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1993
Annual Report
to the
Governor
and the
General Assembly

Impact Incarceration Program

Illinois Department of Corrections
Howard A. Peters III
Director

Larry Mizell
Chief Deputy Director

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Program**

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**U.S. Department of Justice
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DEPARTMENT
OF
CORRECTIONS**

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The Illinois Impact Incarceration Program (IIP) is an intervention program designed to stimulate lawful behavior in offenders, by providing a structured program that develops responsibility and positive self-concept, while also addressing the underlying issues that often lead to criminal behavior and substance abuse.

The IIP is a prison alternative operating at two locations. The Dixon Springs facility in the Shawnee National Forrest was opened on October 15, 1990. The Greene County facility in central Illinois was opened on March 15, 1993. The program eligibility criteria were expanded by law on August 11, 1993 to increase the number of eligible offenders.

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

Judges have referred 4,321 offenders to the IIP. Of this number, 2,578 have been admitted to the program. The IIP has been operating at full capacity since January 1991. There are 45 inmates awaiting transfer to the program.

Sixty-four percent (1,386 inmates) of all program participants have graduated from the program. Of those graduates who have been released for up to two years, 17% have returned to prison with a new felony offense compared to an expected recidivism rate of 25%.

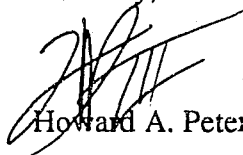
The program has helped to alleviate the prison crowding problem by accelerating the release of these inmates from prison upon their successful completion of the program.

Since the IIP was implemented in October 1990, an estimated \$4,505,475 have been saved due to the shorter prison stay of the participants.

In addition to providing a profile of the offenders who have been recommended for the IIP, this report presents a description of inmate activities prior to entry into the program, cost comparisons, and post-program performance.

I present the 1993 Annual Report to the Governor and the General Assembly on the Impact Incarceration Program according to the requirements of Chapter 730 ILCS 5/5-8-1.1

Sincerely,



Howard A. Peters III

Director

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Impact Incarceration Program
1993 Annual Report to the Governor and the General Assembly

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Executive Summary

The Illinois Impact Incarceration Program (IIP) was originally opened at Dixon Springs in the Shawnee National Forest as a prison alternative for first-time prison offenders under 30 years of age with a sentence of five years or less.

During fiscal year 1993 (FY93), an additional IIP facility was opened at Greene County in central Illinois. In August 1993, the IIP eligibility criteria were expanded through the enactment of Senate Bill 956 (P.A. 88-0311) to include second-time prison offenders under 36 years old with up to an eight year sentence. The expansion of the program and eligibility criteria will allow for more offenders to enter the program and to be sentenced to IIP, respectively.

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

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

This report has been written to describe the progress of the IIP to date and to profile the offenders who have been recommended for this innovative program.

The first inmates entered the Impact Incarceration Program on October 15, 1990. On February 12, 1991, the first graduates of the Impact Incarceration Program began to return home. The Greene County IIP was opened on March 15, 1993 and graduated its first platoon on July 14, 1993.

As of June 30, 1993, judges have referred 4,321 offenders to IIP. The Department has approved 2,623 (61%). Of the 2,623, 2,578 have been transferred to the IIP while 45 were awaiting transfer. Another 90 (2%) were awaiting approval.

Inmates from 87 counties have been recommended for IIP. Cook County sends most (72%) of the IIP candidates. The collar counties of DuPage, Kane, Will and Lake have supplied another 318 offenders (7%), and 892 (21%) have been sentenced from the remaining downstate counties. Statewide, 37% have been denied; 38% of the Cook County recommendations, 34% of the collar county recommendations, and 37% of the downstate recommendations have been denied.

The typical IIP inmate is 21 years of age, black, male, with an eleventh grade education and a substance abuse history. He has been convicted of a property or drug offense with a 45-month sentence.

Since February 12, 1991, 1,386 inmates have graduated from the IIP after serving 120 active days in the program.

Seven hundred and eighty-three inmates had left the program prior to completion, after serving an average of 22 days at IIP. Voluntary dropouts accounted for 578 (74%) of the cases. There had been 205 (26%) cases which resulted in disciplinary termination from IIP.

An analysis of the first 199 graduates revealed that 17% percent of the graduates were returned to prison for committing a new crime within two years after release. The percentage in a comparison group of parolees who did not participate in the IIP was 25%.

During FY93, the cost savings for the IIP totaled \$1,972,585, saving over 229,000 days of incarceration for the 592 graduates. The total cost savings since the program's inception are \$4,505,475.

Major Accomplishments

- The Impact Incarceration Program was established in July 1990 with the signing of Public Acts 86-1182 and 86-1183.
- Prior to implementation of the IIP, the Department of Corrections received federal funding as a model boot camp. A subsequent grant award was received due to progress made during the implementation phase. The substance abuse programming component at both IIP facilities is supported by grants received from the Illinois Criminal Justice Information Authority.
- In order to publicize the program, a video of the Impact Incarceration Program was made available prior to program inception and was distributed to judges and other interested parties. A second video has been prepared displaying program activities after the IIP began operations.
- Automated screening procedures were developed prior to the program's inception and are used to determine eligibility, risk, and medical/psychological fitness.
- In September 1990, IIP security staff received boot camp prison training conducted through use of a specialized curriculum.
- The 200-bed boot camp officially opened at Dixon Springs on October 15, 1990.
- The Dixon Springs IIP reached capacity after three months; approved inmates were moved to the Shawnee Correctional Center to await the opening of available beds at the boot camp beginning in January 1991.
- The first graduation ceremony at Dixon Springs took place on February 12, 1991.
- An additional 30 beds were situated to bring the Dixon Springs capacity to 230 during March 1991.
- In order to assist the American Correctional Association (ACA) develop national standards for boot camp facilities, Department administrators met with ACA staff in June 1991 during their accreditation of the Vienna Correctional Center.
- During FY92, substance abuse and PreStart programming were expanded to take place during afternoon activities. Procedures were revised to review inmate disciplinary records bi-weekly.
- In February, 1993 the National Institute of Corrections used Dixon Springs as one of three national case studies to be included in a boot camp implementation guide.
- The 200-bed Greene County IIP facility was opened on March 15, 1993.
- The Greene County IIP reached capacity in May 1993. Accommodations were made to change the pre-IIP holding facilities to the Graham and Vienna Correctional Centers.
- As of June 30, 1993, 267 inmates had taken the GED test while in the Dixon Springs IIP and 235 received a passing score (88%). Twenty inmates took the GED test at the first testing at Greene County in June and all twenty passed the examination.
- Through June 30, 1993, 1,386 inmates had graduated from the IIP.
- On July 15, 1993, Greene County held their first graduation ceremony.
- In the summer of 1993, the IIP received recognition in national news programs and publications for contributions made during relief efforts in the Mississippi River flooding crisis.
- The IIP eligibility criteria were expanded on August 11, 1993 with the signing of Public Act 88-0311.

Introduction

The Impact Incarceration Program (IIP) began operations on October 15, 1990 at an existing correctional work camp facility in Dixon Springs. The program has since become an effective method for reducing recidivism and prison crowding which has led to cost savings for the Department of Corrections (DOC) and the State of Illinois.

The IIP was designed to treat first-time non-violent offenders in a quasi-military prison environment. The military bearing aspects of the program are supplemented by an emphasis on program services components in basic education, substance abuse education and treatment, life skills instruction, and prerelease preparation. The combination of physical training, drill, hard labor details, and the program services assist in developing inmate self-esteem and self-concept.

Since the implementation of the IIP, DOC has been involved in an aggressive campaign to publicize the concepts and merits of the program to the judiciary, criminal justice professionals, boot camp planning staff from other states, and the local citizenry. This has included media exposure, national research projects, and community networking. The attention drawn from external Department interaction has assisted in the positive operational and professional development of the IIP.

In some respects the IIP may still be considered to be in its developmental stage. Each year additional alterations have been made in the program's design. The first fiscal year of operation consisted mainly of implementation processes, and the second fiscal year witnessed programmatic changes such as expanded program services hours and revision of disciplinary procedures. Since the publication of the *1992 IIP Annual Report*, the program has been expanded to include both an additional facility as well as less restrictive legal eligibility criteria. Additionally, the aftercare component no longer encompasses an intensive supervision period after an inmate has been removed from electronic detention.

Expansion began during FY93 when a second boot camp was opened in Greene County (March 15, 1993). The opening of Greene County was attributed to the success of the Dixon Springs IIP, and an increasing backlog of approved inmates awaiting entry into the program. Although the correctional facility was newly constructed, additional renovations were made to accommodate boot camp inmates. Except for several programmatic changes that were initiated to account for new intervention strategies, the Greene County IIP is identical to the Dixon Springs IIP. More descriptive information on the Greene County IIP is provided in this report.

On February 6, 1992 Governor Edgar appointed a Task Force on Crime and Corrections to identify and examine plausible options for addressing both the causes and the consequences of prison overcrowding. Among the recommendations made by the Task Force in the final report issued on March 10, 1993 was to expand the IIP legal eligibility criteria. This was largely due to the IIP's preliminary success in reducing recidivism and prison crowding. This recommendation culminated in the enactment of Senate Bill 956 which was signed into law on August 11, 1993. The new law allows for offenders aged 17 to 35, sentenced up to eight years, and incarcerated as an adult for a second time to be eligible for the IIP. Prior to Senate Bill 956, offenders eligible for the program had to be aged 17 to 29, with a prison sentence of five years or less, and incarcerated as an adult for the first time. All other legal eligibility requirements remained the same.

Expanding the IIP to a second facility and creating new eligibility criteria have enabled DOC to address two problems that were observed in the process evaluation of the program. First, the eligible inmate backlog had been increasing the number of inmates who refused to consent to participation in the program during eligibility screening, the number of inmates revoking their consent to participate while waiting to enter the IIP, and the number of program participants who voluntarily leave the IIP. Second, the new eligibility law revived interest in factors that influence the proportion of eligible offenders that are sentenced to the IIP.

A significant program modification occurred on November 1, 1992 when DOC removed part of the IIP aftercare component. Under previous policy, IIP graduates spent at least 90 days on electronic detention and at least 90 additional days on intensive supervision prior to being placed under regular parole supervision (PreStart). The intensive supervision requirement was abolished mainly due to low recidivism rates for

commission of new offenses by IIP graduates during the first year after release from the IIP.

Two separate analyses were conducted to determine the recidivism rates of IIP graduates. The first analysis revealed that one year after release from the IIP, 6% of the graduates returned to prison with a new offense. Ten percent of a comparison group of traditional prisoners returned during the first year after release. The second analysis disclosed that during the first two years after release, IIP graduates returned with a 17% new offense rate while the comparison group prisoners returned at a 25% new offense rate. However, both analyses revealed that IIP graduates are much more likely to return to prison due to a technical violation.

The cost savings analysis calculated the number of days saved per IIP graduate due to reduced length of stay and factored in the marginal per capita cost. Length of stay during boot camp screening and waiting entry into the IIP were included. During FY93, the estimated cost savings were \$1,922,585. Since program inception the cost savings has totaled \$4,505,475.

The program services component is comprised of substance abuse education and treatment, basic education, life skills, and parole preparation. The instruction is used to exhibit that successful reintegration to the community includes mental development of self-esteem as opposed to physical development gained through other IIP activities. To date, both IIP facilities have a multi-leveled treatment approach to substance abuse and a fully integrated educational element where IIP inmates pass the GED examination at an 89% rate.

All quantitative data for this report are through June 30, 1993, the end of FY93. As of this date, the Greene County IIP had not graduated any inmates because the program had not yet been in operation for 120 days. Also, data for offenders sentenced under the expanded eligibility criteria are not included. Therefore, recidivism and cost analysis data are only applied to the Dixon Springs IIP.

Department of Corrections External Interaction

Although the Impact Incarceration Program was not the first prison boot camp implemented by a state correctional authority, the program was one of the first prison boot camps to incorporate extensive residential program services elements in addition to an intensive supervision aftercare component. The IIP has received considerable attention due to the uniqueness of the program as compared to prison boot camps operating in other states.

Media Exposure

Program exposure and publicity have contributed greatly to the success of the IIP. The media attention accorded to the IIP assists in informing Illinois residents and criminal justice professionals of notable IIP activities and achievements. These news accounts have brought renewed attention to societal retribution by having inmates pay back some of the costs associated with their incarceration.

Since program inception a number of newspaper articles have been published throughout the state of Illinois and the St. Louis metropolitan area. Additionally, the IIP has been televised on local news programs, and news broadcasts on Chicago and St. Louis networks.

The media attention has not been restricted to the Illinois region. On a national level, the Mississippi River flooding crisis provided unlimited exposure for the IIP. Although DOC staff and inmates at all correctional facilities supplied thousands of hours of inmate labor to flood relief efforts, the IIP received particular notice. IIP inmates were viewed on television assisting local citizens hand-in-hand as people tried to save their homes and communities. Several excerpts appeared on such programs as CBS's "48 Hours" and "CBS This Morning," and the Cable News Network's "The World Today." Depictions of the inmates hard at work and their understanding of the crisis were exhibited in *Newsweek* and detailed on the front page of the *New York Times*.

Research

Prior to the implementation of the IIP, DOC applied for federal funding through the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. Discretionary grant awards are distributed on a competitive basis within this program. The Department received \$250,000, which was the largest award available. One year after the Dixon Springs IIP had been operating, DOC again applied for and received federal funding under the same program. The second grant award totaled \$200,000. These grants assisted in supporting the program services components and program evaluation. Grant funding concluded on June 30, 1993.

The Department was required to allocate funds toward research and evaluation as part of the proposal guidelines. This resulted in participation in the Multi-State Study of Shock Incarceration sponsored by the National Institute of Justice (NIJ). Eight states (Illinois, Florida, Georgia, Louisiana, New York, Oklahoma, South Carolina, and Texas) are participating in the study, and evaluative findings will be disclosed early in 1994. Many of the research methods and data collection instruments used by DOC to evaluate the IIP were provided by NIJ.

Due to the funding and the Multi-State Study, the IIP has undergone continuous evaluation. Preliminary results allowed the Department to provide pertinent information in order to objectively make decisions and recommendations for expanding the program and the eligibility criteria. Further, the quality and availability of data have allowed the Department to contribute to several research projects outside of the Multi-State Study. Both research staff and IIP administrative staff have been actively involved in responding to numerous national surveys. Also, the Dixon Springs IIP was used as one of three sites for a case study by the National Institute of Corrections (NIC) for developing a boot camp implementation guide. The Department provided source materials for staff training, program design, inmate orientation, and construction design. The case study included a site visit and interviews. Finally, descriptive and statistical data have been reported in several research documents, conference paper presentations, and criminal justice publications due to the Department's participation in the Multi-State study.

Professional and Community Networking

Networking with the judiciary, criminal justice professionals, boot camp planning staff in other states, and the local citizenry has enabled DOC administrative staff to exchange ideas on program philosophy, intervention strategies, and public service projects. These efforts prevent the program from stagnating as IIP staff are made aware of current methods for incarcerating boot camp inmates, and concerns by outside parties can be addressed. The cumulative effect is that the IIP stays above standard when compared to other state prison boot camps.

Since program inception various presentations have been made at the IIP facilities and communities throughout the state to publicize the concepts and merits of the program. This aggressive campaign has included periodic visits from state legislators, judges, and law enforcement officials. Further, executive staff, IIP administrative staff, and research staff have made numerous presentations to the judiciary, media, local community organizations, and at criminal justice conferences. Several videotapes detailing program activities and components have been produced to educate interested parties.

Prior to implementation of the IIP, selected staff spent two weeks observing operations at the Special Alternative Incarceration program in Michigan. Additionally, during the planning stages staff visited the shock incarceration program in New York. These visits provided DOC with examples of policy procedures, training programs, and evaluation methods.

After the Dixon Springs IIP was opened, research staff went to a shock incarceration conference in Washington, D. C. to meet with boot camp evaluators from other jurisdictions. Also, funds acquired through the discretionary grant allowed IIP administrative staff and research staff to visit six boot camps in Georgia in December 1991. At that time, the Georgia DOC had recently completed a comprehensive evaluation of their boot camp program and were in the process of expanding their program to include various prison populations. During FY93, two IIP staff participated in a two week military training program at Fort McClellan in Alabama. The training program is designed to train civilian corrections officers as boot camp instructors for rehabilitative training of youthful drug offenders. Instruction was given in physical fitness, leadership, discipline, instructional methods, stress management, and counseling.

During the past year, planning staff from both the Kentucky and Cook County Departments of Corrections visited the IIP facilities to gather information that will be used in the development of their own prison boot camp systems. The Cook County boot camp is expected to open in Fall 1994 with some beds being made available to DOC. Also, the agency contracted by NIC to prepare the implementation guide (above) made their site visit in February of this year. These tours were preceded by a visit from a NIJ representative in May 1991. During the visit, guidelines were established for conducting the IIP evaluation. This exposure has resulted in positive recognition for the IIP, especially the unique substance abuse program services element and the electronic detention aftercare component.

Greene County

On March 15, 1993 the Greene County IIP began admitting eligible IIP inmates. The Greene County facility is located approximately sixty miles southwest of the city of Springfield in Roodhouse, Illinois. The surrounding area consists mainly of rural flat lands. The correctional facility was originally designed as a work camp facility and was intended to serve the Department in that capacity. However, due to the programmatic success of the Dixon Springs IIP, positive preliminary recidivism rates for new offenses among IIP graduates, and an increasing backlog of eligible inmates awaiting entry into the IIP, the Greene County facility was designated for boot camp inmates. Prior to admitting inmates, the facility was renovated to accommodate the boot camp population.

Operations

The Greene County IIP has 200 male beds and was at full capacity by the beginning of May. The program was designed similar to the Dixon Springs IIP with several exceptions (A complete description of the IIP activities, components, and screening processes is in Appendix D. A detailed summary of the program services component begins on page 26). Through June 30, 219 inmates had been admitted to Greene County of which 33 had failed the program (Table 1.). Of the failures, 14 were voluntary and 19 were involuntary as a result of program review hearings or adjustment committees.

Table 1	
Greene County IIP Participant Flow	
Admitted	219
June 30, 1993 Population *	184
Failures	
Voluntary	14
Program Review	11
Adjustment Committee	8
Graduates	0
*Two additional inmates in Jacksonville CC medical unit.	

Unlike the Dixon Springs IIP, many of the Greene County security staff were newly employed, never having worked in a correctional environment. All Dixon Springs staff had at least one year of correctional officer experience prior to working at Dixon Springs. All security staff had forty hours of specialized boot camp training before Greene County was opened. As part of the training, Greene County staff were given instruction in stress reduction which was not available to Dixon Springs security staff. Further, each Greene County staff was given a newly prepared staff manual identifying program goals, components, personnel standards, philosophy, instructional roles, and disciplinary and drill procedures.

Greene County administrators quickly organized work details for community service projects identical to the activities at Dixon Springs. Inmate work crews spend time cleaning local parks, roads, and cemeteries in addition to working on other community service projects. The Greene County IIP received instant credibility during the Mississippi River flooding crisis beginning in July. The program became highly visible as staff and inmates fought to keep the river from destroying homes and communities. Many local residents were viewed on local newscasts expressing their gratitude and genuine appreciation of the inmate's demeanor.

New inmates at Greene County are brought into the facility twenty at a time (Dixon Springs beds are filled on an as needed basis). This platoon system is meant to foster teamwork and personal development by ensuring that each inmate is surrounded by inmates who are undergoing the same shock treatment at the same time intervals. The goal is to increase the proportion of program graduates and augment competitive behaviors. Prior analyses have revealed that most inmates that fail leave the program during the orientation phase because they are not used to the transition to discipline, hard labor, and physical activity. The platoon system was initiated to reduce anxiety and help exhibit to each inmate that there are others going through the same tough mental and physical adjustment.

Program Services

The program services component includes basic education, substance abuse education and treatment, and pre-release preparation. Classes are taught at night, and assessments and individual counseling are completed during the day.

Adult basic education classes and General Equivalency Degree (GED) instruction began during the second week of April. Due to the flood relief efforts there was a delay in the full implementation of the education classes. Inmates participating in flood relief were not in class on a regular basis because the relief effort comprised the entire day's activities. However, full class scheduling began in August, and there was enough instruction to allow twenty inmates (maximum amount) to take the GED examination prior to the end of the FY93. All twenty inmates passed the examination.

Substance abuse education and treatment are facilitated by the Wells Center located in Jacksonville. The Wells Center is under contract with DOC through a federal grant to provide services. Implementation of the substance abuse program began on June 1 and was also partially delayed due to the flood relief effort. Assessments and automated social histories are completed on each inmate during the inmate's orientation phase. Each inmate participates in two weeks of substance abuse education. Those inmates designated for treatment are placed in group counseling for ten weeks. Every inmate in substance abuse education or treatment completes a daily progress form which is reviewed and evaluated by staff.

Life skills instruction is facilitated through the PreStart parole preparation classes. Development of the life skills element is under consideration but has not been fully implemented.

Alleviating the Backlog Problem

During the process evaluation of the IIP there was evidence that the backlog of inmates waiting entry to the program was having detrimental effects on the program's success. The opening of Greene County should help alleviate this problem. In its worst scenario, the backlog reached 224 inmates and the waiting period was over four months (see *1992 IIP Annual Report*). Further, by the end of FY93, 48% of eligible candidates were refusing to consent to enter the program (31%) or quitting after being approved but prior to being admitted to IIP (16%). Specifically:

- 1) There had been an increase in the number of eligible candidates refusing to enter the program during IIP screening. This was largely due to the lack of a prison time reduction incentive for the inmates. Interviews with a sample of IIP inmates revealed that the single most important factor for volunteering for the program was prison time reduction.
- 2) There had been an increase in the number of approved inmates who became ineligible due to revoking their consent to participate or disciplinary problems while waiting entry at the pre-IIP holding facilities. Revocations occurred after eligible inmates discovered the lengthy time frame for entering the program after expecting to be admitted immediately following R&C processing. Further, with the inmate's release becoming imminent, the traditional prison and regular parole options became viable alternatives for the inmate rather than having to undergo the strenuous rigors of the IIP along with electronic detention after release. Disciplinary problems increased while in holding because eligible inmates were not

allowed to have contact with general population inmates, which limited the type and number of activities in which eligible inmates could participate. In an effort to "remain active" and "find things to do," there was an increased likelihood that problems would occur.

3) There had been an increase in the number of program failures at the IIP. As IIP inmates had witnessed the less strenuous environment of traditional prison, the increased exposure resulted in negative attitudes displayed in boot camp.

Senate Bill 956

New Criteria

On February 6, 1992 Governor Edgar appointed a Task Force on Crime and Corrections to identify and examine plausible options for addressing both the causes and the consequences of prison crowding. For one full year, the Task Force held general meetings, arranged subcommittees to address specific issues, held public hearings, and made site visits. Experts consisting of public officials, correctional and law enforcement administrators, and criminal justice academicians testified before the Task Force. Committee members reviewed current correctional practices, alternative sanctions, intervention strategies, and sentencing modifications aimed at reducing an ever-increasing prison population.

In the final report issued on March 11, 1993, the Task Force advocated expanding the IIP eligibility criteria among a series of 26 recommendations. The Task Force cited a preliminary study conducted by DOC in which IIP graduates were found to have a 5% recidivism rate for new offenses versus a 12% rate for a control group of traditional prison releasees (see *1992 IIP Annual Report*). Other reasons cited for expansion of the eligibility criteria included cost savings due to prison time reduction (\$3.5 million), a resultant prison population reduction, a stable backlog of 200 inmates waiting to enter the IIP, and a GED pass rate of 89% for inmates taking the test while in the program.

A number of recommendations made by the Task Force resulted in the enactment of Senate Bill 956 which included expansion of the IIP eligibility criteria. Senate Bill 956 was signed into law on August 11, 1993 (P.A. 88-0311). The new law allows for offenders aged 17 to 35, sentenced up to eight years, and incarcerated as an adult for a second time to be eligible for the IIP (See Appendix A). Prior to Senate Bill 956, eligible IIP offenders had to be 17 to 29 years of age, with a prison sentence of five years or less, and incarcerated for the first time as an adult. All other legal eligibility requirements stipulated by law were unchanged.

In FY93, 3,600 offenders were admitted to the Department who would have met the new legislative eligibility criteria but not the old criteria. During the first three fiscal years of operation the courts recommended 47% of all eligible offenders (Table 2.). If the 47% recommendation rate is applied, an estimated 1,692 inmates will be recommended under the new law. This does not take into account that the recommendation rate is increasing annually, or that publicity generated by the new law may increase the number of court recommendations.

Table 2
Boot Camp Eligibles

	FY91	FY92	FY93	Total
Eligible Pool	2,910	3,103	3,190	9,203
Recommended by Court	935	1,569	1,817 ¹	4,321
% of Eligible Pool	32%	51%	57%	47%
DOC Approved	580	893	1,150 ²	2,623
% of Recommended by Court	62%	57%	63%	61%
% of Eligible Pool	20%	29%	36%	29%

¹Includes recommended pending approval.

²Includes approved and waiting on June 30, 1993.

Of the 1,692 inmates, approximately 61% (1,032) will be approved for IIP. The Department estimates that 800 inmates are needed to keep a 200-bed facility at capacity after the failure rate has been included in the estimate.

Benefit

A contributing factor to the program's success is that a high proportion of eligible inmates need to be recommended for the IIP. This would result in a larger prison population reduction and greater cost savings. The process evaluation of the IIP revealed that only 47% of all eligible offenders are being recommended for the boot camp.

Although a backlog had developed with the 47% recommendation rate, ideally, the rate should be higher. This would ensure that both boot camps will stay at capacity and may justify the need for a third IIP facility. Preliminary data gathered for FY94 has shown that a greater proportion of eligible offenders are being recommended. This may partially be attributed to the publicity surrounding the appointment of the Task Force and the resultant Senate Bill 956 legislation.

Statistical Summary: June 30, 1993

Implementation

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

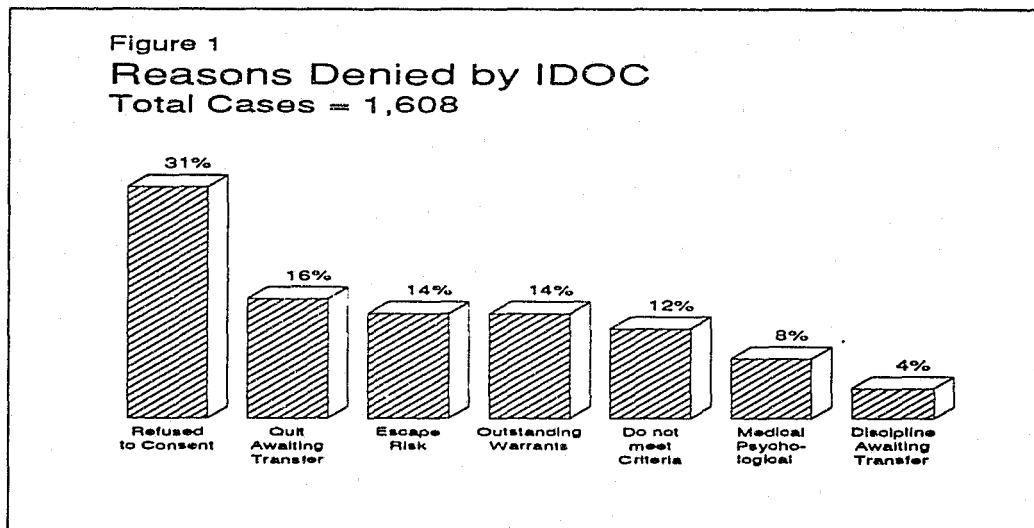
On February 12, 1991, the first graduates of the Impact Incarceration Program began to return home. At that time, the supervision component was implemented. This graduation marked the complete implementation of the Impact Incarceration Program.

The data provided in Table 3 represent all IIP inmates recommended since the program began (One inmate was discharged while in the program and is excluded from the table). FY93 data are presented in Table 4 (FY91 and FY92 data are available in the *1992 IIP Annual Report*).

Who Goes to the Program

As of June 30 1993, judges have referred 4,321 offenders to IIP. The Department has approved 2,623 (61%). Of the 2,623, 2,578 have been transferred to the IIP while 45 are awaiting transfer. Another 90 (2%) are currently awaiting approval.

Another 1,608 (37%) offenders have been denied by the Department (see Figure 1). They have been denied for seven main reasons. They refused to sign the volunteer consent form (31%), quit while awaiting transfer (16%), are determined to be a moderate to high escape risk (14%), have outstanding warrants (14%), did not meet the legal criteria (12%), had psychological and medical concerns which made the inmates unfit for the rigorous demands of the IIP (8%), or had a discipline problem while awaiting transfer (4%).



Of the 102 Illinois counties, 87 have had inmates recommended to IIP. Cook County sends most of the IIP candidates. Including the 90 pending approvals and 45 awaiting transfer, Cook County has recommended 3,110 of the 4,321 candidates (72%). The collar counties of Dupage, Kane, Will and Lake have supplied

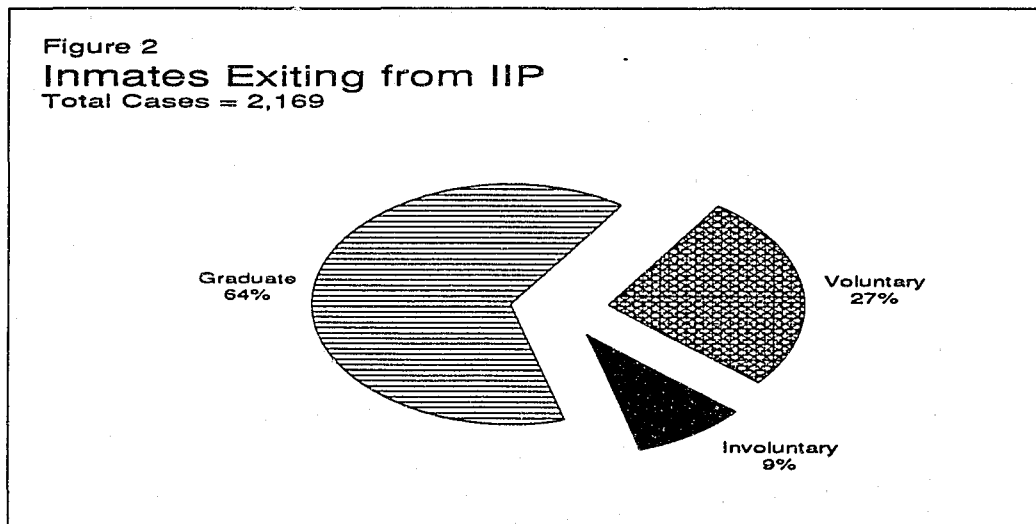
another 318 offenders (7%), and 892 (21%) have been sentenced from the remaining Illinois counties. Statewide, 37% have been denied; 38% of the Cook County recommendations, 34% of the collar county recommendations, and 37% of the downstate recommendations have been denied.

The typical IIP inmate is 21 years of age, black, male, with an eleventh grade education and with a substance abuse history. He has been convicted of a property or drug offense with a 45-month sentence. Table 1 compares the profile of inmates selected for IIP and those eligible offenders who have been denied.

Who Makes It

Since the first graduation on February 12, 1991, 1,386 inmates have successfully completed the IIP. Sixty-four percent of the participants who have exited the program have graduated (see Figure 2). Of the 1,386 graduates, 929 (67%) graduated on schedule, 120 days after being admitted to the IIP. The remaining 457 (33%) graduates averaged 125 days to complete their required number of active days of participation in the program.

Graduates are more educated than program failures (see Table 3). The graduates are younger than the voluntary failures but older than the involuntary failures. Over 69% of the participants sentenced for a drug offense and 62% with a property offense have graduated, while only 53% of those sentenced for a crime against a person successfully completed the boot camp.



Approximately 73% of those committed from the collar counties have completed the 120-day program as opposed to 62% of the participants sentenced from Cook County and 69% of the participants sentenced from the downstate counties. This graduation rate was higher for white inmates (70%) than for Hispanics (64%) and African-Americans (61%).

Who Does Not Make It

Other than graduating the IIP, a participant may exit the program due to voluntarily quitting, disciplinary infraction, or a program review hearing. Seven hundred eighty-three (36%) inmates have left the program prior to completion. Voluntary dropouts have accounted for 74% of the cases (see Figure 3).

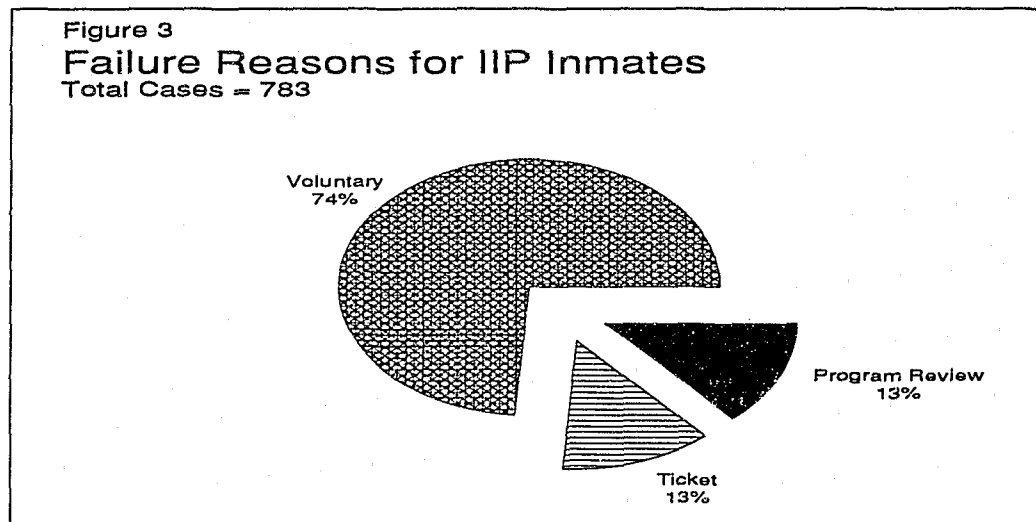
Voluntary Returns

Inmates may voluntarily request to be terminated from the IIP after participating in program activities. Staff and inmates talk to these inmates who express a desire to "quit" IIP. Inmates are provided up to three

days to finalize their decision. If they decide to leave, they must sign a notice of termination. Once inmates have been voluntarily removed from IIP, they cannot be readmitted to the program for any reason.

To date there have been 578 inmates who voluntarily quit IIP. This is 27% of the inmates who exit the IIP (see Figure 2). These inmates quit the program after staying an average of 13 days.

Based upon interviews with quitters and staff most of the reasons for quitting can be attributed to three main factors. One, inmates believe the program is too hard. The intensive instruction in military courtesy, drills, and conduct, the physical training, and the work details are too physically demanding for the inmates. Two, inmates do not like being at the boot camp facility, due to limited space and freedom, intensive staff supervision, and too much staff authority. Three, because of factors one and two, the reduction in prison time is no longer a viable alternative to the inmate after the electronic detention post-release supervision is also considered.



Disciplinary Returns

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

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

A Program Review Hearing is conducted when the inmate has been referred for possible extension or termination from the program. Many inmates show a high need to be supervised because they consistently fail to comply with general program rules. This is the most common reason for Program Review Hearings. There have also been discharges for mental and physical health concerns that were not discovered at the Reception and Classification (R&C) Centers.

For being found guilty of a major rule violation or for noncompliance with program requirements as documented by an accumulation of demerits, an inmate may be involuntarily terminated from the program. The inmate will be afforded an Adjustment Committee Hearing or a Program Review Hearing. Explanations for these types of violations are directly related to inmates' reaction to staff authority. An inmate may feel

the need to challenge authority through intimidation and threats directed at correctional staff or other participants. This type of disrespectful conduct is the primary reason for major rule violations and results in immediate discharge from the program.

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

As of June 30, 1993, there have been 205 cases which resulted in disciplinary termination from IIP. This represents 9% of all inmates who have exited the IIP so far (see Figure 2). Of the failures 104 (13%) involved program reviews resulting from accumulated infractions, while 101 (13%) resulted from a major rule violation (see Figure 3). These inmates violated IIP after serving an average of 46 days.

Those inmates who have been involuntarily terminated from the program have been younger with longer sentences than those who voluntarily left the IIP (see Table 1). In regard to committing offenses, a similar percentage of voluntary and involuntary failures were sentenced for a property offense. However, program failures committed for a drug offense were more likely to be quitters, while program failures committed for assaultive offenses were more likely to exit the program through disciplinary termination.

Female Participants

Through June 30, 1993 72 females have been recommended by judges for the IIP (see Table 3). Of the 72 eligible candidates, 27 have been denied the IIP during R&C processing and 45 have been admitted to the program. The majority of denials are attributed to medical concerns at screening, and refusing to enter the program because they did not feel that they would be able to "handle it." There are 10 female beds at the Dixon Springs IIP. The highest female IIP population has been nine at any one time.

Seventeen of the females admitted to the program have graduated, seven were in the program on June 30, 1993, and 21 have failed the IIP. Sixteen of the 21 failures quit the program and the remaining five failures were terminated involuntarily. Only one of the seventeen graduates has returned to prison.

**Table 3 Cumulative Summary
Profile of Inmates Eligible for IIP**

	Total Participants		Denied		Quit IIP		Violate		Graduate		Current IIP Population		Recidivists	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Age														
17	187	7%	120	7%	38	7%	27	13%	95	7%	27	7%	28	10%
18	397	15%	229	14%	83	14%	44	21%	208	15%	62	15%	52	19%
19	428	17%	246	15%	101	17%	34	17%	225	16%	68	17%	48	18%
20	346	13%	201	13%	80	14%	21	10%	197	14%	48	12%	33	12%
21	274	11%	177	11%	62	11%	21	10%	145	10%	46	11%	25	9%
22	216	8%	134	8%	33	6%	14	7%	124	9%	45	11%	20	7%
23	165	6%	102	6%	33	6%	12	7%	93	7%	27	7%	18	7%
24	130	5%	91	6%	26	4%	7	6%	74	5%	23	4%	12	4%
25	114	4%	75	5%	27	5%	7	3%	67	5%	13	3%	10	4%
26	108	4%	58	4%	32	6%	8	4%	51	4%	17	4%	15	6%
27	87	3%	52	3%	26	4%	4	2%	41	3%	16	4%	4	1%
28	65	3%	51	3%	17	3%	1	0%	37	3%	10	2%	4	1%
29	57	2%	43	3%	17	3%	5	2%	29	2%	6	1%	3	1%
30 & Older	3	0%	29	2%	3	1%	0	0%	0	0%	0	0%	0	0%
Average Age	21.0 Yrs		21.4 Yrs		21.4 Yrs		20.3 Yrs		21.1 Yrs		21.1 Yrs		20.3 Yrs	
Race														
Black	1,680	65%	1,065	66%	400	69%	147	72%	867	63%	266	65%	189	69%
White	720	28%	399	25%	136	24%	49	24%	427	31%	108	26%	66	24%
Hispanic	165	6%	140	9%	40	7%	8	4%	85	6%	32	8%	15	6%
Other	12	0%	4	0%	2	0%	1	0%	7	1%	2	0%	2	1%
Sex														
Male	2,532	98%	1,581	98%	562	97%	200	98%	1,369	99%	401	98%	271	100%
Female	45	2%	27	2%	16	3%	5	2%	17	1%	7	2%	1	0%
Offenses														
Burglary	426	17%	290	18%	105	18%	29	14%	234	17%	58	14%	57	21%
Robbery	209	8%	113	7%	44	8%	32	16%	112	8%	21	5%	18	7%
Mfr-Del Contr Subst	881	34%	424	26%	170	29%	49	24%	477	34%	185	45%	74	27%
Possess Contr Subst	225	9%	153	10%	55	10%	10	5%	131	9%	29	7%	27	10%
Residential Burglary	330	13%	143	9%	64	11%	37	18%	185	13%	44	11%	43	16%
Cannabis Control Act	17	1%	17	1%	1	0%	0	0%	13	1%	3	1%	4	1%
Auto Theft/Possess	230	9%	205	13%	69	12%	20	10%	112	8%	29	7%	22	8%
Assaultive Offense	129	5%	80	5%	29	5%	16	8%	61	4%	23	6%	9	3%
Forgery/Decep Pract	22	1%	27	2%	4	1%	4	2%	11	1%	3	1%	6	2%
Theft/Retail Theft	47	2%	70	4%	13	2%	3	1%	25	2%	6	1%	8	3%
Other	61	2%	86	5%	24	4%	5	2%	25	2%	7	2%	4	1%
Offense Type														
Property	1,063	41%	733	46%	260	45%	91	44%	571	41%	141	35%	137	50%
Drug Offense	1,126	44%	594	37%	226	39%	59	29%	624	45%	217	53%	106	39%
Crime Against Pers	378	15%	241	15%	88	15%	53	26%	189	14%	48	12%	28	10%
Other	10	0%	40	2%	4	1%	2	1%	2	0%	2	0%	1	0%

**Table 3 Cumulative Summary
Profile of Inmates Eligible for IIP (continued)**

	Total Participants		Denied		Quit IIP		Violate		Graduated		Current IIP Population		Recidivists	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Offense Class														
1	1,001	39%	363	23%	151	26%	72	35%	586	42%	192	47%	75	28%
2	1,167	45%	800	50%	310	54%	95	46%	596	43%	166	41%	142	52%
3	309	12%	263	16%	91	16%	31	15%	155	11%	32	8%	46	17%
4	100	4%	124	8%	26	4%	7	3%	49	4%	18	4%	9	3%
X	0	0%	58	4%	0	0%	0	0%	0	0%	0	0%	0	0%
Sentence														
1 - 1.9 Years	18	1%	45	3%	4	1%	1	0%	7	1%	6	1%	1	0%
2 - 2.9 Years	78	3%	153	10%	35	6%	3	1%	34	2%	6	1%	6	2%
3 - 3.9 Years	735	29%	701	44%	239	41%	55	27%	352	25%	89	22%	81	30%
4 - 4.9 Years	1,185	46%	475	30%	231	40%	95	46%	660	48%	199	49%	131	48%
5 or More Years	561	22%	234	15%	69	12%	51	25%	333	24%	108	26%	53	19%
Average Sentence	3.9 Yrs		3.5 Yrs		3.6 Yrs		4.0 Yrs		3.9 Yrs		4.0 Yrs		3.9 Yrs	
Committing County														
Cook	1,823	71%	1,173	73%	441	76%	145	71%	948	68%	289	71%	183	67%
Dupage	85	3%	44	3%	12	2%	10	11%	49	4%	14	3%	9	3%
Kane	44	2%	25	2%	5	1%	2	1%	26	2%	11	3%	8	3%
Lake	37	1%	27	2%	9	2%	1	0%	19	1%	8	2%	2	1%
Madison	50	2%	25	2%	7	1%	4	2%	29	2%	10	2%	5	2%
Marion	20	1%	7	0%	4	1%	0	0%	16	1%	0	0%	4	1%
Peoria	35	1%	6	0%	5	1%	7	3%	13	1%	10	2%	2	1%
St. Clair	37	1%	55	3%	8	1%	6	3%	16	1%	7	2%	4	1%
Will	39	2%	12	1%	7	1%	0	0%	30	2%	2	0%	7	3%
Winnebago	45	2%	28	2%	11	2%	3	1%	22	2%	9	2%	5	2%
Remaining	362	14%	204	13%	69	12%	27	13%	218	16%	48	12%	43	16%
Marital Status														
Single - No Children	1,286	50%	701	44%	277	48%	110	54%	696	50%	203	50%	131	48%
Single - Children	1,001	39%	676	42%	226	39%	79	39%	529	38%	167	41%	115	42%
Married - No Children	24	1%	16	1%	2	0%	0	0%	17	1%	5	1%	4	1%
Married - Children	146	6%	97	6%	31	5%	9	4%	84	6%	22	5%	9	3%
Separated/Divorced	36	1%	32	2%	15	3%	2	1%	15	1%	4	1%	5	2%
Missing	84	3%	86	5%	27	5%	5	2%	45	3%	7	2%	8	3%
Last Grade Completed														
8 or less	56	2%	73	5%	20	3%	5	2%	24	2%	7	2%	3	1%
9	166	6%	121	8%	56	10%	13	6%	68	5%	29	7%	16	6%
10	396	15%	291	18%	111	19%	37	18%	196	14%	52	13%	40	15%
11	922	36%	592	37%	200	35%	76	37%	479	35%	167	41%	111	41%
12/GED	778	30%	392	24%	152	26%	51	25%	467	34%	108	26%	82	30%
13 & Over	162	6%	82	5%	15	3%	14	7%	98	7%	35	9%	8	3%
Unknown/Missing	97	4%	57	4%	24	4%	9	4%	54	3%	10	2%	12	4%
Average Last Grade	11.1 Yrs		10.9 Yrs		10.8 Yrs		11.0 Yrs		11.2 Yrs		11.2 Yrs		11.1 Yrs	
TOTAL	2,577		1,608		578		205		1,386		408		272	

**Table 4 FY93 Summary
Profile of Inmates Eligible for IIP**

	Total Participants		Denied		Quit IIP		Violate		Graduate		Current IIP Population		Recidivists	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Age														
17	105	8%	40	7%	17	8%	15	16%	46	8%	27	7%	16	12%
18	180	14%	72	12%	22	10%	18	19%	78	13%	62	15%	30	23%
19	208	16%	90	16%	42	19%	18	19%	80	14%	68	17%	27	20%
20	182	14%	75	13%	35	16%	8	8%	91	15%	48	12%	15	11%
21	146	11%	63	11%	23	10%	7	7%	70	12%	46	11%	11	8%
22	116	9%	55	10%	11	5%	9	9%	51	9%	45	11%	10	8%
23	88	7%	40	7%	10	5%	5	5%	46	8%	27	7%	8	6%
24	70	5%	35	6%	8	4%	2	2%	37	6%	23	4%	3	2%
25	52	4%	20	4%	10	5%	2	2%	27	5%	13	3%	4	3%
26	46	3%	15	3%	10	5%	4	4%	15	3%	17	4%	5	4%
27	57	4%	20	3%	14	6%	3	3%	24	4%	16	4%	1	1%
28	31	2%	22	4%	7	3%	0	0%	14	2%	10	2%	0	0%
29	32	2%	18	3%	9	4%	4	4%	13	2%	6	1%	2	2%
30 & Older	2	0%	12	2%	2	1%	0	0%	0	0%	0	0%	0	0%
Average Age	21.0 Yrs		21.5 Yrs		21.7 Yrs		20.3 Yrs		21.2 Yrs		21.1 Yrs		20.0 Yrs	
Race														
Black	873	66%	385	67%	159	72%	76	80%	372	63%	266	65%	87	66%
White	352	27%	134	23%	45	20%	15	16%	184	31%	108	26%	32	24%
Hispanic	87	7%	56	10%	16	7%	4	4%	35	6%	32	8%	13	10%
Other	3	0%	2	0%	0	0%	0	0%	1	0%	2	0%	0	0%
Sex														
Male	1,290	98%	560	97%	212	96%	94	99%	583	98%	401	98%	132	100%
Female	25	2%	17	3%	8	4%	1	1%	9	2%	7	2%	0	0%
Offenses														
Burglary	178	14%	99	17%	28	13%	0	9%	83	14%	58	14%	27	20%
Robbery	101	8%	35	6%	13	6%	13	14%	54	9%	21	5%	9	7%
Mir-Del Contr Subst	543	41%	182	32%	92	42%	29	31%	237	40%	185	45%	39	30%
Possess Contr Subst	86	7%	44	8%	12	5%	5	5%	40	7%	29	7%	15	11%
Residential Burglary	156	12%	61	11%	27	12%	17	18%	68	11%	44	11%	20	15%
Cannabis Control Act	11	1%	4	1%	0	0%	0	0%	8	1%	3	1%	1	1%
Auto Theft/Possess	112	9%	68	12%	23	10%	8	8%	52	9%	29	7%	11	8%
Assaultive Offense	81	6%	32	6%	12	5%	9	9%	37	6%	23	6%	5	4%
Forgery/Decep Pract	11	1%	12	2%	2	2%	2	2%	4	1%	3	1%	3	2%
Theft/Retail Theft	17	1%	17	4%	5	2%	2	2%	4	1%	6	1%	1	1%
Other	19	1%	23	4%	6	2%	1	1%	5	1%	7	2%	1	1%
Offense Type														
Property	478	36%	258	45%	88	40%	37	39%	212	36%	141	35%	62	47%
Drug Offense	643	49%	228	40%	104	47%	34	36%	288	49%	217	53%	56	42%
Crime against Person	187	14%	70	12%	25	11%	22	23%	92	16%	48	12%	14	11%
Other	7	1%	21	4%	3	1%	2	2%	0	0%	2	0%	0	0%

**Table 4 FY93 Summary
Profile of Inmates Eligible for IIP (continued)**

Offense Class	Total Participants		Denied		Quit IIP		Violate		Graduated		Current IIP Population		Recidivists	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%
1	583	44%	157	27%	82	37%	40	42%	269	45%	192	47%	43	33%
2	569	43%	273	47%	110	50%	37	39%	256	43%	166	41%	67	51%
3	118	9%	69	12%	21	10%	14	15%	51	9%	32	8%	18	14%
4	45	3%	50	9%	7	3%	4	4%	16	3%	18	4%	4	3%
X	0	0%	28	5%	0	0%	0	0%	0	0%	0	0%	0	0%
Sentence														
1 - 1.9 Years	8	1%	11	2%	0	0%	0	0%	2	0%	6	1%	1	1%
2 - 2.9 Years	20	2%	52	9%	8	4%	2	2%	4	1%	6	1%	0	0%
3 - 3.9 Years	313	24%	234	41%	85	39%	21	22%	118	20%	89	22%	36	27%
4 - 4.9 Years	631	48%	201	35%	101	46%	50	53%	281	47%	199	49%	67	51%
5 or More Years	343	26%	79	14%	26	12%	22	23%	187	32%	108	26%	28	21%
Average Sentence	4.0 Yrs		3.6 Yrs		3.7 Yrs		4.0 Yrs		4.1 Yrs		4.0 Yrs		4.0 Yrs	
Committing County														
Cook	932	71%	428	74%	176	80%	68	72%	399	67%	289	71%	92	70%
Dupage	46	3%	9	2%	4	2%	4	4%	24	4%	14	3%	5	4%
Kane	27	2%	9	2%	2	1%	1	1%	13	2%	11	3%	4	3%
Lake	18	1%	9	2%	1	0%	1	1%	8	1%	8	2%	2	2%
Madison	29	2%	11	2%	5	2%	1	1%	13	2%	10	2%	1	1%
Marion	11	1%	2	0%	0	0%	0	0%	11	2%	0	0%	3	2%
Peoria	15	1%	3	1%	1	0%	4	4%	0	0%	10	2%	2	2%
St. Clair	15	1%	10	2%	1	0%	3	3%	4	1%	7	2%	0	0%
Will	18	1%	3	1%	4	2%	0	0%	12	2%	2	0%	3	2%
Winnebago	25	2%	15	3%	3	1%	1	1%	12	2%	9	2%	1	1%
Remaining	179	14%	78	14%	23	10%	12	13%	96	16%	48	12%	19	14%
Marital Status														
Single - No Children	657	50%	223	39%	115	52%	46	48%	293	49%	203	50%	76	58%
Single - Children	530	40%	285	49%	82	37%	44	46%	237	40%	167	41%	44	33%
Married - No Children	12	1%	9	2%	1	0%	0	0%	6	1%	5	1%	1	1%
Married - Children	72	5%	36	6%	11	5%	2	2%	37	6%	22	5%	5	4%
Separated/Divorced	13	1%	15	3%	3	1%	1	1%	5	1%	4	1%	1	1%
Missing	29	2%	9	2%	8	4%	2	2%	14	2%	7	2%	5	4%
Last Grade Completed														
8 or less	29	2%	27	5%	4	2%	4	4%	14	2%	7	2%	2	2%
9	84	6%	41	7%	24	11%	4	4%	27	5%	29	7%	10	8%
10	201	15%	110	19%	47	21%	19	20%	83	14%	52	13%	19	14%
11	479	36%	222	38%	76	35%	35	37%	201	34%	167	41%	53	40%
12/GED	384	29%	135	23%	52	24%	23	24%	201	34%	108	26%	41	31%
13 & Over	93	7%	26	5%	7	3%	4	4%	47	8%	35	9%	4	3%
Unknown/Missing	45	3%	16	3%	10	5%	6	6%	19	3%	10	2%	3	2%
Average Last Grade	11.1 Yrs		10.8 Yrs		10.8 Yrs		11.0 Yrs		11.3 Yrs		11.2 Yrs		11.0 Yrs	
TOTAL	1,315		577		220		95		592		408		132	

Post-Release Data

During the implementation phase of the Impact Incarceration Program, the research design established to evaluate the program included in-program and post-release performance indicators. As part of the post-release evaluation, the IIP graduates were to be monitored for a three year period according to three measures: standardized recidivism rates; a quasi-experimental design utilizing a control group of traditional prison releasees with similar demographics, criminal histories, and sentence characteristics; and a survival time analysis. The survival time analyses are being conducted as part of the Multi-State Study with sample populations and are unavailable at this time. Preliminary data regarding standardized rates and the quasi-experimental design have been released previously and will be discussed again below.

Intensive Supervision Revision

On November 1, 1992 the second phase of the intensive supervision component was removed for boot camp graduates. Under previous policy, IIP graduates spent at least 90 days on electronic detention, at least 90 days on intensive supervision, and the remainder of their community supervision on the regular parole component (PreStart). As the graduate moved from one phase to the next, there were less restrictions dependent on community adjustment. Now IIP graduates are placed on electronic detention for 90 days and then transferred to PreStart.

A determination was made to eliminate the second phase due to positive preliminary recidivism results and limited problems associated with IIP graduates after release. A study completed by DOC for the *1992 IIP Annual Report* revealed that of the first 310 IIP graduates tracked for a follow-up period of one year, 5% had returned to prison with a new felony. A comparison group of inmates with similar demographic, criminal history, and sentence characteristics released from traditional institutions had a 12% recidivism rate over the same time period. The process evaluation revealed that parole staff typically stated that more serious offenders are in need of close supervision as compared to IIP graduates. Additionally, a high number of IIP graduates were recommended to the Prisoner Review Board for an early discharge.

Monitoring Through Automation

During FY93, a data base for monitoring the progress of program participants was developed through coordination among the Planning and Research Unit, the Transfer Coordinator's Office, and the Information Services Unit. The data base will contain information regarding inmates entering either boot camp as well as inmates sentenced under the new eligibility criteria to be aggregated and disaggregated for future evaluative analysis. Both in-program and post-release performance measures will be included. The data base will enable tracking of each IIP graduate for a three-year follow-up period to meet the recidivism guidelines established by DOC.

Research Findings

One of the main criticisms of prison boot camps is that program graduates may not perform any better while on parole than inmates released from conventional prison. Although many states have produced data that negate this contention, the research designs are replete with validity problems, especially selection bias. To this point no state has been able to implement a true experimental research design with random assignments.

Recidivism data reported from other states have shown that a majority of recidivism events occur due to technical violations as opposed to new offenses. The research indicates that the strict supervision of boot camp graduates, not the effect of being incarcerated in a boot camp environment, may result in lower recidivism rates for new offenses. Further, boot camp graduates are generally less serious offenders than releasees from traditional prison.

However, it is important to realize that there are many differences among boot camps located in other jurisdictions, making comparisons between states difficult. The legal and departmental eligibility criteria vary from state to state. Also, emphasis placed on the program services, drill instruction, labor details, and physical training activities in the residential portion of the shock programs can be diverse. Lastly, some states have incorporated halfway house programs into their intensive supervision component, while other states release their shock program graduates to regular parole supervision.

Still, more states continue to use the boot camp concept as a viable option for incarcerating non-violent offenders despite the lack of conclusive evidence that prison boot camps work. Currently, twenty-nine states and the Federal Bureau of Prisons have shock incarceration programs (see Appendix F). Prior to 1983 there were none. Illinois is one of the seven states that has a boot camp capacity of more than 400 beds.

Recidivism

Recidivism as defined here is measured by re-incarceration; recidivism data are not gathered until the releasee is readmitted to a correctional institution. Re-arrest and re-conviction data are unavailable at this time. The first IIP graduates were released on February 12, 1991; thus, no graduate has been released for a full three year period. As of June 30, the Greene County IIP had not graduated any inmates because the facility had not been open for 120 days. Therefore, all recidivism data is attributed to Dixon Springs graduates who have been in the community for two years or less.

The standardized recidivism rates simply describe the total number and percentage of recidivists. Since program inception through June 30, 1993, 1,386 inmates have graduated the program (Table 5). Of the 1,386 graduates, 272 (19%) have returned to prison. Of the returns, 155 (57%) were returned for a technical violation and 117 (43%) were readmitted for committing a new crime. Of the 272 returnees, 32 have been returned twice, but are only counted as one return for the more serious violation.

Table 5
Overall Return Rates of IIP Graduates

	<i>Number</i>	<i>Percent</i>
Graduating IIP	1,386	
Number Returned to Prison	272	19%
<i>Number Returned for a New Felony</i>	117	8%
<i>Number Returned for a Technical Violation</i>	155	11%

However, a minimum of 12 months is required for a valid analysis of recidivism. Because the Dixon Springs IIP has been graduating inmates for over two years, both 12 and 24 month follow-ups were conducted. IIP graduates represented in Table 6 are the total number of graduates released in FY91 (199) and FY92 (595). Each graduate was tracked for a full year and then recidivism data was tabulated. In addition, Table 7 is comprised of only FY91 graduates, and represents a follow-up period of exactly two years for each graduate.

Table 6
12 Month Follow-up

	<i>IIP Graduates</i>	<i>Comparison Group</i>
Number Released February 1991-June 1992	794	3,200
Number Returned to Prison	177	373
Percent Returned to Prison	22%	12%
Number Returned for a New Felony	47	327
Percent Returned for a New Felony	6%	10%
Number Returned for a Technical Violation/Pending Charges	130	46
Percent Returned for a Technical Violation/Pending Charges	16%	2%

Table 7
24 Month Follow-up

	<i>IIP Graduates</i>	<i>Comparison Group</i>
Number Released February 1991-June 1991	199	886
Number Returned to Prison	84	248
Percent Returned to Prison	42%	28%
Number Returned for a New Felony	33	220
Percent Returned for a New Felony	17%	25%
Number Returned for a Technical Violation/Pending Charges	51	28
Percent Returned for a Technical Violation/Pending Charges	25%	3%

In addition, a control group of inmates must be made available to measure the base rate for which to make comparisons. The return rates of IIP graduates were compared to other released inmates whose legal and demographic characteristics would have made them eligible for the program. Inmates in the comparison groups did not participate in the IIP, but were released from other adult correctional facilities in the same respective time periods.

It is essential to limit as much as possible the amount of variation between the two groups to only their prison and PreStart experiences. This is especially important when studying a traditionally high recidivistic group of young property and drug offenders. Therefore, with all other characteristics being equal, the effects of the boot camp experience and more intensive supervision in the community could be measured against a group who appear to be similar, but did not complete the IIP.

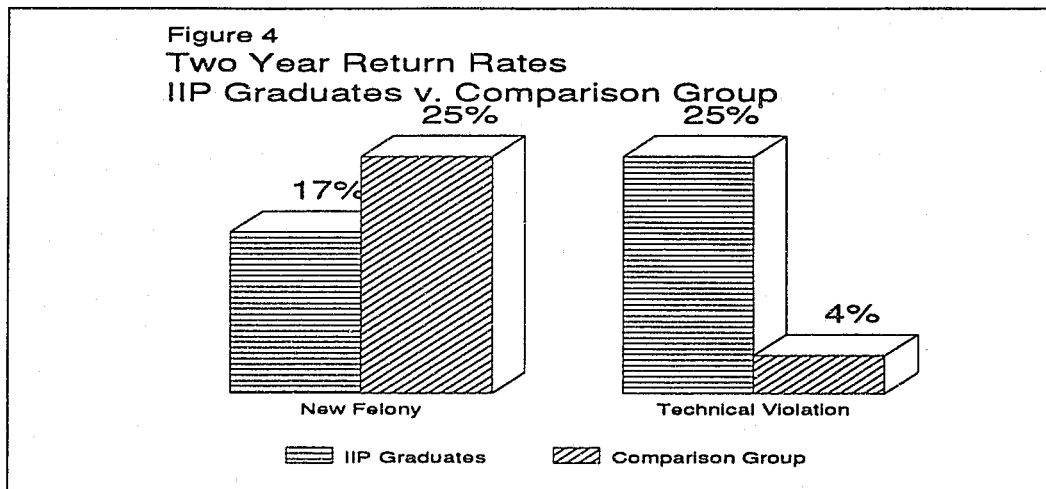
Both the IIP graduates and released inmates in the comparison groups were between the ages of 17 and 30, were incarcerated for the first time, had a Class 1 or lower offense, committed an IIP-eligible non-violent offense, and had a 3 to 5 year sentence (Although eligibility criteria specify a 1 to 5 year sentence

range, three percent of the 1,386 IIP graduates have had a two year sentence or less; thus, these inmates were excluded from the comparison group to increase the reliability of the control group.).

Released inmates can return to prison for two reasons. One is for a technical violation of the Release Agreement or the Electronic Detention Agreement. Released inmates may be discovered with a weapon or arrested for committing a misdemeanor. A late arrival or early leave at a scheduled site, or a tampering violation, can be detected immediately by the electronic monitoring equipment. Also, two face-to-face meetings between the IIP releasee and his agent are conducted monthly, and drug testing is mandatory. Any of these circumstances, among others, could result in a return to prison for a technical violation.

Technical violations are very rare for releasees on PreStart; only the most serious violations result in a return to prison. Parole absconders found by the Apprehension Unit account for a majority of the returns from PreStart. On the other hand, technical violations are more common for IIP graduates who are under closer scrutiny during the three month period they are on Electronic Detention (or the three month previously imposed intensive supervision period).

This is demonstrated in the recidivism data. Table 6 shows that 130 of 794 graduates (16%) were returned to prison for a technical violation within one year of their release. Only 46 of the 3,200 in the comparison group (2%) were reincarcerated for such a violation. The same is true for those inmates followed for two years (Table 7 and Figure 4). IIP graduates had a 25% technical violation return rate while only 3% of the inmates released from traditional prison had a technical violation readmission.



The return to prison of IIP graduates for a technical violation can be considered part of the program sanctions. The 120-day residential intensive incarceration experience at the boot camp is followed by the second tier of the program, intensive supervision in the community. Those who quit or commit a serious disciplinary action while at the IIP facility can be returned to regular prison to complete their sentence. Similar actions are undertaken for serious or constant violations in the community. The relatively short reincarceration stay for technical violations is intended to deter future misbehaviors in the community.

Therefore, since the goal of the IIP is to reduce further criminal activity, the true measure of recidivism is a return to prison after committing a felony in the community. With this as a measure, the IIP graduates show a notably lower recidivism rate than other inmates. Table 6 shows that, after one year in the community, 10% of the control group inmates have returned to prison for committing a felony. For the IIP graduates, this rate is at 6%. As seen in Table 7 and Figure 4, one out of four inmates in the control group released from a traditional prison have returned to prison for a new offense while 17% of the boot camp inmates have been reincarcerated for a new crime.

In theory, therefore, the IIP's boot camp experience coupled with an intensive community supervision strategy, which occasionally includes a brief return to prison, has directed graduate's post-program activities to more law-abiding practices.

Cost Savings

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. IIP inmates spend an average of 7.4 months of incarceration, including 3.4 months awaiting transfer and the four month stay at the IIP facility at Dixon Springs. Inmates with a similar demographic and offense profile spend an average of 20 months in prison.

Each IIP graduate released in FY93 saved an average of over 387 days from the time they would have served given their full sentence. Therefore, the 592 graduates saved a total of 229,104 days.

The Department estimates the annual cost per bed at the Dixon Springs IIP to be \$15,132. This is lower than the \$15,776 cost for the normal prison bed (The FY93 IIP per capita cost is lower than FY92 because Dixon Springs had a higher average daily population).

However, actual cost savings are determined in a different manner. The Department estimates a marginal per capita cost of \$3,143 per inmate. This amounts to the extra money which is needed to house each additional inmate. The marginal cost includes the food, clothing, medical and other basic costs of incarceration. It excludes the cost of construction, extra security and other related expenses which would be required if a new prison would be needed.

This marginal cost amounts to \$8.61 per day. Calculating this daily rate by the 229,104 days saved totals \$1,922,585. This is the money saved by the state to operate the IIP for FY93's graduates. To date, the cost benefit for the IIP totals \$4,505,475, saving 523,284 days of incarceration for the 1,386 graduates.

Also, grant funds were used for support services at the IIP and in the PreStart phase of the program during this time period. Grants from the Bureau of Justice Assistance totalling \$450,000 funded many program and evaluation staff in the first two years of operation. Funding from the Illinois Criminal Justice Information Authority (ICJIA), totalling \$257,069 through FY93, has paid for substance abuse education and treatment at the IIP.

In addition, parole staff spend more time and resources on IIP graduates; therefore, there is also a higher cost of supervision in the community which has not been factored into the expenses. These costs include increased expenditures for agents' salaries because they spend more time working with the IIP graduates, drug testing (averaging over \$26 per test) and miscellaneous transportation and processing costs. Part of these costs were funded by ICJIA. In FY93, a total of \$334,521 were funded for six field agents and one clerical staff. An additional \$38,045 were used for drug testing for IIP graduates and other released inmates in the Special Intensive Supervision Unit.

These figures have not been calculated into the cost savings to this point. If the Department must begin to pay for all or part of these services with General Revenue Funds, the cost savings to the state would be less. However, there are added cost savings from having IIP graduates employed in the community, thus paying taxes and being eliminated from the welfare system.

Impact Incarceration Program Services

Substance Abuse Counseling

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

At both boot camps inmates are fully assessed and evaluated for need and individual treatment plans, which are established during orientation. A minimum of two weeks of standardized programming is mandatory during incarceration. The IIP substance abuse component is recognized nationally.

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

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

During the final two weeks of IIP, inmates designated Level II or Level III meet with substance abuse counselors to arrange referrals for treatment upon release. Approximately 70% of the IIP participants are diagnosed for Level II or Level III treatment.

Additionally, Alcoholics Anonymous and Narcotics Anonymous are made available for inmates who have finished Level II or Level III treatment but have not yet graduated. Also, an individual therapy program has been developed to monitor crisis intervention concerns and mental health issues. Finally, a women's therapy group was developed specifically to address their issues.

Substance Abuse Services, located in Marion, is the agency contracted to provide substance abuse education and treatment at the IIP. The agency was licensed by the Department of Alcohol and Substance Abuse in March 1992. Services have been expanded to include afternoon programming in addition to instruction facilitated during the evenings. This ensures that each program participant receives their therapy as diagnosed in the individual's treatment plan.

An extensive referral system has been established by substance abuse personnel so that treatment can continue to be provided after release from the IIP. This also enables staff to monitor activities and conduct follow-up inquiries.

Although the substance abuse component at Greene County is still in the developmental stages due to the Mississippi and Illinois Rivers flooding, staff have already designed a system for completing assessments and automated social histories during each inmate's first week at the facility. After assessments, inmates are designated for two levels: education or treatment. Substance abuse education lasts for two weeks, and the treatment component is a ten week program.

A manual stipulating guidelines for facilitating treatment was developed during the initial implementation of the program. Staff provide individual counseling on a daily basis. Further, at the end of each session inmates summarize what they have learned on a monitoring document that is reviewed and evaluated daily by staff. This makes both staff and inmates accountable for services provided. Substance abuse staff are assisted by visual aids, videos, and graphic displays.

The Wells Center, located in Jacksonville, is the contractor providing substance abuse services at Greene County. The Wells Center and Substance Abuse Services received funding through a grant monitored by the Illinois Criminal Justice Information Authority. Wells Center staff must be certified as substance abuse counselors and have at least two years experience conducting substance abuse therapy.

Education

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

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

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

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

As of June 30, 1993, 287 inmates had taken the GED test while participating at either IIP and 255 received a passing score (89%). During FY93, 101 inmates passed the GED out of 111 tested.

Life Skills

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

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

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

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

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

Parole Preparation

Pre-release preparation will be helpful to the offender who is motivated to develop a non-criminal lifestyle. Inmates develop a release program in coordination with parole staff. These topics include setting short and long-range personal goals and orientation to post-release responsibilities.

The first day an inmate arrives at the boot camp, the participant meets with program services staff to coordinate release plans. Over the next two months, the staff work in liaison with the electronic detention (ED) placement coordinator to search for host sites and coordinate release strategies with the supervising agent.

Inmates also work with program services staff to prepare an Individual Development Plan, which will comprehensively identify post-release needs, provide a needs-resolution strategy, and outline their short and long-range goals. Staff assist the inmate with community referrals to meet these needs.

As of July 1, 1991, IIP inmates participate in the PreStart program. Phase I begins before release. Educational, job skills and community reintegration modules are conducted in conjunction with the current programming curriculum.

Post-Release

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

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

The primary focus of the aftercare component is to provide education and assistance to releasees in securing community-based services upon release from IIP. A special drug program, electronic detention and violation procedures exist for some releasees. Field staff provide community reintegration referral, support and follow-up services to IIP releasees. Thus, more complete service delivery is provided while ensuring the safety of the public. Released inmates who have demonstrated positive adjustment may be recommended to the Prisoner Review Board for early discharge from supervision.

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

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

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

The Community Services component of PreStart assists releasees in implementing, via service brokerage and advocacy, their Individual Development Plans. Releasees are assisted by experienced

community corrections personnel. Supervision is conducted at the Community Service Center nearest each inmate's residence.

Program activities for IIP releasees include education, work or job service, public service or volunteer work, 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 and work with them until a job is found. Drug and/or alcohol counseling is mandatory for those with a substance abuse history.

Cooperation With Other State Agencies

State agencies such as the Departments of Children and Family Services, Public Aid, Alcoholism and Substance Abuse, and Mental Health and Developmental Disabilities assist inmates and their families in their readjustment to the community. Counselors and parole agents make referrals of inmates to the agencies. The Safer Foundation, Gateway Foundation, Narcotic Anonymous, and Alcoholics Anonymous provide services to address the serious substance abuse treatment needs of these inmates. Other Title XX vendors, the Illinois Job Service, and JTPA are contacted to educate inmates in the skills necessary to obtain and retain employment, and to locate jobs for ex-offenders. The IIP cannot operate without the cooperation of various public and private agencies across the state.

Appendixes

Appendix A: IIP Eligibility Criteria Changes

Authority

The Impact Incarceration Program (IIP) was established in July 1990 with the signing of Public Acts 86-1182 and 86-1183 (Chapter 730 ILCS 5/5-8-1.1). In August 1993 the law was amended as part of Public Act 88-0311.

Changed Criteria

Specific changes in the eligibility criteria are provided below.

IIP Criteria Changes		
	<i>Prior Law</i>	<i>Amended Law</i>
Age	17-29	17-35
Maximum Sentence Length	1-5 Years	1-8 Years
Prior Adult Incarceration	None	One

Unchanged Criteria

The remaining IIP eligibility criteria, described below, were not changed.

Any offender convicted of a Class X felony, first or second degree murder, armed violence, aggravated kidnapping, criminal sexual assault, aggravated criminal sexual abuse or a subsequent conviction for criminal sexual abuse, forcible detention, or arson is ineligible for the IIP.

An eligible inmate must be screened to determine if the inmate is physically able to participate in strenuous physical activities or labor.

An eligible inmate must be screened to determine if the inmate has a mental disorder or disability that would prevent participation in the IIP.

An eligible inmate must consent in writing to participation in the IIP.

The Department may also consider, among other matters, whether the committed person has a history of escape or absconding, whether he has any outstanding detainers or warrants, or whether participation in the IIP may pose a risk to the safety or security of any person.

Appendix B: Aggregate Statistics Since IIP Began¹

IIP Participant Flow							
<i>Fiscal Year</i>	<i>Admissions</i>	<i>June 30 Population</i>	<i>Failures</i>			<i>Graduates</i>	<i>Recidivists</i>
			<i>Voluntary</i>	<i>Program Review</i>	<i>Adjustment Committee</i>		
FY91-Dixon Springs	580	216	122	19	24	199	13
FY92-Dixon Springs	893	213	236	44	23	595	127
FY93:							
Dixon Springs	886	222	206	30	46	592	132
Greene County	219	186	14	11	8	0	0
TOTAL	2,578	408²	578	104	101	1,386³	272

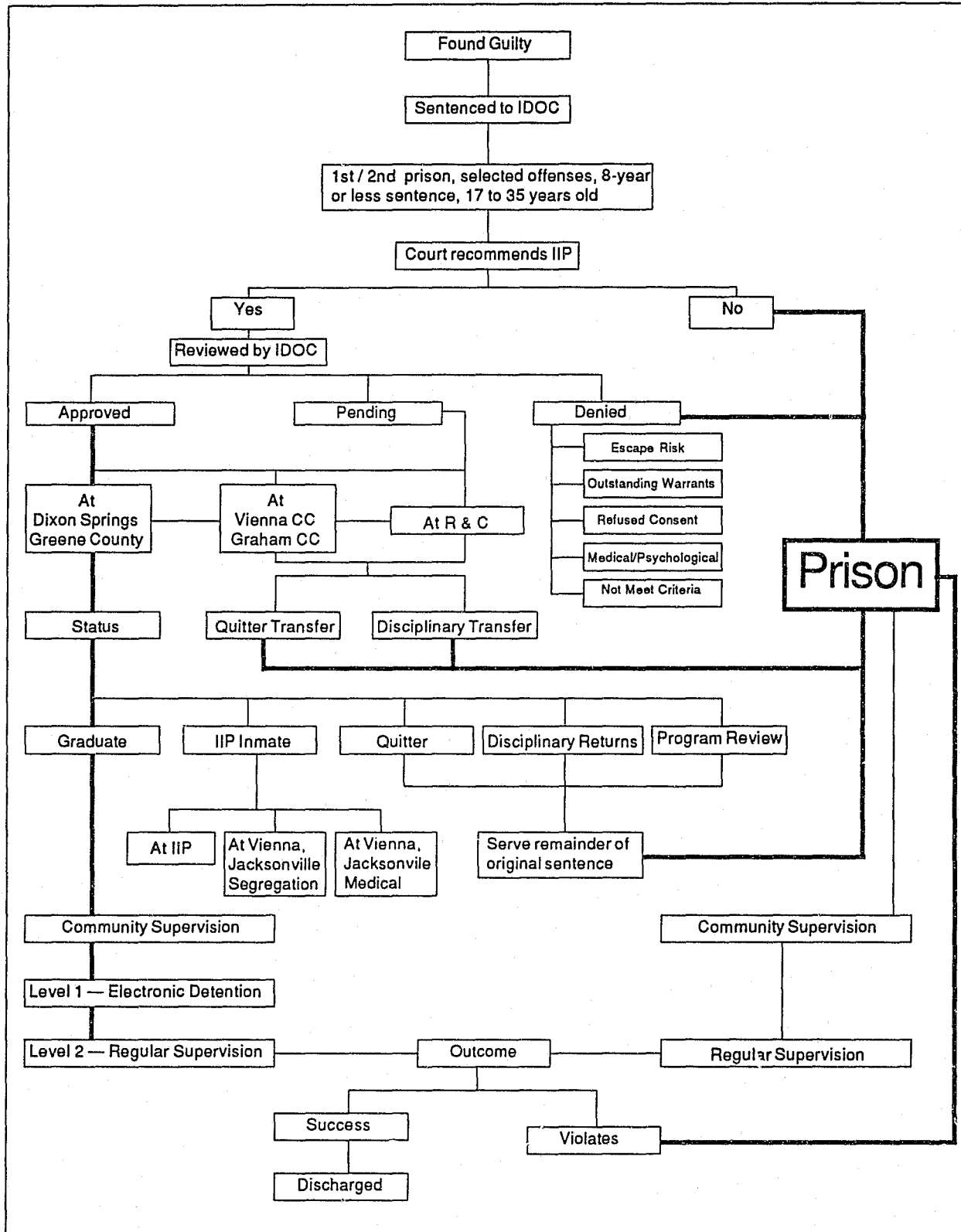
Denied IIP Participation By Reason								
<i>Fiscal Year</i>	<i>Refused to Consent</i>	<i>Warrants/ Detainers</i>	<i>Escape Risk</i>	<i>Medical/ Psychological</i>	<i>Discipline Awaiting Transfer</i>	<i>Quit Awaiting Transfer</i>	<i>Did Not Meet Criteria</i>	<i>Total</i>
FY91	64	75	82	35	11	33	55	355
FY92	204	92	109	43	30	128	70	676
FY93	237	55	39	49	23	100	74	577
TOTAL	505	222	230	127	64	261	199	1,608

¹ Fiscal year statistical discrepancies from the 1991 and 1992 IIP Annual Reports are due to the availability of corrected data.

²Total includes IIP inmates transferred to other correctional facilities for medical care or segregation status, or on court writ.

³Total does not include one inmate discharged while participating in the program.

Appendix C: IIP Program Process



Appendix D: Impact Incarceration Program

Introduction

Impact Incarceration represents an alternative sanction to long prison terms in Illinois. Its goals are 1) to accelerate the release of selected inmates from prison and to instill the discipline necessary to avoid a future return to prison and 2) to increase public safety by promoting and reinforcing lawful behavior of the youthful offender. The program was established by law in July 1990. The Department has made a commitment to conduct periodic reviews and evaluations of this program.

Background

In response to a national prison crowding crisis, 29 states have initiated shock incarceration programs as an alternative to a traditional prison sentence. These programs provide a structured, regimented prison stay in a "boot camp" designed to instill order and discipline.

In 1989 the Department of Corrections and State legislators began researching the possibility of operating such a program in Illinois. The Department of Corrections and legislative staff visited programs in Michigan and New York. The Illinois Department of Corrections' Impact Incarceration Program (IIP) was established in July 1990 with the signing of Public Acts 86-1182 and 86-1183 (Chapter 730 ILCS 5/5-8-1.1). In August 1993 Public Act 88-0311 was enacted to change the IIP eligibility criteria. These laws allow the courts to redirect potential offenders for placement in IIP. Both male and female offenders may be sentenced to this program.

Vienna Correctional Center is the parent institution for the 230-bed IIP at Dixon Springs in the Shawnee National Forest in Pope County. Jacksonville Correctional Center is the parent institution for the 200-bed IIP at Greene County. The Greene County facility is located approximately sixty miles southwest of the city of Springfield in a rural area. Both locations are ideal due to their isolated environments supplemented by numerous public service work opportunities.

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

Purpose

The Illinois Department of Corrections implemented an Impact Incarceration Program, with the first inmates being accepted on October 15, 1990. The purpose of the program is to better serve the community and the youthful offender while helping to reduce an ever-increasing adult prison population. The IIP provides a positive, cost-effective 120 to 180-day sentencing alternative to traditional incarceration for adult felons between the ages of 17 and 35, incarcerated not more than once previously, with up to an eight-year sentence.

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

The IIP includes the "boot camp" phase, but the program also emphasizes multi-treatment components of successful correctional rehabilitative programs, both in the prison setting and in the community. The three elements of the program are (1) a basic military training model stressing a highly structured and regimented

routine; (2) a substance abuse treatment, counseling, academic, and social skills program; and (3) a period of gradual reintroduction to the community by applying a series of less restrictive supervision levels. The IIP instills order and discipline in the offender through military regimentation and discipline, physical training, work, individual and group counseling (i.e., substance abuse), as well as educational, life skills and parole preparation programs. At the same time, the Department estimates 800 beds will be saved per year, saving valuable bedspace for higher risk inmates.

Goals and Objectives

There are two primary goals of the IIP:

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

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

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

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

Program Description

Overview

The Dixon Springs facility houses up to 220 male and 10 female inmates. Thirty bunk beds were added to two dorm rooms to bring the capacity to 230 during March 1991. The Greene County facility was opened with 200 beds. Each offender will be in the program from a minimum of 120 up to 180 days. For inmates who

are on "quitter status", who do not participate for medical reasons, or who are placed in segregation, each day not involved in the program activities must be added to the 120-day period. However, inmates can be given a maximum of three days credit for inactive participation due to factors not initiated by the inmate, such as court writ or medical/mental health treatment at an outside facility.

The Dixon Springs IIP operates under the administration of the Vienna Correctional Center. The site of the former Dixon Springs Work Camp, located in Pope County in southern Illinois, was converted to the IIP facility. This site and location are excellent for this program because the facility is isolated and meaningful work opportunities are provided in the Shawnee National Forest.

The Jacksonville Correctional Center administers operations at the Greene County IIP. The Greene County correctional facility was a new work camp converted to house boot camp inmates. The Greene County IIP is centrally located within the county in a rural setting. Most labor activities were directed toward public service projects in adjoining jurisdictions initially, but the location has since become ideal for Mississippi River and Illinois River flood assistance.

Each offender is assessed at intake and orientation, with formal evaluations completed in all program areas. If the offender successfully completes the program, their sentence is reduced to time served and released to electronic detention prior to regular community supervision (PreStart-Phase II). If the inmates do not complete the program, they are transferred to another correctional facility to complete their sentences.

Selection Criteria

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

The Department evaluates each inmate against the following criteria:

1. *Must be not less than 17 years of age nor more than 35 years of age.*
2. *Has never served more than one sentence of imprisonment for a felony in an adult correctional facility.*
3. *Has not been convicted of a Class X felony, first or second degree murder, armed violence, aggravated kidnapping, criminal sexual assault, aggravated criminal abuse or a subsequent conviction for criminal sexual abuse, forcible detention, or arson.*
4. *Has been sentenced to a term of imprisonment of eight years or less.*
5. *Must be physically able to participate in strenuous physical activities or labor.*
6. *Must not have any mental disorder or disability that would prevent participation in the Impact Incarceration Program.*
7. *Has consented in writing to participation in the IIP.*
8. *The Department may also consider, among other matters, whether the committed person has a history of escape or absconding, whether he has any outstanding detainers or warrants, or whether participation in the Impact Incarceration Program may pose a risk to the safety or security of any person.*

Beginning January 1991, a backlog of eligible inmates developed because the number of inmates approved for IIP exceeded the bed capacity at Dixon Springs. Selected inmates were temporarily housed at the Shawnee Correctional Center, separate from the general population, until an available IIP intake cycle. After the Greene County IIP began operations, and the Shawnee C. C. population of IIP approved and waiting inmates was dissolved (May 1993), a more feasible process was engineered. Currently, inmates approved and waiting to enter the Dixon Springs IIP are housed at the Vienna Correctional Center. Until there is an available slot inmates approved and waiting to enter the Greene County IIP stay at the Graham Correctional Center. Inmates who are approved and waiting can be denied placement if they experience disciplinary problems or if they decide to quit while they are at the pre-IIP holding facilities.

Screening Process

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

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

After medical and mental health screening the inmates are asked to sign a form stating they are volunteering for the program. Preparation for separate transportation is then arranged for these inmates. IIP inmates are housed in a separate unit at the pre-IIP holding facilities until transfer to the boot camp can be made.

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

Core Program

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

Mandatory participation is required for each inmate to attend all daily physical exercise sessions. Physical exercises begin slowly, and as the participants gain strength, they advance to more difficult exercises. Other daily drills include military formations and marching. Physical training is conducted twice per day.

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

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

These program services are provided by full and part-time clinical services and clerical staff. Through June 30, 1993 several parole agents, social workers, educators, and research staff positions were funded through a federal grant sponsored by the National Institute of Justice for the Dixon Springs IIP. The substance abuse components at both IIP facilities are funded by the federal drug appropriations distributed by the Illinois Criminal Justice Information Authority. Substance abuse counselors are required to meet stated guidelines as treatment professionals.

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

for change. Negative behavior is altered by physical motivation and fitness details.

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

Pre-release preparation will be helpful to the offender who is motivated to develop a non-criminal, drug-free lifestyle. Offenders develop a release program in coordination with program services and parole staff throughout their stay at IIP. Inmates work with their agent to prepare and follow an individual supervision plan, which outlines their short and long-range goals. Upon release from the boot camp phase, offenders will participate in an intensive parole program. Electronic detention is used during this phase to gradually release the offender from the structured and controlled environment to the free community. For the first three months of release, the Special Intensive Supervision Unit is responsible for providing close supervision. A case-by-case review determines when a releasee is to be removed from electronic detention.

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

Four Community Drug Intervention Programs are in operation across the state. They provide more intensive services and drug testing for releasees posing the most serious substance abuse needs. IIP graduates who need this intensive treatment can be assisted by these specially trained agents and substance abuse counselors.

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

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

Appendix E: IIP Core Program

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

IIP Services

(Mandatory Participation)

- Substance Abuse Program
 - education
 - different levels of treatment
- Education
 - academic skills development
 - leading toward GED achievement
- Life Skills Program
 - skills development required for gaining employment and managing money and using public services
- Parole Preparation
 - PreStart Phase I

Post Impact Incarceration Program Release

- Electronic Detention
- PreStart Phase II

Appendix F Adult Shock Incarceration Programs

<i>Year Started</i>	<i>State</i>	<i>Capacity</i>
1983	Georgia ^{1,2}	800
	Oklahoma ^{1,2}	438
1985	Mississippi	263
1987	Florida ¹	100
	Louisiana ¹	136
	New York ^{1,2}	1,500
	South Carolina ¹	216
1988	Alabama	180
	Arizona	150
	Michigan ²	600
1989	Idaho	250
	North Carolina	90
	Tennessee	150
	Texas ^{1,2}	400
1990	Illinois ^{1,2}	430
	Maryland ²	448
	New Hampshire	65
	Wyoming	24
1991	Arkansas	150
	BOP-male	192
	Colorado	100
	Kansas	104
	Nevada	60
	Ohio	94
	Virginia	100
	Wisconsin	40
1992	BOP-female	120
	Massachusetts	256
	Minnesota	36
	Pennsylvania	50
1993	California	176

¹States participating in the study of shock incarceration sponsored by the National Institute of Justice.

²States with a boot camp capacity of 400 or more beds.

Source: *National Institute of Justice Journal*, November 1993.

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