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Governor

Arthur D. Bishop
Director

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March 16, 2012

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

Re: Illinois Department of Juvenile Justice
Illinois Youth Center at Joliet Submission

Dear Mr. Long:

Pursuant to your March 1, 2012 request regarding the proposed closure of the Illinois Youth Center at Joliet by the Department of Juvenile Justice, enclosed please find the Department's recommendation, along with the referenced economic impact study.

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

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

Sincerely,

A handwritten signature in black ink, appearing to read "Arthur Bishop", is written over the typed name and title.

Arthur Bishop
Director

**Recommendation for the Closure of
Illinois Youth Center-Joliet**

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

Submitted by:

Director Arthur Bishop

Illinois Department of Juvenile Justice

March 16, 2012

Introduction

On February 22, 2012, the Illinois Department of Juvenile Justice ("IDJJ" or the "Department") submitted its notice of proposed closure to the Commission on Government Forecasting and Accountability ("CGFA"). On that date IDJJ's total youth population was 1,060. This population level reflects a decrease from 1,193 one year earlier and a decrease from 1,409 five years earlier. As of the date of this submission, the total IDJJ youth population in all facilities stands at 1,021.

Numerous factors have contributed to the decrease in IDJJ's youth population, including programs aimed at diversion. More recently, P.A. 97-0362 amended the Juvenile Court Act effective January 1, 2012, by requiring that courts use commitment of juveniles to IDJJ only as a "last resort". It is anticipated that the impact of P.A. 97-0362 will further reduce the youth population in IDJJ. In addition, the Department anticipates that Aftercare programs will reduce the number of youth returned to IDJJ for parole violations or for new offenses after release. Such youth presently constitute approximately half of the IDJJ institutional population.

With a current population of 1,021 youth, IDJJ has significantly more bed space than is needed. There is more than enough capacity in the Department's facilities to accommodate the closure of IYC-Joliet. After the closure of IYC-Joliet, and the concurrent closure of IYC-Murphysboro, IDJJ capacity will be 1,200.

Pursuant to the State Facilities Closure Act (30 ILCS 608 5/10), IDJJ is required to provide CGFA information concerning the ten specific items listed below:

1. Location and identity of the facility
2. Number of employees affected, and the effect of the closure on those employees
3. Location to which affected employees and/or work functions would move
4. Availability and condition of land and facilities at both the current and proposed locations
5. Ability to accommodate functions and employees at both the current and any potential locations
6. Cost of operations at both the current and proposed locations along with any other related budgetary impacts
7. Economic impact on surrounding communities at both the current and any potential locations
8. Ability of the current and proposed locations to provide the infrastructure to support functions and employees
9. Impact of service delivery to both the current and proposed locations
10. Environmental impact, including the impact of costs related to environmental restoration, waste management, and environmental compliance activities

The March 1, 2012 correspondence from CGFA to IDJJ included additional requests for information, specifically:

- Transition costs and how they will be paid,
- Annual maintenance costs after closure, if any, and
- How this facility closure fits into any long-term plan.

Responses to the aforementioned items follow below:

1. Location and identity of the facility

Illinois Youth Center – Joliet
Will County

2848 McDonough St.
Joliet, Illinois 60436

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

As of February 28, 2012, the Illinois Youth Center at Joliet (“IYC-Joliet”) employed 226 staff, including facility and School District staff. This figure includes some employees on official Leave of Absence. All staff would be affected as operations of the facility as a youth center would cease effective July 31, 2012. The precise number of employees whose continued employment will be impacted cannot be estimated at this time for the reasons further addressed in Part 3 below, including that, for purposes of layoffs of bargaining unit employees, IDJJ and the Illinois Department of Corrections (“IDOC”) are treated as one agency.

3. Location to which affected employees and/or work functions would move

As noted, for the purposes of a layoff of bargaining unit employees, IDJJ and IDOC are treated as one agency. This means that impacted staff from IYC-Joliet can be offered vacancies not only within IDJJ, but in IDOC as well. Conversely, qualified IDOC employees facing layoff may be offered vacancies in IDJJ facilities, and, as CGFA is aware, IDOC has proposed facility closures as well. IDJJ and IDOC labor relations staff will collaborate to negotiate a layoff agreement with union representatives and create a coordinated process for providing IDJJ and IDOC staff the opportunity to transfer into available vacancies.

There are three other IDJJ youth centers located in the Chicago metropolitan area: IYC-Chicago is located approximately 43 miles from IYC-Joliet, IYC-Warrenville—the Department’s facility for girls—is located approximately 23 miles from IYC-Joliet, and IYC-St. Charles is located approximately 34 miles from IYC-Joliet. These facilities have a small number of existing bargaining unit vacancies for facility and school district staff. As part of IDJJ’s comprehensive plans for facility closure, some remaining facilities, including IYC-Chicago, IYC-St. Charles, and IYC-Kewanee, approximately 100 miles from IYC-Joliet, will have small increases in staff to open unused units for youth

population transferred or assigned as a result of the IYC-Joliet closure. In addition to current vacancies, IYC-St. Charles will add 30 staff and IYC-Chicago and IYC-Kewanee will each add 5 staff. Where possible, the Department intends to offer positions at these facilities to affected staff from IYC-Joliet. In addition, some facility-based staff may qualify for positions in the Aftercare Division.

As to the work functions—that is, housing and providing services to the youth population presently at IYC-Joliet—the Department is currently preparing a comprehensive transition plan. A number of the youth presently housed at IYC-Joliet will be released prior to the proposed closure date of July 31, 2012. As set forth above, the Department will increase some staffing to take remaining facilities to full capacity. Prior to closure the Department will halt assignment of new youth to IYC-Joliet. Many youth will be released on parole and some will “age-out” of the facility. Approximately 110 of the youth presently at IYC-Joliet were returned as juvenile parole violators awaiting trial on new adult charges in Cook County. Many of these youth will leave the facility prior to the proposed closure date as a result of a new adult sentence, resulting in transfer to the IDOC or county incarceration. Some may be acquitted or have charges dropped, and be resumed on parole status. The Department anticipates that approximately 100 youth presently at IYC-Joliet will need to be transferred to other facilities while still in IDJJ custody.

As detailed below, IDJJ will have capacity for 310 additional boys at facilities in the northern part of the State, which will be more than adequate to accommodate the youth population from IYC-Joliet:

IYC-Kewanee:	74 (Capacity 306, current population 232)
IYC-St. Charles:	200 (Capacity 350, current population 150)
IYC-Chicago:	36 (Capacity 130, current population 94)

IYC-Harrisburg in southern Illinois also has capacity for additional youth. The planned closure of IYC-Murphysboro, with a present population of 36 youth, will take some of that capacity. There will be more than enough bed space and flexibility to utilize all facilities to accommodate all youth within the remaining IDJJ population after both planned closures. Many youth housed at IYC-Chicago or IYC-St. Charles will likely be geographically as close or closer to their families as they are at IYC-Joliet, and with expanded capacity at IYC-Kewanee youth from Central Illinois may be closer to their families.

Contracts for services to youth provided by contract vendors, such as health care and substance abuse treatment, are subject to amendment to adjust for changing populations at existing facilities. In addition to planned staffing increases at the remaining facilities, IDJJ has an existing rehabilitation and remodeling project underway at IYC-St. Charles to convert two living units to maximum-security, which will assist in accommodation, as necessary, of maximum-security level youth from IYC-Joliet. IDJJ will have sufficient facilities appropriate for maximum-security level youth.

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

IYC-Joliet was opened as a juvenile facility in 1959. The land is owned by the State of Illinois. The property consists of a total of approximately 140 acres of land with parking lots, outdoor recreation areas and 23 buildings. Approximately 50 acres are enclosed within the secured perimeter. Buildings, with year of construction and square footage include:

Administration Building:	1863	15,795 sq ft
"Superintendent's Residence":	1920	10,896 sq ft
Administration Boiler House	1890	2,100 sq ft
Gym/Multi-purpose Building	1961	19,036 sq ft
Dorm 2	1958	11,708 sq ft
Dorm 2/4 Boiler House	1958	782 sq ft
Dorm 4	1958	11,708 sq ft
Maintenance Building	1968	20,000 sq ft
Back Gate House	1960	215 sq ft
Dorm 3	1958	13,196 sq ft
Dorm 1/3 West Boiler House	1958	912 sq ft
Dorm 1	1958	13,196 sq ft
Dorm 5	1965	9,040 sq ft
Dorm 6	1969	28,600 sq ft
Front Gate House	1973	907 sq ft
Observation Building	1978	100 sq ft
Storage Building	1978	2,400 sq ft
Academic/Vocation Building	1988	26,230 sq ft
Bar Screen Building	1997	465 sq ft
Confinement Unit	1998	11,099 sq ft
Ancillary Facility	1998	7,233 sq ft
Intensive Reint.(PRP) Unit	1998	7,233 sq ft
Dietary Building	1998	10,955 sq ft

Two parcels of land outside the secure perimeter totaling approximately 74 acres, which were not in use by IDJJ, are presently utilized by the Joliet Park District through an Intergovernmental Agreement. The Park District utilizes the land for soccer fields and has assumed responsibility for all maintenance of the land, alleviating IDJJ of those responsibilities. The Intergovernmental Agreement is subject to termination by the State at any time.

Upon closure, IDJJ will vacate the facilities and deem them excess property for appropriate handling by Illinois Central Management Services ("CMS").

As set forth above, the Department is preparing its existing facilities for needed increases in population that may occur as the result of the closure of IYC-Joliet.

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

As set forth above, the Department has more than enough bed space in existing facilities to accommodate affected youth upon the closure of IYC-Joliet. The Department will prepare for the needed increase in youth population at the existing facilities with some staffing increases and contract service adjustments.

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

The annual cost to operate IYC-Joliet for FY2013, based on its historical budget, is projected to be \$19,686,700. Anticipated cost savings for FY2013 with closure on July 31, 2012 will be \$17,117,000. With closure of IYC-Joliet, the Department anticipates that it will incur costs, primarily for increased staffing at remaining facilities, of \$5,376,764. The staffing increases over existing vacancies include 30 additional staff at IYC-St. Charles; 5 additional staff at IYC-Chicago; and 5 additional staff at IYC-Kewanee. The anticipated savings associated with the closure of IYC-Joliet for FY2013 will be \$11,740,236.

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

IDJJ requested an analysis from the Regional Economics Applications Laboratory at the University of Illinois Urbana-Champaign for this segment of the report. The Department provided applicable information regarding staff salaries, along with annualized expenditures for operations for IYC-Joliet. The economic impact study utilized a figure of 219 employees at IYC-Joliet, a slight variation from the current number of 226 staff due to ordinary hiring and separation. The economic impact study was based on the presumption that all employees will face layoff, though some number will likely be able to retain employment with the Department or other State agencies. Therefore there, may be some variation in actual economic impact.

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

8. Ability of the current and proposed locations to provide the infrastructure to support functions and employees

Both IYC-Joliet and the existing facilities to which youth will move have sufficient space to accommodate this population and community infrastructure to support the facilities.

9. Impact of service delivery to both the current and proposed locations

IDJJ can accommodate the closure of Joliet without impacting services to the youth with the addition of a small number of staff at the remaining facilities, as outlined above. These additions include both security staff and programming staff, including teachers,

health care and mental health professionals, and other professionals providing treatment and rehabilitative services. Contracts currently in place with vendors providing health care, mental health, and substance abuse treatment programming can be adjusted to accommodate the closure by adding services at remaining facilities if necessary and terminating services at IYC-Joliet. Youth will continue to receive services at other IDJJ facilities.

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

There is no known environmental impact associated with the closure of this facility.

Responses to the additional requests from the Commission are set forth below:

Transition Costs

IDJJ does not anticipate that it will incur significant transition costs associated with the closure. The process will be managed by the Department's Executive and Administrative staff. Because many of the current youth at IYC-Joliet will leave the facility prior the closure date, the number of youth to be moved to other facilities upon closure is anticipated to be approximately 100 youth. The Department will transport these youth as needed in conjunction with the Department's ordinary processes for transportation of youth. Youth frequently move between Department facilities for various reasons, and movement of affected youth at IYC-Joliet will not cause the Department to incur significant additional expenses for overtime or transportation costs.

Increased staffing costs are assumed in the facility budgets where the youth will be transferred and are taken into account in the response to item number 6 above.

Maintenance Costs

After closure, IDJJ estimates there will be a total of \$160,000 annually in utilities and other general maintenance costs for IYC-Joliet if the facility is vacant.

Long Term Plan for Facility Closures

As outlined in the Introduction to this recommendation, IDJJ anticipates continued reduction in the population of juveniles committed to IDJJ. IDJJ's long term plan relies on a more comprehensive implementation of Aftercare support to facilitate successful transition of youth from facilities to their home communities. Building on the early success of the pilot program in Cook County, Aftercare specialists will assist youth with access to education, mental health and substance abuse treatment, and other re-entry services. Success in the Aftercare Division will enhance public safety and reduce recidivism and the return of youth to IDJJ facilities for parole violations. A significant percentage of the current youth population in IDJJ's facilities consists of returned parole

violators. By reducing the number of returned parole violators in IDJJ facilities, the youth population will continue to decrease, along with associated costs.

With the closure of IYC-Joliet, along with IYC-Murphysboro, IDJJ will have adequate existing capacity and the potential to house a greater population should there be a need to do so.