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INSIGHT

into corrections

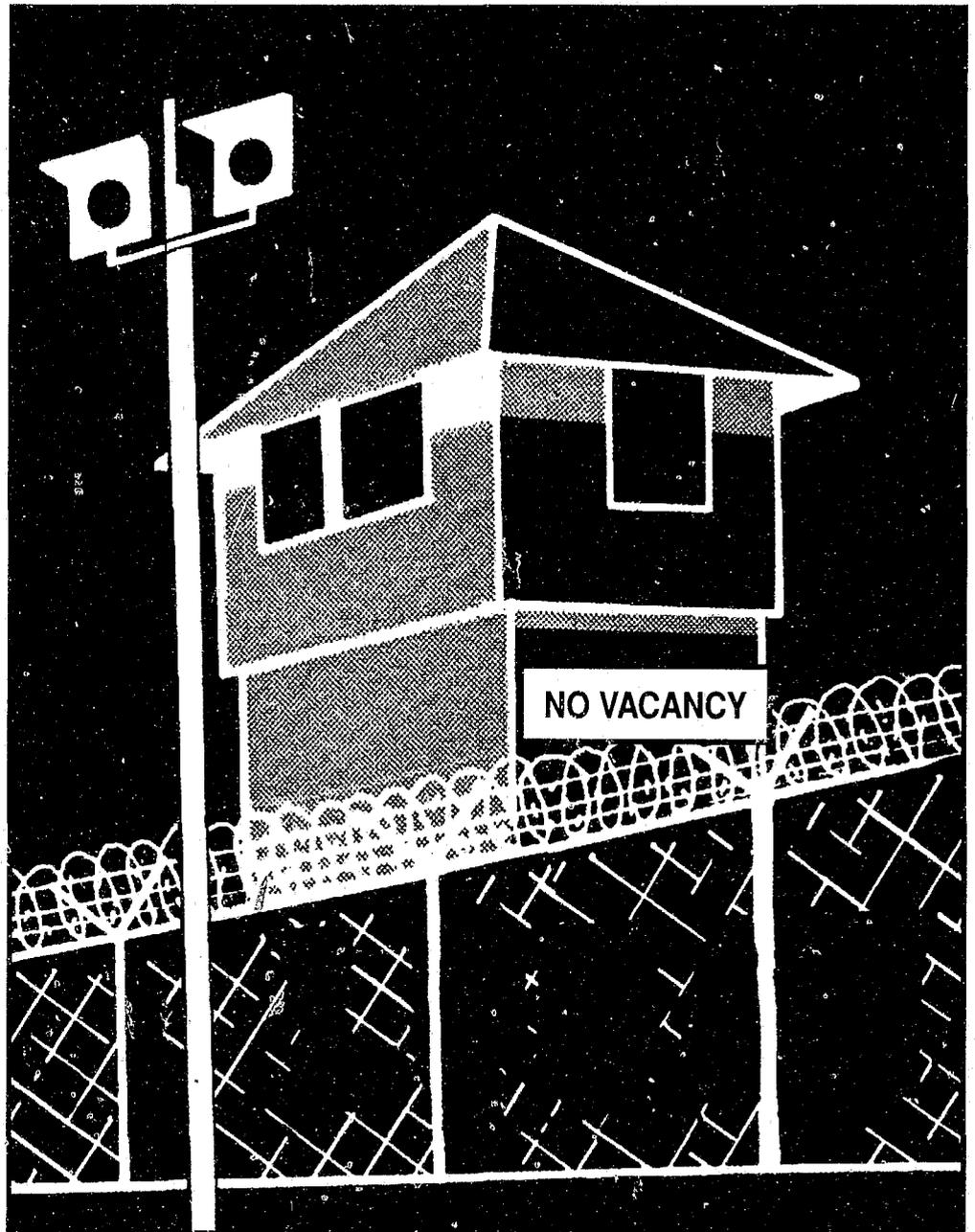
Illinois Department
of Corrections

JULY ♦ 1993

Getting 'smart on crime'

New and better ideas are increasing productivity in the Illinois prison system.

The question is: Will it be enough to meet the growing challenge?



Welcome to

INSIGHT

into corrections



Director Howard A. Peters III

Achievements signal growth, change

The recent history of the Illinois Department of Corrections is a story of fast-paced change and a list of growing challenges to meet.

There are many examples.

The explosive growth of the state's inmate population—the nation's highest on a percentage basis just a few years ago—and the effort by corrections officials to meet the special needs created by that growth, characterize recent times.

Tough economic conditions have challenged all state agencies to scrutinize the expenditure of tax dollars much more closely, and compete for funding with greater intensity.

The general public, who pay the bills and expect a high level of return for their investment in public safety, must be satisfied. They are clients of the corrections agency in the same regard as the inmates who are subject to the system.

In the struggle to keep control of a prison population growing in both numbers and diversity in the need for special intervention, prevention and instruction, agency staff have built a record of achievement that merits review.

Often, this type of review is carried out in the political arena, or by the news

media as the headlines of the day and week unfold upon us.

However, an in-depth review of the operational objectives and results achieved by corrections, or any other agency, may be a fairer litmus test in the questions about effectiveness and economy asked by the public, media and our political leaders.

Recently, a phrase has crept into the political debate on how we manage prisons in Illinois. At the opening of the new work camps at Paris, Clayton and DuQuoin last June, Governor Jim Edgar said, "We need to get smart on how we deal with crime."

That 'get smart' approach is a good summary of the approach corrections officials have taken to challenges in operating the prison system for the last decade or more.

In this issue of INSIGHT, we will tell you about some of the results achieved by this agency in our continuing fight to 'get smart' on crime and corrections in Illinois.

This history begins with the Vienna Correctional Center. It was the first prison in the nation awarded accreditation by the American Correctional Association for compliance with the operational standards recommended for prisons in the United States. It was the first of many firsts. □

Quarterly News Notes

Prison task force recommendations pass House, Senate

Legislation designed to authorize a super-maximum security prison to house the state's most dangerous prisoners and provide incentives to inmates to get involved in programs that will help them stay out of prison won final legislative approval July 12. Sen. Carl E. Hawkinson, R-Galesburg, chairman of the Senate Judiciary Committee, sponsored the legislation which passed the Senate on a 55-1 vote.

The proposed \$60 million super-maximum prison would house 500 of the state's most violent prisoners. It is intended to serve as a detention center for inmates who attack prison staff and other prisoners. The site selection process for the new prison will begin soon, and a decision as to where to construct the prison should be made by the end of the year.

The legislation also increases the number of inmates eligible for boot camps, expands the number of inmates eligible to serve part of their term through electronic monitoring and allows more inmates a chance to reduce their sentences if they participate in education, drug treatment and jobs programs.

The rapid growth of the prison population and corrections department budget convinced Governor Jim Edgar to form the Task Force on Crime and Corrections in February, 1992. The task force studied the issue for more than a year, recommending the super-max prison and many of the proposals within the bill. □

FY1994 budget trims only 1% from Governor's proposal

The FY94 budget for the department was approved July 13 by the General Assembly, reducing the agency's initial budget request by 1%, from \$675.2 million to \$668.8 million. Cuts were made in medical and food contracts, reflecting savings from recently bid contracts, but causing no reduction in services. Cuts in food, clothing, and travel and allowance funding eliminate increases in these areas and assumes savings from the new centralized warehouse for officer and inmate clothing. Correctional Industries will now pay utility costs at institutions, and federal funding will be extended for the Greene County Impact Incarceration Program. The headcount there will be held to 75 staff.

There will be a slower phase-in of staff at the new West Side Community Correctional Center in Chicago, new work camp staffing is slightly reduced, and a training session for correctional officer trainees will be deferred for one month. In addition, dietary services will be contracted out for the Peoria, Urbana, Winnebago, Fox Valley and Joliet Community Correctional Centers, resulting in 15 staff lay offs. □

New work camps, boot camp open in four communities

Governor Edgar opened three work camps and dedicated Illinois' second prison boot camp June 11 and June 14. Edgar opened the 200-bed Ed Jenison Work Camp at Paris, the 200-bed DuQuoin Work Camp and the 150-bed Clayton Work Camp and dedicated the 200-bed Greene County Impact Incarceration Program near Roodhouse.

"The new camps will not only help reduce prison crowding, but will provide approximately 322 jobs for local citizens and clean-up services for financially-strapped organizations and agencies," said Edgar.

"With record numbers of inmates entering Illinois' already crowded prisons, it makes good sense to use the manpower of select minimum-security inmates for community service work," Edgar said. "This allows more room in traditional prisons for incoming inmates and provides a solid workforce for non-profit agencies in need of assistance, as well as meaningful work for the inmates themselves." □

Correctional Officer Week, Officer of the Year announced

Proclaiming May 2-8 as Correctional Officer Week in Illinois, Governor Edgar cited the tireless and often heroic actions of correctional officers and the potentially dangerous situations these dedicated employees must face on a daily basis. The highlight of the week's activities included announcing the 1993 Illinois Correctional Officer of the Year from employees nominated from each of the adult prisons across the state.

Correctional Officer Raymond Ainslie, Centralia Correctional Center, won the top honor as 1993 Correctional Officer of the Year. Ainslie has been employed at Centralia since 1981. He was cited for his superior skills, exceptional rapport with the inmate population and other employees, willingness to assist others and excellent attendance record. In addition, Ainslie spends over 1,200 hours a year in volunteer activities and community service.

"Officer Ainslie's exemplary skills, dedication and concern for others, both on the job and in the community, make him an outstanding example for other corrections staff to follow," said Corrections Director Howard A. Peters III. □

INSIGHT

into corrections

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Why is prison crowding a growing trend all across the United States? Government reports tell part of the story, and Illinois programs are being fine tuned to meet the challenge of controlling prison costs. page 2

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A look at what has happened since the April report.

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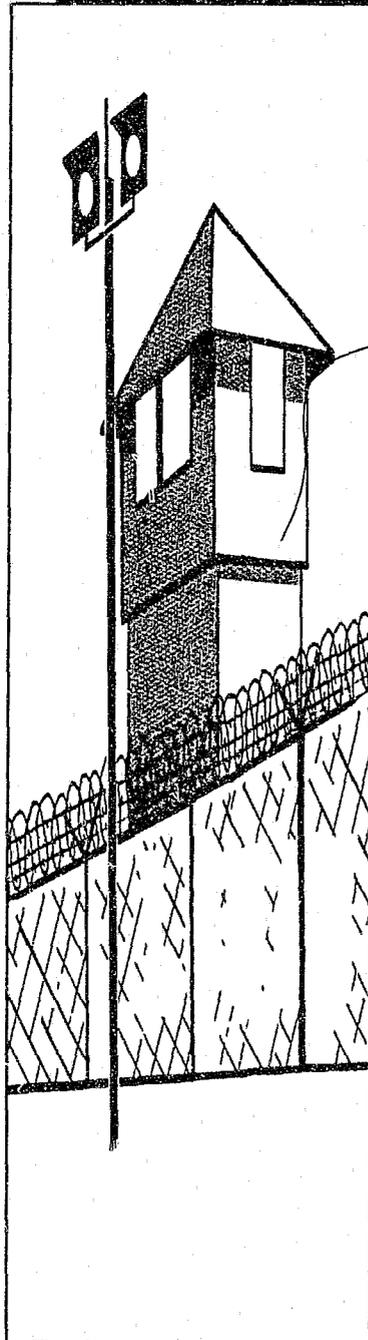


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ILLINOIS 'GETS SMART' ON CRIME



The U.S. Department of Justice, Bureau of Justice Statistics, recently released its statistical update on state prison systems. It isn't front-page news. That big splash is reserved for prison riots, stabbings and murder behind bars.

But to understand the sensational, we need to get behind the scenes. Understanding the trends which shape prison statistics in our country is the real value in good government studies like the BJS report. The *Prisoners in 1992* report, released in May, 1993, has a message within.

There is a story here. It's not particularly flashy until we see the results of these statistics in other locations around the country. You know, the fires burning over the cell block in Ohio, and the helicopters dropping sharpshooters onto the roof at some other besieged prison.

However, the BJS report is a script of sorts that begins to tell the tale of why some things happen. These are real numbers with real people behind them. This is the story of real conflict, real victims and real life.

The challenge to solve problems which are detailed in the BJS report is critical. The tax money involved is enormous. The monolithic system our society has created to house those who offend society must be brought under control, according to corrections officials, political leaders and others familiar with the problem.

There is value in the attempt to deal with this issue in the Illinois prison system. The problems involved are complex. But, the results claimed by programs in the Illinois prison system are encouraging. The BJS report helps to tell us what our prison system looks like today. The question which must be answered for our society is what should the system look like in five, 10 or 20 years from now?

by Brian Fairchild

A TEST MARKET?

"Yeah, but how will it play in Peoria?" That was the movie critic's sound bite in decades past when a new show hit the streets of the nation. If it played well in that Illinois River town, it was going to do well across the country.

Whether the story is fact or fiction, Illinois has long been 'representative' of the rest of the United States—the composite, the microcosm, the test market for new ideas.

In some ways it still is.

Perhaps the most recent addition to the national test market of ideas tried out here in Illinois is the operation of a crowded, rapidly growing prison system. A system full of more drug offenders and repeat offenders—just like everywhere else in America today.

Let's turn back to the BJS report for a minute. It is one of the best sources for identifying trends in the makeup of state prison systems in the nation. Is Illinois representative of these trends? What is really happening in our prison systems?

What policies meet our needs? When we try to make the prison system better, what works in a state like Illinois? Will it work across the country?

NATIONWIDE

Prison crowding is at the top of the news in many states across the nation. Every day it seems to grow worse and worse and more and more expensive for the law abiding taxpayers in our society.

In the BJS report issued last May, the numbers show Illinois had the highest average percent growth of the ten largest prison systems in the United States from 1988 - 1992. Illinois, holding more than 33,000 inmates, led the pack with 12.6% average annual growth. Michigan was next at 12.2%, and Florida grew each year by an average of 11.3%. California, today the nation's largest prison system with over 100,000 inmates, was next at 10.3%.

The BJS report tells us there are two forces that contribute most of the fuel to this prison explosion.

The first is a huge increase in the number of drug offenders in our state prisons. In 1980, only one in about 15 new prisoners were convicted of a drug offense in

the United States. There were 9,000 in the entire country.

In 1985, one in every eight new inmates was sent to prison on a drug related sentence.

By 1990, one in three new inmates was convicted of a drug offense. There were more than 103,000 new prisoners sentenced for drug offenses in the United States during 1990. This number of new inmates—for just that one year—is about the same as the current prison population for the entire State of California.



In the BJS report issued last May, the numbers show Illinois had the highest average percent growth of the ten largest prison systems in the United States from 1988 - 1992. Illinois, holding more than 33,000 inmates, led the pack with 12.6% average annual growth.



This trend has been steady and sure. But, it has another impact. In 1980, about 48% of all new inmates came to prison for a violent crime like murder, sexual assault, robbery or an aggravated assault. In that same year, less than 7% of the new inmates were sent to state prison for a drug offense.

By the end of 1990, there were more drug offenders being sent to state prisons than violent criminals. Violent crime had dropped to 27% of the new holding offenses at intake centers. Drug crimes had grown to 32% of all new inmate convictions.

The Illinois statistics draw a close parallel to the nationwide figures on drug offenders. Illinois' prison population increased by 40% from June, 1985, to December, 1989. At the same time, inmates imprisoned for drug offenses increased by more than 300%.

Repeat offenders are a similar problem

in both Illinois and the rest of the country. The repeat offender is a second factor listed as contributing to prison growth in the BJS study.

The numbers walk up the chart in a reflection of the drug offender statistics. In 1980, parole violators were 17% of all prisoners sent to state corrections systems. That percentage increased to more than 23% in 1985 and nearly 31% in 1991.

In Illinois more than 25% of prison admissions for Fiscal Year 1991 were parole violators. In all, nearly 44% of all prison admissions were parole violators or repeat offenders.

These numbers tell about the supply side of the story. The supply side is clearly plentiful when you look at the number of state prison inmates in the United States.

The demand side is another story. Because, once you lock a person away in prison, society immediately assumes certain responsibilities. These responsibilities have a price, and the demand falls on taxpayers to pick up the check.

The current laws and constitutional requirements which the courts and elected officials proscribe for prison operations are designed to protect the public, the inmates and correctional staff.

These rules also set the structure for how the bills will add up.

"This is part of the age old political dilemma for corrections officials that we need to discuss," said Howard A. Peters III, director of corrections in Illinois.

"Politically it would be very popular for us to jump on the 'get tough on crime' bandwagon until the axles break," said Peters.

"But, corrections officials must be advocates for public safety, as well as advocates for the responsible expenditure of tax dollars. I could never advocate a policy that would end up causing the eventual destruction of our prison system in Illinois. We have to 'get smart on crime' just as much as some would have us 'get tough' on crime.

"I think we need a new awareness in our profession, and in general, about the dollars and cents ramifications of our actions and the policies we encourage.

"This is a dual responsibility. The political gut checks we face as correctional administrators are issues with many problems. But, our professional duties

Accreditation by ACA commission shows highest standards

Ensuring that all agency facilities are in compliance with at least the minimum operational standards for correctional practice is a top concern of IDOC administrators. Currently, all of the department's facilities and programs are accredited by the American Correctional Association Commission on Accreditation for Corrections, except for the Big Muddy River Correctional Center which opened in March, 1993.

Accreditation means many things to those involved in the process. For the administrators and line staff, accreditation means the culmination of many hours of often tedious attention to minute detail. To the inmate, it means the facility or program meets the minimum standards recognized as providing the necessary and needed services which may enable him or her to lead a better life upon release.

To those who observe prison operations from the outside, it means the facility or program merits recognition for accomplishing an involved set of tasks which only a relatively few similar systems have attained. For the public, it means that security is maintained at the highest level and that humane living conditions exist for those who reside in the facility. For the department as a whole, accreditation means that staff can point with pride to yet another facility marking a milestone of excellence.

When Vienna Correctional Center became the first nationally recognized, professionally accredited correctional facility in the nation, Thomas J. Mangogna, commission chairman at that

time, stated at the award presentation on May 15, 1979; "This is truly a historic first for the field of corrections in the United States. The Vienna Correctional Center provides a national model for corrections administrators, not only in its operation, but also in its willingness to be accountable to the public it serves."

It's that willingness to be accountable that has allowed the department the honor of capturing many "firsts" in the area of accreditation. When Menard Correctional Center, opened in 1878, became the first state-operated maximum security facility in the nation to be accredited, it was recognized for blazing the trail in being the agency from which the commission determined that there would be 17 mandatory standards (first edition) used as a measure of compliance. The Manual of Standards for Adult Correctional Institutions has since been reviewed, revised, and updated to include 38 mandatory and 428 non-mandatory standards in the January, 1990, edition.

The accreditation process is an ongoing experience. Every three years facilities and programs need to be re-audited to achieve reaccreditation. Participation in the process has given direction and insight to the development of department internal rules, regulations, and procedures that have permitted above average performance despite tremendous growth in the inmate population. During 1993, 10 department facilities will have undergone the process of accreditation and/or reaccreditation.

Accreditation Precedents

- Vienna CC is the first facility in the nation to be accredited and continuously accredited since 1979.
- Menard CC is the first state-operated maximum security facility in the nation to be accredited.
- The Menard Psychiatric Center is the first facility of its kind to be accredited.
- Peoria Community Correctional Center is the first facility in the nation to be accredited with a 100% compliance rating.
- Joliet CC is the oldest prison in the country to be accredited.
- Danville CC is the first prison in the nation to be accredited within one year of opening.
- Dwight CC is the first female correctional facility in the nation to be accredited.
- IYC-St. Charles is the second, and largest, juvenile facility accredited in the country.
- IYC-Warrenville is the first juvenile co-ed facility in the nation to be accredited.
- The Danville CC Health Care Unit is the first in the nation to be accredited by the Joint Commission on Hospital Accreditation.
- The Shawnee CC Health Care Unit is the first in the country to be accredited, with commendation, by the Joint Commission on Hospital Accreditation. □

- by Rita Crifasi

related to the operation of correctional facilities can be a challenge as well," he said.

One of the best ways to monitor the use of tax dollars and the efficiency and professionalism of prison operations is through outside audits by groups like the American Correctional Association, according to Peters.

"One of the best things you can do as a corrections manager is listen to good advice from people like ACA audit teams. If you don't, you may face a situa-

tion where federal judges can eventually come in and do more than just suggest ways to improve your prison system. They tell you what to do. Often, the cost isn't an issue they want to hear about when you get into solving the problem," said Peters.

WHAT IS BEST?

The American Correctional Association (ACA) - Commission on Accreditation for Corrections began with support from the

United States Department of Justice nearly 15 years ago. In a nutshell, the standards used in an ACA audit are designed to protect prison employees and administrators, as well as inmates and taxpayers. This is accomplished by setting minimum standards of operation for a prison system or individual facility. The review process can benefit employees and administrators by letting them know whether their programs meet acceptable criteria on a national basis.

Taxpayers can be assured that any prison system accredited by ACA is spending tax dollars on programs that are approved by informed corrections professionals across the country. In addition, the threat of costly lawsuits over substandard prison conditions or programs for inmates is reduced when these components have been reviewed and approved by ACA accreditation specialists.

The ACA and the Illinois Department of Corrections have a long history together. All adult and juvenile correctional facilities in Illinois are accredited by the ACA commission except the new Big Muddy River Correctional Center which opened this spring. Employees at the new prison are already near completion of the work required to undergo their first ACA accreditation audit.

Of all the state prison systems that have subjected themselves to the exhaustive review in the ACA audit process, Illinois probably has the most 'firsts' in ACA history.

The record of achievement began in 1979 when the first prison accreditation certificate in the nation was awarded to the Vienna Correctional Center in Illinois. Vienna was also the first prison reaccredited by the ACA commission in 1982.

In 1986, the Danville Correctional Center became the first prison in the nation to achieve ACA accreditation within one year of opening.

Another first occurred at Danville in 1988, when the prison infirmary was awarded additional status through accreditation by the Joint Commission on the Accreditation of Health Care Organizations (JCAHO).

Accreditation by JCAHO is widely regarded as the best indicator of a facility's quality of health care. The commission grades prison infirmaries using the same standards applied to other hospitals and clinics in the free community.

In all, there are 10 Illinois prisons with health care services accredited by JCAHO. More than any other state prison system in the nation. Of these, Robinson, Shawnee and Centralia Correctional Centers earned accreditation with commendation, putting them in the top 25% of the more than 5,400 hospitals audited by JCAHO in the United States.

The history of accreditation at Illinois prisons under both ACA and JCAHO

audit requirements is unparalleled in the nation.

Corrections officials in Illinois have their eyes open for more new ideas which may help improve the productivity of the prison system. However, many corrections officials agree that even exponential increases in productivity and professionalism in our nation's prison systems will eventually be overcome by the increasing inmate population. Other states have joined Illinois in selling the concept of alternatives to imprisonment for some property and drug crimes and other ideas aimed at safeguarding the expenditure of tax dollars while maintaining public safety.



"We were one of the first states to adopt this opinion. And, we are part of a growing number of states who now support the idea that more judicial discretion, alternative punishment, early childhood intervention and various treatment programs are important strategies in addressing the serious problems we face,"

— Director Peters



The concept of encouraging early childhood intervention as a means of dealing with the long term pressure on state prison systems promoted by Director Peters is one example. This 'get smart on crime' philosophy is popular in many regions, particularly in light of the scarcity of financial resources in state governments.

"The notion that we can build our way out of the prison crowding situation we face in Illinois, and across the nation, is just not going to work," said Director Peters.

"We were one of the first states to adopt this opinion. And, we are part of a growing number of states which now support the idea that more judicial discretion, alternative punishment, early childhood intervention and various treatment programs are important strategies in addressing the serious problems we face," he said.

COMMON TRENDS

Illinois has long been a state representative of the nation when it comes to a variety of comparisons, examples and trends. The prison statistics cited at the beginning of this article support the notion that the Illinois prison system is another example of this composite nature.

Since Illinois is a good example of what is happening to corrections nationwide, what works here may work across the country. Trends in urban crime and street gang problems are a good example.

Identifying trends and reacting to them is important. The last trend was the prison population increase driven by drug offenders in the 1980s and early 90s. Since 1978, Illinois has built, opened and filled past capacity, an average of one prison per year. The cost to taxpayers has reached \$550 million in building costs alone during this 15 years.

Other states such as Texas, Florida and California have adopted and begun prison building programs consuming billions of dollars from the 'bricks and mortar' expenditures listed in their state spending plans.

New drug offenders and repeat offenders have filled a vast majority of these new beds in Illinois, Texas, Florida, California and most other states.

The next trend to impact prison numbers is likely to be the growing violence and crime associated with the drug culture and social conflict in major urban areas.

Governor Jim Edgar's prison and crime task force recommendations anticipate this next wave of pressure facing our prison system. The focus of the Governor's Task Force on Crime and Corrections is on treatment, prevention and intervention—on molding sanctions to fit the need most attuned to saving tax dollars while protecting and safeguarding the public.

These ideas may be a good example for the rest of the nation.

"The ideas about where we need to go in meeting this challenge must be built on a foundation which recognizes where we have been going for the last 15 years," said Peters.

"Illinois and many other states tried to build their way out of this problem. Now we see in Illinois, and in the rest of the nation, that to continue this course of action will further drain already strained budgets."

ANOTHER LOOK BACK

The massive prison building programs in Illinois and other states during the last 10 to 15 years haven't solved the prison crowding problem. And, the cost has reached into the billions of dollars. Yet, the bricks and mortar costs are less than operating costs will be over the life of the facility.

New prisons must employ new staff. However, securing money to hire people is often harder to accomplish than it was to secure the funds needed to build a facility. And as a result, staff to inmate ratios continue to shrink as more and more inmates flood into a limited number of prison cells.

In Illinois, Central Office staff who provide support to the 24 adult prisons, six juvenile centers and other agency offices across the state have seen a reduction of 20% in the last two years due to tight budgets.

The elimination of nearly one in five positions in Springfield and Chicago support operations means remaining staff are providing support for thousands more inmates.

The trend continues. Since January, the department opened another new prison, a new boot camp and three new work camps.

Staff are spread out thinner than at any other time in the history of the agency, according to Peters.

The numbers tell the story. In the last six years, the agency has added 72% more inmates and a little more than 15% new staff at prisons, youth centers and in the Community Services Division. At the same time, Central Office staff has dropped from more than 400 employees at the end of FY1987 to less than 325



"I believe it is fair to say we have probably increased productivity in the agency by 20% to 25% over the last two years. If this were a business, we would probably all be in line for a bonus. The staff have done an excellent job overall in meeting the challenges of our situation,"

— Director Peters



employees at the end of FY1993. As reported in a previous issue of INSIGHT, the staff to inmate ratio has declined more than 25% since 1985.

"I believe it is fair to say we have probably increased productivity in the agency by 20% to 25% over the last two years. If this were a business, we would probably all be in line for a bonus. The staff have done an excellent job overall in meeting the challenges of our situation," said Peters.

SMART MOVES

Several initiatives aimed at increasing staff productivity and safety over the last few years have helped the agency weather this period of increased demand, according to Peters.

In December, 1987, the agency became one of the first state corrections departments in the nation to begin screening potential employees for illegal drug use, and initiate a program for testing existing employees upon suspicion of drug use.

"At that time it was very clearly an attempt to help us get a handle on the problem of employees bringing drugs into prisons and threatening the safety of other workers and inmates," said Director Peters. Peters was warden of the maximum-security Pontiac Correctional

Center when the policy began.

In the year prior to the announcement, more than a dozen prison employees had been arrested for bringing drugs into correctional facilities.

"With more inmates coming into the system on drug related convictions, it was very important for the agency to target and suppress the availability of drugs in prison. The inmate population is hard enough to handle with the crowding and staff numbers we have. When an inmate is under the influence of a drug, he or she can become much more dangerous because of that impairment," said Peters.

Another initiative begun at about the same time as the drug testing program was an affirmative attendance policy. It encouraged staff to use sick time responsibly, and increased the number of staff on shifts at prisons across the state.

A report on the effectiveness of the program issued in August, 1990, showed that employee absences from work had decreased by 32% over the three year monitoring period.

The savings to the agency in terms of days worked by each employee that year equaled more than \$4.6 million in salaries paid.

"The agency set a goal of reducing the time off per employee to six days per year. In 1990, the days off dropped from more than 11.5 days per person to eight days. At Pontiac, we saw a reduction to about six and one-half days off per person that year," said Peters.

The affirmative attendance policy made it seem like there were another 175 employees working for the department because all employees averaged another 3.7 days at work every year.

In a related effort to increase days worked per employee, the agency and AFSCME union officials negotiated a system of paper suspensions for employees receiving discipline. The agreement reduced the number of suspensions from work without pay in the system of progressive discipline.

The system of progressive discipline—prior to the use of paper suspensions—called for an employee to get a one day suspension, then a week, then maybe several weeks or more for improper use of time off work.

It hurt other employees who had been—and continued to—show up at

work. The first time the co-worker was absent they had to pick up the slack or log overtime to cover assignments. They would have to do it again when the employee was suspended as part of the discipline for the action.

"Under the new system, an employee would serve a significantly smaller amount of days on suspension before the possibility of being discharged from the job," said Peters.

A decision to centralize the system for hiring new employees was another good move for the agency. In a six month period ending in March 1991, the employee selection process was brought under one roof at the Central Screening Office in Springfield.

Inconsistent scoring and testing procedures at individual facilities created questions about the equity of hiring practices.

The answer was to create a new system where each applicant was tested and scored the same based on performance in educational achievement, job experience, a written exam, military service and a personal interview.

The benefit sought for the agency was assurance that the most qualified candidates were identified from the pool of applicants. The ideal candidate was one who had a good work history, good education and the ability to accept and instill discipline.

Recently, the department has further improved the screening process. The video tapes depicting an incident at a prison about which the applicant must write a report have been updated.

Research has indicated that more emphasis should be placed on prior work history than previous security experience when predicting who would be a better employee. A history of steady employment, supervisory experience and/or promotions in a job have proven to be better indicators of success in a correctional officer position than previous security work.

"These improvements in the screening process should further improve the productivity of the agency workforce," said Peters.

"Meeting affirmative action goals in hiring minorities is another area of emphasis at Central Screening," he added.

Staff support increases productivity

Support for staff can come in a variety of ways. Clear opportunities to advancement is one example. Increased recognition for work accomplished at the job site and on an employee's own time in community service work is another.

"Working in corrections is one of the toughest public sector jobs. However, in the Illinois system we try to reward hard work and initiative through several programs and opportunities," said Director Howard A. Peters III.

"It seems only fair that if we are encouraging employees to become more involved with community groups and children's programs to fight crime, we need to recognize those of us who meet that challenge. The department has a new employee recognition directive which is aimed at attaining this goal," he said.

Rewarding good deeds with employee recognition programs is only part of the overall effort to encourage a more productive and dedicated workforce.

Some programs available to all state employees are given special emphasis at the department. The Upward Mobility Program which targets certain job titles and candidate training to interested employees is one example.

It encourages current employees to seek advancement in the agency. And, it provides a specific course of action to attain the goal. A secretary can aspire to promotion as a parole agent. A correctional officer can work toward achieving a correctional counselor position.

There are also programs available through the department Training Academy for non-union employees who want to advance in management and leadership at the agency.

"Each of these areas is important to the long term productivity and opportunity we must provide," said Peters.

Other programs include an effective employee assistance program for workers who may have personal problems ranging from job related stress or family problems. They may seek counseling and treatment for substance abuse or psychological help to avert a crisis in either their personal or professional lives.

Another program which has received new emphasis in the last year is multicultural and multiracial awareness. Learning to live and work with others with diverse and unfamiliar backgrounds is understandably an issue when an agency has nearly 12,000 employees and supervises more than 60,000 inmates or releasees.

"The employee sick bank is one item of excellence on the part of our employees that we need to recognize," adds Peters.

Employees are able to donate unused sick time they have accumulated to others who are seriously ill and have used all their own sick time. Corrections employees lead the state with over 1,200 days donated to the program. □

- by Brian Fairchild

STAFF SAFETY

Maintaining high standards for employee conduct and careful screening in hiring new staff must be followed up with good training and programs protecting the safety of all employees, according to Peters.

"Recently, changes have been made at the department Training Academy which bring more practical experience and application to the pre-service curriculum for correctional officer trainees," said Peters.

In September, 1992, the academy added

a visiting warden program. Different wardens and Juvenile Division superintendents now meet with the trainees once each week during the six week course. They discuss their experiences in working at correctional facilities. They answer questions and conduct an informal orientation seminar for the new employees. It lets the new staff know how the theories they are being taught in the classroom are applied in a prison.

A second important program that adds practical knowledge to the training operation brings in some of the outstanding correctional officers already at work in

the system. They serve as advisors and mentors to the trainees.

"This approach gives the training program a more practical, people-oriented approach that will provide trainees with a much higher level of insight into what their job is as a correctional officer," said Peters.

"The academy can run up to 1,000 trainees through the pre-service classes in a busy year. Another 9,000 current employees will get up to 40 hours of in-service training each year. Increasing staff productivity through the practical application of correctional theory and sharing experience is good for business. It can also save lives," he added.

Threats to the safety of prison staff have always been part of the job in this line of work. Dealing with new threats, and designing methods and procedures to protect staff from new problems, is an ongoing process at the Illinois Department of Corrections.

"The recent rise in the number of tuberculosis cases reported across the country is a good example of a new problem we must handle," said Peters.

The agency has responded with a statewide control program aimed at isolating all active TB cases in the inmate population, and testing staff and inmates to identify those who carry the infection.

Prison health care officials claim the current program is the best approach. For only pennies per employee or inmate, the annual testing program has the potential to save thousands of dollars down the road by preventing active and contagious outbreaks of the disease. If a positive test occurs, preventive medication can be administered to stop any spread of the disease.

The new, drug-resistant strain of TB has not been discovered in the Illinois corrections system at this date. However, these precautions should lessen the threat of all TB infections. The disease can be devastating in a closed environment like a correctional facility.

The TB problem is a growing national threat. Recent health survey information for the department indicates Illinois has some breathing room to get the current containment plan established before epidemic proportions can develop.

"The threat of TB and AIDS in the prison system has grabbed some sensa-

tional headlines around the country. The pressure to overreact to the problems with costly testing and control programs that provide little more protection than the programs we have started is still very great. In dealing with these diseases and the threats they pose to staff and inmates, the cost and benefit test must be applied," said Peters.

"Proposals to adopt multi-million dollar AIDS testing programs, and policies to segregate and label AIDS patients in correctional facilities have less cost effective



"Managing inmates is a complex task. With the right tactical response plans, staff will never lose control of a situation. What we as corrections officials have to communicate to the rest of the world, is the fact that programs and work assignments are usually more important in controlling the inmate population than prison bars, guns and barbed wire fences,"

— Director Peters



results than just taking the precautions which stop the spread of AIDS under all conditions where the threat of that infection is present," he added.

Protecting staff and inmates from disease is often as difficult as protecting them from physical violence in the prisons where they live and work. Exhaustive, informed and careful planning reap big dividends in each case.

The potential for violence within the prison system is an equation that changes from minute to minute and place to place. However, the potential for violence can be disengaged from the prison crowding and confusion it creates with proper attention to prevention and response

plans, according to corrections officials.

"All you have to do is check the headlines, this is one of the most important aspects of corrections today. The best response planning is to run prisons so they don't have a short fuse, and as a result, greater potential for conflict. But, if that potential for violence does turn into a situation where lives are threatened, response plans are critical," said Peters.

A statewide tactical unit coordinator was recently appointed in the Adult Division to survey existing equipment and procedures. The goal of the program is to end up with a more uniform program for all tactical units in the system, and make sure training reflects standards for individual situations.

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PROGRAMS FOR OFFENDERS

Inmate job assignments and a wide range of other programs provide many benefits to Illinois prisons. The job assignments pay inmates pennies-an-hour. The security bought for staff in these work assignments is worth thousands of times more than the cost. Prison jobs help keep many inmates busy and this often keeps them out of trouble. It gives them something constructive to do.

Illinois corrections officials have increased efforts to create programs and assignments that add more value to the system. These include a sex offender treatment program, substance abuse treatment, boot camps for some younger, first-time offenders, vocational programs to teach trades and a variety of programs to get those offenders who deserve to be reunited with society back into the free community in a safe manner.

One of the key elements of the Governor's task force report on crowding in Illinois prisons is the proposal to expand existing substance abuse treatment programs in state prisons.

provided by the inmates themselves. Participants must provide an autobiography detailing their sexual history, to note how their deviant acts began, where they took place, and how they escalated into patterns of deviant behavior.

The inmate's responses to deviant and non-deviant sexual stimuli presented in tapes and slides relating to sexual fantasies or sex crimes are evaluated by a machine called a plethysmograph. While connected to the plethysmograph, galvanic skin response measurements are taken to pinpoint sexual arousal.

A variety of recognized behavioral techniques are used to eliminate specific deviant behaviors and feelings. The program administrators aid the inmates in developing a disgust for these deviant acts by using several techniques such as covert sensitization, satiation therapy and noxious odors aversion. These treatments range from repeating their fantasies repeatedly until total boredom occurs, to the immediate presentation of ammonia vapor during deviant sexual arousal until that arousal extinguishes.

After these deviant sexual arousal patterns have been reduced, misconceptions and irresponsible thinking relating to sexual activity are dealt with in a group setting.

Groups focus on victimization issues, relaxation techniques, learning to assert rights without being aggressive, getting a more realistic view of the world, sex education, and covert conditioning of disgust for deviant sexual acts.

Relapse prevention has been used successfully with drug addicts and has been adapted for sex offenders in this program. Relapse prevention requires the offender to thoroughly learn deviant behavior cycles and patterns of behavior which lead to an offense.

An important feature of this program is a weekly meeting under the direction of a therapist to review efforts at controlling deviant thoughts and feelings and employing a set of prelearned escape procedures when high risk situations are encountered. A condition of release for these offenders includes weekly meetings with specially trained staff to reinforce

treatment goals.

The Illinois Impact Incarceration Program, or boot camp, is another example of innovation in correctional policy that is becoming common throughout the nation. Currently, there are more than 7,600 inmates in boot camp programs operating in 27 states across the country.

Since the opening of the first boot camp in Illinois, the state has seen a savings of nearly \$4 million in prison costs. Since boot camp inmates earn time off their sentences by successfully completing the program, the pressure to build more prison cells is also reduced.

But, in Illinois, the boot camp program has been customized much like the sex offender treatment program and other corrections innovations. A period of electronic detention follows the successful completion of the boot camp program. This offers a more gradual return to freedom, and more time for offenders to reflect on lessons learned.

There have been other benefits.

"Initially, it was our hope that the boot camp program would show a recidivism

Sex offender treatment program can help change behavior

Illinois' Sex Offender Treatment Program is unique in the nation in several aspects including the juvenile to adult division continuum of treatment and the type of training provided staff. Linda Dillon is in charge of administering the program. She has been warden of the Menard Psychiatric Center since April, 1992. She was formerly the manager for the Special Treatment Center at Dixon CC. There are 30 sex offenders and 40 inmates labeled Sexually Dangerous Persons (SDP) by the courts being treated at the Menard Psychiatric Center.

Treatment for these SDP inmates has been required by law since the SDP act was amended in 1955. Expanding the program to other inmates convicted of sex crimes is a priority for the agency.

There are 132 inmates in the adult Sex Offender Treatment Program at three prisons across the state. Thirty-two inmates are in the program at Graham Correctional Center and 30 at Big Muddy River Correctional Center, including 15 in substance abuse counseling.

The recent expansion of the treatment

program began with a program at Graham Correctional Center in 1992. The Big Muddy River CC program was added this year. There are roughly 3,500 inmates in the department with holding sentences of a sex offense and about another 800-900 with a secondary holding sentence of a sex offense.

Dillon claims that substance abuse plays an important part in that dependency which coincides with the deviant offenses. As a result, Big Muddy's program offers a 50-bed pretreatment, a 50-bed aftercare and 50-bed substance abuse units. Treatment is strictly a voluntary program. The program at Big Muddy is basically the same as the one at Graham, but on a much larger scale. The inmates who will be in the substance abuse program may or may not be participants in the sex offender program.

Illinois' Sex Offender Treatment Program differs from those in other states in the continuum of care approach in place for juveniles crossing over into adult institutions. When juvenile sex offenders become adults and they are transferred to

the Adult Division, a flag in the Transfer Coordinator's Office indicates that they need to be placed in one of the existing sex offender treatment programs so they don't get lost in the system.

"When a child leaves the Juvenile Division, their records are sealed. The Juvenile Division has a different program than the Adult Division. It started at IYC-Pere Marquette in 1987, and is now offered at IYC-Valley View. The treatment differs because they are still at a learning stage so staff do educational based treatment, helping the youth to learn about themselves, learn independence and coping skills. This approach seems to be successful," said Dillon.

"After an inmate completes the facility-based treatment program, they go to the Community Services Division and determine where they will live and what the living arrangements will be. We want to make sure that the living arrangements will be supportive to their treatment in the community." □

- by Rita Crifasi

Boot camps save beds, offers first time offenders a chance

Another relatively new, cost-saving initiative in the department is the establishment of Impact Incarceration Programs (boot camps) for non-violent, first time felons between the ages of 17 and 29 sentenced to five years or less. The 230-bed IIP at Dixon Springs opened Oct. 15, 1990, and the 200-bed Greene County IIP took in its first inmates March 16, 1993.

The boot camps are a 120-day intervention program designed to promote lawful behavior in youthful offenders by providing a structured, specialized program that develops responsibility, self-esteem and positive self-concept, while also addressing the underlying issues that often lead to criminal behavior.

The program includes the boot camp phase, but it also emphasizes multi-treatment components of successful correctional rehabilitative programs, both in the prison setting and in the community. The three elements of the program are (1) a basic military training model stressing a highly structured and regimented routine; (2) a substance abuse treatment, counseling, academic, and social skills program; and (3) a period of gradual reintroduction to the community by applying a series of less restrictive supervision levels.

In fiscal year 1992, the first full year of operation for the Dixon Springs IIP, the cost savings totaled \$1,890,369—saving

over 219,000 days of incarceration for the 595 graduates.

Costs of incarcerating an inmate in the IIP are reduced for two reasons: Inmates spend less time in prison and this reduced length of stay allows a bed to be occupied three times per year for a four month period. Along with cost savings to the department, there are added savings from having IIP graduates employed in the community, thus paying taxes and being eliminated from the welfare system. The state also saves money from the free public service labor provided by IIP inmates.

In addition, Illinois' IIP is unique in the nation with its electronic detention component. The inmates begin Phase I of the PreStart parole program before release where educational, job skills and community reintegration modules are conducted in conjunction with the regular programming curriculum. Upon release from the boot camp phase, offenders participate in an intensive parole program—Phase II of the PreStart program. At this point, they are placed under electronic detention for three months. Emphasis is placed on achieving beneficial programming of employment, education, substance abuse counseling, and training. Intensive supervision closely monitors drug usage; frequent drug testing quickly identifies any relapses.

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

The Impact Incarceration Program has been so successful that the Governor's Task Force on Crime and Corrections adopted it and legislation was enacted during this general session expanding the eligibility criteria for participation in the program. The maximum age for participation in the IIP is increased from 29 to 35; the maximum sentence length for participation in the IIP is increased from five to eight years; and inmates with no more than one prior incarceration will be eligible for the program provided they meet current offense restrictions and have not previously been in the boot camp program. □

- by Rita Crifasi

rate no worse than the rate for the general population. This would have been a success because generally the younger, first time offenders in the boot camp program are just beginning involvement in the prison system," said Director Peters.

"Concentrating this group of proven recidivists in one population was a concern because they historically show an overall higher return rate," he added.

Statistics provided to the task force on the success of boot camp graduates are encouraging. These studies show boot camp inmates return to prison at half the rate of other offenders with similar profiles in the general population. The task force report concluded that: "The impact of the (program) in reducing recidivism points to its effectiveness in deterring fur-

ther criminal activity and providing a satisfactory measure of public safety."

The boot camp program is an example of changing behavior, much like the sex offender and substance abuse treatment programs. But, changing a person's behavior is not always enough to help them stay out of prison. Often, the added benefit of an education and job skills is necessary. These programs are available in Illinois and other prison systems in the country. However, few systems tie the educational and vocational education opportunities to Correctional Industries programs and job placement efforts in the community as effectively as Illinois.

The Training, Industry and Education (TIE) program supports Industries programs by enhancing workers' employ-

ment potential on release. The program assists inmates in selecting programs with career-related assignments and education. The TIE program has been enhanced by the Illinois Job Service. They provide placement staff to assist inmates at most adult prisons and selected community correctional centers.

Industries programs linked to the TIE program include the microfilming operation at Centralia, the Dixon optical lab, the ethanol plant at Vienna, milk processing operations at Vandalia and Galesburg, and the Dwight garment industry.

The benefits of the TIE program are multi-faceted. The inmate benefits by learning a viable job skill and job seeking skills. Academic and vocational programs are enhanced by hands-on training.

Combining education, training and Industries jobs produces a more well-rounded, knowledgeable worker. As in the free world, certain types of training and education are needed to land specific jobs. The TIE Program promotes a real world work environment while offering the skills needed to secure the same type of job after release. Services include the development of a resume, enrollment in a career awareness program and placement assistance through the Illinois Department of Employment Security.

The training aspect of the program includes vocational education, apprenticeship programs and on-the-job training through DOC School District 428. All programs are based on current labor market information.

The education link includes literacy, life skills, adult basic education, technical and post-secondary programs, as well as pre-employment education for inmates.

The success of Illinois job training and placement programs was recently the subject of an ABC national news report. When the ABC producers went looking for one of the best prison job placement and training programs, they chose to focus on efforts in Illinois.

ON THE OUTSIDE

Prison officials often mention that 95% or more of the inmates in state prison will eventually return to the free community. Many of the programs mentioned in this article are operated with this eventuality in mind.

Keeping these parolees out of prison is clearly one of the top challenges for prison systems around the country. Less than four months after he was sworn in to office, Governor Jim Edgar unveiled a major reform initiative designed to prevent parolees from becoming repeat offenders. The PreStart program marks a major change in policy toward released offenders, moving away from an ineffective program intended to monitor the behavior of all parolees, to a program which focuses on crime prevention through the provision of counseling and transitional assistance to parolees during the time shortly after release when they are most likely to return to crime.

The initiative established specialized units to focus on the most likely drug



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abusers among parolees. Regular drug testing is a key component in the monitoring of the high-risk parolees.

Sixty-one parole officers were reassigned to community services centers to do intensive follow-ups with parolees, working to assure that educational, vocational and treatment or counseling plans developed for a parolee before release are carried out. The pre-release program throughout the prison system has been reinforced to help the parolees prepare for reintegration into society.

The month-long counseling program helps inmates put a workable plan together for life on the outside prior to release from prison. Simple things like getting a driver's license and filing your resume with the local Job Service office can mean the difference between getting a job and a fresh start, or not.

"The PreStart initiative draws on many aspects of what works in getting people on the right track when they are released from prison. It's interesting that the department's Juvenile Division has operated with this philosophy for a long time," said Director Peters.

"The first thing they do when a young offender arrives in the Juvenile Division, is begin planning for the day when he or she will leave. They develop a contract that lists the goals that individual must meet for that eventual release," said Peters.

THAT EXTRA STEP

The need for outreach and crime prevention programs in our communities is as great or greater today than it has ever been, according to Director Peters.

"The most important things we can do to relieve the burden on our criminal justice system—and corrections in particular—are targeted at our children. How well we bring them from birth to first grade undamaged by the negative forces in our society is the key issue to our success. Crime prevention work outside our facilities is an area of the community we need to be involved with. It is an extension of our mission to improve public safety and protect the public. Besides, when you do something like this for a young kid, you also feel good about yourself."

The corrections officials currently volunteering time to youth programs say they feel good about what they are doing. But, they admit some selfish reasons for their contributions.

Diverting only one young offender can have enormous impact on where tax dollars are spent. This is particularly true for the youngster who develops into a habitual criminal—doing life in prison on the installment plan for a series of crimes committed over a lifetime.

The cost of juvenile detention at a youth center averages about \$30,000 per year. Two years of this incarceration, typical for a young offender on his or her way to a life of crime, adds up to \$60,000. When this person moves on to incarceration in the Adult Division, the per-year costs decrease, but time served can increase.

A total of 15 to 25 years of incarceration during a lifetime at the current rate of about \$16,000 per year to keep an adult inmate locked up in an Illinois prison would cost anywhere from \$240,000 to \$400,000.

When the costs of building and maintaining a prison cell for that person are added to the cost of crimes to the victims and prosecution for those crimes, the total reaches nearly \$750,000.

The dollar amount is enormous, but the lost value to our society is a tragedy, say corrections officials. The financial, physical and emotional pain they may inflict on people during a lifetime of crime is the consequence which can be eliminated with increased prevention efforts. □