

Protecting Youth
from Sexual Victimization in
Illinois Department of Juvenile Justice Facilities

Kinsale Management Consulting
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Introduction

Sexual Victimization of Youth

The problem of sexual abuse of children and young people is not unique to any youth-serving institution or organization, family environment or culture. Reports to law enforcement and child-protective agencies and victimization surveys indicate that 25.3% of women and 7.5% of men were sexually victimized as children in the United States.¹ The public awareness of this problem has resulted in a 60% decrease in the number of cases nationwide since 1992² but there continue to be a large number of reported cases, an unknown number of unreported cases, and too many situations where children are at risk.

Protecting children from abuse and neglect is the responsibility of parents, guardians, teachers and other caregivers. This responsibility is even more profound in institutions, such as Illinois Department of Juvenile Justice (IDJJ) facilities, where every moment and movement of the boys and girls are controlled by the institutional staff. Many of these youth are already vulnerable to abuse, and likely experienced some type of trauma prior to their incarceration.³ The nature and scope of sexual abuse in its facilities demand that all IDJJ employees be committed to providing a safe environment for the youth and that IDJJ leadership continue to promote improvement in the Department's policies, procedures and security controls.

Illinois Department of Juvenile Justice

IDJJ was a part of the Illinois Department of Corrections (IDOC) until June 1, 2006 when Public Act 94-696 designated IDJJ as an independent department in order to "more fully provide rehabilitative services" and "reduce recidivism" by creating for youth a culture different from that of the adult offenders in IDOC institutions. In an effort to remain budget neutral when the separation occurred, IDJJ was not authorized to hire any additional staff but was expected to assume most of the administrative and operational responsibilities that had previously been handled by IDOC. Effectively, IDJJ began with "one hand tied behind its back" and has been struggling since then to maintain the same level of administrative and operational function as before.

IDJJ Director Arthur D. Bishop has 35 years of direct service and administrative experience in the field of social service, working in the areas of community mental health, substance abuse and child welfare. Prior to being appointed as Director, he was the Deputy Director of Field Services for the Illinois Department of Children and Family Services (DCFS). Director Bishop's executive staff is comprised of the Chief of Staff, the General Counsel, and three Deputy Directors each of whom is responsible for one of the following divisions: Operations, Programs and Aftercare.

¹Noemi Pereda et.al, "Prevalence of Child Sexual Abuse in Community and Student Samples: A Meta-Analysis," *Clinical Psychology Review*, "Prevalence of Child Sexual Abuse in Community and Student Samples: A Meta-Analysis," 29:4, June 2009, pp. 328-338.

²"Researchers See Decline in Child Sex Abuse," *New York Times*, June 28, 2012.

³ Between 75% and 93% of incarcerated youth have experienced prior trauma. Angela Weis, "Trauma and Incarcerated Youth," for the John Howard Association of Illinois, www.jhaorg/trauma (2013).

IDJJ Facilities

At the beginning of 2013, the IDJJ operated eight custodial facilities throughout Illinois. In an effort to manage the decreasing number of incarcerated youth more efficiently, the facility at Murphysboro was closed in January 2013 and the facility at Joliet was closed in February 2013.

Presently, six IDJJ facilities, referred to as Illinois Youth Centers (IYC), remain open:

1. IYC Chicago – a medium security facility housing 110 boys;
2. IYC Harrisburg – a medium security facility housing 197 boys;
3. IYC Kewanee – a maximum security facility housing 240 boys, including juvenile sex offenders and special treatment youth;
4. IYC Pere Marquette – a “step-down” (minimum security) facility housing 39 boys;
5. IYC St. Charles – a medium security facility housing 286 boys;
6. IYC Warrenville – a security facility housing 43 girls.⁴

Each facility is directed by a Superintendent who is assisted by one or more Assistant Superintendents, a Chief Security Officer, School District Principals and Directors of Medical Care.⁵ The youth are housed in various residential “units” or “cottages” and are monitored 24/7 by Juvenile Justice Specialists and Juvenile Justice Supervisors. IDJJ teachers, family and youth specialists and leisure time specialists provide educational, social service and recreational programs for the youth. The facilities also extensively use contractors to provide services for the youth, such as health care, counseling and drug treatment programs. As available, volunteers tutor, mentor, coach and provide religious services.

One of the most important goals of the IDJJ and Illinois juvenile justice system leaders and youth advocates has been to reduce the number of youth in IDJJ facilities. Implementation of various youth-offender programs and use of smaller, local residential facilities have been instrumental in achieving that goal. There has been a substantial reduction in the average daily number of youth in IDJJ facilities – dropping from 1500 youth in custody in 2004 to a low of 896 in 2013. IDJJ’s current plan is to service a daily population of fewer than 900.

IDJJ residents range in age from 13 to 20; the average age is 17.2. Ninety-six percent of the youth are boys and 4% are girls. 64% percent of the youth are African-American, 25% are white, and 11% are Hispanic. Young men and women from the ages of 18 to 20 who are in the IDJJ facilities include juvenile parole violators, and those who have new unresolved criminal charges in the adult criminal justice system, have been psychologically assessed as being too vulnerable to enter the adult correctional system, or have no outside placement (residential) plan.

Juvenile Justice Standards and Oversight

In addition to its internal policies and relevant Illinois statutes, IDJJ is subject to oversight from both the Illinois Governor and the General Assembly. IDJJ has implemented “Performance-

⁴ The number of youth in IDJJ facilities changes daily. These numbers represent the approximate number of youth in the facilities during August 2013.

⁵ Although these are established positions on the IDJJ Table of Organization, one or more of these positions is often vacant or filled by an individual in a “Temporary Assignment”.

based Standards,” a program developed by the Council of Juvenile Correctional Administrators, in order to monitor and improve conditions in its facilities using national standards and outcome measurements. IDJJ is also a participant in The John D. and Catherine T. MacArthur Foundation’s Models for Change juvenile justice program which advances reforms that effectively hold young people accountable for their actions, provide for their rehabilitation, protect them from harm, increase their life chances and manage the risk they pose to themselves and to public safety.

The IDJJ is also expected to comply with all standards set forth in the (federal) Prison Rape Elimination Act (PREA) by 2017. PREA, Public Law 108-79, was passed in 2003 to “provide for the analysis of the incidence and effects of prison rape in federal, state, and local institutions and to provide information, resources, recommendations and funding to protect individuals from prison rape.” Federal PREA standards applicable to state adult and juvenile correctional facilities were established in 2012. The US Department of Justice (USDOJ) will begin to conduct audits of these facilities in late 2013.

The John Howard Association of Illinois conducts regular on-site monitoring visits of IDJJ facilities and in September 2013, a federal court-appointed monitoring team began overseeing certain aspects of IDJJ operations and recently made recommendations for remedial action, pursuant to a Consent Decree.⁶ IDJJ has an external Advisory Board, comprised of juvenile justice experts, that meets several times per year with Director Bishop to provide advice on youth issues, and the Illinois Juvenile Justice Commission provides advice to Governor Pat Quinn regarding juvenile justice matters.

PREA also authorized the Bureau of Justice Statistics (BJS), US DOJ, to conduct research at juvenile detention facilities regarding sexual harassment and assault. In the most recent survey, “Sexual Victimization in Juvenile Facilities Reported by Youth 2012: National Survey of Youth in Custody” (NSYC 2012), the BJS found that IDJJ’s facilities ranked fifth highest among all states in the percentage of youths in custody who anonymously alleged that they had been abused by a staff member or another youth.

Review of Sexual Victimization in IDJJ Facilities

In light of this ranking, the IDJJ contracted with Kinsale Management Consulting (KMC) to:

1. Review the estimated sexual victimization rates of IDJJ facilities as reported in NYSC 2012 and the number of sexual abuse allegations made by youth to IDJJ authorities during the same time period, and to explain, if possible, the reasons for the differences in the data; and
2. Examine IDJJ’s policies, procedures and security controls for preventing, reporting and responding to sexual victimization in its facilities.

This review, conducted between July and September 2013, also included determining the nature of the problem of sexual abuse in IDJJ facilities; identifying areas of risk for sexual

⁶ In re: R.J., B.W., D.F., D.G., and M.D. on behalf of themselves and all others similarly situated, by their next friend Jeffrey Shaman v. Arthur D. Bishop, in his official capacity as Director of the Illinois Department of Juvenile Justice (Consent Decree).

victimization of youth in IDJJ facilities; and making recommendations of actions that may assist the IDJJ in better protecting its youth.

Acknowledgements

Director Arthur Bishop, Chief of Staff Era Lauder milk, General Counsel Beth Compton, and Executive Assistant Deloris Smith provided exceptional administrative support to this project. IDJJ, IDOC and BJS staff, as well as stakeholders and juvenile justice experts shared valuable insights and suggestions through candid interviews and facility visits.

I. Executive Summary

The mission of the Illinois Department of Juvenile Justice (IDJJ/Department) is to preserve public safety by reducing recidivism of youthful offenders.⁷ A basic component of achieving its mission, and, to a great extent, of its aim of rehabilitating youth, is for the IDJJ to ensure that boys and girls committed to its care are safe and treated with respect. IDJJ is expected to protect young people incarcerated in its facilities from all types of physical, verbal and psychological harm. If the Department fails to protect them and a youth is abused, the experience can lead to anxiety, emotional problems or post-traumatic stress disorder.

IDJJ Director Arthur D. Bishop has promulgated a “zero-tolerance” policy with regard to staff/contractors/volunteers who physically harm or sexually abuse an incarcerated youth. It is also a violation of IDJJ policy, as well as Illinois state law, for an incarcerated youth to physically harm or sexually abuse another. However, according to the findings of the recent BJS survey, NSYC 2012, an estimated 15.4% of youths incarcerated in IDJJ facilities anonymously alleged that they were sexually abused by a staff member or by another youth on at least one occasion between January 2011 and August 2012. This percentage is substantially higher than the national sexual victimization rate of 9.5% for incarcerated youth, as reported in NSYC 2012. This percentage is also higher than the estimated rates of sexual victimization for each IDJJ facility as anonymously alleged by youth in the previous BJS Survey - “Sexual Victimization in Juvenile Facilities as Reported by Youth, 2008-2009 National Survey of Youth in Custody” (NSYC 2008/2009).

In stark and troubling contrast to the findings of the NSYC 2012, the IDJJ’s accounting of substantiated allegations of sexual abuse of incarcerated youth during approximately the same 2011-2012 time period was less than 1%. The significant discrepancy between these percentages suggests that the problem of sexual victimization of incarcerated youths in IDJJ facilities may be far greater than the Department’s records reflect.

IDJJ has had policies and procedures in place to prevent and respond to allegations of sexual abuse of youth in its facilities since its inception in 2006,⁸ and provides annual training to staff members relative to those policies and procedures and the Department’s Codes of Conduct. Each IDJJ facility undergoes an annual internal audit that reviews the facility’s compliance with security controls and randomly surveys youth relative to their safety and treatment by staff. The John Howard Association of Illinois also regularly conducts “monitoring visits” to the IDJJ facilities, interviews youths regarding his or her treatment, observes the conditions of the institutions, and publicly reports its findings.

Notwithstanding IDJJ’s regular internal and external oversight, the serious concerns about youth safety raised by NSYC 2012 in June 2013 caused Director Bishop to expedite certain elements of the Department’s Strategic Plan, and to identify and implement new ways to prevent sexual victimization in IDJJ facilities. These actions included:

⁷ IDJJ: Mission Statement (2013)

⁸ The same, or similar policies were in place when IDJJ was part of IDOC.

- ✓ Establishing a 24/7 “Hotline” to enable youth to report allegations of sexual abuse or misconduct confidentially.
- ✓ Assessing the camera and video capabilities in all IDJJ facilities and arranging for the installation and replacement of cameras in areas of risk.
- ✓ Upgrading and expanding specialized and annual training for staff, with the assistance of the Illinois Coalition Against Sexual Assault (ICASA), on sexual abuse prevention, intervention, custodial sexual misconduct and boundary issues, and communication with bisexual, transgender, intersex, or gender nonconforming residents.
- ✓ Providing additional training for youth from the John Howard Association regarding abuse prevention and the use of the 24/7 “Hotline”, and from ICASA regarding staff misconduct and how to report abuse.
- ✓ Installing “grievance boxes” in every unit of IDJJ facilities to provide youth an additional method to report confidentially allegations of sexual abuse, misconduct or other problems.
- ✓ Reviewing the youth grievance procedure and researching the implementation of an “Ombudsman” position to further assist youth in resolving grievances.
- ✓ Hiring an outside expert to enhance and coordinate content and delivery of Department-wide training and a professional development program.
- ✓ Hiring a Program Manager who will assess the needs of each facility and compile a statewide assessment of needs for the Director.
- ✓ Communicating new actions to prevent sexual victimization through a letter to parents and guardians of incarcerated youth and to the public.
- ✓ Engaging Kinsale Management Consulting (KMC) to review the findings of NYSC 2012 and IDJJ’s policies, procedures and security controls for protecting youth from sexual victimization in IDJJ facilities.

Key Findings:

1. *Sexual victimization of youth occurs in IDJJ facilities, although there are differing data as to the scope of the problem.*

- The full scope of the problem of sexual victimization of incarcerated youth in IDJJ facilities cannot be determined with certainty due to:
 - Victim underreporting.
 - Staff members who occasionally fail to advise superiors or investigators of incidents of custodial sexual misconduct and “red flag” behaviors.
 - Inconsistent and inadequate investigative record keeping.
- The nature of the problem of sexual victimization and of other sexual contact of youth in IDJJ facilities ranges from a youth being shown a sexual item to forced sexual activity.
- The types of sexual victimization and other sexual contact in IDJJ facilities are similar to the types of sexual victimization and other sexual contact that occur in juvenile facilities in other states.

2. IDJJ has policies, procedures and security controls for preventing, reporting and responding to allegations of sexual victimization, but some of its policies are outdated or not sufficiently restrictive regarding staff contact with youth.

- IDJJ has policies and procedures in place that:
 - Prohibit sexual contact between youth and between staff and youth;
 - Provide for the immediate care of youths who allege that they have been sexually victimized;
 - Assess youth upon their arrival at IDJJ facilities to determine if they are vulnerable to sexual assault or have predatory tendencies.
- Youth incarcerated in IDJJ facilities are aware of the various ways in which they can anonymously report an allegation or knowledge of sexual victimization, and how to make such a report to a trusted adult.
- IDJJ's policies and procedures allow unobserved one-on-one contact between IDJJ staff and youth.

3. There are physical areas and conditions in IDJJ facilities that present risks for sexual victimization of youth.

- Most IDJJ facilities do not have sufficient camera or video monitoring and recording capabilities, especially in areas where there is no posted Juvenile Justice Specialist.
- Frequent and long-term absences, as well as the habitual tardiness of some Juvenile Justice Specialists directly impact the ability of the facilities to maintain sufficient staff/youth ratios on all shifts, and indirectly increase the risk of sexual victimization at the facilities.
- Some staff members do not always comply with the institution's policies, procedures and security controls.
- Staff/contractors/volunteers occasionally have unobserved one-on-one contact with youth in private offices, classrooms, vehicles or other locations.
- Some IDJJ facility staff/contractors/volunteers, due to their immaturity and lack of experience and training in dealing with youth, improperly socialize with youth.
- Several IDJJ facilities have poorly configured yards, lack of adequate fencing, minimal lighting and hazardous and condemned buildings that are accessible to youth.

Recommendations for Protecting Youth from Sexual Victimization in IDJJ Facilities:

Director Bishop has made reducing the risk of sexual victimization of youth in IDJJ facilities a top priority of his administration. The gravity of this issue demands that all juvenile justice stakeholders, including Illinois state legislators and executives, the judiciary, the DCFS, community leaders, and parents and caregivers, support IDJJ's efforts to keep youth safe by creating and maintaining a safe environment for youth.

The following recommendations, along with others included in this report, are complementary to certain PREA standards for juvenile facilities and the mandates of the Consent Decree. The recommendations are offered to assist the IDJJ and its partners in better preventing, reporting and responding to allegations of sexual victimization.

1. The IDJJ should take additional steps to prevent the sexual victimization of youth in its facilities.

- IDJJ should install state-of-the-art closed-circuit television cameras with recording capabilities in all facilities as set forth in the IDJJ Camera Plan (2013) as soon as possible.
- IDJJ should repair all non-functioning cameras in its facilities and conduct operability checks during the monthly checks of security controls and annual audits of each facility.
- IDJJ should discipline staff who fail to notify supervisors or investigators of incidents of custodial sexual misconduct or “red-flag” behaviors and “socialization” (boundary violations).⁹
- IDJJ should promptly discipline staff who fail to comply with policies, procedures and security controls.
- IDJJ staff should continue regularly to encourage youth during orientation and abuse awareness training to report sexual victimization to trusted adults and to provide youth with multiple accessible and confidential methods for reporting.
- IDJJ should update its policies to prohibit one-on-one contact between staff/contractors/volunteers, except in medical situations, unless the interaction can be monitored by cameras or otherwise observed by others.
- IDJJ should develop its own Memorandum of Understanding (MOU) regarding investigations of custodial sexual misconduct with the Illinois State Police (ISP).
- IDJJ should utilize outside experts to augment its annual training to executives and staff/contractors/volunteers about their roles as mandated reporters, prohibited sexual contact and PREA standards.

⁹ 20 Illinois Administrative Code Title 20: Part 120 “Rules of Conduct” states that employees shall immediately report...a violation or attempted violation of criminal laws, or a threat to the safety and security of the facility, its property or any person...”, and that “Failure to comply with any of the...rules...may result in discipline, termination of services, or restriction from entering all or some Department facilities.”

- IDJJ should evaluate the character and integrity of potential employees/volunteers through in-depth interviews of applicants, references, neighbors and associates and require that IDJJ contracted agencies do the same for their employees.
- IDJJ should conduct an in-depth analysis of recent employee grievances, terminations and appeals to obtain data that could guide future union agreements and Departmental policies to further protect youth.
- New Juvenile Justice Specialists should be assigned to “shadow” senior Juvenile Justice Specialists for a suitable period of time before being assigned to work alone and Juvenile Justice Supervisors should pay particular attention to the performance of new Juvenile Justice Specialists.
- IDJJ should continue to work with the Governor’s Office, the General Assembly and Illinois Central Management Services to enhance and expedite the hiring process to fill vacant positions at all levels of IDJJ.
- IDJJ should seek approval for hiring additional administrative support throughout the Department, and re-institute the Worker’s Compensation Monitor position.
- IDJJ should utilize the resources of the National Law Enforcement and Corrections Technology Center to identify and evaluate new technologies for monitoring youth, and providing additional security for youth and staff.

2. *The IDJJ should improve its procedures for reporting and responding to allegations of sexual victimization.*

- IDJJ should revise its investigative structure to one similar to that of the IDOC in which the investigators are independent of specific facilities and report directly to the Deputy Director of Operations or other designated IDJJ executive who will be accountable to the IDJJ Director for the efficient and effective management of IDJJ’s internal investigations.¹⁰
- IDJJ should establish a multi-disciplinary “Critical Investigations Review Board,” composed of the Director, facility Superintendents and other executives and youth-services experts, to review on a quarterly basis all ongoing and recently closed investigations of alleged sexual victimization to ensure that all cases are thoroughly investigated, that culpable staff and youth are appropriately disciplined, and that additional protective measures are implemented as needed.

¹⁰ In his report to the court, Dr. Barry Krisberg recommended that IDJJ “strengthen and fund IDJJ internal investigations of staff misconduct.” Barry Krisberg, Ph.D., “Expert Report on Safety and Welfare Issues” (Expert Report), Report to the court in re: R.J., B.W., D.F., and M.D., on behalf of all similarly situated persons, by their next friend Jeffrey Shaman vs. Arthur D. Bishop in his official capacity as Director of the Illinois Department of Juvenile Justice (Case No. 1:12-cv-7289), p. 5, p. 17.

- IDJJ investigators should receive additional internal and external training regarding the investigation of custodial sexual misconduct and other types of sexual abuse.
- IDJJ should complete the implementation of the “Youth 360” data management system to create a more efficient, electronic method to capture, retain and integrate specific investigative data that includes information from the “ticket” system, and provides an automatic follow-up mechanism to promote timely supervisory case reviews and case dispositions.

3. IDJJ should communicate openly and regularly with youth, parents/caregivers, staff and stakeholders regarding the protection of youth from sexual victimization and other types of harm.

- IDJJ should publish and post on its website an annual report regarding substantiated incidents of physical abuse and sexual victimization of youth.
- IDJJ should develop a formal communications plan, update its website, and using multiple delivery methods, regularly convey information to the youth and their parents regarding preventing, reporting and responding to sexual victimization in its facilities.

II. Methodology

Due to the importance of protecting incarcerated youth, the IDJJ requested that this review and analysis be completed within 60 days. During that time we visited all six Illinois Youth Center (IYC) facilities: IYC Chicago; IYC Harrisburg; IYC Kewanee; IYC Pere Marquette; IYC St. Charles; and IYC Warrenville between July 30 and September 4, 2013 and interviewed randomly selected youth at each facility. One facility included in NSYC 2012, IYC Joliet, was closed in February 2013. IYC – Murphysboro, included in NSYC 2008/2009, but not in NSYC 2012, was closed in January 2013.

We interviewed over 80 individuals including all members of IDJJ’s executive team, all IYC facility Superintendents and Assistant Superintendents, 3 former Superintendents, all Chief Security Officers and investigators, and randomly selected Juvenile Justice Specialists, Juvenile Justice Supervisors, counselors, teachers and IDOC investigative personnel. We also spoke with several juvenile justice experts, IDJJ advisors and stakeholders and Dr. Allen Beck, BJS Statistician and Director of the NSYC 2012 and NSYC 2008-2009 surveys.

In addition, we reviewed the following IDJJ Administrative Directives (AD), internal documents, external reports, and other resources:

- AD 301 Juvenile Assault Prevention
- AD 101 Employee Criminal Misconduct
- AD 108 Standards of Conduct
- AD 105 Unusual Incidents
- AD 120 Investigation of Incidents
- AD 04.01.301 Inmate Sexual Assault Prevention and Intervention (IDOC)
- Illinois Code Title 20, Rules of Conduct
- IYC Facilities Camera Proposal (2013)
- 2004 MOU between Illinois State Police (ISP) and IDOC
- Various IDJJ organizational charts, post orders, youth handbooks and training records
- IDJJ flyer, poster and script for youth regarding sexual assault
- Investigative records for all IDJJ facilities, including IYC Joliet, from January 2011 through September 2012
- Various investigative records for IDJJ facilities between January 2008 and December 2010
- IDJJ Internal Audits
 - IYC Chicago (2010, 2011)
 - IYC Kewanee (2012)
 - IYC Warrenville (2011, 2012, 2013)
 - IYC St. Charles (2010, 2011, 2012)
 - IYC Pere Marquette (2011, 2012)
 - IYC Murphysboro (2009, 2012)
 - IYC Joliet (2009, 2010, 2011)
- AFSCME Council 31 Agreement between State of Illinois Department of Central Management Services and American Federation of State, County and Municipal Employees, Council 31 (AFSCME) AFL – CIO, Sept. 5, 2008 – June 30, 2012

- Consent Decree: 1:12-cv-7289 USDC ND Illinois – Eastern Division - R.J., B.W., D.F., D.G., and M.D. on behalf of themselves and all others similarly situated, by their next friend Jeffrey Shaman v. Arthur D. Bishop, in his official capacity as Director of the Illinois Department of Juvenile Justice; December 6, 2012
- “Expert Report on Safety And Welfare Issues R.J., B.W., D.F., and M.D., on behalf of all similarly situated persons, by their next friend Jeffrey Shaman v. Arthur D. Bishop in his official capacity as Director of the Illinois Department of Juvenile Justice (Case No. 1:12-cv-7289); Barry Krisberg, Ph.D.; Distinguished Senior Fellow and Lecturer in Residence, UC Berkeley School of Law, September 23, 2013 (Expert Report)
- Public Law 108-79: Prison Rape Elimination Act and PREA Standards for Juvenile Facilities
- *Juvenile Justice System and Risk Factor Data*: Illinois Juvenile Justice Commission (2008)
- *Annual Report of the Illinois Juvenile Justice Commission*: Illinois Juvenile Justice Commission (2010)
- *Annual Report of the Illinois Juvenile Justice Commission 2011 & 2012*: Illinois Juvenile Justice Commission (2012)
- *Moving Beyond Transition – Findings and Recommendations on the IDJJ*: John Howard Association of Illinois (2012)
- *Road to Reform: Rebuilding Juvenile Justice in Illinois*: AFSCME Council 31 (2010)
- *2011 Year End Assessment of Juvenile Justice*: John Howard Association of Illinois (2011)
- On-site Monitoring Visits: Reports of the John Howard Association of Illinois
 - IYC Chicago (2012, 2013)
 - IYC Harrisburg (2011)
 - IYC Joliet (2011)
 - IYC Kewanee (2011, 2012)
 - IYC St Charles (2011)
 - IYC Warrenville (2012)

To complete this work we conducted the following tasks:

- ✓ Reviewed the methodology and findings of the NSYC 2012 pertaining to the IDJJ, and interviewed the BJS researchers for clarification.
- ✓ Reviewed relevant internal and external reports pertaining to the sexual victimization of youth incarcerated in IDJJ facilities and interviewed key persons involved in the preparation of those reports.
- ✓ Reviewed current IDJJ policies, procedures and security measures for preventing, reporting and responding to allegations of sexual victimization of youth and interviewed key persons responsible for developing and implementing those policies, procedures and security controls.
- ✓ Reviewed processes used by the IDJJ to ensure staff compliance with policies, procedures and security controls for preventing, reporting and responding to allegations of sexual victimization of youth.
- ✓ Reviewed a randomly selected sample of recent IDJJ investigations of allegations of sexual victimization of incarcerated youth.
- ✓ Obtained relevant information and recommendations from key IDJJ stakeholders and advisors.

- ✓ Made recommendations pertaining to existing IDJJ policies, procedures and security controls for preventing, reporting and responding to sexual victimization of youth.

Given the limited time period for this work, we did not conduct a parallel survey to the NSYC 2012, nor did we conduct any independent investigation of past allegations of sexual victimization made by youth in IDJJ facilities. Where noted in this report, we compared, but did not audit, IDJJ's policies, procedures and security controls with PREA standards.

Due to the nature and sources of some of the information provided, certain facts may change over time. However, our key findings represent what we gathered through our interviews and the reviews of the documents listed above. These findings form the basis of the recommendations contained in this report.

III. The Problem of Sexual Victimization of Youth in IDJJ

IDJJ's mandate to provide rehabilitative services to the youth in its care and custody cannot be effectively accomplished if youth are not safe from sexual harassment or sexual assault, as it is generally recognized that the impact of such abuse can have a long term impact on the physical, psychological and emotional well-being of the victim. Like other youth-serving organizations and educational institutions, the IDJJ must monitor the activities of its youth and staff and thoroughly investigate every reasonable allegation of abuse. Furthermore, *IDJJ must maintain an accurate accounting of substantiated allegations and periodically analyze those allegations to make appropriate policy and procedural changes, or add additional security controls, to prevent similar acts from occurring in the future.*

Sexual victimization of youth occurs in IDJJ facilities, although there are different data as to the scope of the problem. Despite IDJJ's efforts to know of every incident of sexual harassment or sexual assault in its facilities, underreporting of these types of crimes is common among all victims of sexual abuse in the US. Anonymous victimization surveys have been used for many years to help identify the nature and scope of the problem of sexual abuse in different locations and among different populations. The anonymity and confidentiality of these types of surveys provide a vehicle for respondents to acknowledge that they have been victimized. These surveys are also useful tools for members of the law enforcement community and for leaders of organizations that care for youth or other vulnerable populations.

The National Institute of Justice (NIJ), through the BJS, has gathered information on various types of crimes for many years, as has the Federal Bureau of Investigation through the Uniform Crime Reporting System. Many states collect crimes statistics and the National Child Abuse and Neglect Data System (NCANDS), a federally sponsored national data collection effort, annually tracks the volume and nature of child maltreatment.¹¹

In a specific response to the nationwide problem of sexual harassment and assault in adult and juvenile correctional facilities, the US Congress passed Public Law 108-79, the Prison Rape Elimination Act (PREA/Act) in 2003. As part of that law, the BJS was directed to conduct periodic sexual victimization studies in US adult and juvenile correctional facilities. Since the passage of the Act, the IDJJ has participated in two of these national studies, NYSC 2008/2009 and NYSC 2012.

A. Sexual Victimization Rates in IDJJ Facilities

1. NYSC 2012 Findings

According to the findings of the most recent BJS survey - NSYC 2012, the estimated rate of sexual victimization of youth incarcerated in IDJJ facilities is 15.4% (or approximately 139 boys and girls). This percentage is derived from the number of IDJJ youths who, in

¹¹ The federal Child Abuse Prevention and Treatment Act (CAPTA) was amended in 1988 to direct the Secretary of the Department of Health and Human Services (DHHS) to establish a national data collection and analysis program (NCANDS) that would make available state child abuse and neglect reporting information (42 U.S.C. 5101 et seq.; 42 U.S.C. 5116 et seq., Public Law 100-294 passed April 25, 1988).

anonymously responding to the survey, indicated that they had been sexually victimized by a staff member or by another youth in an IDJJ facility between January 2011 and September 2012 - regardless of whether or not they had previously reported the victimization to IDJJ authorities.

This percentage is substantially higher than the national sexual victimization rate of 9.5% for incarcerated youth, also reported in NYSC 2012, and the estimated rates of sexual victimization for each IDJJ facility as anonymously alleged by youth in the NSYC 2008/2009 (see below).

The BJS gathered data for the NSYC 2012 in July and August 2012 from youth in all of the IDJJ facilities, except Murphysboro. The youths were anonymously queried, via computer, as to whether they had been sexually victimized at their facility during the previous twelve months, or since their admission if less than twelve months prior. Valid responses were obtained from 451 boys and girls, representing approximately 50% of the youth population at the time.

For purposes of the NYSC 2012 and NYSC 2008-2009, and as used in this report, “sexual victimization” is defined as “any forced sexual activity with another youth (nonconsensual act and other sexual contacts), and all sexual activity with facility staff.” “Other sexual contacts” are defined as “kissing on the lips or another part of the body, looking at private body parts, being shown something sexual, such as pictures or a movie, and engaging in some other sexual act that did not involve touching.”

The following table includes the estimated rates of victimization for IDJJ facilities from both NYSC studies.

**Estimated Rates of Sexual Victimization of Youth in IDJJ Facilities:
NYSC 2012 and NYSC 2008-2009**

YIC	2012 Total	2012 Youth/Youth	2012 Staff/Youth	2008-09 Total	2008-09 Youth/Youth	2008-09 Staff/Youth
Chicago	13.5	0.0	13.5	0.0	N/A	N/A
Harrisburg	15.7	1.0	14.7	11.8	3.4	11.8
Joliet	21.1	1.8	20.0	13.9	1.5	13.9
Kewanee	14.8	5.4	12.0	9.8	4.1	5.7
Murphysboro	N/A	N/A	N/A	0.0	N/A	N/A
Pere Marquette	N/A	N/A	N/A	N/A	N/A	N/A
St. Charles	5.1	0.0	5.1	10.2	0.8	9.3
Warrenville	13.0	13.0	4.3	11.4	11.4	6.8
IDJJ Facilities	15.4	2.6	13.7	N/A	N/A	N/A
National Rates	9.5	2.5	7.7	12.1	2.6	10.3

2. Substantiated Allegations of Sexual Victimization in IDJJ Facilities

Between January 1, 2011 and December 31, 2012, youths in IDJJ facilities made allegations of sexual victimization against a staff member 4 times, and allegations against another youth 17 times. Each of these allegations was investigated by IDJJ's internal investigators or, in the cases of allegations made against a staff member, by an Illinois Department of Corrections (IDOC) investigator. As illustrated in the following table, six of these allegations were substantiated through IDJJ's investigative process, resulting in an estimated victimization rate of .006%.

The following chart compares the estimated victimization rate as determined by IDJJ records and the estimated victimization rate as found in NSYC 2012.

IDJJ/NYSC Estimated Sexual Victimization Rates: 2011 - 2012

IDJJ Data 1/1/2011 through 12/31/12 ¹²	Number of Allegations Received	Number of Allegations Substantiated	Estimated Victimization Rate ¹³	NYSC 2012 Estimated Victimization Rates - IDJJ 1/1/2011 - 9/30/12
Staff/ Youth	4	1 pending ¹⁴	.001	13.7
Youth/Youth	17	5	.005	2.6
Totals	21	6	.006	15.4

3. Staff Observations Regarding Sexual Victimization Rates

Everyone interviewed agreed that sexual abuse of youth occurs within IDJJ facilities. Some IDJJ staff members and executives, however, believed that the estimated sexual victimization rates in the NYSC 2012 were higher than the actual rate of sexual victimization in IDJJ facilities and suggested that the high rates were possibly caused by these factors:

- ✓ Youth often exaggerate, brag, and lie about sexual activity.
- ✓ Many youth take daily medications that could impact their ability to understand the survey questions.
- ✓ Some youth have limited reading comprehension and computer skills.
- ✓ Some youth are immature and make false claims only to "mess with" another youth or a staff member.
- ✓ The survey was not an actual investigation of facts as it only required yes or no responses to questions.
- ✓ A very small number of respondents came forward with new allegations during the survey.¹⁵

¹² The NYSC 2012 survey period terminated on 9/30/12 but IDJJ data were obtained through 12/31/12.

¹³ Based on an average IDJJ population of 900 youth.

¹⁴ For purposes of this review, pending is counted as substantiated.

- ✓ The youths who responded that they were sexually victimized were actually recalling previous victimization.

The BJS incorporated several design features to reduce the types of errors that could result from the factors described above, including the use of an audio-assisted questionnaire delivered via headphones to address low levels of literacy; the use of “hot words” highlighted in a different color which youths could access if they were uncertain about a definition; range checks for selected questions to guard against unrealistic values; and logic checks that asked youths to verify their responses. To assist youths who were having difficulty with the survey, the computer flagged those who spent a long period of time in particular sections. A researcher was always available to help youths and observe that they were physically capable of participating in the survey.

Although the NSYC 2012 victimization estimates are far higher than IDJJ investigative data reflect, the consistencies regarding the nature and scope of the sexual victimization among the states suggest that NYSC 2012’s data are more reliable. One Superintendent stated that, “either the NSYC data are better than the IDJJ data or kids tell more lies in Illinois than they do in other states.”

B. Determining the Scope of Sexual Victimization in IDJJ Facilities

The full scope of the problem of sexual victimization of incarcerated youth in IDJJ facilities cannot be determined with certainty due to youth underreporting; the failures of staff members to advise superiors or investigators of incidents of sexual misconduct and “red flag” behaviors; inconsistent and inadequate investigative record keeping; and the use of the “ticket” system to address youth sexual misconduct.

1. Victim Underreporting

Most of the IDJJ executives and staff and juvenile justice experts who were interviewed believed that the true sexual victimization rate of IDJJ youth was “probably closer” to the 15.4% as reported in NYSC 2012 than to the <1.0 % rate indicated by IDJJ’s data. The interviewees most often attributed this discrepancy to victims who did not report their abuse to an IDJJ authority.

Underreporting of sexual abuse is very common and, in fact, part of the reason for the BJS’s victimization studies. Embarrassment, fear of retaliation and a sense that no one will believe their stories are reasons often given by victims as to why they did not report their abuse. Particularly in correctional facilities, reporting abuse can cause the victim to be “branded” by others as particularly weak or vulnerable, thus increasing their risk of abuse by another perpetrator. Some victims who have been abused in the past may not consider abuse to be abnormal in the way that other boys and girls would¹⁶ and some victims develop risky sexual behavior.¹⁷ Other victims do not report because they enjoy the sexual

¹⁵ Seven allegations were brought forward by youths participating in the survey. Of these, only one pertained to sexual abuse.

¹⁶ Melissa A. Polusny, “Long-term Correlates Of Child Sexual Abuse: Theory And Review Of The Empirical Literature,” *Applied and Preventive Psychology*, 4:3, pp. 143-166 (1995).

¹⁷ Kimberly A. Tyler, “Social and Emotional Outcomes of Childhood Sexual Abuse: A Review Of Recent Research,”

Aggressive and Violent Behavior, 7:6, pp. 567-589 (2012).

activity and attention. In the case of sexual relations with a staff member, the victims may experience a sense of power and control they otherwise lack in the institution.

2. *Failures of Staff to Report Sexual Misconduct and “Red Flag” Behavior*

Some employees suggested that the failure of some staff members to report suspected or observed sexual misconduct to superiors or investigators also contributed to the discrepancies between the NSYC 2012 and the IDJJ estimated rates of sexual victimization. A few individuals described an “unwritten code” among some staff members that makes it unacceptable to “rat out” another staff member. One senior employee stated that he would probably not report “red flag” behavior to a superior because he previously told an Assistant Superintendent about a teacher who was acting inappropriately with the boys at the facility and the Assistant Superintendent did not take any action. IDJJ employees are required to report violations, or attempted violations of criminal law to their supervisors and can be disciplined if they fail to do so.¹⁸

3. *Inconsistent and Inadequate Investigative Record Keeping*

Another issue that may impact the accuracy of IDJJ’s statistics involves the management of its investigative records. In most of the facilities visited, the records were well maintained and the Deputy Director of Operations and the Department’s “Investigative Coordinator” were very knowledgeable about the status of the investigations. However, the investigative records of one facility were difficult to locate, and its log books were incomplete, e.g., investigators had not fully recorded the pertinent details of incidents in one log book and in another, there were no entries between January and August 2013. Investigative records for IYC Joliet were also difficult to locate.

The electronic database that IDJJ uses for tracking investigations has no mechanism for identifying or segregating the sexual victimization cases from other types of investigations. The “ticket” process, described later in this Chapter, is not integrated into the electronic database. IDJJ is aware of this shortcoming in their record keeping system and is in the process of implementing “Youth 360” - an electronic data management system that is expected to provide a more effective and efficient method of tracking investigations.

C. The Nature of Sexual Victimization in IDJJ and Other Juvenile Correctional Facilities

According to the NSYC 2012 and IDJJ investigative data, *the nature of the problem of sexual victimization and of other sexual contact of youth in IDJJ facilities ranges from a youth being shown something sexual to forced sexual activity, and is consistent with the nature of sexual victimization and other sexual contact in juvenile facilities in other states.* This is also consistent with the nature of the problem of sexual victimization in society in general.¹⁹

Some common findings relating to the problem of sexual victimization of youth in all correctional facilities identified in NSYC 2012 are discussed below. These findings, especially as compared to IDJJ estimated data, are important to recognize and understand when

¹⁸ 20 Illinois Administrative Code, section 120:90; Section 120.100.

¹⁹ Child Sexual Abuse, www.rainn.org/get-information/types-of-sexual-assault (2013).

developing and implementing policies, procedures and security controls intended to prevent such occurrences.

1. *Staff Victimization of Youth*

Youth are more frequently victimized by staff than by other youth. In the NYSC 2012, 2.5% of all youths surveyed anonymously reported sexual victimization by another youth, but 7.7% of youths anonymously reported staff sexual misconduct. Similarly, 2.6% of IDJJ youths anonymously alleged victimization by another youth, and 13.7% anonymously alleged sexual misconduct by a staff member.

In each of the IDJJ facilities, except for Joliet, the youth more often alleged that the staff member *did not use force* to make him or her participate in a sexual act. This is also consistent with the national findings and depicted below.

Alleged Use of Force in Sexual Misconduct by IDJJ Staff

IYC	Force Reported	No Report of Force
Chicago	5.4%	8.1%
Harrisburg	4.9%	8.9%
Joliet	12.4%	6.2%
Kewanee	4.3%	6.0%
St. Charles	1.7%	5.1%
Warrenville	0.0%	4.3%
National Findings	3.1%	4.3%

Comments received from juvenile justice and mental health experts and staff who work regularly with youth suggested that these percentages reflect certain characteristics of youth such as their frequent, heightened interest in sexual activity; their perception of staff as “powerful” and thus, the futility of resisting sexual contact; and the opportunity to “control” some aspect of their environment by having sexual contact with a staff member.

NYSC 2012 also pointed out that, on a national basis, staff members who were most likely to sexually victimize youth were female. 89.1% of the males who alleged sexual activity with staff stated the perpetrators were female; although 3.0% of the males reported sexual activity with both male and female staff.

Of the youth who were sexually victimized by staff members, 12.3% were offered protection by the offending staff member and 21.5% were given drugs or alcohol to engage in sexual contact. In 46.3% of the incidents, the youth actually took the initiative for the sexual contact. There was insufficient IDJJ data to compare with the NYSC 2012 data in the categories of sex and age of the offender or grooming techniques.

2. Sexual Victimization between Youth

The frequent, heightened interest in sexual activity of teen-aged youth is also a factor in the incidence of sexual victimization between youth in juvenile justice facilities. “Other sexual conduct”, such as showing pornographic material to another youth, or being observed masturbating is not rare among youth who are not in IDJJ facilities. Thus, confined youth may have some difficulty understanding the reasons for the institutional rules prohibiting such behavior, or may simply choose to ignore them.

Although IDJJ youth are prohibited from consenting to sexual activity, the NSYC 2012 data suggest that youth willingly participate in sexual activity with one another more often than they “do not consent” to the sexual acts. IDJJ estimated data, as shown below, is consistent with NYSC 2012’s estimated national findings.

Youth on Youth Sexual Acts in IDJJ Facilities: NSYC 2012

IYC	All Youth on Youth Sexual Acts	Nonconsensual Youth on Youth Sexual Acts
Chicago	0.0%	0.0
Harrisburg	1.0%	1.0%
Joliet	1.8%	1.8%
Kewanee	5.4%	2.6%
St. Charles	0.0%	0.0%
Warrenville	13.0%	9.1%
National	2.5%	1.7%

3. Sexual Victimization at IYC Joliet

There was 1 substantiated allegation of sexual victimization at IYC Joliet between January 2011 and September 2012; however, the NSYC 2012 estimated sexual victimization rate for Joliet was determined to be 21.1%. In other words, approximately 1 out of 5 boys in that facility anonymously alleged that he was sexually victimized during that time period. *This discrepancy cannot be fully explained without obtaining and verifying the details of the sexual victimization from the surveyed youths.*

A former IYC Joliet Superintendent stated that, while he did not believe that as many as 1 in 5 boys was sexually victimized in that facility, it is possible that some boys may have been involved in what they perceived as “consensual” sexual activity and chose not to report it. Prior to its closing in February 2012, IYC Joliet was one of two maximum security facilities for boys. The average age of its population was 17 and the facility housed over 150 boys who were over age 17. The Superintendent and some mental health experts interviewed suggested that the age, character, sexual experience and sexual interests of these boys may have influenced their responses to the NSYC 2012. Some interviewees who worked with older, male youth, reported that they occasionally observed the youth “flirting” and attempting to “talk sex” with female security staff.

4. Other Sexual Misconduct - IDJJ's "Ticket" System

IDJJ staff members issue "tickets" to youth for various rules infractions or offenses and many minor sex offenses are dealt with through this process. An "Adjustment Committee" (Committee) comprised of various staff members, reviews and adjudicates each ticket. All Committee members are required to take a 6-hour training course at the IDOC Training Academy prior to participating in the adjudication process.

Tickets related to sexual victimization fall into one of two categories:

#107 Sexual Misconduct - defined as, but not limited to, engaging in sexual intercourse, sexual conduct, or gesturing, fondling or touching done to sexually arouse, intimidate or harass either or both persons, or engaging in any of these activities with an animal.

#108 Sexual Assault - defined as, but not limited to, causing unwilling contact between the sex organ of one person and the sex organ, mouth or anus of another person or any intrusion of any part of the body of one person or object into the sex organ or anus of another person by use of force or threat of force, including pressure, threats, or any other actions or communications, by one or more persons, to force another person to engage in partial or complete sexual act.

Between January 2011 and December 2012, 320 tickets were issued to youth for #107 offenses. Following review(s) by the Adjustment Committee(s), 135, (42%), of the incidents were found to be substantiated, i.e., the youth was guilty of the offense. Based on an average daily population of 900, approximately 15.5% of IDJJ youths were "found guilty" of some sort of sexual misconduct.²⁰ It is possible that the some of this sexual misconduct is reflected in the responses of IDJJ youth to the NYSC 2012 survey and may help to present a clearer picture about the type of environment in which sexual victimization occurred.

The maximum penalty for a juvenile offender found guilty of a #107 or a #108 violation is a 1 year delay in their appearance before the parole review board. Ticket records are maintained by the facility investigator and included in the facility's youth record; however, no analysis of the circumstances of the n or statistical review is conducted. Based on the circumstances of the ticket, however, the Adjustment Committee may make recommendations for new or modified procedures to prevent similar incidents from occurring in the future. As the IDJJ continues to work toward meeting all PREA standards, and implements "Youth 360" data management software, all tickets will be included in the investigative statistics.

²⁰ Data are not available to determine the number of youths who may have received more than one ticket.

IV. IDJJ Policies, Procedures and Security Controls to Prevent, Report and Respond to Sexual Victimization of Youth

Since IDJJ's creation in 2006, the Department has had policies and procedures in place to prevent, report and respond to allegations of sexual abuse of youth in its facilities.²¹ These policies and procedures are found in several Administrative Directives, Institutional Directives, the Code of Conduct for IDJJ employees and the youth handbooks of each facility, and have been developed and modified to capture "best practices" from other correctional facilities. IDJJ has also enhanced its security controls to address problems unique to one or more IDJJ facilities, and to mitigate safety risks. However, *IDJJ's policies, procedures and security controls for preventing, reporting and responding to allegations of sexual victimization need updating and more diligent enforcement.*

Director Bishop has already displayed his commitment to improving existing policies by directing a staff member to update those policies. He has also begun the process of complying with the new PREA standards by appointing a Departmental PREA Coordinator, designating PREA Coordinators for each IDJJ facility, and by providing PREA training to key staff members. He has also directed the IDJJ's General Counsel and IDJJ Chief of Staff to ensure that the Department works to develop a remedial plan of action based on the recent report and recommendations as required by the Consent Decree.

A. Prevention of Sexual Victimization in IDJJ Facilities

IDJJ has policies and procedures in place that prohibit improper sexual contact between youth and between staff and youth. Every youth entering an IDJJ facility undergoes an "orientation" where he or she is verbally apprised of the policies prohibiting sexual contact and provided with a facility handbook that describes those prohibitions. The rules state that physical contact such as hugging, kissing, and holding hands or other sexual contact is prohibited. Verbal, written or gestured references to gangs, sex, violence, alcohol, and drugs are also prohibited. Youth are not permitted to write or pass notes/letters to other youth and exchanging addresses and/or phone numbers is also prohibited. Consequences for failing to follow these rules depend on the nature of the act or verbiage and range from a verbal admonishment to criminal prosecution.

Staff members are prohibited by law²² and by IDJJ policy from having any type of sexual verbal or physical contact with incarcerated youth. Furthermore, staff are prohibited from socializing, dating, becoming engaged to, marrying or cohabitating with offenders or releasees. Staff members receive training regarding these prohibitions as well as the PREA standards during their initial training and through annual "cycle" training. Juvenile Justice Specialists and Juvenile Justice Supervisors and the Chief Security Officers are trained to be alert for "red flag" behaviors that may indicate that a staff member is inappropriately socializing with a youth - for example, revealing personal matters to a youth.

²¹ The same or similar policies were in place prior to 2006 when IDJJ was part of IDOC.

²² 720 ILCS 5/11-0.2 Section 11-9.2 Custodial Sexual Misconduct.

IDJJ contractors and volunteers are expected to adhere to the same policies regarding socializing and having verbal or physical contact with youth. The consequences for violating IDJJ policies range from verbal admonishment to termination whereas violating the law can result in the employee being criminally prosecuted.

IDJJ has policies and procedures in place to assess youths upon their arrival at IDJJ facilities. During reception and classification, and prior to receiving their room assignments, every boy and girl undergoes a series of evaluations to determine if he or she is vulnerable to sexual assault or has predatory tendencies. Each youth is then assigned to reside in the cottage or unit that appears to be most appropriate and safest for him or her.

The risk of sexual victimization, particularly between staff and youth, is increased when staff and youth are allowed to have one-on-one contact without personal or video monitoring. While it is not possible to completely eliminate all circumstances wherein staff and youth might have one-on-one contact, e.g., when youth receive medical treatment, *IDJJ's policies and procedures regarding sexual victimization need to be more specific regarding the conditions in which one-on-one contact between IDJJ staff and youth is permissible.*

In addition to IDJJ's policies and procedures for preventing sexual victimization of youth, IDJJ maintains multiple levels of safety and security controls. These measures are documented in "Post Orders", reinforced during training, and monitored by the facility's Juvenile Justice Supervisors and Chief Security Officer. All facility staff members interviewed were aware of the security controls and appeared to be following them during the on-site visits. The measures cover such areas as fire, key and lock controls, the use of tools, the use of security restraints, facility counts, sanitation, shakedown, storage and disposal of contraband, and inmate searches.

B. Reporting Allegations of Sexual Victimization in IDJJ Facilities

All of the youths interviewed indicated that they, and their fellow residents, were aware of the various ways by which they can anonymously report an allegation or knowledge of sexual victimization, or make such a report to a trusted adult. Posted signs were observed in all of the residential units that listed the three ways to report abuse and included the "Hotline" telephone number and instructions. The "Hotline" was tested and found to be functional. Grievance boxes were observed in all of the residential units visited and telephones were available for outside calls, pursuant to each facility's policy.

PREA standards require that by 2017, youth have an alternate method of reporting an allegation of sexual victimization that is external to the institution. While IDJJ youth have various ways to report sexual abuse or sexual misconduct, all are internal mechanisms. The IDJJ is working with the DCFS to determine if that is the appropriate external agency to receive allegations from IDJJ youth.

C. Responding to Allegations of Sexual Victimization in IDJJ Facilities

1. Victim Care.

IDDJ has procedures in place that provide for the immediate care of a youth who alleges that he or she has been sexually victimized. These procedures include providing immediate medical care and counseling to the alleged victim, separating the youth from the alleged offender(s) and placing the youth in protective custody, if necessary.

An investigation is immediately initiated and notifications are made to the facility's Superintendent, the Deputy Director of Operations and, depending on the age of the youth, to the DCFS.

2. Investigative Procedures

The Deputy Director of Operations oversees the internal investigations of the IDJJ and refers allegations of custodial staff misconduct to the IDOC, or in some cases to the ISP, for investigation.²³ Local law enforcement agencies and the ISP are notified of criminal acts and it is up to those agencies to present the evidence of the case to the State's Attorney Office. IDJJ's MOU with ISP predates the establishment of IDJJ in 2006 and needs to be updated.

Only the Director, the Deputy Director of Operations and the facility Superintendents are authorized to open investigations. These investigations are conducted by one or more IDJJ investigators who report directly to the Superintendent of the facility to which they are assigned. The investigators also investigate allegations of non-sexual misconduct and travel among the various facilities to assist one another as needed.

The response and investigative protocols for investigating allegations of sexual misconduct between youth or between staff and youth are similar. While there is some inconsistency among the facilities in terms of which staff member notifies DCFS of an allegation involving a juvenile, the normal investigative procedure is logical, complete, and consists of the following steps:²⁴

When a complaint is received by a youth, the staff member

- ✓ Immediately ensures the youth is safe from further alleged victimization
- ✓ Reports the allegation to his or her immediate supervisor
- ✓ Documents the allegation in an Incident Report

Once the immediate supervisor is notified of the allegation, the supervisor

- ✓ Ensures that the youth is safe from further alleged victimization²⁵
- ✓ Separates the alleged perpetrator (if another youth) from all other youth and places him or her on "Investigative Status" or "Administrative Hold"

²³ The Deputy Director of Operations is responsible for the daily operations of IDJJ's facilities as well for overseeing the IDJJ's internal investigative process and for its liaison with IDOC and the ISP. The Deputy Director does not have an administrative assistant to support this important oversight role.

²⁴ AD 04.01.301 established IDOCs internal instructions for "Inmate Sexual Assaults - Prevention and Investigation" in 1997.

²⁵ Some of the investigative steps are intentionally repeated.

- ✓ Contacts Medical and Mental Health personnel to examine the alleged victim and the alleged perpetrator
- ✓ Verbally contacts the facility Superintendent
- ✓ Completes an Incident Report

Once the Superintendent is notified, the Superintendent

- ✓ Ensures the youth is safe from further alleged victimization
- ✓ Removes the alleged perpetrator (if a staff member) from having all contact with youth
- ✓ Reports the allegation to the Deputy Director of Operations
- ✓ Reports the allegation to the facility's PREA coordinator
- ✓ Directs the facility's investigator to interview the youth and notifies appropriate staff
- ✓ Instructs the facility's investigator to preserve all pertinent evidence
- ✓ Secures the room and/or area if applicable
- ✓ Contacts mental health and/or crisis team member for a mental health assessment of youth, if appropriate
- ✓ Completes an Incident Report
- ✓ Collects and reviews all incident reports, statements and other pertinent information and forwards to appropriate Executive Staff
- ✓ Follows up with the Deputy Director and/or criminal investigators
- ✓ Contacts DCFS if the alleged victim is 17 years old or younger
- ✓ Assists and provides information to the appropriate investigative agency
- ✓ Refers substantiated allegation(s) to the Deputy Director for appropriate administrative disciplinary and criminal actions

3. *Case Tracking.*

There are two case tracking systems used by the IDOC and IDJJ: the Consolidated Listing of Incidents and Crimes (CLIC) which is used by the IDOC and IDJJ; and the Institutional Listing of Incidents and Crimes (ILIC) which is used by the IDJJ. An IDOC employee maintains both systems but the initial and subsequent entries to these systems are made at the local (facility) level by internal affairs (investigative) personnel. Neither system is sufficient for integrated case management because, among other things, neither system prompts supervisory reviews, includes a mechanism to determine if a supervisory review has been conducted, collects statistical data, or provides a way to determine the type of allegation being investigated.

Information is not always entered into IDJJ's ILIC system in a timely manner because the investigators often do not have the time to make the entries, and/or they have no administrative staff to assist them. *Without current ILIC information, IDJJ leadership is unable to review adequately allegations of sexual victimization and make policy changes or add security controls if appropriate.*

4. *Substantiated Allegations against a Staff Member*

Depending on the nature of the substantiated allegation and the recommendation of the facility Superintendent, a staff member who is found to have committed custodial sexual

misconduct or socialized with a youth will be disciplined and possibly terminated. Director Bishop's zero-tolerance policy is clear that no staff/contractor/volunteer who sexually assaults a youth in an IDJJ facility can work or volunteer for the IDJJ.

D. PREA Standards and IDJJ Policies, Procedures and Security Controls

The main objective of PREA is to curb prison rape by ensuring that state and federal correctional facilities establish or maintain a "zero-tolerance" policy for sexual assaults. PREA also authorized research and information gathering about sexual victimization and directed the US DOJ to develop national standards to help prevent incidents of sexual violence in adult prisons and juvenile correctional facilities.

By 2017, the IDJJ is expected to be in full compliance with the PREA standards for juvenile correctional facilities. To ensure that compliance, the IDJJ will be audited by a specially trained team of PREA auditors. These auditors will review IDJJ's policies and procedures pertaining to the sexual abuse and harassment related issues.

V. Conditions of Risk for Sexual Victimization in IDJJ Facilities

There are conditions in IDJJ facilities that continue to present a risk for sexual victimization of youth. These conditions include unmonitored indoor and outdoor spaces, inadequate staffing, and inconsistent compliance with policies, procedures and security controls. IDJJ leaders have recognized these risks and have attempted to mitigate them by securing additional funding for capital expenditures, and providing additional training and oversight to staff.

A. Unmonitored Indoor and Outdoor Spaces

Numerous locations within IDJJ facilities where there is risk that a sexual assault could occur are not monitored by a camera system or a posted Juvenile Justice Specialist. The use of video monitoring systems is a key deterrent to misconduct and is consistently used in adult and juvenile facilities throughout the country. These systems can be used to provide direct evidence of misconduct and also protect staff and youth from false allegations.

Although IYC Kewanee, the newest of the facilities, has a camera monitoring system that is superior to those in the other facilities, it also has several key locations where additional cameras should be installed. IYC St. Charles, with its numerous housing units, extensive acreage, vegetation and abandoned buildings has cameras only in the gate areas. IYC Joliet, now closed, had no video monitoring capabilities. Cameras at some of the facilities were inoperable. There were also indoor and outdoor locations in some of the facilities where additional lighting would make movement of youth safer for youth and staff. A major project to install new cameras in all IDJJ facilities is underway but still may not cover all areas where sexual victimization can occur.

New camera systems and other technology could also be useful when monitoring youth movement at the facilities, transporting youth to court, and dealing with high risk or special treatment youth. Camera systems can also be used to facilitate court appearances as well as attorney and family visits.

The Deputy Director and Chief Security Officers do not regularly seek out new technologies for the facilities. This is due, in large part, to the fact that IDJJ has not received sufficient funding in recent years to make many of the technical or capital improvements necessary to reduce the risk of sexual victimization. Also, according to several individuals interviewed, some staff members are concerned that the Department would use advanced camera systems to monitor them, rather than to monitor youth.

B. Inadequate Staffing

One of the most evident safety-related issues that exists statewide is inadequate staffing in IDJJ's operational areas. Nearly every IDJJ employee interviewed cited the lack of staffing as IDJJ's greatest challenge in providing a secure environment for youth. The staff/youth ratios vary considerably among the facilities:

IDJJ Staff/Youth Ratios by Facility

IYC	Staff ²⁶	Youth	Staff/Youth Ratio
Chicago	87	110	1/1.26
Harrisburg	245	197	1/.8
Kewanee	184	240	1/1.3
Pere Marquette	44	39	1/.89
St. Charles	218	286	1/1.3
Warrenville	124	43	1/.35

Lack of staffing was attributed to an inadequate number of authorized staffing levels (headcount), but also to the frequent reassignment of Juvenile Justice Specialists from post to lengthy, time-consuming court transports. The slowness of the hiring process caused by the requirement that every hiring action be approved by the Governor’s Office and the policy that new positions be vested with the appropriate union, also contribute to the problem.

Frequent and long-term absences and routine tardiness in reporting for duty by some IDJJ facility staff also directly impact the ability of the IYCs to maintain sufficient staff/youth ratios on all shifts and indirectly increase the risk of sexual victimization at the facility. Notwithstanding the shortage of authorized positions, there are currently significant numbers of staff members on medical or administrative leave in some facilities. For example, in July 2013, 20% of the security staff at IYC St. Charles was on Worker’s Compensation leave. Staffing assignments require frequent rescheduling due to these absences, especially if other employees fail to call in and do not show up for work.²⁷

Long-term absences such as these necessitate that other employees “cover” shifts for the absentees or be “temporarily assigned” to the absentee’s position. Since the positions cannot be filled by a new hire because there is technically not a vacancy, the result is a “shell game” of personnel where inattention to youth or failure to monitor staff is the possible result. Furthermore, staff shortages can make it more dangerous for Juvenile Security Specialists to respond to hostile incidents among youth or between youth and other staff members.

The IDJJ is preparing to draft and implement a new staffing plan to comply with PREA standards. Those standards, which do not become effective until 2017, require secure juvenile facilities to maintain minimum security staff ratios of 1:8 during resident waking hours, and 1:16 during resident sleeping hours, except during limited and discrete exigent circumstances.

²⁶ Numbers include all staff, regardless of position.

²⁷ Pursuant to union agreement, employees are “suspended” after their fifth unauthorized absence but actually work and are paid. An employee only serves a suspension for his or her last offense prior to discharge. Employees cannot be terminated for this behavior until they have accumulated 12 unauthorized absences within a 24-month period. AFSCME Council 31 Agreement between State of Illinois Department of Central Management Services and American Federation of State, County and Municipal Employees, Council 31 (AFSMCE) AFL – CIO, Sept. 5, 2008 – June 30, 2012, pp. 247-249.

The *quality* of the staff member is as important as the number of staff present. Many staff members interviewed were specific about this issue, stating that while more staff is needed, “it has to be the right staff.” This is consistent with IDJJ’s legislative mandate that the Department hire and assign persons who have the “necessary talents, skills and abilities to perform the tasks required to promote the philosophy of balanced and restorative justice...” and “provide treatment and services through a comprehensive continuum of individualized educational, vocational, social, emotional, and basic life skills to enable youth to avoid delinquent futures and become productive, fulfilled citizens.”

In his Expert Report, Dr. Krisberg stated that two-thirds of the youth he recently interviewed in IDJJ facilities did not feel safe.²⁸ Several youth reported that they were often verbally abused by IDJJ staff in a demeaning way and sometimes a staff member would “play the gay role” and talk sexually with the youth to tease him or her. Other youth indicated that staff members are physical with them and “wrestle around.”²⁹ These observations were similar to those made by some staff when describing the immaturity and inexperience of some, especially newer and younger, Juvenile Justice Specialists. One Chief Security Officer recalled a situation in which a Juvenile Justice Specialist was assigned to staff a post in a residential unit, at night, on her very first shift because of a staffing shortage. All of the Chief Security Officers agreed that there was a need for Juvenile Justice Supervisor to provide more mentoring and shadowing opportunities to new Juvenile Justice Specialists.

Several IDJJ executives and Chief Security Officers pointed out that if a Juvenile Justice Specialist or Juvenile Justice Supervisor lacks initiative, fails to follow policies and procedures or is otherwise ill-suited for the position, the risk to youth is increased. Some interviewees also described two distinct security cultures in IDJJ that are also addressed in the Expert Report. The culture of the newer Juvenile Justice specialists is reflected in their commitment to the concept that youth should be treated differently than imprisoned adults and that all staff members play a role in youth rehabilitation. The viewpoint of those of the other culture is that the youth should be treated in the same manner as adult prisoners. According to some staff members interviewed, these differing attitudes sometimes create friction among Juvenile Justice Specialists in the workplace that some youths might use to their advantage.

C. Inconsistent Compliance with Policies, Procedures and Security Controls

Some staff members, on occasion, do not comply with IDJJ’s policies, procedures or security controls, or enforce rules with youth which directly increases the risk of sexual victimization. Despite the existence of appropriate security controls throughout IDJJ facilities, there are occasions when staff members do not conduct required checks of youth. Juvenile Justice Supervisors make unannounced visits to living areas to make certain Juvenile Justice Specialists are following procedures and, where required, are documenting/logging their activity; however, the Supervisors cannot monitor the Juvenile Justice Specialists all of the time.

Juvenile Justice Specialists sometimes fail to enforce rules with youth which can also lead to additional risk of sexual victimization. One facility’s youth handbook states that, “Physical

²⁸ Krisberg, p. 5, p. 17.

²⁹ Krisberg, p. 15.

contact is prohibited (hugging, kissing, and holding hands, sexual contact)". However, an employee stated that public displays of affection among the youth are common and are overlooked by some Juvenile Justice Specialists. Similarly, in some facilities it was evident that the some Juvenile Justice Specialists had not enforced other rules such as keeping rooms neat and clean and free from "tagging".

IDJJ staff/contractors/volunteers have varying degrees of maturity and levels of training and experience in dealing with incarcerated youth which can lead to inappropriate socialization, failure to maintain appropriate boundaries, and subsequent risk of custodial sexual misconduct. According to NSYC 2012, youth who had a non-forced sexual contact with a staff member also had prior personal contact with that staff member. In over 50% of those situations, the staff member had violated IDJJ policies by telling the youth about his/her personal life outside of work, giving the youth a special gift, or by treating the youth as special or a "favorite". Furthermore, some staff contacted youths after they were released, and, in a few instances, cohabitated with them.

There are frequent opportunities for staff/contractors/volunteers to have one-on-one contact with youth. On occasion, they meet with youth in private offices, classrooms, or other locations where sexual victimization can occur. Policies prohibiting one-on-one situations need to be made clearer, re-emphasized during training and monitored through supervisory checks. Other areas of risk such as showers, double-bunked cells, vehicles and the dietary area (kitchen) present less risk in that IDJJ has well-established security controls and monitoring systems in these areas.

D. The Problem of Idle Time

There may be a correlation between the IDJJ's inability to provide consistent, individual-specific programs, including education, for youth, and increased risk of sexual victimization. During daytime visits to every facility, certain segments of youth were observed to be idle – that is, the youth were not engaged in any meaningful activity or established program. In his Expert Report, Dr. Krisberg also observed, "... idleness is endemic (at IDJJ facilities) ... youth are often idle and confined to their rooms for many hours during the day." He added, "Youth at these understaffed facilities are not getting an adequate amount of pro-social activities during a typical day. When out of their rooms, the standard activities for most IDJJ youth involve sitting in the day rooms, playing card games ... or watching television. The lack of staff also creates a perception of lack of safety on the part of the youth and the staff."³⁰ Additional study in this area is warranted.

³⁰ Barry Krisberg, Ph.D., "Expert Report on Safety and Welfare Issues", Report to the court in re: R.J., B.W., D.F., and M.D., on behalf of all similarly situated persons, by their next friend Jeffrey Shaman vs. Arthur D. Bishop in his official capacity as Director of the Illinois Department of Juvenile Justice (Case No. 1:12-cv-7289), p. 9.

VI. Recommendations for Protecting Youth from Sexual Victimization in IDJJ Facilities

Director Bishop has made reducing the risk of sexual victimization of youth in IDJJ facilities a top priority of his administration. The importance of this issue demands that all juvenile justice stakeholders, including Illinois state legislators and executives, the judiciary, the DCFS, community leaders, and parents and caregivers support the IDJJ's efforts.

A. Recommendations

Based on the issues previously described in this report, the following recommendations are offered to assist the IDJJ and its partners in reducing the risk of sexual victimization in its facilities and in meeting the mandates of the Consent Decree and PREA.

1. *The IDJJ should take additional steps to prevent the sexual victimization of youth in its facilities.*
 - IDJJ should install state-of-the-art closed-circuit television cameras with recording capabilities in all facilities as set forth in the IDJJ Camera Plan (2013) as soon as possible.
 - IDJJ should repair all non-functioning cameras in its facilities and conduct operability checks during the monthly checks of security controls and annual audits of each facility.
 - IDJJ should discipline staff who fail to notify supervisors or investigators of incidents of custodial sexual misconduct or “red-flag” behaviors and “socialization” (boundary violations).³¹
 - IDJJ should promptly discipline staff who fail to comply with policies, procedures and security controls.
 - IDJJ staff should continue regularly to encourage youth during orientation and abuse awareness training to report sexual victimization to trusted adults and to provide youth with multiple accessible and confidential methods for reporting.
 - IDJJ should update its policies to prohibit one-on-one contact between staff/contractors/volunteers, except in medical situations, unless the interaction can be monitored by cameras or otherwise observed by others.
 - IDJJ should develop its own Memorandum of Understanding (MOU) regarding investigations of custodial sexual misconduct with the Illinois State Police (ISP).

³¹ 20 Illinois Administrative Code Title 20: Part 120 “Rules of Conduct” states that employees shall immediately report...a violation or attempted violation of criminal laws, or a threat to the safety and security of the facility, its property or any person...”, and that “Failure to comply with any of the...rules...may result in discipline, termination of services, or restriction from entering all or some Department facilities.”

- IDJJ should utilize outside experts to augment its annual training to executives and staff/contractors/volunteers about their roles as mandated reporters, prohibited sexual contact and PREA standards.
 - IDJJ should evaluate the character and integrity of potential employees/volunteers through in-depth interviews of applicants, references, neighbors and associates and require that IDJJ contracted agencies do the same for their employees.
 - IDJJ should conduct an in-depth analysis of recent employee grievances, terminations and appeals to obtain data that could guide future union agreements and Departmental policies to protect youth.
 - New Juvenile Justice Specialists should be assigned to “shadow” senior Juvenile Justice Specialists for a suitable period of time before being assigned to work alone; and Juvenile Justice Supervisors should pay particular attention to the performance of new Juvenile Justice Specialists.
 - IDJJ should continue to work with the Governor’s Office, the General Assembly and Illinois Central Management Services to enhance and expedite the hiring process to fill vacant positions at all levels of IDJJ.
 - IDJJ should seek approval for hiring additional administrative support throughout the Department, and re-institute the Worker’s Compensation Monitor position.
 - IDJJ should utilize the resources of the National Law Enforcement and Corrections Technology Center to identify and evaluate new technologies for monitoring youth, and providing additional security for youth and staff.
2. *The IDJJ should improve its procedures for reporting and responding to allegations of sexual victimization.*
- IDJJ should revise its investigative structure to one similar to that of the IDOC in which the investigators are independent of specific facilities and report directly to the Deputy Director of Operations or other designated IDJJ executive who will be accountable to the IDJJ Director for the efficient and effective management of IDJJ’s internal investigations.³²
 - IDJJ should establish a multi-disciplinary “Critical Investigations Review Board,” composed of the Director, facility Superintendents and other executives and youth-services experts, to review on a quarterly basis all ongoing and recently closed

³² In his report to the court, Dr. Barry Krisberg recommended that IDJJ “strengthen and fund IDJJ internal investigations of staff misconduct.” Barry Krisberg, Ph.D., “Expert Report on Safety and Welfare Issues” (Expert Report), Report to the court in re: R.J., B.W., D.F., and M.D., on behalf of all similarly situated persons, by their next friend Jeffrey Shaman vs. Arthur D. Bishop in his official capacity as Director of the Illinois Department of Juvenile Justice (Case No. 1:12-cv-7289), p. 5, p. 17.

investigations of alleged sexual victimization to ensure that all cases are thoroughly investigated, that culpable staff and youth are appropriately disciplined, and that additional protective measures are implemented as needed.

- IDJJ investigators should receive additional internal and external training regarding the investigation of custodial sexual misconduct and other types of sexual abuse.
- IDJJ should complete the implementation of the “Youth 360” data management system to create a more efficient, electronic method to capture, retain and integrate specific investigative data that includes information from the “ticket” system, and provides an automatic follow-up mechanism to promote timely supervisory case reviews and case dispositions.
 3. *IDJJ should communicate openly and regularly with youth, parents/caregivers, staff and stakeholders regarding the protection of youth from sexual victimization and other types of harm.*
- IDJJ should publish and post on its website an annual report regarding substantiated incidents of physical abuse and sexual victimization of youth.
- IDJJ should develop a formal communications plan, update its website, and using multiple delivery methods, regularly convey information to youth and their parents regarding preventing, reporting and responding to sexual victimization in its facilities.

B. IDJJ’s Challenges in Protecting Youth

1. Staffing

During this review, employees and stakeholders raised several issues that present administrative and operational challenges to IDJJ leaders. While these issues do not directly impact the risk of sexual victimization of youth, they can draw an executive’s attention away from safety matters or cause him or her to be “spread too thin.” For example, it is not uncommon for a facility to have vacant positions at the Assistant Superintendent level, or for the facility to have an Acting Superintendent or Acting Assistant Superintendent(s).

There is also frequent turnover of personnel in these key positions. For example, between January 2011 and July 2013, there were 4 different Superintendents at IYC Chicago, 3 at IYC Pere Marquette and 3 at IYC St. Charles.

Without sufficient time and assistance, IDJJ executives and Superintendents may be unable to conduct thorough examinations of existing or emerging problem areas, and to identify and implement solid solutions. These distractions prevent the continuous improvement of the IDJJ and detract from its core mission of reducing recidivism by preparing its youth for community release. Moreover, when these vacant positions are filled on a temporary basis by individuals in lower level positions, the “ripple effect” may ultimately impact the Juvenile Justice Specialist complement and increase risk of physical harm for youth, as well as for staff.

Vacancies and lack of administrative support also challenge the Director's Office and his key deputies. Neither the Deputy Director of Operations, the Deputy Director of Programs, the Chief of Staff, nor the Chief Legal Counsel have support staff, although they occasionally receive "goodwill" assistance from IDOC employees as their time allows. Attracting qualified individuals to the executive level vacancies is made difficult by the fact that these positions do not have adequate support staff, some IDJJ facilities are located in remote communities, the incumbents do not receive cost-of-living raises, and the annual compensation is much less than that of some subordinates.

2. Financial Support

Governor Pat Quinn has consistently introduced a budget that is sufficient for the Department's needs in caring for youth, however the General Assembly has not provided the full amount of the requested funds. These "cuts" have impacted the IDJJ by increasing the time required to fill vacant positions and by reducing the amount of funds available to maintain inventory and supply levels. When necessary to meet the financial obligations and pressures of the Department, however, the Governor's Office has worked with the General Assembly to restore funding and meet specific needs.

Despite those efforts, the lack of approval of a bill for capital expenditures has negatively impacted the maintenance and updating of the youth centers. The results of the deferred maintenance were obvious at most facilities, notwithstanding some safety modifications recently made to several cottages at IYC St. Charles.

Inaction in other areas, such as reconfiguring yards and fencing and removing hazardous and condemned buildings where misconduct can occur, creates additional safety risks for youth and staff. The Governor's Office has also put forward a new capital bill each year to address these issues; however, the General Assembly has not enacted the legislation or approved the necessary capital funding.

3. Staff Commitment to the IDJJ Vision and Mission

The vast majority of IDJJ employees belong to one of several unions. All of the men and women of the IDJJ, regardless of their union status, as well as IDJJ's contractors and volunteers, play an important role in implementing the IDJJ vision and achieving its objectives. Every individual interviewed, whether a union member or not, understood the Department's vision, objectives and the need to protect youth. Although the employees' understanding was clear, some of the Juvenile Justice Specialists and Supervisors did not totally agree with the cultural shift from a "punishment" model to a "rehabilitative" model.

Interviewees provided strong and varied opinions about the relationship between IDJJ and the unions and especially whether any union agreement, supplemental agreement, or memorandum of understanding has any direct or indirect impact on the risk of sexual victimization of youth. Determining what the impact of these agreements might be, if any, is beyond the scope of this review. An in-depth analysis of recent grievances, terminations

and appeals would provide data, however, that could guide future union agreements and Departmental policies to further protect youth.

C. Moving Forward

IDJJ's procedures for preventing and responding to incidents of sexual victimization of youth and its internal audit process will be guided, in part, by the mandates of the Consent Decree and by the three court-appointed monitors. In addition, PREA established a system of external audits for state-run juvenile justice facilities that will include audits of IDJJ facilities.

Additional oversight from the executive and legislative branches of state government and organizations such as the John Howard Association of Illinois is essential in providing the safest environment possible in IDJJ facilities. IDJJ's partnerships with academic institutions and youth advocates, and its adoption of model practices and policies, such as the Models for Change Plan, are also critical to that effort.

Above all, by maintaining a culture of integrity among its staff, contractors and volunteers, the IDJJ vision of treating juveniles in an age appropriate manner, providing them with rehabilitative treatment, holding them accountable for their actions, and equipping them with the competencies to become productive members of society will be more ably realized.