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# ***1995 Five Year Plan for Female Inmates***

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Printed by Authority of the State of Illinois

July 1995

# ***1995 Five Year Plan for Female Inmates***

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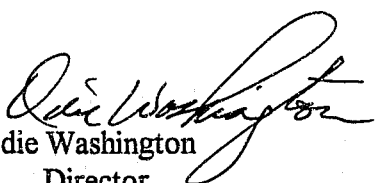
July 10, 1995

Pursuant to the requirements of Chapter 730, Illinois Compiled Statutes, Section 5/3-5-3, I present the *1995 Five Year Plan for Female Inmates*. This document also incorporates the Fiscal Year 1994 Update to the *1990 Five Year Plan for Female Inmates*.

This plan reflects the Department's commitment to long-range planning for adult female offenders under its supervision. It details how the Department intends to meet the housing, education/training, Correctional Industries and programming needs of the escalating adult female offender population.

Please contact the Office of Intergovernmental Relations at extension 2104 if you have any questions or wish further clarification.

Sincerely,

  
Odie Washington  
Director

## **ACKNOWLEDGEMENTS**

A number of individuals put a great deal of effort into the development of this document. Although the following list is far from exhaustive, the following individuals were instrumental in contributing, gathering, interpreting and presenting these data:

*David Boots*  
*Margie Groot*  
*Francis B. Nelson, Jr.*  
*Bill Gilbert*  
*Donna Klein-Acosta*  
*Greg Firkus*  
*Keith Nelson*  
*Steve Heisner*  
*Elena Rodgers-Howell*  
*Don Parenti*  
*Glen Donaldson*  
*Nancy Chamberlain-Jones*  
*Tom Niedzielski*

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## **Executive Summary**

In the five years since the presentation of the first Five-Year Plan for Female Inmates in 1990, the adult female population has increased by 75% to 1,723. Several initiatives have been implemented that have expanded the care and services for female offenders since that initial plan. In 1995, the Illinois Department of Corrections (IDOC) continues to be challenged by the escalating numbers of female offenders coming into the Illinois prison system and the complexity of their needs.

Women now comprise 4.8% of the total adult population under the supervision of IDOC. For many of these women, the incarceration period is brief and generally, for a non-violent offense. The women enter into the prison system with a myriad of long-standing deficiencies and destructive dependencies. Many are displaying the same ruinous cycle as their families. Most of these women raise children. Prior to incarceration, they were the primary care givers; upon release, a majority of women and their children will be reunited. These children are at high risk for repeating these same destructive cycles.

IDOC recognizes the importance of developing comprehensive long-range plans for its female population that are fiscally sound, that impact the offender's chance for successful reentry into society, and that promote responsible citizenship. As determined by statute, planning was focused in five key areas: administration, housing, education/training, Correctional Industries and programming.

**Administration** of programs and assignments for female inmates are different than those for their male counterparts. IDOC ensures that housing, education and programming services are specific to women.

**Housing** options are continually monitored and reviewed in order to accommodate the increase in the number of women coming into the Illinois prison system and to ensure appropriate housing assignments.

**Education/Training** programs provide academic, vocational and life skills programs that meet the individualized needs of women.

**Correctional Industries** provides job assignments for women that strengthens their skills and encourages a work ethic.

**Programming** is specialized to females, not only in its content, but also in the delivery approach. Programs focus on the special issues of women including child care, parenting, domestic violence, substance abuse, medical care, mental health and physical and sexual abuse.

The 1995 Five Year Plan for Female Inmates reflects the Department's commitment to analyze the needs of its female population and to provide meaningful, relevant and fiscally responsive recommendations to meet these needs.



## Introduction

The adult female population represents 4.8% of the total adult population in the custody of the Illinois Department of Corrections (IDOC). However, the needs of the female population in the areas of administration, housing, education/training, Correctional Industries, and programming present many unique challenges to the Department.

The *1995 Five Year Plan for Female Inmates* profiles the female offender, identifies the current and anticipated needs of this escalating population, and summarizes current services provided. It describes the efforts that the Department has initiated since the *1990 Five Year Plan for Female Inmates* and the impact of these changes on the female population. Finally, the plan examines service gaps and proposes recommendations for new and expanded initiatives for females under the auspices of IDOC.

## Background

### Statutory Authority/Mandates

IDOC 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 PreStart (mandatory supervised release or parole) or electronic detention. The Department receives its statutory authority from Chapter 730, Illinois Compiled Statutes, Section 5/3-2-2.

IDOC is mandated to provide a number of basic services to the inmate population. These services include the provision of essential health care, food, clothing, adequate shelter, and opportunities for recreation. In most cases, the extent of service which must be provided is fairly well-defined and the ability of the Department to reduce services is limited by the courts and litigation.

**Mission Statement** - *The mission of IDOC is to protect the public from criminal offenders through a system of incarceration and supervision which securely segregates offenders from society, assures offenders of their constitutional rights, and maintains programs to enhance the success of the offender's reentry into society.*

The Department's mission statement represents a statement of purpose that guides policy development and resource allocation. The Department has determined specific goal areas in order to accomplish this mission. These goals strive to enhance workplace safety, continue to meet the constitutional and statutory mandates governing the custody of convicted felons, modify public policy to expand the range of sanctions available to manage convicted felons in a cost effective manner, and establish habilitative programs that support law-abiding lifestyles.

## System Profile

IDOC has two operational divisions that service adult offenders, the Adult Division and the Community Services Division. The Adult Division is responsible for all adult correctional centers (CC) and programs. The Community Services Division is responsible for all community correctional centers (CCC), PreStart, and electronic detention.

Adult women offenders are housed at the Dixon, Dwight, and Logan Correctional Centers, the Kankakee Minimum Security Unit (KMSU), and the Dixon Springs Impact Incarceration Program (IIP). The Department also operates three community correctional centers for the placement of women upon release from a correctional center and an electronic detention program for eligible women released back into their communities.

**Dwight CC (all security classifications)** is the only all female prison in the state. It is located in north central Illinois, near the city of Dwight. The facility was opened in 1930 as a reformatory for women. In FY94, the average daily population was 718 and the average annual cost per inmate was \$21,034.

**Logan CC (medium security)** opened its doors to women in 1987 when crowded conditions at Dwight CC led to a transfer of 72 adult women. This move constituted the first time since the mid-1970's that male and female adult inmates were housed in the same facility. Located in Lincoln, approximately 26% of the population is female. In FY94, the average daily female population was 280 and the average annual cost per inmate was \$16,546.

**Dixon CC (medium security)** transferred women into the all-male facility in 1989 in order to ease the steadily increasing number of female offenders coming into the Department. In addition to the co-ed general population, the facility also houses a special treatment unit for mentally and physically challenged inmates. In FY94, the average daily female population was 371 (21% of total population) and the average annual cost per inmate was \$15,585.

**Kankakee Minimum Security Unit** was converted from a Department-operated juvenile facility in 1991. The unit was initially opened with 10 female inmates and is currently a satellite of Dwight. In FY94, the average daily population was 99 and the average annual cost per inmate was \$21,475.

**Dixon Springs Impact Incarceration Program (minimum security)** was converted to a co-ed IIP facility in 1990. The program is designed to provide a structured, specialized program that develops responsibility, self-esteem, and a positive self-concept. The facility is located in southern Illinois adjacent to the Shawnee National Forest. In FY94, the average daily female population was 12 (6% of the total) and the average annual cost per inmates was \$18,225.

**Community Correctional Centers** are designed to help offenders gradually transition back into their community. The Department operates one all-female center, Jesse "Ma" Houston CCC located in Chicago, and also operates two co-ed centers, Decatur CCC located in the central part of the state and West Side CCC in Chicago. In FY94, the average daily female population was 103 (9% of

total) and the average annual cost per inmate was \$15,107.

**Electronic Detention** is an alternative to traditional incarceration that allows selected non-violent offenders to reside in the community wearing an electronic bracelet to monitor movement. This innovative program allows female inmates the opportunity to re-establish family ties, seek gainful employment and assist in the reintegration into the community. In FY94, the average daily female population was 83 (9% of total) and the average annual cost per inmate was \$2,981.

**PreStart** is designed to assist prison releasees make a successful return to the community. Phase I consists of a 30-hour curriculum presented within the facility prior to the inmate's release and includes the inmate's preparation of an Individual Development Plan (IDP). Phase II utilizes Community Service Centers to assist releasees in achieving the goals and plans developed in the IDP and addressing needs after release. At the end of 1994, there were 1,760 females in Phase II.

## Population Trends

As of December 31, 1993, Illinois has the 8th largest female prison population in the United States. Table 1 provides a comparison of the eight largest state prison populations.

*Table 1*  
Women Under the Jurisdiction of State  
Correctional Authorities-1993

| <i>Jurisdiction</i> | <i>Number of<br/>Female Inmates</i> |
|---------------------|-------------------------------------|
| California          | 7,580                               |
| Texas               | 4,015                               |
| New York            | 3,528                               |
| Florida             | 2,696                               |
| Ohio                | 2,584                               |
| Michigan            | 1,801                               |
| Georgia             | 1,760                               |
| Illinois            | 1,688                               |

*Source: Bureau of Justice Statistics*

Increases in the female population have been dramatically disproportionate to the increases in the corresponding male offender population. The Bureau of Justice Statistics (BJS) reports that nationally the number of female inmates increased at a faster rate during 1993 (9.6%) than the number of male inmates (7.2%). In comparison, for Illinois through eleven months of FY95, the female population had grown by 16.5% compared to 4.7% for the males.

Factors driving the escalation of the female population in Illinois over the past five years have been increases in admissions of females convicted for drug crimes (nearly triple), person crimes (nearly triple) and property crimes (nearly double). From FY89 to FY94, the end-of-fiscal-year female population has increased by 75% (from 982 in FY89 to 1,723 in FY94) as compared to a 57% increase for males as shown in Table 2.

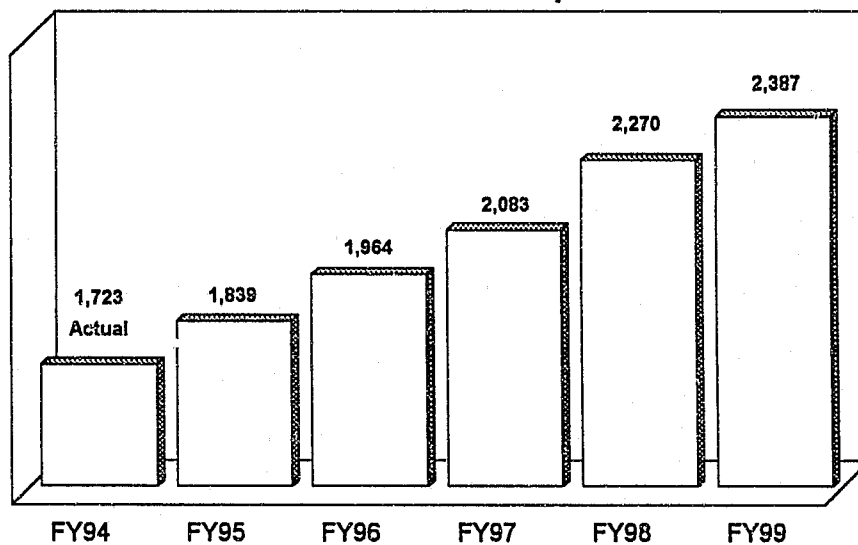
**Table 2**  
Adult Population by Sex  
FY89 - FY94

| <i>Fiscal<br/>Year</i> | <i>Male</i> | <i>Female</i> | <i>Total</i> |
|------------------------|-------------|---------------|--------------|
| 1989                   | 21,594      | 982           | 22,576       |
| 1990                   | 26,104      | 1,191         | 27,295       |
| 1991                   | 27,661      | 1,280         | 28,941       |
| 1992                   | 29,089      | 1,343         | 30,432       |
| 1993                   | 31,496      | 1,576         | 33,072       |
| 1994                   | 33,891      | 1,723         | 35,614       |

Projections indicate that this growth will continue. Figure 1, which is the Department's projection of Illinois' female inmate population through FY99, illustrates that an average annual growth rate of 6.8% is projected between FY95 and FY99.

**Figure 1**

**FY 1995 FEMALE PRISON PROJECTIONS**  
**End-Of-Fiscal Year Populations**



## Offender Profile and Offense Characteristics

### National Scope

The Bureau of Justice Statistics (BJS), in a 1991 Special Report entitled *Women in Prison*, determined that most female state prison inmates are over age 30, at least high school graduates or holders of a GED, and members of a racial minority. A large majority are unmarried, unemployed at the time of arrest, mothers of children under age 18, and 6 out of 10 were raised in homes where at least one parent was absent. Nearly one-half of state prison inmates reported that an immediate family member had served time in jail or prison. The same percentage reported they committed their offense under the influence of drugs or alcohol.

BJS contends that women are substantially more likely to be serving time for a drug or drug-related offense. Women in state prisons in 1991 used more drugs and used those drugs more frequently than men (Table 3).

**Table 3**  
Drug Use History of State Prison Inmates by Sex-1991

| <i>Drug Use</i>                                       | <i>Female</i> | <i>Male</i> |
|-------------------------------------------------------|---------------|-------------|
| Ever used                                             | 79.5%         | 79.4%       |
| Ever used regularly                                   | 65.3%         | 62.0%       |
| Used in the month before current offense              | 53.9%         | 49.6%       |
| Used daily in the month before current offense        | 41.4%         | 35.7%       |
| Under the influence a the time of the current offense | 36.3%         | 30.6%       |
| Committed offense to get money to buy drugs           | 23.9%         | 16.5%       |
| Number of inmates                                     | 38,743        | 672,055     |

*Source: Bureau of Justice Statistics*

Female inmates who used drugs differed from those who did not in the types of crimes they committed. Regardless of the measure of drug use, users were less likely than nonusers to be serving a sentence for a violent offense (Table 4). If the woman was involved in more violent crimes, with the exception of homicide, it was usually as an accessory in a subordinate role.

**Table 4**  
Most Serious Offense of Female State Prison Inmates  
By Drug Use History-1991

| Most Serious Offense         | Used drugs in the month before current offense |               | Under the influence of drugs at the time of the offense |               | Committed offense to get money to buy drugs |               |
|------------------------------|------------------------------------------------|---------------|---------------------------------------------------------|---------------|---------------------------------------------|---------------|
|                              | Yes                                            | No            | Yes                                                     | No            | Yes                                         | No            |
| <b>Violent Offenses</b>      | <b>25.0%</b>                                   | <b>40.8%</b>  | <b>24.3%</b>                                            | <b>37.7%</b>  | <b>17.1%</b>                                | <b>37.0%</b>  |
| Homicide                     | 8.8%                                           | 22.5%         | 8.5%                                                    | 19.0%         | 2.2%                                        | 19.3%         |
| Sexual Assault               | 0.4%                                           | 3.0%          | 0.3%                                                    | 2.4%          | 0.0%                                        | 2.2%          |
| Robbery                      | 9.6%                                           | 5.7%          | 10.7%                                                   | 6.1%          | 13.2%                                       | 6.0%          |
| Assault                      | 5.2%                                           | 7.3%          | 3.7%                                                    | 7.6%          | 1.5%                                        | 7.7%          |
| Other Violent                | 0.9%                                           | 2.2%          | 1.0%                                                    | 1.8%          | 0.3%                                        | 1.9%          |
| <b>Property Offenses</b>     | <b>30.0%</b>                                   | <b>27.1%</b>  | <b>30.6%</b>                                            | <b>27.6%</b>  | <b>42.6%</b>                                | <b>24.4%</b>  |
| Burglary                     | 5.7%                                           | 3.2%          | 5.4%                                                    | 4.1%          | 7.2%                                        | 3.7%          |
| Larceny/Theft                | 12.9%                                          | 8.9%          | 13.9%                                                   | 9.5%          | 21.9%                                       | 7.8%          |
| Fraud                        | 8.8%                                           | 12.0%         | 9.0%                                                    | 11.0%         | 11.9%                                       | 9.6%          |
| Other Property               | 2.6%                                           | 3.1%          | 2.4%                                                    | 3.1%          | 1.5%                                        | 3.3%          |
| <b>Drug Offenses</b>         | <b>39.0%</b>                                   | <b>25.7%</b>  | <b>39.6%</b>                                            | <b>28.8%</b>  | <b>36.0%</b>                                | <b>31.8%</b>  |
| Possession                   | 15.4%                                          | 7.5%          | 15.8%                                                   | 9.3%          | 11.2%                                       | 11.9%         |
| Trafficking                  | 21.9%                                          | 17.4%         | 21.7%                                                   | 18.7%         | 23.3%                                       | 18.7%         |
| Other Drug                   | 1.7%                                           | 0.7%          | 2.1%                                                    | 0.8%          | 1.4%                                        | 1.2%          |
| <b>Public-order Offenses</b> | <b>5.5%</b>                                    | <b>5.8%</b>   | <b>5.2%</b>                                             | <b>5.9%</b>   | <b>3.9%</b>                                 | <b>6.1%</b>   |
| Weapons                      | 0.6%                                           | 0.4%          | 0.5%                                                    | 0.4%          | 0.3%                                        | 0.5%          |
| Other Public-order           | 4.9%                                           | 5.4%          | 4.7%                                                    | 5.5%          | 3.7%                                        | 5.6%          |
| <b>Other Offenses</b>        | <b>0.5%</b>                                    | <b>0.7%</b>   | <b>0.3%</b>                                             | <b>0.8%</b>   | <b>0.4%</b>                                 | <b>0.7%</b>   |
| <b>Number of Inmates</b>     | <b>20,758</b>                                  | <b>17,639</b> | <b>13,827</b>                                           | <b>24,220</b> | <b>9,098</b>                                | <b>28,812</b> |

Source: Bureau of Justice Statistics

The report further suggests that women in prison have a history of physical and/or sexual abuse. Table 5 shows that nationally more than 4 in 10 state prison female inmates were either physically or sexually abused. Approximately one-third of these women reported that the abuse took place prior to age 18. Frequently, the abuser was a parent/guardian or other relative.

*Table 5*  
Prior Physical or Sexual Abuse of State Prison Inmates by Sex-1991

|                                                                 | <i>Total</i> | <i>Female</i> | <i>Male</i> |
|-----------------------------------------------------------------|--------------|---------------|-------------|
| Number of inmates                                               | 700,475      | 38,109        | 662,367     |
| Ever physically or sexually abused before current incarceration |              |               |             |
| No                                                              | 86.1%        | 56.8%         | 87.8%       |
| Yes                                                             | 13.9%        | 43.2%         | 12.2%       |
| Before age 18                                                   | 11.9%        | 31.7%         | 10.7%       |
| After age 18                                                    | 4.2%         | 24.5%         | 3.0%        |
| Physically abused                                               | 11.3%        | 33.5%         | 10.0%       |
| Sexually abused                                                 | 6.8%         | 33.9%         | 5.3%        |
| Relationship of abuser to inmate                                |              |               |             |
| Intimate                                                        | 11.2%        | 49.8%         | 3.0%        |
| Spouse/ex-spouse                                                | 6.1%         | 30.5%         | 1.0%        |
| Boyfriend/girlfriend                                            | 6.6%         | 27.6%         | 2.2%        |
| Relative                                                        | 68.1%        | 56.1%         | 70.6%       |
| Parent/guardian                                                 | 53.7%        | 37.7%         | 57.1%       |
| Other relative                                                  | 22.6%        | 26.5%         | 21.7%       |
| Friend/acquaintance                                             | 22.8%        | 20.1%         | 23.4%       |
| Someone else                                                    | 21.2%        | 19.6%         | 21.6%       |
| Refusal to answer                                               | 1.1%         | 1.3%          | 1.1%        |

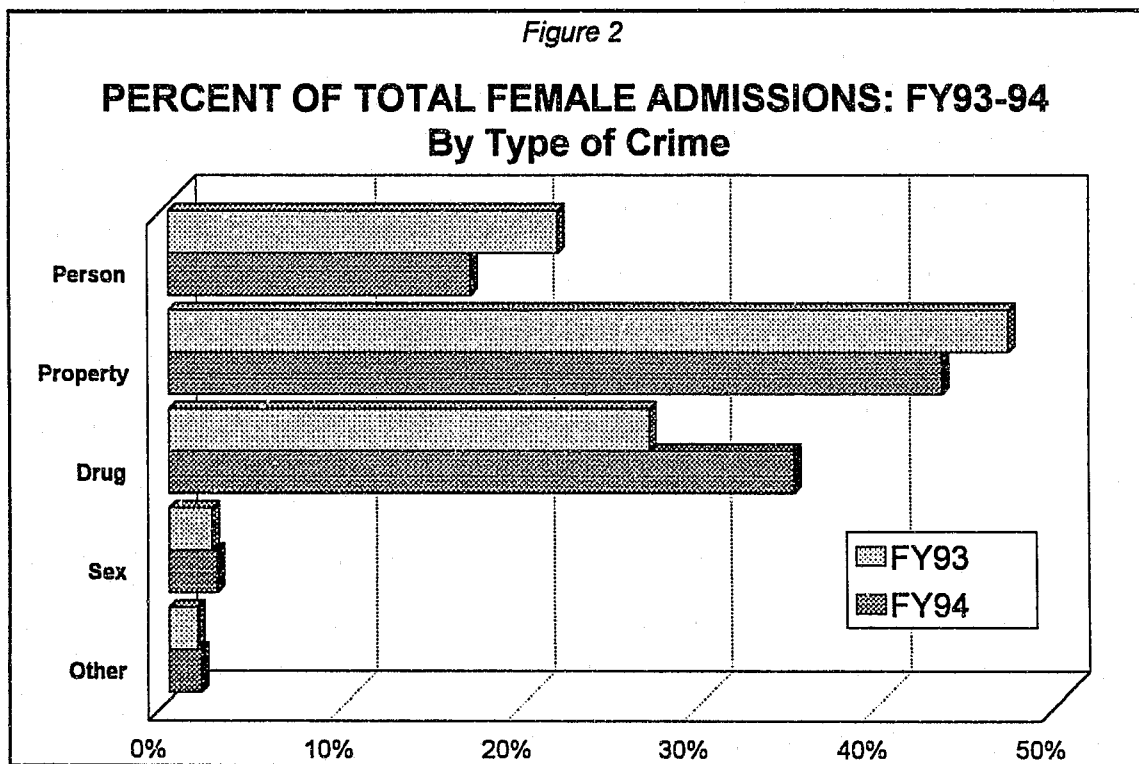
*Source: Bureau of Justice Statistics*

## IDOC Scope

Women offenders committed to IDOC reflect a similar profile. Typically, the woman is a 32 year old, black, single mother from Cook County convicted of a non-violent offense. Statistically:

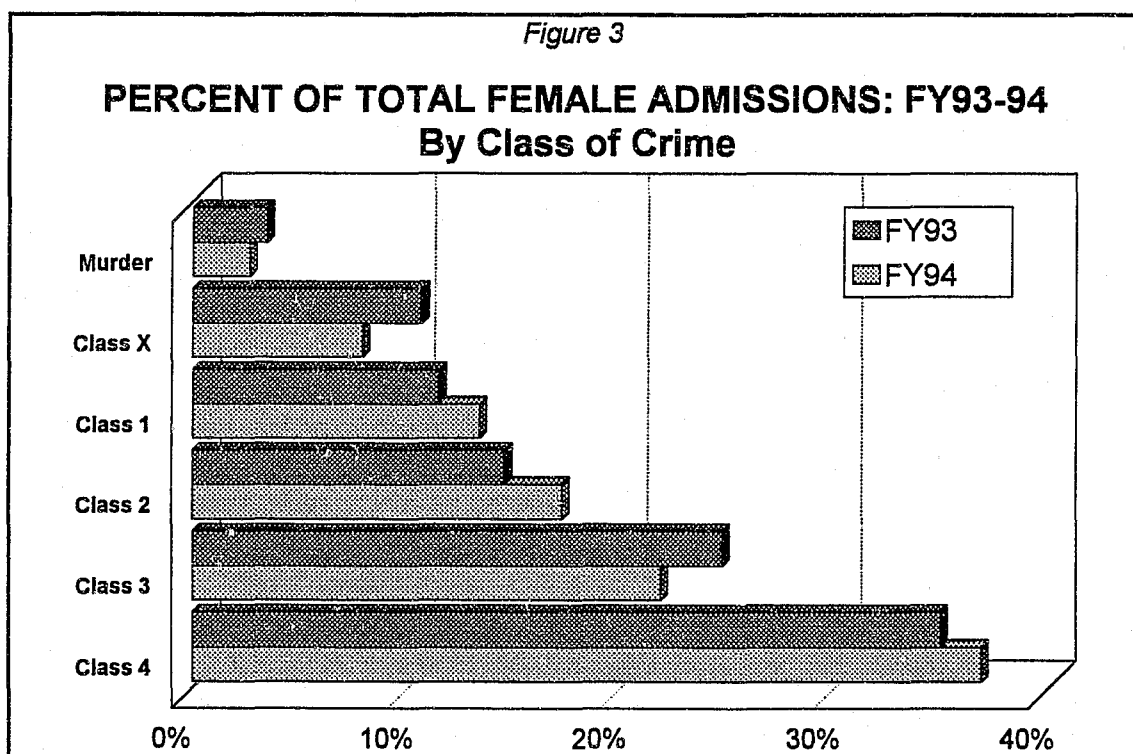
- \* 66% of the female population is black,
- \* 59% have been committed from Cook County,
- \* 80% have a substance abuse history,
- \* 80% of women with children are single,
- \* 54% have less than a high school education,
- \* 17% have not gone past the 8th grade,
- \* 40% are serving sentences for crimes against persons,
- \* 28% are serving sentences for crimes against property,
- \* 4 females have been sentenced to death, and
- \* 29% are serving sentences for drug crimes.

Drug abusing women offenders constitute one of the fastest growing segments within the criminal justice system. In a 1993 report, the Illinois Criminal Justice Information Authority (ICJIA) reported that more than 2,000 offenders were prosecuted for drug offenses in 1993 with an average conviction rate of 88%. Many of those convicted were sentenced to the IDOC, as demonstrated by the number of female admissions by type of crime for FY93 and FY94 (Figure 2).



In Figure 2, the percentage of women admitted for drug offenses increased by approximately 9% from FY93 to FY94. However, this figure can be deceptively low as an indicator of drug involvement of women admitted to IDOC during this period. The high proportion of women admitted for property offenses (over 41%) which may be income-producing, non-drug crimes, are committed, in part, to support a drug habit. Up to 80% of female admissions self-report past substance abuse.

Between FY93 and FY94, female admissions to IDOC showed a slight decrease in the percentage of women admitted for murder, Class X, and Class 3 felonies and increases in Class 1, Class 2, and Class 4 felonies (Figure 3). Those women who had committed a violent crime often victimized a relative, an intimate, or someone else they knew.



While admissions showed a slight decrease in the percentage of women admitted for Murder, Class X, and Class 3 felonies, the net change in the prison population showed increases for Murder, Class X, and Class 1 offenders. The percent of the population which is comprised of these serious female offenders grew from 53% to 57% in only one year. Proportionally, the growth of serious offenders in the female population was 8 times greater than non-serious offenders.

Overall, Illinois female inmates spend less time in prison than men (Table 6). Excluding life or death sentences, women in prison had received sentences that, on the average, were 18 months shorter than those of men. The difference in sentence lengths are, in part, the result of the variation in the types of offenses committed by females and males. Women are more likely than men to be in prison for drug and property offenses, which have a shorter sentence than violent offenses.

**Table 6**  
**Average Sentence Imposed in Years**  
**By Offense Class and Sex--FY94**

|         | <i>FEMALE</i> |             | <i>MALE</i>  |             |
|---------|---------------|-------------|--------------|-------------|
|         | <i>Cases</i>  | <i>Mean</i> | <i>Cases</i> | <i>Mean</i> |
| Murder  | 37            | 33.4        | 493          | 37.9        |
| Class X | 122           | 7.7         | 3,328        | 9.9         |
| Class 1 | 208           | 5.0         | 3,447        | 5.2         |
| Class 2 | 262           | 3.6         | 5,716        | 4.2         |
| Class 3 | 330           | 2.9         | 3,379        | 3.1         |
| Class 4 | 532           | 2.1         | 2,960        | 2.0         |
| TOTAL   | 1,491         | 4.2         | 19,323       | 5.7         |

## Status of 1990 Recommendations

### Summary of Previous Years' Updates (FY91-FY93)

In FY91 and FY92, many of the Housing and Capital Needs' recommendations were implemented or appropriated funds. These initiatives expanded the number of beds available and made many of the capital improvements that were necessary to identified structures. The Educational/Vocational and Correctional Industries' programs were planning expansions; however, budget restraints hampered many of these efforts. Several programs were initiated or expanded at the facility level.

### FY94 Update

The recommendations identified in the *1990 Five Year Plan for Female Inmates* are listed below. The current status of each recommendation is also provided. The implementation of each of these recommendations over the past five years has initiated, strengthened, and broadened many key areas, and has provided more comprehensive services and programs for the female population. Nearly all of the recommendations have been accomplished.

#### 1990 Recommendation

#### Status in FY94

#### Administration

- |                                                                                 |                                                                                                                                         |
|---------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|
| • Encourage communities to develop alternatives to prison for female offenders. | • Females are currently participating in Impact Incarceration Program and Electronic Detention.                                         |
| • Evaluate the female classification instrument.                                | • Instrument reviewed as reported in FY93 update.                                                                                       |
| • Evaluate the female community correctional center screening instrument.       | • Informal survey regarding the use of the instrument was conducted. Determined that validation of the instrument should be considered. |
| • Review and update the female population projections on an annual basis.       | • Projections updated annually, most recently in July 1994.                                                                             |

## Housing and Capital Needs

- Pursue acquisition of a minimum security facility.
- Complete construction of the 54 additional female beds at Dixon CC.
- Upgrade water supply and sewer systems at Dwight CC.
- Pursue funding for a new health care unit at Dwight CC.
- Construct a chapel at Dwight CC.
- Evaluate need for rehabilitation of locking systems at Dwight CC and determine funds required.
- Evaluate need for renovation of roadways and parking lots at Dwight CC and determine funds required.
- Evaluate need for structural and tuck pointing renovation of buildings and wall at Dwight CC and determine funds required.
- Rehabilitate or replace underground storage tanks and remove PCB transformers. These are Environmental Protection Act requirements.
- IYC - Kankakee converted to a minimum security female facility in October 1991. It is a satellite unit under Dwight CC with 100 inmates. Construction of another housing unit for 100 inmates was completed 4/95.
- Project completed as reported in FY93 update.
- Project is completed. A Capital Bond request has been submitted for funding for final phase. This will be for a new water line for a fire hoop to the fire hydrants.
- \$100,000 released for design of addition to the existing hospital.
- Project completed as reported in FY93 update.
- Project completed as reported in FY93 update.
- Project completed as reported in FY93 update.
- Project is under construction. Projected completion is 6/95. Additional funds requested to complete the exterior masonry wall.
- PCB transformers have been removed. Replacing underground storage tanks is in the design stage. Projected completion is 6/95.

## **Educational and Vocational Programs**

- Review the interest and needs of women in the areas of educational achievement levels, occupational experiences, and occupational interests.
- Female inmates are involved in Industries programs and all educational and vocational programs. Surveys to determine vocational and academic interests were conducted at Dwight CC.
- Make T.I.E. (Training, Industries and Education) program available to the female population. Inmates that participate in this program are placed in the work force upon release.
- The T.I.E. Program has been discontinued. The Cooperative Work Training (CWT) Program performs a similar function and has been initiated at Dwight, Logan, and Dixon CC. Federal funds have been requested to develop the program at Kankakee MSU. Females participate in the PreStart program at Dixon Springs IIP and all other institutions.
- Add English as a Second Language (ESL) certified instructors to the basic education program.
- Budget restrictions have not allowed the ESL position to be filled at Dixon CC. This will be reviewed in FY95. Logan has an ESL instructor. Dwight CC Literacy Volunteers of America have an active part tutoring programs for ESL and have hired contractual staff fluent in Spanish.
- Add additional basic education instructors to raise minimum achievement levels from 6th grade to 8th grade levels.
- ABE instructors have been hired at Dixon Springs IIP(1), Dixon (2), Dwight (1), and Logan (1) CC.
- Develop and implement an evaluation of the academic and vocational services provided to the female inmates. Evaluation should include community adjustment and effectiveness of program on community success.
- School District 428 prepares an annual report which identifies achievements at each institution.
- Continue to expand the "Building Fairness" to include Dixon and Logan CC.
- Project Connect, funded through Carl Perkins dollars, was initiated at Dwight and Logan CC in FY94 and will continue in FY95. Initiatives stress self-esteem and values clarification.

- Add instructional classes in Parenting, Nutrition and Child Care at Dixon and Logan CC.
- Continue to expand apprenticeship program to Dixon and Logan CC.
- Expand the Cosmetology Program to include evening classes at Dwight CC.
- Add a Horticultural/Landscaping Program at Dwight CC.
- Add an occupational program in Computer Science at Dwight and Logan CC.
- Add an occupational program in Retail Management at Logan CC.
- Add an occupational program in Retail Management at Logan CC.
- Classes initiated in FY94 through Project Connect at Dwight and Logan CC. Classes cover child care and parenting. Parenting classes are in operation at Dixon Springs IIP and are being reviewed for enhancements.
- Federal dollars requested to develop experimental vocational programs at Kankakee MSU in FY95. Kankakee MSU inmates rehabilitate housing through a joint program with Lutheran Social Services and Habitat for Humanity.
- Additional dollars for expansion at Dwight CC made available in FY94. Cosmetology Program at Dixon CC implemented in FY94.
- Still under review. Survey conducted did not indicate overwhelming interest by inmates.
- Computer Program initiated at Logan CC in FY94. Computer Program expanded through purchase of new computers at Dwight CC.
- Program implemented as reported in the FY93 update.
- Program implemented at Dixon CC.

### **Correctional Industries**

- Increase the number of females assigned to Optical Industries at Dixon CC.
- Increase the number of females assigned to the Furniture Repair at Logan CC.
- Female inmates are assigned to the eyeglass production operation and the newly expanded sewing operation has created 30 additional job slots for females.
- A lack of increased orders for furniture refinishing precluded the start of a second shift. The implementation of the Central Warehouse provided additional female assignments.

- Evaluate the feasibility of creating a Braille Translation industry at Dwight CC.
- Determine need to expand manufacturing plant at Dwight CC to allow introduction of new products and provide additional assignments.
- The Braille Translation Service will be established at Jacksonville CC because of the proximity to the Illinois School for the Visually Impaired.
- Expansion of manufacturing plant projected to be completed in FY95. This additional space will be used to expand sewing project instead of pursuing vegetable garden project.

## Programs

- Determine funding sources for the Dwight CC Gateway Program, the In-Patient Residential Treatment Program, and the Halfway House Program.
- Expand substance abuse programs at Logan CC to include Alcoholics Anonymous (AA), Narcotics Anonymous (NA), Alanon, and Adult Children of Alcoholics (ACOA).
- Expand substance abuse program at Dixon CC to include the following topics: fetal alcohol syndrome, sudden infant death syndrome and other related issues.
- Develop an intensive out-patient program at Dwight CC.
- Expand existing 12-step program at Dwight CC.
- Assess the need for a women's community correctional center treatment program.
- Determine feasibility of establishing the Jaycees Program at Dixon CC.
- The Gateway Residential program and the Halfway House Program continue with federal funding.
- AA, NA, and 12-week drug education programs implemented.
- AA program and women's substance abuse program addressed these issues.
- Halfway House Program continues.
- Review continues for implementation as budget allows.
- Department of Alcoholism and Substance Abuse (DASA) funds a limited number of out-patient programs. For FY96, it has been indicated that DASA's criminal justice plan will address substance-abusing women offenders returning to the community.
- The W.O.M.E.N.'s Organization at Dixon CC continues. This program is equivalent to the Jaycees.

- Assess the need and determine service level required for a peer group counseling program at Dwight, Dixon, and Logan CC.
- Explore the feasibility of expanding the intensive parole project to provide substance abuse programming for women on parole.
- Explore the feasibility of developing an inter-agency networking component that would interface with women's programs in the community and determine funding needs.
- Evaluate the need to have a family counseling mechanism at community correctional centers and PreStart service centers.
- Explore funding needs to continue Camp Celebration.
- Determine implementation issues and funding required to set up and operate the community correctional center Mother and Child Reunification Program.
- Determine feasibility of establishing a domestic violence and C.A.U.S.E.S. Program at Dixon CC.
- Peer Literacy and/or educational aides, programs and 12-week drug education programs continue at Logan, Dixon, and Dwight CC and Dixon Springs IIP.
- The Community Drug Intervention Program has been expanded to all PreStart Centers. Female inmates at Dixon Springs IIP are referred for follow-up treatment while on electronic detention. DASA is considering continuum programming for females as they return to the community.
- PreStart parole agents refer women in need to various service providers who offer assistance specific to women's problems.
- Community correctional centers and PreStart service centers utilize out-patient community resources for substance abuse, family counseling, and other problems. Services are provided by Progressions, Catholic Charities, Parental Stress Services, Project Safe, Chicago Legal Aid for Incarcerated Mothers, and Lutheran Social Services.
- Camp Celebration continues under general revenue funding. Inmates at the Kankakee Minimum Unit also participate in Camp Celebration.
- Data have been collected from other states that are implementing mother-child programs. Funding sources have been targeted. DASA's community-based program priorities address this need.
- Dixon CC continues a C.O.V.E. Program that focuses on domestic violence. Programs covering sexual abuse, parenting, and child care are being provided.

- Determine service level required with regard to nursing staff, physician hours, clinical services, mental health staff, and dental care at Dixon.
- Develop a mechanism which would provide post-incarceration services and follow-up for inmates that would be part of the parole plan.
- Physician hours have been doubled; orthopedic and OB/GYN clinics continue; physical therapist, LPN, psychiatric, and dental hours continue.
- The PreStart Program began in FY92. This program includes a 6 month pre-release school and brokerage of services. It also provides information on community services specific to womens' needs, including family counseling, after release.



## 1995 Recommendations

### Administration

Women come to prison with histories, circumstances, and psychological issues that are vastly different from those of male inmates. The criminal history, committing offense, and length of stay for women are generally less extensive and for non-violent crimes.

Illinois is one of few states that classifies the female population separately from the male population. In 1980, the Adult Division implemented an objective inmate classification system. This system determines an inmate's security level: maximum, medium, or minimum. Objective inmate classification uses factors that are statistically correlated to assign a security level. This ensures that an inmate's security level is accurate, consistent, and valid.

Illinois has initial classification, reclassification, and community center screening instruments designed specifically for females. This is an optimal method to assess classification since the social and criminal history characteristics of females vary from those of males.

In order to develop population projections, the Department uses a stochastic entity (Monte Carlo) simulation model designed to simulate the movement of individuals through the prison system. Key assumptions in the development of these projections are the forecast of future court admissions, good time awards, and violation rates for return to prison.

Program services, though geared to specific women's issues, lack parity and continuity among the correctional centers, KMSU, and Dixon Springs IIP and between the community correctional centers, electronic detention, and PreStart. Insufficient resources, program space, and limited coordination all contribute to these differences.

### Recommendations:

- **Encourage jurisdictions to develop alternatives to traditional incarceration for non-violent female offenders.**
- **Evaluate the female community correctional center risk screening instrument.**
- **Convene institutional, community corrections, school district, and Correctional Industries administrators annually to review female offender program needs, existing programs and new initiatives, and to ensure continuity and a continuation of programming.**
- **Monitor funding opportunities and submit applications for public and/or private funding to support programming for women offenders.**

- Report annually on the awarding of Earned Time for female offenders, including data on the program goals and objectives, the number of female inmates granted earned time, total number of days awarded, and the average award per release.

## Housing and Capital

The demand for beds and electronic detention program slots for females has strained the Illinois prison system. As Table 7 illustrates, at the end of FY94 the institutional rated capacity was 1,173 and there were 104 electronic detention program slots for women. At this point in time, these programs and beds were at 135% of their rated capacity.

Since 1990, 438 beds and program slots have been added to accommodate the explosive growth of the female population. Currently, 80% of the female population is double- or multi-celled.

| <p align="center"><i>Table 7</i><br/>Female Population Rated Capacity<br/>By Institution/Program—FY94</p> |                              |                           |
|-----------------------------------------------------------------------------------------------------------|------------------------------|---------------------------|
| <i>Institution/Program</i>                                                                                | <i>Female<br/>Population</i> | <i>Rated<br/>Capacity</i> |
| Dwight C.C.                                                                                               | 697                          | 496                       |
| Kankakee M.S.U.                                                                                           | 100                          | 100                       |
| Dixon C.C.                                                                                                | 377                          | 300                       |
| Logan C.C.                                                                                                | 297                          | 152                       |
| Dixon Springs I.I.P.                                                                                      | 19                           | 10                        |
| West Side C.C.C.                                                                                          | 45                           | 45                        |
| Jessie "Ma" Houston C.C.C.                                                                                | 50                           | 42                        |
| Decatur C.C.C.                                                                                            | 34                           | 28                        |
| Electronic Detention                                                                                      | 104                          | 104                       |
| TOTAL                                                                                                     | 1,723                        | 1,277                     |

Even though these expansion efforts were initiated to offset the increases in the female prison population, they have not reduced female prison overcrowding. The escalating number of female offenders projected to enter the prison system and the anticipated shortfall of beds and program slots for these women will have profound effects (Table 8).

**Table 8**  
**Projected Female Population, Planned Rated**  
**Capacity, and Beds Short – FY95 - FY99**

|      | <i>Projected<br/>Female<br/>Population</i> | <i>Planned<br/>Rated<br/>Capacity</i> | <i>Beds<br/>Short</i> |
|------|--------------------------------------------|---------------------------------------|-----------------------|
| FY95 | 1,839                                      | 1,510                                 | 329                   |
| FY96 | 1,964                                      | 1,510                                 | 454                   |
| FY97 | 2,083                                      | 1,510                                 | 573                   |
| FY98 | 2,270                                      | 1,510                                 | 760                   |
| FY99 | 2,387                                      | 1,510                                 | 877                   |

Building new prisons or converting existing co-ed facilities to all-female may still not keep pace with this growing population. In 1993, the Illinois Task Force on Crime and Corrections recommended that IDOC select offenders to serve their sentences under community-based sanctions. Currently, alternative sanctions available to Illinois female prison inmates are the beds at Dixon Springs IIP and the community correctional centers, and the slots on electronic detention. These programs serve over 20% of the female offender population. By comparison, these same programs serve only 10% of the male offender population.

In addition to ensuring sufficient housing for the female population, existing facilities must be maintained. Dwight CC opened in 1930. The buildings and infrastructure are over 60 years old and have been operating over capacity for nearly 12 years. Capital dollars are required for upgrades and maintenance. Problems include repair of high voltage equipment, upgrades and replacement of existing doors and walls for efficiency and code, roof replacement, air conditioning for the hospital clinic, replacement of fire brick, repairs to the boiler, upgrades to the dietary freezer walls to a more insulated lining, and routine building maintenance.

Deferring long-term capital improvements or repeatedly applying "quick fix" repairs may not prove to be cost-effective. The steady increase of routine maintenance expenses over time may cost more than actual replacement or upgrades.

#### **Recommendations:**

- **Expand female bed capacity by exploring the feasibility of converting an existing facility to an all-female facility or constructing a separate facility.**
- **Complete the addition of 100 beds at Kankakee Minimum Security Unit.**

- Evaluate the need for ancillary bed space for the increasing female death row population.
- Construct a new health care unit at Dwight CC.
- Complete required upgrades for compliance with Americans with Disabilities Act (ADA).
- Complete required upgrades to rehabilitate or replace underground storage tanks at Dwight CC for compliance with the Environmental Protection Act.
- Expand intermediate sanctions for female offenders, particularly boot camp beds, electronic detention slots, and community correctional center beds for non-violent, short-term offenders.
- Explore innovative initiatives to fund housing options for females released or on electronic detention and to work with community agencies to develop proposals.

## **Educational/Vocational**

Offenders need basic education, social skills, and marketable job skills if they are to enter the work force and lead a crime free life. Studies support that a majority of female offenders have histories of welfare income, are unemployed or underemployed, have little or no vocational training, and exhibit inadequate employable skills.

The Illinois Criminal Justice Information Authority (ICJIA) conducted an extensive survey of educational experiences and attitudes of inmates in IDOC and reported their findings in *Trends and Issues 91*. A representative sample of women inmates at Dwight CC participated in the survey.

The study determined that approximately 60% of the women inmates surveyed had dropped out of high school within the first two years. Forty percent of these women responded that family problems had kept them out of school. Personal and family problems cited included a lack of family support to stay in school, the influences of a dysfunctional home or neighborhood environment, the lack of discipline or male role model in the home, and a need for a change in the inmate's attitude. School related problems that caused them to drop out included mandatory transfers, unmet needs for tutoring or other special help, lack of an opportunity for vocational education, and child care.

The ICJIA survey also revealed that even though more than 4 out of every 5 inmates surveyed said they wanted to enroll in an education program in prison, only about one in three adults actually enrolls. Focus groups of prison inmates were held at selected correctional centers, including Dwight CC, to determine some of the reasons. The consensus of these groups was:

- \* Waiting lists were too long and such delays left the inmate with no time to complete the full course prior to release.
- \* Inmates were subject to transfers that can interrupt the inmate's education program.
- \* A lack of coordination in educational programming between county jails and community-based programs made it difficult or impossible to continue upon transfer or release.
- \* Filling staff vacancies can be hampered by budget constraints or hiring lags. This results in the interruption of programming until a replacement is found.
- \* Stereotypical female vocational programs did not equip women for jobs that paid adequate wages in the community.

Once the inmate was released there were other problems. Issues reported by returning inmates who had been in the community included:

- \* The stigma of being an ex-offender outweighed the value of the skill training.
- \* Some inmates could not find a job in the skill areas they had studied.
- \* Training programs were not relevant to the needs of the job market.

Many of the women who enter IDOC may be termed "functionally illiterate". This term describes a person who has some basic literacy skills but whose deficiencies hinder on-the-job performance and interfere in coping with other demands of every day living. Employers often require not only skills above the 6.0 grade level, but also math and information processing skills. Thus, women who have the lowest educational skills and may be less employable are those most likely to continue a cycle of dependencies and recidivism.

In FY93, 1,330 women at Dwight CC were administered the Test of Adult Basic Education (TABE) at intake. Of those tested, 361 (27%) scored below the 6.0 grade level in reading and math, were considered illiterate, and required to enroll in adult basic education (ABE).

Corrections School District 428 has designed educational and vocational programs to meet the comprehensive needs of offenders. Available educational programming includes: Adult Basic Education (ABE), English as a Second Language (ESL), Title I (Reading and Math), General Equivalency Diploma (GED), Special Education, College - 2 year program, and College - 4 year program. In FY93 at Dwight CC, 32 inmates completed GED certificates, 5 completed associate's degrees, and 1 completed a bachelor's degree.

Vocational programming provides viable training opportunities to female inmates. Vocational programs by institution and number of females enrolled in FY94 include:

- Dixon:** Auto Mechanics (6), Computer Technology (15), Construction Occupations (0), Electronics (3), Horticulture (7), Food Service (9);
- Dwight:** Graphic Arts (42), Computer Technology (28), Food Service (35), Secretarial Science (35), Cosmetology, Apprentice programs in Baker, Chef, and Construction Occupations;
- Logan:** Auto Mechanics (12), Food Service (13), Graphic Arts (16), Horticulture (20), Construction Occupations (11), Energy Technology (5), Computer Technology (8), Technical Math; and
- Kankakee MSU:** Business Occupations (55).

School District 428 also supports other specialized programs which offer more than academic and vocational skills. Project Connect provides comprehensive instruction in parenting, consumer behavior, and interpersonal and family relationships at Dwight and Logan CC. Transition services which assist disabled inmates to prepare for the transition from incarceration to post-release, are available at Dwight and Dixon CC. In FY93, a grant from the Secretary of State's office expanded the Literacy Volunteers program at Dwight CC. Inmate tutors and staff are trained to tutor lower functioning inmates in reading and math.

In January 1993, IDOC, Lutheran Social Services, and Habitat for Humanity began planning and designing the Kankakee Project. The purpose was to provide female inmates incarcerated at KMSU the opportunity to obtain community-based technical and hands-on training in building renovation. Women obtained on-site instruction in carpentry, electrical wiring, plumbing and painting. They have been taught the proper use of tools, work assembly, and job discipline. Projects completed include the renovation of a house in Pembroke for a low income family, refurbishing structures at a local church and maintenance work at a state park.

**Recommendations:**

- Expand non-traditional vocational programs for female offenders at Dwight, Logan, and Dixon CC.
- Add building/construction trades vocational classes to support Habitat for Humanity Project at KMSU.
- Establish job placement programs for female offenders with specialized jobs skills or training.
- Establish Cooperative Work Training (CWT) program at KMSU.
- Increase the academic achievement levels of female offenders by involving them in facility literacy programs and adult basic education classes.

- **Report annually on the academic and vocational achievements of female offenders, including types of programs offered, number of females enrolled, number of females completing programs, pre- and post-achievement test results, waiting lists, and job placement outcomes upon release.**
- **Identify a listing of validated screening and placement instruments for female offenders in the areas of vocational interest and aptitude and mental health and counseling.**
- **Add English as a Second Language (ESL) certified instructors to the basic education program at Dixon CC.**

### **Correctional Industries**

According to the Illinois Department of Employment Security, by the year 2000, most new jobs will be in service industries and white collar occupations, mostly in clerical and administrative positions. Blue collar job openings will mainly consist of jobs that have become vacant, not newly created positions.

Illinois Correctional Industries (ICI) strives to provide meaningful work experience by mirroring the business practices of the private sector. These practices include interviewing, scheduling the work day, providing the authority to hire and fire, and setting production levels. This allows inmates to practice developing good work habits, managing their money, and working in a real work setting. It prepares inmates to handle the demands of private sector employment.

ICI programs currently available to female inmates are listed in Table 9.

**Table 9**  
**ICI Programs Available for Female Inmates-1994**

| <i>ICI Shop</i>            | <i>Facility</i> | <i>Product Line</i>                                                  | <i>Average #<br/>of Female<br/>Workers</i> |
|----------------------------|-----------------|----------------------------------------------------------------------|--------------------------------------------|
| Garment Shop               | Dwight CC       | IDOC staff uniforms, inmate clothing, and specialty items            | 85                                         |
| Central Warehouse          | Logan CC        | Statewide distribution center for inmate clothing and staff uniforms | 20                                         |
| Optical Laboratory         | Dixon CC        | Prescription eyeglasses for IDOC inmates and DPA recipients          | 2                                          |
| Sewing Shop                | Dixon CC        | Work gloves, eyeglass cases, and safety pouches                      | 35                                         |
| Eyeglass Frame Shop        | Dixon CC        | Eyeglass fronts and temples for use in the Optical Laboratory        | 0                                          |
| Furniture Refinishing Shop | Logan CC        | Furniture refinishing and upholstery                                 | 4                                          |

Many of the jobs available for women through ICI are stereotypically "pink collar" jobs. The women that are housed at co-ed facilities have access to other industry assignments, but must compete directly with male inmates for the assignments. As a general rule, when women are offered the option for higher paying, non-traditional jobs, they take advantage of the opportunity.

Assignments to Industries remain in high demand because of the pay and the work experience gained. However, even though ICI has grown, only a small percentage of Illinois inmates are able to get jobs. In FY94, 4.2% (1,511) of the total prison population was assigned. Of that total, 9.7% (146) were

female. Creating new ICI projects and jobs is costly and requires a needs assessment of the existing and targeted markets.

Inmates who have worked with ICI need a link to the private sector to ensure job obtainment in the community. There is little incentive for private industry or trade union apprenticeship programs to hire an ex-offender, even one who has received job training and skills while in prison. The women who have acquired skills in non-traditional trades or job experiences may encounter not only the "ex-offender" stigma, but also grapple with "female" stereotyping. Furthermore, employers are usually willing to provide specific training that is required for a particular job, but not basic academic or work habit skills.

### **Recommendations:**

- **Report annually on female participation in ICI assignments, including types of programs and the total number of females assigned.**
- **Expand non-traditional ICI job assignments at Logan, Dixon, and Dwight CC.**
- **Determine the feasibility for industry assignments at KMSU.**
- **Determine the feasibility of initiating programs that link ICI inmate workers with private industry jobs or trade union programs following release.**

### **Programs**

The prison population explosion continues to divert attention from the female offender. Bed space is obtained for the male population boom that, although not greater proportionally, is greater in numbers. This emphasis can result in a lack of parity of programming and services for the female offender compared with their male counterparts.

Oftentimes, services designed for males are replicated for females. This can result in a failure to address the special needs of the female offender. Programming to meet the special needs of female offenders must center around:

- 1) Destructive dependencies,
- 2) Care and support of children,
- 3) Physical and sexual abuse and related domestic abuse, and
- 4) Medical and mental health.

**Destructive dependencies** - Women offenders live in a cycle of dependency - whether the key focus is destructive relationships, drugs and alcohol, families, or welfare programs. Many offenders come from families with a high incidence of violence, mental illness, suicide, alcohol or drug dependencies, or are victims of incest, rape, or physical or sexual abuse. Many female offenders repeat these same

cycles. Most grew up in family systems that had a history of one-parent homes, substance abuse, welfare, criminality, and abuse. BJS reports nearly 42% of women in prison lived in a single parent household - 39% with their mothers. About 17% lived in a foster home, agency, or other institution while they were growing up. Forty-seven percent of female prisoners had at least one immediate family member who had been incarcerated. Nearly 43% of women inmates were physically or sexually abused and an estimated 32% reported that the abuse took place prior to the age of 18.

Over 80% of Illinois' female inmates are reported to have drug or alcohol dependencies. IDOC, with support from federal funds through DASA and ICJIA, have developed multiple program options for substance abusing offenders. All substance abuse programs have been developed to fit into the continuum-of-care model recommended by the Center for Substance Abuse Treatment and the National Task Force on Corrections Substance Abuse Treatment.

Inmates are screened for substance abuse at the Reception and Classification Unit. Eligible inmates are assigned to a 12-Week Drug Education Program which is the initial level of substance abuse contact for many inmates. The program provides information on substance abuse, lifestyle options, the effects of ingested, inhaled or injected substances on the body, and the family system. It provides the broadest base for early detection of substance abuse and subsequent referral to appropriate treatment options.

Substance abuse programming options available for female inmates by facility are illustrated in Table 10.

| <p style="text-align: center;"><i>Table 10</i><br/>Substance Abuse Program Options for Female Inmates, by Facility-1994</p> |               |             |              |              |                                  |
|-----------------------------------------------------------------------------------------------------------------------------|---------------|-------------|--------------|--------------|----------------------------------|
| <i>Program Option</i>                                                                                                       | <i>Dwight</i> | <i>KMSU</i> | <i>Logan</i> | <i>Dixon</i> | <i>Dixon<br/>Springs<br/>IIP</i> |
| 12-week drug education program                                                                                              | Yes           | Yes         | Yes          | Yes          | Yes                              |
| Alcoholics Anonymous                                                                                                        | Yes           | Yes         | Yes          | Yes          | Yes                              |
| Narcotics Anonymous                                                                                                         | Yes           | Yes         | Yes          | Yes          | Yes                              |
| Out-patient Counseling                                                                                                      | Yes           | Yes         | Yes          | No           | Yes                              |
| Intensive Out-patient Counseling                                                                                            | Yes           | Yes         | No           | No           | Yes                              |
| Transitional Treatment Unit                                                                                                 | Yes           | Yes         | No           | No           | No                               |
| Residential Therapeutic Community                                                                                           | Yes           | No          | Yes          | No           | No                               |

Female offenders residing at Jesse "Ma" Houston, Decatur, and West Side Community Correctional Centers have access to drug education, Alcoholics Anonymous, Narcotics Anonymous, out-patient, and group treatment services either on or off-site.

**Recommendations:**

- **Strengthen the linkages with local community agencies and professionals to expand survival skills training and self-awareness programs.**
- **Initiate substance abuse assessment at Dwight Reception and Classification Unit prior to program placement.**
- **Establish an additional female residential drug treatment program at Dixon CC.**
- **Enhance substance abuse program options and slots at all IDOC sites with special emphasis on aftercare programs.**

**Care and support of children** - An estimated 80% of Illinois' female prison inmates are single mothers averaging 2.8 children each. Many of them receive little or no help from the children's father(s), lack supportive family and social networks, and have limited or no financial resources. Many relied on social service agencies and public assistance programs for support, sustenance, and medical care.

Offenders at Jesse "Ma" Houston, Decatur, and West Side CCC participate in a financial program whereby inmates are required to pay maintenance, establish a personal budget, and implement a savings plan. This program allows inmates to practice "real life" care and sustenance responsibilities before returning to the community. Women are required to pay "bills," purchase personal items, and provide funds for child care and family assistance. In FY93, women offenders at Jesse "Ma" Houston earned a total of \$235,809 for an average of \$4,716 per resident. Of the total earnings, \$30,921 (13%) went into an interest bearing account; \$13,976 (6%) were paid to dependents; and \$38,741 (16%) were paid in maintenance fees and returned to the state's general revenue fund.

At the time of incarceration, the majority of women offenders are the primary caretakers of their children. When the woman enters the prison, she may be preoccupied with making placement arrangements and decisions, contacting caretakers, and trying to arrange visitation. She must manage her family via the telephone and try to provide financial and emotional support for the children. Long distances, lack of transportation, and limited family resources often make it difficult for children to visit their mothers.

An estimated 70% of Dwight CC inmates' children are placed in the homes of relatives. A child born to an incarcerated female prisoner is placed with a caregiver outside the prison. Nearly all the women have plans to be reunited with their children after imprisonment, although some will face the threat of termination of parental rights.

In May 1991, Dwight CC established the Family Services Department to fully address inmate family reunification concerns with respect to custody issues, legal consultation, visitation, and other types of problems pertinent to minor children of incarcerated women. The program makes a concerted effort to provide services that encourage inmates in crisis to stay focused on their responsibilities as parents by offering programs geared toward self-empowerment and self-improvement.

Programs offered through the Family Services Department are:

**Maternity Program** - Pre-natal and post-partum medical and counseling services, exercise program, leisure time activities, obstetrics library, patient education, and placement services.

**"Motherlove"** - 8-week series of parenting classes.

**Camp Celebration** - Weekend camping experience for women and their children during the summer months.

**Lutheran Social Services of Illinois** - Provides support in the reunification of families by providing transportation of families and children for visitation and Camp Celebration weekends. They also assist in resolving specific problems related to children of inmates.

**C.L.A.I.M. (Chicago Legal Aid to Incarcerated Mothers)** - Provides legal services and consultation on the legal rights of incarcerated parents including foster care, legal guardianship, family custody, and termination of parental rights.

**Legal Assistance Foundation/Victims in Prison Project** - Provides legal assistance to mothers with minor children in the areas of custody, Public Aid conflicts, divorce, and child custody visitation.

**Children's Visitation Center** - Place for visiting children and their mothers to engage in structured play, games, and other activities.

**Huch-A-Luc Children's Corner** - Inmate volunteers provide structured age-appropriate play/learning activities to other inmate's children, while parents and adult visitors strive to reestablish and strengthen family relations.

**MECCA** - Support group for incarcerated mothers.

**Restart Family Tutoring Program** - Literacy tutoring program to mothers and their children which is facilitated by staff, volunteers, and inmate peer tutors.

**Special Events** - Events sponsored include an annual Mother's Day Program and Family Day with Foster Care.

Programs to support female offenders and their children available at other IDOC sites include:

**Dixon Springs IIP** - Female issues support group, parenting classes, and child development classes;

**Logan CC** - Parenting classes, mother/child Mother's Day program, and annual mother/child Christmas Party;

**Decatur CCC** - Parenting program certified by DCFS;

**West Side CCC** - Legal assistance to incarcerated mothers regarding custodianship of their children;

**Jesse "Ma" Houston CCC** - C.L.A.I.M.; and

**Dixon CC - Parenting Classes** - Motherlove/Fatherlove- 9-week sessions of parenting classes emphasizing parenting styles, discipline, conflict management, parent/child roles in family, and other related family dynamics.

**Female Issues Support Group** - Provides support and an opportunity for the incarcerated mothers and other women to discuss issues relevant to family and personal growth.

**Parenting Rights and Responsibilities** - Four-session workshop sponsored and conducted by C.L.A.I.M. focusing on legal rights of incarcerated parents including foster care, guardianship, family custody, and termination of parental rights.

**DCFS case management coordinating group** - Provides incarcerated parents with access to DCFS and other related agencies in an effort to assist the parent with the coordination of programming to meet DCFS requirements for potential reunification of families.

**Lutheran Social Services of Illinois (LSSI)** - Provides support in reunification of families by providing transportation of families and children for visitation to the prison. They also assist in resolving special problems related to children of incarcerated parents.

**Family Reunification Center** - Provides an environment that promotes positive nurturing and interaction between the parents and their children. Inmate workers engage other inmates' children in play activities, thus allowing for the parents and adult visitors to strengthen family relations.

Finding suitable employment is crucial to ensuring an offenders' successful reentry into the community. Included in the Community Resource and Reintegration modules of PreStart, inmates

are introduced to agencies in the community that will assist in job counseling and placement. Female inmates residing at Jesse "Ma" Houston CCC can also access support services through the Safer Foundation, the Mayor's Office of Employment and Training, Goodwill Industries, and the Department of Rehabilitation Services.

**Recommendations:**

- **Expand parenting program criteria to meet DCFS guidelines and criteria.**
- **Explore the feasibility of community-based residential programs for women and their children. Integrate day care, substance abuse, education, family reunification, and parenting skills in the program offerings.**
- **Explore expanding women and their children activities at Dixon Springs IIP, Dixon and Logan CC, KMSU, and community correctional centers.**
- **Explore establishing a coordinated case management process for women whose children are wards of DCFS.**
- **Strengthen linkages with community job placement referral services at IDOC sites.**
- **Strengthen coordination with the Department of Public Aid to assist female inmates with dependent children access public assistance support programs.**

**Physical and sexual abuse and related domestic violence** - BJS reports that 34% of female inmates nationally reported being physically abused and 34% reported sexual abuse. Sexual abuse may have included fondling, incest, molestation, sodomy, rape, and other types of sexual assault. About 32% said the abuse took place prior to age 18, and 24% said they had been abused since age 18. Nearly 50% reported the abuse was at the hands of an intimate, and 56% report that a relative committed the abuse.

Programs to support women who have been victims of physical or sexual abuse and domestic violence are available through mental health and clinical services at IDOC sites. Support groups include the Battered Women's Support Group and the Delayed Discovery Support Group (therapeutic support for sexually abused inmates) at Dwight CC, the Sexual/Physical Abuse Victims Group at Dixon CC, and domestic violence support groups at Logan and Dixon CC.

**Recommendations:**

- **Expand support groups for women who are victims of domestic violence at Dwight CC, Dixon Springs IIP, and community correctional centers.**
- **Expand support groups for sexually and physically abused women offenders.**

**Medical and mental health** - National research indicates that women sentenced to prison suffer from illnesses that had been chronically undiagnosed and untreated. These conditions were a result of substandard living conditions, poor preventative health care, inadequate diet, and substance abuse. Many women were victims of sexual abuse and physical violence, and bear the physical and emotional scars of such abuse. Life-style related illnesses, including AIDS, TB, hypertension, and heart disease, are prevalent. Many of the women enter the prison system with dental problems and gynecological and venereal infections.

Programs to instruct and monitor inmates with medical needs are available at IDOC sites through the Health Care Unit/Mental Health Unit. Special support programs include:

**Living with Loss** - Weekly support group for inmates diagnosed HIV positive (Dwight and Dixon CC).

**PEER Education** - Peer instruction by trained inmates on health care issues including STD's, HIV, and AIDS (Dwight CC).

**Women's Health Fair** - Forum for inmates to discuss and obtain information from health care practitioners (Logan CC).

The IDOC Medical Unit conducted a special needs survey of the adult/juvenile population in December 1994. The number of female inmates assigned to Chronic Illness Clinics are:

Asthma/respiratory disease - 181,  
Hypertension/cardiovascular disease - 140,  
Diabetes - 42,  
INH prophylaxis for TB - 100, and  
Seizure disorder - 74.

Three women have been diagnosed with AIDS and HIV-related disease with a prognosis of less than one year life expectancy. Approximately 3% (56) of the female population is over age 50. Thirty-four percent of the over-50 female population require special housing due to chronic medical illness (11%), being physically challenged (11%), and mental illness/disability (4%).

The survey also indicated that the utilization of mental health services is much higher among female inmates. Overall, 26% of the female population were receiving some level of mental health treatment, with 16.6% receiving medication.

At Dwight CC, 231 women had mental health needs. Fifty percent of these women had a diagnosis within the affective disorders diagnostic group. This may be due to depressive and anxiety disorders which are exacerbated by the pressures of incarceration, separation, and overcrowding.

Psychiatric and mental health services are available at IDOC sites. Specialized support programs include the Psychiatric Screening Support Group at Dwight CC, which provides weekly crisis

counseling for inmates requesting or exhibiting the need for psychiatric services.

During 1994, 62 babies were born to inmates at Dwight CC. Many pregnancies are high risk and are complicated by such medical issues as HIV, diabetes, poor nutrition, high blood pressure, fetal withdrawal, low birth rate, and early labor. Emotions such as blame, guilt, and feelings of failure can add to the difficulty of a high risk pregnancy.

Pre-natal and post-partum medical and counseling services are available through the Family Services Department and the Health Care Unit at Dwight CC. Programming focuses on developing a realistic placement plan for the newborn, following the plan prescribed by the physician to ensure the delivery of a healthy baby, maintaining healthy family relationships, and supporting mothers during the post-partum phase.

**Recommendations:**

- **Develop infirmery services at Logan and Dixon CC in order to minimize the need for all infirmery care housing to be at Dwight CC.**
- **Review the need for additional nursing, psychiatric, physician, and psychological services.**

## Conclusion

Illinois' female prison population is growing at an alarming rate. Women enter the prison system with deficits in a variety of life skill areas such as education, employment, and parenting. Typically, they also have multiple problems including substance abuse and mental or emotional difficulties. The children of incarcerated mothers must also be remembered. Addressing only one or two of these issues is not usually effective. Many of these women have had problems that have existed for several years.

Since the incarceration period for many women offenders is brief, a continuity of efforts initiated at the correctional facility must be carried on once the woman has returned to the community. Services available must be geared to the unique needs of the female offender by providing child/nursery care, transportation, educational and training services, and substance abuse treatment.

Many of the issues of the female inmate are currently being addressed by IDOC through a holistic approach to programs and interventions.

**Administration** of programs and assignments for females are differentiated from those for male inmates. This ensures that the housing, education, and programming services provided are specific to the needs of the women.

**Corrections School District 428** strives to provide academic and vocational programs that equip females with the skills and confidence required to transition back into the community.

**Illinois Correctional Industries** provides job opportunities for women that give them work experience and an opportunity to internalize a work ethic.

**Programming** is comprehensive and geared to the needs of women. Special focus is on substance abuse, parenting, domestic violence, physical and sexual abuse, medical and mental health programs and services.

**Housing** options are monitored and reviewed in order to keep pace with the increase of the women coming into the Illinois prison system.

Many of these programs are meeting ambitious goals with a shortage of funding and staff.



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