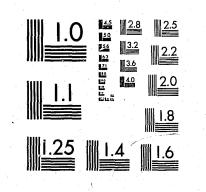
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National Institute of Justice United States Department of Justice Washington, D. C. 20531

5-13-82

e of Missouri

January, 1981



#### ANNUAL COMMITTEE REPORT

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of

The Joint Committee

on

Correctional Institutions

and

Problems

to

#### The Eighty-first General Assembly

#### U.S. Department of Justice 79996 National Institute of Justice

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To the Eighty-first General Assembly of the State of Missouri:

Your Joint Committe on Correctional Institutions and Problems, appointed pursuant to Sections 21.440 to 21.465, RSMo, begs leave to submit the following report.

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Robert Fowler, Chairman 80th General Assembly Missouri House of Representatives District No. 69

Representative

District No. 11

Representative Harold Reisch District No. 110

Representative Sue Shear District No. 76

Lepresentative James Strong District No. 119

Representative Fred Williams District No. 78

John Dennis, Vice-chairman 80th General Assembly Missouri Senate District No. 27

Senator Joe Frappier District No. 2

anine Senator Clarence Heflig

District No. 16

Senator James Murphy District No. 1

Senator Ralph Uthlaut Jr. District No. 23

mator Richard

District No. 32

Committee Member Inmate Populatio Goals for the Di Scope of the Com Summary of Corre Probation and Pa Division of Youth Major Activities Criminal Law Char

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#### THE COMMITTEE --- 80th General Assembly

#### House Members

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#### Senate Members

Representative Robert Fowler, Chairman Representative Robert Kaye Representative Harold Reisch Representative Sue Shear Representative James Strong Representative Fred Williams

Senator John Dennis, Vice-chairman Senator Joe Frappier Senator Clarence Heflin Senator James Murphy Senator Ralph Uthlaut, Jr. Senator Richard Webster

## PRISON OVERCROWDING REPRESENTS MAJOR CORRECTIONS CHALLENGE

Even though the Division of Corrections will open a new facility, Missouri Eastern Correctional Center at Pacific, Missouri, in July of 1981, the prison population is expected to exceed design capacity by 872 inmates on that date. The committee feels this situation represents the major problem facing the division during the eighty-first session. On November 25, 1980, the prison system population was as

follows:

#### DESIGN CAPACITY

Mo. State Prison--Jefferson City 1650 (single cell) 2000 (court order)

Mo. Training Center Men--Moberly 900

Mo. Intermediate Refo (formerly Algoa) 470

Central Mo. Corr. Cen (formerly Church Fa 400 (medium s 200 (minimum

Ozark Correctional Co (formerly Fordlan 200

Renz Correctional Cer 100 women 45 men

State Corr. Pre-Relea (Formerly Tipton 1.50 Kansas City Honor Cer

#### PRESENT POPULATION

+ or -

	2285		• +	285
for				
	1161		+	261
formatory a)				
•)	606		+	136
enter Farm)				
security) security)	582		-	18
Center and)				
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enter		women men	+ +	78 v 24 r
ease Center on)	187		+	37
enter	,			

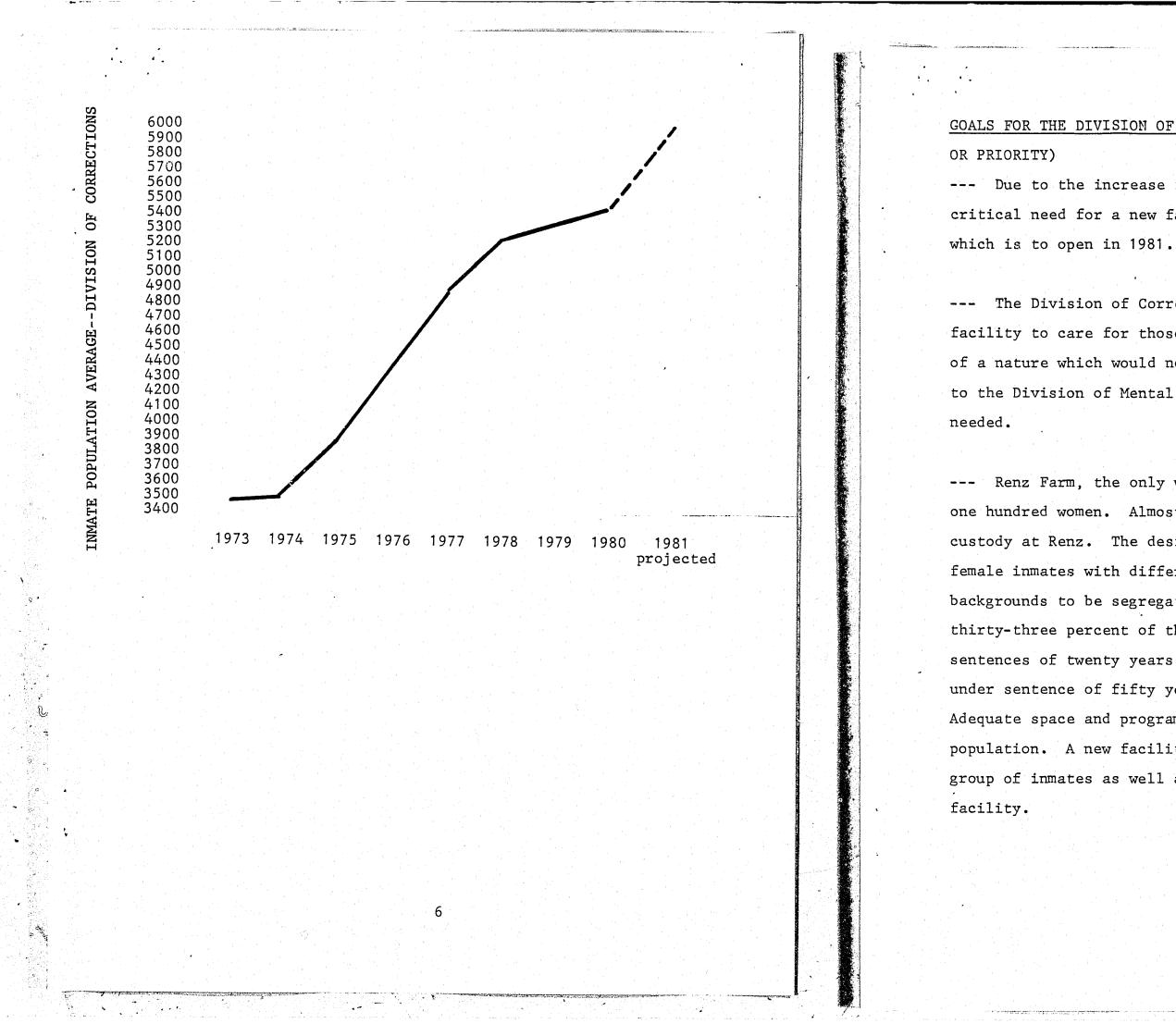
80 87 7 + St. Mary's Honor Center--(St. Louis) 93 3 90 + Designed 4535 men capacity + 856 100 women 5491 Population in excess of designed capacity 778 m 78 w Missouri Eastern Correctional Center projected opening date -July 1, 1981 - 500 - man capacity Projected Division population - July 1, 1981 - 6,007

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Projected excess of population over designed capacity - July 1, 1981 - 872

Planning funds for an additional facility will be requested during this legislative session. The Joint Committee on Correctional Institutions and Problems plans to monitor this critical need throughout the session.

The Missouri State Prison (MSP) is under a United States Federal Court order to reduce that institution's population to 2,000 inmates and will meet this goal by a shift in inmates between institutions. The committee feels that the MSP administration is to be complimented for the successful management of the institution under the constraints of the physical plant. Lawsuits have been filed in the United States Federal Court concerning conditions at Missouri Training Center for Men at Moberly and Renz Correctional Center. The Committee plans to follow developments in these cases very carefully.



### GOALS FOR THE DIVISION OF CORRECTIONS (NOT LISTED IN ANY ORDER

--- Due to the increase in the number of inmates there is a critical need for a new facility in addition to Missouri Eastern which is to open in 1981.

--- The Division of Corrections currently does not have a facility to care for those inmates with psychological problems of a nature which would not qualify such inmates for commitment to the Division of Mental Health. Such a facility is sorely

--- Renz Farm, the only women's facility, is designed to house one hundred women. Almost twice that number are currently in custody at Renz. The design of this facility does not allow female inmates with different types of crimes and criminal backgrounds to be segregated from one another. Currently, thirty-three percent of the female inmates at Renz are serving sentences of twenty years or more including seven female inmates under sentence of fifty years without possibility of parole. Adequate space and programs are needed for this segment of the population. A new facility should be considered to house this group of inmates as well as improvements to the present

--- The Prison Industries program provides a positive opportunity for inmates. This program should be expanded.

--- Manpower needs within the Division of Corrections are intensifying. In order to have a quality program and provide the security which the people of the state demand, more resources must be committed.

--- The Division of Corrections has a purpose unique to all other segments of state government. The Division of Corrections should be a separate department of state government reporting directly to the governor.

--- New male inmates currently are sent to "H" Hall within the Missouri State Penitentiary for Men. This is not a good situation. New inmates come from different criminal backgrounds and a screening process is necessary. A new diagnostic facility might be combined with an additional facility for women and a facility for men with special mental problems.

--- The Criminal Code eliminated the concept of "good time" where inmates earned minor reductions of their sentence. This has eliminated the inmate incentive for good behavior. Some yee of incentive should be enacted.

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--- The 80th General Assembly, Second Regular Session, directed the Division of Corrections to establish a program for sexual offenders. Legislative input may be needed to assist in the direction of this program.

#### SCOPE OF THE COMMITTEE

The Joint Committee on Correctional Institutions and Problems is a permanent committee of the General Assembly. The committee was established in 1957 by an act of the Sixty-ninth General Assembly. The applicable statutory provisions may be found in Sections 21.440 through 21.465 of the Revised Statutes of Missouri. The committee is bipartisan in composition and is composed of six members each from the House of Representatives and the Senate.

Being a permanent committee and because the problems involved are of a continuing nature, the scope of the committee's duties and activities is broad. In substance, it is authorized:

- (1) To make a continuing study of penal and correctional problems;
- (2) To assist in the long-range planning and programs for the Division of Corrections and its institutions;
- (3) To inspect at least twice each year the institutions within the division;
- (4) To make a continuing study as to personnel, discipline, industries and the classification, care, education and treatment of inmates within the institutions;
- (5) To study matters relating to probation and parole;

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(6) To study matters relating to the location and establishment of new institutions or facilities; of the state;

statutory law or in administrative procedures and to make recommendations thereon.

#### SUMMARY OF CORRECTIONAL INSTITUTIONS

The Missouri Division of Corrections, formerly the Department of Corrections, was placed within the Department of Social Services on July 1, 1974, following passage of the "Omnibus Reorganization Act of 1974". Under this act, the director of the Department of Social Services is to appoint a director of the Division of Corrections who should be trained and experienced in penal administration. The Division of Corrections is the unit of state government charged with the responsibility of supervising and managing the adult correctional institutions. Only those convicted of a felony are committed by the courts to the division. By Missouri law, a person must be seventeen years of age, or certified as an adult by the circuit court, in order to be committed to the division with no less than a sentence of two years. There are seven state correctional institutions and two honor centers with a maximum design capacity of 4,635. The division will employ 1,834 5/8 full time equivalent persons with a budget in this fiscal year of \$44,808,671.00. The

(7) To determine the need for changes in the criminal laws

(8) To determine the need for other changes in the

division currently employs 1,627 FTE with 207 more people to be employed for Missouri Eastern. There are twenty-four people employed by the division under the CETA program paid by the Division of Employment Security.

Missouri State Penitentiary for Men (MSP), Box 236, Jefferson City, Missouri 65101, (314) 751-3224. The Penitentiary for Men at Jefferson City is the largest institution in the system. The penitentiary was authorized by the legislature in 1832, and some buildings completed in 1836 are still in use. In the heart of Jefferson City, it sits on a multi-level forty-seven-acre site overlooking the Missouri River. The United States Federal Court has set the desired capacity at 2,000. The court made other requirements which have been accomplished or are scheduled for full implementation. The facility houses inmates who have sentences ranging from two years to multiple life terms. Several industries are located in the institution and provide employment for about 25 percent of the inmates. Inmates are enrolled in academic education courses and participate in vocational training and on-the-job training. The population as of November 25, 1980 was 2,285 inmates. Several capital improvement projects including a new chapel and school have been completed in the last year.

2. <u>Missouri Training Center for Men</u> (MTCM), Box 7, Moberly, Missouri 65270 (816) 263-3778. This medium security facility was put into operation in January, 1963, at Moberly and has a design capacity of 900 men. Some members of the committee are of the opinion that the institution is presently overcrowded with a population on November 25, 1980 of 1,161 inmates. The physical plant is of a fairly modern design, but its 82 acres within the security perimeter make it difficult to patrol and maintain. The training center is surrounded only by fences and five towers. The institution is located about five miles outside Moberly. Men are assigned to Moberly following six weeks in the diagnostic center in Jefferson City, Missouri. Missouri Training Center for Men does not ordinarily receive individuals with long sentences until they have been observed at the main penitentiary for a considerable length of time. The large population has created several problems at the institution. The committee plans to give MTCM special attention during this session.

3. <u>Missouri Intermediate Reformatory</u> (MIR), Box 538, Jefferson City, Missouri 65101, (314) 751-3911. The reformatory for young men, constructed in 1932, is located eight miles east of Jefferson City overlooking the Missouri River. The design capacity is 470 inmates with an age range of 17 to 25. The November 25, 1980 population was 606 inmates. The institution consists of a large administration building at one end of a rectangle with the food service and school area at the opposite end and ten cottages, five on each side, forming a large campus type courtyard in the center. The majority of young men

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confined at the reformatory are serving relatively short sentences of two or three years and many are released on parole. Special emphasis is placed on their educational training as well as counseling in personal attitudes.

4. Central Missouri Correctional Center (CMCC), Route 1, Jefferson City, Missouri 65101, (314) 751-4732. Central Missouri Correctional Center is located about ten miles northwest of Jefferson City along the Missouri River. The design capacity is 600 inmates with 400 in medium security and 200 in minimum security. The November 25, 1980 population was 582 inmates. Those inmates in minimum security are engaged in farming and dairy production, education and vocational on-the-job training in areas of food service, maintenance, farming, dairy operations and farm machinery repair. The committee has been actively involved in several phases of the operation of the Central Missouri Correctional Center. Many allegations of mismanagement have been investigated by the committee during the last year. A subcommittee has met on a regular basis during most of the last year to develop suggestions for improvement. (See Committee Activities, p. 22)

5. <u>Renz Correctional Center</u> (RCC), Box 28, Cedar City, Missouri 65022, (314) 751-4748. This minimum security institution located two miles northwest of Jefferson City in Callaway County was put into operation in 1937. Originally, this institution operated as a satellite of the Missouri State Penitentiary for Men. On September 19, 1975, 30 women were transferred to Renz Correctional Center, making it the first co-educational correctional facility in the state's history. On December 6, 1976, all remaining female inmates from the Tipton facility were transferred to the Renz facility because of the severe overcrowding at the female institution at Tipton. The facility is designed to hold 100 women but 178 were in the population on November 25, 1980. There is space for 45 men but due to overcrowding within the entire system 69 male inmates were assigned on that date. The women at Renz are housed in a building separated from the building housing the male population. The maximum design capacity for men and women is 145. The committee feels that the problem of increased numbers of female inmates must be addressed because women of all types of criminal histories are housed together. Additionally, improvements to the physical plant are needed. 6. Ozark Correctional Center (OCC), P. O. Box 146, Fordland, Missouri 65652, (417) 738-2703. Ozark Correctional

Fordland, Missouri 65652, (417) 738-2703. Ozark Correctional Center was established in 1961 under the name of Fordland Honor Camp in buildings on a site originally constructed for an Air Force radar base. The institution has a maximum design capacity of 200 inmates with 243 inmates in residence on November 25, 1980. There is continued emphasis on specific vocational classwork with related training. This is a condition of the lease from the federal surplus agency which enables the state to

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utilize this facility. Inmate crews help maintain state lands near this facility. The institution also operates a community work release program whereby men are screened and placed on jobs within surrounding communities. The institution is located twenty-five miles southeast of Springfield in Webster County. Only low escape risk inmates are assigned to this institution.

7. State Correctional Pre-Release Center (SCPRC), Box 176, Tipton, Missouri 65081, (816) 433-5543. The State Correctional Pre-Release Center (SCPRC) is a minimum security facility which houses a design capacity of 150 adult male offenders. With the present overcrowding within the system the population was 187 on November 25, 1980. Since this is a minimum security facility, the men received at this institution from the various divisional facilities should have proven themselves fit for a nonrestrictive environment where they are able to control their behavior. This facility houses a pre-release program for inmates in the Division of Corrections of approximately six to. eight weeks until the commutation of their sentence. These inmates take part in various resocialization programs at SCPRC and are referred to the honor centers operated by the Division of Corrections in the urban areas of Missouri. State Correctional Pre-Release Center also houses a halfway house work release program. Men scheduled to go to halfway houses take part in a four to eleven week orientation program in which it is hoped they will learn various social skills, job finding

techniques and take part in group and individual counseling. They are then transferred to halfway houses throughout the state of Missouri and complete their sentences at these facilities. Finally, SCPRC houses a group of long-term inmates for the upkeep and maintenance of the facility. The entire emphasis of all the programs in this institution is focused on the ultimate goal of teaching good work habits and preparing inmates to reestablish themselves as viable citizens in the community. Several capital improvement projects have recently been completed at SCPRC.

8. <u>Honor Centers</u>. Two urban honor centers were opened in the spring of 1978, one in Kansas City and one in St. Louis. These honor centers bring a new concept of helping inmates by providing work-release programs and a resocialization process. All inmates are screened by the SCPRC staff to meet the approved criteria, i.e., one year or less remaining to serve, no chronic medical problems, and good prior institutional adjustment. The inmates reside in the honor centers where there is a programmed lifestyle supportive of working in the community. The program intent of the honor centers is for all inmates to participate in community work or education release. The goals are to develop stable work habits, healthy family relationships, and the accumulation of funds sufficient for the inmates to return to society. Inmates within six months of release who have been successfully employed for a minimum of six weeks with a

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satisfactory adjustment at the honor centers will be eligible for consideration by the community services classification teams for transfer to the local halfway houses to finish their sentences. The honor centers are located as follows:

(A) <u>Kansas City Honor Center</u> (KCHC), 4612 Troost Avenue, Box 6181, Kansas City, Missouri 64110, (816) 561-7324.

(B) <u>St. Mary's Honor Center</u> (SMHC), 4144 Lindell, St. Louis, Missouri 63113, (314) 652-0360.

These programs were operating at over capacity involving 180 persons on November 25, 1980

#### Probation and & Parole

The State Board of Probation and Parole is a division of the Department of Social Services. The board's primary duties are to consider release of inmates on parole from the state adult correctional institutions; to supervise these parolees; when necessary, to revoke these paroles; to provide investigative and supervisory services for the criminal courts of the state; to provide investigative and supervisory services for other states through the Interstate Compact for the Supervision of Parolees and Probationers; to investigate and make recommendations to the governor in all cases of executive clemency.

The New Missouri Criminal Code changed the law relating to release of prisoners on parole. Current law requires a period of the sentence termed "conditional release" to be served by all prisoners except those ineligible for parole. The Board of Probation and Parole employs a total of 606 full time equivalent employees with a budget for the fiscal year of \$12,150,518.00. There are currently 18,005 persons under the supervision of the board. Of this total, 92% are on probation, and 8% are on parole. The Committee will continue to monitor the "conditional release" program to determine if it is successful. The conditional release concept may greatly increase the case load for the board. The "merit time" concept where inmates received so called "good time" or minor reductions in their sentence for good behavior has been eliminated by the Criminal Code. This may result in behavior problems within the Division of Corrections.

The Board of Probation and Parole has indicated that there is a great need for more halfway houses to assist parolees in making a successful reentry into society. The Board has also indicated that it plans to ask the legislature to consider placing its employees under the tort defense fund. Each person entering either the Division of Corrections or being placed under the supervision of the Board of Probation and Parole has the right to request a presentence investigation for the use of the circuit court. The Board of Probation and Parole plans to request legislation that a presentence report only be required for the first felony. Also within the legislative package for

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the Board of Probation and Parole will be a concurrent sentencing proposal. If during a crime spree a defendant received sentences in more than one state and a sentence were received in Missouri, that sentence would be served concurrently in another state if the defendant were to receive a longer sentence in the other state.

#### Division of Youth Services

The Division of Youth Services is a division of the Department of Social Services. The division is responsible for the development and administration of an effective statewide, comprehensive program of youth services. This includes, but is not limited to:

 Providing for the reception, classification, care, activities, education, and rehabilitation of all children committed to the division;

2. Administering the interstate compact on juveniles;

3. Collecting statistics and information relating to the nature, extent, causes of, and conditions contributing to the delinquency of children;

4. Evaluating existence and effectiveness of delinquency prevention and rehabilitation programs;

5. Preparing a master plan for the development of a statewide, comprehensive system of delinquency prevention, control, and rehabilitation services;

6. Providing from funds specifically appropriated by the legislature for this purpose, financial subsidies to local units of government for the development of community-based treatment services;

7. Developing written instructional, informational, and standard-setting materials relating to state and local delinquency prevention, control, and rehabilitation programs; 8. Cooperating with and assisting other public and voluntary agencies and organizations in the development and coordination of such programs; and

9. Upon request, assisting local units of government in the development of community-based treatment services, and providing technical assistance and consultation to law enforcement officials, juvenile courts, and other community child-care agencies.

The institutions administered by the Division of Youth Services are the Training School for Boys in Boonville, the Training School for Girls in Chillicothe, and the W. E. Sears Youth Center in Poplar Bluff. In an attempt to deemphasize the use of large institutions, Youth Services is developing regional facilities, the first being the Hogan Street Regional Youth Center in St. Louis. In addition, Youth Services operates four park camps, those being Camp Avery near Troy, Watkins Mill Park Camp near Excelsior Springs, Camp Pa-He-Tsi near Osage Beach which is a "closed end" program (meaning all juveniles begin and

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end their stay at the same time), and Delmina Woods near Springfield.

In addition to the larger institutions the division operates sixteen group homes, an after-care program, and a classification program.

The division employs 691.91 full time equivalent employees with a budget for this fiscal year of \$14,171,989.00. A total of approximately 1,200 juveniles are currently under the supervision of DYS in both institutional and noninstitutional care.

The committee became involved in a controversy at the Chillicothe facility involving changes in the instructional program. The committee will continue to monitor this problem as the success of the new program is evaluated. (See Major Committee Activities p. 22).

#### MAJOR ACTIVITIES OF THE COMMITTEE

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Senate Bill 552, 80th General Assembly, 2nd Regular Session

The committee supported the passage of Senate Bill 552. Prison industries and farm operations are now to be accounted for on an accrual basis as an enterprise fund. One-third of the earnings are to be transferred to general revenue. The remaining two-thirds are to be considered working capital. Correctional industries may now sell products to other states with prior executive approval. Open market sales are also authorized. This bill vas approved May 9, 1980. The committee feels that this legislation will be of particular benefit to the division.

### Positive Peer Culture

The committee investigated the positive peer culture treatment program at the Training Center for Girls at Chillicothe, Missouri, in response to community concern over problems with the program. Extensive hearings were held where great public concern was expressed. Because the committee felt that the program staff was not adequately prepared for the nature of the program, the committee took the position the program should be abandoned. The Division of Youth Services responded by intensifying staff training to increase understanding and support for the teaching techniques. Recently two groups within Stark Cottage each had 450 consecutive days without a "runaway". The committee feels the program should be monitored to determine its success during this session.

#### Institutional Visits

As charged by statute, members of the committee visited and inspected all correctional facilities in the state. Overcrowding is the primary problem facing the division. Missouri Eastern Correctional Center at Pacific, Missouri, will open in July, 1981. Even with this additional bed space

available, the division may be as much as 800 to 1,000 inmates above design capacity because state courts have greatly increased the number of persons committed to the division.

#### Church Farm -- Central Missouri Correctional Center

A subcommittee has been appointed to study problems in the farming operation and security at the Mid-Missouri Correctional Facility formerly known as Church Farm. Numerous personnel and management problems had been reported. The subcommittee has made several suggestions which have been implemented to improve the farm operation. Several new farm buildings have been completed or are in the final stages of construction. Additional security personnel and guard towers have been added. The subcommittee is optimistic as to the progress which has been made and will continue to monitor the institution.

#### Prison Industries

A subcommittee has been appointed to study the prison industries program. Suggestions have been made and are in the process of being implemented. The subcommittee hopes the prison industries program can be expanded. The passage of Senate Bill 552 should help in meeting this goal.

## CRIMINAL LAW CHANGES DURING THE 80TH GENERAL ASSEMBLY, 2ND REGULAR SESSION

S.C.S. for H.C.S. for H.B. 982

A person detained or arrested for a traffic offense or an offense which does not constitute a felony cannot now be subjected to a strip search or a body cavity search unless there is probable cause to believe that such person is concealing a weapon, evidence of commission of a crime, or contraband. If a search is warranted it shall be by a person of the same sex in an area where no other person is able to observe. A written report of each search is to be prepared. There is no bar to a civil action resulting from a violation of the provisions of this act. These acts do not apply to persons committed to a jail or correctional facility by a court order. Approved 6-20-80

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The crimes of rape and sodomy have been divided into forcible rape and rape, and forcible sodomy and sodomy. Maximum terms of imprisonment for forcible rape and forcible sodomy have been increased to life imprisonment. Inflictions of serious physical injury or use of a weapon raises rape, forcible rape, sodomy, and forcible sodomy to class A felonies. Two or more defendants charged with rape, forcible rape, sodomy or forcible sodomy, or an attempt to commit any of the aforesaid are to be tried together unless the state or one of the defendants is substantially prejudiced by such joinder. A persistent sexual

C.C.S. for H.C.S. for H.B. 1138, 1279, 1461, 1534, 1537, 1592,

offender is now defined as a person previously convicted of the felony of rape, forcible rape, sodomy, forcible sodomy, or attempts to commit the aforesaid. Persistent sexual offenders convicted of rape, forcible rape, sodomy, forcible sodomy, or attempts to commit the aforesaid, are to be sentenced to a minimum term of 30 years which shall be served without probation or parole. Multiple sentences of imprisonment for rape, forcible rape, sodomy, forcible sodomy or attempts to commit the aforesaid, are to run consecutively to sentences for other offenses. Aggravated circumstances for the crime of capital murder have been expanded to include the perpetration or attempted perpetration of rape, forcible rape, sodomy, and forcible sodomy. This also includes the murder of a person for the purpose of preventing him from testifying in a judicial proceeding.

This bill also enacts a sexual assault prevention program. The Department of Elementary and Secondary Education is to develop and establish an optional sexual assault prevention education program for use in the public schools. The Director of the Department of Public Safety is to establish a state center for the prevention and control of sexual assault. The Director of the Division of Corrections is to develop a program of treatment, education and rehabilitation of sex offenders which is to be mandatory for all persons imprisoned for sexual assault offenses.

Approved 5-20-80

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H.C.S. for S.B. 524 Adult abuse has been defined as inflicting, attempting to inflict or placing another household member of the opposite sex in apprehension of immediate physical injury. Ex parte orders of protection and full after-hearing orders of protection for those experiencing abuse are now available. Circuit clerks are to explain the act upon inquiry. Hearings are to be held within 15 days of the filing of the petition for orders of protection which can last up to 180 days. A number of remedies for the petitioner are available under the act. Violation of an order is a class C misdemeanor. Approved 6-20-80