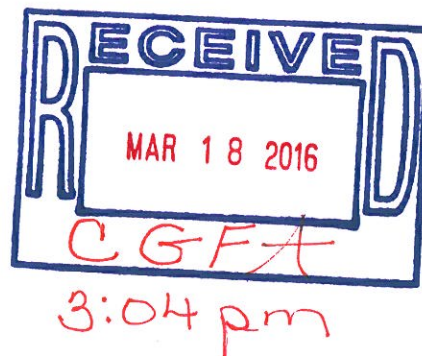


**Bruce Rauner**  
Governor

**Candice Jones**  
Director

1112 South Wabash Avenue, 2<sup>nd</sup> Floor  
Chicago, Illinois 60605  
Telephone: (312) 814-3848 / TDD: (800) 526-0844

March 18, 2016



Dan R. Long, Executive Director  
Commission on Government Forecasting and Accountability  
703 Stratton Office Building  
Springfield, Illinois 62706  
VIA EMAIL: [dlong@ilga.gov](mailto:dlong@ilga.gov)

Re: Illinois Department of Juvenile Justice  
Illinois Youth Center-Kewanee Proposed Closure

Dear Mr. Long:

The Illinois Department of Juvenile Justice (the "Department") has prepared a recommendation regarding the proposed closure of the Illinois Youth Center-Kewanee, incorporating the requests made by the Commission on Government Forecasting and Accountability (the "Commission") in your letter dated February 17, 2016.

Attached please find the recommendation as well as a copy of the economic impact study prepared by the Regional Economic Applications Laboratory at the University of Illinois.

Please contact me if you have questions or if the Department can provide additional information to the Commission in advance of the public hearing.

Sincerely,

Candice Jones

Attachments

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

*Response to the Commission on  
Government Forecasting and Accountability*

**Submitted by:**

**Director Candice Jones**

**Illinois Department of Juvenile Justice**

**March 18, 2016**

## Introduction

On February 12, 2016, 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” or the “Commission”). On that date IDJJ’s total youth population in its six facilities was 436 (as February 10, 2016). This population level reflects a decrease from 739 youth in custody approximately one year earlier (January 1, 2015) and a decrease from 1207 youth in custody five years earlier (January 1, 2011). As of the date of this submission, the total IDJJ youth population in all facilities stands at 418 (population count 03-17-16, 11:57 p.m.).

Numerous factors have contributed to the decrease in IDJJ’s youth population, including reductions in juvenile crime and programs aimed at diversion. More recently, P.A. 99-0268 amended the Juvenile Court Act effective January 1, 2016, barring the commitment of misdemeanants to IDJJ and suspending IDJJ custody for young adults on aftercare (parole) release charged with new adult felony offenses. The impact of P.A. 99-0268 may further reduce the youth population in IDJJ in the coming months. Historically, approximately half of the IDJJ institutional population at any given time consisted of youth returned to the facility for alleged violations of conditions of aftercare release. Changes to the revocation process mandated by the *M.H. v Findley* federal consent decree which went into effect January 1, 2015, as well as the fixed terms of aftercare release established in P.A. 99-268 may continue to reduce the population in custody.

With a current population of 418 youth, IDJJ has more bed space than is needed. There is adequate capacity in the Department’s facilities to accommodate the closure of IYC-Kewanee. Although historically IDJJ housed some youth in double rooms, best practices in juvenile facilities for safety and security of youth, in particular for sexual abuse prevention, require placing youth in single occupancy rooms (“single bunking”). The U.S. Department of Justice’s Office of Juvenile Justice and Delinquency Prevention (OJJDP) has long recommended single bunking of youth in juvenile facilities for safety and security, as “shared sleeping spaces -- even with intensive supervision -- are often a source of increased juvenile injuries, intimidation, and other undesirable behaviors.”<sup>1</sup> The federal Prison Rape Elimination Act, passed by Congress and signed into law in 2003 (42 U.S.C. Sec. 15601 et. seq.), and the federal Prison Rape Elimination Act Standards for Juvenile Facilities (28 C.F.R., Part 115), require state juvenile facilities to take steps to ensure youth safety from sexual assault and harassment and that facilities are audited by federally certified auditors. The current capacity of IDJJ’s six facilities with all youth single-bunked is 989 beds (excluding “Confinement Unit” beds, which may only be used for limited purposes for short durations). After the closure of IYC-Kewanee, IDJJ’s single-bunked capacity will be 683 beds.

Pursuant to the State Facilities Closure Act (30 ILCS 608 5/10), IDJJ is required to provide CGFA information concerning ten specific items listed below (items 1-10). Additionally, the Department is providing responses to four additional requests made by the Commission in its letter dated February 17, 2016:

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<sup>1</sup> OJJDP, Juvenile Accountability Incentive Block Grant Program, “Construction, Operations, and Staff Training for Juvenile Confinement Facilities” David Roush and Michael McMillen, 1999;

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
11. How much transition costs will be and where in the budget they will be paid
12. How much, if any, maintenance costs will be annually after the closure
13. How this facility closure fits into any long-term plan
14. An explanation of an intent to sell facility or keep it and use for another purpose. If selling please provide details regarding property value. If repurposing, please provide details of planned reuse.

*Responses to the aforementioned items follow below:*

## **1. Location and identity of the facility**

Illinois Youth Center – Kewanee  
Henry County

2021 Kentville Rd.  
Kewanee, Illinois 61443

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

As of February 10, 2016, the Illinois Youth Center at Kewanee (“IYC-Kewanee”) employed 200 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 an IDJJ youth center would cease effective July 1, 2016. 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. Of the 200 current employees at the facility, all but 4 are members of a bargaining unit.

### **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-Kewanee can be offered vacancies not only within IDJJ, but in IDOC 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 IYC-Kewanee staff the opportunity to transfer into available vacancies. IDJJ operates five other youth centers within the State of Illinois, which may have vacancies to which some IYC-Kewanee staff are qualified to transfer. IDOC operates correctional facilities, including facilities which are 50 miles or less from IYC-Kewanee, and may have vacancies as well to which employees may transfer.

As to the work functions—that is, housing and providing services to the youth population presently at IYC-Kewanee—the Department is currently preparing a comprehensive transition plan for youth remaining at IYC-Kewanee. As of February 10, 2016, there were 95 youth in custody at IYC-Kewanee. A number of the youth presently housed at IYC-Kewanee will be released onto Aftercare (parole) prior to the proposed closure date of July 1, 2016 through the ordinary release process. The Department will have adequate capacity in its remaining facilities to accommodate youth from IYC-Kewanee. After closure, the single bunk capacity of the Department’s remaining five facilities will be 683 beds, adequate to accommodate the current population of 418, as well as seasonal fluctuations. IDJJ primarily single-bunks youth as a best practice to ensure youth safety and compliance with federal Prison Rape Elimination Act Standards.

Prior to closure, the Department will halt assignment of new youth to IYC-Kewanee. Some youth will complete their sentence and be granted release onto Aftercare status, and some may “age-out” of the facility. The Department anticipates that approximately 20 to 25 youth presently at IYC-Kewanee will need to be transferred to other facilities while still in IDJJ custody at some point prior to the closure.

As detailed below, IDJJ will have unutilized single-bunk capacity for 345 youth at facilities in the State, which will be more than adequate to accommodate the youth population from IYC-Kewanee. As of February 10, 2016, four of IDJJ’s five remaining facilities had unutilized capacity for youth:

IYC-Chicago:	13	(Capacity 73, population 60)
IYC-Harrisburg:	160	(Capacity 276, population 116)
IYC-St. Charles:	126	(Capacity 240, population 114)
IYC-Warrenville	58	(Capacity 70 total, 46 boys/24 girls, population 12 girls)

As of December 31, 2015, one of the Department’s six facilities, IYC-Warrenville, was designated to house female youth. IDJJ’s female population, however, is at a historically low level and in December 2015 had reached a population of only 9 female youth in custody at IYC-Warrenville, which has a 70 bed capacity. As such, IDJJ has returned IYC-Warrenville to a coeducational male-female facility, and is transferring some minimum security male youth to IYC-Warrenville during the first quarter of 2016. Preparations for this change, including

physical plant changes and staff training, began in January 2016. Transfer of male youth began the week of March 7, 2016. As of March 18, there are 5 boys at IYC-Warrenville. IYC-Warrenville was previously a co-educational facility from 1977 through 1999. IYC-Warrenville counts among its current team individuals who worked at Warrenville when it housed both male and female youth, including the Superintendent and as well as staff in the ranks of counselors, security staff, supervisors and dietary staff.

IDJJ anticipates that it will need to add a headcount of 31 staff members at other facilities to accommodate slight increases in youth population with the closure of IYC-Kewanee. Some of these positions may be filled by qualified IYC-Kewanee staff who elect to transfer upon closure.

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.

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

IYC-Kewanee was opened as a juvenile facility in 2001. The land is owned by the State of Illinois. The property consists of a total of approximately 100 acres of land with parking lots, outdoor recreation areas and 11 buildings. Approximately 26 acres are enclosed within the secured perimeter. Buildings with square footage include:

Administration Building	87,400 sq. ft.
Security/Staff Office Building	6,440 sq. ft.
Maintenance Building	14,150 sq. ft.
Housing Unit 1	19,500 sq. ft.
Housing Unit 2	19,500 sq. ft.
Housing Unit 3	18,540 sq. ft.
Housing Unit 4	19,500 sq. ft.
Housing Unit 5	19,500 sq. ft.
Housing Unit 6	18,540 sq. ft.
Bar Screen Building	560 sq. ft.
Radio Tower Building	100 sq. ft.

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

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

As set forth above, the Department has adequate bed capacity in existing facilities to accommodate affected youth upon the closure of IYC-Kewanee. IDJJ has determined a need for 31 additional staff members at its remaining facilities to accommodate slight increases in youth population elsewhere. If, and as needed, the Department will make contract service adjustments.

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

The FY2015 expenditure to operate IYC-Kewanee was \$20,636,100; the FY2016 expenditure is anticipated to be \$19,695,500. The Department anticipates that due to the significant overall decline in youth population in IDJJ, its increased costs for staffing at remaining facilities, along with contract adjustments and other marginal costs, will total \$2,797,900. These increases are over and above increases already mandated by the requirements of the consent decree in *R.J. et al v. Jones*, 12 CV 02789, a civil rights action in the U.S. District Court for the Northern District of Illinois concerning the conditions of confinement of youth in IDJJ, and the federal Prison Rape Elimination Act (PREA) National Standards-Juveniles, 28 CFR Sec. 115.313(c). Anticipated cost savings for FY2017 (one full year) with closure on July 1, 2016 will be a net of \$14,225,800. Any delay in closure beyond July 1 would diminish the savings.

## **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. A copy of the report is included with this recommendation. The Department provided applicable information regarding staff salaries, along with annualized expenditures for operations for IYC-Kewanee. The economic impact study utilized a figure of 200 employees at IYC-Kewanee. The economic impact study was based on the presumption that all employees will face layoff, though some will likely retain employment with the Department or other State agencies at other locations. Therefore, there may be some variation in actual economic impact. The study only takes into account closure of the facility and does not consider any other state use of the facility, which would mitigate or eliminate negative 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-Kewanee and the existing facilities to which youth will move have sufficient space to accommodate this population and community infrastructure to support the facilities, as set forth above.

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

The closure of IYC-Kewanee will not have an adverse impact on the ability of IDJJ to deliver services to the youth. To the contrary, IDJJ has struggled with its ability to deliver services to youth at IYC-Kewanee. The challenges are well-documented by court-appointed expert monitors in the pending *R.J. v Jones* class action litigation. Of particular note has been the ongoing deficiency in professional staff, including licensed mental health professionals and teachers, along with security staff who are required by Illinois state law to hold a bachelor's degree. Dr. Louis Kraus, the mental health service monitor, stated in his 2015 report to the court:

*In my opinion, there continued to be a lack a sufficient number of mental health staff at IYCKewanee... I am not convinced by any means that they have enough staff, and more importantly, trained staff. I spoke frankly with the mental health workers who acknowledged that there is not enough staff to help them out...They felt that an equally frustrating problem is the lack of security and support staff to allow them to see patients... I was informed that as a result of security staff not being there, there have been a variety of difficulties, including youth not getting the recreational time that they are supposed to have, and not being transported to treatment groups and other types of activities. This results in the youth spending excessive amounts of time in their small rooms, separated from the day-to-day activities, such as education and rec time, which they should normally be involved in.*

The Department, over the past two years, enhanced recruiting and screening activities in an effort to recruit more staff to IYC-Kewanee. IDJJ personnel participated in job fairs at Augustana College and Bradley, Western Illinois, Illinois State and Northern Illinois Universities during 2015. The Department also participated in minority recruitment activities in the Quad Cities area in 2015.

The Department accepts applications for security staff on an ongoing basis, and those staff who meet the required bachelor's degree requirements and other qualifications are invited to a "screening" at which additional testing and interviews are conducted. In an effort to recruit more staff from the local community, IDJJ conducted two screenings in late 2014 and early 2015 at Kewanee High School and IYC-Kewanee, respectively, rather than at traditional screening locations. The efforts did not yield significant additional potential staff for IYC-Kewanee. Of 180 individuals who submitted applications and were invited to the IYC-Kewanee screening for interviews, only 19 accepted the invitation yielding only 8 potential staff who passed the screening.

In addition to challenges with security staff, IDJJ has faced particular challenges in hiring licensed professional staff for IYC-Kewanee. The Treatment Unit Administrator position, an administrative position for a licensed psychologist, has been posted without qualified applicants since January 2014. A staff psychologist position has been vacant without qualified applicants since June 2015. Likewise IYC-Kewanee social worker positions have remained vacant for extended periods of time. Other facilities in closer proximity to urban areas have not faced the same recruiting and hiring challenges. Closure is anticipated to improve services to youth remaining in custody, 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.

#### **11. How much transition costs will be and where in the budget they will be paid**

IDJJ does not anticipate costs for the transition, such as overtime for staff work or transportation for movement of youth, over and above existing operating expenses for FY16. Though not transitional, the Department has anticipated some ongoing increases in staffing and marginal



costs for youth at its remaining facilities. These expenses are outlined in detail in paragraph 6 above in calculating the net savings associated with the closure of IYC-Kewanee.

**12. How much, if any, maintenance costs will be annually after the closure**

If IYC-Kewanee is not repurposed, the annual maintenance costs will be approximately \$155,000.

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

IDJJ's long term plan, as reflected in its Strategic Plan published in 2015, is to "right size" the Department consistent with national best practices and juvenile justice developments nationwide. Best practices for secure care of juveniles is to utilize smaller, regional facilities, close to youth's home communities to facilitate family engagement and successful re-entry. Trends in juvenile justice have yielded an ever-declining population of youth committed to IDJJ. As set forth in the introduction to this recommendation, over a period of five years, the population of youth in IDJJ custody fell from 1207 to 418. The closure reflects a reduced need for secure custody beds and facilities, and that those that remain open should fit within the smaller regional model of facilities that are, wherever possible, close to youth's home communities.

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

IDJJ has only evaluated the effect of closure on its agency. If there is a use for this facility, IDJJ supports efforts to repurpose or sell the facility as outlined in state statute.