

Five-Year Plan for Female Inmates

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**KENNETH L. MCGINNIS
Director**

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ILLINOIS
DEPARTMENT
OF
CORRECTIONS

KENNETH L. MCGINNIS

Director

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

April 5, 1990

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

Dear Members of the General Assembly:

Pursuant to Public Act 86-1001, the "Five-Year Plan for Female Inmates" is submitted.

This plan contains recommendations to determine the needs of the female inmate population. Inherent in the operation of any effective corrections agency is the ability to analyze the needs of its inmate population and respond accordingly. Today, correctional systems are trying to improve conditions, provide meaningful and relevant programming, increase availability of educational, vocational, and work assignments, and provide quality medical services. This plan reflects these commitments to the female inmates in Illinois prisons.

I request that you review the attached report.

Contact the Intergovernmental Relations Office at the above address and phone, extension 2104, if you have any questions or require clarification.

Sincerely,

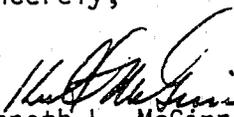

Kenneth L. McGinnis
Director

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A FIVE-YEAR PLAN FOR THE FEMALE INMATES UNDER
THE SUPERVISION OF THE ILLINOIS DEPARTMENT OF CORRECTIONS

INTRODUCTION

The adult female population represents only 4.6 percent of the total adult population in the custody of the Illinois Department of Corrections (IDOC). The female population, however, holds many unique challenges in housing, education, industries and programming. This plan puts forth the five-year goals for female inmates under the jurisdiction of the Department of Corrections.

Many of these goals cannot be implemented without an increase in appropriations. The Department is well aware of the competing needs within and outside the Department for new funds. This plan addresses the first step, the identification of needs. The second and more important step, that of obtaining funds, is a concern not only of the Department but also of interested citizens.

BACKGROUND

The Illinois Department of Corrections takes custody of convicted felons sentenced to prison by the Illinois courts. The Department has custody while the inmate is in prison and jurisdiction over those on community supervision (mandatory supervised release or parole). The Department receives its statutory authority from the Illinois Revised Statutes; Chapter 38, Paragraph 103.

The Department's mission is:

To protect the public from criminal offenders through incarceration, supervision, programs, and services designed to return appropriate offenders to the community with skills and attitudes that will help them become useful and productive citizens.

To accomplish this mission for adult offenders, there are two operating divisions, the Adult Division and the Community Services Division. The Adult Division is responsible for all adult institutions and programs, while the Community Services Division is responsible for community correctional centers and community supervision.

Dwight Correctional Center serves as the only all female prison in the state. In 1974, additional beds were added at community correctional centers for females. As the prison population grew, more community center beds were added, and females were placed at male facilities. Today Logan and Dixon Correctional Centers are co-educational facilities. The female community centers are Jessie "Ma" Houston and Crossroads-Female. Peoria is a co-educational community center. In recent months selected females have been placed on the electronic detention pilot program. The total rated capacity for the female population is 893.

The female population and rated capacity by location is provided in Table 1.

TABLE 1

Female Population and Rated Capacity
November 30, 1989

Location	Population	Rated Capacity
Dwight	653	496
Dixon	165	166
Logan	68	76
Ma Houston	35	35
Crossroads	51	60
Peoria	26	29
Electronic Detention	<u>31</u>	<u>31</u>
TOTAL	1,029	893

A profile of the women in prison shows the following:

- 83% were unmarried or separated,
- 65% non-white
- 53% were from Cook County,
- 43% were incarcerated for person offenses,
- 11% have less than an eighth-grade education,
- 64% have children.

In addition to the women in prison, there are 669 women on community supervision.

At each facility and while on supervision, the 1,693 female offenders are provided basic services and opportunities for improving their life chances by participating in programs. These programs vary from basic education and vocational classes, to drug treatment programs, to special parenting opportunities. The plan builds on this foundation.

ADMINISTRATION

Illinois is one of very few states that classify and project the female population separately from the male population. Beginning in 1980, the Adult Division implemented an objective inmate classification system. Classification is the process of determining an inmate's security level; maximum, medium, or minimum. Objective classification involves using factors that are statistically related to inmate behavior to assign security level. This insures that an inmate's security level is fair, consistent and valid.

Illinois has an initial classification, reclassification, and community center screening instrument for females which are different from the males. This is necessary because the social and criminal history of females are very different from males. To ensure the accuracy of the instruments, however, they must be routinely validated using the current female population characteristics.

In fiscal year 1985, the Department began using a Monte Carlo simulation model to project prison populations. Upon the Department's insistence, a separate model was developed for the female population. The result is that the Department can accurately project and plan for future female population levels.

Fiscal year 1990 projections indicate that the female prison population will increase by 491 in the next five years; reaching 1,473 by the end of fiscal year 1995. The Department must plan to accommodate this population. The options include building new prison beds, expanding co-ed beds, or placing more females in community correctional centers.

The evidence suggests that many of these women may be appropriate candidates for placement in the local community. Community based alternatives to incarceration for females need to be explored. In fiscal year 1989, 63 percent of female admissions were for Class 3 and 4 offenses. These are the least serious felonies. The most frequent holding offenses for Class 3 admissions were forgery (36.1%), retail theft (20.1%), and theft (17.5%). For Class 4, the most frequent offenses were retail theft (36.4%), theft (21.2%), and unauthorized possession of a controlled substance (14.6%). These women are non-violent offenders spending between 5 and 8 months in prison. Additionally, an estimated 75 to 90 percent are drug involved and approximately 64 percent are mothers. Community sanctions such as probation coupled with work-release or treatment appears to be an appropriate alternative for these women. Diverting half of the Class 3 and Class 4 female offenders would reduce prison admissions by nearly 200 and prison population by over 100.

RECOMMENDATIONS

1. Encourage communities to develop alternatives to prison for female offenders.
2. Evaluate the female initial classification instrument.
3. Evaluate the female reclassification instrument.
4. Evaluate the female community correctional center screening instrument.
5. Review and update female population projections on an annual basis.

FEMALE POPULATION AND HOUSING REQUIREMENTS

POPULATION TRENDS

The female population has grown at a faster rate than the male population. In fiscal year 1989, the female population grew by 14 percent, while the male population increased by 10 percent. The driving factor in this growth is increased admissions. Since 1986, court admissions averaged an annual percentage increase of 12.4 percent. Table 2 gives the end-of-fiscal year female population for 1980 to 1989.

TABLE 2

End of Fiscal Year Female Population Fiscal Years 1980 to 1989

Fiscal Year	Population
1980	354
1981	412
1982	516
1983	486
1984	640
1985	636
1986	719
1987	776
1988	862
1989	982

Over this ten-year period, the female population increased by 177 percent.

Projections indicate that this growth will continue. By the end of fiscal year 1990, an estimated 1,140 females will be in prison. This number will rise to 1,473 by the end of fiscal year 1995.

These projections are supported by recent trends in arrests for females. The Illinois Unified Crime Reports show a 16 percent increase in crime index arrests for women between 1985 and 1988. For the first ten months in calendar year 1989, admissions in the women's unit of Cook County Jail increased 25 percent from a year ago. In the past months, as many as 50 women had to sleep on mattresses on the jail floor.

Unless sentencing trends change or alternatives to prison are developed, added prison capacity for females must be created.

CAPACITY

On November 30, 1989, the female adult population was 130 over rated capacity. This is the lowest level of disparity between population and rated capacity for females since fiscal year 1988. The reduction in disparity resulted from opening 166 beds at Dixon Correctional Center for females and placing selected females on electronic detention.

This reduction, however, will not be maintained through fiscal year 1990. Table 3 gives projected population and planned rated capacity for the female population through fiscal year 1995.

TABLE 3

Projected Population and Rated Capacity
Fiscal Years 1990 to 1995

End of Fiscal Year	Population	Rated Capacity
1990	1,140	912
1991	1,230	939
1992	1,265	1,216
1993	1,351	1,216
1994	1,432	1,216
1995	1,473	1,216

Planned rated capacity includes adding 54 beds at Dixon Correctional Center, 50 females on electronic detention in 1990 in maintaining that level through 1995, and opening a 250 bed minimum security prison for females in fiscal year 1992.

In addition to ensuring sufficient housing for the female population, existing facilities must be maintained. Dwight Correctional Center opened in 1930. It is over sixty years old and has operated over capacity for the last eight years. Capital dollars are required to upgrade and maintain the infrastructure. Problems include failures in locking systems because of heavy use, overloaded water and sewer systems, and routine building maintenance. Deferring long-term capital improvements increases daily operating maintenance costs. Over time, repeated "quick fix" repairs may cost more than total replacement.

RECOMMENDATIONS

1. Pursue acquisition of a minimum security correctional facility. A total of \$2.5 million has been appropriated to purchase and rehabilitate a site.
2. Complete construction of the 54 additional female beds at Dixon Correctional Center. Additional capital funds of \$1 million are required.
3. Upgrade water supply and sewer systems at Dwight Correctional Center. Work is already underway to expand the water system.
4. Pursue future funding for the construction of a new health care unit at Dwight Correctional Center. Funding of \$100,000 is currently available to develop a plan to construct a new health care unit.

5. Construct a chapel at Dwight Correctional Center. Currently, \$100,000 is appropriated for the chapel. Additional funds are being raised by volunteers.
6. Evaluate the need for rehabilitation of the locking systems at Dwight Correctional Center and determine funding required.
7. Evaluate the need for renovation of roadways and parking lots at Dwight Correctional Center and determine funding required.
8. Evaluate the need for structural and tuck pointing renovation of buildings and the stone wall at Dwight and determine funding required.
9. Rehabilitate or replace underground storage tanks and remove PCB transformers. A study is being completed to define requirements and cost estimate. This is an Environmental Protection Act requirement.

EDUCATIONAL AND VOCATIONAL PROGRAMS

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

In 1987, the Department of Corrections implemented a mandatory attendance policy for the adult basic education program. This requires that all new inmates with a sentence of two years or more be tested for educational achievement. Any inmate who tests below the sixth-grade level in reading and math scores is required to attend adult basic education classes for a minimum of 90 days. The inmate may be tested again after 45 days in the program. If the test scores indicate achievement of the six grade level, the mandatory attendance requirement is waived. The federal government and several other states have raised the standard of literacy from the sixth-grade level to the eighth-grade level. Acquiring an eighth-grade literacy level is more realistic, if one is to function in today's society.

In addition to basic educational programs, the following vocational programs are offered.

- Dwight: Baker, Commercial Art and Photography, Cook School, Cosmetology, Industrial Maintenance, Maintenance, Restaurant Management, Secretarial Science, Water and Wastewater.
- Dixon: Automotive Technology, Building Maintenance, Business Information System, Electronics, Horticulture, Small Engine Repair.
- Logan: Auto Body, Auto Mechanics, Commercial Art and Photography, Cooperative Work Training, Energy Technology, Food Service, Horticulture, Industrial Maintenance, Welding.

The degree to which women choose to participate determines the effectiveness of these programs.

RECOMMENDATIONS

Dwight Reception Center

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

Dwight, Dixon, and Logan

2. Make T.I.E. (Training, Industries and Education) Program available to the female population. Inmates that participate in this program are placed in the work force upon release.
3. Add English as a second language (ESL) certified instructors to the basic education program.
4. Add additional basic education instructors to raise minimum achievement levels from 6.0 to 8.0 grade level.
5. Develop and implement a thorough evaluation of the academic and vocational services provided to the female inmate. Evaluation should include community adjustment and effectiveness of programs on community success.

Dixon and Logan

6. Continue to expand the "Building Fairness" Program to include Dixon and Logan programs. The program provides counseling services to females and assists in determining educational and vocational interests that may be non-traditional for the female.
7. Add instructional classes in Parenting, Nutrition, and Child Care.
8. Continue to expand the Apprenticeship Program to Dixon and Logan Correctional Centers.

Dwight

9. Expand the Cosmetology program to include an evening program.
10. Add an occupational program in Horticulture/Landscaping.
11. Add an occupational program in Computer Science.

Logan

12. Add an occupational program in Retail Management
13. Continue to expand College Academics to include 4-year degrees.
14. Add an occupational program in Computer Science.

Dixon

15. Initiate a Culinary Arts program.

CORRECTIONAL INDUSTRIES

It is difficult to promote and achieve life changes when you are concerned about basic needs such as work, shelter and food. By providing marketable vocational training to female inmates the probability of her staying crime-free is increased. The female inmate with good work habits and skills, who earns more than minimum wage will be better able to support her family. Approximately 64 percent of the female have children. Nationally, 50 percent are sole supporters of their families.

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

The Illinois Correctional Industries assists inmates by providing an atmosphere conducive to:

- Vocational Training
- Fostering of Good Work Habits
- Real Work Experience
- Life Management Experiences

Correctional Industries exist at Dwight, Logan, and Dixon. Assignments to Industries are in high demand because of the pay and experience. At Dixon, for example, there is a one-year waiting period for an Industry Assignment. Industry is committed to expanding the female program wherever possible and will work toward creating meaningful assignments to all those incarcerated.

RECOMMENDATIONS

1. Increase the number of females assigned to Optical Industries at Dixon.
2. Increase the number of females assigned to Furniture Repair Industry Logan.
3. Evaluate the feasibility of creating a Braille Translation Industry at Dwight.
4. Determine if there is need to add to the existing manufacturing plant at Dwight, allowing for the introduction of new products and provide additional assignments.

PROGRAMS

SUBSTANCE ABUSE

Criminal justice professionals estimate that seventy-five to ninety percent of female offenders have drug or alcohol problems. The period of incarceration provides a unique opportunity for treating substance abuse and breaking the cycle between drugs and crime.

The Department's substance abuse program is designed to provide "continuum-of-care" services. Inmates will be assessed for substance abuse during reception. Standardized institutional programming will be offered during incarceration. The programming will consist of a structured substance abuse education program and a variety of treatment approaches. Follow-up will be provided through community based services during community center stay and/or community supervision. Current activities are funded by federal and state grants which will expire fiscal year 1991.

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

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

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

Community Services is implementing a pilot supervision program of releasees with substance abuse problems. The pilot program involves a caseload of 50 releasees with two agents and one substance abuse counselor. The agents will conduct random contacts and urinalysis while the counselor will conduct weekly group meetings, individual sessions, and follow-up on treatment programs provided by community-based programs.

The ex-offender must compete with others in obtaining services. Networking with women's organizations and programs, such as, Mustard Seed, and Woman's Center in Chicago, could provide referrals to community programs and facilitate the reintegration process.

RECOMMENDATIONS

1. Determine funding sources for the Dwight Gateway Program
 - a) Inpatient residential treatment program
 - b) Halfway house program
2. Expand existing substance abuse programming at:
 - a) Logan to include Alcoholics Anonymous (AA)/Narcotics Anonymous(NA)/ALANON/Adult Children Of Alcoholics(ACOA)/
 - b) Dixon to include Women's Issues Programming which would cover the following topics: fetal alcohol syndrome, sudden infant death syndrome, and other related issues
 - c) Dwight to include the development and maintenance of an intensive out-patient program at Gateway
 - d) Dwight to expand existing twelve-step program
3. Assess the need for a women's community correctional center treatment program.
4. Assess the need and determine service level required for a peer group counseling program at all three facilities (Dwight, Logan, Dixon) and determine funding need.
5. Explore the feasibility of expanding the current intensive parole project to provide substance abuse programming for women on parole statewide and determine funding need.
6. Explore the feasibility of developing an interagency networking component that would interface with women's programs in the community and determine funding needs.
7. Evaluate the need to have a family counseling mechanism at work release centers and/or parole regional offices.

PARENTING

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

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

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

All of the parenting programs respond to at least one of the many issues which arise when coping with mother/child bonding, parenting skills, and continuity-of-care for children. The following represents a brief overview of the parenting programs at Dwight:

<u>Program</u>	<u>Description</u>
C.A.U.S.E.S.	Child abuse counseling & treatment services
C.L.A.I.M.	Legal counseling, education, legal representation
Family Advocacy Program	Umbrella program coordinating all family programs
Health Care Unit (for Pregnancies)	Pre-natal and post-natal care
Honors Cottage	Specially designated housing units where in-cottage visits are allowed
Huch-A-Luc Children's Corner	Structured recreation activities for visiting children
Jaycees	Services to the "community;" Huch-A-Luc, snack shop, photo service

Child Development Courses	Six courses on child development, health and recreation
M.E.C.C.A.	Support group for incarcerated mothers
Mother's Day Program	Special Event
P.A.C.E.	Family counseling for Cook County Jail transfers

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

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

RECOMMENDATIONS

1. Explore funding needs required to continue Camp Celebration at Dwight.
2. Determine implementation issues and funding required to setup and run the community correctional center Mother and Child Reunification Program.
3. Determine the feasibility of establishing a domestic violence and C.A.U.S.E.S. program at Dixon.
4. Determine the feasibility of establishing the Jaycees Program at Dixon.

MEDICAL and MENTAL HEALTH

National research on prison health reveals that incarcerated women suffer from illnesses that have been chronically undiagnosed and untreated. These health problems are a result of substandard living conditions, poor preventive health care, inadequate diet and substance abuse. Also, incarcerated women are often victims of sexual abuse and domestic violence. These life circumstances often result in a higher incidence and prevalence of medical problems.

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

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

RECOMMENDATIONS

1. Determine service level required with regard to nursing staff, physicians hours, clinical services, mental health staff and dental care at Dixon Correctional Center.
2. Determine service level required with regard to physician hours, mental health, and dental care at Dwight.
4. Develop a mechanism which would provide for post-incarceration services and follow-through for inmates that would be part of the parole plans.

ACKNOWLEDGEMENTS

This report was prepared by Veatrice G. Crawford of Planning and Budget, Nola M. Joyce, Manager, Planning and Budget, and Karl R. Becker, Deputy Director, Bureau of Administration and Planning.

This report represents the collaborative efforts of School District 428, Illinois Correctional Industries, DOC Medical Services, Dixon Correctional Center, Dwight Correctional Center and Logan Correctional Center staff.

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