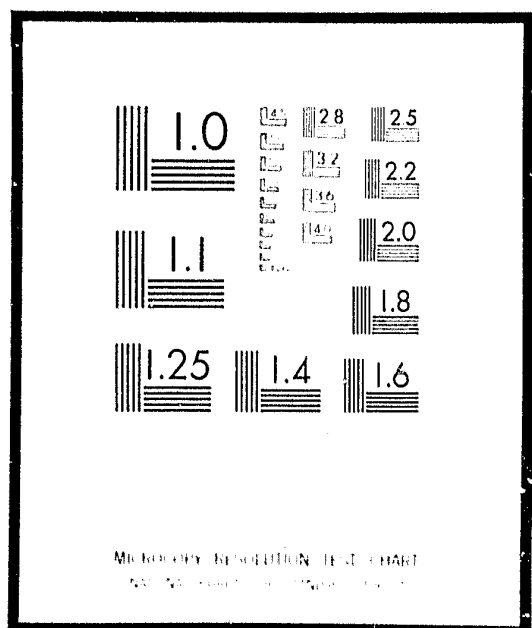


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ILLINOIS-DEPARTMENT OF CORRECTIONS

1973 - 1974 ANNUAL REPORT

28583

December 1974

### A MESSAGE FROM THE DIRECTOR

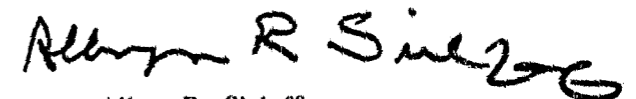
Correctional administration, particularly in such populous states as Illinois, is a challenging and complex responsibility under ordinary circumstances. The task, upon my appointment in June of 1973, was made more formidable, in that the agency had suffered for six months without leadership as a result of the legislature's failure to confirm a Director-designate. Morale of the 5,000-member staff was at a low ebb and inmate populations were tense from the fear of uncertainty.

Four adult institutions had no appointed wardens. Stateville, where the death of a correctional officer occurred in early January 1973, was on total deadlock, with no viable plan having been formulated for its termination. Conditions there erupted in a disturbance on September 6, 1973, which was dealt with swiftly and firmly, and which, fortunately, resulted in no serious injuries. Pontiac, over the past several years, had gravitated into the control of gang elements. Menard, too, had witnessed a disturbance in May 1973, which was reflective of unrest from internal problems.

Physical facilities and basic services had been neglected over the years in most of the adult institutions. Weaknesses in organization and staff development had limited the full potential for personnel to equip themselves for managerial positions. More attention appeared to have been given public relations than seeing to the actual fruition of programs and the upgrading of care. In contrast, however, progress in juvenile corrections, excellent institutions at Vienna and Sheridan, some sound statutory provisions, and the dedication of a great number of line personnel have provided the foundation for reform.

During the ensuing months, we have set about establishing a management model that would provide an accountable, systematic method of service delivery to replace the crisis orientation that has often prevailed in the correctional field. Decentralized administration of both juvenile and adult field services was begun to link staff more closely to community needs and resources and to facilitate the expansion of community-based alternatives. In the institutions, emphasis has been placed upon such basic priorities as creating a safe environment for staff and residents, raising living conditions to humane standards of decency and ensuring greater fairness toward residents through procedural due process. The "medical treatment model" was abandoned in favor of assessment and the use of program agreements that involve the offender in his own goal-setting. Programs geared to preparing offenders for law-abiding lives upon their re-entry into the community--whether labeled rehabilitation or reintegration became the focus of all our efforts toward providing long-term protection for the citizens of Illinois.

This annual report, spanning the first half of 1973 and the current fiscal year, chronicles a period of greater change than has occurred at any comparable period of time in the correctional history of this state.

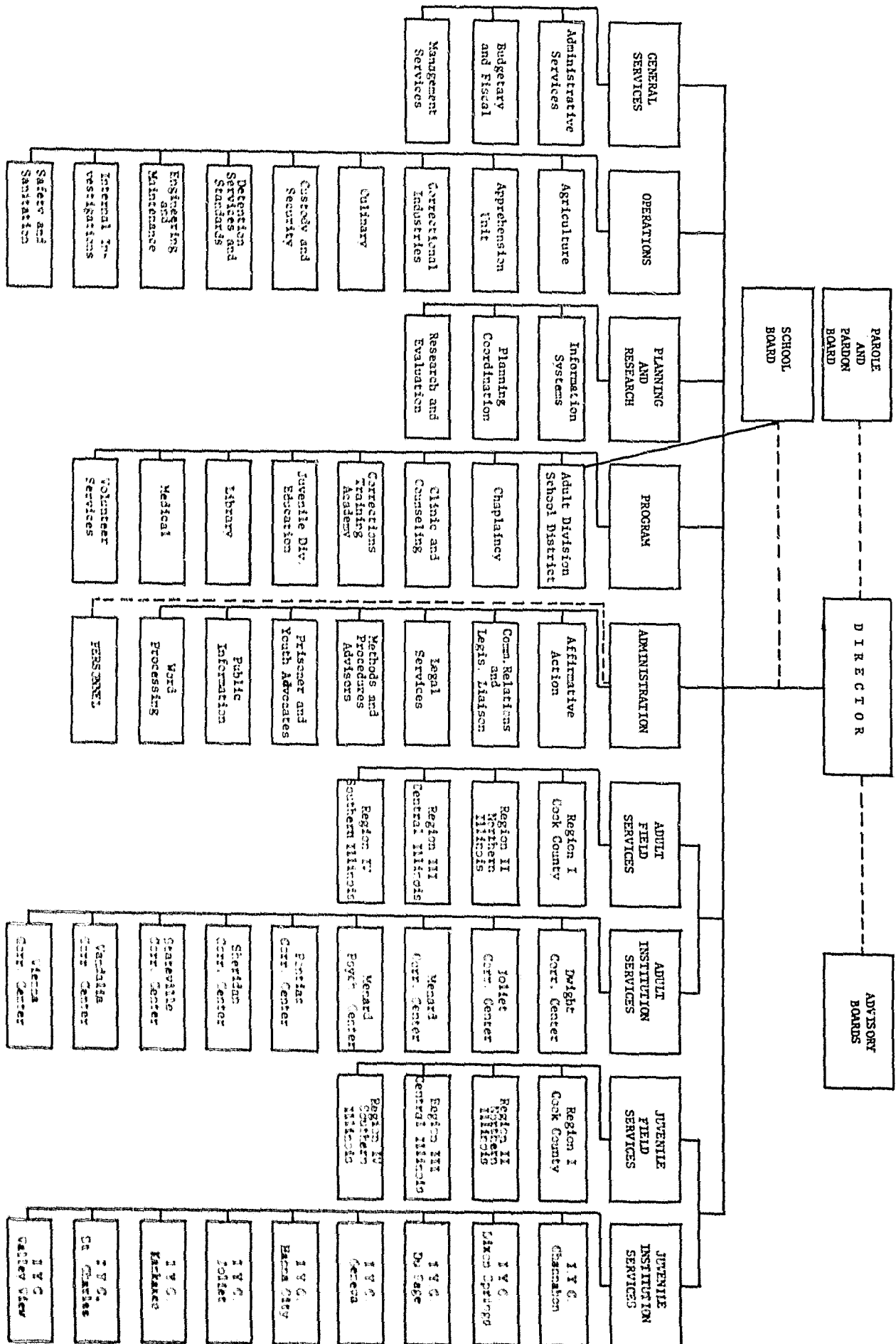


Allyn R. Sielaff  
Director

PROGRAMS AND ACCOMPLISHMENTS

- The names of all adult institutions were changed from penitentiaries, state farm, etc., to correctional centers, reflecting modern correctional philosophy. In addition, the names of all Juvenile Division institutions and facilities were changed to Illinois Youth Centers, eliminating many unwieldy, awkward and lengthy designations.
- The department's General Offices were completely reorganized, resulting in a more effective management structure.
- Surveys of food and medical services were made at all adult and juvenile institutions, and appropriate changes initiated.
- The assessment evaluation process at the Juvenile Division's Reception and Diagnostic Center for Boys at Joliet was revised to provide more complete social, psychological, vocational and academic data necessary for the proper placement of each ward committed.
- The Office of Operations was created in mid-1973, to provide staff services for correctional industries, food services, internal investigations, security, safety and sanitation, engineering and mechanical services, farm operations, the apprehension unit, and the Bureau of Detention Standards and Services. During 1973, the newly-formed unit focused attention on the assessment of institutional needs and established standards for operations areas.
- A master menu for all adult and juvenile institutions was established to ensure adequate dietary fare for all residents and wards.
- During 1973, the Bureau of Detention Standards and Services inspected 92 county jails, 268 municipal jails, one juvenile detention home and 25 state correctional facilities. Of the 92 county jails inspected, 35 were rated satisfactory, 25 satisfactory except for female supervision, nine were rated minimal compliance with standards, and 23 were rated as sub-standard. Eight were either permanently closed or closed for remodeling, and one was not inspected because a new jail was nearly ready to open. During the year, 21 municipal jails or lockups were voluntarily closed because they failed to meet standards, and 14 were closed for remodeling.
- Adult Parole Services received a \$95,000 grant from the Illinois Law Enforcement Commission to fund Project REDUCE (Redirecting Ex-offenders' Direction with United Community Effort), which provides intensive services to releasees, particularly those prone to violence. In 1973, there were 3,436 adults on parole status and the average parole officer's caseload was 45 persons.

ILLINOIS DEPARTMENT OF CORRECTIONS  
ORGANIZATIONAL CHART



12/09/74

- In 1973, a total of 237 individuals was admitted to the Community Centers (halfway house) program which, added to the 33 persons already in the program at the beginning of the year, made a grand total of 270 who were provided post-institutional residential services at the three centers.
- The Adult Division's Pre-release program continued expansion during 1973, and four additional institutions Pontiac, Dwight, Sheridan and Vandalia began receiving such services. Twenty-four additional counties were opened for pre-release referral during 1973.
- The Adult Division's Work Release unit defined its program goal as being "to identify and provide the services needed by our residents to decrease the probability of their return to prison, and to do so at the lowest possible cost to the taxpayer." During 1973, 328 persons were admitted to the Work Release program. Since the program was initiated in 1968, 1,297 persons have been served.
- The Office of Planning and Research was initiated in mid-1973 and was made responsible for the agency's information systems, planning coordination, research and evaluation. The unit completed the first module of a statewide corrections information system, making available for management's use computerized data on the department's offender population, including demographic, educational, clinical and population movement. Equipment was installed and staff trained to input and access this data at each of the agency's six reception and classification centers, and at four of the major correctional institutions. The unit's grant management staff reported that the department received a total of \$3,570,615 in grants from the Illinois Law Enforcement Commission in 1973, including \$100,000 for the treatment of the repetitive violent offender; \$290,000 for Adult Parole Services to provide resources for violent or violence-prone parolees; \$143,242 to develop a regional field model in Chicago for juvenile parolees; \$73,200 to the Juvenile Division for assessment of the effectiveness of its treatment programs; \$1,200,000 to continue development of the Corrections Information System; \$200,000 to develop electronic surveillance and recording systems at the Stateville and Pontiac Correctional Centers; \$100,000 for second-year funding of the Fox Valley Work Release Center in Aurora; \$225,000 for Adult Parole Services to subcontract for the third year with Operation DARE to provide jobs for ex-offenders; \$99,754 to expand the institutional-based counseling continuum program at the Illinois Youth Center Valley View near St. Charles; \$199,810 to establish a regional correctional program for juveniles in the East St. Louis area; \$92,266 to conduct planning and feasibility studies for regional detention facilities; \$100,000 for second-year operation of a library program coordinating local library systems with all adult and juvenile correctional facilities; \$52,500 to establish a group home for juveniles in East St. Louis; \$99,750 for third-year funding of the Drug Abuse Rehabilitation Treatment (DART) Work Release Center in Chicago; \$99,751 for second-year funding of the remedial education learning laboratory program in several adult correctional centers; \$150,000 for second-year funding of the Pre-release program, providing re-entry services to ex-offenders leaving correctional centers

on parole; \$95,000 for Adult Parole Services to provide assistance to parolees in the Woodlawn and Lawndale areas of Chicago; \$85,000 for third-year funding of the Shawnee College program at the Vienna Correctional Center; \$4,558 to plan the initial development of the Correctional Training Academy; \$47,939 to establish an additional work release center in Chicago; \$74,945 to provide a multi-purpose recreational facility at the Stateville Correctional Center; and \$37,000 to provide funding for a youth advocate and his assistant in the Juvenile Division.

- In July 1973, the Director ordered an end to the use of juvenile and adult offenders as domestic servants for department personnel who reside on or off state property. Heretofore, offenders had been detailed to staff residences for housecleaning, dishwashing, preparing and serving meals, mowing lawns, tending flowers and shrubs, etc.
- Treatment programs at various adult correctional centers were accelerated in 1973, resulting in expanded educational and vocational training programs, closed-circuit educational television, and Alcoholics Anonymous and drug abuse treatment programs. Recreational activities were also expanded in 1973.
- In 1973, the Bi-County Ambulance Service went into operation at the Vienna Correctional Center—a program incorporating two fully-equipped emergency vehicles staffed by center residents and driven by institutional staff. The service—the first of its kind in the nation—serves Johnson and Pope counties and replaces that formerly provided by area funeral directors who quit the business because of mounting operational costs and more stringent federal regulations.
- The Menard Psychiatric Center (formerly the Psychiatric Division) near Chester laid the groundwork for changing the facility from a custodial institution to an effective and efficient treatment facility for offenders requiring mental health care. While 1973 witnessed the expansion and establishment of new programs within the facility, the main institutional thrust was the refinement and upgrading of existing program services so as to maximize their availability and effectiveness for all residents. This effort was exemplified by identifying groups within the population for which meaningful psychiatric programming had been non-existent or ineffective, and the establishment of new programs specifically relevant to their individual needs. For example, a new program was initiated and specifically geared for the young, aggressive, acting-out individuals who, in many facilities, would not have been considered eligible for most programs. In addition, a new minimum-security unit was established in recognition of the need for this type of treatment service for many of the residents. The unit is designed for from 15 to 25 residents and provides maximal therapeutic attention; it emphasizes evening programming which is coordinated by the unit team, and its main intent is to gear the unit's programs as closely as possible to conditions existing in the free community.

- Indicative of the increased emphasis on the quality and effectiveness of the Menard Psychiatric Center's programming is the fact that during 1973, the average length of stay for patients decreased from a mean of 4.6 years to 2.4 years.
- The Office of Program Services was established in mid-1973 as a resource to the Director and administrators in the Adult and Juvenile Divisions in the planning and implementation of services to residents and staff. The unit's objective is the development of a rational, effective system of correctional programming in Illinois. The unit is responsible for the agency's school district, vocational and educational training, chaplaincy services, library services, treatment services, staff training and development, university liaison, medical services administration, and volunteer services.
- During 1973, the Juvenile Division's Family and Youth Counseling Services provided parole services to an average of 2,676 young men and women each month, giving the 86 counselors operating from five regional and 10 district offices an average caseload of 31 youths.
- The Juvenile Division's Community Services unit continued to provide studies related to juvenile problems and technical assistance in data collection methods and techniques of monitoring delinquent behavior as related to schools, police, courts, recreational programs and other community agencies.
- The Director placed a moratorium on medical experimentation in August 1973, ending the malaria testing program at the Stateville Correctional Center.
- In mid-1973, the first professionally-qualified wardens were hired for the Dwight, Vandalia and Menard Correctional Centers ending a century-old tradition of hiring political appointees for these sensitive posts.
- The Adult Division gained a new facility when the former Illinois Industrial School for Boys was transformed into the Sheridan Correctional Center. The facility has a capacity of 225 young male offenders who receive extensive educational and vocational training.
- Institutional radio systems at the adult correctional institutions were renovated beginning in mid-1973, ending a long period of neglect of the equipment and frustration for the resident-listeners.
- After months of total deadlock, the Stateville Correctional Center was returned to normal operations in September 1973.
- A major thrust was initiated in creating a humane institutional environment in adult facilities, resulting in a new priority rating for cleanliness, resident search procedures, and loosening of censorship regulations.

- In July 1973, three male offenders from the Vienna Correctional Center were transferred to the previously all-female Dwight Correctional Center, making it the first adult institution in Illinois to become co-educational.
- The complex formerly comprising Joliet-Stateville Penitentiary was decentralized into individual facilities in mid-1973, resulting in the creation of the Joliet and Stateville Correctional Centers. The reception and classification process was integrated into the Joliet Correctional Center's facilities.
- A new test food kitchen was established at the Vienna Correctional Center in the fall of 1973, initiating the core of food service supervisor training.
- The Adult Division's institutional populations were redistributed toward the end of 1973, enabling the department to more nearly approach its goal of providing an individual cell for each male offender in the maximum-security institutions.
- The Illinois Youth Center - DuPage changed locations from an old NIKE site donated to the department by the federal government several years ago to a new, specially-designed \$1.2 million facility built and paid for by the Standard Oil Company of Indiana at no cost to Illinois' taxpayers. The school's former facility was given to the oil firm in trade for the new facility, enabling Standard to enlarge its Naperville research center.
- The gymnasium at DuPage was dismantled by staff and residents from the Pontiac Correctional Center and re-erected at Pontiac, thus providing the maximum-security facility's first all-weather recreational building.
- The former Jubilee Youth Development Center near Brimfield 18 miles northwest of Peoria was transferred to the Adult Division as a work release center for males.
- During the latter part of 1973, all Adult Division institutional newspapers and newsletters were reviewed for program involvement and cost evaluation.
- In an effort to familiarize the state judiciary with the Illinois correctional system and its institutions, the department, in cooperation with the Administrative Office of the Illinois Courts, sponsored tours of adult facilities. A group of approximately 30 judges from throughout Illinois visited the Stateville Correctional Center at Joliet on November 16, 1973, and a similar group toured the Pontiac Correctional Center on May 24, 1974.
- The department's school district vocational counseling program became operational in late 1973.
- The Corrections Training Academy opened on the grounds of St. Xavier College, Chicago, in January 1974, marking the first time in Illinois' correctional history that a formalized, professionally-conducted training program was provided to the agency's entire staff.

- Jaycee chapters were established in two additional adult institutions—the Menard Psychiatric Center and the Sheridan Correctional Center. Similar chapters are operational at the Joliet, Stateville, Menard, Pontiac, Vandalia and Vienna Correctional Centers; at Stateville's Minimum Security Unit and at the Illinois Youth Center—St. Charles a one-of-a-kind chapter organized especially for a juvenile correctional facility.
- All administrative regulations affecting the Adult and Juvenile divisions came under review beginning in January 1974, and the task of revision began. The regulations originated in February 1972 and had gone virtually without change since that time.
- The resident telephone program—a project which enables resident offenders to call home collect at least once a month was extended to all Adult Division institutions.
- New segregation procedures for the Adult Division were developed and accepted by the Attorney General's Office in early 1974.
- A new Correctional Industries office furniture line was established in the Spring of 1974, opening up new avenues of sales revenues and opportunities. The program's administrator developed and monitored firm production schedules, assuring on-time delivery procedures.
- The Special Program Unit at the Joliet Correctional Center—long a controversial subject was abolished early in 1974 and segregation facilities were established at each institution as programmatic alternatives.
- The program day at all adult institutions was expanded, giving residents more "out-of-cell" time.
- The Affirmative Action Plan an effort to assure equal opportunities for minority groups, women and the handicapped was implemented at all juvenile and adult institutions and facilities.
- The mail rooms at all institutions went on a six-day-a-week schedule, thereby increasing opportunities for residents to correspond with their families.
- The Juvenile Division initiated plans with the Department of Children and Family Services to work out arrangements for interim living arrangements for hard-to-place male wards.
- A work experience program for youths under age 16 was initiated at the Illinois Youth Center DuPage.
- Programming at the Illinois Youth Center Geneva was accelerated, resulting in the addition of a driver's education course and physical education classes for girls, offering high school credit.

- Student volunteers attending Northern Illinois University, DeKalb, began weekly participation in student leisure-time activities at the Illinois Youth Center—St. Charles, in March 1974.
- The reception and intake functions of the Juvenile Division were transferred from the Joliet facility to the Illinois Youth Center—St. Charles in April 1974.
- A farm operations task force was appointed to review the institutional farm programs and make recommendations to the Director.
- Work on installing hot water to each cell at the Stateville Correctional Center commenced in the Spring of 1974.
- The Adult Division's reception and classification process was changed to an assessment model in early 1974.
- The co-ed concept was extended to the Vienna Correctional Center in May 1974, with a contingent of 10 female offenders. Eventually, 58 women will be housed at the minimum-security facility in Johnson County.
- For the first time in the maximum-security institution's history, a "media day" was held at the Menard Correctional Center, where representatives of the electronic and print media converged to inspect the facilities and ask questions of staff and residents.
- In mid-1974, the first formal seminar was held between the Parole and Pardon Board and the wardens of all the adult institutions. A mutual exchange of ideas resulted in a better understanding between the two groups.
- In May 1974, students from Northern Illinois University, DeKalb, initiated a student newspaper project at the Illinois Youth Center Geneva.
- A drug awareness program was implemented at the Illinois Youth Center St. Charles in May 1974; students with extensive drug use experience are utilized as teacher-aides.
- Arrangements were made in mid-1974 for students at the Illinois Youth Center—Mississippi Palisades to enroll in the JoDaviess Carroll Area Vocational School.
- In June 1974, for the first time, a juvenile ward assigned to the Illinois Youth Center Valley View was enrolled in an academic program at Elgin Community College.
- During the period of this report, several juvenile facilities were closed because of a dwindling population in the Juvenile Division, resulting in a considerable savings to the state in terms of payroll, building maintenance, food costs, etc. Facilities closed were the

New Salem, Giant City and Jubilee Youth Development Centers. The latter facility, built in 1968, was transformed into an adult work release center. The transfer of two other facilities both adult work release centers to new, metropolitan locations resulted in more effective work release programming for the residents involved and greatly enhanced job opportunities for them. Moved to Chicago were the former Little Egypt Environmental Protection Release Center at Metropolis (re-named the Metro/Chicago Work Release Center) and the former Dwight Work Release Center (re-named Women in New Directions (WIND) Work Release Center). The latter is the first such center for women to be located in Chicago and is now community-based rather than institution-based.

- In line with the Governor's cost-reduction program in state government, a comprehensive review of department expenditures resulted in the imposition of restricted travel for agency staff and the elimination of several previously-issued publications. In addition, occupants of state-owned institutional housing who formerly lived in these facilities rent-free now pay regular monthly rent, contributing to the cost of maintaining these buildings and bringing additional income to the state treasury.
- As an additional savings to state taxpayers, the department eliminated 57 middle management positions during the period from June 1973 to June 30, 1974.
- A study of the Adult Division's furlough program shows that 6,457 furloughs have been granted to residents of the agency's correctional centers. The program's success rate is 99.4 percent one of the highest in the nation. In addition, 2,797 furloughs have been granted to participants in the division's work release program, with a similar success rate of 99.4 percent.
- The Juvenile Division's Office of Vocational/Educational Services initiated a program entitled MUNY Meeting the Unmet Needs of Youth whose goal is to obtain the involvement of the public schools in Illinois to become change agents in the prevention of juvenile delinquency. The department's involvement includes the dissemination of information to the public schools to help them cope with problems of pre-delinquent and delinquent youths. The program also instructs public and private school teachers how to identify potential delinquents a system which may prevent adjudication in the future. The unit has also developed a "Right to Read" program, in conjunction with the Office of the Superintendent of Public Instruction, which provides in-service workshops at each Juvenile Division facility for the training of staff involved in the teaching of reading. Consultants from both agencies aid instructors in implementing the techniques of Right to Read teaching programs and in assessing the needs of the youths in their institutional classes.
- A Chief of Dental Services was named by the Director to survey and upgrade the quality of dental care to institutionalized residents. In addition to administering the dental care program in the institutions, the dental services chief supervises the manufacture of prosthetics and dentures for offenders.

- As a part of the department's effort to provide more humane conditions in Adult Division correctional centers, the old bench-type dining tables were replaced with modern, multi-colored, four-man tables all of which were manufactured by the agency's Correctional Industries program. In addition, new visiting rooms were established at the Menard, Stateville and Joliet Correctional Centers, where individual tables have been installed, eliminating the long, room-length tables which included a glass partition separating the offender and his visitors. Now, a husband and wife can sit down at the smaller-type table and hold hands, if they wish, and children are now permitted to sit on the father's lap. Visits by an offender's family members and friends, are vitally important because they maintain family ties and strengthen human relationships and the agency's recognition of these facts prompted the improvement of the visiting rooms.
- In mid-1974, the department's emergency plans were coordinated with the Illinois State Police and updated, reflecting the agency's uppermost commitment to provide safety in the event of a disturbance at an institution.
- Correctional officers in Adult Division institutions have been outfitted with new green uniforms including an "Ike" jacket replacing the old, army-style garb which had been worn by the officers for years. The new uniforms, which help dispel the militaristic image many people connect with correctional institutions, are complete with distinctive shoulder patches on which is lettered the name of the individual institution.
- The Volunteers in Parole Program (VIP), which originally operated under terms of a federal grant and which was coordinated by the American Bar Association, was re-instated in 1974 as a staff function of the Department of Corrections. Illinois is one of 12 states involved in the program, which assigns young lawyers to work with parolees on a one-to-one basis. Although its primary goal is to help parolees make a successful transition back into the free society, the program also provides valuable clinical experience in parole supervision to the lawyers involved, and gives them the incentive to become advocates for increased resources in the parole field.
- In a continuing effort to provide more efficient and effective office procedures, the department established word processing centers in its Springfield and Chicago offices in mid-1974, thus joining the ranks of countless business and industrial firms whose volume of work makes efficient procedures mandatory. The system involves dictating equipment connected to the department's telephone system, which relays the dictator's letters and memoranda to a central point where it is transcribed by a battery of operators. The system provides better utilization of people; better distribution of the workload; improved quality of communications; increased productivity; improved secretarial support; improved methods and procedures; and cost control and reduction.
- The number of counselors employed in Adult Division institutions increased from 30 in July, 1973 to 68 in mid-1974; the latter figure includes nine casework supervisors who administer the counseling programs in the various institutions.

- During 1974, the Director initiated labor-management meetings with representatives of employee organizations to explore problems of mutual interest, to identify employee problems so that the administration could respond to them, and to gather information of mutual interest. No bargaining or negotiating sessions were held. The Director also encouraged local administrators to meet and confer with representatives of local employee organizations to resolve staff problems on a local basis.

### SOME INNOVATIVE APPROACHES TO CORRECTIONS IN ILLINOIS

#### THE OMBUDSMAN PROGRAM

In August 1973, the department announced the appointment of a Prisoner Advocate for the Adult Division an ex-offender himself who has experienced the criminal justice system from both sides of the fence.

The Prisoner Advocate investigates resident grievances which are contained in the 50 or more letters received by the Director each week - complaints which run the gamut from food service to grievance procedures themselves.

Visiting the various adult institutions on a regular basis, the Prisoner Advocate listens to complaints and works with institutional staff to resolve them to the satisfaction of residents and employees alike. He is, in a word, the Director's eyes and ears in the institutions.

The Prisoner Advocate is involved as a spokesman for the residents whenever departmental rules, regulations, procedures and changes are initiated, and he in turn advises the Director and his staff of the residents' reactions and responses.

In the Spring of 1974, the department announced the appointment of a Youth Advocate for the Juvenile Division, followed in June by the appointment of an Assistant Youth Advocate. Operating much like the Adult Division's Prisoner Advocate, the Youth Advocates investigate grievances and problems experienced by juvenile wards under jurisdiction of the department, and act as liaison to all Juvenile Division facilities.

#### A SCHOOL DISTRICT FOR THE DEPARTMENT OF CORRECTIONS

In 1973, the Department of Corrections' school district, which now serves only the Adult Division, completed its initial planning phase and proceeded with full implementation of academic and vocational services to institutionalized residents. Funding was primarily provided through a grant-in-aid line item appropriation in the Office of the Superintendent of Public Instruction, amounting to \$1,037,000, and supplemented by funding support from the Illinois Law Enforcement Commission and the Illinois Division of Vocational and Technical Education.

The purpose of the district is to enhance the quality and scope of education for residents of the agency's institutions so that they will be better motivated and equipped to restore themselves as constructive and law-abiding members of society. The district's educational programs are designed to meet the individual needs of committed persons and to utilize public education at the state and federal levels to the best advantage. The district has authority to establish primary, secondary, vocational, adult, special and advanced educational schools, as provided by the School Code.

The district's goals for its student body are to develop: 1) basic skills of reading, communication and computation; 2) an appreciation for and creative capacities in such areas as literature, art and music; 3) a respect for ethical values and principles, as well as for other people's rights; 4) a feeling of adequacy, self-worth and self-respect; and 5) saleable skills - vocational, technical or professional and pride in a job well done.

In order to assist the students in attaining their objectives, the district and the department have formulated the following program: 1) the employment of fully-qualified and certified teachers and tutors; 2) the employment of qualified vocational and educational counselors; 3) the installation of individualized learning laboratories and individualized tutoring; 4) updating and increasing vocational-technical equipment wherever needed; 5) broadened opportunities for post-high school work leading to associate and baccalaureate degrees; and 6) expansion and individualization of the high school completion program at all institutions.

#### THE ESTABLISHMENT OF LEARNING LABORATORIES AT SIX ADULT INSTITUTIONS

One out of every five residents of Illinois' adult correctional institutions is functionally illiterate. Those who lack basic reading skills are unable to take advantage of career training programs and are unprepared for employment upon their release into the free society. In 1973, the department embarked upon a program to raise the literacy level of its adult residents so that they will be better prepared to compete in the job market when they are paroled or complete their sentences.

Learning laboratories have been established in six adult correctional centers Vienna, Stateville, Pontiac, Menard and Dwight, and the Menard Psychiatric Center. Positions have been established for two additional centers at Vandalia and Joliet.

The learning lab design lends itself to individual resident needs in the areas of basic reading, basic math skills and occupational career development. The learning lab concept is intended to reach a large number of residents because it allows the student to work at his own rate of speed and makes him responsible for his own learning; it builds upon success accomplished by establishing immediate rewards for short-range goals; it allows a student to spend only that amount of time in the learning lab for which productive learning takes place;



it is individually tailored to the resident's needs; and it is available to students in a full-time program or to those who have other assignments.

Designed to educate the "total person," the learning lab has expanded to include supplementary materials in natural and physical science, social studies and leisure reading.

The program's goals are to motivate the resident toward completion of high school, to introduce him to career education, vocational, work release and higher education programs offered by colleges and universities.

#### REGIONALIZATION OF JUVENILE CORRECTIONS

Initiated in November 1973, by a \$200,000 grant from the Illinois Law Enforcement Commission, the Regional Correctional Program for Juveniles outlines the future of juvenile corrections in Illinois. The project brings together a wide array of professional corrections staff who work in concert with community leaders and agencies to find alternatives to juvenile incarceration, some of which are: placement of the youth in group homes; advocacy programs; the use of community, educational, vocational, legal, medical and mental health programs; and reliance on families, friends and people in the local community in achieving more adequate resources for troubled youth.

The program's major goal is to work with the youths in their home communities, or near them, where their ties to family and friends can be used to advantage in the resocialization process.

If a youth is committed to the correctional system, he is not only separated from the rehabilitative resources of family and friends, but also from those of local social agencies and institutions, such as public and private schools, work opportunities, and so forth.

If all else fails, the youth coming to the attention of the criminal justice system is committed for periods of up to six months or longer at a residential correctional center which, due to its central location in the region, is no more than 90 miles away from any community in the 10-county area served by the program. At the residential center, the youths attend school and participate in work assignments, and receive intensive counseling to prepare them for their return to the free society.

The regionalization concept was expanded early in 1974 to include the Northern Region, headquartered at St. Charles, and future plans call for the establishment of the Cook County Region, to be headquartered in Chicago, and the Central Region, which will be headquartered in Peoria.

In addition, plans are now in progress for the regionalization of Adult Field Services, a system which will incorporate four regions in Illinois, similar to that of the Juvenile Division.

#### THE PROVISION OF MAJOR MEDICAL INSURANCE FOR INSTITUTIONALIZED OFFENDERS

Corrections has traditionally attempted to solve the problem of providing health services to institutionalized residents by incorporating those services into the institutional framework. With the rapid advancement of medical technology, it has become virtually impossible for correctional institutions to keep pace. The cost alone eliminates the feasibility of attempting to duplicate the medical services and facilities which are available today in the modern community hospital.

Further, it is becoming increasingly clear that the courts hold corrections departments responsible for providing confined persons with medical and health care services equivalent to those provided in the free community.

Thus, plans were initiated in 1973 to provide health insurance coverage to the state's total confined population of approximately 6,800 juveniles and adults. The plan is designed to allow the utilization of existing community health facilities on a fixed cost per year without the fear that the total contractual budget will be depleted. In addition, the residents and the department will have the assurance that the best medical and health care services will be available whenever they are needed. Preliminary estimates place the annual premium cost at nearly \$969,000. Plans for implementing the program, which was originally scheduled to take effect in July 1974, have been stymied to date by the State Legislature.

#### ESTABLISHMENT OF A LEGAL LIBRARY FOR ADULT OFFENDERS AND INITIATION OF A PROGRAM TO TRAIN RESIDENTS IN ITS USE

The problem of providing residents of correctional institutions with access to the courts through the use of legal materials has long been one of the major concerns of the criminal justice system. Recent court decisions have pointed out the constitutional rights of prisoners for access to the courts by stating "that some provision must be made to ensure that prisoners have the assistance necessary to file petitions and complaints which will, in fact, be fully considered by the courts."

A prisoner in a small institution awaiting trial or sentence must be considered to have the same access to the courts as a resident of a larger facility.

For some time, the department, the Illinois State Library and the Illinois Supreme Court have been providing a cooperative legal program to residents of the state's correctional system. In certain other states, the U.S. District Courts have ordered corrections departments to establish legal libraries in each of their institutions. The current pattern in implementing these court orders ignores the fundamental principle of recent library development in the United States--the library/information network.

Illinois, fortunately, has a sophisticated network which can be utilized to provide legal reference service and which goes beyond the requirements of the Gilmore decision (*Gilmore v.*

*Lynch*, 319 F. Suppl. 105, 110, 1970). This network provides residents with access to civil and domestic law, as well as criminal law, since incarcerated individuals, whether pre-trial or convicted, are involved frequently in civil domestic suits, such as divorce proceedings, repossession of property and civil rights, and their ability to defend themselves against such actions may depend upon access to the appropriate legal information.

The objective of the program is to provide residents of adult correctional institutions in Illinois with legal information necessary for them to exercise their constitutional right of access to the courts. Short range objectives are: 1) to establish in each adult correctional facility law collections adequate to meet the immediate research needs of the residents; 2) to integrate these collections into the existing library programs administered by the state's library systems; and 3) to link the program into the statewide library network for in-depth backup service.

Workshops designed to train residents and library staff in the use of legal materials were conducted by the West Publishing Co., St. Paul, Minnesota, in cooperation with the consultant staff of the Illinois State Library. The publishing firm's staff trained selected residents of the agency's correctional institutions how to use legal materials and they, in turn, have trained other residents.

In mid-1974, the Illinois State Library accepted responsibility for a new delivery system for the department's library services, which are being administered by the Chief Administrative Officer at local correctional facilities and the Director of the Regional Library System serving that geographic region. The aim of the new system is to give residents in correctional centers similar access to library materials as the general public.

#### THE STATEVILLE MANPOWER INFORMATION SYSTEM

Although manpower funds and manpower-related programs have been made available to correctional administrators for years, a review of the meager statistics available to funding agencies on the cost/benefits of these programs has generally indicated only minor measurable gains, either in employability of offenders or in the more difficult-to-measure area of institutional atmospheres: a sense on the part of institutional staff and residents that the corrections system is taking steps to become more constructively involved in providing career training opportunities.

One of the reasons why manpower programs have such difficulty in getting established and then taking root is that institutional managers generally do not have available proper management information upon which to make rational decisions.

The Stateville Manpower Information System is Illinois' attempt to introduce to the institution an automated data system that is intended to assist decision makers in keeping up

with the current status of the sprawling facility and its various components, and to help the warden and his executive staff make plans in support of expanded manpower training programs.

Since the project is designed to help Stateville managers expand and improve the delivery of manpower services, its data base concentrates on the following areas: 1) resident rosters, showing where each is housed; 2) the cell map and roster showing cell changes taking place each day; 3) assignment rosters, indicating where each resident works or attends school or vocational training; 4) assignment summary, enabling staff to answer telephone inquiries concerning assignments; 5) special rosters, showing each resident's religion, special health problems, institution grade and special security considerations; 6) program map, giving an analysis of all program activity at Stateville, sorted by the day of the week, the hour of the day, assignment type and assignment location; 7) program delivery summary; and 8) transaction and update reports.

The U. S. Department of Labor has called the program "the model manpower information system for institutionalized clients."

The production of rosters, cell maps, assignment sheets and program involvement summaries has resulted in the creation of useful management tools which have increased by a hundredfold the operational efficiency of the institution.

#### INITIATION OF THE CORPORATE MANAGEMENT MODEL

Adult correctional institutions have historically been based on the medical management system, i.e., that which has developed in the Auburn (congregate) tradition and which focuses primarily on criminogenic (causative) client life factors, utilizing a prescriptive program delivery system. The four most basic operational impediments to the medical model are: 1) diagnosis has not been integrated with program decisions; 2) prescriptive programming by generic definition affords only minimal involvement by the client; 3) evaluation of prescriptive programming is virtually impossible from a management point of view because no standard is utilized by which individual programs are created; and 4) prescriptive programming tends to over-emphasize the individual and his past life (causation), rather than his relation with his eventual re-integration in the free community.

Because of these impediments, the Department of Corrections has chosen the corporate model design, since it utilizes a high incidence of private sector theory (organizational and functional management) in the development of the delivery system. It is believed that this is the first time that private sector management theory has been applied so extensively to corrections.

Another innovation is the introduction of the systems approach as a problem-solving technique.

The objectives of the Adult Institution Services unit, which oversees the operation of the agency's nine correctional facilities for adults, are: 1) the refinement of the corporate model, establishing a standardized accountable system which can be evaluated by objective systems cost effective, cost benefit, research method; 2) development of the necessary specific resources to effect population stabilization in all facilities and reduction of the over-crowded conditions in the large, maximum-security institutions; 3) establishment of a rational basic program delivery system in each adult institution which can be cost accounted and integrated with the overall management function; and 4) introduction and application of various systems approaches into the management of the adult institutions.

Frequently, managers develop their plans and budgets by assuming the current level of operations and cost as an established base from which they identify only those desired increased from this base, thus looking at only a small fraction of the final budget dollars approved. This process does not require a detailed review of ongoing operations and expenditure levels and tends to be number oriented, rather than management oriented.

To improve the ability to manage effectively, the concept of zero-base budgeting has been adopted by the department. Zero-base budgeting is a general management tool that provides a systematic way of evaluating operations and programs, and which allows the potential to shift resources into what are considered to be the highest priority programs.

Zero-base budgeting offers numerous advantages to managers throughout the agency: 1) they have an opportunity to recommend how money should be spent; 2) they have an opportunity to evaluate their programs' effectiveness and to readily change their methods of operation to improve efficiency or effectiveness; 3) high-priority new programs can be funded by improving cost performance or by reducing or eliminating current programs with lower priorities; and 4) participation by managers throughout the agency will improve its management development, communications and discussions of key issues and problems.

AVERAGE DAILY POPULATION BY INSTITUTION / 1973

|  |              | Resident<br>Population<br>on June 30, 1974 |
|--|--------------|--|
| <b>JUVENILE DIVISION*</b>  |              |  |
| Channahon Youth Development Center, Morris                           | 20           | 23   |
| Dixon Springs Youth Development Center, Brownfield                   | 27           | 36   |
| DuPage State Boys' School, Naperville                                | 42           | 53   |
| Giant City Youth Development Center, Makanda <sup>1</sup>            | 27           | --   |
| Hanna City State Boys' School, Hanna City                            | 47           | 64   |
| Illinois Industrial School for Boys, Sheridan <sup>2</sup>           | 69           | 30   |
| Illinois State Training School for Boys, St. Charles                 | 268          | 302 (a)                                    |
| Illinois State Training School for Girls and Boys' Annex, Geneva     | 101          | 92   |
| Jubilee Youth Development Center, Brimfield <sup>3</sup>             | 13           | --   |
| Kankakee Youth Development Center, Manteno                           | 29           | 24   |
| Mississippi Palisades Youth Development Center, Savanna              | 31           | 36   |
| New Salem Youth Development Center, Lincoln's New Salem <sup>4</sup> | 19           | --   |
| Pere Marquette Youth Development Center, Grafton                     | 31           | (b)  |
| Reception and Diagnostic Center for Boys, Joliet                     | 113          | (c)  |
| Valley View School for Boys, St. Charles                             | 109          | 155  |
| VAST, Decatur  | 10           | 12   |
|  | <b>TOTAL</b> | <b>956</b>                                 |
|  |              | <b>827</b>                                 |
| <b>ADULT DIVISION</b>  |              |  |
| Dwight Correctional Center, Dwight                                   | 125          | 113  |
| Joliet Correctional Center, Joliet                                   | 497          | 331 (d)                                    |
| Menard Correctional Center, Menard                                   | 1,424        | 1,311                                      |
| Menard Psychiatric Center, Menard                                    | 221          | 228  |
| Pontiac Correctional Center, Pontiac                                 | 631          | 868  |
| Sheridan Correctional Center, Sheridan <sup>5</sup>                  | 94           | 178  |
| Stateville Correctional Center, Joliet                               | 2,015        | 1,641                                      |
| Vandalia Correctional Center, Vandalia                               | 566          | 612  |
| Vienna Correctional Center, Vienna                                   | 402          | 412  |
|  | <b>TOTAL</b> | <b>5,975</b>                               |
|  |              | <b>5,694</b>                               |
| <b>GRAND TOTAL, BOTH DIVISIONS</b>                                   | <b>6,931</b> | <b>6,521</b>                               |

\*Juvenile institutions are now called Illinois Youth Centers

1. Giant City closed in September 1973.
  2. The Illinois Industrial School for Boys was converted to an adult facility in August 1973.
  3. The Jubilee Youth Development Center was closed in November 1973, and converted to an adult work release center.
  4. The New Salem Youth Development Center was closed in July 1973.
  5. The Sheridan Correctional Center opened as an adult facility in August 1973.
- (a) Includes the Reception and Diagnostic Center's population of 60.  
 (b) This facility is now a part of Juvenile Correctional Region IV.  
 (c) This facility is now a part of the Illinois Youth Center--St. Charles.  
 (d) This figure does not include the 407 offenders housed in the Reception and Classification Unit on that date.

TOTAL NUMBER JUVENILES PAROLED

| (Jan. 1 - June 30, 1973) |     | (July 1 - Dec. 31, 1973) |     | (Jan. 1 - June 30, 1974) |     |
|--------------------------|-----|--------------------------|-----|--------------------------|-----|
| January                  | 129 | July                     | 146 | January                  | 112 |
| February                 | 181 | August                   | 141 | February                 | 91  |
| March                    | 188 | September                | 121 | March                    | 77  |
| April                    | 143 | October                  | 110 | April                    | 108 |
| May                      | 138 | November                 | 71  | May                      | 120 |
| June                     | 153 | December                 | 108 | June                     | 105 |

Average Daily Parole Population - 1973: 2,688  
 Average Daily Parole Population as of June 30, 1974: 2,219

TOTAL NUMBER ADULTS PAROLED

| (Jan. 1 - June 30, 1973) |     | (July 1 - Dec. 31, 1973) |     | (Jan. 1 - June 30, 1974) |     |
|--------------------------|-----|--------------------------|-----|--------------------------|-----|
| January                  | 235 | July                     | 212 | January                  | 228 |
| February                 | 195 | August                   | 232 | February                 | 246 |
| March                    | 253 | September                | 181 | March                    | 291 |
| April                    | 212 | October                  | 255 | April                    | 226 |
| May                      | 259 | November                 | 229 | May                      | 259 |
| June                     | 252 | December                 | 278 | June                     | 265 |

Average Daily Parole Population - 1973: 3,100  
 Average Daily Parole Population as of June 30, 1974: 3,134

WORK RELEASE PROGRAM

|   |     |
|---|-----|
| Number admitted from Jan. 1 - Dec. 31, 1973 | 335 |
| Number admitted from Jan. 1 - June 30, 1974 | 318 |

AVERAGE DAILY WORK RELEASE POPULATION BY CENTER, 1973

|            |    |                         |    |
|------------|----|-------------------------|----|
| Chicago    | 20 | Little Egypt            | 29 |
| Dwight     | 11 | (closed September 1973) |    |
| Fox Valley | 21 | Peoria                  | 18 |
| Joliet     | 27 | Southern Illinois       | 38 |

AVERAGE DAILY WORK RELEASE POPULATION BY CENTER AS OF June 30, 1974

|              |    |                   |    |
|--------------|----|-------------------|----|
| Chicago/DART | 24 | Metro/Chicago     | 20 |
| Chicago/WIND | 15 | Peoria            | 23 |
| Fox Valley   | 27 | Southern Illinois | 26 |
| Joliet       | 34 |                   |    |

COMMUNITY CENTERS PROGRAM

|                           | Average Daily Population 1973 | Average Daily Population as of June 30, 1974 |
|---------------------------|-------------------------------|--|
| Renaissance House, Peoria | 20                            | 17   |
| Genesis House, Rockford   | 15                            | 15   |
| Duncanway House, Chicago  | 26                            | 30   |

ILLINOIS DEPARTMENT OF CORRECTIONS

Summary  
By Character and Fund

| Appropriated for  | Appropriations (Net after Transfers) | Expenditures (Including Lapse Period) | Amounts Lapsed at September 30, 1974 | Lapsed Period Expenditures (July 1 to September 30, 1974) |
|---|--------------------------------------|---------------------------------------|--------------------------------------|---|
| <b>Operations:</b>  |                                      |                                       |                                      |   |
| General Revenue Fund  | \$71,174.6                           | 69,626.5                              | 1,548.1                              | 5,326.3   |
| Working Capital Revolving Fund . . .                                  | 4,700.0                              | 2,715.1                               | 1,984.9                              | 308.7   |
| Federal Correctional Manpower Services Project Fund . . .             | No Approp.                           | 421.8                                 | -                                    | -   |
| Federal Corrections Elementary and Secondary Education Act Fund . . . | No. Approp.                          | 616.1                                 | -                                    | -   |
| Correctional Special Purposes Trust Fund                              | No Approp.                           | 3,997.2                               | -                                    | -   |
| Corrections School District Education Fund . . .                      | No Approp.                           | 608.0                                 | -                                    | -   |
| <b>Total, Operations . . .</b>  | <b>\$75,874.6</b>                    | <b>77,984.7</b>                       | <b>3,533.0</b>                       | <b>6,135.0</b>  |
| <b>Rentals to Illinois Building Authority:</b>                        |                                      |                                       |                                      |   |
| General Revenue Fund  | 2,731.5                              | 2,731.4                               | .1                                   | -   |
| <b>Permanent Improvements:</b>  |                                      |                                       |                                      |   |
| General Revenue Fund  | 908.6                                | 216.7                                 | 691.9                                | 109.1   |
| <b>Total, Appropriations Expended . . .</b>                           | <b>\$79,514.7</b>                    | <b>75,289.7</b>                       | <b>4,225.0</b>                       | <b>6,244.1</b>  |
| <b>Expenditures from Non-Appropriated Funds</b>                       |                                      |                                       |                                      |   |
|   |                                      | 5,643.1                               |                                      |   |
| <b>Total, Department of Corrections . . .</b>                         | <b>\$79,514.7</b>                    | <b>80,932.8</b>                       | <b>4,225.0</b>                       | <b>6,244.1</b>  |

NOTE: This table presents for the Department of Corrections summary totals by character and fund for fiscal year 1974. If further detail pertaining to fiscal year 1974 is required, please refer to the annual report now being prepared by the Office of the Comptroller. For further detail pertaining to fiscal year 1973, refer to the annual report issued by the Department of Finance.