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Recommendation for the Closure of Peoria Adult Transition Center

Response to the Commission on Government Forecasting and Accountability

Submitted by:

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Illinois Department of Corrections

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Introduction

For Fiscal Year 2013, the Governor submitted an introduced budget request to the Illinois General Assembly that will appropriate $1,110,516,800 in general funds to the Illinois Department of Corrections ("Department"). This proposed appropriation level reflects a $111,907,900 (or 9.2%) reduction from the enacted FY2012 appropriation of $1,222,424,700. The budget forecast, combined with the reality that comprehensive sentencing reform to reduce the hovering, all-time high inmate population is not imminent, signals that the Department must reorganize some operations in order to continue its mission to protect the safety of staff, inmates and members of the general public. In light of the fact that approximately 86% of the Department's total budget is spent on operation of correctional institutions, the Department must reduce the number of correctional facilities to satisfy FY2013 budget constraints. Accordingly, the Department plans to close two correctional centers and six Adult Transition Centers. The Peoria Adult Transition Center ("ATC") is one of two ATCs subject to the requirements under the State Facilities Closure Act, 30 ILCS 608/5-1, *et seq.*

In order to meet the FY2013 budget projections, the Department is implementing other reductions and measures beyond facility closures that will have a direct impact on the overall operation of the Department. These reductions and measures include, but are not limited to, maintaining FY2013 payroll at FY2012 levels, managing headcount at or below June 2011 levels, reducing spending on non-personnel items such as programming and vocational education, resuming electronic home detention for offenders posing the least risk to public safety, and revising parole operations that will enhance supervision for the low risk offenders placed on electronic home detention and high-risk parolees.

At the present time, the Department's inmate population is 48,297. Within this figure, 1,241 are located at the Department's seven total transition centers. The inmate population at the Peoria ATC totals 224, which amounts to less than 0.5% of the entire inmate population. The Department has deemed six Adult Transition Centers, including the Peoria ATC, as suitable facilities to close because the monthly lease costs and various vendor fees at the affected ATCs can be cut without sacrificing the Department's commitment to provide inmates an opportunity to successfully transition back into society as productive and law-abiding citizens.

Inmates who are housed at ATCs typically have jobs in the community, attend school, and receive various types of counseling and rehabilitative services. It is the Department's intent to allow similar re-entry opportunity to inmates through an electronic home detention program (730 ILCS 5/5-8A-1 *et seq.*). Eligible participants in this program will be low-level, minimum security inmates and the participants will be confined to their residence, electronically monitored, be subject to increased supervision by Department agents, and be granted restricted movement by the Department to attend work, school and other rehabilitative services provided in the community. The

cost of electronic home detention is a fraction of the ATC cost. Electronic home detention averages $5.00/person/day, while the average, aggregate cost of housing the same individual in an ATC Center is $61.24/person/day.

Per the March 1, 2012, letter from the Commission on Government Forecasting and Accountability (COGFA) to the Department, the Department responds to the Commission in regard to the following items:

1. Location and identity of the facility;
2. Number of employees affected, and the effect of the closure on those employees;
3. Location of where affected employees and/or work functions would be moved;
4. Availability and condition of land and facilities at both the current and potential locations;
5. Ability to accommodate the functions and employees at both the current and potential locations;
6. Cost of operations at both the current and potential locations along with any other related budgetary impacts;
7. Economic impact on surrounding communities at both the current and potential locations;
8. Ability of the current and potential communities to provide the infrastructure to support functions and employees;
9. Impact on service delivery to both the current and potential locations;
10. Environmental impact, including the impact of costs related to environmental restoration, waste management, and environmental compliance activities;
11. How much transition costs will be and where in the budget will they be paid for;
12. How much, if any, maintenance costs will be annually after closure; and
13. How this facility closure fits into any long-term plan.

Responses to the aforementioned items follow below:

1. Location and identity of the facility.

Peoria Adult Transition Center
607-613 Main Street
Peoria, Illinois 61602

2. Number of employees affected, and the effect of the closure on those employees.

As of February 28, 2012, 30 employees were located at the Peoria ATC. As part of the plan to cease operations at the Peoria ATC, all 30 employees will be affected as the facility will become non-operational effective August 31, 2012.

The Department intends to take measures to minimize the impact of the closure on the 30 employees at the Peoria ATC. There are six correctional facilities located within 90

miles of the Peoria ATC. The Department estimates that there will be approximately 135 positions available by August 31, 2012, at the Department's facilities that are located within a 90-mile radius of the Peoria ATC. These facilities include the Lincoln Correctional Center, the Logan Correctional Center, the Pontiac Correctional Center, the Decatur Correctional Center, the Illinois River Correctional Center, and the Hill Correctional Center. The Department estimates that there may be approximately 594 vacant positions available throughout the Department by August 31, 2012. Employees not wishing to exercise their right to take a current vacancy with the Department may have opportunities to take a vacancy at other State agencies for which they are qualified. In the event the employee chooses to not take a vacancy and be laid off, they are also placed on a recall list to be the first to fill any vacancy after the layoff occurs.

The 594 projected vacancies that are anticipated to be available by August 31, 2012, will be offered to the approximately 796 IDOC staff that will be impacted by layoffs through the closings of the Dwight Correctional Center (355 total staff), the Tamms Correctional Center (305 total staff), and six Adult Transition Centers (136 total staff). The Department anticipates that filling the vacancies at other institutions will reduce its overtime liability by approximately $11.0 million as compared to Fiscal Year 2012 projected overtime spending.

3. Location of where affected employees and/or work functions would be moved.

The Department currently maintains 27 correctional centers, 14 satellite and transitional facilities, and numerous parole offices throughout the State. Given total staffing levels of more than 11,000 employees, there are a number of positions that become available through attrition, retirement, transfer, resignation, etc. throughout the year. It is anticipated that the Department may offer at least 594 vacancies to impacted employees at other correctional facilities throughout the State. These positions are anticipated to be available at every correctional facility or office, thereby presenting options for the 30 Peoria ATC employees to potentially fill vacancies. Thus, available placement opportunities will exist for current Peoria employees throughout the Corrections system.

4. Availability and condition of land and facilities at both the current and potential locations.

The Peoria ATC is a leased facility costing the Department $426,300 annually in lease costs. This facility currently houses 224 adult male offenders. The current lease runs through April 30, 2014; however, there is a 120-day early termination clause in the lease agreement.

As mentioned previously, the Department will look to transfer the ATC inmates who meet certain qualifications onto electronic home detention. The Peoria ATC inmates who do not qualify for electronic home detention will be transferred to another minimum security facility within the Department. A system-wide review will be conducted to

identify low-level minimum security of inmates who are eligible for electronic home detention to compensate for those ATC inmates who do not meet the electronic home detention criteria.

5. Ability to accommodate the functions and employees at both the current and potential locations.

Upon closure, functions at the Peoria ATC will be non-existent as no inmates will be housed there. The Department will terminate the lease of this property to be effective August 31, 2012. The Peoria ATC closure will require the transition of several of the 224 low-level, minimum security inmates at the Peoria ATC onto electronic home detention. Inmates not eligible for electronic home detention will return to other correctional institutions and accommodation of these inmates will not present an issue. The Department does not foresee any accommodation or training issues regarding the ATC employees that may fill vacancies at other correctional facilities.

6. Cost of operations at both the current and potential locations along with any other related budgetary impacts.

The annual operating cost of the Peoria ATC is approximately $4,250,500. Currently, the projected closure date of August 31, 2012, will result in a FY2013 savings of approximately $3,542,100.

Assuming the current population of 224 inmates at the Peoria ATC, the per inmate, per-day, cost for this facility is $44.21. Comparatively, these inmates can be monitored on electronic home detention for an average of $5.00/person/day.

7. Economic impact on surrounding communities at both the current and potential locations.

The Department requested the Regional Economics Laboratory at the University of Illinois Urbana-Champaign to analyze this segment of the report. The Department provided applicable information regarding employee salaries, along with annualized expenditures for operations for the Peoria Adult Transition Center.

The report from the University of Illinois Urbana-Champaign is attached for your review.

8. Ability of the current and potential communities to provide the infrastructure to support functions and employees.

The Department plans to transition several low-level, minimum security inmates onto electronic home detention to minimize the overall impact to existing minimum security facilities. The inmates who are transitioned onto electronic detention will spend the

remainder of their sentence (assuming compliance) on electronic home detention until their mandatory supervised release (MSR) date. After the inmate's MSR date, these inmates will be placed on parole. Additionally, the existing correctional facilities that will take in ATC employees who are subject to layoff, as well as ATC inmates who are not eligible for electronic home detention, are well situated to handle the impact of the ATC closures.

9. Impact on service delivery to both the current and potential locations.

Given the proposed closure of the Peoria ATC and the placement of several low-level, minimum security inmates on electronic home detention, the service delivery will change from being a facility-based, more costly model (where housing, meals, etc. are provided) to a model of utilizing technology, as well as concentrated supervision from Department agents, to monitor the whereabouts of the low-level, minimum security inmates on electronic detention. The Department will no longer provide housing, meals, clothing, etc. to the inmates who are transitioned from the Peoria ATC onto electronic detention. The service delivery will not be impacted for those ATC inmates transferred back to correctional facilities who are not eligible for electronic home detention.

10. Environmental impact, including the impact of costs related to environmental restoration, waste management, and environmental compliance activities.

The Peoria ATC is a leased facility. The lease will be terminated upon the closure of the facility.

11. Transition costs and the location these costs will be derived from in the budget.

Given the fact that the Department will be placing several low-level minimum security inmates on electronic home detention, the transition costs associated with sending the ATC inmates not eligible for electronic home detention back to a facility would be nominal.

12. The amount of annual maintenance costs after closure.

The Department does not anticipate any maintenance costs after closure.

13. The reasons why the facility closure fits into a long-term plan.

The Department intends to implement population management initiatives in order to more effectively supervise the inmate and parole populations. However, in doing so, the Department recognizes that it has no control over the number of persons sentenced into its system and as such, formulating a long-term plan can be difficult when dealing with changes in sentencing laws that impact the number of inmates sent to the Department's custody. The Department anticipates that closing the Adult Transition Centers will help

the Department realize its goal to reduce costs, while managing the population in a way that will allow the Department to maintain the health, safety and welfare of its employees, inmates and the general public. The Department will always keep safety and security as its primary focus as it continues to deal with challenges relating to population and fiscal constraints.