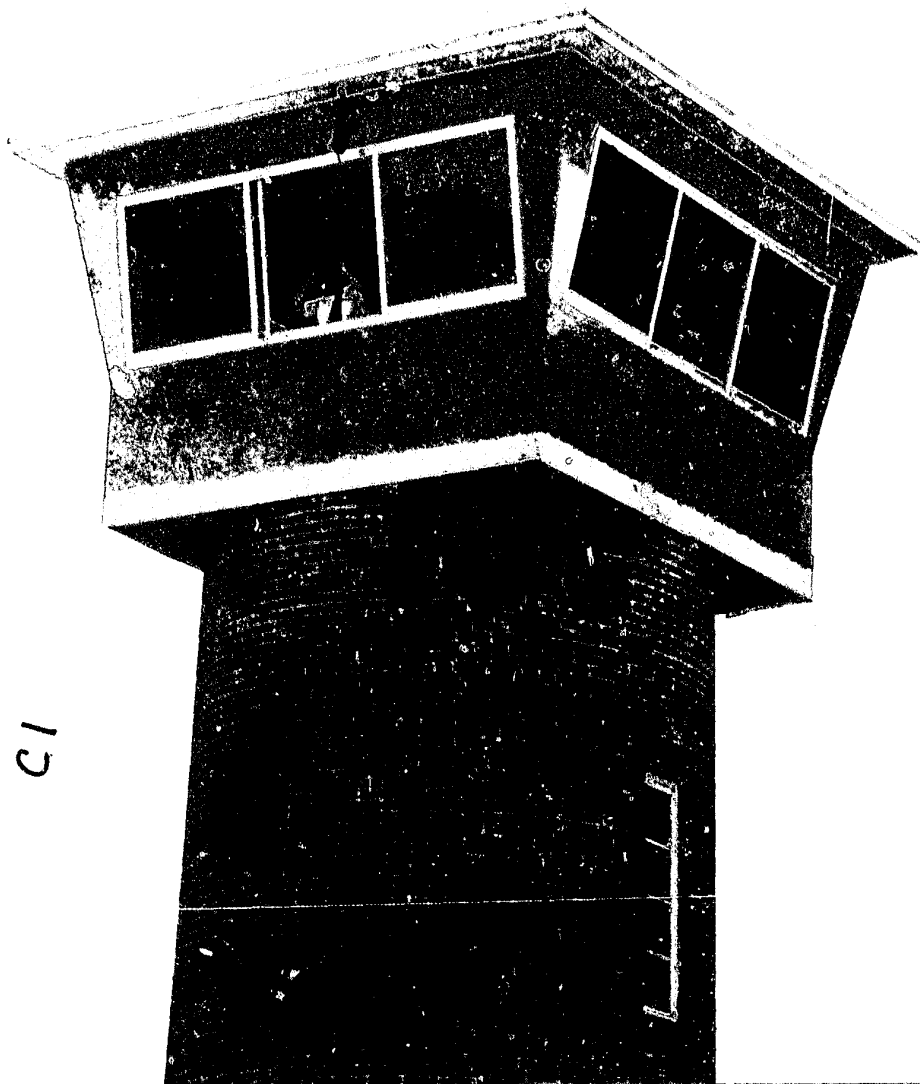


Overcoming 150 Years of Neglect

Annual Report

Fiscal Year 1978

Illinois Department of Corrections



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DIRECTOR'S MESSAGE

In a special report on our nation's prisons last November, *U.S. News & World Report* stated: "Citizen demands for tougher sentencing of criminals and the crime 'boom' of recent years are overcrowding American prisons to the crisis point."

That statement could not be more true than it is in Illinois today. The adult prison population has doubled since 1973. By 1985, it may very well have tripled.

People are fed up with crime, and rightfully so. The recent Class X legislation, which provides for longer sentences for criminals, is an outgrowth of the public's law-and-order attitude.

That attitude, coupled with the historical neglect of our prison system, has and will continue to cause severe overcrowding and other problems in the adult prisons. Overcrowding and neglect do, of course, lead to more serious consequences. Institutions become very difficult to keep clean. It becomes more difficult to provide meaningful academic and vocational training programs. Many residents sit idle in their cells with absolutely nothing to do. Tensions build up and violence erupts.

We have neglected our prison system for more than 150 years. Three adult facilities, for example, are 19th Century relics. They are so old that they are falling apart. A fourth one was built in the early 1900's. The physical plants at many adult and several juvenile institutions were allowed to deteriorate. Preventive maintenance programs were unheard of until recently because society did not want to be bothered with "someone else's" problem.

What we have is a societal problem—not just a state agency problem. Crime affects us all. If society continues to neglect this problem, the situation will only grow worse.

If our correctional system is to operate safe, sanitary and humane institutions, it must continually do its part by practicing prudent management. It must also be cost conscious. At the same time, though, society must do its part. It must provide the correctional system with all of the tools—staff, resources, facilities—it needs to get the job done.

I was asked recently why this agency was just now talking about overcrowding and its attendant problems when in fact there were more residents in the system in 1939 (13,000) than there are today (10,621).

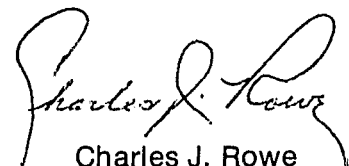
For one thing, our institutions are 39 years older today. Also, adult offenders used to be considered "slaves" of the state. Years ago, the majority were more docile and most were incarcerated for property offenses. Prisons were ruled with an iron fist. "Walk tall and carry a big stick" was the prevailing philosophy. Programming of any kind was limited.

On the other hand, today's judicial view of offenders is that they are "citizens" of the state and have certain inherent rights just as the rest of us do. Many of our present offenders are far more vicious, and the majority have committed violent crimes against other people.

Because of this new breed of offender and the current judicial view, we need smaller facilities that are easier to control and manage than the ones currently in use. It is nearly impossible to operate such huge antiquated facilities safely and humanely.

Despite the crisis of overcrowding, there were a number of noteworthy accomplishments made by this agency during fiscal year 1978, and significant improvements were made in several areas. The numerous capital development projects that were initiated were a godsend. Detailed information about our programs, services and key accomplishments is contained in the body of this report.

I am both hopeful and confident that the Governor, the General Assembly and the general public will continue to recognize the need for improvements in the correctional system and that they will provide this agency with the resources necessary for it to meet its mandates. Our staff is, indeed, endeavoring to do its part.



Charles J. Rowe
Director

September 1, 1978

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ACQUISITIONS

State Statutes Governing Corrections

The Illinois Revised Statutes of 1973 contain the Unified Code of Corrections (Chapter 38, Section 1001-1-1 to Section 1008-6-1). Within the Unified Code, Section 1003-1-1 to 1003-15-2 are the primary statutes detailing the powers, duties, and responsibilities of the Illinois Department of Corrections. The Juvenile Court Act (Chapter 37, Section 701-1 to 708-4) provides additional statutes specific to the Juvenile Division of the department. The Code of Criminal Procedure (Chapter 38, Section 105-1 to 105-12) authorizes the commitment of Sexually Dangerous Persons.

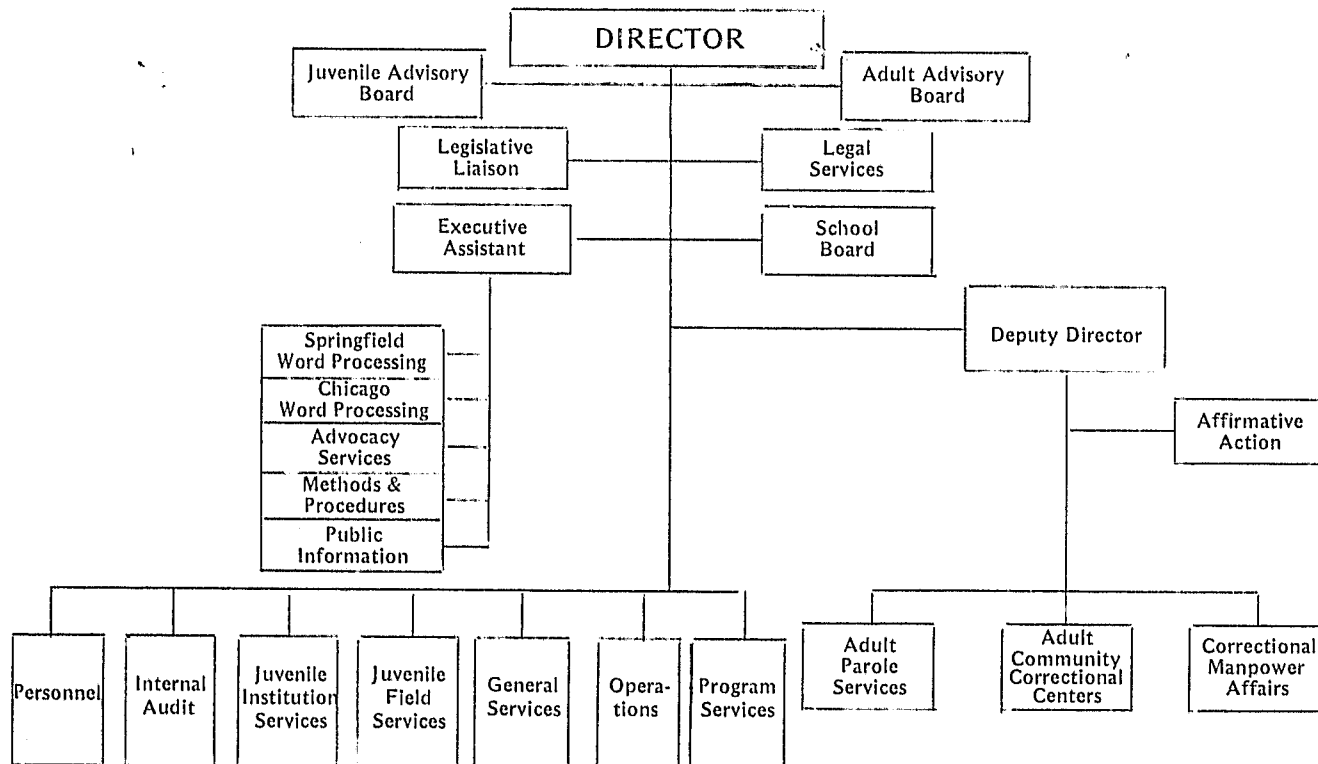
The department, which became operational January 1, 1970, consists of a Juvenile Division and an Adult Division with a general administrative section servicing both Divisions.

The department accepts persons committed to it by the courts of Illinois and is mandated to provide for the care, custody, treatment and rehabilitation of those individuals.

1840

The practice of doubling is very unhealthy, and ought not to be permitted . . . the present state of things cannot continue long.

—Report of the
Inspectors of the
Penitentiary



A Brief History of Prisons in Illinois

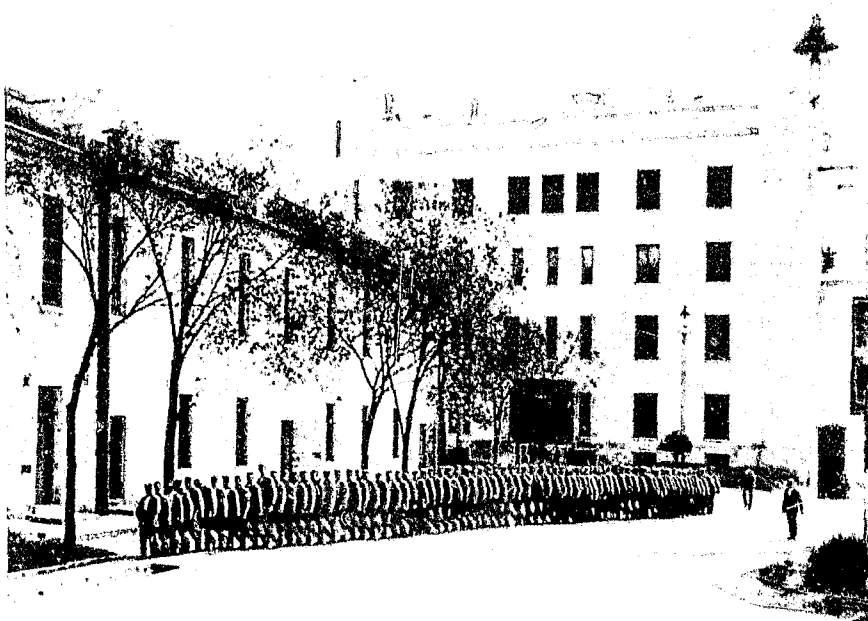
The pillory, public flogging, or imprisonment in county jails were the earliest forms of punishment in Illinois.

In an address to the Illinois State Historical Society in 1906, Dr. Samuel Willard recalled one public flogging that he had witnessed as a youth in Carrollton, Greene County:

"Near the courthouse on the public square there was set a strong post, an unhewn log, ten feet high, with a cross-piece near the top. I saw a man brought from the jail . . . to be whipped thirty lashes for the theft of a horse. . . . He was stripped naked to the hips, his hands were tied. . . . Then Sheriff Fry took that terrible instrument of punishment and torture, a rawhide . . . laying strokes on the culprit's back, beginning near his neck and going regularly down one side of his backbone. . . . When fifteen blows had been counted . . . the other side of the man received like treatment."

The revised state criminal code of 1831 outlawed such public whipping as well as exposure in the pillories. Prisons were created to take the place of these forms of punishment. Illinois' first prison was built in Alton in 1827 but did not receive many inmates until 1833. One of the first inmates sentenced to prison received three years at hard labor for committing a burglary in Greene County.

The Alton penitentiary had twenty-four cells in a small building on less than two acres of land. It was constructed on the side of a steep slope which extended down to the Mississippi River. Whenever it rained, deep gullies cut through the yard undermining the walls. The constant repairs that had to be made to the prison caused a severe drain on the state's treasury. Inmates slept on beds of straw with blankets and buffalo robes. A daily work-performance log was



kept. Those inmates who worked efficiently were rewarded with tobacco, sugar or a cup of coffee.

From 1833 to 1867, prisons were operated on a lease basis. A lessee would pay the state a fixed sum of money to run the prison. He earned his money by contracting prisoners for work in town. The lessee would provide food, clothing, shelter and security for the inmates, and the state paid for the maintenance of the facility. The lessee, who could be considered a warden, hired his own staff and paid their salaries from the money he earned with inmate labor.

The state did away with the lease system and assumed management of the institutions in 1867. A state employee in charge of the prison would contract with individuals and firms for specific inmate employment. But because of opposition from organized labor, this form of institutional management was abandoned in 1904 and replaced by correctional industries. Still, these industries competed with private industry.

Labor and manufacturers attacked this system because they believed the cheap labor provided unfair competi-

tion to private enterprise, and correctional industries all but vanished. In 1931 the General Assembly adopted a state-use only system for industries. That system is still in existence today. All products and goods produced by correctional industries can be sold only to other state agencies and non-profit organizations.

Thus, the state began moving away from the idea that prisons should be self-supporting. The change to correctional industries was one element of this evolving system.

A new prison was completed in Joliet in 1860. The Alton facility was closed but was soon put into use as a



History continued

military reservation for Confederate prisoners and dissenters. At the Joliet prison the cost of feeding, clothing and guarding an inmate was forty-eight and one-half cents a day in 1860. Today, the per capita cost, which includes all fixed and variable costs, is approximately \$6,500 a year or a little more than \$17 a day.

By 1874 inmates were supplied with a knife and fork. Previously, they were allowed to use only a spoon. They were also provided with slates with which to learn how to write. Some religious programs were available to the inmates as was a library. Inmates were allowed to write one letter in five weeks and to subscribe to some weekly newspapers from the county in which they were convicted, but they could not subscribe to any daily newspaper or any paper at all that had a sports section in it. Inmates were required to take one bath a week. There were sixty tubs available and two men at a time bathed together in one tub.

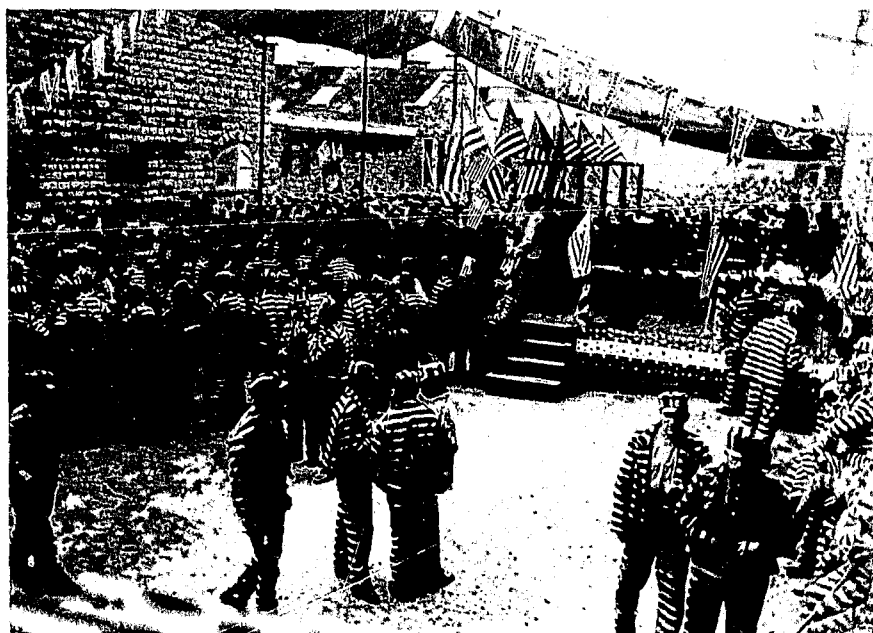
Female prisoners, who had been housed in separate quarters on the fourth floor of the warden's house, were moved across the street to a separate facility in 1896.

Meanwhile, one other prison had been built. That was Pontiac which opened in 1871 for male first offenders aged sixteen to twenty-six. Menard was next to be built in 1878, followed by Stateville in 1917 and Dwight in the early 1930's.

In 1933, the Illinois State Penitentiary system (ISP) was created. Under this system, all state prison programs were consolidated and coordinated. Judges sentenced inmates to the ISP rather than to a specific institution.

That system lasted until 1941 at which time the Illinois Department of Public Safety was established. It included adult penal institutions, the psychiatric division, a state penal farm, the Bureau of Criminal Identification, parolee supervision, highway maintenance police, fire prevention, and crime prevention. A Division of Narcotic Control and State Police Merit Board were later added to this department.

In 1970, a new agency called the Illinois Department of Corrections was created. Adult institutions were merged with juvenile institutions and parole services for delinquents. Since that time, a greater emphasis has been placed on preparing the inmate (now called resident) for his eventual return to the free world.



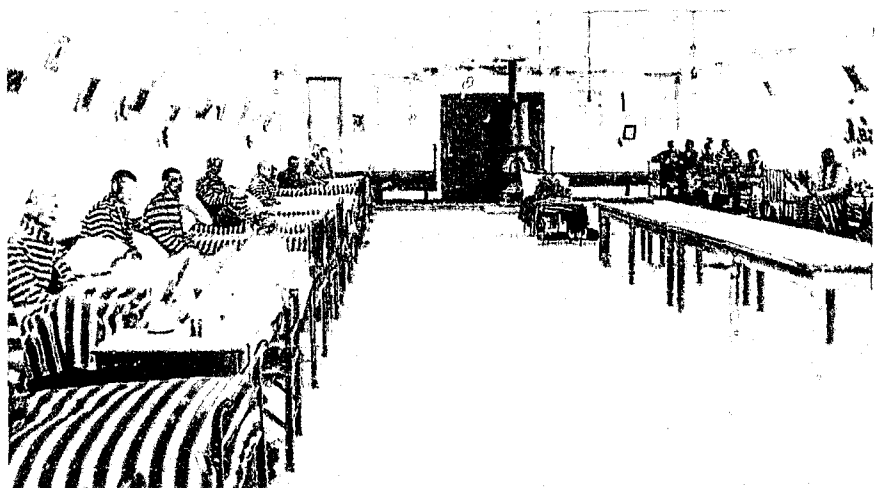
The number one responsibility of corrections is still to protect the public's safety by locking up those persons who have committed crimes. However, individuals are sent to prison as punishment, not to be punished. Corporal punishment is no longer used. Residents are segregated from others only if their behavior warrants it.

Many of the ten prisons in Illinois are quite old and overcrowded. Despite overcrowding, corrections management plans to stick to its goal of operating safe and humane prisons. It firmly believes that offenders must have an opportunity to participate in programs which hopefully will help them to become better citizens once they are released from prison. But the prison system does not attempt to "cure" anybody. Rather, it does its part to help offenders by offering them professional programs and services and hopes that the community at large will do its part to help them become law-abiding citizens. All of us have a responsibility to that end.

NOTE: The foregoing history was written by the Department of Corrections for the Illinois State Historical Library and appeared in the April 1978 issue of *Illinois History* magazine.



The old way of taking hand measurements



Adult Institution Population Projections

10,621 adults were in prison at the close of FY78

FY79	10,800
FY80	11,100
FY81	11,400
FY82	12,300
FY83	13,500
FY84	14,500
FY85	15,500
FY86	15,800
FY87	15,900
FY38	16,000

1851

Owing to the late rapid increase of the number of convicts, these new cells are not only now required, but more will be needed before the next regular session of the legislature.

—Report of the
Inspectors of the
Penitentiary

Much Done to Overcome Neglect, Overcrowding

To meet the dual problems of overcrowding and obsolescence of the physical facilities and their general deterioration, the Department of Corrections received approval for a major fiscal year 1978 capital development program.

Capital Development Board projects totaling \$76,971,400 were approved, which included \$58,000,000 for two new 750-bed medium security correctional centers—one to be located near Hillsboro and the other near Centralia. The construction work on both facilities has begun and the projected completion dates range from mid to late 1980.

Another \$4,572,000 was designated for remodeling, rehabilitating and improving the site of a former mental health facility at Lincoln. This 750-bed medium security was named the Logan Correctional Center. The first residents were received at Logan in January, 1978. Logan's population at the close of the fiscal year was 297. When the Illinois Youth Center—Geneva was closed in the fall of 1977, most of its equipment and supplies were transferred to Logan.

Grant money from the Illinois Law Enforcement Commission was used on two projects, one at Stateville (\$66,000) and one at Menard (\$100,701). In both instances, funds were used to upgrade the living conditions in the minimum security facilities and to improve visiting and recreation areas. Additionally, the Menard grant provided for the hiring of three staff members to conduct recreation, crafts and counseling activities. The grant portion for staff services was extended for an additional year.

The status of each project at the close of the fiscal year follows.

<u>Institution</u>	<u>Project</u>	<u>Status as of June 30, 1978</u>
Dwight	Repair and Rehabilitation of Living Units	Completed
	Repair and Rehabilitation of Mechanical System	Scheduled Completion 8/15/78
	Residential Units	Scheduled Completion 4/1/79
	Multi-Purpose Building	Scheduled Completion 3/23/79
Joliet	Reroofing Various Buildings	Original Contract 100% Completed—Change Order Completion FY 1979
	Renovation of Cold Storage Boxes	Completion FY 1979
	Installation of Dining Room Floor and Toilet Facilities	Completion FY 1979
	Conversion of Reception and Classification Building	Completion FY 1979
Logan	Rehabilitation Phase I	Scheduled Completion 9/30/78
	Rehabilitation Phase II	Scheduled Completion 9/15/78
	Rehabilitation Phase III	Scheduled Completion 9/30/78
Menard	Remodeling Old Chester Facility	Completion FY 1979
	Resurfacing Roadways	Completion FY 1979
	Medical Facility	Bids exceeded estimates—in redesign
	Multi-Purpose Building	Scheduled Completion 9/5/78

Pontiac	Site Improvement	Scheduled Completion 12/1/78
	Demolition Work	Completed
	Rehabilitation of Perimeter Security Walls and Towers	Completion FY 1979
	Roof Repairs—West Cellhouse	Completion FY 1979
Sheridan	Resident Units and Dorm Remodeling	Scheduled Completion 4/1/79
	Kitchen Improvements	Completed
	Dormitory Remodeling	Scheduled Completion 4/30/79
	Resident Units	Scheduled Completion 4/30/79
Stateville	Industrial Building	Completion FY 1979
	Repair and Rehabilitation of Power Plant	Completed
	Multi-Purpose Building	Scheduled Completion 5/20/79
	Repair and Rehabilitation of Cellhouse "B"	Scheduled Completion 7/20/78
Vandalia	Repair and Rehabilitation of Laundry	Scheduled Completion 7/15/78
	Repair and Rehabilitation of Dormitory "B"	Completion FY 1979
Vienna	Repair and Rehabilitation of Water Tower	Completed
	Repair and Rehabilitation of Construction Defects	Completion FY 1979
IYC DuPage	Repair and Rehabilitation of Various Buildings	Completion FY 1979
IYC Joliet	Repair and Rehabilitation of Various Buildings	
	Phase I—Dormitories	Completed
	Phase II—Dormitories 1, 3, 6	Scheduled Completion 8/20/78
	Phase III—Site Improvement	Scheduled Completion 8/20/78
	Phase IV—Heating & Ventilation	Scheduled Completion 4/30/79
IYC St. Charles	Replacement of Various Roofs	Completed
	Facilities Renovation	Scheduled Completion 8/10/78

It must be stressed that, although this year's capital development program was the most extensive ever in the corrections history of Illinois, we cannot eliminate 150 years of neglect overnight.

Many more capital development projects are required immediately in order for the agency to arrive at the point where it can say that its facilities are safe, sanitary, humane and not overcrowded.

1869

*We need more cell room
. . . . the average number
of convicts in the Peniten-
tiary . . . has largely ex-
ceeded that of any previous
year.*

—Report of the
Commission of the
State Penitentiary



One-man cell



Three people in a one-man cell

Community Assistance Invaluable to Corrections

Because corrections should be everybody's concern, the Department of Corrections encourages private citizens, business and community leaders and special interest groups to become involved in helping improve its administrative practices, programs and services.

The agency looks to these individuals and organizations for the kind of expertise, constructive criticism and suggestions that can only come from the private sector. Many of them gladly assist us even though they are not paid for their generous efforts.

PRIVATE INDUSTRY

One excellent example of private sector technical assistance was the creation of an advisory board composed of members from 10 corporations—Montgomery Ward & Company; Chrysler Corporation; Arthur Anderson & Company; John Sexton & Company; Time/Access, Incorporated; Ragnar-Benson, Incorporated; Aunt Nellie's Foods; Hart Schaffner & Marx; DeSoto Chemical, Incorporated; and the National Livestock & Meat Board. Working without compensation, representatives from these organizations helped Correctional Industries to plan for the future and professionalize its operations.

From an organizational point of view, industries management considered the development of this board the most important aspect of its operations during the fiscal year. The board will continue to meet several times each year and be available to Correctional Industries for consultation.

CITIZEN TASK FORCES

Two major citizen task forces were appointed during the fiscal year by the Director of Corrections. These task forces were asked to fully investigate specific allegations of misconduct of agency personnel.

The first task force was created in September to review allegations that were made in a Chicago newspaper concerning conditions at the Illinois Youth Center—St. Charles.

Headed by the executive director of a Chicago-based prison watchdog group, the five-member task force completed its work and issued a detailed report in early December. The wide ranging report contained a total of 28 recommendations in the areas of administration, control and discipline of students, institutional security, treatment programs, program activities, physical facilities and academic-vocational programs. The agency was well-pleased with the report and began implementing many of the recommendations immediately.

Another task force was appointed in November to review charges of discriminatory practices relating to minority staff members at the Joliet and Stateville Correctional Centers. The charges were made to Director Rowe during the course of a meeting he had with several community leaders in early November.

A professor from Governors State University headed the seven-member task force, which issued a number of recommendations in its final report of April 21, 1978.

As a result of this report, the agency's affirmative action program was restructured, and procedures for hiring and disciplining correctional officers were revised.

CITIZEN VOLUNTEERS

The volunteer story continued to be one of the bright spots in the agency during the fiscal year. Throughout our juvenile and adult facilities, volunteers shared their time and talents with residents, helping to fill the gap between institution and community, and letting them know that, although they are incarcerated, they are not forgotten.

The emphasis of the statewide volunteer program during fiscal year 1978 was placed on developing programs designed to meet the specific needs of the institutions and strengthening the means by which existing volunteers serve adult and juvenile residents.

To enhance the development of structured volunteer programs, regular quarterly training sessions were provided for institutional volunteer coordinators.

One of the leading volunteer activities in the agency continued to be the participation by outside Jaycees in the adult institutional Jaycee chapters. The Jaycee program provided residents with training in citizenship and community service and gave them an opportunity to interact with members of the outside community.

Under the leadership of the Illinois Jaycees, plans were made to develop new chapters at the Logan and Dwight Correctional Centers in fiscal year 1979. At the same time, plans were under consideration to develop Jay-teen organizations in the juvenile institutions.

During the fiscal year, volunteers contributed an estimated 40,000 hours of their time to this state's incarcerated. That kind of concern and assistance cannot be measured in dollars and cents because it comes from the heart.

1907

We visited the State Penitentiary at Joliet and found the conditions most horrifying. The cells are four feet wide and seven feet long, and in them are two men . . .

—The Senate Committee to Visit Penal and Reformatory Institutions

General Services Cuts Budget Paperwork in Half

Legislative Action Recommended

At the close of this reporting period, three agency recommendations for legislative action had been finalized. A host of others to be added to the list were in the planning stages.

The recommendations include:

1. Amend the Motor Vehicle Code to permit the installation of flashing lights on a follow car used when transporting residents by bus. The lights would be used only in the event of an escape or an accident involving the bus.
2. Amend the Unified Code of Corrections to simplify the placement of parolees in halfway houses.
3. Amend the Unified Code of Corrections to prohibit the commitment of misdemeanants to the Department of Corrections.

The General Services Unit continued to provide valuable and meaningful supportive services to all areas of the agency.

The most notable achievement of this unit was the design and implementation of a computerized budget tracking system that reduced by 50 percent the number of forms that had to be completed by budget preparers.

The new system also provided a mechanism to allow more time for analysis and review of the budget request by relieving personnel of the cumbersome task of performing the voluminous arithmetic calculations involved in compiling some 1,400 decision packages.

Additionally, the budget tracking system improved the timeliness and accuracy of submitted budget information and gave management a budget data base system that is more conducive to its needs.

Another accomplishment of the General Services Unit was the design and development of the Investment Trust Fund plan for adult residents' trust fund accounts. The plan, which will be implemented in fiscal year 1979, calls for the investment of trust fund monies in interest bearing accounts and certificates of deposit in local banks and savings and loan companies.

Commissary procedures were reviewed at the Menard, Joliet, Stateville and Pontiac Correctional Centers through a contract with Arthur Young and Company. The company presented a detailed list of recommendations to provide for more efficient and economical commissary operations at the four institutions. The new procedures were scheduled for implementation beginning with the new fiscal year.

1923

The penal population in the penitentiaries and the reformatory is the largest in the history of the state.

—Journal of the House
of Representatives

ILLINOIS DEPARTMENT OF CORRECTIONS

SUMMARY

BY CHARACTER AND FUND

Appropriated for	(\$ in thousands)	
	FY78	
	<u>Appropriations</u>	<u>Expenditures</u>
General Revenue Fund:		
Operations	\$115,873.9	\$114,320.3
Permanent Improvements	774.0	466.1
Total General Revenue Fund	116,647.9	114,786.4
Working Capital Fund:		
Operations	6,500.0	4,983.0
Non-Appropriated Funds-Operations:		
Correctional Special Purposes Trust Fund	—	198.2
Corrections School District Education Fund	—	1,579.7
Criminal Justice Trust Fund	7,794.4	3,785.6
Federal Labor Projects Fund	2,955.7	1,816.7
Total Non-Appropriated Funds	10,750.1	7,380.2
All Funds:		
Operations	133,124.0	126,683.5
Permanent Improvements	774.0	466.1
Total All Funds	\$133,898.0	\$127,149.6

Note: This table presents for the Department of Corrections summary totals by character and fund for fiscal year 1978. If further detail pertaining to institutions or divisions in fiscal year 1978 is required, please refer to the Annual Report prepared by the Comptroller. The above expenditures have not been reconciled with the Comptroller's Office since their final report will not be issued until November, 1978. The Department feels that the figures are reasonably accurate and that any required adjustments will be minor.

DEPARTMENT OF CORRECTIONS

SUMMARY OF REVENUES

Fiscal Year 1978

	<u>Amount</u>
General Office	771.73
Electronic Data Processing	0
School District	514.00
Training Academy	0
U.D.I.S.	0
Parole & Pardon Board	0
Adult Field Services—Administration	0
Adult Field Services—Cook County Region	79,355.49
Adult Field Services—Northern Region	76,671.59
Adult Field Services—Central Region	55,453.20
Adult Field Services—Southern Region	37,385.30
Juvenile Field Services—Administration	37.50
Juvenile Field Services—Cook County Region	9,533.97
Juvenile Field Services—Northern Region	0
Juvenile Field Services—Central Region	10,416.28
Juvenile Field Services—Southern Region	30,428.47
Joliet Correctional Center	1,594.30
Stateville Correctional Center	12,283.24
Menard Correctional Center	1,923.42
Menard Psychiatric Center	908.23
Pontiac Correctional Center	1,788.59
Vienna Correctional Center	1,452.60
Vandalia Correctional Center	2,735.04
Dwight Correctional Center	1,666.80
Sheridan Correctional Center	1,251.88
Logan Correctional Center	0
Illinois Youth Center—Joliet	62,321.83
Illinois Youth Center—St. Charles	201,778.01
Illinois Youth Center—Geneva	36,662.81
Illinois Youth Center—Hanna City	38,927.53
Illinois Youth Center—DuPage	8,303.41
Illinois Youth Center—Valley View	108,663.03
Youth Development Centers	59,764.54
Miscellaneous	—
 Total—General Revenue Funds	 842,592.79
 Joliet Correctional Center	 356,793.07
Stateville Correctional Center	1,223,418.58
Menard Correctional Center	1,251,436.47
Pontiac Correctional Center	890,818.73
Vienna Correctional Center	29,914.33
Vandalia Correctional Center	340,494.95
Dwight Correctional Center	554,756.76
Sheridan Correctional Center	151,399.00
Logan Correctional Center	—
Miscellaneous	60,711.65
 Total—Working Capital—Prison Industries	 4,859,743.54

DEPARTMENT OF CORRECTIONS

SUMMARY OF REVENUES

Fiscal Year 1978

488	— CRIMINAL JUSTICE TRUST FUND	
	— Federal Monies via other State agencies	4,081,743.73
547	— CORRECTIONAL SPECIAL PURPOSES TRUST FUND	
	— Federal monies via other State agencies	509,190.49
	— Local Illinois Government Units	182,935.88
	— Miscellaneous	14,497.24
563	— CORRECTIONS ELEMENTARY AND SECONDARY EDUCATION FUND	
	— Miscellaneous	128.28
603	— CORRECTIONAL SCHOOL DISTRICT EDUCATION FUND	
	— Federal monies via other State agencies	1,728,293.46
	— Miscellaneous	18,685.09
647	— FEDERAL LABOR PROJECTS FUND	
	— Federal monies via other State agencies	1,943,477.00
TOTAL—TRUST FUNDS		8,478,951.17
GRAND TOTAL—ALL FUNDS		14,181,287.50

1930

*The state, up to this time,
has not kept pace with the
population in its building
program.*

—Annual Report
Department of
Public Welfare

Juvenile Division Reorganized

The Juvenile Division was reorganized effective December 1, 1977, to provide for greater management efficiency and better manpower utilization.

Instead of one person heading both field services and institutions, the new structure called for two administrators—one in charge of Juvenile Institutions and the other responsible for Juvenile Field Services.

The Unified Delinquency Intervention Services (UDIS) project and the Youth Centers at Channahon, Pere Marquette, Decatur and Chicago, along with the four field services regions, were placed under the control of the Administrator of Juvenile Field Services. The other administrator was placed in charge of the Illinois Youth Centers at Dixon Springs, Du Page, Hanna City, Valley View, Kankakee, Joliet and St. Charles.

The UDIS program was again expanded and now serves 25 counties throughout the state. It is a cooperative effort with the juvenile courts to provide a network of post-adjudicative alternatives for youths who are being considered for institutional commitment. Utilizing the case management and brokerage system models, UDIS purchases a wide range of residential and non-residential community-based resources, involves youths intensively in multiple programs and seeks to reduce the commitment rate to the Department of Corrections.

Adult Parole, Community Centers Become Separate Divisions

Two new divisions were created when Adult Field Services was reorganized to provide more efficient management and better service delivery to clients.

Previously, a regional system had been in effect whereby four regional administrators were responsible for all parole services and community correctional center operations in a given area.

The Division of Adult Parole Services and the Division of Community Correctional Centers both became operational October 1, 1977.

PAROLE CASELOADS INCREASE

Because the new Class X crime bill reduces the period of time an individual has to be under supervision, several hundred parolees were immediately discharged from parole status. The parole period for individuals committed under Class X was eliminated and replaced by "mandatory release supervision."

Determinate replaced indeterminate sentencing with the passage of the bill. The choice of whether to have a determinate or indeterminate sentence was left up to each individual adult resident who had been sentenced under the old law. For several years Illinois will be operating under both systems.

When determinate sentencing has been in effect for a year, the ability to predict discharges and plan for the numbers of individuals to be released at any time to mandatory released supervision will be greatly enhanced. This will enable Parole Services to plan for an improved distribution of its workload.

Despite the initial relief given to parole caseloads because of the change in the period of mandatory supervision, parole caseloads increased significantly during the fiscal year. At the end of the fiscal year there were more than 8,000 individuals on parole. This represented an increase of 1,500 individuals within a 12-month period. This trend is expected to continue for the next several years, providing the Department of Corrections with the challenge of maintaining an adequate number and quality of staff to meet the increasing demands placed upon them.

Training for Parole Services staff was a priority this year. A two-day joint training session was held for the newly constituted Prisoner Review Board and Parole Services staff in early June, providing a format for dialogue and problem-solving between the two units. Parole Services staff also attended a conference at Illinois State University that dealt with the future of corrections and the direction of parole in this country.

The joint institute of the Illinois Probation, Parole, and Corrections Association was also attended in force by the staff of Adult Parole Services. This conference focused on an overall review of criminal justice systems and recent changes in criminal justice legislation in the State of Illinois.

Plans were developed to require parole supervisors and parole counselors to undertake 40 hours of training annually. In addition, plans were developed for a pre-service training curriculum that all new parole counselors will be required to take within six months after being hired.

RESIDENTS REIMBURSE \$236,000 TO STATE

In November 1977, the agency initiated a new effort to transfer large numbers of misdemeanants to community correctional centers in order to take advantage of available bedspace. Each misdemeanant was carefully screened at the Reception and Classification Unit to determine whether or not the resident would prove to be a minimal risk if released to the community to participate in a community correctional center program. More than 175 residents were transferred to the 10 centers between December 1977 and June 30, 1978. This effort helped to alleviate overcrowding at the Vandalia Correctional Center.

During the fiscal year, a total of 1,580 residents received services from the Division of Community Correctional Centers. Maintenance fees assessed residents totaled more than \$236,000 during the fiscal year.

Residents were housed in 10 state-operated community correctional centers and seven contractual centers. General physical improvements were made at all the centers in an effort to comply with the standards set by the Department of Public Health and the Bureau of Detention Standards and Services.

The residents in each of the centers are in one of five classifications: work release, pre-release, misdemeanor, periodic imprisonment or emergency parole placement. The centers are: Winnebago, Metro-Chicago, Chicago/DART, Chicago Community, Joliet, Fox Valley, Peoria, Urbana, Southern Illinois and East St. Louis.

Adult Parole Projections

8,000 were on parole at the close of FY78.

FY79	9,000
FY80	10,000
FY81	11,000

Statistical Summary Community Correctional Centers Fiscal Year 1978

Total appropriation	\$3,940,000.00
Residents' maintenance fees paid to state	236,472.00
Appropriations less maintenance fees	<u>3,703,528.00</u>
Approximate total residents cost per capita	3,121.00
Total number of residents paroled from centers	973
Total number of residents employed	1,149
Total number of residents unemployed	269
Total number of residents in a work-study program	55
Total number of residents served in community correctional centers	1,580
Total number of residents returned to prison	236
Total number of absconders at large	10
Total number of violators	246
Total percentage of violations	6.42%
Percentage of success	93.6%

The gross earnings of the community correctional center residents was \$1,081,849.77, out of which they paid \$158,858 in taxes.

Financial assistance paid to dependents by residents totaled \$141,870.46.

Juvenile Parole Projections

1,280 were on parole at the close of FY78.

FY79	1,380
FY80	1,400

1936

When viewed superficially, the immediate problem . . . is one of overcrowding and lack of adequate housing facilities, but mature examination discloses . . . maladies which will not be cured by the simple remedy of providing additional cells for prisoners.

—Annual Report
Department of
Public Welfare

Adult Client Characteristics

- * 10,621 adults were incarcerated in 10 prisons as of June 30, 1978.
- * 97.1% are male.
- * Average age—26 years, 5 months.
- * 58.1% are Black.
- * 39.8% are White.
- * 1.3% are Hispanic.
- * 1,491 (14.2%) committed the crime of murder.
- * 4,039 (38.4%) committed Class I felonies—primarily armed robbery, rape and attempted murder.
- * At least 25% are functionally illiterate.
- * 61% are native Illinoisans.
- * 61.1% have never been married.
- * 59.2% are from Cook County.

Leisure Time Programs Increase

Significant advances were made in the development of structured leisure time activity (LTA) programs in almost all the institutions. Through the availability of Comprehensive Employment Training Act (CETA) funds and because of increased administrative support, the number of trained staff involved in LTA programming in the Adult Division nearly tripled during the fiscal year.

The greatest increases were in the maximum security institutions—to meet the needs of the greatly expanded populations. The goal of decreasing the amount of cell time for adult residents through structured LTA programs was met.

In the Juvenile Division, four new LTA positions were added. Supervisory positions in the LTA departments of three of the institutions were upgraded, reflecting a greater emphasis on professionalism in leisure time programming.

Arts and crafts received greater attention in both the Adult and Juvenile Divisions, with the designation of some LTA personnel as crafts instructors and with contractual monies being expended in some facilities for art teachers and music instructors. A decrease in the number of institutional art shows was offset by an increase in participation in art exhibitions conducted by private industry and civic groups.

Recognizing the value of a regular weekly motion picture showing as a means of reducing tensions, the agency again advertised for bids for an annual contract with a single film rental agency to provide weekly film showings at all institutions. The resulting contract not only provided a savings of many thousands of dollars over the cost of individual film rentals, but made it possible for facilities with smaller budgets to share in the showing of first-run feature films.

Juvenile Client Characteristics

- * 1,090 youths were at seven youth centers as of June 30, 1978.
- * 95.8% are male.
- * Average age—16 years, 3 months.
- * 52.1% are Black.
- * 36.8% are White.
- * 11.1% are Hispanic.
- * 63.4% are from Cook County.
- * The educational level of 71% of those committed was sixth grade or below.
- * Most common offenses: burglary (248), theft (185) and armed robbery (85).
- * 74 committed the crime of murder.



Chaplaincy Unit Expands Services



The addition of five ministers who work in agency facilities but who are paid by their respective denominations greatly enhanced the work of agency-employed chaplains during the fiscal year.

Throughout the year, the Chaplaincy Unit secured a large number of community ministers to provide religious services in the various facilities. This accounted for the fact that on any Sunday in a given institution as many as 12 religious services of all kinds were being offered. The community ministers provided services as well as religious instruction and helped meet the needs of groups of residents of various faiths.

Special religious services were expanded. These services involved intensive three-day religious experiences for the residents. Generally, from Friday until Sunday night the residents would spend 12 to 14 hours a day in various religious activities and be exposed to a great amount of spiritual growth and life-changing situations. These services were specifically aimed at the Catholic population with a program called "Cursillo" and at the Protestant population with a program called "Kogodus."



Portable baptismal tank

1940

The crying need in our prisons is more cell room. . . . Every cell holds two men and some of them three and four.

—Annual Report
Department of
Public Welfare

Dietary Services Adds New Program

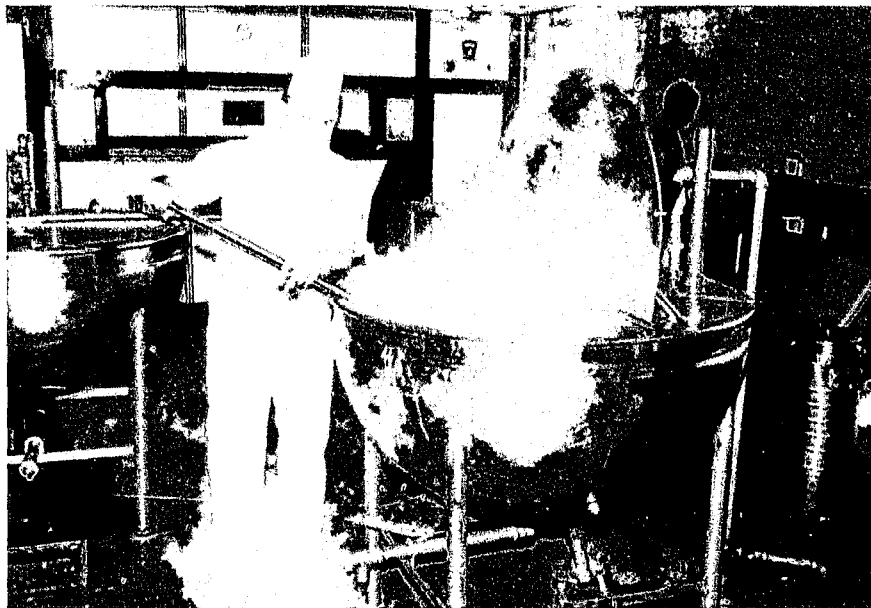
A great deal of energy and effort was devoted to dietary services during the fiscal year.

Kitchen and dining room areas at several facilities were upgraded. A new statewide program was developed to better meet the needs of those residents who require medically prescribed diets. Four regional dietary service consultants were hired to implement and monitor this new program.

In order to improve the existing food services system, the agency contracted with an outside electronic data processing firm to assist the Information Systems staff in the design, development and testing of an automated system of control.

The new system covers three major areas—inventory control, food costs and nutritional values—and was initially implemented at the Stateville Correctional Center. Plans were being made toward the close of the fiscal year to implement the system statewide.

Although improvements have been made in this area, much remains to be done—especially at the four maximum security adult facilities—and this area will receive considerable attention in the next fiscal year.



1959

The steady increase in prison population is the cause for alarm.

—Annual Report
Department of
Public Welfare



Medical Services Improved

During the past fiscal year, the Medical Services Unit continued to improve and expand the quality of health care services to adult and juvenile residents.

The historical difficulty of recruiting qualified physicians, nurses, technicians and other medical personnel to work in correctional facilities was offset somewhat by the implementation of a statewide recruitment campaign. As a result of this effort, the Medical Services Unit was able to recruit more health care employees to work in the agency's various institutions and facilities. Additional efforts will focus on both recruitment and retention.



To further offset the recruitment problem, four physician groups were contracted with to provide residents with more primary care and specialty service hours. At the close of the fiscal year, six such contracts were in effect statewide. Approximately 9,234 adult and juvenile residents are now receiving specified medical services as a result of these contracts.

Another accomplishment in the medical services area was the initiation of training for the statewide implementation of the Problem Oriented Medical Records (POMR) system which had been field tested at several institutions during the previous fiscal year. This system, when fully implemented in early 1979, should prove to be a major convenience and time saver for physicians because each resident's medical record will contain a numbered checklist of health problems at the front of the record.

In the area of standardization, the Medical Services Unit analyzed the health care standards of several recognized medical organizations and began the development of standards for Illinois' correctional system.

Another noteworthy achievement was the development of a specialized unit for physically handicapped residents at the Logan Correctional Center. The unit is scheduled to be fully operational in fiscal year 1979.

Merger Doubles School District Program

During fiscal year 1978, School District 428 merged educational programs in the Juvenile Division with those of the Adult Division. Previously, the district had only been responsible for educational programs in the Adult Division. This merger, in effect, doubled the district's program.

Special education services in the Juvenile Division were greatly expanded through the implementation of the Orphanage Act Program at the Joliet, St. Charles and Valley View Youth Centers. Ten new staff members, employed by local public schools to serve in the institutions, were hired to teach students with learning disabilities and behavioral disorders. This program was considered a pilot project in fiscal year 1978, and will now be expanded throughout the Division.

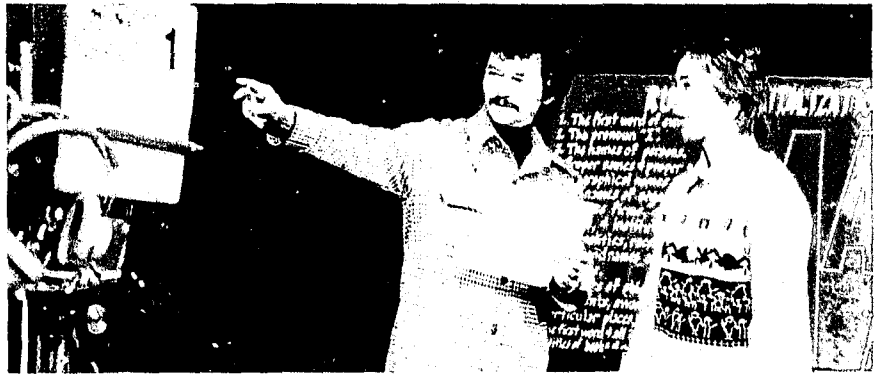
Through a grant from the Elementary and Secondary Education Act (Title IV-C), curriculum projects for the development of survival skills materials were begun. A testing procedure was initiated through this project based on Adult Performance Level (APL) criteria. This effort was intended to increase the relevancy of the educational program to meet the needs of the entire juvenile population.

Vocational programming for juveniles was enhanced through contracts with community colleges and area vocational schools. This gave the district the resources it needed to serve students both on grounds and in the community colleges and area vocational centers.

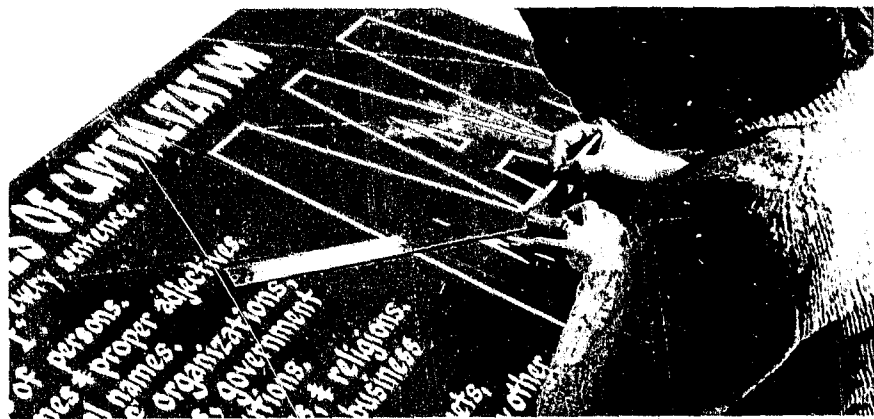
In the Adult Division, the Adult Basic Educational Testing program was improved by the addition of a standardized basic education test which is used by all adult institutions to determine the educational levels and placement of all residents.

During the fiscal year, 1,743 residents completed post secondary vocational community college programs. This represented an increase of 12 percent over the previous year. About 150 residents completed apprenticeship training and 847 residents completed other vocational programs—a 14 percent increase over fiscal year 1977. More than 2,400 residents were enrolled in vocational programs, which represented a seven percent increase over the previous year.

Another noteworthy school district accomplishment was that almost 900 adult residents successfully completed the G.E.D. testing program in order to earn their high school equivalency diplomas.



Videotaping an English lecture



Preparing visual aids for teachers



Industries Sales Up; More Capital Needed



Furniture making



Garment manufacture

Correctional Industries, the prison industries program of the State of Illinois, completed the most successful year in its history in fiscal year 1978 with sales of \$4,786,000. This figure is almost 11 percent above last year and up from \$1.9 million in fiscal year 1975.

At the same time, however, cash on hand at the close of the fiscal year was about four percent of sales and 25 percent of accounts payable. These unsatisfactory ratios result in the slow payment of bills to vendors and allow no reserves for expansion or internal investment.

The General Assembly did provide a special appropriation for the immediate capital needs of farm-related operations during the fiscal year, but continued capital support is required.

Industries highlights for the fiscal year were:

- * Significant increases in land utilization and increases in herd sizes moved the farm at Vienna Correctional Center into six-figure sales for the first time.
- * Ground was broken for a new meat packing plant at the Vandalia Correctional Center and more than \$250,000 worth of food processing equipment was placed on order. If capital needs are met, the dairy products and meat packing plants at this institution should greatly increase sales over the next three years.
- * Ground was broken for a new swine operation at the Menard Correctional Center. The new facility will feature solar heating and meet all Environmental Protection Agency standards.
- * Correctional Industries hired its first full-time salesmen and a market research analyst.
- * Sales for garments were up 20 percent and sales for custom draperies quadrupled at the Dwight Correctional Center.
- * A new graphics plant, vehicle restoration shop, and data entry enterprise got underway at the Joliet Correctional Center. The data entry and graphics programs were accredited for college training—the first time any industrial programs were so accredited.

Inspection Unit Has Busy Year

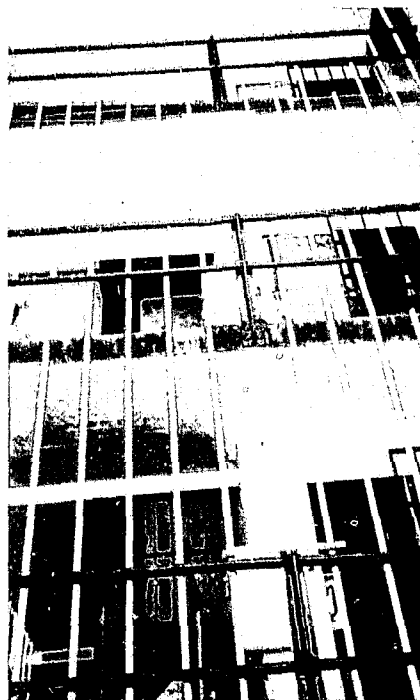
The Bureau of Detention Standards and Services establishes minimum standards for the treatment of inmates and the physical condition of county and municipal jails, houses of correction, and county juvenile detention facilities.

During fiscal year 1978, the Bureau conducted 42 inspections of state institutions, 105 of county jails, 263 of municipal jails, and 12 inspections of county juvenile detention homes. Because of six-month notices, some jails were inspected more than once during the annual reporting period.

It also investigated 99 unusual occurrences, conducted 22 special investigations and reviewed 57 blueprints for proposed new jail construction or jail renovation. Additionally, it provided 45 days of on-site training for jail personnel and held 58 on-site workshop sessions for county and city jail personnel. More than 1,000 direct consultations were provided to county and municipal authorities.

The Bureau issued six-month notices to 11 county jails (two pertained only to juvenile detention) and two city jails for failure to comply with minimum standards. It requested the Illinois Attorney General to reinstate a closing petition on another city for failure to correct violations within six months. The city subsequently let bids for the construction of a new municipal jail. Three of the 11 county jails and one of the two city jails corrected their violations prior to follow-up inspections. Action is still pending against eight county jails and one city jail. Four cities voluntarily closed their jails as a result of adverse inspections.

During this period, the Bureau revised the *Illinois Municipal Jail and Lockup Standards*, the municipal jail inspection report checklist, the *County Juvenile Detention Standards*, the county juvenile inspection checklist, the county work release inspection checklist, and the adult and community correctional center inspection checklists.



1976

The Illinois Department of Corrections has put up a warning flag. The state prisons are overcrowded again.

—Chicago Tribune

Training Important to Growth of Employees



Throughout the fiscal year, the Corrections Training Academy continued to provide training programs for the agency's employees. Each of the training programs offered was tailored specifically for a certain category or group of employees to upgrade their professionalism.

The Academy trainers themselves were required to complete a special training program in "effective classroom instruction" in order to enhance their effectiveness as instructors of agency employees.

A total of 1,573 non-security employees received training, including counselors, chaplains, health care workers and others, while 2,162 adult and juvenile security staff underwent training during fiscal year 1978.

24

Staff training is all encompassing

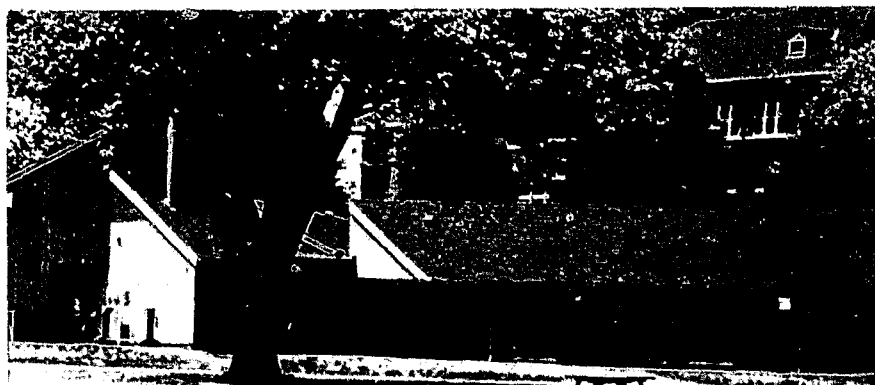
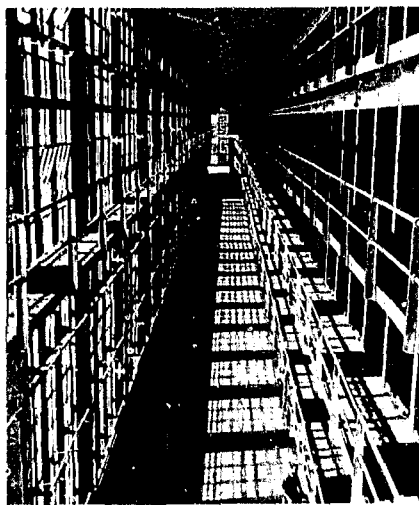
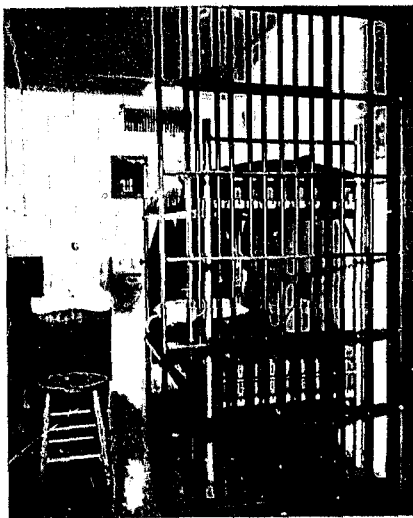


1977

Our penal institutions have been pushed to their occupancy limits in the face of a prison population that is growing at a rate of 1,000 each year. Conditions like those at Stateville, where three inmates are being crammed into 60 square feet of cell space, are intolerable.

—Governor James R. Thompson

Facilities



This annual report covers the period from July 1, 1977 to June 30, 1978 (Fiscal Year 1978) and is submitted in compliance with the Unified Code of Corrections and the Civil Administrative Code of Illinois.

Only major problems and accomplishments of the fiscal year are covered. For details about specific programs and services not included, write or call the agency's Public Information Office in either Springfield or Chicago.

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