continue to meet constitutional and statutory mandates governing the custody of convicted felons.

The Department of Corrections is mandated to provide a number of basic services to the inmate population. These services include the provision of essential health care, food, clothing, adequate shelter, and opportunities for recreation. The costs of many of these services are directly tied to the size of the inmate population and increase commensurate with the growth of the inmate population. Funding of these basic services is essential to the successful fulfillment of the Department's mission.

The nature of services provided by the Department is guided either by Illinois statute or by federal case law which define the standards of service required by the U.S. Constitution. In most cases, the extent of service which must be provided is fairly well-defined and the ability of the Department to reduce services is limited by the

courts and the litigious nature of the inmate population. As a result, these costs are fixed and must be recognized as such.

The Department must provide basic services. Not to do so would risk inmate disturbances, court interventions, and jeopardize staff safety. In the Department of Corrections, 115,000 meals are served every day. Nearly 1,000 medical furloughs (inmates going to an outside hospital or clinic) and 700 court writs are transported every month. These inmates are all escorted by officers. These trips require staff being taken from institutional posts and often result in overtime. Medical staff respond to an estimated 60,000 sick calls per month. Over 900 inmates a month are admitted to institutional infirmaries. Food, medical care, and court appearances of inmates are among the many services the Department of Corrections must provide. As the prison population grows so will the demand for these and other services.

3. Modify public policy to expand the range of sanctions available to manage convicted felons consistent with public policy and practical fiscal considerations.

The Department projects a growth in the state's prison population of 6,000 inmates in the next three years. By December 1994, the prison system, as currently operated, will no longer be able to house additional inmates. At that time, the Department will also no longer be able to assure compliance with constitutional and statutory mandates governing the custody of felons. The probability of federal court intervention and potential loss of state control over the prison system will increase dramatically.

As crowding worsens, maintaining effective control over the inmate population dictates creation of a system of increased discipline and security for the most dangerous and predatory inmates in the prison system. In the short term, such a program could be implemented on a limited basis at existing institutions. In the long run, construction of a new facility dedicated to this purpose would be required.

The following areas are where policy can be developed to help control inmate population growth:

- Expand the state's boot camp program.
- Create a program that authorizes additional time off an inmate's sentence for each day spent in a full-time work, education, or therapeutic assignment.
- Expand the use of electronic detention.
- Review who goes to prison and for how long.
- Expand intermediate sanctions.

Current programs that have a positive impact on inmate recidivism should be maintained. PreStart, educational, vocational, substance abuse counseling, and other such programs have a demonstrable impact on the inmate return rate.

4. Establish programs which will give offenders the opportunity for habilitation and the development of law-abiding lifestyles.

Over 97% of the criminals in the state's prison system will someday be released back into society. In order to protect the public from potential future crimes by these offenders, it is in the state's interest to establish programs which can give meaningful opportunities for the development of skills and attitudes which will enable those offenders to avoid reentering a life of crime.

The Department of Corrections' primary programs with this focus are the PreStart program, work release, educational and vocational programs, substance abuse treatment, and sex offender treatment. The underlying philosophy of these programs is pragmatic—to give offenders tools or aid to make a change in their lives. If the Department can offer an offender who is illiterate, has a substance abuse problem, and no work history an opportunity to achieve basic educational skills, counseling on personal problems, and a chance

to develop positive work habits, that offender will have a dramatically higher probability of avoiding crime in the future than a similar offender without access to such programs. Studies have shown that participation in such programs is correlated with a lower recidivism rate.

Each of the issues presented in this Human Services Plan addresses one or more of these goals. The resolution of these issues is crucial to meeting the Department of Corrections' goals and ultimately accomplishing its mission.

The relationship between goals and issues is shown in Table 1.

Section I contains a discussion of the issues.

Table 1
Department of Corrections
Goals, Issues, and Actions

Goal: Implement policies and strategies to enhance workplace safety for state employees.

<i>Issues</i>	<i>Actions</i>
• Adult Division Staffing Concerns	<ul style="list-style-type: none"> • Reduce prison overcrowding to improve work environment. • Maintain existing staff levels to ensure safety and security of prison system. Examine staffing patterns to ensure levels in critical areas are maintained.
• Prison Population Growth	<ul style="list-style-type: none"> • Divert selected offenders from prison. • Accelerate release of offenders from prison. • Revise sentencing structure to reserve prison beds for the most serious offenders. • Use intermediate sanctions.
• Inmate Management	<ul style="list-style-type: none"> • Expand use of education, work, and treatment programs. • Manage dangerous inmates.
• Juvenile Division Safety Concerns	<ul style="list-style-type: none"> • Implement Strategies for Juvenile Supervision case management system. • Implement security custody instrument at the female reception center.

Goal: Continue to meet constitutional and statutory mandates governing the custody of convicted felons.

<i>Issues</i>	<i>Actions</i>
• Medical Care, Housing, and Food Service Funding	<ul style="list-style-type: none"> • Maintain adequate support services for the growing inmate population.
• Medical Programs: Infectious Diseases	<ul style="list-style-type: none"> • Continue education and prevention programs. • Continue to identify, monitor, and treat infected inmates. • Remain current with new treatments and seek grants for new programs.
• Compliance with Americans with Disabilities Act	<ul style="list-style-type: none"> • Survey current programs, services, and activities to determine accessibility. • Develop a plan to address problem areas. • Educate staff about compliance with ADA.

Table 1
Department of Corrections
Goals, Issues, and Actions
(continued)

Goal: Modify public policy to expand the range of sanctions available to manage convicted felons consistent with public policy and practical fiscal considerations.

<i>Issues</i>	<i>Actions</i>
•Intermediate Sanctions	<ul style="list-style-type: none"> •Expand boot camp. •Expand eligible pool for electronic detention. •Create a boot-camp type program for older offenders. •Increase intermediate sanctions at local level.
•Sentencing	<ul style="list-style-type: none"> •Establish a sentencing policy that protects public safety and is the most cost-effective. •Increase intermediate sanctions at the local level.

Goal: Establish programs which will give offenders the opportunity for habilitation and the development of law-abiding lifestyles.

<i>Issues</i>	<i>Actions</i>
•Educational Programs	<ul style="list-style-type: none"> •Realign programs from vocational to basic education (literacy). •Raise mandatory educational level for inmates from the 6th to the 8th grade.
•Treatment Programs	<ul style="list-style-type: none"> •Expand and use treatment programs as incentives for inmates.
•Juvenile Programs	<ul style="list-style-type: none"> •Train institutional counselors in sex offender treatment. •Expand substance abuse programs. •Improve risk assessment of youths on parole.
•Implementation of PreStart	<ul style="list-style-type: none"> •Evaluate and implement improvements in the PreStart Program.

Human Services Plan Fiscal Years 1991 - 1993

***Goal:* Implement policies and strategies to enhance workplace safety for state employees.**

Staffing Concerns

Problem Statement

Increased prison crowding and limited staff resources needed to control dangerous inmate populations intensify an already difficult situation. Staff supervision is the primary tool used to control these difficult populations. Past experience has proven that with sufficient resources, crowded prisons can be managed and controlled.

Current Situation

The Department, with over 11,000 employees, is the second largest employer of all State agencies. These State employees work with a predominately violent population living in crowded conditions and are often the forgotten victims of prison overcrowding.

During the 1980's the Department of Corrections experienced greater growth in funding and staffing than virtually any other major State agency. This growth was, and remains, predominantly due to the opening of new institutions as a response to the growing inmate population. In comparing changes from FY80-FY92, the Department opened 13 institutions and headcount grew by 4,774. Of this growth, approximately 96% of the increase in staffing is directly attributable to the opening of additional capacity.

However, this growth has been neither steady nor across the board. During past years the budgets of most State agencies were periodically reduced across the board in response to fiscal constraints. In order to live with these spending reductions, the Department was forced to reduce staffing levels in existing institutions to assure adequate resources to open new institutions. Over the seven year period from FY86-FY92, staffing levels in existing facilities were actually reduced by 22 people. At the same time, these facilities experienced an increase of nearly 4,150 inmates.

With the exception of layoffs that occurred in FY83 and FY88, most of this staffing reduction has been incremental over the past twelve years. Unfortunately, this gradual reduction in staff has been accompanied in recent years by an increase in inmate population levels at all facilities.

Specific examples include Graham Correctional Center, which today has 42 fewer staff than it had six years ago, while experiencing an increase of 363

in its inmate population. In many housing units in the new institutions, staff are literally supervising twice the number of inmates that the facility design and original staffing patterns called for. Reductions in staffing ratios have significantly increased the stress placed on institutional staff and diminished the Department's ability to exercise effective control over inmate behavior.

In terms of controlling inmate populations, a recent National Institute of Corrections study, *Management of Crowded Prisons*, states,

Increasing numbers of inmates have made monitoring inmate activities more difficult. Staff are frequently spread thin and limited in the amount of time they can devote to searches. The number of inmates assigned to job details or confined in cellhouses make the direct observation and supervision of inmates more infrequent. This has made it harder for staff to stay on top of contraband in the form of drugs, money, and weapons. It has also made it more difficult to determine if inmates are in the "right place at the right time."

Of the over 9,500 staff in the adult institutions, 72% are working in the security function; 12% are in the clinical, medical, mental health, or related functions; 3% in dietary; and, 4% in utilities, maintenance or similar functions. The remaining staff work in the business office, record office, or administration.

The pressures on existing staff multiplies as the prison population grows without staff increases. Dietary staff must prepare and serve 115,000 meals a day. Medical staff handle over 60,000 sick calls a month. Correctional counselors must review cases and prepare paperwork to transfer over 3,400 inmates a month to institutions or community correctional centers. Security staff transport and escort nearly 1,000 inmates to outside medical treatment and another 700 inmates to court a month. This can only be done by removing officers from their institutional posts, thus creating an even greater shortage of security staff.

The stress on existing staff grows as crowding increases, staffing ratio drops, and job demands multiply. This stress is the result of not only the increasing work demand but also as a result of working in a higher risk environment. The lower staffing ratio results in less inmate supervision. Lower levels of inmate supervision coupled with increased numbers of idle inmates, because programs or work assignments are not keeping pace with population growth, results in a working situation less safe than a year ago.

Actions

- The effort to reduce overcrowding is the single most significant action the Department can take to improve the work environment of its employees.
- Staff levels in critical areas must be maintained at current levels. A review of staffing patterns will help determine the possibility of staff reallocation between functions.

Prison Population Growth

Problem Statement

The accelerating growth in the number of inmates housed in the Illinois prison system has led to progressively worse overcrowding in recent years. Today, approximately 72% of the adult population is double or multi-celled. With current trends, this will increase to 80% by fiscal year 1994. By this time, it is estimated that there will be 7,688 inmates in the prison system in excess of rated capacity. The causes of this inmate population growth and the prospects for the future are examined in this issue.

Current Situation

The size of the state's prison population is attributable in simplest terms to the number of new offenders entering the system, the amount of time they are required to spend in the system, and the rate at which they recidivate or return to prison. These factors are determined by demographics, trends in criminal justice activities, correctional system policies, and significant social events such as war or depression.

The steady prison population growth exhibited through most of Illinois' history reflects the growth in the state's population growth. The notable declines in the prison population are attributable to mobilization of the armed forces during World War II and the Vietnam War. Dramatic increases in the prison population appear to follow increases in criminal activity attributable to the enactment of prohibition in the 1920's and the Depression of the 1930's, the movement of the "baby boom" population into their crime-prone years, and the abolishment of the draft in the mid-1970's.

The sustained unprecedented growth in the prison population following the late 1970's was unexpected because of the stabilizing of Illinois' demographics. However, incarceration rates in Illinois have steadily increased. This growth has been stimulated by a major revision of sentencing laws, a significant change in correctional policy governing release of inmates, and an increase in law

enforcement activity directed toward drug trafficking.

Determinate Sentences - In 1978, Governor Thompson signed into law Public Act 80-1099, converting Illinois from an indeterminate to a determinate approach to criminal sentencing. Formerly, under indeterminate sentencing, there was wide discretion in the amount of time served by convicted offenders. Actual release dates for inmates were set by the Parole and Pardon Board. Under determinate sentencing, much of this discretion was eliminated.

Under the new system, a person convicted of a serious violent crime with a long sentence must serve 50% of the sentence prior to being eligible for release. Under indeterminate sentencing, no matter what the sentence imposed, a person was eligible for parole in 11 years and three months. The law created a new felony category, Class X, which established longer mandatory sentences for persons convicted of serious crimes. Determinate sentencing increased the length of time served for all serious crimes while reducing sentences for more minor offenses. The consequences of this sentencing change were an increase in the numbers of serious offenders in the prison population, and population growth attributable to the longer length of stay for violent offenders. These longer lengths of stay have translated into long-term upward pressure on the prison population.

Forced Release - One of the primary tools utilized by the Department to control prison population size in the early 1980's was "forced release." This was a practice which allowed the Department to award multiple increments of 90 day grants of Meritorious Good Time (MGT) to inmates, thereby accelerating their release. Between FY80 and FY83, 10,019 inmates were released early from prison under this program. However, public outcry over "revolving door" correctional policies led to a number of lawsuits culminating in an Illinois Supreme Court decision limiting the amount of MGT an inmate could receive to 90 days (this was recently increased to 180 days by the General Assembly). Following the end of "forced release," the National Council on Crime and Delinquency conducted an examination of this release policy and found it was successful in the short-term control of the prison population and had no impact on the state's crime rate.

As a result of this change in correctional policy, exits from prison dramatically slowed, forcing the prison population to grow by nearly 4,000 inmates in FY84 and FY85.

Drug Law Enforcement - The most recent surge in the prison population

occurred in the latter half of FY89 and into FY92. During an 18 month period between the last half of FY89 to the end of FY90, the prison population grew by over 6,000 inmates, an increase of 29%. The cause of this growth was new court admissions, which increased by 32% in FY90 alone.

The key factor in the increase in court admissions is without doubt the war on drugs and the subsequent increase in the number of drug offenders being sent to prison. Approximately 47% of FY91 court admissions were attributable solely to more drug offenders coming to prison. Drug offenders have been the fastest growing segment of the prison population for several years.

Despite the fact that they constitute only 16% of the prison population, drug offenders have made up over one-third of the total increase in the prison population.

The increase appears to be tied to increased law enforcement activity. Recently, 21 assistant state's attorneys were hired for the Chicago metropolitan area specifically to develop a regional drug prosecution program. Increased enforcement activity of drug crimes has a more direct impact on the prison population than other crimes due to a relatively higher conviction rate.

According to the Illinois Criminal Justice Information Authority, the conviction rate for felony drug charges brought by the Illinois State Police and the state's drug law enforcement task forces is nearly 98%. Prison sentences are given in almost 50% of all drug convictions. The other aspect of drug crime enforcement that is driving the prison population up is the increasingly long sentences given for drug offenses.

The average amount of time served for drug offenses has increased by 17%, largely due to legislative initiatives to increase penalties for possession and sale of drugs.

Projections - The Department's projection of Illinois' prison population through FY95 is provided in Table 2. In developing this projection, the Department used a computer model designed to simulate the movement of individuals through the prison system. Since its first use in FY85, the model has proven highly accurate.

The key assumption in the development of these projections is the forecast of future court admissions. Court admissions average 5% annual growth through the 1980's. Then court admissions climbed by 32% in FY90, by 13% in FY91, and 8% in FY92.

The projection assumes that court admissions increase by 5% each year from FY93 to FY96. Regression and trend analysis indicate these outyear projections are realistic, assuming there is no future change in law enforcement patterns or in sentencing laws.

The other key component to admissions are community supervision violators. FY92 was the beginning of a new program for parole, PreStart. This program refocuses the purpose of parole from just enforcing the rules of parole to acting as service brokers for parolees. As a result, it is expected the number of parolees returned to prison will be significantly reduced. The violation rate, the percentage of technical violators and new sentence violators divided by the average parole population, has fluctuated around 35% except for FY88 and FY89. In these years, parole agents were laid off and the violation rate dropped to 20%.

In FY92 the violation rate was 16.6% with 84% of the violators coming back with a new sentence. The projections assume a 16% violation rate with 80% returning with a new sentence.

These projections are based on very conservative assumptions:

- that court admissions stabilize and do not exhibit the strong growth exhibited in the late 1980's
- that current sentencing practices continue over the next five years, with no enhancement of current statutory penalties
- that no significant changes in law enforcement activity or criminal behavior occur over the next five years
- that the administrative policies on technical violators, revocation of good conduct credit, and use of meritorious good time remain in place

If any of these assumptions do not remain the same, the resulting inmate population will likely be higher than the projections shown here.

The implications of this projection of prison crowding are profound. The following table shows the growing shortfall in beds given current capacity plans through FY95.

<i>Table 2</i> <i>Projected Population, Planned Rated Capacity, and Beds Short</i>			
<i>Fiscal Year</i>	<i>Projected Population</i>	<i>Planned Rated Capacity</i>	<i>Beds Short</i>
1993	32,265	26,214	6,051
1994	33,902	26,214	7,688
1995	36,021	26,214	9,807

The planned rated capacity numbers assume opening 1,902 beds which include Big Muddy Correctional Center, three work camps, a drug treatment program, and a community correctional center by the end of fiscal year 1993. No other capacity additions are planned after that time.

There are no options that will allow the Department to add 7,688 beds in FY94 or even to remain at the current level of overcrowding. At this time, the only available option to the Department is to continue to crowd already crowded prisons. Beyond FY93, the prison system, as currently operated, simply cannot absorb the growth in inmates in existing institutions. Current facilities do not have the space or infrastructure to house these population levels in a secure, constitutional manner. By FY94, population growth of this magnitude would require over 80% of the prison system to be double or multi-celled. At the end of FY92, approximately 826 cells are available for double-celling. The remaining single cells will be used for:

- Protective Custody
- Segregation
- Death Row
- Mental Health
- Infrastructure Limitations
- Housing Unit Management

These 826 beds plus the 1,902 beds to be added in FY93 represent the real limit of the prison system's capacity. It is estimated that the prison system will reach its maximum population limit by December 1994. At that time, Illinois will

no longer be able to maintain any semblance of a secure, constitutional correctional system. Population levels at maximum security institutions would exceed manageable levels, dramatically increasing the prospects for violence and loss of lives in those facilities.

Actions

The magnitude of prison overcrowding indicated by these conservative prison population projections is unprecedented in Illinois' history. If not addressed, it will dramatically increase the probability of a serious breakdown in security and the intervention of the federal courts into the Illinois prison system.

The actions to address these issues are:

- Build more prisons — This has been the past policy approach. It has resulted in the building of 14 prisons at a cost of \$408 million. The construction cost is just the beginning. Operating costs are a continual demand on state resources. The opening of 1,902 new beds has been delayed between 12 and 18 months because of no operating funds.
- Establish programs to either divert offenders entering prison or to accelerate their release. The political and policy consequences of this action is formidable.
- Restructure sentencing laws to either allow for more flexibility for specific offenses or provide for a system which prioritizes existing prison bed space for the most serious offenders. This action also requires some difficult and perhaps unpopular decisions.

Whatever combination of approaches is utilized, it is critical that action be taken now to avoid the crowding projected in the next few years. A policy of inaction in the short-term will make it impossible to respond at all to overcrowding in the next two to three years, placing the entire prison system under significantly increased risk.

Inmate Management

Problem Statement

Crowding intensifies the tension within a prison. This tension often results in violence to both staff and inmates. Resources that assist in inmate management, such as programs, work assignments, staff supervision, and segregation space, become less effective as inmate population growth intensifies crowding.

Current Situation

Over 30,500 inmates are housed in a correctional system with rated capacity of 24,100. At this level of crowding, 72% of the prison population are housed in double or multi-cells.

The level of crowding is expected to almost double in the next four years, even with the opening of 1,902 beds completed in fiscal year 1992. These beds include Big Muddy River Correctional Center, three work camps, a drug treatment center, and a community correctional center in Chicago.

It is estimated that 80% to 90% of the inmate population have some affiliation with gangs. Gangs actively participate in trafficking drugs, alcohol and weapons, intimidation, extortion, assaults, and murder.

Inmate Management Tools

John J. Dilulio, in *Governing Prisons*, stated there are three components to the effective governing of prisons:

- Order - the absence of individual or group misconduct that threatens the safety of others.*
- Amenity - anything that enhances the comfort of the inmates: food, clean cells, recreation.*
- Service - anything that is intended to improve the life prospects of the inmates' educational, work, and treatment opportunities.*

Dilulio defines a good prison as one that provides as much order, amenity, and service as possible given its human and fiscal resources. As these components are enhanced, the safety of staff and inmates increases.

Conversely, as amenity, service, and order deteriorate, the safety of staff and inmates decrease. Due to crowding and budget constraints, the number of inmates waiting to participate in an education program continues to grow. There is a waiting list of over 1,000 inmates for the adult basic education program. Similarly, more inmates are not in a work assignment. Nearly 2,000 inmates are unassigned. Last calendar year only 9,937 inmates received substance abuse education or treatment. It is estimated that nearly 70% to 80% of the prison population require such a program.

As crowding increases in an institution basic amenities must suffer. Sharing 60 square feet with another individual decreases the level of comfort. Noise levels multiply as more inmates are added to a cell house. Tempers shorten when one has to stand in a long line for food or recreation. These simple but basic conditions add to the level of tension inside a prison.

The staff to inmate ratio has dropped from 42 per 100 inmates in fiscal year 1987 to 33 per 100 inmates in fiscal year 1992.

As already discussed, lower staffing levels, more inmates, and fewer program opportunities contribute to the making of an unsafe environment. Staff safety is jeopardized when order, amenity, and service decrease. In fiscal year 1991, 1,075 staff were assaulted, 3,578 weapons were found, and 109 shots were fired by staff to quell disturbances. In the last 10 years, 8 staff have been murdered.

Order at Medium and Minimum Security Institutions

At the end of FY92, over 20,000 inmates were housed in medium and minimum security institutions. These institutions, in total, are operating at 169% of designed capacity. Seventy-nine percent of the inmates in these institutions are either double or multi-celled.

In FY83, 58% of the population in medium security institutions and 51% of the minimum security population had a conviction for Murder, Class X, or Class 1 offenses. Today, 78% of the medium security institution population and 60% of the minimum security institution population were convicted for those class of crimes.

As demonstrated before, crowding more violent inmates into institutions with no staff increases results in violence. In FY83, there were only 23 staff assaults in medium and minimum security institutions. It is estimated that by the end of FY92, 156 staff assaults will have occurred in medium and minimum security institutions.

Inmate Discipline and Incentives

The revocation of good conduct credits is a sanction used for major rule violations. This action lengthens the amount of time an inmate will serve in prison. An inmate can earn the revoked time back through good behavior. Ultimately, revocation of time adds to the prison crowding problem.

Transfer to a maximum security institution and use of segregation are two of the most used sanctions for serious rule violations. Medium and minimum security inmates are transferred to high security institutions as a disciplinary measure. However, there is often no room in those institutions for the transferred inmates. The four maximum institutions, Joliet, Pontiac, Menard, and Stateville, are among the oldest and largest institutions in the state. The architecture of these institutions is not suitable for housing the most dangerous inmates in the state.

There are over 800 inmates in segregation in the maximum security institutions. Unfortunately, the demand for segregation often results in the early release of inmates from segregation so another inmate can be placed there. This also limits the effectiveness of this sanction.

Prison crowding limits the effectiveness of traditional inmate disciplinary procedures. A policy that incorporates a time-off incentive for inmates to participate in education, work, or treatment programs will accomplish two objectives - order and service. An inmate, knowing that misconduct will limit his ability to participate in programs that could shorten his time, will be more likely to abide by prison rules.

Order at Maximum Security Institutions

All data clearly indicate that inmate management problems primarily occur in the Department's maximum security facilities. Since the Pontiac riot, eight Department staff have lost their lives in the line of duty in maximum security

institutions and many have been seriously injured. Thirty-two inmates have died violent deaths in these institutions during the same time period. By virtually any objective measure, (i.e., weapons confiscated, assaults, lockdown days, shots fired) maximum security institutions exhibit violence and problems of inmate control simply not present in the Department's medium and minimum security institutions.

The high number of incidents at the maximum security institutions is due to housing the most serious and dangerous offenders in crowded, antiquated facilities. Stateville, opened in 1920, is the "newest" of the maximum security institutions. The other three maximum facilities opened in the late 1800's. These institutions were not designed to house the number and type of inmates currently in maximum security.

The establishment of a close-custody, maximum security prison (super-max) will provide a needed management tool. This prison should be small with 300-400 beds and highly staffed. It would provide limited privileges and services. As such, this type of prison would allow the removal of the most dangerous inmates from other prisons, improving the safety and order throughout the system.

Actions

- Expand and use educational programs, work assignments, and treatment programs as incentives for inmates to earn time off their sentences. California has such a program called "earned time." With sufficient programs, this option would provide incentives for inmates to receive the most from their prison time. When inmates are busy in school, treatment, or at work, they are not causing trouble.
- Removal of dangerous inmates from the general inmate population is an essential sanction in inmate management. Increased crowding and the demand for segregation beds have made this sanction difficult to achieve.

Juvenile Division Safety Concerns

Problem Statement

In an environment of shrinking resources, the Juvenile Division must maximize existing resources by identifying innovative management techniques and enhanced program services.

Current Situation

The Department's juvenile facilities and programs are intended to provide custody for those youths with extensive criminal backgrounds who cannot be appropriately supervised in a less restrictive setting. As the types of juvenile offenders sent to the Department have grown progressively more serious, the Department added capacity throughout the system and strengthened security through the establishment of a maximum security facility at Joliet for youths.

Population Profile

In many cases, the Department is considered the last resort of the Juvenile Justice System when all other interventions have been exhausted. It must supervise a population which includes misdemeanor offenders, murderers, and every type in between. Following is a profile of the characteristics of youths incarcerated.

- The average age is 16.7 with the range being between 13 and 21.
- The seriousness of the offense ranges from murder to misdemeanor offenses such as illegal trespassing.
- 52% of all youths are from Cook County.
- 5% are female; 95% male.
- 61% are black, 26% white, and 12% are Hispanic.
- 14% of the population are initially sent to Corrections for a Court Evaluation. Upon completion of that process, they are generally returned to their community.
- 15% of the population are committed after having been tried as

adults and given a determinate sentence. These sentences may range from one year to life.

- The length of stay averages 1.3 months for court evaluation cases, 10.5 months for delinquent (indeterminate) offenders, and 28.2 months for felon (determinate) offenders.

Staffing

Due to budget constraints, the juvenile institutions have experienced staffing reductions. Over the three year period from FY90-FY92, security staffing levels were reduced by 48 positions while population increased by 142 youths.

In fiscal year 1992, it is estimated that over 264 assaults on staff by youths occurred.

A total of 432 work days have been lost due to staff being injured as a result of youth violence.

Institutional Population Management

One thousand four hundred youth are housed in six juvenile facilities with a total rated capacity of 1,210; that is 16% over rated capacity. At this population level, 43% of all youth were double or multi-celled. This is the highest juvenile population level since FY78. In addition, the mix of youths has changed. In FY85, 20% of the population was convicted or adjudicated for murder or a Class X offense compared to 29% in FY92.

These changes demand a more efficient and effective use of institutional resources. The first step in the process is to better identify the risk and need levels of youths.

An objective custody instrument was developed and implemented at the Division's male reception center to assist in determining the security level needs of the males for assignment purposes. This system was designed to maximize usage of the higher level security beds, while placing youth in the lowest possible security level assignment. A similar instrument needs to be implemented for the female population.

A continuum-of-care case management system, Strategies for Juvenile

Supervision (SJS), is currently being piloted at IYC-Warrenville. This system will assist in identifying individual youth's institutional program needs while incarcerated by establishing a unique (to the individual) institutional and aftercare plan. The system identifies a behavioral category for a youth. A strategy is then applied based on the behavioral assessment. Staff are trained on what approaches work best with each behavioral category.

Parole Population Management

One thousand five hundred forty-one youth were on parole status at the end of March. The needs of these youth must be serviced by 13 parole agents statewide with an average caseload of 118 youths.

The average age of the parole population is 17.9 years. Seventy-six percent of the parole population is between 17 and 21 years of age.

Actions

The population diversity coupled with increasing population pressure on staff require innovative supervision and management strategies.

- Implement the Strategies for Juvenile Supervision case management system in all youth facilities. A core staff of 48 have been trained statewide, and it is planned that this will be completed by July of 1992.
- While maintaining stable operations, work on improving case management throughout the youth's custody, enhance program services, and improve staff's ability to work with youth.
- Reduce adversarial postures by fostering trust between youth and staff, and staff and management through better training and leadership. Design operations and programs around prevention and empower staff to be decision-makers. As resources become more limited, it is important that staff maximize operations and programs by taking initiatives and being creative. This can only be accomplished when employees are rewarded for being proactive.
- Implement the security custody instrument at the female reception center so that resources can be rationally allocated to the youth.

Human Services Plan Fiscal Years 1991 - 1993

***Goal:* Continue to meet constitutional and statutory mandates governing the custody of convicted felons.**

Medical Care, Housing, and Food Service Funding

Problem Statement

The Department of Corrections is mandated to provide basic programs and services. These services include medical and mental health, food, clothing, and housing.

Current Situation

The Department is one of the fastest growing agencies in the State. The growth in inmate population is the direct result of actions by the criminal justice system and sentencing laws. The Department's budget has grown and continues to grow as the inmate population increases.

Between fiscal years 1987 and 1991, the Department's expenditures increased by \$156.5 million, or 39%. During that same time the average inmate population increased by 44% and staff by 13%.

In fiscal year 1991, nearly \$50 million was spent on the medical and mental health function, \$49.5 million on dietary, and \$249.3 million on the security function (Correctional Officers) from a \$465.6 million budget. These three areas accounted for 72% of all expenditures in fiscal year 1991.

It costs \$16,000 per year to keep an inmate in prison. Fifty-three percent of this cost is for security, 17% for medical and programs, 11% for dietary, 11% for maintenance, and 8% for institutional support.

The per capita cost only increased by \$81 or 0.5% between FY87 and FY91 despite a 44% increase in population and inflation. Maintaining the same per capita cost over the past five years was only accomplished by reducing inventories, controlling the level of services, and crowding more inmates into institutions without increasing staff. The Department must meet statutory and constitutional mandates in providing services to inmates. Table 3 lists the services required by the Code of Corrections, Illinois Revised Statutes.

Table 3
 Minimum Services & Commodities Required by Code of Corrections

- Maintenance of inmate master record files.
- Educational programs so all persons have the opportunity to attain the equivalent of a 12th grade education and higher levels when possible.
- Toilet facilities.
- Barber facilities.
- Facilities to bathe at least one time per week.
- Law library.
- General library.
- Access to a radio or television unless denied for disciplinary reasons.
- One hour per day out-of-cell time unless precluded by security considerations.
- Wholesome and nutritional diets at regularly scheduled hours.
- Drinking water.
- Clothing adequate for the season.
- Bedding.
- Soap and towels.
- Medical and dental care.
- Mail privileges, including postage for 3 first-class letters/week/inmate.
- Visiting privileges.
- Access to counsel.
- Access to religious services and/or chaplains.
- Regular cleaning and maintenance of buildings.
- Ventilation of air and heat consistent with climate and season.
- Rules for the protection of person and property of employees and inmates.
- Rules regarding the enforcement of discipline.
- Comprehensive energy conservation program at each facility.
- Social evaluation of each inmate's medical, psychological, educational, and vocational history and placement consistent with the evaluation as is practicable.
- Grievance procedure.
- Employment and vocational training insofar as is possible.
- Establishment of work and day release programs to leave the facility for various purposes.

With the inmate population approaching 32,200, the time, cost, and staff required to meet mandates escalates. Without sufficient budgetary increases to match population growth, services must eventually slip. This slippage not only results in problems in prison operations but also invites costly litigation. The Department cannot just stop providing basic services to inmates.

Actions

Budget increases are driven by population increases. It is essential, in order to meet federal and state mandated requirements, that the current level of operations in areas such as medical care, housing, food, and clothing be maintained.

Medical Programs — Infectious Diseases

Problem Statement

The federal and state courts do not view the delivery of basic health and mental health services to inmates as an option or a luxury. Court cases all over the nation have reaffirmed inmates' constitutional rights to basic health and mental health care, and in some cases, have specified the allowable time between request and the delivery of the needed services.

The number of AIDS cases in the Department of Corrections coupled with the increasing number of active tuberculosis (TB) cases in a closed institutional environment is creating additional health services issues for the Department.

Current Situation

It has been ten years since the Department has lost a major class action suit challenging the delivery of health care services. Over the past decade, the Department has addressed these legal mandates by ensuring that medical and mental health staff are available and that responses to basic and emergency medical needs are met. Medical standards set forth by the American Correctional Association have been met in all of the Department's institutions.

AIDS

Under contract with the Centers for Disease Control (CDC), the Department took part in a three year federal study designed to measure the prevalence and incidence of HIV antibody and HBV antigen. This study revealed an incidence rate of 4% for all admissions.

As of December 1991, 93 inmates had met the CDC's definition of AIDS since the first case was identified in November 1984. Additionally, 144 persons had been identified as having symptomatic HIV infection, while 216 had demonstrated an asymptomatic HIV infection.

The high risk behavior of intravenous drug use was found in 81 of the 93 reported AIDS cases in Illinois prisons.

The mean time from infection to full-blown AIDS is estimated at eight years. Of the 27 cases identified during calendar year 1991, 24 were diagnosed within one year of their admission, suggesting that these individuals came into the Department infected with the disease.

All inmates are questioned by medical staff to determine if they have engaged in high risk behaviors. Symptoms are also carefully screened at admission. Inmates who are symptomatic are placed on a high risk list and monitored monthly.

If an inmate's condition begins to deteriorate, further medical tests are ordered. If they meet CDC case definition for AIDS, AZT and Aerosolized Pentamidine are prescribed when appropriate. Videx is also being used when indicated. Approximately 100 inmates received AZT during 1991.

An extensive AIDS education program has been developed for all staff and inmates in the Department. All new employees are introduced to the information during orientation and updated yearly. Inmates are provided with AIDS education during the reception and classification process. Medical staff are available for monthly education and counseling sessions.

Prior to release, all inmates are provided with an educational pamphlet on AIDS and a current list of the Illinois Department of Public Health's alternative counseling and testing sites.

Tuberculosis

The incidence of tuberculosis has also been on the rise. The increase in HIV infection is in part responsible for the rising numbers of active cases of TB. HIV and TB are correlated because the TB germ remains dormant until the body's immune system is weakened.

The knowledge of the relationship between the weakened immune system and the increasing numbers of HIV positive inmates entering the Department led to a more aggressive position in identifying and managing persons infected with TB.

TB skin testing or chest x-rays of inmates continues at intake and annually. The administrative directive on TB as a chronic illness has been updated and includes use of directly observed drug therapy.

All infirmary isolation rooms have been evaluated for negative air pressure to determine where respiratory isolation may be safely implemented.

New improved face masks have been supplied following a CDC recommendation.

TB testing of all employees is available.

Actions

- Each institution is identifying housing units which can safely house TB infected inmates.
- The Department is identifying and beginning treatment of inmates infected with TB at reception centers and Cook County jail.
- The Department has set up protocols so more inmates will be tested earlier and more frequently for TB and HIV.
- The Department will continue to provide education and prevention programs, remain current with new treatments, and develop new programs to deal with these health issues.

Compliance with Americans with Disabilities Act

Problem Statement

The Department of Corrections must address the issue of compliance with the Americans with Disabilities Act (ADA) of 1990. This Act requires that buildings, services, programs, and activities be accessible to physically and mentally disabled inmates, volunteers, and employees.

Current Situation

The population of inmates with disabilities faces a number of challenges in a correctional setting that is primarily geared toward healthy individuals. According to the ADA, the term "disability" is defined as someone who has a physical or mental impairment that substantially limits that person in some major life activity, has a record of such an impairment, or is regarded as having such an impairment.

Inmates with physical disabilities system-wide have increased by 20% between fiscal years 1990 and 1991. There are approximately 144 inmates within the Department with physical disabilities or handicaps. Of these individuals, 32% are wheelchair bound, 24% are ambulatory amputees, and the remaining 44% utilize an assistive device such as a cane, walker, or crutches. There are 138 inmates with either a hearing, speech, or visual impairment.

Mental health staff have noted that double-celling contributes to a more stressful situation which increased the number of inmates needing special housing due to mental health concerns. According to a 1991 survey, the expansion of double-celling has attributed to an increase in the inmate stress level. The survey identified 489 individuals in this category currently housed in general population beds. In addition, there has been an increase in the number of severely disturbed inmates as reflected in the increase in the number of high security beds at the Menard Psychiatric Center.

Although the number of disabled inmates is small, the Department is required by law to assure that facilities, programs, and services are accessible by them.

ADA also applies to employees, volunteers, and visitors. This requires that people are offered employment regardless of disabilities as long as the essential functions can be done. Visiting rooms, entry ways, restrooms, and other space must be made accessible to the disabled individual. It is expected that the cost to modify buildings to accommodate employees, volunteers, and visitors may be more costly than changes required to accommodate disabled inmates. This is because institutions can be designated for disabled inmates. However, potentially all institutions must be accessible to employees, volunteers, and visitors.

Actions

- Survey current programs, services, activities, and policies to evaluate their relevancies to the inmate population as a whole and to the disabled specifically.
- Develop a plan to address the issue of accessibility to buildings, services, programs, and activities for inmates who have been classified as having physical or mental impairments.
- Educate all Corrections personnel on the Department's policies for implementing ADA.
- Based on the facility assessment, an action plan is being developed to comply with the ADA requirements. This action plan will be reflected in the fiscal year 1994 capital request.

Human Services Plan Fiscal Years 1991 - 1993

***Goal:* Modify public policy to expand the range of sanctions available to manage convicted felons consistent with public policy and practical fiscal considerations**

Intermediate Sanctions

Problem Statement

It is estimated that the prison system will reach its maximum population limit by December 1994. At that time, Illinois will no longer be able to maintain any semblance of a secure, constitutional correctional system. In order to gain control of the prison crowding problem, intermediate sanctions must be developed. Limited and costly prison beds must be reserved primarily for violent offenders.

Current Situation

People too often assume that public protection means prison, and anything less than complete incarceration for all criminals will endanger public safety. Such an attitude is understandable, and that, perhaps, is why we have been so slow to challenge and to abandon the delusion that "out of sight, out of mind" will make our world safer.

Successful intermediate sanctions have been adopted in many communities, despite the burden of public resistance. But accomplishing change means putting an end to the old fashioned inaccurate concept that criminal justice means prison and only prison.

In Illinois several intermediate sanctions are in use by the Department of Corrections. They include electronic detention or home arrest and impact incarceration or boot camp. Intensive probation is also present in 22 Illinois counties.

Electronic Detention

The Electronic Detention program is a pre-release program that allows inmates to be monitored electronically by means of an ankle bracelet. There have been 3,766 inmates placed on Electronic Detention with only 56 inmates being arrested while in the program. Currently there are over 700 inmates on Electronic Detention. Participants must be involved in 35 hours per week of work, education, or treatment. They also pay a portion of the cost.

It costs approximately \$4,000 per year for an inmate on Electronic Deten-

tion compared to \$16,000 to house the inmate in an institution for a year.

Impact Incarceration

The Impact Incarceration Program (IIP) is an alternative program for inmates who are under the age of 30 and are non-violent, first-time prison admissions. This program includes a military basic training model; a substance abuse treatment, counseling, academic and social skills program; and a system for gradual reintegration into the community.

The average sentence for boot camp inmates is 43 months, but they have served only an average of six months in prison. Of the 648 graduates from the program, only 103 have been returned to prison. As a result of this shorter prison stay, an estimated \$7.2 million has been saved.

Intensive Probation

The Administrative Office of the Illinois Courts has general oversight over the Intensive Probation Supervision (IPS) program. This program has the capacity to serve 1,165 adult offenders in 22 separate counties. In the first seven years of the IPS program a total of 3,951 offenders, who were prison bound, were admitted to the program. The program usually runs for twelve months at a cost of \$3,434 per offender. Fifty-eight percent of the cases successfully completed the program. The Administrative Office of the Illinois Courts estimates that the IPS program has saved the State at least \$12.2 million over seven years.

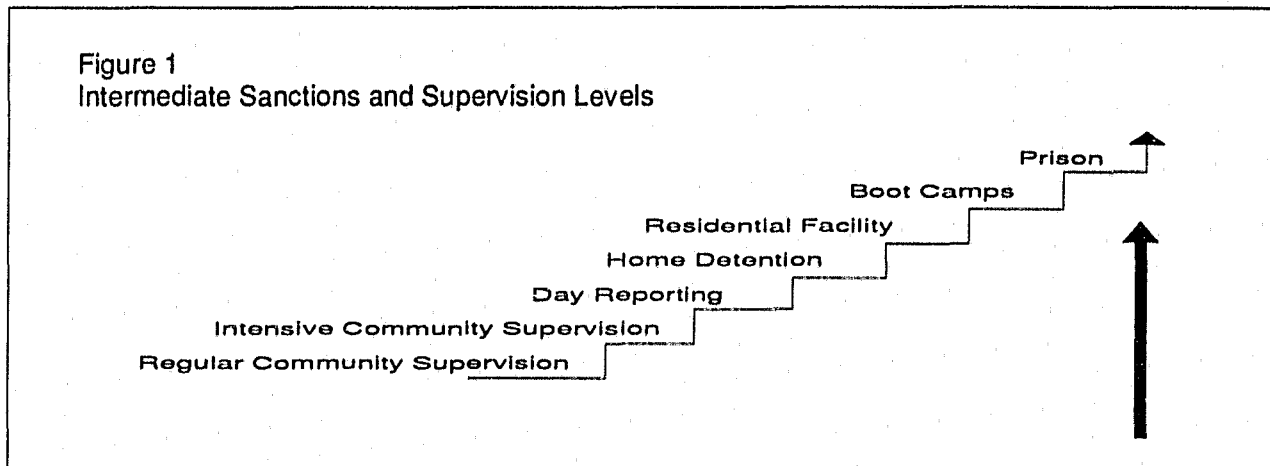
A Rational Sentencing Approach

These sanctions are based on the realization that sanctions do not have to be "nothing or prison". It is also important to realize that community corrections can consist of more than just probation. In fact, sanctions can exist on a continuum from probation to prison. By combining punishment and treatment approaches with differing levels of supervision, a rational sentencing policy can be developed.

Through the years, Illinois has made many modifications to the state's sentencing structure. Sometimes the changes were to assure that the offenders got adequate rehabilitation. Other times the laws were changed to insure that the offenders got the appropriate punishment. Still at other times, laws and practices were changed to reduce costs. The consequence is that all of these changes result in a system that does not provide reasonable punishment or rehabilitation and is costly.

It is necessary to re-examine the sentencing policy to determine what is to be accomplished and how to serve both systems and individual objectives in a systematic and rational way. The National Institute of Justice provides a conceptual scheme that examines the sanctions continuum along a series of multiple dimensions.

Some examples of intermediate sanctions are shown in Figure 1 below.



As Figure 1 illustrates, each level of sanction increases the level of supervision an offender receives. An offender, based on behavior, may move from one sanction to another until his sentence is satisfied.

Each sanction has several dimensions in addition to supervision. These are:

1. Level of Supervision: The Restriction of Freedom - This can serve incapacitation, punishment, and possibly the rehabilitation objectives.

2. Degree of Treatment - Treatment represents the "rehabilitative" point of sentencing. For some offenders, treatment has proven to be the most effective correctional techniques in preventing future crime. This is particularly true with some serious drug and alcohol cases, some sex offenders, and others with education, vocation, and similar needs.

3. Degree of Punishment - Punishment is based upon the idea that an offender should suffer for his/her illegal actions. The punishment issue is separate from public safety, treatment, or repayment to society issues.

4. **Offender Accountability: Payment for "Damages"** - Offender accountability focuses on "repayment" to the community or the victim. These sanctioning techniques are more similar to the traditional concept of civil liability.

5. **Cost** - Cost is a clear policy consideration in an era of expanded correctional populations and costs. The cost dimension operates within the dictum of providing the least costly sentencing option that effectively addresses the offender.

An overview of the intermediate sanctions and the most significant dimensions associated with each is listed below.

Intensive Supervision Probation - Increased supervision

House Arrest - Increased supervision

Non-incarceration Treatment Programs - Treatment

Treatment Facility - Treatment

Restitution Center/Work Release - Increased supervision, Treatment, Accountability

Day Reporting - Increased supervision, Treatment

Day Fines - Punishment

Boot Camps - Punishment, Treatment

Prison - Incapacitation, Punishment.

To each of these sanctions, additional elements can be added, such as urinalysis(accountability), fines(punishment), civil penalties, court and service costs(accountability), property forfeiture(punishment), and community service requirements(accountability). Table 4 shows each sanction along each dimension.

Table 4
Intermediate Sanctions

Sanction	Supervision Level	Treatment/Rehab Level	Accountability Level	Degree of Punishment	Cost Level
Normal Probation	Low	Low	Low	Low	Low
Intensive Supervision	Moderately High	Varies-may include treatment	Varies-may require paying own superv. cost	Moderate	Low-Middle
House Arrest	Moderately High	None	Moderate-but usually requires offender payment	Moderate	Middle
Non-Incarcerative Treatment Program	Low to Moderate	High	Moderate	Low	Middle
Treatment Facility	High	High	High-but may require offender payment	Moderate (Implicit)	High
Restitution Center/Work Release	High	Moderate-implicit work related treatment & other	High-but requires payment by offender	Moderate	Moderately High (usually reimbursed)
Day Reporting	Moderately High	Varies-may include treatment	Moderate	Low	Middle
Day Fines	None	None	High	High	Low
Boot Camps	Highest for brief time period	Varies-limited scope but intense	High while in program	High but brief	High/Day but limited days
Prison	Highest	Moderate to Low	Moderate	High	Highest

A state that has an array of sanctions allows a sentencing judge to best match the offender characteristics and system needs to a sanction that provides sufficient supervision, punishment, treatment, and accountability in the most cost-efficient manner possible. Unfortunately, for most offenders before a judge in Illinois the options are only probation or prison. Widening the range of intermediate sanctions will not only defer some offenders from prison but may also provide more effective interventions earlier and break the cycle of crime sooner.

Actions

Prison Programs

- Explore expanding Electronic Detention and boot camp programs. Both of these programs are limited by the statutory selection criteria for participation and by program space.
- Examine a program option similar to the Impact Incarceration Program, but for those inmates ineligible for IIP. This program would offer the older offender an option to do intensive time instead of longer time.

Community-Based Programs

- Explore increasing intermediate sanctions at the local level, such as **quasi-incarceration** through programs like halfway houses, electronically monitored house arrest, and residential drug treatment; expanding **intensive supervision** where offenders are subject to curfew checks, employment checks, and close monitoring for attendance in treatment programs; **day reporting centers** where offenders are required to report on a frequent basis for checks on progress and a routine urinalysis.
- This range of sanctions can be used to gradually divert the non-serious offender from prison and make certain that there are sufficient prison beds for the serious offender.
- The key to this approach is to insure that intermediate sanctions are used to divert prison-bound offenders and not just enhance existing probation programs.

Sentencing

Problem Statement

The determinate sentencing policy of the State is the guideline for who goes to prison and for how long. It is these two factors that determine prison population levels. Over the past several years the increased number of offenses with a mandatory prison sentence and the longer minimum sentences have contributed to the prison population growth.

Current Situation

Illinois went from an indeterminate sentencing to a determinate sentencing structure in February 1978. This change set a minimum and maximum range for prison sentence by class of crime and increased the number of mandatory prison sentences (Class X).

Discretionary parole was also eliminated. Under indeterminate sentencing, the Parole Board determined when an inmate was to be released from prison. With determinate sentencing, the inmate is given a flat sentence less day-for-day goodtime. When the inmate has served the sentence, the inmate must be released.

Basically, determinate sentencing has increased the prison stay for serious offenders while decreasing the prison stay for less serious offenders.

Stockpiling of Long-Term Offenders

A major effect of determinate sentencing is the stockpiling of long-term offenders in prison. Seventy-six percent of the increase in the prison population from 1978 is due to an increase in the number of Murder, Class X and Class 1 offenders in prison. Today 68% of the prison population is serving time in prison for these classes of offenses. The average Murder, Class X, or Class 1 offender in prison today has a 17 year sentence.

There are also 533 inmates serving natural life in prison with no chance of parole. An additional 140 inmates are on death row. These inmates will never get out of prison.

War on Drugs

The war on drugs led to increased penalties for drug offenses, resulting in more drug offenders admitted to prison and more drug offenders in prison.

The following table highlights what happened to the penalties for manufacture and delivery of cocaine.

<p style="text-align: center;"><i>Table 5</i> <i>Changes in Penalties for Manufacture/Delivery of Cocaine from 1984 to 1991</i></p>		
<i>Crime Class</i>	<i>1984 Weights</i>	<i>1991 Weights</i>
Class 2 (3-7 years)	Less than 10 grams	Less than 1 gram
Class 1 (4-15 years)	10-30 grams	1-15 grams
Class X (6-30 years)	30 grams or more	15-100 grams
(9-40 years)		100-400 grams
(12-50 years)		400-900 grams
(15-60 years)		900 grams or more

The change in penalties for drug offense coupled with a substantial increase in enforcement resources devoted to the war on drugs contributed to the recent growth in the prison population.

In fiscal year 1984, 7% of the court admissions to prison were from drug offenses(manufacturing and delivery, possession). By fiscal year 1991 this group of offenders accounted for 28% of the court admissions.

As a result, the number of drug offenders in prison grew from 589 in fiscal year 1984 to 5,192 in fiscal year 1991.

Enhancements since Determinate Sentencing

Since 1978, "get tough on crime" measures resulted in significantly greater penalties for criminal behavior. The following table gives some of the major changes and the impact on prison population.

Table 6
Population Impact of Selected Sentence Enhancements since 1978

<i>Law</i>	<i>Change</i>	<i>*Population Impact</i>
Residential Burglary	From Class 2 (Probationable) to Class 1 (Mandatory)	825
Aggravated Criminal Sexual Assault	Class X, more convictions and more admissions, increased average sentence	753
Aggravated Criminal Sexual Abuse	Class 2	145
Motor Vehicle Theft	Class 4 to Class 2, increased enforcement	745
TOTAL		2,468

**By 5th year*

Incremental increases such as those shown in the above table do increase the prison population in the years that follow enactment.

Increase in the Number of Less Serious Offenders Sentenced to Prison

Class 3 offenders are sentenced to prison primarily for manufacture/delivery of a controlled substance, theft, aggravated battery, and unlawful use of a weapon by a felon. Their average prison stay is eight months. Class 4 offenders are sentenced to prison primarily for possession of a controlled substance, retail theft, theft, and driving with suspended license. Their average prison stay is six months.

Since fiscal year 1984 there has been a 25% increase in Class 3 offenders and an 87% increase in Class 4 offenders being admitted to prison. These offenders are taking scarce prison resources.

Determinate sentencing, enhancements, and the drug law have all contributed to the recent prison population growth in Illinois. If no changes occur in these areas, the prison population will reach 36,021 by the end of fiscal year

1995. This will result in a 9,807 bed shortage. There are no options currently being planned that will decrease that shortage.

Approaches Used by Other States to Slow Prison Population Growth

There are several approaches that other states have taken to slow prison population growth.

Sentencing Reform

One of the most promising sentencing reforms with a potential to reduce the prison population is the use of guidelines. Minnesota, Washington, and Oregon have implemented presumptive sentencing guidelines and sentencing commissions.

In 1980, Minnesota was the first state to establish sentencing guidelines through a sentencing commission. The commission decided to de-emphasize imprisonment as a punishment for property offenders and to emphasize imprisonment for violent offenders. Its guidelines consist of a criminal history score and a severity level of current offense. A line is drawn on the grid determining who goes to prison and who receives a community-based sanction. The sentencing ranges are narrow.

In 1984, Washington implemented guidelines which resemble Minnesota's. As in Minnesota, parole was eliminated. Washington is sensitive to prison population capacity constraints and has promulgated statewide prosecutorial charging and bargaining guidelines.

In 1989, Oregon, one of the newest of the sentencing guidelines states, borrowed some ideas from Minnesota to develop felony sentencing guidelines for a state with already overcrowded corrections facilities. Oregon patterned much of its guidelines after Minnesota and Washington but they did make a number of innovations. Most importantly, it took into account the "capacity" and services of community-based sanctions. For each probation sentence, the guideline rules set three limits: (a) the length of the probationary term, (b) the maximum number of days that may be served in a local jail as part of a probationary sentence, and (c) the maximum number of custody units that may be used to impose any other custodial sanction, such as house arrest or supervised community service.

A National Institute of Justice report states that presumptive sentencing guidelines can alter pre-existing sentencing patterns, reduce sentencing disparities, and achieve substantial levels of compliance from judges and lawyers.

Depending on how they are structured, they can also help reduce prison population levels by assuring that only violent offenders go to prison. The states in which guidelines have been implemented are small and have a homogenous population. A large, diverse, urban state like Illinois has not attempted similar guidelines.

Population Caps

Thirteen states have emergency release powers defined by statute to relieve crowding. The greatest reported use in calendar year 1990 has been in the District of Columbia (2,247), Tennessee (740), Oklahoma (699), and Texas (572).

Emergency release powers usually consist of a prison population capacity that the population cannot exceed. For example, a cap can be set at 105% of rated capacity. When the population exceeds the statutory cap, the Director certifies to the Governor that a prison emergency exists. The Governor shall authorize the Director to release a sufficient number of inmates to bring the population back below the cap. One difficulty with this approach is that eventually inmates are released with a minimum amount of time served or more serious offenders are released in order to stay under the population cap.

Instead of releasing inmates early when the state system is crowded, some states refuse admissions. Twenty-two states in 1990 had 18,380 state prisoners held in local jails because of prison crowding. Louisiana had 4,493 inmates backed up in county jails, New Jersey 2,741, Virginia 2,325, and Tennessee 1,869. This practice results in jail crowding and legal challenges by the counties.

Diversion

Another option is to expand diversion programs for offenders sentenced to prison. One very real problem with these types of programs is that they have a potential of increasing the number of admissions into prison. Judges may see these programs as options for offenders they would normally sentence to probation. The net effect then would be to increase prison population problems. A detailed discussion of this option was in the previous issue paper.

Effective intervention which changes the patterns of substance abuse can last a lifetime. For some offenders who are drug-involved, placement in a community residential treatment program would contribute more to breaking the cycle of drugs and crime than imprisonment. One possibility is the use of daily drop-in centers. For example, offenders sentenced to a community option would be required to attend treatment and counseling sessions and report to a location on a daily basis where checks on progress can be made. This could include routine urinalysis.

Lower class offenders, such as Class 3 and 4, could be diverted to programs of community restitution and community service programs. This would reserve scarce prison beds for serious offenders and force the non-violent offenders to repay the victim and community.

Actions

These three options: sentencing reforms, population caps, and diversion programs need to be discussed and reviewed by members of the Executive, Judicial and Legislative branches. Each has its benefits and limitations which must be weighed in a systematic manner. Because of the current crisis and the time required for implementation, there is an urgent need to begin discussions of this nature as soon as possible.

Human Services Plan Fiscal Years 1991 - 1993

***Goal:* Establish programs which will give offenders the opportunity for habilitation and the development of law-abiding lifestyles.**

Educational Programs

Problem Statement

In light of massive budget reductions, the School District has been forced to reassess priorities. A shift toward literacy training has occurred because it is cost-effective and optimizes the limited resources with the increasing population.

Current Situation

Educational Programs

Corrections School District 428 is mandated to offer programs through the high school equivalency. Educational programs include basic education, GED, and college-level course. Vocational programs range from auto repairs, welding and building trades to data processing, drafting, electronics, and horticulture.

Currently over 8,700 inmates and 1,335 youths in 29 correctional institutions are served monthly by School District 428. Most of these participants are attending an academic course. During fiscal year 1991, 64 different vocational programs were made available to residents. The Department contracts with local junior and four-year colleges for vocational and higher education programs. In fiscal year 1991, 1,272 GED certificates, 2,893 vocational certificates, 380 associate degrees, and 61 bachelor degrees were awarded by or through the School District.

The Criminal Justice Information Authority surveyed inmates concerning their educational experience and plans while in IDOC. They report that more than 82 percent of all inmates indicated plans to take one or more courses during their incarceration. Two-thirds of those not planning to enroll said they did not have enough time remaining on their sentence to complete an educational program. Approximately 14 percent said they preferred to work or already had a vocational skill they could put to use in the the department. Only five percent of those with no plans to enroll said they had no interest in education.

Inmates who said they had no educational plans were asked if the chance to learn a job skill, good-time credit for completing a program, tutoring by other

inmates, or the chance to study a subject of their choice would encourage them to change their minds. Good-time credit proved to be the strongest incentive for enrollment in an educational program—more than 77 percent of the inmates said they would enroll if successful completion would reduce time on their sentences. Educational good time was established in 1991. Since then, inmates have earned 47,070 days by setting and meeting educational goals. This program provides incentives to inmates to succeed in classes. However, because of insufficient educational resources, there are 4,356 inmates on a waiting list for an educational or vocational program.

While more than four out of every five inmates surveyed said they wanted to enroll in an educational program, only about one in three actually enrolls. Among the problems listed was waiting lists for popular courses.

Basic Education

Inmates committed to the Department after January 1, 1987, whose achievement level is below sixth grade in reading and math, are required to attend a 90-day instructional program. The program has provided instruction to an average of 1,700 inmates monthly since its inception.

The 6th grade literacy level was chosen originally because 32% of the incoming population tested below that level in reading and math. There is a waiting list of 2,200 inmates for Adult Basic Education, because educational staff did not increase proportionately to the population.

A 6th grade proficiency level will not provide the necessary skills to be productive and competitive in today's complex society. However, over 90% of population has less than a 12th grade proficiency. A recent study concluded that employers are more concerned about basic literacy skills, because technical skills can always be taught if there is a basic reading, writing, and math comprehension foundation present. A strong foundation will enhance effective communication.

Actions

- Knowing that an increase in resources is not possible, a program realignment from vocational resources to basic education (literacy) programs has begun. In planning for fiscal year 1993, all vocational programs will be ranked according to criteria (attendance, credit hours generated, time frame required to complete the program, employability). Thus, 13 vocational programs will not be renewed in fiscal year 1993. The savings will be reallocated to hire Adult Basic Education (ABE) teachers.
- A pilot program has been initiated at the Sheridan Correctional Center and Kankakee Minimum Security Unit for Women that will raise the mandatory education level of inmate achievement from the 6th grade level to the 8th grade level. Additional shifts from vocational resources, computer-aided instruction, and an innovative curriculum will be used to meet the program goals and objectives.

Treatment Programs

Problem Statement

The challenge of programming is that it must compete for the same resources necessary to provide security, clothing, housing, and medical care. Often times there are not enough resources to establish and run treatment programs. Yet, if anything will help reduce the probability of an inmate returning to prison, it will be these types of programs.

Current Situation

Treatment programs include academic and vocational programs, counseling, employment opportunities, and treatment opportunities for specific groups such as sex offenders, substance abusers, youthful offenders, and mentally ill inmates. The Department of Corrections has programs such as these in place and is mandated by statute to: "...develop and maintain programs of control, rehabilitation, and employment of committed persons within its institutions."

Drug Treatment Programs

There are three institutional drug programs funded by the Department of Alcohol and Substance Abuse (DASA) or the Illinois Criminal Justice Information Authority (ICJIA). Individual and group counseling programs are provided to 45 inmates at the Graham Correctional Center, 45 inmates at the Sheridan Correctional Center, and 32 inmates at the Dwight Correctional Center. Inmates participating in these programs live together in the same housing unit.

The Department has developed a drug education program for all institutions. Counselors have been trained as Certified Substance Abuse Counselors. Self-help groups like Alcoholics Anonymous and Narcotics Anonymous are available at all facilities. In calendar year 1991, 9,937 inmates participated in drug education or treatment programs. Yet it is estimated that 70% to 80% of all inmates require such a program.

Inmates at the ten work release centers have drug outpatient treatment available. About 640 inmates participate in this program each year.

Work Programs

There are 656 inmates in the five work camps. These inmates perform public service work in local communities.

Another 905 inmates are in work release centers. These inmates are employed, in school, or doing public service work.

Approximately 1,310 inmates are employed by Correctional Industries to produce goods and services for sale to local and state government agencies.

Of those inmates that participate in an institutional work assignment, 25% are dietary workers, 35% are janitorial workers, 16% are office or library workers, and 16% are maintenance workers.

Approximately 2,000 inmates do not have an institutional assignment. This situation is primarily caused by a lack of available work assignments.

Sex Offender Treatment

Eleven percent of the Department's adult institutional population had a holding offense of a sex-related crime. The vast majority of these inmates will return to the community. There were 56 inmates adjudicated to be Sexually Dangerous Persons (SDP). SDP's are incarcerated at the Menard Psychiatric Center.

Currently, there are nine adult institutions and two juvenile facilities offering outpatient sex offender treatment groups, but the total number served is less than 150. In addition, a 35-bed residential treatment pilot program is in operation at Graham Correctional center.

Less than one percent of incarcerated sex offenders can receive treatment at any given time. If sex offender treatment were focused on only the highest risk groups (those inmates convicted of multiple sex offenses or recommitted for additional sex crimes), several hundred unserved cases would still exist. The full extent of the demand for treatment services is unknown.

Mental Health Programs

It is estimated that 20% of the inmates have retardation or mental health needs. This group is divided into the following categories: severely retarded—2%; functionally retarded—3%; severe mental illness—5%; and, emotionally/mentally disturbed—10%.

Every institution has mental health professionals on staff or on contract to provide individual and group counseling. Male inmates with severe mental illness are transferred to Menard Psychiatric Center. This is a 392-bed, single-celled institution. Inmates are kept there until they are stabilized and can be returned to a regular institution. Many are transferred to the Dixon Special Treatment Center. This is a 310-bed, fully enclosed unit located at Dixon Correctional Center. This unit specializes in services and programs for the retarded and the emotionally and mentally disturbed inmate. Mental health services for females are provided at Dwight Correctional Center. Located there is a 46-bed mental health unit.

Mental health professionals report that referrals and problems increase as crowding increases. According to a 1991 survey, the expansion of double-celling attributed to an increase in inmate stress level. The survey identified 489 inmates housed in general population who need transitional services.

Actions

- Maintain and even expand treatment programs. Explore the possibility of using good time as an incentive for inmates to successfully complete treatment programs.

Juvenile Programs

Problem Statement

The youths committed to the Juvenile institutions pose a variety of service needs. Programs must be provided with appropriate follow-up at release.

Current Situation

Needs Profile

The need levels of youths committed to the Department varies dramatically. Below are some of the indicators of the need levels found in the juvenile population in 1989.

- 38.2% were 11 or under at the time of their first arrest.
- 51.4% had 10 or more prior arrests.
- 68.3% were reported to have used or abused drugs and/or alcohol.
- 16.6% came to corrections from homes other than family (e.g., foster homes, group homes, or residential treatment).
- 82.6% had been involved with other agencies prior to commitment.
- 22.3% had histories of child abuse.
- 57.1% had prior psychological treatment.
- 79.2% were reported to be in need of mental health treatment.
- 13.4% were between the 1st and 3rd grade achievement levels while only 3.2% were above high school level.

This array of needs requires a variety of treatment approaches and case management beginning at reception through discharge from parole.

Sex Offender Treatment

Under Public Act 87-0444, which became effective January 1, 1992, all juvenile facilities must provide sex offender counseling. A sex offender program, which utilizes assessment, psycho-education, individual and group therapy, is being piloted at IYC-Valley View. Psycho-educational modules, individual and group therapy, and counseling or treatment modalities are being developed at the other five facilities.

Drug Abuse Treatment

Interventions, an intensive residential substance abuse program, is funded through a grant by the Illinois Criminal Justice Information Authority (ICJIA). This program serves an average daily population of 26 youth at IYC-Valley View. Approximately 70 youth were served during fiscal year 1991. It is estimated that 75% to 80% of youth in the Division could benefit from substance abuse treatment.

Mental Health Treatment

The special mental health needs of youth committed to the Juvenile Division are served in three specialized units. The Tri-Agency Residential Services (TARS) program located at IYC-Warrenville is a cooperative effort of the Department of Corrections, Department of Mental Health, and the Department of Children and Family Services to serve youths with severe mental health problems. Two specialized treatment units at IYC-St. Charles totalling 67 beds. These units serve youth with milder forms of mental health problems. The Intensive Reintegration Program at IYC-Joliet with 32 beds deals with highly aggressive, acting-out youth who have had a difficult time adjusting to a general population setting because of their special mental health needs. This is a self-contained unit.

Community Placement

Another critical issue impacting population is the ability to secure residential placement for youths at the time of parole by the Prisoner Review Board. In many cases there is no suitable parental home. Many of these youth present placement problems because of their special mental health needs. The

Department must then make arrangements for placement in a group home or make independent living arrangements.

This is hindered by the lack of community-based programs available for the types of youths needing placements. The lack of consistent and adequate funding resources for these programs have resulted in a shortage of placement beds and a seller's market.

Actions

- In cooperation with the Governor's Youth Services Initiative, train three to four institutional counselors in sex offender treatment.
- Expand existing institution-based substance abuse programs to three or more institutions.
- Continue development of a case management approach beginning at reception through discharge from parole.

Implementation of PreStart

Problem Statement

In July of 1991, PreStart, an innovative model of offender reintegration into the community, was introduced. Illinois' system focuses on providing services to released adult inmates. The Community Services Division is working toward solidifying this change in focus.

Current Situation

PreStart is designed to assist prison releasees to make a successful return to their communities. This approach was designed to use the limited resources to meet the needs of releasees during the most critical period of their adjustment.

Phase I consists of a 30-hour curriculum presented within the correctional facility prior to the inmate's release. It is designed to provide inmates with fundamental skills, information, and resources prior to release and to provide support and assistance in accessing community resources. Inmates prepare personalized Individual Development Plans (IDP) to help achieve their personal goals after release. The delivery of this component is a collaborative effort involving the Community Services Division, educators from School District 428, and staff from the correctional centers.

Phase II utilizes Community Service Centers to assist releasees in achieving personal goals and plans developed in their IDP. Parole agents in offices at locations across the state facilitate referrals to local social service agencies. The Department's volunteer program supplements PreStart staff.

The Special Intensive Supervision Unit is responsible for providing closer supervision of offenders identified as "high risk" and for issuing warrants. A case-by-case review determines who is placed on intensive supervision. Criteria for placement on intensive supervision may include:

- Release from a specialized treatment center
- Release from the Impact Incarceration Program

- Adjudicated Guilty But Mentally Ill
- Adjudicated a Sexually Dangerous Person
- Adjudicated an Habitual Child Sex Offender
- Not completed Phase I
- Has an indeterminate sentence
- Has mandatory conditions of release
- Has substance abuse history
- Is a sex offender

Funding to evaluate PreStart has been made available from the Illinois Criminal Justice Information Authority. The proposed evaluation plan, which includes process and outcome components, will identify the factors which determine the formulation, implementation, and impact of the PreStart program. Impacts regarding benefits to inmates and public safety as well as the consequences of the program for the Department, its employees, and the criminal justice environment will be studied.

Resource Allocation

Eighty-four percent (84%) of the PreStart budget is allocated for staff salaries and fringe benefits, while the remaining funds are used for equipment, travel, and other line items. Seventy-three percent (73%) of the personal services allocations are received from grants from the Illinois Criminal Justice Information Authority.

Each Phase I agent is assigned two institutions where the agent conducts modules 1 and 10, and begins IDP's. Class sizes average between 20 and 50 inmates for a 10-module session.

The Phase II agent's main function is to be available in their service center. They basically broker services by informing released inmates of the services available to them in their community.

There are approximately 30 electronic detention agents who supervise high risk parolees on Special Intensive Supervision and inmates on Electronic Detention.

Contacts

There are over 22,000 released inmates on supervision at any one time. At the end of March 1992, there were 7,700 releasees who have been in the community six months or less. This is the time frame for reporting to a service center. There are over 1,300 new releases each month.

In the first eight months of PreStart, nearly 40,000 contacts were made by releasees. About 90% of the new releasees make an initial contact at a service center to go over their IDP and resolve general issues. Sixty percent receive some service after initial contact, with a visit or phone call. They are usually directed to a service provider. Ten to twenty percent receive more hands-on assistance.

Four Community Drug Intervention Programs are in operation across the state. They provide more intensive services and drug testing for releasees with the most serious substance abuse needs. Generally, less than 5% of the releasees are placed in one of the drug units. Of this relatively small group, 90% receive the intensive service and drug testing. The other 10% fail to participate, or return to drug use and are eventually returned to prison.

Service Referrals

Approximately 40% of requests for service take place at the service center; the remaining 60% is done over the telephone.

Most service referrals are for job placements (26%), financial assistance (26%), substance abuse counseling (20%), job training (5%), and housing (5%). Agents also develop recommendations and paperwork for early discharge, conduct placement investigations, and issue warrants (15% of their time).

Actions

- Evaluate the implementation and effectiveness of PreStart.
- Evaluate and implement changes concerning who goes onto intensive supervision.
- Prepare to subsidize with general revenue funds the parole agent positions currently funded by grant money.

**Human Services Plan
Fiscal Years 1991 - 1993**

Section II

Data Overview

Fiscal Year 1993

**Human Services Plan
Fiscal Years 1991 - 1993**

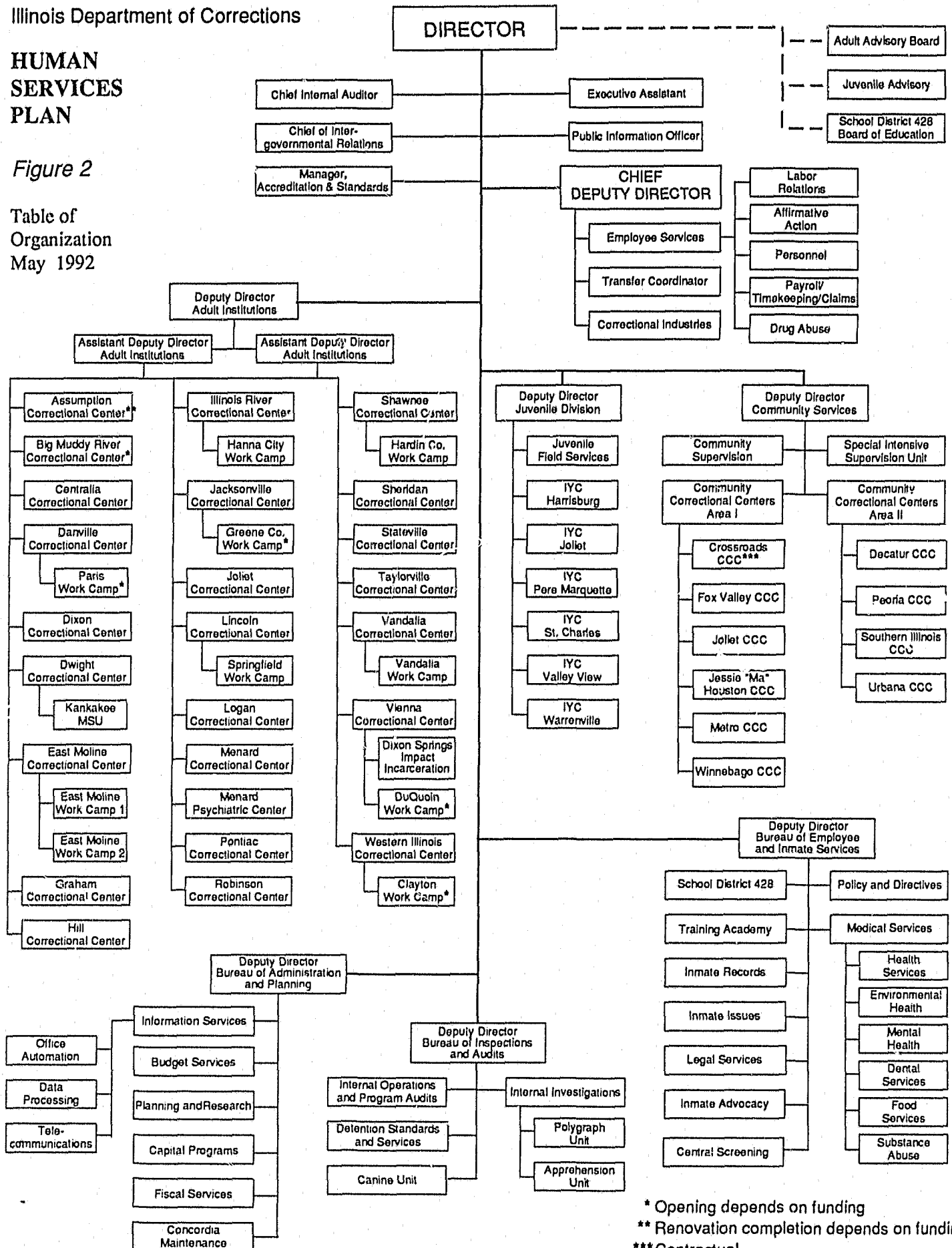
**Department
Overview**

Illinois Department of Corrections

HUMAN SERVICES PLAN

Figure 2

Table of Organization
May 1992



* Opening depends on funding

** Renovation completion depends on funding

*** Contractual

Department of Corrections

Statutory Authority

The Unified Code of Corrections (Chapter 38) and the Juvenile Court Act (Chapter 37) are the major statutes which define the Department-mandated responsibility and authority. Legislation each year may be passed which revises the Unified Code of Corrections and the Juvenile Court Act. Other legislation, such as the Criminal Code, has a significant impact on the Department.

The Department, under the Unified Code of Corrections (*Illinois Revised Statutes*, Chapter 38, ¶ 1003-2-2), is mandated the authority and responsibility to:

Accept persons committed to it by the courts of this State for care, custody, treatment and rehabilitation.

Develop and maintain reception and evaluation units for purposes of analyzing the custody and rehabilitation needs of persons committed to it and assign such persons to institutions and programs under its control or transfer them to other appropriate agencies.

Maintain and administer all State correctional institutions and facilities under its control and establish new ones as needed. The Department designates those institutions which constitute the State Penitentiary System.

Develop and maintain programs of control, rehabilitation and employment of committed persons within its institutions.

Establish a system of supervision and guidance of committed persons in the community.

Establish a program in cooperation with the Department of Transportation for inmates to clean up trash and garbage along State, county, township, or municipal highways.

Maintain records of persons committed to it and establish programs of research, statistics and planning.

Investigate the grievances of any person committed to the Department and inquire into any alleged misconduct by employees; and for this purpose it may issue subpoenas and compel the attendance of witnesses and the production of writings and papers, and may examine under oath any witnesses who may appear before it.

Appoint and remove the chief administrative officers and administer programs of training and development of personnel of the Department. Personnel assigned by the Department who are responsible for the custody and control of committed persons or investigation of misconduct have full powers of a peace officer outside of a facility.

Cooperate with other departments and agencies and with local communities for the development of standards and programs for better correctional services in this State.

Administer all monies and properties of the Department.

Report annually to the Governor on the committed persons, institutions and programs of the Department.

Make all rules and regulations and exercise all powers and duties vested by law in the Department.

Establish rules and regulations for administering a system of good conduct credits.

Do all other acts necessary to carry out the provisions of the statutes.

Under Chapter 38, ¶ 1003-5-3, the Department is mandated to:

Report every two years to the Governor and the General Assembly on long range planning for adult female offenders under the Department's supervision.

Report quarterly to the General Assembly on population, capacity, and programs.

Under Chapter 38, ¶ 1005-5-4.3, the Department is mandated to:

Report annually to the Judiciary concerning sentences and time served by offenders committed to the Department.

Mission Statement and Goals

The Department must balance the goal of public safety with the goal of providing basic humane social services to offenders. The Department's mission reflects this balance.

Mission: To protect the public from criminal offenders through a system of incarceration and supervision which securely segregates offenders from society, assures offenders of their constitutional rights, and maintains programs to enhance the success of the offender's reentry into society.

This mission is accomplished by meeting a more specific set of goals:

- a. Implement policies and strategies to enhance workplace safety for state employees.
- b. Continue to meet constitutional and statutory mandates governing the custody of convicted felons.
- c. Modify public policy to expand the range of sanctions available to manage convicted felons consistent with public policy and practical fiscal considerations.

- d. Establish programs which will give offenders the opportunity for habilitation and the development of law-abiding lifestyles.

The Planning Process

The IDOC planning process is intended to serve, at a minimum, these four efforts:

- a. Documenting departmental and divisional priorities and courses of action for the fiscal year.
- b. Preparing data to support other departmental planning activity and decision-making.
- c. Formulating critical issues of the Department to be reported to the Legislature.
- d. Establishing an on-going procedure by which the Department develops and monitors its programs and budget.

The activities which guide this planning effort by the Department of Corrections begin in early fall with a review of the current situation and the identification of key issues. Also, an initial assessment of program and fiscal requirements is conducted. This information is presented to the Bureau of the Budget during October.

By November, a detailed budget is prepared in consultation with facility and field staff, program managers, and deputy directors. When this information is received, discussions are held in reference to the Department's priorities. This activity results in a proposed funding level submitted to the Bureau of the Budget in December. January through March involves finalizing the budget request as well as the implementation approach for the budget. Also during this time, the necessary data for the Human Services Plan are collected. The publication of the Plan begins to identify future evaluation and research requirements, including the evaluation of the effectiveness of new programs to be implemented in the coming fiscal year. These research and evaluation findings then contribute to the issue analysis for the next year. Table 7 details key activities and dates of the planning process.

Table 7
Planning and Budget Process for Fiscal Year 1993

	<i>Activity</i>	<i>Date to be Completed</i>
1.	Evaluate 1991 new initiatives	July 1992
2.	Write reviews describing the evaluation of 1992 new initiatives	July 1992
3.	Convey fiscal year 1992 appropriations to executive staff, wardens, superintendents and other program administrators	July 1992
4.	Gather and analyze data for the 1993 Plan	October 1992
5.	Collect additional budget data from facility and program heads	November 1992
6.	Evaluate alternative funding levels with the Bureau of the Budget and the Governor's Office	December 1992
7.	Prepare materials for fiscal year 1993 Illinois State Budget	February 1993
8.	Review 1993 Budget Requests with Chief Administrative Officers	March 1993
9.	Present fiscal year 1993 Budget Request	March 1993
10.	Publish Human Services Plan for fiscal year 1994	May 1993
11.	Collect data to evaluate new initiatives in fiscal year 1993	July 1993

Table 8
Minimum Services & Commodities Required by Code of Corrections

- Maintenance of inmate master record files.
- Educational programs so all persons have the opportunity to attain the equivalent of a 12th grade education and higher levels when possible.
- Toilet facilities.
- Barber facilities.
- Facilities to bathe at least one time per week.
- Law library.
- General library.
- Access to a radio or television unless denied for disciplinary reasons.
- One hour per day out-of-cell time unless precluded by security considerations.
- Wholesome and nutritional diets at regularly scheduled hours.
- Drinking water.
- Clothing adequate for the season.
- Bedding.
- Soap and towels.
- Medical and dental care.
- Mail privileges, including postage for 3 first-class letters/week/inmate.
- Visiting privileges.
- Access to counsel.
- Access to religious services and/or chaplains.
- Regular cleaning and maintenance of buildings.
- Ventilation of air and heat consistent with climate and season.
- Rules for the protection of person and property of employees and inmates.
- Rules regarding the enforcement of discipline.
- Comprehensive energy conservation program at each facility.
- Social evaluation of each inmate's medical, psychological, educational, and vocational history and placement consistent with the evaluation as is practicable.
- Grievance procedure.
- Employment and vocational training insofar as is possible.
- Establishment of work and day release programs to leave the facility for various purposes.

Table 9
Minimum Support Services Required by Code of Corrections

- Operate programs of research, statistics and planning.
- Investigate inmate grievances and employee misconduct.
- Operate training programs.
- Develop and enforce standards for better correctional services in the State.
- Administer all monies and properties of the Department.
- Make all rules and regulations governing the Department.
- Appoint and remove Chief Administrative Officers.
- Report annually to the Governor and the Judiciary.
- Report quarterly to the General Assembly.
- Prepare fiscal and population impact notes on all criminal code amendments.

Table 10
Accreditation Status

	Original Accreditation	Re-Accreditation				Future Re-Accreditation
Correctional Centers						
Centralia	Jan-83	Jan-86	Jan-89	Jan-92	Jan-95	
Danville	Nov-86	Jan-90			Jan-93	
Dixon	Jan-86	Jan-89	Jan-92		Jan-95	
Dwight	Jan-81	May-84	May-87	May-90	May-93	
East Moline	Apr-83	May-86	May-89		*May-92	
Graham	Jan-83	Jan-86	Jan-89	Jan-92	Jan-95	
Hill	Jan-88	Jan-91			Jan-94	
Illinois River	Jan-91				Jan-94	
Jacksonville	Jan-86	Jan-89	Jan-92		Jan-95	
Joliet	Aug-82	Aug-85	Aug-88	Aug-91	Aug-94	
Lincoln	Jan-86	Jan-89	Jan-92		Jan-95	
Logan	May-80	Aug-83	Aug-86	Aug-89	*Aug-92	
Menard	May-80	Aug-83	Aug-86	Aug-89	*Aug-92	
Menard Psychiatric	Feb-80	Aug-83	Aug-86	Aug-89	*Aug-92	
Pontiac	May-86	May-89			*May-92	
Robinson	Jan-92				Jan-95	
Shawnee	Aug-86	Aug-89			*Aug-92	
Sheridan	Jan-81	Jan-85	Jan-88	Jan-91	Jan-94	
Stateville	Jan-85	Jan-88	Jan-91		Jan-94	
Taylorville	Jan-92				Jan-95	
Vandalia	Apr-80	Nov-84	Jan-87	Jan-90	Jan-93	
Vienna	May-79	May-82	Jun-85	Aug-88	Aug-91	
Western Illinois	Aug-90				Aug-93	
Community Correctional Centers						
Decatur	Jan-82	Jan-85	Jan-88	Jan-91	Jan-94	
Fox Valley	Aug-82	Aug-85	Aug-88	Aug-91	Aug-94	
Jessie "Ma" Houston	Jan-82	Jan-85	Jan-88	Jan-91	Jan-94	
Joliet	Jan-82	Jan-85	Jan-88	Jan-91	Jan-94	
Metro	Mar-81	May-84	May-87	May-90	May-93	
Peoria	Aug-82	Aug-86	Aug-89		**Aug-92	
Southern Illinois	Mar-81	May-84	May-87	May-90	May-93	
Urbana	Mar-81	May-84	May-87	May-90	May-93	
Winnebago	Mar-81	May-84	May-87	May-90	May-93	
Adult Community Supervision						
(PreStart)	Aug-84	Aug-90			Aug-93	
Illinois Youth Centers						
Harrisburg	Aug-85	Aug-88	Aug-91		Aug-94	
Joliet	Apr-83	Aug-86	Aug-89		*Aug-92	
Pere Marquette	Aug-83	Aug-86	Aug-89		*Aug-92	
St. Charles	Jan-82	Jan-85	Jan-88	Jan-91	Jan-94	
Valley View	Jan-83	Jan-86	Jan-89	Jan-92	Jan-95	
Warrenville	Aug-82	Aug-85	Aug-88	Aug-91	Aug-94	
Juvenile Field Services						
	Oct-81	Nov-84	Jan-89		Jan-92	

*Re-Accreditation to be awarded at American Correctional Association Congress, August 1992.

**Re-Accreditation effort postponed.

Table 11
Reimbursement Summary

Reimbursement are eligible for federal reimbursements under Title XX of the Social Security Act. The following represent actual, estimated and projected expenditures for services eligible for federal financial participation. These include adult and juvenile parole, juvenile program services, foster and group homes and work release.

<i>FY91 Actual</i>	<i>FY92 Estimated</i>	<i>FY93 Projected</i>
\$29,565.4	\$23,875.2	\$25,480.1

Private, non-profit organizations that service parolees, work release residents, and court referrals in counseling, job training and job placement receive 75 percent federal reimbursement of operating costs with 25 percent being provided by the local initiative. The following represents actual, estimated and projected expenditures eligible for federal financial participation.

<i>FY91 Actual</i>		<i>FY92 Estimated</i>		<i>FY93 Projected</i>	
<i>Certified</i>	<i>Donated</i>	<i>Certified</i>	<i>Donated</i>	<i>Certified</i>	<i>Donated</i>
\$935.9	\$2,425.9	\$935.9	\$2,457.6	\$935.9	\$2,457.9

Each year the Department of Public Aid notifies the Department of Corrections of the amount of Title XX Donated Funds Initiatives monies which can be jointly awarded for services to ex-offenders. Annually, the Department of Corrections accepts applications for these monies and together with the Department of Public Aid awards grants through "three-party" contracts.

Table 12
Receptent Data Summary

	<i>FY91 Actual</i>	<i>FY92 Estimated</i>	<i>FY93 Projected</i>
<i>Adult Institutions & Centers</i>			
Average Daily Population	27,427	28,893	30,969
<i>Correctional Industries:</i>			
Inmate Positions (EOY)	1,335	1,345	1,350
<i>Inmates Served in</i>			
Community Correctional Centers	3,850	4,645	5,311
<i>PreStart</i>			
Releasees receiving PreStart Services	31,665	32,032	40,039
<i>Juvenile Institutions & Services</i>			
Average Daily Population: Institutions	1,278	1,342	1,374
Average Daily Population: Parole	1,295	1,386	1,360
<i>Administration</i>			
<i>School District 428:</i>			
Total Students Served - Non-Duplicated(Adult)	23,650	24,104	24,700
Percent Earning GED (Adult & Juvenile)	74%	72%	74%

Table 12
Source of Funds Summary
(\$ thousands)

	FY91 Actual Obligation Authority	FY92 Actual Obligation Authority	FY93 Requested Obligation Authority
<i>Federal Grants</i>			
Illinois State Board of Education	\$2,503.1	\$4,837.4	\$5,467.4
U.S. Department of Energy	\$3.6	\$1.5	—
U.S. Department of Justice/ Illinois Criminal Justice Information Authority	\$618.2	\$3,579.2	\$2,680.9
Department of Health and Human Services	\$22.5	—	—
<i>Sub-total</i>	<i>\$3,147.4</i>	<i>\$8,454.1</i>	<i>\$8,148.3</i>
Correctional Recoveries Trust Fund	\$1,460.7	\$3,713.0	\$2,605.5
<i>State Funds</i>			
General Revenue	\$553,587.6	\$573,773.2	\$610,679.8
Capital Development Fund	—\$0—	—\$0—	—0—
Working Capital Revolving Fund	—\$0—	\$34,444.9	\$34,929.9
<i>Sub-total</i>	<i>\$553,587.6</i>	<i>\$608,218.1</i>	<i>\$645,609.7</i>
Grand Total	\$558,195.7	\$620,385.1	\$656,363.5

Table 14
Comparison:
Fiscal Year 1992 Appropriations and Fiscal Year 1993 Budget

	FY92 Appropriations (\$ thousands)	FY93 Budget (\$ thousands)	Percent Change
New General Revenue Appropriation	\$573,773.2	\$610,679.8	6.4%
General Revenue Reappropriations	—\$0—	—\$0—	—\$0—
Working Capital Revolving Fund	\$ 34,444.9	\$ 34,929.9	1.4%
Total	\$608,218.1	\$645,609.7	6.1%

Table 15
Total State Resources for Corrections - Fiscal Year 1993

	FY93 Budget (\$ thousands)
General Revenue Appropriations	\$610,679.8
Working Capital Revolving Fund	34,929.9
Correctional Special Purpose Trust Fund	2,680.9
Correctional School District Education Fund	5,467.4
Correctional Recoveries Trust Fund	2,605.5
New Capital Development Board Appropriations	29,082.0
Capital Development Board Reappropriations	71,775.8
Total	\$757,221.3

ADMINISTRATION

Statutory Authority

Chapter 38, ¶ 1003-2-3, 2-8, 6-1 and 6-2 provides that: *The Director shall establish such Divisions within the Department . . . as shall be desirable and that all institutions and programs shall conform to the minimum standards under this Chapter.*

Also, the Department, under the Unified Code of Corrections is mandated the authority and responsibility to:

Maintain and administer all state correctional institutions and facilities under its control and establish new ones as needed. The Department designates those institutions which constitute the State Penitentiary System.

Maintain records of persons committed to it and establish programs of research, statistics and planning.

Investigate the grievances of any person committed to the Department and inquire into any alleged misconduct by employees; and for this purpose it may issue subpoenas and compel the attendance of witnesses and the production of writings and papers, and may examine under oath any witnesses who may appear before it.

Appoint and remove the Chief Administrative Officers, and administer programs of training and development of personnel of the Department. Personnel assigned by the Department are responsible for the custody and control of committed persons.

Cooperate with other departments and agencies and with local communities for the development of standards and programs for better correctional services in this state.

Administer all monies and properties of the Department.

Report annually to the Governor on the committed persons, institutions and programs of the Department.

Report quarterly to the General Assembly on population, capacity and programs.

Report annually to the Judiciary on inmate sentences and time served by inmates.

Report every two years to the Governor and the General Assembly on long range plans for female offenders.

Report annually on the Impact Incarceration Program.

Establish programs of research, statistics, and planning.

Prepare Corrections impact notes to General Assembly on pending legislation.

Make all rules and regulations and exercise all powers and duties vested by law in the Department.

Do all other acts necessary to carry out the provisions of the statutes.

Purpose, Organization, and Mission Statement

The Administration program area is responsible for providing management support to the Director and Executive staff and program support to the three operating Divisions: Adult Institutions, Community Services, and Juvenile. This program area includes the Director's support staff and the three service bureaus: Bureau of Administration and Planning, Bureau of Employee and Inmate Issues, and Bureau of Inspections and Audits. The Administration program area defines its mission as:

Mission: To assist in the development, coordination, and monitoring of Department-wide policy and priorities which meet the basic needs of its constituent population, while providing for the public safety.

Summary of Services

a. Director's Support Staff

The Director's support staff serves as the Director's liaison with the general public, the legislature, executive, and judicial branches of government. In addition, technical assistance is provided in meeting compliance with the American Correctional Association (ACA) Accreditation Standards and fiscal audits. The functional units are:

- (1) Public Information
- (2) Intergovernmental Relations
- (3) Accreditation and Standards
- (4) Internal Fiscal Audits

b. Chief Deputy Director's Staff

The Chief Deputy Director's staff performs the functions of personnel administration, employee relations, operation of Illinois Correctional Industries, and inmate transfer administration. The functional units are:

- (1) Employee Relations
- (2) Correctional Industries
- (3) Transfer Coordinator's Office

b. Bureau of Administration and Planning

This Bureau performs the central administrative functions of the Department. These functions include developing and monitoring budget and fiscal activities, property management, and inventory control; coordinating the repair, maintenance, and construction of Department capital projects; maintaining and developing automated word processing and information systems; and developing and conducting data analysis for policy implementation and problem resolution. The functional units are:

- (1) Planning and Research
- (2) Budget
- (3) Capital Programs
- (4) Fiscal Services
- (5) Information Services

c. Bureau of Employee and Inmate Issues

This Bureau performs a critical service in establishing standards for service delivery; reviews inmate complaints; coordinates employee services; develops and coordinates academic and vocational programming; and in collaboration with the various divisions, ensures the delivery of effective training for correctional personnel that will facilitate the accomplishment of the Department mission, goals, and objectives. The functional units are:

- (1) School District #428
- (2) Inmate Records
- (3) Inmate Issues
- (4) Policy and Directives
- (5) Training Academy
- (6) Legal Services
- (7) Inmate Advocacy

(8) Medical Services

d. Bureau of Inspections and Audits

This Bureau performs the central inspection and auditing of departmental standards through internal fiscal audits and operations and program audits; provides periodic canine unit assistance in shakedowns of departmental facilities; conducts internal investigations; and monitors operations of county jails for compliance with detention standards. The functional units are:

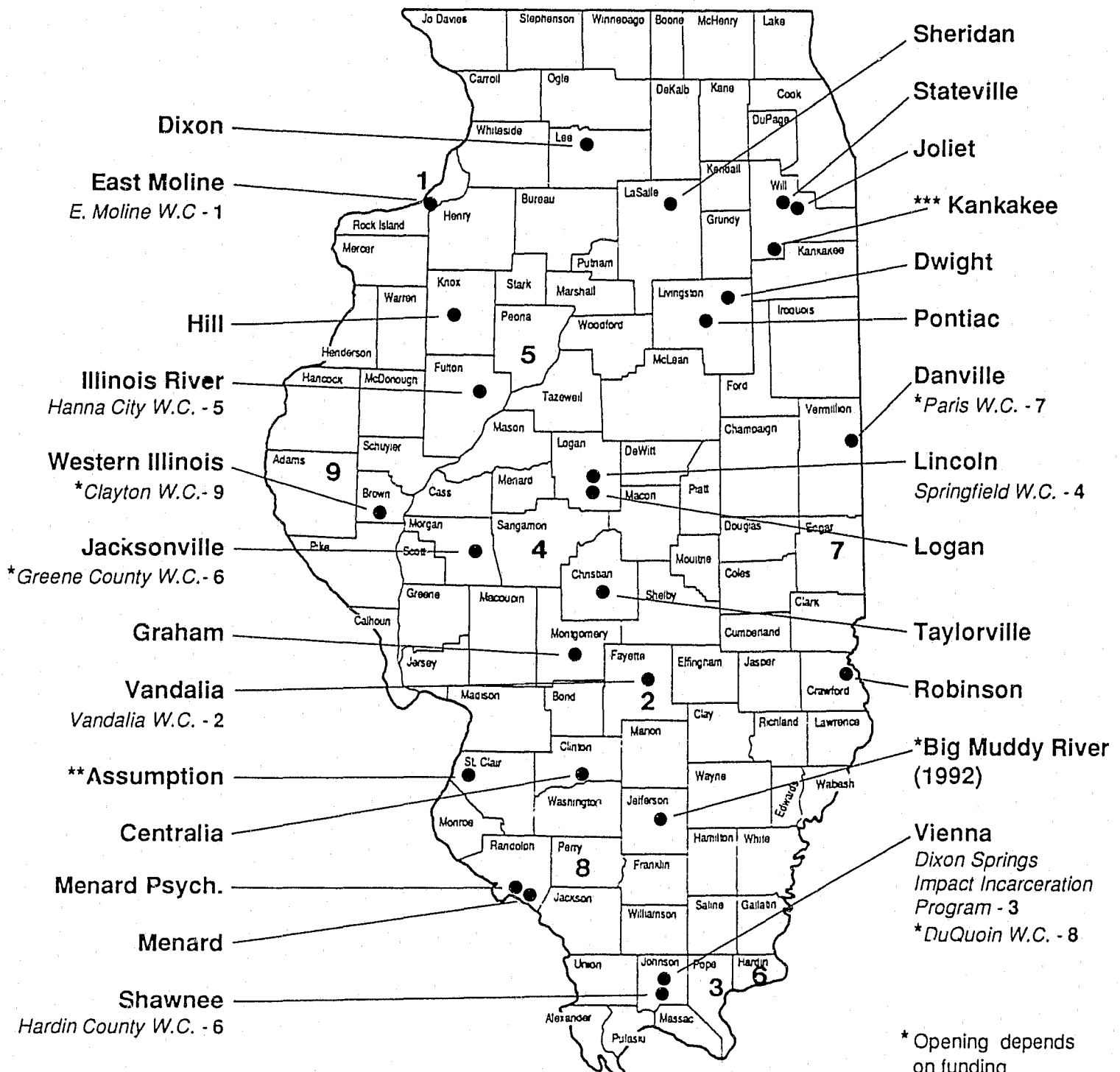
- (1) Operations and Program Audits
- (2) Internal Investigations
- (3) Detention Standards and Services
- (4) Canine.

**Human Services Plan
Fiscal Years 1991 - 1993**

**Adult Institutions
&
Community
Correctional
Centers**

Illinois Department of Corrections - Human Services Plan

Figure 3
ADULT INSTITUTIONS



*** Opened November 1991 as unit under Dwight CC, will become Kankakee CC in the future

* Opening depends on funding
** Renovation Completion depends on funding

(May, 1992)

ADULT INSTITUTIONS & COMMUNITY CENTERS

Statutory Authority

Adult institutions and centers receive their statutory authority from the *Illinois Revised Statutes*, Chapter 38,

¶ 1003-2-2:

In addition to the powers, duties, and responsibilities which are otherwise provided by law, the Department shall have the following powers:

(a) To accept persons committed to it by the courts of this State for care, custody, treatment and rehabilitation.

(b) To develop and maintain reception and evaluation units for purposes of analyzing the custody and rehabilitation needs of persons committed to it and to assign such persons to institutions and programs under its control, or transfer them to other appropriate agencies....

(c) To maintain and administer all State correctional institutions and facilities under its control and to establish new ones as needed....The Department shall designate those institutions which shall constitute the State Penitentiary System....

(d) To develop and maintain programs of control, rehabilitation and employment of committed persons within its institutions.

¶ 1003-6-1:

The Department shall designate those institutions and facilities which shall be maintained for persons assigned as adults and as juveniles.

The types, number and population of institutions and facilities shall be determined by the needs of committed persons for treatment and the public protection. All institutions and programs shall conform to the minimum standards under this Chapter.

¶ 1003-13-1:

The Department shall establish and maintain work and day-release programs and facilities for persons committed to the Department.

Adult institutions and centers take custody of adults committed by Illinois courts and Mandatory Supervised Release (MSR)/parole violators. Facilities are administered by the Division of Adult Institutions and the Community Correctional Centers branch of the Community Services Division. The Division of Adult Institutions includes 23 operating institutions. Community Correctional Centers includes 10 facilities.

Summary of Services

Adult institutions and centers continue to successfully manage an increasing population while improving conditions in the facilities. Service areas are:

Residential Care: Inmates are provided basic services to maintain humane living conditions in the facilities. Services include: food, clothing, housing, laundry, commissary, trust fund, maintenance of the physical plant, administration, and leisure time activities, including library, educational, and religious services.

Security Services: The Department provides internal custody and supervision and perimeter security to prevent inmates from injuring others and from committing new crimes.

Clinical Services: Each facility provides counseling and casework services to address situational and social adjustment problems. Information and record keeping services are also maintained for each inmate. Service activities include Reception and Classification (R&C), resolution of situational problems, individual and group counseling, record office functions, and screening and security classification of inmates for institutional transfers and community-based programming.

Medical Services: Comprehensive medical care is provided, including diagnosis and treatment. Services include physical examinations, emergency medical treatment, and complete diagnosis and treatment of medical and dental problems.

Mental Health Services: Comprehensive mental health care, including diagnosis and treatment of inmate mental health problems, is provided. Services include psychological and psychiatric testing, examinations and diagnosis, individual and group counseling and therapy, and specialized treatment programs for individual offenders.

Mission Statement

Mission: To incarcerate in a safe and humane manner all adult offenders sentenced to the Department of Corrections, to provide for the basic needs of these inmates, and to assist in their reintegration into the community by providing an opportunity to participate in programs and leisure time activities.

Table 16
Adult Population Overview

	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92	FY93 (projected)
Admissions										
Court-Felony	7,005	7,047	7,365	8,041	8,480	9,397	12,397	14,052	15,120	15,583
Court-Misd.		23	0	0	0	0	0	0	0	0
Violator-New Sent.	1,650	1,383	1,367	1,381	1,379	1,344	1,779	2,099	2,819	3,008
Violator-Technical	1,470	1,628	2,088	2,344	1,005	1,284	2,733	2,737	555	755
Total	10,148	10,058	10,820	11,766	10,864	12,025	16,909	18,888	18,494	19,346
Good Time (Days)										
MGT Awarded	321,457	261,187	269,974	786,830	687,297	711,386	995,165	1,480,796	1,708,287	*
Suppl. MGT								893,877	1,342,098	*
Educational								32,707	112,732	*
Time Revoked	242,185	351,572	372,523	495,220	513,804	565,523	707,922	811,828	332,567	*
Time Restored	70,206	89,534	79,390	170,149	203,338	221,396	255,642	399,221	630,278	*
Net Good Time	149,478	(851)	(23,159)	461,759	376,831	367,259	542,885	1,994,773	3,460,828	*
Exits										
MSR	6,194	7,763	7,968	9,383	9,010	9,264	10,731	15,481	16,173	16,914
Parole	311	267	300	118	52	39	54	62	59	*
Discharge/Release	737	776	897	1,337	1,008	581	1,216	1,471	568	770
Death & Other	28	22	59	49	49	37	67	81	76	*
Total	7,270	8,828	9,224	10,887	10,119	9,921	12,068	17,095	16,876	17,684
Population										
Adult Institutions	15,857	16,897	18,410	19,144	19,862	21,779	25,937	27,754	28,712	30,357
Federal/Other St.		7	6	6	5	4	6	8	8	8
County Jail		43	37	47	0	0	0	0	0	0
Community Centers	692	752	731	731	687	793	884	886	1,013	1,200
Elec. Detention							468	293	699	700
Total	16,549	17,649	19,184	19,928	20,554	22,576	27,295	28,941	30,432	32,265
Capacity										
Adult Institutions	15,432	17,620	18,640	19,118	19,318	20,176	21,248	22,525	22,615	24,413
Federal/Other St.		7	6	6	5	4	6	8	8	8
County Jail		43	41	50	0	0	0	0	0	0
Community Centers	677	748	731	726	670	787	894	893	893	1,093
Elec. Detention							468	293	699	700
Total	16,109	18,418	19,418	19,900	19,993	20,967	22,616	23,719	24,215	26,214

* No projections are made for these data.

Table 17
Adult Institution Inmate Profile

Inmate Population	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92
	15,857	16,897	18,410	19,144	19,862	21,779	25,937	27,754	28,712
Sex									
Male	97.0%	97.1%	96.2%	96.9%	96.2%	96.2%	95.9%	96.0%	96.0%
Female	3.0%	2.9%	3.8%	3.1%	3.8%	3.8%	4.1%	4.0%	4.0%
Race									
White	32.2%	31.8%	32.2%	32.1%	31.1%	30.6%	29.1%	28.0%	27.0%
Black	60.6%	60.8%	60.0%	59.8%	60.4%	60.1%	61.0%	63.0%	64.0%
Hispanic	6.9%	7.3%	7.6%	8.0%	8.4%	8.6%	9.0%	9.0%	9.0%
American Indian	0.2%	0.2%	0.2%	0.1%	0.1%	0.1%	0.1%	0.0%	0.0%
American Asian	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%
Other	0.0%	0.0%	0.0%	0.0%	0.0%	0.6%	0.8%	0.0%	0.0%
Age									
17 years	0.5%	0.5%	0.4%	0.3%	0.4%	0.2%	0.3%	0.4%	0.4%
18-20 years	13.2%	12.0%	11.2%	10.2%	9.3%	8.8%	9.2%	10.1%	10.3%
21-24 years	24.3%	24.0%	23.1%	22.0%	20.6%	19.8%	19.3%	19.0%	19.0%
25-30 years	30.6%	30.4%	30.3%	29.9%	29.1%	29.5%	28.8%	28.5%	27.3%
31-40 years	22.6%	23.9%	25.6%	27.2%	29.4%	30.0%	29.8%	29.2%	29.8%
41-50 years	6.3%	6.7%	6.7%	7.2%	8.0%	8.4%	8.6%	9.0%	9.4%
51 years and older	2.5%	2.5%	2.8%	3.2%	3.3%	3.3%	3.3%	3.3%	3.3%
Unknown	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%	0.5%	0.5%
Crime Class									
Murder	15.7%	16.0%	16.4%	17.2%	17.8%	17.4%	15.9%	16.0%	16.0%
Class X	35.8%	35.6%	34.8%	35.4%	36.0%	35.9%	35.2%	36.0%	35.0%
Class 1	13.3%	14.9%	15.2%	15.1%	15.5%	15.8%	16.0%	16.0%	16.0%
Class 2	23.2%	21.3%	21.5%	22.3%	21.4%	21.6%	22.5%	22.0%	22.0%
Class 3	9.9%	9.9%	9.8%	8.0%	7.4%	7.1%	7.6%	8.0%	8.0%
Class 4	1.9%	2.2%	2.0%	1.8%	1.6%	2.0%	2.2%	2.0%	2.0%
Misdemeanor	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Unknown	0.2%	0.3%	0.3%	0.0%	0.2%	0.3%	0.5%	0.0%	0.0%

Table 18
Adult Rated Capacity by Security Designation - Fiscal Years 1974-1993

	FY74	FY75	FY76	FY77	FY78	FY79	FY80	FY81	FY82	FY83
Maximum:										
Dwight	225	176	220	300	300	300	400	400	400	400
Joliet	800	800	1,200	1,250	1,250	1,250	1,250	1,250	1,250	1,250
Menard	960	1,710	2,510	2,410	2,270	2,270	2,270	2,280	2,280	2,280
Menard Psychiatric	500	250	275	300	315	315	315	315	315	315
Pontiac	950	1,200	1,705	1,750	1,950	1,800	1,800	1,700	1,700	1,700
Stateville	1,450	1,800	2,700	2,500	2,175	2,175	2,050	2,050	2,050	2,050
Federal/Other State										
sub-total	4,885	5,936	8,610	8,510	8,260	8,110	8,085	7,995	7,995	7,995
Female:										
Dwight										
Psychiatric:										
Menard Psychiatric										
Medium:										
Big Muddy River										
Centralia								600	750	750
Danville										
Dixon-Male										
Dixon-Female										
Graham								450	750	750
Hill										
Illinois River										
Kankakee										
Logan					750	750	750	750	750	750
Logan-Female										
Menard Spec Unit								250	250	250
Pontiac Med Unit								300	300	300
Shawnee										
Sheridan	200	265	285	325	325	425	425	425	425	425
Vandalia	800	650	690	700	700	700	700	700	700	700
Western Illinois										
Other State										
sub-total	1,000	915	975	1,025	1,775	1,875	1,875	3,175	3,625	3,625
Minimum:										
East Moline								50	200	200
Jacksonville										
Lincoln										
Robinson										
Taylorville										
Vandalia										
Vienna	600	508	575	625	685	685	685	685	685	685
County Jail										
sub-total	600	508	575	625	685	685	685	735	885	885
Farm:										
Menard	90	90	90	240	350	350	350	90	90	90
Pontiac			50	50	50	200	200			
Stateville	200	200	200	200	200	200	200	200	200	200
sub-total	290	290	340	490	600	750	750	290	290	290
Work Camp:										
Clayton										
Dixon Springs-IIP										
DuQuoin										
East Moline #1										20
East Moline #2										
Greene County										
Hanna City										
Hardin County								50	50	50
Paris										
Springfield								50	50	50
Vandalia								50	50	50
sub-total	0	0	0	0	0	0	0	150	150	170
Institution Total	6,775	7,649	10,500	10,650	11,320	11,420	11,395	12,345	12,945	12,965
Comm Corr Ctrs	228	228	312	385	416	482	630	802	802	553
Electronic Detention										
Adult Rated Capacity	7,003	7,877	10,812	11,035	11,736	11,902	12,025	13,447	14,047	13,818

Table 18
Adult Rated Capacity by Security Designation - Fiscal Years 1974-1993

FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92	FY93	
400	496	496	444							Maximum:
1,340	1,340	1,180	1,180	1,340	1,340	1,340	1,340	1,340	1,340	Dwight
2,280	2,280	2,280	2,280	2,302	2,302	2,302	2,302	2,302	2,302	Joliet
315	315	315	315							Menard
1,700	1,700	1,700	1,700	1,700	1,700	1,700	1,700	1,700	1,700	Menard Psychiatric
2,050	2,050	2,050	1,800	1,800	1,800	1,800	1,800	1,800	1,800	Pontiac
6	7	6	6	5	4	6	8	8	8	Stateville
8,091	8,188	8,027	7,725	7,147	7,146	7,148	7,150	7,150	7,150	Federal/Other State
										sub-total
				496	496	496	496	496	496	Female:
										Dwight
				315	315	315	315	315	315	Psychiatric:
										Menard Psychiatric
										Medium:
950	950	950	950	950	950	950	950	950	950	Big Muddy River
		896	896	896	896	896	896	896	896	Centralia
154	582	806	858	878	986	986	889	889	916	Danville
						166	290	290	290	Dixon-Male
950	950	950	950	950	950	950	950	950	950	Dixon-Female
			728	896	896	896	896	896	896	Graham
					600	728	728	728	788	Hill
								90	100	Illinois River
850	850	850	774	774	774	774	698	698	698	Kankakee
			76	76	76	76	152	152	152	Logan-Male
250	250	250	250	250	250	250	250	250	250	Logan-Female
300	300	300	300	300	300	300	300	300	300	Menard Special Unit
	836	896	896	896	896	896	896	896	896	Pontiac Med Sec Unit
625	750	750	750	750	750	750	750	750	750	Shawnee
700	700	700	700							Sheldon
						728	728	728	728	Vandalia
12										Western Illinois
4,491	6,168	7,348	8,128	7,616	8,324	9,346	9,373	9,463	10,512	Other State
										sub-total
568	568	568	568	688	688	568	568	568	568	Minimum:
150	500	500	500	500	500	500	500	500	500	East Moline
150	500	500	500	500	500	500	500	500	500	Jacksonville
							600	600	600	Lincoln
							600	600	600	Robinson
				700	700	700	700	700	700	Taylorville
685	685	685	685	685	685	685	685	685	685	Vandalia
79	43	41	50							Vienna
1,632	2,296	2,294	2,303	3,073	3,073	2,953	4,153	4,153	4,153	County Jail
										sub-total
90	90	90	90	68	68	68	68	68	68	Farm:
										Menard
200	200	200	200	200	200	200	200	200	200	Pontiac
290	290	290	290	268	268	268	268	268	268	Stateville
										sub-total
									150	Work Camp:
150	150	150	150	150	150	150	200	200	200	Clayton
									200	Dixon Springs-IIP
60	60	60	60			60	60	60	60	DuQuoin
60	60	60	60			60	60	60	60	East Moline #1
									200	East Moline #2
100	200	200	200	200	200	200	200	200	200	Greene County
150	150	150	150		150	150	150	150	150	Hanna City
									200	Hardin County
58	58	58	58	58	58	58	58	58	58	Paris
50	50	50	50			50	50	50	50	Springfield
628	728	728	728	408	558	728	778	778	718	Vandalia
										sub-total
15,432	17,670	18,687	19,174	19,323	20,180	21,254	22,533	22,623	24,421	Institution Total
677	748	731	726	670	787	894	893	893	1,093	Comm CorrCtrs
						468	293	699	700	Electronic Detention
16,109	18,418	19,418	19,900	19,993	20,967	22,616	23,719	24,215	26,214	Adult Rated Capacity

Table 19
Adult Population and Rated Capacity - Fiscal Years 1978-1993

Fiscal Year	Population				Rated Capacity			
	Inst.	CCC	ED	Total	Total	ED	CCC	Inst
1978	10,594	350	0	10,944	11,736	0	416	11,320
1979	10,782	481	0	11,263	11,902	0	482	11,420
1980	11,467	635	0	12,102	12,025	0	630	11,395
1981	12,383	758	0	13,141	13,447	0	802	12,645
1982	13,153	814	0	13,967	14,047	0	802	13,245
1983	13,310	425	0	13,735	13,818	0	553	13,265
1984	15,857	692	0	16,549	16,109	0	677	15,432
1985	16,897	752	0	17,649	18,418	0	748	17,670
1986	18,453	731	0	19,184	19,418	0	731	18,687
1987	19,197	731	0	19,928	19,900	0	726	19,174
1988	19,867	687	0	20,554	19,993	0	670	19,323
1989	21,783	793	0	22,576	20,967	0	787	20,180
1990	25,943	884	468	27,295	22,616	468	894	21,254
1991	27,762	886	293	28,941	23,719	293	893	22,533
1992	28,720	1,013	699	30,432	24,215	699	893	22,623
1993	30,365	1,200	700	32,265	26,214	700	1,093	24,413

Table 20
Total Admissions - 1978-1993

Year	Felony	Default.	Misd.	Total
1978	5,391	1,487	605	7,483
1979	5,310	1,731	597	7,638
1980	6,301	2,077	644	9,022
1981	6,505	1,729	696	8,930
1982	6,663	2,413	856	9,932
1983	7,340	3,220	943	11,503
1984	7,005	3,120	23	10,148
1985	7,047	3,011	0	10,058
1986	7,365	3,455	0	10,820
1987	8,041	3,725	0	11,766
1988	8,480	2,384	0	10,864
1989	9,397	2,628	0	12,025
1990	12,397	4,512	0	16,909
1991	14,052	4,836	0	18,888
1992	15,120	3,374	0	18,494
1993	15,583	3,763	0	19,346

Table 21
Total Exits - Fiscal Years 1978-1993

Fiscal Year	Parole	MSR	Other	Total
1978	5,440	771	1,008	7,219
1979	4,243	1,843	1,362	7,448
1980	3,229	3,822	1,431	8,482
1981	1,008	6,039	1,325	8,372
1982	1,012	6,748	1,290	9,050
1983	522	11,151	42	11,715
1984	311	6,919	40	7,270
1985	267	8,514	47	8,828
1986	300	8,869	55	9,224
1987	118	10,720	49	10,887
1988	52	10,000	67	10,119
1989	39	9,823	59	9,921
1990	54	11,947	67	12,068
1991	62	16,952	81	17,095
1992	59	16,741	76	16,876
1993	*	17,683	1	17,684

*No projections are made for these data

Table 22
Program Services Data

ADULT INSTITUTIONS/CENTERS

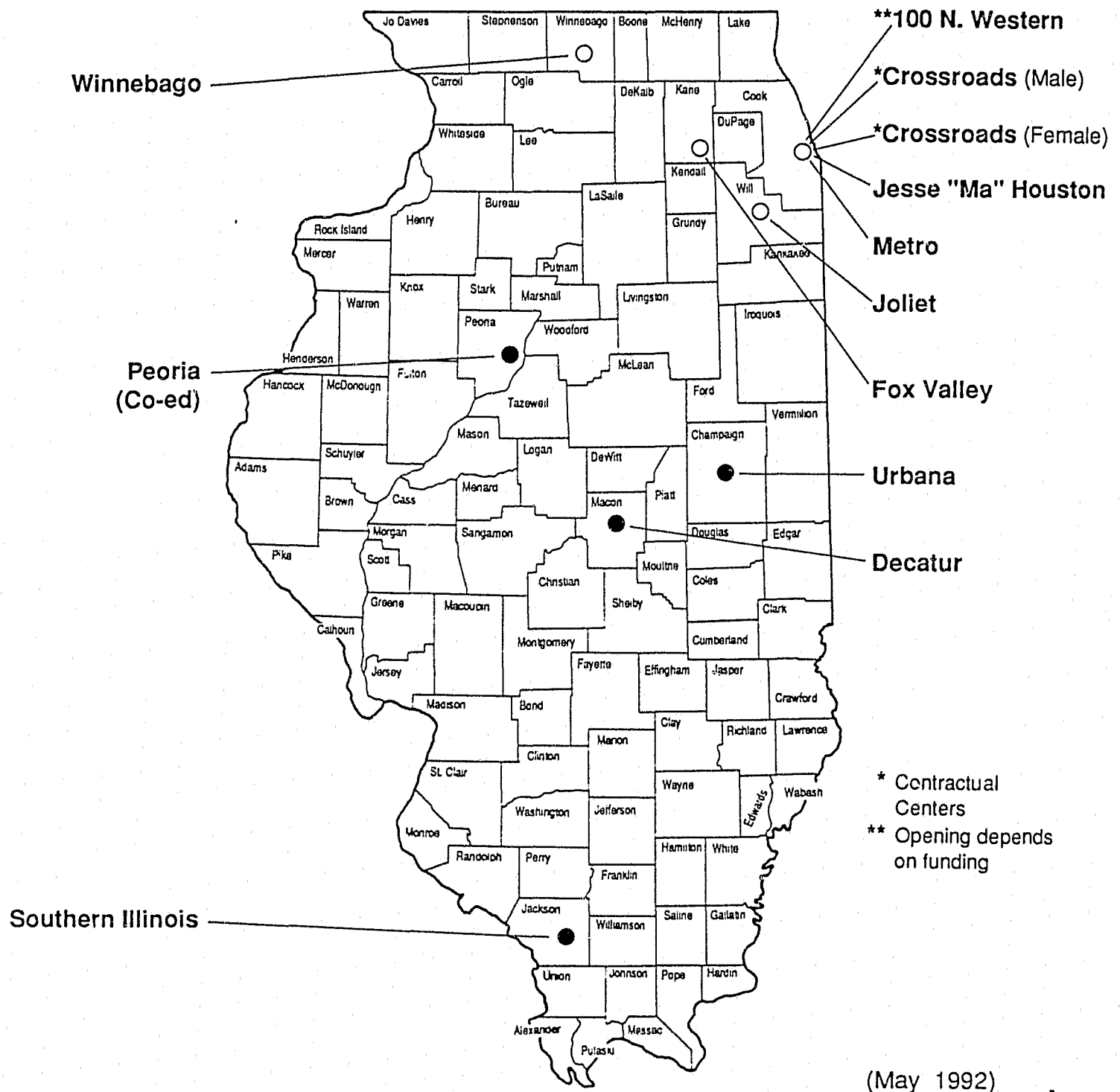
	FY91	FY92	FY93
Expenditures & Appropriations (\$ thousands)	\$438,011.4	\$465,777.7	\$487,981.2
Inmates (Avg. Daily Pop.)	27,427	28,893	30,969
Total Number of Staff (EOY)	9,560	9,884	10,681
Performance Indicator:			
Cost/Average Daily Population	\$15,970	\$16,121	\$15,757

ADULT INSTITUTIONS

	FY91	FY92	FY93
Expenditures & Appropriations (\$ thousands)	\$424,311.8	\$450,050.3	\$473,353.1
Inmates (Avg. Daily Pop.)	26,540	28,001	29,993
Total Number of Staff (EOY)	9,431	9,681	10,380
Performance Indicators:			
Cost/Average Daily Population	\$15,988	\$16,073	\$15,782
Total Staff/Inmate Ratio	0.355	0.346	0.346

Illinois Department of Corrections - Human Services Plan

Figure 4
COMMUNITY CORRECTIONAL CENTERS
(COMMUNITY SERVICES DIVISION)



○ - Area 1

● - Area 2

Table 23
Program Services Data

COMMUNITY CORRECTIONAL CENTERS

	FY91	FY92	FY93
Expenditures & Appropriations (\$ thousands)	\$13,699.6	\$15,727.4	\$14,628.1
Less Room & Bd. Pd. by Residents (\$ thousands)	\$850.4	\$1,026.5	\$1,173.7
Total (\$ thousands)	\$12,849.2	\$14,700.9	\$13,454.4
Residents (Avg. Daily Pop.)	887	892	976
Residents- Total Number Served	3,850	4,645	5,311
Total Number of Staff (EOY)	192	203	301
Performance Indicators:			
Cost/Average Daily Population	\$14,486	\$16,481	\$13,785
*Cost/Number Inmates Served	\$3,337	\$3,165	\$2,533

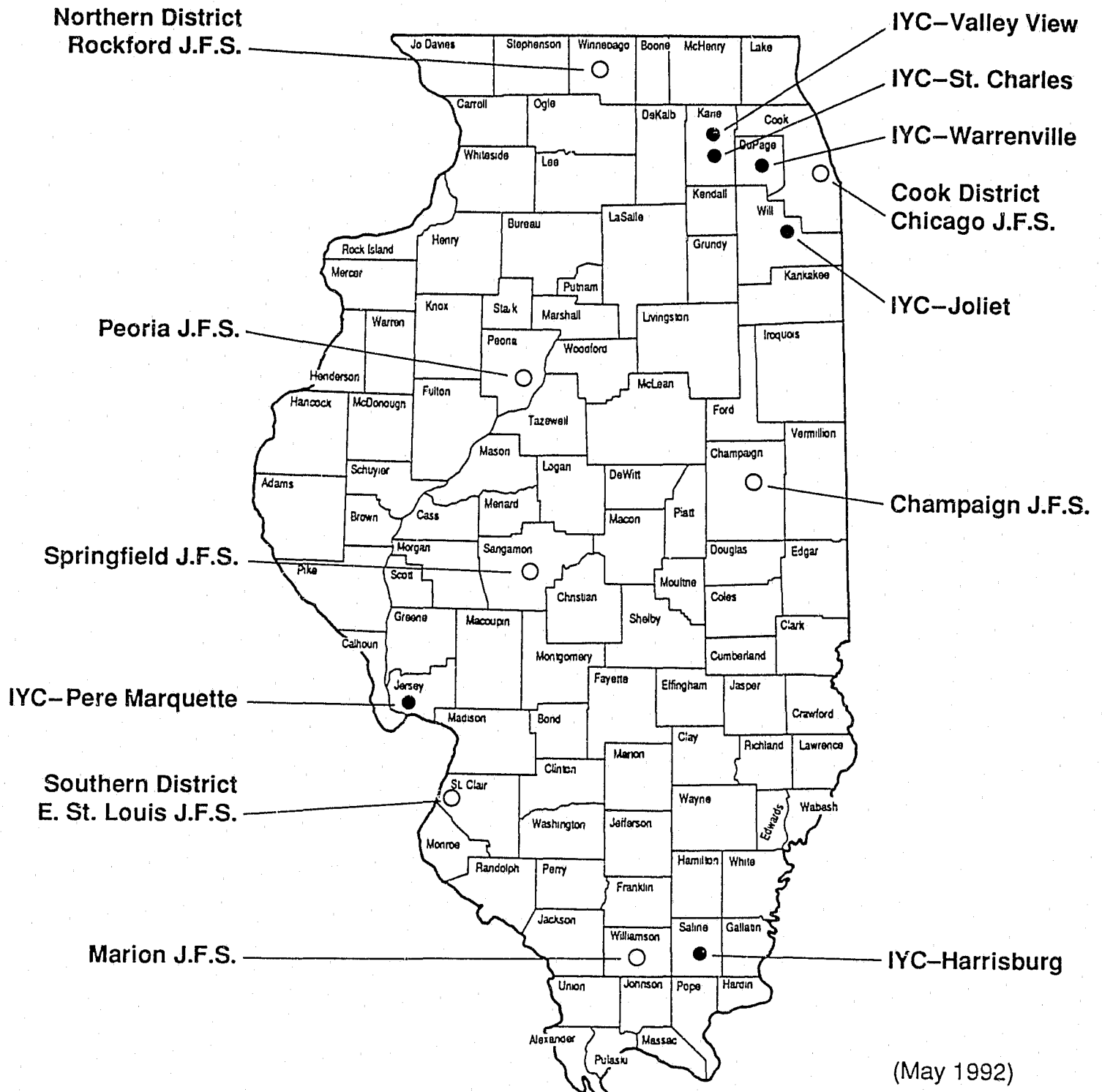
Includes Electronic Detention. *This cost figure is calculated by taking the Net Expenditures and Appropriations (expenditures and appropriations minus room and board) for the fiscal year and dividing by the total number of recipients receiving Community Correctional Center services during the fiscal year.

**Human Services Plan
Fiscal Years 1991 - 1993**

**Juvenile
Division**

Illinois Department of Corrections - Human Services Plan

Figure 5
JUVENILE DIVISION



(NOTE: IYC - designates Illinois Youth Centers
J.F.S. - designates Juvenile Field Services)

JUVENILE INSTITUTIONS AND SERVICES

Statutory Authority

The Juvenile Division receives its statutory authority in the *Illinois Revised Statutes*, Chapter 38, ¶ 1003-2-5 (b):

There shall be a Juvenile Division within the Department which shall be administered by an Assistant Director appointed by the Governor under the Civil Administrative code of Illinois. The Assistant Director shall be under the direction of the Director. The Juvenile Division shall be responsible for all persons committed to the Juvenile Division of the Department under Section 5-8-6 of this Code or Section 5-10 of the Juvenile Court Act.

Purpose and Organization Statement

The Juvenile Division is responsible for providing care, custody, and rehabilitative programs for youths committed by the courts. The division includes six residential centers and three field service districts under the Deputy Director.

Summary of Services

a. **Illinois Youth Centers (IYC)** The Juvenile Division provides institutional programs and services in each of the six Illinois Youth Centers. These service areas include:

Reception: Male youths committed by the courts to the Illinois Department of Corrections Juvenile Division are received at the Reception Center, located at IYC-St. Charles. Female commitments are received at IYC-Warrenville. During the reception process, staff collect and evaluate the documents submitted by the courts, as well as information pertaining to the youth's educational, behavioral, medical, and mental health history. An assignment coordinator then evaluates this information to determine the youth's level of risk and needs in order to determine the best available placement alternative.

Orientation at Assigned Residential Facility: Within 15 days from the date of arrival at an Illinois Youth Center, each youth receives an orientation to the facility and/or programs to which he/she has been assigned.

Assessment and Assignment: A Program Assignment Committee initiates an assessment and assignment of each youth upon placement at an Illinois Youth Center. This committee reviews each youth's criminal, physical, academic, social, and family history to determine placement and programming needs. Upon completion of this assessment, the committee recommends a particular living unit, a counselor/caseworker to be assigned,

and a written program plan providing for a minimum of 30 hours of programming during the normal week and 4 hours of programming on weekends. This programming may include structured and unstructured activities provided by staff or volunteers, such as academic or vocational programs, leisure time, crafts, institution-sponsored clubs and organizations, work, counseling, religion, on or off grounds cultural/social events, organized athletic activities, and specialized activities for youths.

Review of Program Plan: At least every 30 days (90 days for felons) a documented case file review of an incarcerated youth's progress in relation to the objectives in his/her program plan is completed. A face-to-face review is completed at least every 90 days. At these reviews, input is obtained from staff concerning the youth's progress/problems, and current performance as compared to stipulations in the written program plan. The program plan is modified when appropriate. Requests for authorized absences are reviewed or recommended. If appropriate, modifications to the projected out-date are reviewed and recommended.

Security Services: Through custody and supervision, the Juvenile Division provides internal and perimeter security to prevent youths from injuring others or committing new crimes in the community.

Clinical Services: Youths have a minimum of one weekly contact with a counselor or clinician. Mental health needs are provided through psychiatric therapy, individual psychological therapy, and/or group therapy when needed.

Medical Services: Comprehensive health care is provided. These services include physical examinations, emergency medical treatment and diagnosis and treatment of medical and dental problems.

b. Field Services

The Juvenile Division provides services and supervision to youths in the community through the three parole districts: Cook County, Northern, and Southern. Programs and services which are designed to achieve successful community reintegration are provided through direct delivery by the Division staff and through contractual agreements. The Division also cooperates with the Illinois Department of Children and Family Services (DCFS) and the Illinois Department of Mental Health and Developmental Disabilities (DMHDD) in providing services and programs for youths. The services provided include:

Parole Supervision: A Correctional Parole Agent is assigned to each youth soon after the youth's admission into the Department. The parole agent makes a home visit and contacts other persons or agencies to construct a complete social history. Additionally, the parole agent monitors the youth's institutional adjustment and may visit the youth at an Illinois Youth Center. The parole agent cooperates with institutional staff in pre-release

planning for the youth. In the community, the parole agent supervises a caseload of parolees and youths on extended authorized absences (EA) from the institutions. Parole agents act as a service and counseling advocate for these youths while maintaining desired levels of supervision. These duties include liaison work with the courts and law enforcement agencies in addition to developing or enlisting resources to help meet the educational, vocational, and/or counseling needs of the youth. When appropriate, parole agents provide crisis intervention services to youths experiencing problems in the reintegration process.

Alternative Placements: A parole agent may be required to obtain alternative or emergency placements in a group or foster home for those youths unable to return to their natural home.

Special Needs Programs: Educational, vocational, and/or on-the-job training programs are often provided for youths with special needs.

Mission Statement

Mission: To provide secure custody, rehabilitative programs, and aftercare services for youths committed to the Juvenile Division by the court. These services will be provided consistent with the consideration for the public safety and the welfare of the youth.

Table 24
Juvenile Division Population Overview

	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92	FY93 (projected)
Institutions										
Admissions										
Delinquent	700	671	808	750	683	817	842	923	931	
Felon	66	60	48	54	48	33	49	69	119	
Parole Violators	301	221	321	415	281	384	412	371	2	
Court Evaluations	220	252	102	116	154	187	238	217	261	
Total	1,287	1,204	1,279	1,335	1,166	1,421	1,541	1,580	1,313	
Exits										
Parole	834	1,001	1,031	1,172	1,087	860	1,007	1,105	1,180	
Discharge	179	209	205	192	225	198	300	217	246	
Other	122	101	11	13	0	0	0	0	0	
Total	1,135	1,311	1,247	1,377	1,312	1,058	1,307	1,322	1,426	
Average Population										
	1,115	1,139	1,168	1,215	1,180	1,182	1,253	1,278	1,342	1,374
End of Year Population										
	1,149	1,039	1,194	1,244	1,162	1,234	1,243	1,310	1,402	
Capacity										
	1,285	1,165	1,174	1,174	1,174	1,174	1,206	1,282	1,210	1,210
Parole Rate										
	N/A	73%	81%	84%	83%	84%	88%	90%	N/A	
Average Length of Stay (months)										
Court Evaluations	N/A	5.7	6.0	6.9	4.6	3.8	3.3	1.3	N/A	
Delinquents	12.1	15.0	13.3	12.0	13.1	12.3	11.8	10.5	N/A	
Felons	22.7	24.1	25.7	30.1	33.1	35.5	35.0	28.2	N/A	
Habitual Offenders	N/A	26.0	24.3	N/A	42.9	N/A	N/A	N/A	N/A	
Total Population	12.6	14.4	13.1	12.4	13.3	12.4	11.9	12.6	N/A	
Field Services										
Admissions										
Parole	834	1,001	1,031	1,172	1,087	1,110	1,262	1,418	1,217	
Transfer in FAS	27	43	35	38	130	105	114	57	36	
Other	52	57	63	69	0	0	0	0	0	
Total	913	1,101	1,129	1,279	1,217	1,215	1,376	1,475	1,336	
Exits										
Favorable Discharge	459	485	426	461	606	458	480	837	566	
Disch to Adult Division	204	215	283	184	165	221	226	N/A	N/A	
Discharge Other	163	50	65	59	69	38	50	N/A	N/A	
Returned Parole Viol	220	221	321	415	281	384	412	371	283	
Interstate - Out		62	64	72	93	102	86	54	28	
Total	1,046	1,033	1,159	1,191	1,214	1,203	1,254	1,262	877	
Average Population										
	963	1,004	1,166	1,148	1,174	1,182	1,304	1,295	1,386	1,407
End of Year Population										
	963	1,039	1,149	1,175	1,124	1,196	1,298	1,333	1,312	

Table 25
Juvenile Institution Inmate Profile

	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92
End of Year Population	1,149	1,039	1,194	1,244	1,162	1,234	1,243	1,310	1,402
Sex									
Male	94.1%	93.2%	94.5%	93.2%	93.5%	94.7%	94.1%	94.6%	95.0%
Female	5.9%	6.8%	5.5%	6.8%	6.5%	5.3%	5.9%	5.4%	5.0%
Race									
White	29.2%	28.1%	29.1%	31.2%	31.1%	30.9%	30.5%	28.2%	26.0%
Black	61.3%	62.3%	63.1%	59.3%	58.9%	59.3%	59.1%	61.1%	61.0%
Hispanic	8.6%	8.8%	7.2%	8.9%	9.1%	8.6%	9.8%	9.7%	12.0%
American Indian	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.1%	0.2%	0.0%
American Asian	0.8%	0.7%	0.4%	0.4%	0.3%	0.5%	0.2%	0.2%	1.0%
Other	0.0%	0.0%	0.2%	0.2%	0.5%	0.6%	0.4%	0.5%	0.0%
Age									
13 years	1.8%	0.8%	1.2%	0.5%	1.3%	1.0%	1.6%	1.4%	1.4%
14 years	5.5%	6.1%	6.2%	5.8%	6.0%	6.9%	5.1%	6.4%	6.6%
15 years	15.2%	14.8%	16.3%	14.1%	16.1%	17.5%	18.0%	18.1%	16.9%
16 years	29.6%	29.0%	30.9%	30.2%	26.4%	28.5%	29.8%	35.1%	33.1%
17 years	29.6%	27.9%	25.9%	27.5%	28.4%	26.1%	26.2%	24.3%	29.3%
18 years	11.9%	14.6%	10.6%	12.6%	13.0%	11.5%	11.9%	4.2%	8.5%
19 years	4.0%	4.7%	6.4%	6.0%	6.1%	5.3%	5.3%	3.8%	3.5%
20 years	2.2%	1.8%	2.2%	3.0%	2.5%	3.1%	2.0%	1.6%	0.8%
21 years	0.0%	0.1%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Unknown	0.1%	0.1%	0.1%	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%
Crime Class									
Murder	3.8%	3.8%	4.4%	4.1%	4.2%	3.6%	3.0%	3.4%	4.0%
Class X	16.2%	16.4%	16.2%	16.6%	16.0%	14.5%	15.1%	17.4%	20.0%
Class 1	15.4%	17.0%	19.4%	17.4%	16.5%	15.9%	13.9%	12.5%	14.0%
Class 2	26.4%	23.6%	21.9%	23.9%	23.9%	27.5%	28.1%	24.3%	25.0%
Class 3	12.1%	12.3%	11.5%	12.2%	12.1%	11.5%	12.4%	15.0%	13.0%
Class 4	1.4%	1.3%	1.1%	1.7%	1.6%	2.9%	3.4%	3.7%	4.0%
Class A	18.7%	20.5%	22.7%	20.2%	21.6%	19.6%	21.2%	22.4%	17.0%
Class B	0.5%	0.5%	0.5%	0.4%	0.5%	0.5%	0.2%	0.1%	0.0%
Class C	0.3%	0.5%	0.5%	0.5%	0.9%	1.3%	0.9%	0.4%	0.0%
Unknown	0.5%	0.3%	0.5%	0.3%	0.2%	0.2%	0.3%	0.1%	0.0%
Missing	4.5%	3.8%	1.3%	2.7%	0.5%	2.5%	1.6%	0.8%	1.0%
Committing County									
Cook	67.0%	62.0%	60.3%	57.3%	54.8%	51.0%	49.4%	50.5%	52.0%
Downstate	33.0%	38.0%	39.7%	42.7%	45.2%	49.0%	50.6%	49.5%	48.0%
Offense Type									
Court Evaluation	2.9%	7.2%	4.4%	2.9%	4.1%	6.6%	6.5%	2.9%	3.0%
Delinquent	88.0%	80.1%	81.8%	82.6%	81.6%	81.2%	81.5%	84.4%	82.0%
Felon	8.2%	12.2%	13.4%	14.1%	14.1%	12.0%	11.9%	12.8%	15.0%
Habitual Criminal	0.8%	0.6%	0.4%	0.4%	0.2%	0.2%	0.1%	0.1%	0.0%

Prior to FY88 profile totals included resident counts, authorized and extended absences, unauthorized absences, and temporary custody counts

FY88 and later profiles do not include extended absences

Table 26
Juvenile Institution Rated Capacity

	FY82	FY83	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92	FY93
*Dixon Springs	78	78	-	-	-	-	-	-	-	-	-	-
*Hanna City	90	120	120	-	-	-	-	-	-	-	-	-
Harrisburg	-	-	125	125	200	200	200	200	200	276	276	276
Joliet	180	180	180	180	180	180	180	180	212	212	212	212
**Kankakee	56	56	58	58	60	60	60	60	60	60	68	68
Pere Marquette	75	75	78	78	80	80	80	80	80	80	0	0
St. Charles	402	378	349	349	318	318	318	318	318	318	318	318
Valley View	265	265	250	250	228	228	228	228	228	228	228	228
Warrenville (DuPage)	73	97	125	125	112	108	108	108	108	108	108	108
Total	1,219	1,249	1,285	1,165	1,178	1,174	1,174	1,174	1,206	1,282	1,210	1,210

*Tranferred to Adult Division for Work Camp

**Transferrred to Adult Division for Female Minimum Security Unit

Table 27
Program Services Data

JUVENILE INSTITUTIONS

	FY91	FY92	FY93
Expenditures & Appropriations (\$ thousands)	\$45,652.1	\$41,824.4	\$41,751.7
Average Daily Resident Population	1,278	1,342	1,374
Total Residents Served	2,823	2,906	Not Available
Total Number of Staff (EOY)	940	934	950
Total Number of Security Staff (EOY)	589	593	598
Performance Indicators			
Cost/Average Daily Population	\$35,722	\$33,166	\$30,387
Total Staff/Youth	0.735	0.696	0.684
Security Staff/Youth	0.461	0.442	0.431

JUVENILE FIELD SERVICES

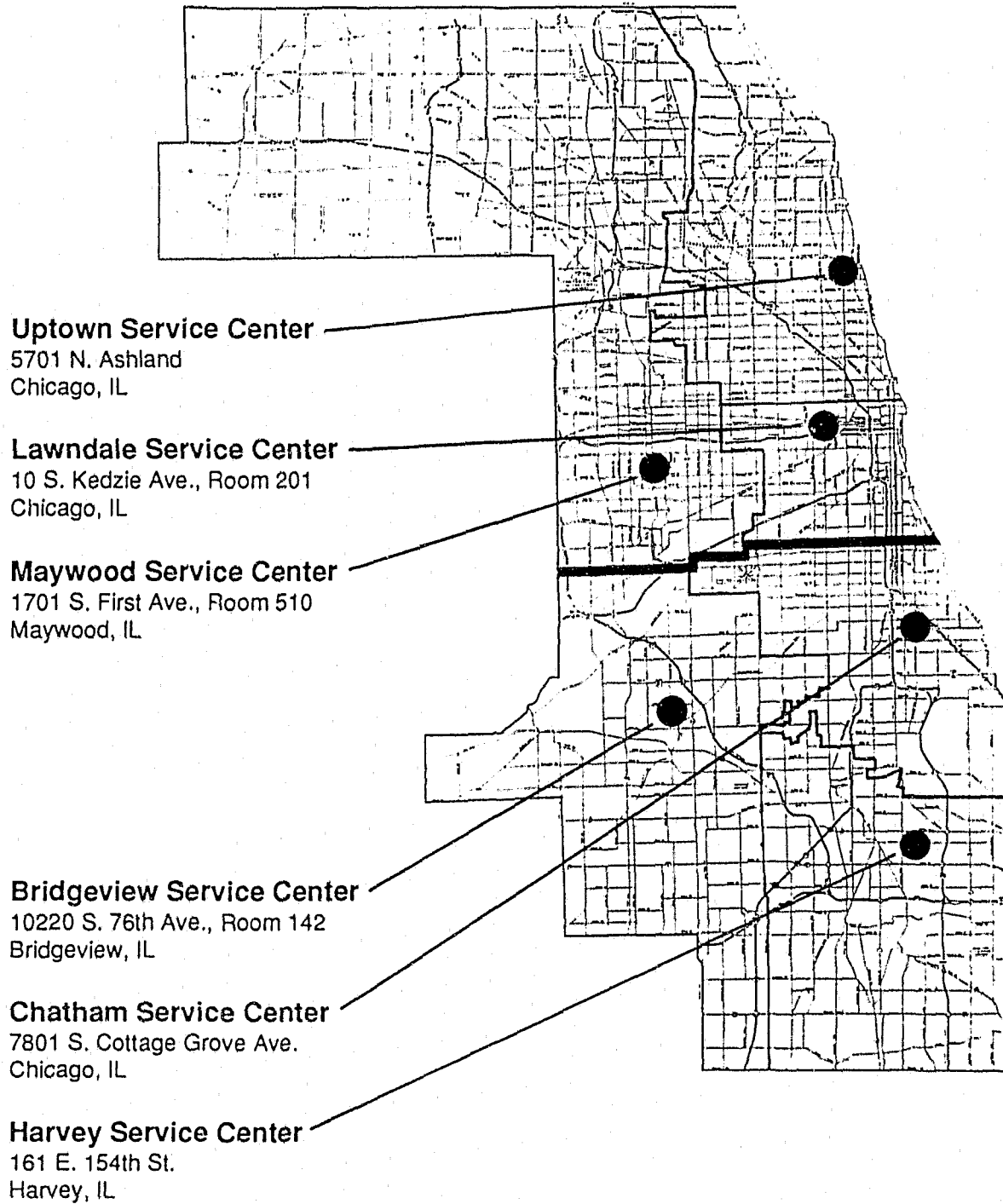
Expenditures & Appropriations (\$ thousands)	\$4,150.6	\$1,597.8	\$2,394.6
Average Daily Parole Population (Excludes AP/AC)	1,295	1,386	1,360
Total Number of Staff	63	32	32
Performance Indicator:			
Cost/Average Daily Population	\$3,205	\$1,153	\$1,761

**Human Services Plan
Fiscal Years 1991 - 1993**

PreStart

Illinois Department of Corrections - Human Services Plan

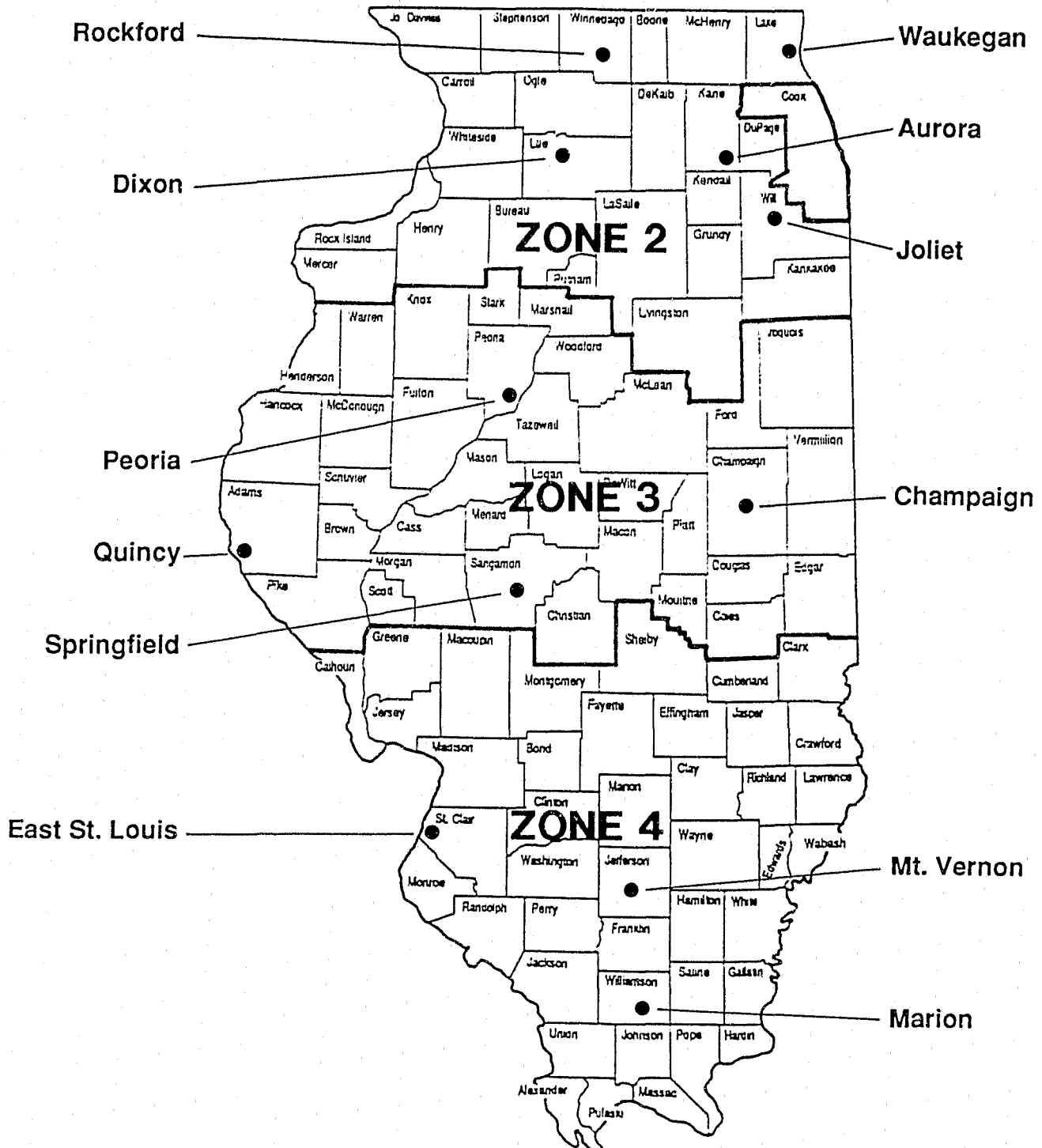
Figure 6
PRESTART ZONE 1



(May 1992)

Illinois Department of Corrections - Human Services Plan

Figure 7
PRESTART ZONES 2, 3 AND 4



(May 1992)

PreStart

Statutory Authority

Community Supervision receives its statutory authority from the *Illinois Revised Statutes*, Chapter 38: ¶ 1003-2-2: (e) *To establish a system of supervision and guidance of committed persons in the community.*

¶ 1003-14-2:

(a) *The Department shall retain custody of all persons placed on parole or mandatory supervised release or released pursuant to Section 3-3-10 of this Code and shall supervise such persons during their parole or release period in accord with the conditions set by the Prisoner Review Board. Such conditions shall include referral to an alcohol or drug abuse treatment program, as appropriate, if such person has previously been identified as having an alcohol or drug abuse problem.*

(b) *The Department shall assign personnel to assist persons eligible for parole in preparing a parole plan. Such Department personnel shall make a report of their efforts and findings to the Prisoner Review Board prior to its consideration of the case of such eligible person.*

(c) *A copy of the conditions of his parole or release shall be signed by the parolee or releasee and given to him and his supervising officer who shall report on his progress under the rules and regulations of the Prisoner Review Board. The supervising officer shall report violations to the Prisoner Review Board and shall have the full power of peace officers in the arrest and retaking of any parolees or releasees or the officer may request the Department to issue a warrant for the arrest of any parolee or releasee who has allegedly violated his parole or release conditions. A sheriff or other peace officer may detain an alleged parole or release violator until a warrant for his return to the Department can be issued. The parolee or releasee may be delivered to any secure place until he can be transported to the Department.*

(d) *The supervising officer shall regularly advise and consult with the parolee or releasee, assist him in adjusting to community life, inform him of the restoration of his rights on successful completion of sentence under Section 5-5-5.*

(e) *The supervising officer shall keep such records as the Prisoner Review Board or Department may require. All records shall be entered in the master file of the individual.*

¶ 1003-14-3

Parole Services. To assist parolees or releasees, the Department may in addition to other services provide the following:

- (1) employment counseling, job placement, and assistance in residential placement;*
- (2) family and individual counseling and treatment placement;*
- (3) financial counseling;*

(4) vocational and educational counseling and placement; and

(5) referral services to any other State or local agencies. The Department may purchase necessary services for a parolee or releasee if they are otherwise unavailable and the parolee or releasee is unable to pay for them. It may assess all or part of the costs of such services to a parolee or releasee in accordance with his ability to pay for them.

Summary of Services

Placement Investigation: An investigation of the proposed release program is completed by an assigned parole agent prior to release from a correctional facility. The agent will make a visit to the proposed residence or may verify the placement with a letter or phone call to the occupants to insure that they will accept the releasee. This investigation includes an assessment of employment, academic or vocational training programs available to the releasee. This allows the agent to become familiar with the resources and support available to the releasee. If the plan is unsuitable, an alternate plan is developed in cooperation with the Field Service Office at the institution.

Release Agreement: Before release from a correctional facility, the releasee signs an agreement acknowledging the rules of conduct and special conditions of release as promulgated by the Prisoner Review Board.

Supervision of Releasee: A face-to-face contact between the releasee and the parole agent is established within 72 hours after arrival in the community. Monthly visitations or phone calls occur between the parole agent and the releasee during the first six months of release, or longer if determined to be necessary by the agent.

Interface With Law Enforcement: District office supervisors and parole agents establish and maintain effective communication and working relationships with law enforcement agencies and judicial systems.

Interface With Community Resources: The agents use a wide range of community-based services to provide the releasee with the opportunity to make a successful adjustment to the community. Examples of this interface include the Job Training Partnership Act (JTPA), the Illinois Job Service (Job Service/Corrections Project funded through Wagner-Peyser, Section 7B), and community-based providers funded through Title XX Donated Funds Initiative (DFI) as administered by the Illinois Department of Public Aid. Numerous other formal and informal, nonfinancial agreements exist for other services critical to releasee needs.

Reporting Violations: The agent reports violations of the releasee agreement to the Prisoner Review Board. The agent has the power of a peace

officer in the arrest and apprehension of a releasee. Following due process procedural rights hearings of the releasee, the agent assists the Prisoner Review Board in providing the information necessary for the Board to make decisions regarding revocation of the releasee's parole.

The agent reports to the Prisoner Review Board the progress of the releasee while under supervision and, when appropriate, provides a summary of adjustment with the recommendation concerning early discharge of the releasee from supervision.

Mission Statement

Mission: To assist in the protection of the public by minimizing the unlawful conduct of prison releasees through a system of supervision.

Table 28
PreStart Population Overview

	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92	FY93 (projected)
Admissions										
From Inst. & CCC	5,835	7,249	7,625	8,057	9,328	9,362	10,785	16,583	14,787	16,914
From Another State	450	481	485	453	575	786	557	472	0	0
From Appr. Unit	0	124	148	140	104	154	226	102	0	0
Other		1,909								
Total	6,285	7,854	8,258	8,650	10,007	10,302	11,568	17,157	14,787	16,914
Exits										
Final Discharge	1,782	1,850	1,907	3,297	5,017	5,265	5,798	5,468	8,369	10,721
Bd Ordered Disch.	2,501	1,842	743	521	449	368	645	1,036	0	0
Trf to Another State	420	329	398	379	219	152	593	1,258	0	0
Charged - New Off.	1,797	1,094	1,002	975	1,367	1,344	1,779	2,099	2,279	3,008
Charged - Tech Viol	440	1,040	1,330	1,664	1,007	1,284	2,733	2,737	847	755
To Apprehension Unit	0	414	551	649	528	1,209	94	1,659	0	0
Death/Other	97	800	1,173	64	23	58	58	168	0	0
Total	7,037	7,369	7,104	7,549	8,610	9,680	11,700	14,425	11,495	14,484
Population										
Average Agents	111	114	122	107	46	72	101	106	0	0
Average Daily Pop	9,315	8,916	9,731	10,836	11,997	12,737	12,290	14,899	21,953	24,189
Average Caseload	84	78	80	101	261	177	122	145	-	-
End of FY Pop	8,557	9,173	10,327	11,229	12,561	12,731	12,599	17,245	21,442	25,428

*Average Caseload is no longer calculated because inmates released are assigned to a zone and not to a specific agent.

Table 29
PreStart Population Profile

	FY84	FY85	FY86	FY87	FY88	FY89	FY90	FY91	FY92
End of Year Population	8,557	9,173	10,327	11,229	12,561	12,731	12,599	17,245	21,442
Sex									
Male	96.0%	96.0%	95.0%	95.0%	95.0%	95.0%	94.0%	94.0%	94.0%
Female	4.0%	4.0%	5.0%	5.0%	5.0%	5.0%	6.0%	6.0%	6.0%
Race									
White	64.0%	64.0%	62.0%	60.0%	59.0%	59.0%	59.0%	60.0%	62.0%
Black	29.0%	30.0%	32.0%	33.0%	34.0%	34.0%	33.0%	32.0%	30.0%
Hispanic	6.0%	6.0%	7.0%	6.0%	7.0%	7.0%	8.0%	8.0%	8.0%
Other	1.0%	0.0%	0.0%	1.0%	0.0%	0.0%	1.0%	0.0%	0.0%
Age									
17-20 years	8.0%	8.0%	6.0%	6.0%	6.0%	5.0%	5.0%	6.0%	7.0%
21-25 years	33.0%	33.0%	33.0%	31.0%	30.0%	29.0%	27.0%	26.0%	27.0%
26-30 years	26.0%	26.0%	26.0%	26.0%	26.0%	26.0%	25.0%	25.0%	25.0%
31-35 years	17.0%	17.0%	17.0%	18.0%	17.0%	18.0%	19.0%	19.0%	19.0%
36-40 years	7.0%	8.0%	9.0%	10.0%	11.0%	11.0%	11.0%	12.0%	11.0%
41 years and older	9.0%	8.0%	9.0%	9.0%	10.0%	11.0%	13.0%	12.0%	12.0%
Crime Class									
Murder	5.0%	3.0%	2.0%	1.0%	2.0%	2.0%	2.0%	2.0%	2.0%
Class X	25.0%	23.0%	22.0%	21.0%	20.0%	21.0%	21.0%	19.0%	17.0%
Class 1	7.0%	11.0%	14.0%	15.0%	14.0%	14.0%	14.0%	14.0%	16.0%
Class 2	34.0%	29.0%	30.0%	31.0%	34.0%	34.0%	32.0%	32.0%	34.0%
Class 3	19.0%	8.0%	18.0%	17.0%	16.0%	15.0%	15.0%	16.0%	16.0%
Class 4	9.0%	7.0%	7.0%	8.0%	8.0%	8.0%	10.0%	12.0%	11.0%
Out of State	0.0%	7.0%	7.0%	7.0%	6.0%	6.0%	6.0%	5.0%	4.0%
Committing County									
Cook	68.0%	63.0%	61.0%	60.0%	59.0%	60.0%	60.0%	61.0%	63.0%
Downstate	31.0%	30.0%	32.0%	33.0%	35.0%	34.0%	34.0%	34.0%	33.0%
Out of State	1.0%	7.0%	7.0%	7.0%	6.0%	6.0%	6.0%	5.0%	4.0%

Table 30
Program Services Data

	PreStart		
	FY91	FY92	FY93
Expenditures & Appropriations (\$ thousands)	\$9,545.9	\$4,939.5	\$4,654.7
Releasees receiving Community Supervision Services	31,665	32,032	40,039
Average Monthly Population	14,899	21,953	24,189
<i>Performance Indicators:</i>			
Cost/Average Monthly Population	\$641	\$225	\$192
*Cost/Number of Releasees	\$301	\$154	\$116

*This cost figure is calculated by taking the total expenditures for the fiscal year and dividing by the total number of recipients receiving community supervision services during the fiscal year. Fiscal Year 1992 saw the restructuring of community supervision.

**Human Services Plan
Fiscal Years 1991 - 1993**

**Review
&
Comments**

REVIEW AND COMMENTS

I. Public Review and Comments

A. Procedures

Section 7(a) of P.A. 79-1035, stipulates that each agency *shall, after submission of the plan to the General Assembly give notice of availability of the Plan, make copies of the plan publicly available, for reasonable inspection and copying, and provide at least 30 days for submission of public comments.*

The public review and comment requisites apply to both Part I and Part II of the Human Services Plan or to any amendments to the Human Services Plan. The review process may be combined with existing agency procedures for obtaining public input.

Public review and comment may range from public notice of a comment period to scheduling of formal hearings. Agencies should consider the following components in a proposed format for public input:

- Public Notice of the availability of the plan document either through the media, mass mailings or some other public forum. This notice should be extended to organized groups, service providers, and the general citizenry.
- Procedures for receiving comments from the public for at least 30 days. This may include receipt of comments through the mail, telephone, public meetings, or testimony presented at formal/informal hearings.
- Considerations and use of public comment. A description should be provided of the method on the plans. Additionally, agencies should indicate how public comments will be used in assessing the proposed plans, e.g., modifications, amendments, addendums.

B. Actions

The Illinois Department of Corrections will distribute this plan within the Department and to other state agencies for extensive review and comments. This document will be made available to the public generally, and to many interested groups.

II. Plan Amendments

A. Procedure

Section 7(b) of the Welfare and Rehabilitation Services Act stipulates that agencies shall file changes in the Human Services Plan with the General Assembly "with respect to any change in the plan which is of a substantial or statewide nature and which will become effective before submission of the next annual plan."

Proposed amendments to Part I of the Human Services Plan should consider the following:

Changes as a result of substantive or appropriations legislation enacted by the General Assembly in the Spring Session.

Changes as a result of gubernatorial actions or recommendations.

Revisions in policies or priorities since the submission of Part I to the General Assembly.

The plan amendments should consist of a narrative statement which highlights the major changes, if any, since completion of Phase I which are of a *substantial or statewide nature*. If plan amendments indicate a reduction in resources, agencies should describe what measures are being taken to maintain proposed program levels, i.e., administrative reorganization, changes in method of service delivery.

B. Actions

Any actions taken by the Illinois Department of Corrections will be in compliance with Section 7(b) of the Act. Changes of any magnitude that would result in such an action would occur only from the Public Review Process or through feedback and new analysis generated from the monitoring of the plan.

Notes

Notes

Artwork
produced
by

the
Media Center

Printed by
Inmates
at

**Danville
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