



**Recommendation for the Closure of  
Dwight Correctional Center**

***Response to the Commission on  
Government Forecasting and Accountability***

**Submitted by:**

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**Illinois Department of Corrections**

**March 16, 2012**

## **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 Dwight Correctional Center, an all female facility, is one of the two correctional centers that the Department plans to close.

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 of 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 parolees.

At the present time, the Department's inmate population is 48,297. Within this figure, 2,762 are female inmates. The inmate population at Dwight Correctional Center totals 961, which amounts to less than 2.0% of the entire inmate population. The Department has deemed the Dwight Correctional Center a suitable facility to close for several reasons. First, the Dwight Correctional Center is comprised of several older buildings and systems that require imminent repair. Specifically, The Department has identified approximately \$18.2 million of capital projects that are required in order for the Dwight Correctional Center to remain open and operational. Second, The Department can accommodate the female population from Dwight Correctional Center by converting the Logan Correctional Center, currently an adult male facility with an operational capacity of 1,980 inmates, into a female facility. The Logan Correctional Center will accommodate the 961 female inmates from Dwight and the 991 female inmates from the Lincoln Correctional Center. The Lincoln Correctional Center, currently a medium security female facility, will be converted to a male facility to accommodate approximately 1,000 of the 1,963 male inmates from the Logan Correctional Center. The remaining inmates from Logan will be placed at other facilities in the Department's system. Finally, the Dwight Correctional Center is located within 45 minutes of three

other facilities: the Pontiac Correctional Center, the Sheridan Correctional Center, and the Stateville Correctional Center. Historically, the Pontiac and Stateville Correctional Centers experience the highest rates of attrition in headcount compared to any other facilities across the State. Therefore, the Department anticipates that approximately 117 of the 355 current employees at the Dwight Correctional Center will be able to transfer to one of these three institutions.

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.**

Dwight Correctional Center  
23813 E. 3200 North Road  
Dwight, Illinois 60420-8144

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

As of February 28, 2012, 355 employees were located at the Dwight Correctional Center, 22 of which were on an official Leave of Absence. As part of the plan to cease

operations at the Dwight Correctional Center, all 355 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 355 employees at the Dwight Correctional Center. There are five correctional facilities located within 90 miles of the Dwight Correctional Center. The Department estimates that there will be approximately 161 positions available by August 31, 2012 at other the Department's facilities that are located within a 90 mile radius of the Dwight Correctional Center. These facilities include the Lincoln Correctional Center, the Logan Correctional Center, the Pontiac Correctional Center, the Sheridan Correctional Center and the Stateville Correctional Center. The Department estimates that there may be approximately 594 vacant positions available throughout the Department by August 31, 2012. The remaining 194 employees will likely have to relocate to another region of the State to remain with the Department. Additionally, 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 layoff 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 these 355 Dwight employees to potentially fill vacancies. Thus, available placement opportunities will exist for current Dwight employees throughout the corrections system.

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

Dwight Correctional Center has 7 cottages and 3 housing units with double rooms that were opened in 1930. Between 1978 and 1981 there were 4 additional K-Houses

constructed on the grounds of Dwight. Finally, in 1997, an X-house was constructed and opened. This X-house currently serves as the Reception and Classification Center for females entering the IDOC system.

Given the age of many of the buildings at Dwight, there are a variety of serious capital needs required at this institution if it were to remain operational:

- Upgrade Wastewater Treatment Plan - \$4,000,000
- Roof Replacement Projects - \$1,000,000
- Renovate Housing Units C12 and C14 - \$2,000,000
- Shower Repairs - \$150,000
- Upgrade Fire Alarms - \$850,000
- Renovate Old CDR Building - \$4,000,000
- New Well and Well House - \$1,350,000
- New High Mast Lighting - \$200,000
- Water Tower (Clean, Sanitize & Replace Cathodic Protection) - \$100,000
- Rehab Administration Building - \$3,000,000
- Renovate Housing Unit C8 - \$1,500,000

The above represents a total of \$18.2 million in capital projects that will be required to maintain operations at the Dwight Correctional Center.

There will be approximately \$524,000 in capital projects at Logan Correctional Center that will be required to facilitate the transition of that facility to a female institution. These upgrades include replacing windows in the housing unit where the mental health population will be located and installing fresh air intake vents in the housing units.

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

Upon closure, functions at the Dwight Correctional Center will be nearly non-existent as no inmates will be housed there. This closure will require relocating approximately 961 inmates to the Logan Correctional Center. The Logan Correctional Center is currently a medium security male facility with 1,980 beds. The Logan Correctional Center will be converted to a female facility to house the current Dwight population (961) and the Lincoln female population (991). The Lincoln Correctional Center, which is currently operating as a female facility, will be converted to a male facility and house 1,000 of the male inmates who are currently at the Logan Correctional Center.

The current population at the Logan Correctional Center is 1,963 male inmates. As stated above, 1,000 of the Logan inmates will be transferred to the Lincoln Correctional Center. Based on current available space, the remaining 963 offenders will be absorbed in the system through available beds as follows:

- Sheridan Correctional Center – 300 beds available by opening Housing Unit 1;

- Stateville Correctional Center – 200 beds available between the Reception & Classification Center and the MSU (will require adding beds to Housing Unit 1 and 2);
- Graham Correctional Center - 100 beds available in the Reception & Classification Center;
- Lawrence Correctional Center – 160 beds added by converting segregation wings to general population;
- Other facilities – currently 321 available general population beds throughout the system.

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

The FY2012 appropriation for the Dwight Correctional Center totals \$36,950,800. Currently, the projected closure date of August 31, 2012, will result in a FY2013 savings of approximately \$27,708,300.

The FY2012 appropriation for the Logan Correctional Center totaled \$31,714,900. The FY2013 requested appropriation for this facility totals \$32,661,100. This facility will continue to house approximately the same number of inmates, but they will all be female inmates, in lieu of male inmates.

The biggest impact will be on the facilities where the additional 963 male inmates from the Logan Correctional Center will be transferred to. Based on a marginal cost of \$5,885/inmate, the impact on these institutions would total \$4,722,712. However, the Department plans to utilize electronic detention for low-level threat inmates. Thus, these additional costs should be alleviated by savings achieved through reduced populations elsewhere in the system.

**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 Dwight Correctional 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.**

By converting the Logan Correctional Center to a female facility, it will have sufficient space to accommodate the Dwight and Lincoln female populations and it already has the community infrastructure to support operation of that facility.

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

Given the proposed closure of the Dwight Correctional Center and relocation of this population to the Logan Correctional Center, the Department does not anticipate any service delivery to be impacted as the custodial duties related to housing inmates remains unchanged.

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

The grounds and maintenance of the facility will be provided by Pontiac Correctional Center (Medium Security Unit inmates). There is no known environmental impact associated with the closure of this facility.

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

Given the fact that both the Lincoln and Logan Correctional Centers will house approximately the same number of inmates that they do now, those costs will remain similar to current figures. The biggest impact will be on the facilities where the additional 963 male inmates from the Logan Correctional Center will be transferred. Based on a marginal cost of \$5,885/inmate, the impact on these institutions would total \$4,722,712. However, given the Department's plans to utilize electronic detention for low-level threat inmates, these additional costs should be mitigated by savings achieved through reduced populations elsewhere in the system.

**12. The amount of annual maintenance costs after closure.**

IDOC estimates that the annual maintenance costs after closure of the Dwight facility will be approximately \$350,000 per year. This includes utility costs and the general maintenance and upkeep of the facility.

**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 population. 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 Dwight facility 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.