

148048

Five-Year Plan for Female Inmates

Fiscal Year 1993 Update

148048

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June 28, 1993

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

Pursuant to the requirements of Chapter 730, Illinois Compiled Statutes, Section 5/3-5-3, I present the *Fiscal Year 1993 Update to the Five-Year Plan for Female Inmates*.

This plan and updates reflect the Department's commitment to providing programs and services to female inmates.

Please contact the Intergovernmental Relations office at extension 2104 if you have any questions that require clarification.

Sincerely,


Howard A. Peters III
Director

FISCAL YEAR 1993 UPDATE

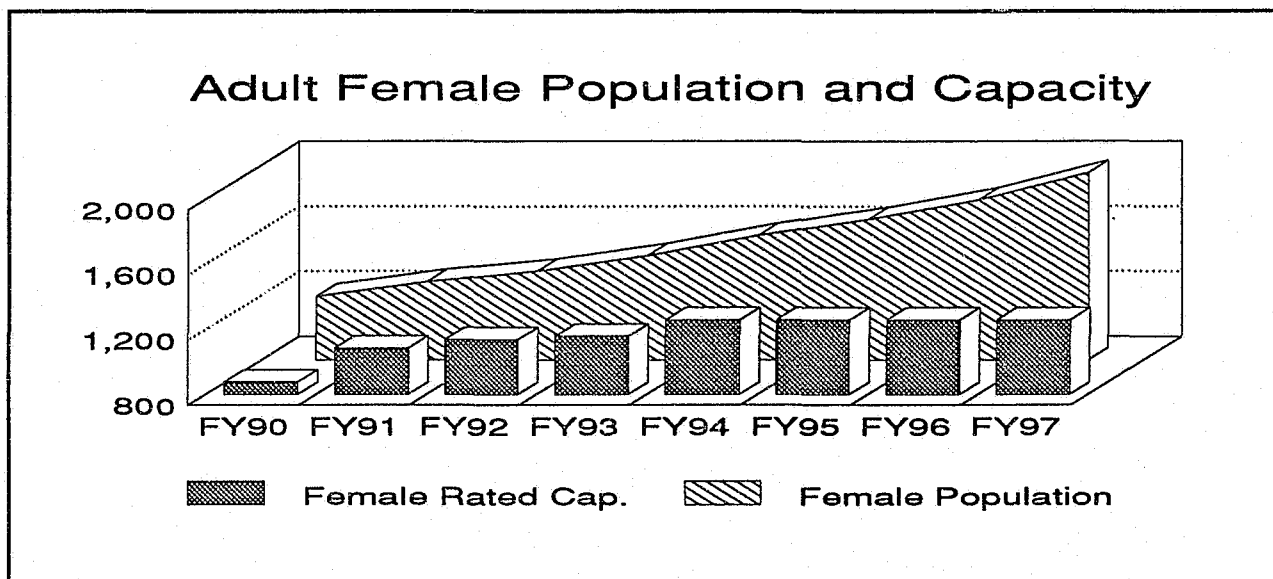
This Fiscal Year 1993 Update of the Five-Year Plan for Female Inmates reports on the status of the recommendations as originally published in April 1990 with a further review since the Fiscal Year 1991 Update.

The single most important issue about female inmates continues to be the growing disparity between population and capacity.

Fiscal Year 1992 projections show the female population growing by over 300 inmates to 1,662 by fiscal year 1995, a 24% increase over the three years. The female prison population is growing faster than projected. Through May 1993 the female population has grown by over 200 to 1,552 female inmates. The projected female projection does not reach 1,552 until June 1994.

The crowding of female facilities will double by the end of fiscal year 1997. The only additional female beds to be added are the 100 beds at the Kankakee Minimum Security Unit in August 1994.

The Department has initiated a review of options to address the continuing growth in the female population and the growing capacity imbalance in facilities for females. Meeting the needs of the female inmates remains a priority for the Department.



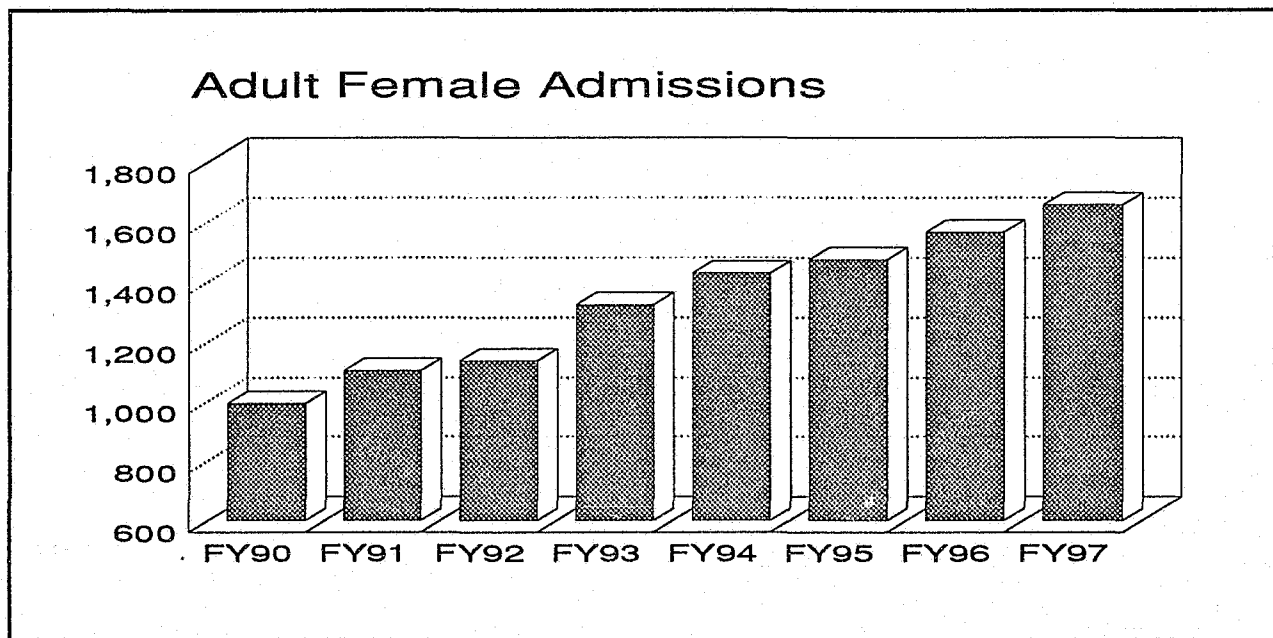
Population Trends

There are 209 more females in prison than a year ago. The percentage increase in the female population is nearly double the male population increase. Females increased 16%, while the males increased by only 8% (2,306). Even with the addition of the 100 beds at the Kankakee Minimum Security Unit (opened in November 1991), Dwight, Logan, and Dixon Correctional Centers have continued to increase the double-celling of female inmates.

Female court admissions continue to be driving the increase in the female population. In fiscal year 1992, 12% more females were admitted to prison than in the previous year. Through May 1993 the fiscal year 1993 increase in females is 23%, nearly double last year's increase. Within the court admissions, the single largest increase was for Class 1 drug offenses. Of these admissions in fiscal year 1993, 60% were for Class 3 and Class 4 felony offenses. These are the least serious felonies. The most frequent holding offense for female admissions is retail theft.

Community-based alternatives to incarceration for women need to be explored. Evidence suggests that many of these women may be appropriate candidates for placement in the local community or alternative sanctions.

The average female prison admission is an African-American from Cook County, who is 31 years old, with a high school or less education, a substance abuse history, a single mother with one or two children, and committed on a Class 3 or 4 offense.



Background

The Illinois Department of Corrections takes custody of convicted felons sentenced to prison by the Illinois courts. The Department has custody while the inmate is in prison and jurisdiction over offenders on PreStart (mandatory supervised release or parole). The Department receives its statutory authority from Chapter 730, Illinois Compiled Statutes, Section 5/3-2-2.

The Department's mission 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.

Two operating divisions, the Adult Division and the Community Services Division, work toward accomplishing the mission for adult offenders. The Adult Division is responsible for all adult institutions and programs. The Community Services Division is responsible for community correctional centers, electronic detention, and PreStart.

Dwight Correctional Center serves as the only all-female prison in the state. In 1974, additional beds were added at community correctional centers for females. As the prison population grew, more community correctional center beds were added, and females were placed at male facilities. Today, Logan and Dixon Correctional Centers are co-educational facilities. The only community correctional center for females is Jessie "Ma" Houston. Decatur Community Correctional Center is a co-educational community correctional center. There are now 84 women on electronic detention. The total rated capacity for the female population is 1,146.

At each facility and while on supervision, female offenders are provided basic services and opportunities for self-improvement by participating in programs. These programs vary from basic educational and vocational classes to drug treatment programs to special parenting opportunities.

Administration

Illinois is one of very few states that classifies and projects the female population separately from the male population. In 1980 the Adult Division implemented an objective inmate classification system.

Classification is the process of determining an inmate's security level: maximum, medium, or minimum. Objective classification uses factors that are statistically related to inmate behavior in order to assign a security level. This insures that an inmate's security level is fair, consistent and valid.

Illinois has female initial classification, reclassification and community center screening instruments which are different from the male. This is necessary because the social and criminal history of females is very different from males. To ensure the accuracy of the instruments, however, they must be routinely re-evaluated.

Housing and Capital Needs

In addition to ensuring sufficient housing for the female population, existing facilities must be maintained. Dwight Correctional Center opened in 1930. It is over 60 years old and has operated over capacity for the last eight years. Capital dollars are required to upgrade and maintain the infrastructure. Problems include failures in locking systems

because of heavy use, overloaded water and sewer systems, and routine building maintenance. Deferring long-term capital improvements increases the daily operating maintenance costs. Over time, repeated "quick fix" repairs may cost more than total replacement.

At the end of fiscal year 1992, restructuring of the Crossroads Community Correctional Center removed 40 female beds.

Educational and Vocational Programs

National statistics report that the majority of female offenders have histories of welfare income or sporadic low paying jobs, little or no vocational training, and inadequate employable skills. The educational and vocational programs of School District #428 must keep pace with the prison population growth in addition to the demands of the job market. Non-traditional career paths must be viable options for females. Raising the functional literacy level, providing program counseling services, assessing an inmate's capabilities and aptitude, as well as providing needed follow-up will help promote employment for the female inmate upon release.

School District #428 will continue to work toward meeting these goals. The fiscal year 1993 budget, as in the past several years, does not allow for expansion of any academic or vocational programs for female inmates.

Correctional Industries

Employers are usually willing to provide specific training that is required for a particular job, but not basic academic or work habit skills. Illinois Correctional Industries (ICI) has as a mission to assist with the development of basic life-coping skills, hoping to reduce the likelihood of an inmate's return to prison.

Industries exist at Dwight, Logan and Dixon. Assignments to Industries are in high demand because of the pay and experience. Industries is committed to expanding the female program wherever possible and will work toward creating meaningful assignments to all those incarcerated.

Programs

Substance Abuse

Criminal justice professionals estimate that 75 to 90% of female offenders have a drug or alcohol problem. The time during incarceration provides a unique opportunity for treating substance abuse and breaking the cycle between drugs and crime.

The Department's substance abuse program is designed to provide "continuum-of-care" services. Inmates are assessed for substance abuse during reception. Standardized institutional programming is offered during incarceration. The programming consists of a structured substance abuse education program and a variety of treatment approaches. Follow-up is provided through community-based services during community center stay and community supervision. Current activities are funded by federal and state grants.

The programming provides an intensive counseling component where the participants live in the same housing unit. At Dwight Correctional Center this program is operated by the Gateway Foundation of Chicago and serves a population of 30 women. The inmates live and work together and do not mix with the general population. It is an in-prison residential treatment program.

The next step was to establish a halfway cottage at Dwight. Inmates who have completed the Gateway program, but still have time to serve, will be housed in the halfway cottage. Women in this cottage will participate with the general population at Dwight but will be housed with recovering addicts and have support meetings. This will allow the women to be gradually reintroduced into the pressures of daily living.

In addition, Department of Alcohol and Substance Abuse (DASA) funds are being used to establish contractual treatment programs in community correctional centers for 30 women.

Parenting

Parenting programs are a mechanism by which communication and bonding can be fostered between parent and child. It allows inmate mothers the opportunity to continue, strengthen or better their relationship with their children during the incarceration period.

Data suggest that when these women are released from IDOC, their parental responsibilities will resume. Sixty-four percent of the women at Dwight are single parents, averaging 2.5 children each. The majority of these women have not placed their children with the Department of Children and Family Services (DCFS) and will be reunited with their children. Some of these families may be under the supervision of a welfare agency.

Parenting programs are an attempt to make this separation less traumatic for both the parent and children. Research has shown that maintaining an inmate's family ties is the only outside factor to have any demonstrable effect on recidivism. Studies have also shown that maintaining parent-child relationships reduces the anxiety level for both the mother and her children.

Camp Celebration, which was piloted in 1988, allows a unique experience for inmates and their children. The program, "mother and children camping together," operates from Friday night through Sunday afternoon for approximately 14 weekends each summer. Twelve mothers and their children camp each weekend. The program is available to all security levels — minimum, medium and maximum. The only restriction is that an inmate may not be in protective custody or disciplinary segregation.

The mother and child reunification program is being explored at the community correctional center level. This program is an attempt to even further limit the disruptive effect that incarceration will have on the parent/bonding relationship by allowing children to live with their mother in a community correctional setting.

Medical and Mental Health

National research on prison health issues reveals that incarcerated women suffer from illnesses that have been chronically undiagnosed and untreated. These health

problems are a result of substandard living conditions, poor preventive health care, inadequate diet and substance abuse. Also, incarcerated women are often victims of sexual abuse and domestic violence. These life circumstances often result in a higher incidence and prevalence of medical problems.

The mental health needs of the female inmate range from severe psychosis to depression to inability to cope with life's daily demands. Treatment needs range from medication to intensive counseling to group support meetings.

Providing the level of services required for a growing institutional female population requires the expansion of institutional medical and mental health services to maintain current levels of service delivery. The cost is high because the primary ingredient in health care services is trained professional staff.

Status of Recommendations

The recommendations identified in the April 1990 plan are listed on the following pages. The current status of each recommendation is also provided. The Department will continue to work toward implementing these recommendations. Since many recommendations require additional funds to implement, they must be deferred or delayed until the State's fiscal situation improves.

Status of Recommendations

Recommendation	Status
<i>Administration</i>	
Encourage communities to develop alternatives to prison for female offenders.	Prison alternatives were discussed in the FY93 Human Services Plan. They are also being reviewed by the Governor's Task Force on Crime and Corrections.
Evaluate the female classification instrument.	Reviewed and found to be operating satisfactorily.
Evaluate the female reclassification instrument.	Reviewed and found to be operating satisfactorily.
Evaluate the female community correctional center screening instrument.	Review planned in FY93.
Review and update the female population projections on an annual basis.	Projections were updated December 1992.
<i>Housing and Capital Needs</i>	
Pursue acquisition of a minimum security facility.	IYC-Kankakee converted to a minimum security female facility in October 1991. It is a satellite unit under Dwight Correctional Center with 100 inmates. Eventually it will be Kankakee Correctional Center with a capacity of 200.
Complete construction of the 54 additional female beds at Dixon Correctional Center.	Project is complete.
Upgrade water supply and sewer systems at Dwight Correctional Center.	Water is hooked up to the City of Dwight. Plans to upgrade water and sewer are completed. Construction started in April 1993 to complete the upgrade.
Pursue funding for a new health care unit at Dwight Correctional Center.	\$100,000 available to develop a plan for a new health care unit. Request of funds for construction is deferred pending release of funds for design.
Construct a chapel at Dwight Correctional Center	Project is complete.
Evaluate need for rehabilitation of locking systems at Dwight Correctional Center and determine funds required.	Project is complete.
Evaluate need for renovation of roadways and parking lots at Dwight Correctional Center and determine funds required.	Funding of \$250,000 is available for renovation of roadways and parking lots. Construction completed October 1992.
Evaluate need for structural and tuck pointing renovation of buildings and wall at Dwight Correctional Center and determine funds required.	Funding of \$660,000 is available. Funds released to begin design of project in December 1992.
Rehabilitate or replace underground storage tanks and remove PCB transformers. These are Environmental Protection Act requirements.	Project at Dwight has been designed and is expected to be completed by August 1994.

Status of Recommendations

Recommendation

Status

Educational and Vocational Programs

Review the interest and needs of all women in the areas of educational achievement levels, occupational experiences, and occupational interests.

Logan: Female inmates are involved in Industries programs and all educational and vocational programs.

Dwight: Per the consent decree in *Morehead v. McGinnis*, a survey of vocational and academic interests was conducted in July 1992.

Make T.I.E. (Training, Industries, and Education) program available to the female population. Inmates that participate in this program are placed in the work force upon release.

The T.I.E. program has been implemented at Dwight and Dixon Correctional Centers. The PreStart program provides similar training at Logan Correctional Center. Logan Correctional Center has applied for federal funds to expand opportunities for women to be placed in the work force upon release.

Add English as a Second Language (ESL) certified instructors to the basic education program.

Budget restrictions have not allowed the filling of the ESL positions at Dixon and Dwight. They will be reviewed in FY94. Logan has an ESL instructor

Dwight Literacy Volunteers of America have initiated a peer tutor program for ESL. Training was completed July 1992.

Add additional basic education instructors to raise minimum achievement levels from 6th grade to 8th grade level.

No ABE instructors have been hired at Dwight. Implementation is planned for Kankakee Minimum Security Unit in FY93. Logan has added one and Dixon two ABE instructors.

Develop and implement an evaluation of the academic and vocational services provided to the female inmate. Evaluation should include community adjustment and effectiveness of program on community success.

School District #428 prepares an annual report which identifies achievements at each institution. Dwight contracts with Job Services of Illinois to evaluate and update programs according to market needs.

Continue to expand the "Building Fairness" to include Dixon and Logan Correctional Center programs.

The "Building Fairness" grant from JTPA was terminated in FY91. However, a JTPA grant has been received to develop self-esteem and self-confidence at Dwight. It will continue in FY93. No expansion has been made to Dixon or Logan Correctional Centers.

Add instructional classes in Parenting, Nutrition and Child Care at Dixon and Logan Correctional Centers.

Dixon: Parenting, Nutrition, and Child Care classes are offered. A parenting class for male inmates has been added.

Logan: A Women's Issues group was formed to address topics such as parenting, nutrition, and child care. Involvement with Sojourn House of Springfield. Family Advocate Services—assist with reviews to work towards reunification of mother

Status of Recommendations

Recommendation

Status

Educational and Vocational Programs (continued)

Add instructional classes in Parenting, Nutrition and Child Care at Dixon and Logan Correctional Centers. *(continued)*

and child after release. A "CLAIM" (Chicago Legal Aid for Incarcerated Mothers) program has been started.

Continue to expand apprenticeship program to Dixon and Logan Correctional Centers.

Implementation was dependent upon a grant from I.S.B.E. A grant has not been awarded.

Expand the Cosmetology Program to include evening classes at Dwight.

Cosmetology program expanded to include college credit for classes. Current operational schedule is meeting interest need.

Add a Horticultural/Landscaping program at Dwight.

Under review for implementation when budget allows.

Add an occupational program in Computer Science at Dwight and Logan.

Dwight: Program implemented June 1992. Continued expansion will be reviewed.

Logan: Budget constraints have prevented implementation.

Add an occupational program in Retail Management at Logan.

Budget constraints have not allowed implementation. It will be reviewed for FY94.

Expand college courses to include 4-year degrees at Logan.

Courses now offered at junior and senior college level.

Add a Culinary Arts program at Dixon.

Program implemented January 1990. Instructor vacancy to be filled in FY93.

Correctional Industries

Increase the number of females assigned to Optical Industries at Dixon.

Female inmates are assigned to make eyeglass cases and safety pouches.

Increase the number of females assigned to Furniture Repair at Logan.

A lack of increased orders for furniture refinishing precluded the start of a second shift. The implementation of the Central Warehouse will provide additional female assignments.

Evaluate the feasibility of creating a Braille Translation industry at Dwight.

The Braille Translation Service will be established at Jacksonville because of the proximity to the Illinois School for the Visually Impaired and ICI resources.

Determine need to expand manufacturing plant at Dwight to allow introduction of new products and provide additional assignments.

Project will begin July 1993. Develop a vegetable garden project to increase assignments for Industries.

Status of Recommendations

Recommendation	Status
<i>Programs</i>	
Determine funding sources for the Dwight Gateway Program, the In-Patient Residential Treatment Program, and the Halfway House Program	The Gateway Residential Program and the Halfway House Program continue with federal funding.
Expand substance abuse programs at Logan to include Alcoholics Anonymous (AA), Narcotics Anonymous (NA), ALANON, and Adult Children of Alcoholics (ACOA).	AA, NA, and 12-week drug education programs implemented.
Dixon to include Women's Issues Programming which would cover the following topics: fetal alcohol syndrome, sudden infant death syndrome, and other related issues.	AA program and substance abuse program implemented.
Dwight to include development and maintenance of an intensive out-patient program at Gateway.	Halfway House program continues.
Dwight to expand existing 12-step program.	Review continues for implementation when budget constraints allow.
Assess the need for a women's community correctional center treatment program.	Department of Alcohol and Substance Abuse (DASA) funds contractual out-patient programs.
Assess the need and determine service level required for a peer group counseling program at Dwight, Dixon, and Logan	Dixon: 12-week drug education program continues. A "Motherlove" parenting program also continues. Logan: A 12-week drug education program has been implemented.
Explore the feasibility of expanding the intensive parole project to provide substance abuse programming for women on parole	The Community Drug Intervention Program for substance abusers has been operating in Sangamon County since December 1989. It was expanded to all four PreStart Zone Centers in February 1992.
Explore the feasibility of developing an inter-agency networking component that would interface with women's programs in the community and determine funding needs.	PreStart parole agents refer women in need to various service providers who offer assistance specific to women's problems.
Evaluate the need to have a family counseling mechanism at community correctional centers and PreStart service centers.	Community correctional centers and PreStart service centers utilize out-patient community resources for substance abuse, family counseling and other problems. Services are provided by Progressions, Catholic Charities, Parental Stress Services, Project Safe, and Chicago Legal Aid for Incarcerated Mothers.
Explore funding needs to continue Camp Celebration.	Camp Celebration continues under general revenue funding. Inmates at the Kankakee Minimum Unit also participate in Camp Celebration.

Status of Recommendations

Recommendation	Status
<i>Programs (continued)</i>	
Determine implementation issues and funding required to set up and run the community correctional center Mother and Child Reunification Program.	A federal grant proposal has been submitted.
Determine feasibility of establishing a domestic violence and C.A.U.S.E.S. Program at Dixon.	Dixon continues a C.O.V.E. Program (Citizens Opposing Violent Encounters) that focuses on domestic violence. Programs covering sexual abuse, parenting and child care are being provided.
Determine feasibility of establishing the Jaycees Program at Dixon.	The W.O.M.E.N.'s Organization at Dixon continues. This program is equivalent to the Jaycees.
Determine service level required with regard to nursing staff, physician hours, clinical services, mental health staff, and dental care at Dixon.	Physician hours have been doubled; orthopedic and OB/GYN clinics continue; physical therapist, LPN, psychiatric and dental hours continue.
Determine service level required with regard to physician hours, mental health, and dental care at Dwight.	Physician, licensed practical nurse, and director of nurse hours were added at Dwight.
Develop a mechanism which would provide post-incarceration services and follow-through for inmates that would be part of the parole plan.	The PreStart Program began in FY92. This program includes a 6 month pre-release school and brokerage of services. It also provides information on community services specific to women's needs, including family counseling, after release.
	Assist with Public Aid with "New Start Program" - helping females get pre-approved for aid once discharged to ensure help right away. Especially helpful for those inmates with children.