



The Illinois Department of Corrections

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April 26, 2024

Clayton Klenke, Executive Director
Commission on Government Forecasting and Accountability
802 Stratton Office Building
Springfield, Illinois 62706
ClaytonK@ilga.gov

**Re: Illinois Department of Corrections
Logan Correctional Center Closure and Rebuild Recommendation Submission**

[*SENT VIA ELECTRONIC MAIL*]

Dear Mr. Klenke:

Pursuant to your March 27, 2024, request regarding the proposed closure (and rebuild) of Logan Correctional Center by the Illinois Department of Corrections (Department), enclosed please find the Department's recommendation, along with the referenced economic impact study and environmental assessment report.

The Department looks forward to working with you in further compliance with the requirements of the State Facilities Closure Act, 30 ILCS 608 5/10.

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

Sincerely,

s/ Latoya Hughes

Latoya Hughes, Acting Director
Illinois Department of Corrections

**Recommendation for the Rebuild of
Logan Correctional Center**

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

Submitted by:

**Acting Director Latoya Hughes
Assistant Director Alyssa Williams**

Illinois Department of Corrections

April 26, 2024

Introduction

The Illinois Department of Corrections (IDOC) contracted an outside firm, CGL Companies, to assess the physical condition of each of its facilities. IDOC determined it was necessary to have an objective third-party conduct a study to identify the Department's needs, taking into consideration population projections, staffing levels, and the infrastructure of the facilities. The CGL report found Logan Correctional Center (Logan) to be "inefficient, ineffective, and unsuitable for any population." [Exhibit A, CGL Report, pg. 103].

In March 2024, Governor JB Pritzker and IDOC announced plans to dedicate capital funds to rebuild Logan, addressing critical infrastructure needs. This investment underscores Illinois' unwavering commitment to implementing modernized and secure correctional environments while taking a fiscally responsible approach to address aging infrastructure.

IDOC is considering moving Logan from its present location in Lincoln, IL. Specifically, as the Department's planning has progressed, the current preferred plan for Logan is to build on available ground at Stateville Correctional Center in Crest Hill, Illinois. A move to Crest Hill would permit a more regionalized approach for the women's facilities by providing a northern facility to pair with the already centrally located facility in Decatur.

IDOC looks to make a transformative change to the carceral space, creating an environment that is geographically sensible, smaller in footprint, has increased access to essential social support services, as well as one that provides a humane space for incarcerated individuals, focused on necessary programming and rehabilitation efforts, and a safe, positive work environment for staff. To that effect, IDOC is engaging various stakeholders including staff, individuals in custody, advocacy groups, educational providers, and volunteers to gather their feedback and suggestions to ensure that we take a comprehensive and thoughtful look at system change that promotes health for both staff and individuals in custody and builds on best practices for structure, programming, and opportunities for reentry.

As of April 15, 2024, the Department's individual in custody population at Logan is 1081. There are only 1541 female individuals in custody within the entire Department. The Department has deemed Logan necessary to close due to its crumbling infrastructure, outdated design, and significant need for capital investment. Specifically, there are approximately \$116 million of capital projects that are required for Logan to remain open and operational long-term. IDOC intends to continue to house the individuals in custody at Logan until the rebuild is complete as long as it is safe to do so. However, in the event the conditions of Logan continue to deteriorate, or a part of its critical infrastructure fails, IDOC may need to relocate all individuals in custody at Logan prior to the completion of the rebuild.

Pursuant to the State Facilities Closure Act (30 ILCS 608 5/10), IDOC is required to provide the Commission on Government Forecasting and Accountability (CGFA) information concerning ten specific items listed below (items 1-10). In addition to the legislatively mandated information, the Commission identified four additional information requests (items 11-14) in its letter dated March 27, 2024:

1. The location and identity of the State facility proposed to be closed;
2. The number of employees for which the State facility is the primary stationary work location and the effect of the closure of the facility on those employees;
3. The location or locations to which the functions and employees of the State facility would be moved;
4. The availability and condition of land and facilities at both the existing location and any potential locations;
5. The ability to accommodate the functions and employees at the existing and at any potential locations;
6. The cost of operations of the State facility and at any potential locations and any other related budgetary impacts;
7. The economic impact on existing communities in the vicinity of the State facility and any potential facility;
8. The ability of the existing and any potential communities infrastructure to support the functions and employees;
9. The impact on State services delivered at the existing location, in direct relation to the State services expected to be delivered at any potential locations;
10. The environmental impact, including the impact related to potential environmental restoration, waste management, and environmental compliance activities;
11. Anticipated transition costs and if these costs were included in the proposed FY 2025 budget;
12. Maintenance costs of the closed facilities and associated properties;
13. How this facility closure fits into any long-term plan; and
14. An explanation of an intent to sell or keep and use the facilities for another purpose. If selling, please provide details regarding property value. If repurposing, please provide details of planned reuse.

Per the CGFA's letter dated Wednesday, March 27, 2024, the Department responds to CGFA regarding the following items:

1. Location and identity of the facility.

Logan Correctional Center
1096 1350th Street
Lincoln, IL 62656

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

As of March 31, 2024, Logan Correctional Center employed a total of 454 staff categorized as 358 security personnel and 96 non-security employees. As part of the plan to rebuild Logan, all employees will be affected as the current facility will become non-operational upon completing the new facility.

The Department intends to take significant measures to minimize the impact of the closure on the 454 employees at Logan. There are two correctional facilities located within 40 miles of Logan and four additional facilities within 90 miles of Logan. The Department

estimates that if staffing patterns stay consistent with current trends, there will be approximately 850 positions available in these other Department facilities within a 90-mile radius of Logan. These facilities include Lincoln Correctional Center (next door), Decatur Correctional Center (36 miles), Pontiac Correctional Center (77 miles), Jacksonville Correctional Center (59 miles), Illinois River Correctional Center (70 miles), and Taylorville Correctional Center (57 miles). The Department estimates there will be more than sufficient vacancies available throughout the Department to ensure all employees of Logan can remain employed within the Department. IDOC will follow the process outlined in the respective collective bargaining agreements and the Personnel Code which includes a process for transfers of the impacted employees. The process ensures the rights of the employees are protected during the transfer and upon arrival at their new facility. Unless an employee voluntarily chooses to be placed in a layoff status, IDOC does not expect that any employees will lose state employment as part of this process.

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

The Department currently maintains 27 correctional centers, 6 satellite facilities, and numerous parole offices throughout the State. With the completion of Logan's rebuild estimated to take up to five years, the Department will prioritize careful case planning for the safe transfer of individuals in custody to ensure the continuum of care while minimizing disruption.

Following the appropriate collective bargaining agreements, affected staff will undergo a process that results in transfers to new facilities. As part of this process, staff will have the opportunity to select from available vacancies within the Department, which we anticipate will exceed 1,000 positions should hiring and attrition patterns hold. In addition to the vacancies within the Department, in accordance with their collective bargaining agreement, employees also may be able to select vacancies from other state agencies if they choose to do so.

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

Logan Correctional Center opened in the 1870s as the Illinois Asylum for Feeble-Minded Children. Logan's living units consist of seven E-style units, three C-style units, one X-house, unit, and a 15-bed infirmary health care unit. The facility encompasses 150 acres with 57 acres enclosed by fencing. Logan Correctional Center serves a multifaceted population consisting of reception and classification, protective custody, general population and mental health units. Nearly 1,000 of Logan's current housing unit beds were built more than 90 years ago for a mental health population. Most of the buildings at Logan, including most of its housing units were built nearly a century ago for patient wards in a mental health institution. These units do not meet the ideal standards of modern correctional practices, are not supportive of a rehabilitative environment and complicate the overall delivery of required services. Additionally, the facility is fueled by a coal-fired plant that dates back to 1930.

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

- Convert the facility from coal power to clean energy;
- Replace and upgrade the boiler system;
- Renovate deteriorating shower rooms ;
- Replace steam piping throughout the facility; and
- Construct a new gatehouse and administration building.

The above represents only a segment of the total \$116 million in deferred maintenance that would have to be addressed to meet the current physical infrastructure issues impacting the operations at Logan. Even if completed, the identified \$116 million would not convert Logan to a modern rehabilitative design that provides important programs and services to incarcerated individuals and ensures a safe working environment for staff.

Once the new facility is complete and the current facilities are closed, functions at the current Logan facilities will cease.

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

The Department anticipates authorized staffing numbers will remain constant following the rebuild of Logan. The Department has compiled a workbook of authorized staffing by facility, by title, as well as a list of facilities that identify security level and the current number of open beds.

Attached are copies of the reports for your review. [Attachment A, Agency Authorized Headcount].

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

The FY2025 appropriation for the Logan Correctional Center totals \$79.5 million. The Department anticipates the State will avoid at least \$116 million in deferred maintenance and achieve at least \$7 million in operational short-term savings on an annual basis.

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

The Department engaged with the Regional Economics Laboratory at the University of Illinois at Urbana-Champaign to analyze the economic impact on surrounding communities for Logan County, as well as the potential impact on Will County in the event Logan is relocated to Crest Hill.

The University's report is attached for your review. [Attachment B, Economic Impact Report].

In the event that the final decision is made to relocate the facility to Crest Hill, DCEO and Intersect Illinois will partner with sister agencies to assess the Logan Correctional Center site and identify future economic development potential at the property. Site assessments include documenting characteristics such as existing utility capacity, environmental conditions, access to local workforce and workforce development opportunities, proximity to transportation infrastructure, and regional economic strengths. The assessment will help determine what site readiness activities may be needed to better prepare each site for future development. DCEO and Intersect Illinois will use this information to develop a strategy to market the surplus property to attract future economic opportunities.

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

Since 2010, Logan County has seen a population decline of 2,715 (1%). The county is 90% white, 8% American Indian/Native American, and 1% Asian. Additionally, approximately 20% of residents aged 25 or older hold at least a bachelor's degree.

Since 2010, Will County, where the Department is seriously considering building the new Logan facility, has experienced significant population growth, with an increase of over 20,000 residents, bringing the total population to approximately 700,000. This demographic expansion includes a diverse population, with 13% identifying as African American and 20% as Hispanic or Latino. Additionally, over 35% of residents aged 25 or older hold at least a bachelor's degree.

These demographic factors are essential as they ensure a robust talent pool from which to recruit and fill positions, particularly in specialized fields such as medical and social work. Additionally, Will County's proximity to other collar counties and Cook County enhances access to a broad network of providers and vendors, further supporting the facility's operational needs and the rebuild process.

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

This planned rebuild and eventual closure will not result in immediate changes to operations and programming. Current programming for the individuals in custody will continue to be provided until the closure. The Department plans to increase programming opportunities with the rebuild by incorporating dedicated programmatic, educational, and vocational spaces within the design.

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

The Department contracted with the engineering firm CDM Smith to conduct an environmental assessment.

The report is attached for your review. [Attachment C].

11. Anticipated transition costs and if these costs were included in the proposed FY 2025 budget.

The Department estimates that it could take up to approximately \$7 million to complete the transition for Logan and Stateville Correctional Centers. Please see below:

- Relocation of Individuals in Custody - \$76,200
- Staff Redeployment - \$603,800
- Legal Costs - \$402,500
- Operational Adjustments at Receiving Facilities - \$5,750,000
- Grand Total - \$6,832,500

These expenses, once incurred, would be paid from the Department's operating budget, which is appropriated from the General Revenue Fund.

12. The maintenance costs of the closed facilities and associated properties.

The capital appropriation sought for the rebuild includes funding for the demolition of Logan Correctional. Therefore, upon closure, the buildings will be demolished and there will be no expenses incurred for annual maintenance.

13. How this facility closure fits into any long-term plan.

Infrastructure

The Department contracted an outside firm, CGL Companies, to assess and report on the physical condition of each of our facilities after determining it was necessary to have an objective third party conduct a study to identify the Department's needs, taking into consideration population projections, staffing levels, and the infrastructure of the facilities.

The final report was issued in May 2023, and it identified Logan as being in critical stages of disrepair.

IDOC's administration thoroughly reviewed the report, its findings, and recommendations, and held internal discussions to determine the next steps necessary to meet the agency's operational requirements.

It is evident that a reconstruction is the best solution to meet the Department's operational mission and requirements and is the most fiscally responsible approach considering the high level of deferred maintenance and aging infrastructure. Both existing facilities possess critical infrastructure needs beyond maintenance and repair.

The construction of a new Logan and the eventual closure of the existing facilities will not result in immediate changes to operations and programming. The Department has the safety, security, and well-being of all involved in mind and will make every effort to mitigate disruptions.

Programming

As the Department considers relocating the new Logan facility to Will County, it is focused on creating a regionalized approach for the women's facilities to include the centrally located facility in Decatur and possibly a new Logan facility in Crest Hill. This approach would enhance individuals' access to geographically sensible programmatic services through community and volunteer providers, trauma-informed care, the promotion of social connectedness, and greater opportunities to build family ties through family reunification efforts affording mothers the ability to be in closer proximity to their children. The Department seeks to create a family reunification area for mothers and their children to develop/grow those family bonds that are so vital.

Education and Vocational Services

The Department has proposed to build an educational and vocational village, similar in concept to that of the state of Michigan, where individuals in custody can be trained in various vocational trades that are second chance friendly as well as those in high demand in the northern region. Our numerous higher education providers that currently provide services at Logan would be able to serve individuals in a dedicated area that would have modern classrooms wired with technology, libraries, study space, and computer labs.

Health and Mental Health Care

A regionalized approach will facilitate a smoother transition and continuity of care when women are released to the community. For women returning to northern Illinois, the proximity to UIC, Northwestern, Rush, and other medical hubs can enhance our ability to provide women with the healthcare and social care partnerships that are needed to address complex medical and mental health needs. Relationships will continue with Southern Illinois University and other providers to promote the continuum of care for women returning to central and southern Illinois.

Geographical Diversity for Reentry Preparation

The utilization of the concept of regionalization of the women's facilities enhances women's access to families, social supports, vocational opportunities, and community resources which helps to further ensure women's success upon release, thus reducing recidivism. The northern region provides a prime opportunity to cultivate and enhance partnerships with community-based organizations to assist individuals in custody by supporting reentry efforts through a regionalized focused approach.

- 14. An explanation of an intent to sell or keep and use the facilities for another purpose. If selling, please provide details regarding property value. If repurposing, please provide details of planned reuse.**

IDOC has only evaluated the effect of closure on its agency at this time. Due to the plan to rebuild, there is no intent for IDOC to repurpose or reuse the current Logan.