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1994
Annual Report
to the
Governor
and the
General Assembly

Impact Incarceration Program

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Illinois Department of Corrections
Howard A. Peters III
Director

Larry Mizell
Chief Deputy Director

**1994
Annual Report
to the
Governor
and the
General Assembly**

**Impact
Incarceration
Program**

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Planning & Research
Finance & Administration Division

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**U.S. Department of Justice
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Howard A. Peters III
Director

Larry Mizell
Chief Deputy Director

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**ILLINOIS
DEPARTMENT
OF
CORRECTIONS**

Jim Edgar
Governor

Howard A. Peters III
Director

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The Illinois Impact Incarceration Program (IIP) is an intervention program designed to promote lawful behavior in criminal offenders through a highly structured program of military discipline designed to develop responsibility, self-esteem and positive self-concept, while also addressing the underlying issues that lead to criminal behavior and substance abuse.

On August 1, 1994, a third IIP facility was opened on the DuQuoin State Fairgrounds in southern Illinois. The other IIP facilities are located at Dixon Springs in the Shawnee National Forest in southeastern Illinois and in Greene County in central Illinois.

Judges have referred 7,299 offenders to the IIP. Of this number, 4,096 have been admitted to the program. The IIP has been operating at full capacity since January 1991. There are 320 inmates awaiting transfer to the program.

Sixty-four percent (2,549 inmates) of all program exits have graduated from the program. Of those graduates who have been released for a three-year period, 21% have returned to prison with a new felony offense compared to an expected recidivism rate for comparable inmates of 34%.

Since the IIP was implemented in October 1990, nearly \$8 million have been saved due to the shorter prison stay of the participants and projected prison crowding has been eased somewhat.

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 **1994 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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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 of age who have received a sentence of up to eight years. The DuQuoin Work Camp was converted to an IIP facility during the summer of 1994 and began admitting inmates at the beginning of FY95.

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 the 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 Dixon Springs IIP on October 15, 1990. On February 12, 1991, the first IIP graduates began to return home. The Greene County IIP was opened on March 15, 1993 and graduated its first platoon on July 14, 1993. The DuQuoin IIP began operations on August 1, 1994.

As of June 30, 1994, judges have referred 7,299 offenders to IIP. The Department has approved 4,416 (60%). Of the 4,416, 4,096 have been transferred to the IIP while 320 were awaiting transfer. Another 207 (3%) were awaiting approval.

Offenders from 94 counties have been recommended for IIP. Cook County sends most (73%) of the IIP candidates. The collar counties of DuPage, Kane, McHenry, Lake and Will have supplied another 7%, and 20% have been sentenced from the remaining downstate counties. Statewide, 37% have been denied; 38% of the Cook County recommendations, 35% of the collar county recommendations, and 38% of the downstate recommendations have been denied.

The typical IIP inmate is a 21 year old black male, with an eleventh grade education and a history of substance abuse. He has been convicted of a property or drug offense and is serving a 48-month sentence.

Since February 12, 1991, 2,549 inmates have graduated from the IIP after serving 120 active days in the program.

There have been 1,121 program failures. Voluntary dropouts accounted for 785 (70%) of the cases. There had been 336 (30%) cases which resulted in disciplinary termination from IIP.

An analysis of the first 199 graduates revealed that 21% percent of the graduates were returned to prison for committing a new crime within three years after release. The percentage in a comparison group of parolees who did not participate in the IIP was 34%.

During FY94, the cost savings for the IIP totaled \$3,713,398, saving over 449,307 days of incarceration for the 1,161 graduates. The total cost savings since the program's inception are \$7,947,038.

Introduction

This report provides a statistical overview of IIP eligible offenders recommended by judges, program participant flow data, and recidivism and cost analyses. All quantitative data for this report are through June 30, 1994, the end of fiscal year 1994 (FY94). As of this date, the DuQuoin IIP had not yet been in operation. Therefore, data represent the Dixon Springs IIP and the Greene County IIP only.

Further, this report contains descriptive information about programmatic issues and their impact on the Department. A detailed description of the IIP activities, statutory criteria, and components are in Appendix A. Appendix B includes a flow chart depicting the process of IIP eligible offenders recommended by judges.

IIP Backlog and Expansion

Through FY94, the IIP developed a backlog of eligible inmates waiting to enter the boot camp similar to that experienced previously (see *1992 IIP Annual Report*). During the week of June 30, 1994, there were 320 inmates waiting at the pre-IIP holding units and another 207 inmates pending approval or transfer at the Reception and Classification (R&C) centers. Aggregately, these inmates represented a population larger than the capacity at the two existing IIP facilities.

The opening of the Green County IIP assisted in temporarily alleviating the first backlog by providing additional boot camp beds. However, even though two IIP facilities were operating, a second backlog evolved and was responsible for a four month delay in transferring boot camp approved inmates from the pre-IIP holding units to the IIP.

As has been documented previously, a backlog of eligible inmates can have adverse effects on the program at different intervals (see *1993 IIP Annual Report*). An extended delay can weigh heavily on the inmate's choice to consider entering the boot camp during R&C screening. Two factors that influence the inmate's decision at all three stages are: 1) The eligible inmate discovers the lengthy waiting period for entering the IIP after expecting to be admitted immediately after R&C processing, and 2) As an eligible inmate's release becomes imminent, the traditional prison and regular PreStart option becomes a viable alternative as opposed to having to undergo the rigorous IIP activities followed by intensive community supervision.

The second backlog was largely driven by an increase in judicial recommendations (see Table 1) which was partly attributed to program recognition and expanded statutory criteria enacted during FY94. The publicity generated from the opening of a second IIP, supplemented by the work of the Task Force on Crime and Corrections appointed by Governor Jim Edgar in February 1992, resulted in focused attention toward program progress and success.

In FY94 the number of eligible inmates admitted to the Department under the original statutory criteria equaled 3,586, an increase of 396 from FY93. Another 1,489 inmates were admitted who fit only the expanded statutory criteria (See Table 1 total of 5,075). Of the total number of inmates admitted to the Department who met IIP statutory criteria, 58% were recommended by judges.

Table 1
Boot Camp Eligibles

	FY91	FY92	FY93	FY94	Total
Eligible Pool	2,910	3,103	3,190	5,075	14,278
Recommended by Court	1,222	1,633	1,497	2,947	7,299
% of Eligible Pool	42%	53%	47%	58%	51%
DOC Approved	743	925	939	1,809	4,416
% of Recommended by Court	61%	57%	63%	61%	61%
% of Eligible Pool	26%	30%	29%	36%	31%

Expanded Statutory Criteria

On August 11, 1993, Public Act 88-0311 was signed by Governor Edgar to expand the statutory eligibility criteria for IIP participation (among a number of other corrections provisions). This law was in response to a series of recommendations made by the Governor's Task Force on Crime and Corrections. The Task Force cited the IIP as an alternative sanction for nonviolent offenders capable of potential cost savings, recidivism reduction, and successful educational and substance abuse instruction (see *1993 IIP Annual Report*). Expanding the eligibility pool was also intended to assist in saving much needed beds for violent offenders, who would use vacated beds normally taken by nonviolent offenders sentenced to traditional incarceration.

Under the expanded statutory criteria (ESC), the maximum sentence imposed for IIP eligible candidates was expanded from five to eight years, the age limit was increased from 29 to 35 years, and second-time incarcerants could be sentenced to the IIP as opposed to only first-time incarcerants.

Judges sentenced 664 offenders who fit only the ESC (see Table 2). These offenders may have characteristics of any or all of the three ESC. Therefore, when the three categories are totaled the result is greater than 664. Of the 664, 249 inmates were denied by the Department (38%) which is comparable to the denial rate for all IIP recommendations (37%). Based on program exits, 68% (140) of the ESC IIP participants were graduates and 32% (67) failed to complete the program. These statistics are similar to the aggregate IIP participant flow data.

Table 2
Expanded Statutory Criteria Recommendations

	<i>Inmates</i>
Total ESC Recommended	664
Denied IIP	249
Admitted to IIP	315
<i>Current Population</i>	108
<i>Graduated</i>	140
<i>Failed</i>	67
Greater than 5-year sentence	147
Greater than 29 years of age	145
2nd Incarceration	66

DuQuoin

Due to the growing backlog of eligible inmates in pre-IIP holding and the IIP's continuing success, a third site was designated to become a boot camp. On August 1, 1994 the DuQuoin IIP began admitting eligible IIP inmates. Through September 30, 200 inmates had been admitted to the program. Statistical data for this report are gathered by fiscal year; therefore, participant flow data for program exits (e.g., failures and graduates) will not be reported in this report. The first graduation ceremony at DuQuoin will take place on November 28, 1994.

The DuQuoin facility is located on the State Fairgrounds in DuQuoin, Illinois. The facility was originally designed to be a work camp and served the Department in that capacity beginning July 1, 1993. Renovations were made to the facility to add classrooms and reconstruct living quarters during the summer of 1994 to accommodate boot camp inmates.

DuQuoin security staff were trained using a specialized boot camp curriculum similar to the instruction given to staff at the Dixon Springs and Greene County IIP. Security staff were all employees of the DuQuoin work camp; some of these staff were previous transfers from the Dixon Springs IIP with prison boot camp experience.

Program activities at the DuQuoin IIP will remain consistent with the functions at the other IIP sites. The State Fairgrounds will present numerous opportunities for ground maintenance and work crews. Labor details will be followed by mandatory basic education instruction, multilevel substance abuse treatment, and prerelease preparation during the evenings. All IIP graduates are placed in an intensive supervision electronic monitoring component when released.

Statistical Summary: June 30, 1994

The data provided in Table 3 represent all IIP inmates recommended since the program began. FY94 data are presented in Table 4 (FY91 through FY93 data are available in previous *IIP Annual Reports*). Summary fiscal year data describing the participant flow at each boot camp and reasons for denial of eligible offenders are provided in Appendix C.

Who Goes to the Program

As of June 30, 1994, judges have referred 7,299 offenders to IIP. The Department has approved 4,416 (60%). Of the 4,416, 4,096 have been transferred to the IIP while 320 are awaiting transfer. Another 207 (3%) are currently awaiting approval.

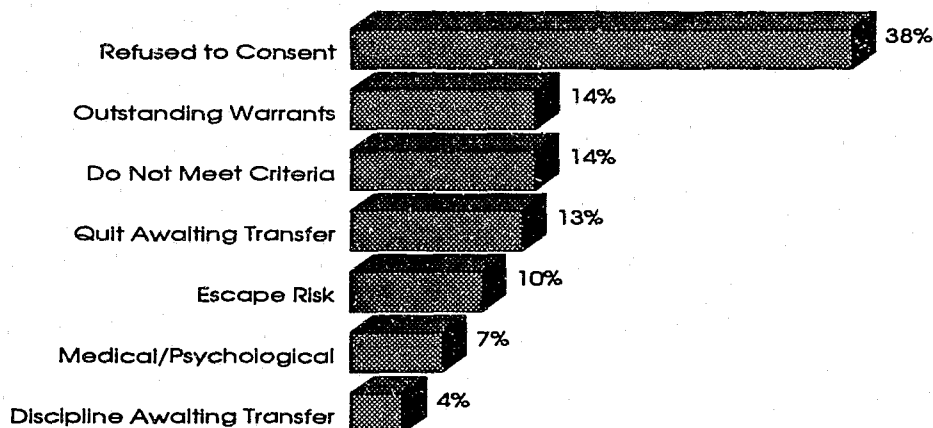
Another 2,676 (37%) offenders have been denied by the Department (see Figure 1). They have been denied for seven primary reasons: They refused to sign the volunteer consent form (38%); have outstanding warrants (14%); did not meet the legal criteria (14%); quit while awaiting transfer (13%); are determined to be a moderate to high escape risk (10%); had medical and psychological concerns which made the inmates unfit for the rigorous demands of the IIP (7%); or, had a discipline problem while awaiting transfer (4%).

Of the 102 Illinois counties, 94 have had inmates recommended to IIP. Cook County sends most of the IIP candidates. Including the 207 pending approvals and 320 awaiting transfer, Cook County has recommended 73% of the 7,299 candidates. The collar counties of Dupage, Kane, Lake, McHenry and Will and Lake supplied another 7%, and 20% have been sentenced from the remaining Illinois counties. Statewide, 37% have been denied; 38% of the Cook County recommendations, 35% of the collar county recommendations, and 38% of the downstate judicial recommendations have been denied.

Figure 1

Reasons Denied by IDOC

Total Cases = 2,676

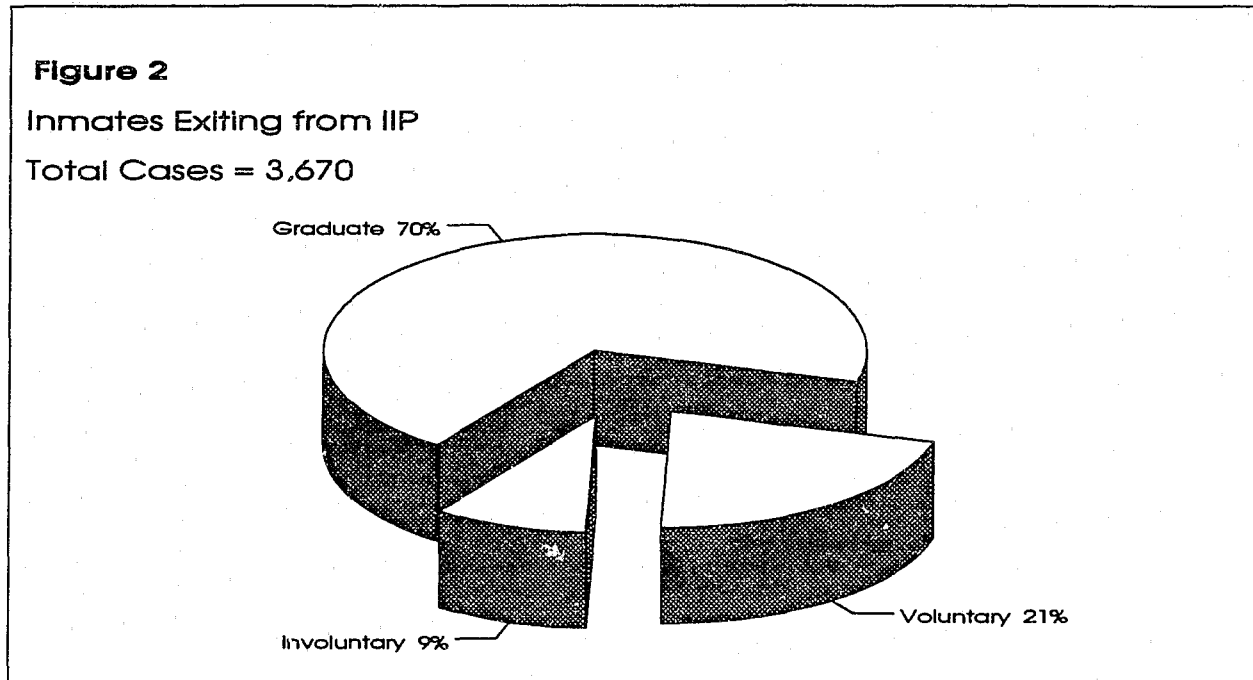


The typical IIP inmate is 21 years of age, black, male, with an eleventh grade education and with a substance abuse history. He has been convicted of a property or drug offense with a 48-month sentence. Table 3 compares the profile of inmates selected for IIP and those eligible offenders who have been denied.

Who Makes It

Since the first graduation on February 12, 1991, 2,549 inmates have successfully completed the IIP. Graduates represent 70% of all inmates who have exited the IIP (see Figure 2).

Graduates are more educated than program failures (see Table 3). Also, graduates are slightly younger than the voluntary failures but nearly one year older than the involuntary failures. Over 73% of the participants sentenced for a drug offense and 67% with a property offense have graduated, while only 63% of those sentenced for a crime against a person successfully completed the boot camp. Those who leave the IIP



voluntarily have the lowest average sentence.

Nearly 80% of those committed from the collar counties have completed the 120-day program as opposed to 67% of the participants sentenced from Cook County and 73% of the participants sentenced from the downstate counties. This graduation rate was higher for white inmates (76%) and Hispanics (73%) than for African-Americans (67%).

Who Does Not Make It

Other than graduating the IIP, a participant may exit the program due to voluntarily quitting, a disciplinary infraction, or a program review hearing (Please see Appendix A for an explanation of the disciplinary procedures). There have been 1,121 (30%) inmates who have left the program prior to completion.

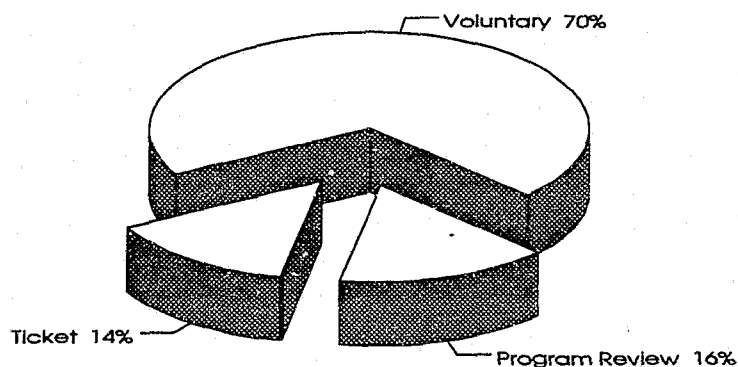
Voluntary dropouts have accounted for 70% of these cases (see Figure 3). To date there have been 785 inmates who voluntarily quit IIP. This is 21% of the inmates who exit the IIP (see Figure 2).

As of June 30, 1994, there have been 336 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, 175 (16%) involved program reviews resulting from accumulated infractions, while 161 (14%) resulted from a major rule violation (see Figure 3).

Figure 3

Failure Reasons for IIP Inmates

Total Cases = 1,121



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 3). 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, 1994, 207 females have been recommended by judges for the IIP. Of the 207 eligible candidates, 113 have been denied the IIP during R&C processing and 94 have been admitted to the program (see Table 3). There are 24 female beds at the Dixon Springs IIP. FY94 marked the first time that the female IIP population reached capacity.

Forty-five of the females admitted to the program have graduated, 19 were in the program on June 30, 1994, and 30 have failed the IIP. Twenty-two of the 30 failures quit the program and the remaining eight failures were involuntarily terminated.

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

	Total Participants		Denied		Voluntary		Involuntary		Graduates		Current IIP Population	
	N	%	N	%	N	%	N	%	N	%	N	%
Age												
17 - 19	1,534	37%	867	32%	298	38%	168	50%	926	36%	142	33%
20 - 22	1,252	31%	831	31%	229	29%	89	26%	815	32%	119	28%
23 - 25	646	16%	454	17%	105	13%	42	13%	434	17%	65	15%
26 - 29	514	13%	352	13%	118	15%	25	7%	318	12%	53	12%
30 & Older	150	4%	172	6%	35	4%	12	4%	56	2%	47	11%
Average Age	21.5 Yrs		22.2 Yrs		21.7 Yrs		20.7 Yrs		21.5 Yrs		22.5 Yrs	
Race												
African-American	2,750	67%	1,798	67%	568	72%	253	75%	1,639	64%	290	68%
White	1,042	25%	629	24%	163	21%	66	20%	714	28%	99	23%
Hispanic	288	7%	242	9%	52	7%	16	5%	183	7%	37	9%
Other	16	0%	7	0%	2	0%	1	0%	13	1%	0	0%
Sex												
Male	4,002	98%	2,563	96%	763	97%	328	98%	2,504	98%	407	96%
Female	94	2%	113	4%	22	3%	8	2%	45	2%	19	4%
Prior Incarcerations												
None	4,030	98%	2,581	96%	773	98%	328	98%	2,521	99%	408	96%
One	66	2%	95	4%	12	2%	8	2%	28	1%	18	4%
Offense Type												
Property	1,532	37%	1,083	40%	327	42%	141	42%	947	37%	117	27%
Drug	2,008	49%	1,124	42%	344	44%	121	36%	1,283	50%	260	61%
Person	544	13%	409	15%	110	14%	71	21%	314	12%	49	12%
Other	12	0%	60	2%	4	1%	3	1%	5	0%	0	0%
Holding Class												
1	1,691	41%	636	24%	227	29%	118	35%	1,149	45%	197	46%
2	1,819	44%	1,261	47%	409	52%	164	49%	1,060	42%	186	44%
3	420	10%	407	15%	108	14%	41	12%	240	9%	31	7%
4	166	4%	240	9%	41	5%	13	4%	100	4%	12	3%
M & X	0	0%	132	5%	0	0%	0	0%	0	0%	0	0%
Sentence												
1 - 2.9 Years	116	3%	310	12%	53	7%	6	2%	54	2%	3	1%
3 - 3.9 Years	1,125	27%	1,089	41%	322	41%	85	25%	620	24%	98	23%
4 - 4.9 Years	1,863	45%	831	31%	311	40%	151	45%	1,213	48%	188	44%
5 - 5.9 Years	847	21%	338	13%	93	12%	86	26%	590	23%	78	18%
6 or More Years	145	4%	108	4%	6	1%	8	2%	72	3%	59	14%
Average Sentence	4.0 Yrs		3.6 Yrs		3.6 Yrs		4.1 Yrs		4.0 Yrs		4.3 Yrs	

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

	Total Participants		Denied		Voluntary		Involuntary		Graduates		Current IIP Population	
	N	%	N	%	N	%	N	%	N	%	N	%
Committing County												
Cook County	2,984	73%	1,959	73%	621	79%	249	74%	1,803	71%	311	73%
Collar Counties	297	7%	175	7%	37	5%	18	5%	217	9%	25	6%
Downstate Counties	815	20%	542	20%	127	16%	69	21%	529	21%	90	21%
Marital Status												
Single - No Children	1,859	45%	1,093	41%	355	45%	166	49%	1,174	46%	164	38%
Single - Children	1,712	42%	1,178	44%	319	41%	135	40%	1,071	42%	187	44%
Married - No Children	38	1%	30	1%	2	0%	1	0%	30	1%	5	1%
Married - Children	286	7%	190	7%	49	6%	21	6%	178	7%	38	9%
Separated/Divorced	70	2%	59	2%	19	2%	4	1%	36	1%	11	3%
Missing	131	3%	126	5%	41	5%	9	3%	60	2%	21	5%
Last Grade Completed												
8 or less	105	3%	127	5%	31	4%	16	5%	50	2%	8	2%
9	272	7%	203	8%	73	9%	32	10%	142	6%	25	6%
10	638	16%	494	18%	149	19%	55	16%	351	14%	83	19%
11	1,484	36%	944	35%	273	35%	116	35%	939	37%	156	37%
12/GED	1,178	29%	635	24%	194	25%	83	25%	799	31%	102	24%
13 & Over	274	7%	157	6%	28	4%	23	7%	193	8%	30	7%
Unknown/Missing	145	4%	116	4%	37	5%	11	3%	75	3%	22	5%
Average Last Grade	11.1 Yrs		10.9 Yrs		10.8 Yrs		10.9 Yrs		11.2 Yrs		11.1 Yrs	
Criteria												
Original Statutory Criteria	3,781	92%	2,427	91%	740	94%	314	93%	2,409	95%	318	75%
Expanded Statutory Criteria	315	8%	249	9%	45	6%	22	7%	140	5%	108	25%
Total	4,096		2,676		785		336		2,549		426	

**Table 4 FY94 Summary
Profile of Inmates Eligible for IIP**

	Total Participants		Denied		Voluntary		Involuntary		Graduates		Current IIP Population	
	N	%	N	%	N	%	N	%	N	%	N	%
Age												
17 - 19	678	35%	272	25%	76	37%	63	48%	397	34%	142	33%
20 - 22	554	29%	319	30%	54	26%	33	25%	348	30%	119	28%
23 - 25	300	16%	186	17%	19	9%	16	12%	200	17%	65	15%
26 - 29	246	13%	148	14%	26	13%	7	5%	160	14%	53	12%
30 & Older	147	8%	143	13%	32	15%	12	9%	56	5%	47	11%
Average Age	22.1 Yrs		23.3 Yrs		22.6 Yrs		21.2 Yrs		21.9 Yrs		22.5 Yrs	
Race												
African-American	1,335	69%	733	69%	168	81%	106	81%	771	66%	290	68%
White	429	22%	230	22%	27	13%	17	13%	286	25%	99	23%
Hispanic	155	8%	102	10%	12	6%	8	6%	98	8%	37	9%
Other	6	0%	3	0%	0	0%	0	0%	6	1%	0	0%
Sex												
Male	1,869	97%	982	92%	201	97%	128	98%	1,133	98%	407	96%
Female	56	3%	86	8%	6	3%	3	2%	28	2%	19	4%
Prior Incarcerations												
None	1,859	97%	973	91%	195	94%	123	94%	1,133	98%	408	96%
One	66	3%	95	9%	12	6%	8	6%	28	2%	18	4%
Offense Type												
Property	609	32%	350	33%	67	32%	50	38%	375	32%	117	27%
Drug	1,098	57%	530	50%	118	57%	62	47%	658	57%	260	61%
Person	214	11%	168	16%	22	11%	18	14%	125	11%	49	12%
Other	4	0%	20	2%	0	0%	1	1%	3	0%	0	0%
Holding Class												
1	881	46%	273	26%	76	37%	46	35%	562	48%	197	46%
2	817	42%	461	43%	99	48%	69	53%	463	40%	186	44%
3	143	7%	144	13%	17	8%	10	8%	85	7%	31	7%
4	84	4%	116	11%	15	7%	6	5%	51	4%	12	3%
M & X	0	0%	74	7%	0	0%	0	0%	0	0%	0	0%
Sentence												
1 - 2.9 Years	32	2%	112	10%	14	7%	2	2%	13	1%	3	1%
3 - 3.9 Years	478	25%	388	36%	83	40%	30	23%	267	23%	98	23%
4 - 4.9 Years	876	46%	356	33%	80	39%	56	43%	552	48%	188	44%
5 - 5.9 Years	394	20%	104	10%	24	12%	35	27%	257	22%	78	18%
6 or More Years	145	8%	108	10%	6	3%	8	6%	72	6%	59	14%
Average Sentence	4.1 Yrs		3.8 Yrs		3.6 Yrs		4.2 Yrs		4.1 Yrs		4.3 Yrs	

Table 4 FY94 Summary
Profile of Inmates Eligible for IIP (continued)

	Total Participants		Denied		Voluntary		Involuntary		Graduates		Current IIP Population	
	N	%	N	%	N	%	N	%	N	%	N	%
Committing County												
Cook County	1,448	75%	786	74%	180	87%	104	79%	853	73%	311	73%
Collar Counties	127	7%	67	6%	4	2%	5	4%	93	8%	25	6%
Downstate Counties	350	18%	215	20%	23	11%	22	17%	215	19%	90	21%
Marital Status												
Single - No Children	775	40%	392	37%	78	38%	56	43%	477	41%	164	38%
Single - Children	877	46%	502	47%	93	45%	56	43%	541	47%	187	44%
Married - No Children	19	1%	14	1%	0	0%	1	1%	13	1%	5	1%
Married - Children	162	8%	93	9%	18	9%	12	9%	94	8%	38	9%
Separated/Divorced	38	2%	27	3%	4	2%	2	2%	21	2%	11	3%
Missing	54	3%	40	4%	14	7%	4	3%	15	1%	21	5%
Last Grade Completed												
8 or less	56	3%	54	5%	11	5%	11	8%	26	2%	8	2%
9	135	7%	82	8%	17	8%	19	15%	74	6%	25	6%
10	294	15%	203	19%	38	18%	18	14%	155	13%	83	19%
11	728	38%	352	33%	73	35%	40	37%	459	40%	156	37%
12/GED	507	26%	243	23%	42	20%	32	24%	331	29%	102	24%
13 & Over	147	8%	75	7%	13	6%	9	7%	95	8%	30	7%
Unknown/Missing	58	3%	59	6%	13	6%	2	2%	21	2%	22	5%
Average Last Grade	11.1 Yrs		10.9 Yrs		10.8 Yrs		10.7 Yrs		11.2 Yrs		11.1 Yrs	
Criteria												
Original Statutory Criteria	1,610	84%	819	77%	162	78%	109	83%	1,021	88%	318	75%
Expanded Statutory Criteria	315	16%	249	23%	45	22%	22	17%	140	12%	108	25%
Total	1,925		1,068		207		131		1,161		426	

Post Release Data

Background

Earlier in 1994, the National Institute of Justice (NIJ) completed the Multi-State Study of Shock Incarceration, a review of eight state prison boot camps, which will provide many insights as to the effectiveness of shock incarceration. NIJ's final report, which should be issued later this year, will summarize data from Illinois, Florida, Georgia, Louisiana, New York, Oklahoma, South Carolina, and Texas. These states have been the main contributors of prison boot camp data during the last several years while many of the other prison boot camps across the nation have not published evaluation results. Further, other than Illinois and New York (which presents extensive evaluation data annually to their legislature), no state produces evaluation findings on a consistent basis.

In a 1993 briefing report to the U. S. House of Representatives, the General Accounting Office (GAO) stated that one factor hindering the analysis of boot camp success was the shortage of formal evaluations. GAO cited only five states (Florida, Georgia, Louisiana, New York, and Oklahoma), all participants in the Multi-State Study, as having conducted formal evaluations. Illinois was not included because at the time of GAO data collection, only the *1991 IIP Annual Report* had been completed, producing little evaluative data. In fact, GAO noted that one of the reasons affecting the limited amount of evaluation data was that most prison boot camps had not been operating for a long enough time period to form conclusive findings. Since GAO's report, besides Illinois, South Carolina and Virginia have produced comprehensive reviews of their prison boot camps.

GAO's main theme throughout their report was that prison boot camps have reduced short-term prison costs and prison crowding but not necessarily recidivism or long-term costs. Providing summary conclusions of the effectiveness of prison boot camps may be inappropriate. The legal and agency 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. Further, some states have intensive supervision components, while other states release their shock program graduates to regular parole supervision. All of these differences between prison boot camps make comparisons difficult.

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. Further, boot camp graduates are generally less serious offenders than releasees from traditional prison; therefore, it is important to control for differences between groups of study.

To this point, no state has been able to implement a true experimental research design with random assignments to evaluate their prison boot camp. Many of the quasi-experimental research designs include threats to validity, especially selection bias. IDOC has attempted to control for differences among the study groups in the review of the IIP.

Methods

Although recidivism rates should never be used to singularly evaluate program effectiveness, recidivism is the focus here. The close of FY94 marked the first time that a three-year recidivism rate could be calculated for a cohort of IIP graduates. The Department reports recidivism data for all releasees after a three year follow-up period has elapsed. A recidivism event is measured by reincarceration; recidivism data are not gathered until the releasee is readmitted to a correctional institution. All IIP graduates and comparison group inmates released from traditional prison were tracked through June 30, 1994 so that each releasee had at least one year of follow-up data.

Through the end of FY94, none of the Greene County IIP graduates had been released for a full year; therefore, all recidivism data were from Dixon Springs IIP graduates. Also, no IIP graduates in this analysis were admitted prior to the law enacting the expanded statutory criteria. Further, no controls were used to account for IIP graduates who were released to a 90-day or 180-day intensive supervision component (see *1993 IIP Annual Report*).

Selection for the comparison group releasees was designed to limit variation, increase reliability, and improve validity. The comparison group releasees were between the ages of 17 and 30 at admission, were incarcerated for the first time, had a Class 1 or lower offense, committed an IIP-eligible nonviolent offense, and had a 3 to 5 year sentence. Although the old statutory criteria stipulated a 1 to 5 year sentence range, only three percent of the 1,388 IIP graduates had a two-year sentence or less; thus, those inmates were excluded from the comparison group. No attempt was made to exclude inmates denied from IIP participation or IIP failures. Therefore, these inmates may be part of the comparison group because they possess many of the characteristics used for selection.

Group Differences

Significance tests were conducted between the study groups of FY91 releasees to determine if the cohorts differed in their demographic and offense characteristics (see Appendix D). Seven indicators commonly linked to predicting recidivism were chosen as variables: race, age at release, educational attainment prior to incarceration, crime type of holding offense, sentence length in months, prior convictions, and committing county. Race, prior convictions, and committing county were collapsed dichotomously. The cohorts represent the population fitting the selection criteria; the data do not represent sample groups.

Significantly more graduates committed their holding offense in Cook County as opposed to the comparison group. The IIP graduates also had a significantly higher educational grade of completion. The comparison group releasees were significantly older than the IIP graduates. Also, the cohorts differed in crime type. More IIP graduates were drug offenders, while the comparison group was comprised of more violent offenders and offenders sentenced for robbery.

Findings

The data in Table 5 are for FY91, FY92, and FY93 releasees. As has been found with preliminary recidivism data, IIP graduates continue to return to prison with less new crime offenses than the comparison group. However, IIP graduates are returned to prison with a technical violation more often than the releasees. The number of technical violations for IIP graduates is largely driving the aggregate IIP recidivism rate to a rate higher than that of the releasees.

Thirty-four percent of the comparison group parolees were returned to prison for committing a new offense after release and 3% were technical violators (See Figure 4). The aggregate three-year recidivism rate for FY91 IIP graduates (N=199) is 47% as opposed to 37% for the comparison group (N=886). The IIP graduate new offense rate is 21%, while 26% are returned to prison for technical violations.

Statistical tests were conducted to determine whether the three-year recidivism data were statistically significant (Table 5). In contrast to the comparison group, the results showed that IIP graduates have a statistically significant lower new offense rate; however, the graduates were significantly more likely to return to prison with a technical violation. Moreover, the technical violations are affecting the aggregate recidivism rate such that IIP graduates are returning to prison significantly more often than the comparison group releasees.

It is interesting to note that although the IIP graduates were significantly younger, more likely to reside in an urban area, and comprised mostly of drug offenders (traditional high predictors of recidivism), the new offense recidivism rate is significantly lower than the comparison group. Independent analyses would need to be conducted to control for the variables that are significantly different, but that would be beyond the scope of this report.

For the FY91 and FY92 releasees in both study groups, there were more new offense revocations in the second year after release compared to the first year (Appendix E). This is unusual with these populations considering that young property and drug offenders (characteristics of the study subjects) are highly recidivistic in the period just after release. However, since recidivism events are determined by a return to prison, controls would need to be employed to account for court case processing time after arrest.

With the IIP graduates, this new offense recidivism delay could be attributed to the intensive supervision period (e.g., the IIP graduates wait until they know that they will be less closely supervised before attempting

to commit a new offense). However, a proposed "intensive supervision effect" does not explain the comparison group differences between first- and second-year new offense rates. Also, while reviewing the one-year rate for the FY91 and FY92 IIP graduates, there are considerably more technical violations as compared to new offense revocations. In FY93, the trend reversed so that there were slightly more new offense revocations than technical violations. Further study would need to be initiated to examine the intensive supervision component more closely.

Table 5

Impact Incarceration Program Recidivism Rates

Graduates						Comparison Group					
One-Year			Two-Year			One-Year			Two-Year		
Three-Year						Three-Year					
Number of Cases			Number of Cases			Number of Cases			Number of Cases		
1,388			795			5,610			3,200		
199			886								
New Crime	82	6%	134	17%	41	21%	New Crime	610	11%	793	25%
Technical	161	12%	140	18%	52	26%	Technical	70	1%	77	2%
Total Violators	243	18%	274	35%	93	47%	Total Violators	680	12%	870	27%
										328	37% ³

Notes:

The values below represent the indicators of statistically significant difference between the two groups.

¹ ($\chi^2(1) = 12.91$, $P < .001$)

² ($\chi^2(1) = 122.73$, $P < .001$)

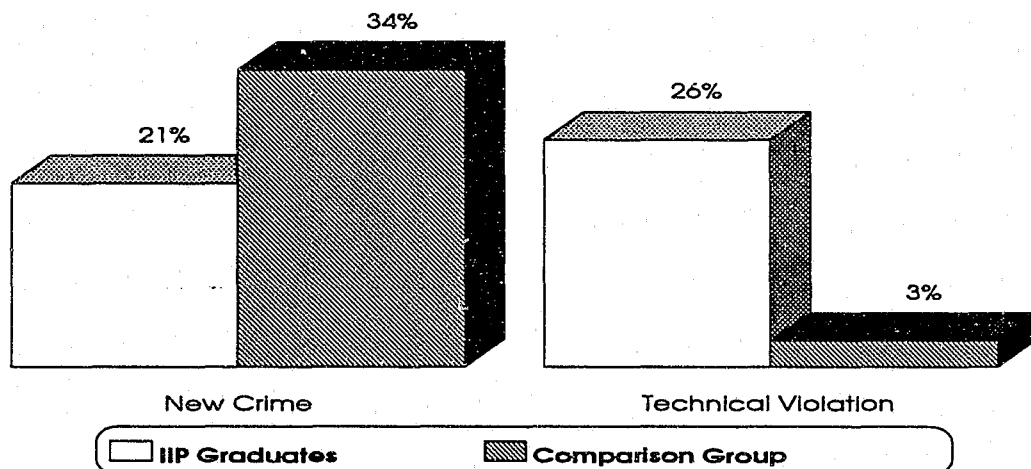
³ ($\chi^2(1) = 6.55$, $P < .05$)

Recidivism rates for all inmates released from IDOC are available in the 1993 Statistical Presentation.

Figure 4

Three-Year Recidivism Rates

IIP Graduates v. Comparison Group



Additional Research

The intention of the Department is to continually monitor the progress of the IIP. Toward that end, IDOC encourages study of the program as evidenced by several current research projects, in addition to full cooperation with surveys and independent observation documentation. During the past year, IIP recidivism has been analyzed by NIJ through the Multi-State Study and by the Illinois Criminal Justice Information Authority (ICJIA). Although formal documents disclosing recidivism results are unavailable at this time, published summaries will be issued shortly.

In the Multi-State Study, samples of IIP graduates, IIP failures, and traditional releasees released between June 1, 1992 and August 31, 1992 were tracked for a one-year follow-up period. Analyses were conducted through the use of survival time procedures. Survival methods attempt to account for the time elapsed on community supervision prior to a recidivism event occurrence. NIJ found that IIP failures and traditional releasees were significantly more likely to return to prison with a new offense compared to IIP graduates. However, the reverse was true regarding technical violations, as IIP graduates were significantly more likely to return than the other two samples. No significant differences were observed for the aggregate recidivism rate.

ICJIA, in cooperation with IDOC, examined the new offense return to prison rates for IIP graduates, IIP failures, and traditional inmates released in FY92 and FY93. The study also included an examination of IIP graduates based on the level of assessed substance abuse treatment provided while at the boot camp. Recidivism was analyzed by original offense type, age, committing county, and race.

The study results showed that drug offenders among IIP graduates return to prison less often than IIP failures and traditional releasees. Younger offenders in all three groups returned at a higher rate than their older counterparts. IIP graduates assessed for the most intensive substance abuse treatment had the highest rates for return to prison. Original offense type, age, and committing county also proved to be indicators of recidivism.

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 5.6 months of incarceration, including 1.6 months awaiting transfer and the four month stay at the IIP facility. Inmates with a similar demographic and offense profile spend an average of 18 months in prison.

Each IIP graduate released in FY94 saved an average of 387 days from the time they would have served given their full sentence. Therefore, the 1,161 graduates saved a total of 449,307 days.

Cost savings are determined by using a marginal per capita cost of \$3,143 per inmate at institutions. 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 449,307 days saved totals \$3,868,533. This is the money saved by the state to operate the IIP for FY94's graduates. However, the cost of processing the graduates who return to prison for a technical violation occurring while on Electronic Detention or PreStart must be taken into consideration. The 198 technical violators returned in FY94 for an average of 91 days cost the Department \$155,135 plus undetermined processing expenses. Therefore, the net cost saving for FY94 was an estimated \$3,713,398.

To date, the gross cost benefit for the IIP totals \$8,374,008, saving 972,591 days of incarceration for the 2,549 graduates. With the 551 technical violators returned since the first graduation, and an estimated 90 day average stay in prison, the net savings for the IIP has been approximately \$7,947,038.

Grant funds used for support services both in the IIP and after release and PreStart expenses have not been calculated into the cost savings to this point. When the Department begins 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.

Appendix A:

Impact Incarceration Program Description

Introduction

The Impact Incarceration Program (IIP) was established by law in July 1990. The IIP began operations on October 15, 1990 at an existing correctional work camp facility in Dixon Springs. Two additional facilities have been opened since: the Greene County IIP on March 15, 1993 and the facility in DuQuoin began operations on August 1, 1994. These facilities are located throughout rural areas of the state, and are ideal due to their isolated environments supplemented by numerous public service work opportunities.

The IIP was designed to treat first-time nonviolent 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 release preparation. The combination of physical training, drill, hard labor details, and the program services assist in developing inmates' self-esteem and self-concept.

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 Department has made a commitment to conduct periodic reviews and evaluations of this program.

Background

In response to a national prison crowding crisis, 33 states and the Federal Bureau of Prisons 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' 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 expand 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.

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 the originally imposed sentence.

Purpose

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 through military regimentation and discipline, physical training, work, individual and group counseling (i.e., substance abuse treatment), as well as educational, life skills, and PreStart preparation programs. At the same time, the Department estimates 1,200 beds will be saved per year, conserving 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 reintegration 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 candidates for IIP.*
- b. *To continue to train staff to enable them to provide services and fulfill their function as authority figures and influential role models 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 habilitative 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 24 female inmates. The Graene County and DuQuoin facilities were 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.

Offenders are assessed at intake and orientation, with formal evaluations completed in all program areas. If offenders successfully complete 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 (R&C) 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.*

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.

Training

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 safety of inmates, drill, inspection, physical training, basic military concepts, and crisis intervention. 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.

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 work is given high priority. Work details consist of road crews responsible for highway cleanup, brush cutting, cemetery maintenance, cleaning of public areas, 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.

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 PreStart 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.

Inmates are fully assessed and evaluated for need and individual treatment plans, which are established during orientation. From the assessments, IIP inmates are classified into multilevel treatment. Categories vary in their emphasis on drug education, treatment for probable substance abusers, and addicted substance abusers. Inmates learn to make identifications and distinctions between different types of drugs and their effects. While in group therapy, inmates discuss denial and family support issues, substance abuse relapse, codependency and behavioral differences, and familial addictions. Approximately 70% of IIP participants are identified as probable substance abusers.

Additionally, Alcoholics Anonymous and Narcotics Anonymous are made available to the inmates. 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 are provided by independent contractors. Services have been expanded to

include afternoon programming in addition to instruction facilitated during the evenings. This ensures that program participants receive 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.

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.

Education

Program services in basic education are directed toward enabling IIP participants to receive their GED. Inmates are assessed to determine their educational grade level through the use of the Test of Adult Basic Education (TABE). Inmates who score lower than a sixth grade level attend a specialized class separate from other IIP participants. Further 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, 1994, 498 inmates had taken the GED test while participating in IIP and 435 received a passing score (87%). During FY94, 200 inmates passed the GED out of 221 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 who conduct initial assessments at orientation. Sessions are taught through the use of lectures, group discussion, subject handouts, and in-class assignments. Major areas of focus are self-esteem, employment preparedness, financial planning, and health awareness. Additionally, individual counseling is provided. In the closing sessions of the life skills, relapse prevention, sexual health awareness and stress management are discussed. Inmates learn how foster family relationships 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. 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 available services, community services staff work with the inmates immediately after release to actually utilize these services.

Voluntary Removal

The IIP is a voluntary program. As such, participants who feel that they cannot handle the military bearing and physical rigors of the program can voluntarily quit. Voluntary failures typically cite unfair treatment, medical problems, general program indifference, and an acceptance to serve traditional sentences followed by traditional community supervision as reasons for quitting the IIP.

Potential voluntary failures are placed on a "quitter's bunk," where they can discuss the issue with staff and other inmates to insure that decisions are made rationally. All means available are used to keep the participant in the program. Once removed from the program, reentry can no longer be gained.

Discipline

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.

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 one or 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 as documented by an accumulation of demerits. 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 R&C.

For being found guilty of a major rule violation, an inmate may be involuntarily terminated from the program through an Adjustment Committee. 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, less good time.

Preparation for Release

Prerelease preparation will be helpful to the offender who is motivated to develop a noncriminal lifestyle. Inmates develop a release program in coordination with PreStart staff. These topics include setting short-range 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.

While in PreStart Phase I, inmates 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 inmates with community referrals to meet these needs.

Educational, job skills and community reintegration modules are conducted in conjunction with the current programming curriculum.

Graduation

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.

Post Release

Upon release from the boot camp phase, offenders participate in an intensive community supervision 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.

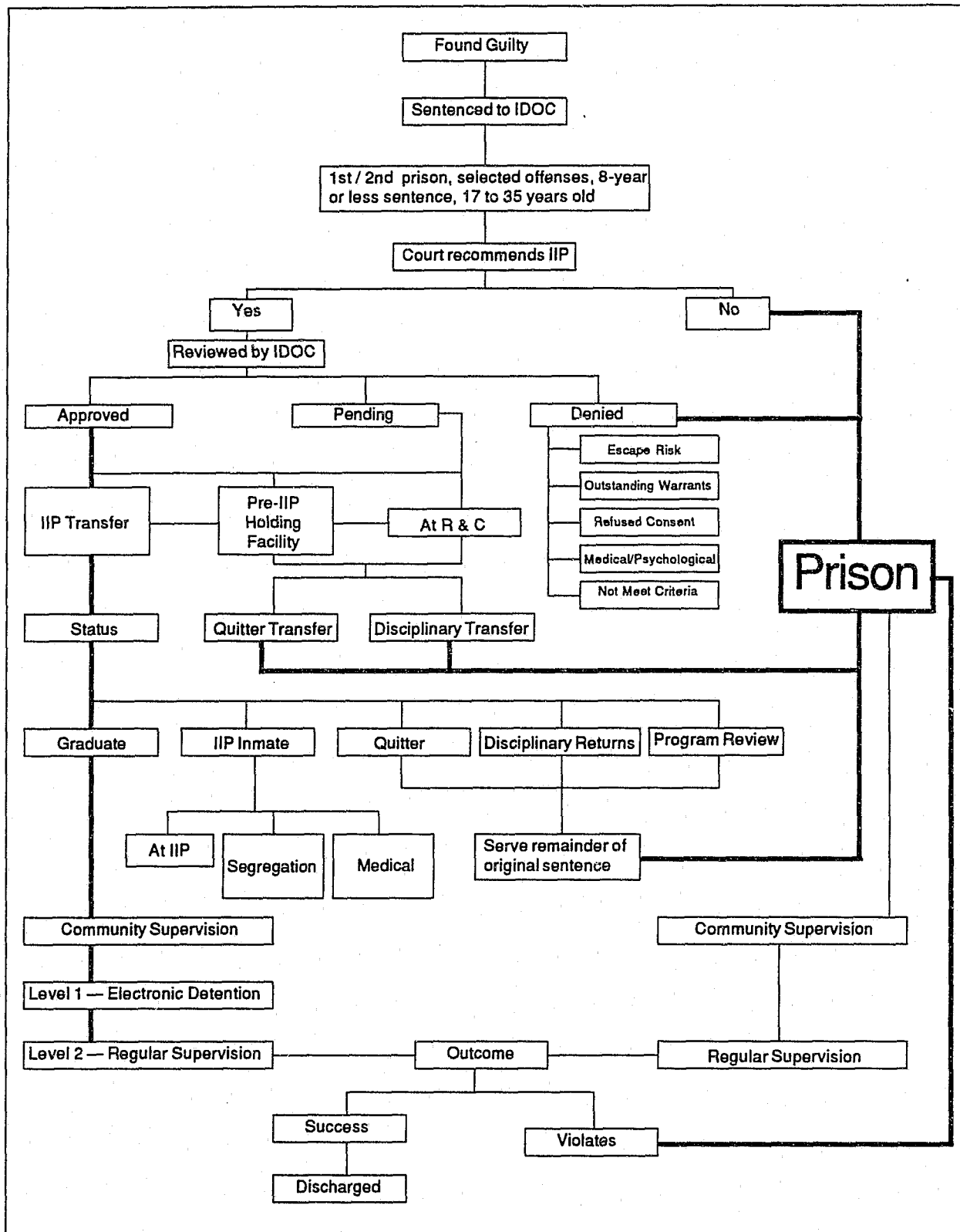
With the exception of medical restrictions, no releasee is allowed to idly sit at home. Participation in public service projects is required when a releasee fails to produce 40 hours of programming in any given week. All the resources currently available to the Department of Corrections are utilized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

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.

Appendix B: IIP Process Flow



Appendix C: Aggregate Statistics Since IIP Began¹

IIP Participant Flow						
Fiscal Year	Admissions	June 30 Population	Failures			Graduates
			Voluntary	Program Review	Adjustment Committee	
FY91-Dixon Springs	580	216	122	19	24	199
FY92-Dixon Springs	893	213	236	44	23	596
FY93:						
Dixon Springs	886	221	206	30	46	² 593
Greene County	219	186	14	11	8	0
FY94:						
Dixon Springs	819	230	114	33	45	618
Greene County	699	³ 196	93	38	15	543
TOTAL	4,096	426	785	175	161	2,549

Denied IIP Participation By Reason								
Fiscal Year	Refused to Consent	Warrants/ Detainers	Escape Risk	Medical/ Psychological	Discipline Awaiting Transfer	Quit Awaiting Transfer	Did Not Meet Criteria	Total
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
FY94	509	166	33	58	40	76	186	1,068
TOTAL	1,014	388	263	185	104	337	385	2,676

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

²Total includes one inmate discharged while participating in the program.

³Total includes one inmate transferred to another correctional facility for medical care.

Appendix D: Comparison of FY91 Releasees

	IIP Graduates (N=199)	Comparison Group (N=886)
Race		
White	30%	29%
Non-White	70%	71%
Age at Release¹		
Mean (SD)	21.40 (2.98)	23.32 (3.44)
Education²		
Mean (SD)	11.25 (1.09)	11.05 (1.25)
Crime Type³		
Robbery	7%	14%
Other Violent	5%	7%
Burglary	34%	35%
Theft	11%	13%
Drugs	43%	31%
Sentence Length (Months)		
Mean (SD)	42.97 (8.99)	42.86 (8.01)
Prior Conviction		
Yes	34%	38%
No	66%	62%
Committing County⁴		
Cook	71%	63%
Downstate	29%	37%
Notes:		
The standard deviation (SD) is a measure of variability and is expressed in the same unit as the mean. Adding one standard deviation to the mean and subtracting one standard deviation from the mean yields a range which includes approximately 68% of the cases.		
The values below represent the statistical indicators of significant differences between the two groups.		
¹ [F(1, 326)=1.33, P<0.001]		
² [F(1, 307)=1.30, P<0.05]		
³ (χ^2 (5)=15.3, P<.01)		
⁴ (χ^2 (1)=4.3, P<.05)		

Appendix E: Recidivism Rates of IIP Graduates and Comparison Group Releasees

FY91 Releasees					FY92 Releasees					FY93 Releasees					Total Releasees										
			Graduates		Comparison Group					Graduates		Comparison Group					Graduates		Comparison Group						
12 Months																									
Cases	199				886					596		2,314					593		2,410			1,388		5,610	
New Crime	14	7%	93	11%	33	5%	234	10%	35	6%	283	12%	82	6%	610	11%									
Technical	48	24%	18	2%	82	14%	28	1%	31	5%	24	1%	161	12%	70	1%									
Total Violators	62	31%	111	13%	115	19%	262	11%	66	11%	307	13%	243	18%	680	12%									
24 Months																									
Cases	199				886					596		2,314					795		3,200						
New Crime	33	17%	220	25%	101	17%	573	25%					134	17%	793	25%									
Technical	51	25%	28	3%	89	15%	49	2%					140	18%	77	2%									
Total Violators	84	42%	248	28%	190	32%	622	27%					274	35%	870	27%									
36 Months																									
Cases	199				886										199		886								
New Crime	41	21%	299	34%									41	21%	299	34%									
Technical	52	26%	29	3%									52	26%	29	3%									
Total Violators	93	47%	328	37%									93	47%	328	37%									

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