



**Illinois
Department of
Corrections**

Pat Quinn
Governor

S. A. Godinez
Director

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March 22, 2012

Dan R. Long, Executive Director
Commission on Government Forecasting and Accountability
703 Stratton Office Building
Springfield, Illinois 62706



Re: Illinois Department of Corrections
Tamms Correctional Center Closure Recommendation Submission

Dear Mr. Long:

Pursuant to your March 1, 2012 request regarding the proposed closure of the Tamms Correctional Center by the Department of Corrections, enclosed please find the Department's recommendation, along with the referenced economic impact study.

The Department looks forward to working with you in further compliance with the requirements of the State Facilities Closure Act.

Please contact me if you have questions or if the Department can provide additional information.

Sincerely,

S.A. Godinez, Director
Illinois Department of Corrections

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

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



Submitted by:

**Director S.A. Godinez
Assistant Director Gladyse C. Taylor**

Illinois Department of Corrections

March 22, 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 Tamms Correctional Center 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 high-risk parolees.

At the present time, the Department's inmate population is 48,297. The inmate population at the Tamms Correctional Center, which operates a Closed-Maximum Security unit and a Minimum Security unit, totals 375 (186 C-Max inmates and 189 Minimum Security inmates) , which amounts to less than 1.0% of the entire inmate population. The Department has deemed the Tamms Correctional Center a suitable facility to close due to several factors. First, the Department has confidence, based on the review of other states that have reduced in size, re-programmed, downgraded or closed maximum security facilities, that the most dangerous inmates in the Department's custody can be safely confined in other maximum security facilities without increasing the safety threat level to staff and other inmates. Second, in FY2011 the per capita cost per inmate at the Tamms Correctional Center was \$64,805, while the Department's average cost per inmate was \$21,405. The per capita cost per inmate at the Tamms Correctional Center is the highest of all the Departments' facilities. Third, the existence of Shawnee and Vienna Correctional Centers within 40 miles of the Tamms Correctional Center will provide opportunities for some Department employees facing layoffs via the closure to find similar employment at these institutions. Finally, the

fact that the Tamms Correctional Center currently houses only 375 inmates makes it easier for the Department to absorb this population within its existing facilities.

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.

Tamms Correctional Center
8500 Supermax Road
Tamms, IL 62988

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

As of February 29, 2012, 302 employees were located at the Tamms Correctional Center, 10 of which were on an official Leave of Absence. As part of the plan to cease operations at the Tamms Correctional Center, all 302 employees will be affected as the entire facility will become non-operational effective August 31, 2012.

The Department intends to take measures to minimize the impact of the closure on the 302 employees at the Tamms Correctional Center. There are five correctional facilities

located within 90 miles of the Tamms Correctional Center. The Department estimates that there will be approximately 118 positions available by August 31, 2012 at the Department's facilities that are located within a 90 mile radius of the Tamms Correctional Center. These facilities include the Big Muddy River Correctional Center, the Menard Correctional Center, the Pinckneyville Correctional Center, the Shawnee Correctional Center and the Vienna Correctional Center. The Department estimates that there may be approximately 594 vacant positions available throughout the Department by August 31, 2012. The remaining 184 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 not to take a vacancy and be laid off, they employee will be 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 (302 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 302 Tamms Correctional Center employees to potentially fill vacancies. Thus, available placement opportunities will exist for current Tamms Correctional Center employees throughout the corrections system.

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

The Minimum Security Unit at Tamms Correctional Center was opened in 1995. The C-Max facility (commonly referred to as Super Max) was opened in 1998. The Minimum Security Unit has a capacity for 200 inmates and currently has a population of 189. The C-Max Unit has a capacity for 500 inmates and currently has a population of 186.

The 186 C-Max inmates will be housed in specifically designated wings at the Pontiac and Menard Correctional Centers. Both of these facilities are maximum security institutions.

The 189 minimum security inmates will be distributed to other minimum security facilities wherever space is available throughout the system and/or will be reviewed for possible placement on electronic detention should they meet the criteria.

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

Upon closure, functions at the Tamms Correctional Center will be nearly non-existent as no inmates will be housed there. This closure will require relocating approximately 375 inmates throughout the system. 186 of these 375 inmates are part of the C-Max unit and the remaining 189 inmates are part of the minimum security unit at the Tamms Correctional Center.

Of the 375 inmates that will need to be relocated, the Department intends to move the 186 Tamms Correctional Center C-max inmates to the Pontiac and Menard Correctional Centers. Currently, both facilities function as maximum security segregation institutions and there is sufficient space at each to establish elevated-security wings to house this population.

The 189 minimum security inmates will be distributed to other minimum security facilities wherever space is available throughout the system and/or will be reviewed for possible placement on electronic detention should they meet the criteria.

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

The FY12 appropriation for Tamms Correctional Center totals \$26,265,300. Given that the plan is to close this facility effective August 31, 2012, the Fiscal Year 2013 savings at the Tamms Correctional Center will be approximately \$21,646,500.

The biggest cost impact will be on the facilities receiving the 375 inmates from the Tamms Correctional Center. Based on a marginal cost of \$5,885/inmate, the impact on these institutions would total \$1,829,254. 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 Tamms 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.

There will be sufficient space to establish elevated-security wings and safely house and accommodate the 186 existing Tamms Correctional Center C-Max inmates at Pontiac and Menard Correctional Centers.

The minimum security inmates will be distributed to other minimum security space available throughout the system and/or will be reviewed for possible placement on electronic detention should they meet the criteria.

Given that correctional facilities currently operate at each of these locations, the community infrastructure is already in place to support the operation of these facilities.

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

Given the proposed closure of the Tamms Correctional Center and relocation of the C-Max population to the Pontiac Correctional Center and the Menard Correctional Center, and the minimum security population to other existing facilities, the Department does not anticipate any service delivery to be impacted as the custodial duties related to housing inmates remain 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 either Vienna or Shawnee Correctional Center. 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 the C-Max inmates are transferred differently than the majority of other inmates, moving this population to the Pontiac and Menard Correctional Centers will require more transfers than normal. The projected costs of moving this population is approximately \$50,136. This transfer cost assumes overtime costs for staff, fuel costs and other automotive costs. In addition, this cost is included within the Tamms

Correctional Center budget for FY13 and is incorporated into the overall net savings for closing this facility.

12. The amount of annual maintenance costs after closure.

IDOC estimates that the annual maintenance costs after closure of the Tamms Correctional Center will be approximately \$225,000 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 Tamms Correctional Center 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.