

## *Juvenile Justice Initiative*

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### **Commission on Government Forecasting and Accountability**

#### **Testimony**

**June 22, 2009**

The Juvenile Justice Initiative respectfully suggests that the Commission recognize that the process undertaken to review the closing of Pere Marquette is part of a larger set of issues including the community-based service system for youth and the entire system of youth incarceration in Illinois. In that context, we ask that you consider the following recommendations:

#### **Close the Youth Center at Pere Marquette in its Current Configuration – Utilize Funding in the More Cost-Effective Redeploy Illinois Program**

The Juvenile Justice Initiative endorses the proposal to close the Department of Juvenile Justice Youth Center at Pere Marquette. The current use of this facility for 17 girls at a cost of over \$4 million is not cost-effective. While the last published report shows that it costs nearly \$71,000 on AVERAGE statewide to keep a youth in DJJ, the **costs per youth at Pere Marquette is over \$200,000 per girl.**

The cost of operating Pere Marquette is more than the statewide spending of \$3.2 million for Redeploy Illinois – a successful program using community-based services to rehabilitate youth rather than send them to more expensive youth prisons. Over the past three years of implementation, the first four Redeploy Illinois pilot sites reported a 51% reduction in the number of juveniles sent from those communities to DJJ prisons, or 382 fewer youth sent to prison. This success has been accomplished at a very small cost compared to the per capita cost to ***incarcerate one juvenile in DJJ at almost \$71,000.*** While the four initial pilot sites are providing different types of services to meet their population needs, the range of ***costs to serve youth in the Redeploy Illinois pilot sites is approximately \$2,500 - \$9,500 per youth annually*** for services.

Although the dedicated staff at Pere Marquette has implemented reforms within the facility, state funds could be better utilized through community-based services at a lesser cost. Furthermore, experience in other places demonstrates that the girls will have more long term success if they are treated in communities rather than incarcerated. Now is the optimum time to invest in community-based services and join other states that have closed youth prisons with no impact on community safety.

The Governor's budget proposes "consolidating" by moving the girls from Pere Marquette to the other girls' facility at Warrenville. Warrenville has vacant beds but is short staffed and is one of 4 facilities costing the state **\$6.5 - \$7 million** statewide per year in overtime costs at DJJ. Moving the girls out of Pere Marquette and making certain they receive rehabilitative services in their communities is sound public policy and makes fiscal sense. However, the part of the proposal to move them to Warrenville is the wrong policy decision. It also does not make sense fiscally to move them to a facility that already has high staff overtime costs.

It might be possible to use the facilities and grounds at the Youth Center at Pere Marquette for treatment services for serious offenders currently held elsewhere in the DJJ system. Those youth require confinement as a last resort and are not the low-risk youth currently housed there. The characteristics of the girls currently housed at Pere Marquette demonstrate why treatment in their home communities is more likely to result in successful rehabilitation and why incarceration is not only expensive but is far less likely to help these children mature into law-abiding adults. Research shows that youth with characteristics such as those currently at Pere Marquette – girls with an average age of 16; charged with low-level offenses such as theft, residential burglary, and possession of a stolen motor vehicle; are moving forward in school; have no gang involvement; have homes to return to; and have trauma in their background -- should respond much better to services in their home communities than the negative long-term consequences of incarcerating them. The major reason girls spend 6 months in Pere Marquette is because that is the length of the substance abuse treatment program.

An assessment should be made on all of the girls and move them into appropriate community-based settings as soon as possible. Most of those girls would have been eligible for Redeploy Illinois services instead of entering the Department of Juvenile Justice had the program been implemented statewide. The Governor and General Assembly had the foresight to pass and sign legislation this spring that makes Redeploy Illinois a statewide program. However, without funding reallocated from efforts such as closing Pere Marquette, it will not be implemented. Expanding the funding and services statewide through Redeploy Illinois would help many more youth than those currently or even potentially confined at Pere Marquette Youth Center.

All options for re-use of the facility should be explored. It may also be practical to retrain current staff to provide community-based services. Other youth facilities statewide that are "adultified" prisons which are not conducive to a treatment-oriented approach should be closed. According to a May, 2009 national report from the Justice Policy Institute, it is possible to reduce juvenile justice spending without compromising public safety. **Community-based programs are more cost-effective and produce more public safety benefits than detaining and incarcerating youth – especially for low-level offenders.**

The Juvenile Justice Initiative is available to answer any questions or provide research on best practices from around the country.

*The Justice Policy Institute  
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society's reliance on  
incarceration and  
promoting effective and just  
solutions to social problems.*

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## The Costs of Confinement: Why Good Juvenile Justice Policies Make Good Fiscal Sense

May 2009

### Introduction

Approximately 93,000 young people are held in juvenile justice facilities across the United States.<sup>1</sup> Seventy percent of these youth are held in state-funded, post-adjudication, residential facilities, at an average cost of \$240.99 per day per youth.<sup>2</sup> With states facing serious budgetary constraints, it is an opportune time for policymakers to consider ways to reduce juvenile justice spending that won't compromise public safety.

This policy brief details how states can see a net reduction in costs by moving expenditures away from large, congruent care facilities (often called "training schools") for youth and investing in community-based alternatives. Such a resource realignment can reap better results for communities, taxpayers, and children. Evidence is growing that there are cost-effective policies and programs for intervening in the lives of delinquent youth which actually improve community safety and outcomes for children. While there is no silver bullet that will guarantee reductions in crime, policies that include prevention and intervention for youth in the community have been shown to have a positive public safety benefit. Major findings and recommendations for reform include:

- **States needlessly spend billions of dollars a year incarcerating nonviolent youth.** States spend about \$5.7 billion each year imprisoning youth, even though the majority are held for nonviolent offenses and could be managed safely in the community.
- **The biggest states are realigning fiscal resources away from ineffective and expensive state institutions, and towards more effective community-based services.** California, Illinois, Ohio, New York, Pennsylvania, and other large states are redirecting funds once spent on large residential facilities, and spending those dollars on less expensive, more effective programs to curb reoffending and reduce youth crime.
- **Holding more youth in secure juvenile facilities can lead to costly litigation for states.** Unacceptable conditions not only have serious negative consequences on the youth who experience them, but can also lead to court-ordered reforms which in some cases have cost millions of dollars.
- **Imprisoning youth can have severe detrimental effects on youth, their long-term economic productivity and economic health of communities.** Youth who are imprisoned have higher recidivism rates than youth who remain in communities, both due to suspended opportunities for education and a disruption in the process that normally allows many youth to "age-out" of crime. See Appendix A for more information on the negative effects of incarceration on youth.

- **Policies that lock up more youth do not necessarily improve public safety.** Ten years of data on incarceration and crime trends show that states that increased the number of youth in juvenile facilities did not necessarily experience a decrease in crime during the same time period.
- **Community-based programs increase public safety.** The most effective programs at reducing recidivism rates and promoting positive life outcomes for youth are administered in the community, outside of the criminal or juvenile justice systems. Some of these programs have been shown to reduce recidivism by up to 22 percent.
- **Community-based programs for youth are more cost-effective than incarceration.** Some programs like multi-systemic therapy and functional family therapy have been shown to yield up to \$13 in benefits to public safety for every dollar spent. These programs are more cost effective and produce more public safety benefits than detaining and incarcerating youth. See Appendix B for more information on cost-effective programs that work with youth.

### Juvenile Justice Definitions

**Adjudication:** The hearing at which the judgment of whether the youth is or is not responsible for the offense he or she is charged with is made. It is the equivalent of the trial in the criminal court process where the guilt or innocence of an adult is determined.

**Detention:** The holding of youth, upon arrest, in a juvenile detention facility for two main purposes: to ensure the youth appears for all court hearings and to protect the community from future offending. Youth may also be detained while awaiting disposition of an adjudicated case.

**Disposition:** Similar to the sentencing hearing the adult criminal justice system. The judge decides what action or treatment plan to impose upon the adjudicated youth.

**Residential Placement:** After a youth is adjudicated delinquent, the court can order placement in a residential facility. Such facilities can be secure and prison-like or have a more open setting, like group homes or foster care.

**Secure Residential Facilities:** Sometimes also referred to as training schools, residential confinement facilities, or youth prisons, secure residential facilities are for youth who have been adjudicated delinquent to the custody of correctional facilities. These facilities are state-funded are often very large and would be comparable to a prison in the adult criminal justice system.

**Status Offense:** An offense that would not be considered a crime for adults. Status offenses are offenses that are only illegal for people 18 years old or younger such as curfew violations, running away, truancy, and underage drinking.

For details on how to cut costs in the criminal justice system, please see the Justice Policy Institute's companion brief, *Pruning Prisons: How Cutting Corrections Can Save Money and Protect Public Safety*, available at [www.justicepolicy.org](http://www.justicepolicy.org).



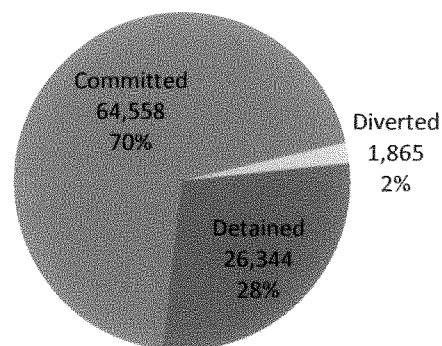
**Current trend: More youth are being caught up in the juvenile justice system**

The types and number of offenses being formally handled by the juvenile court has changed in the last 10 years. In 2005, 28 percent of all delinquent cases handled by the juvenile court were public order offenses (e.g. disorderly conduct, obstruction of justice, and liquor law violations).<sup>3</sup> This is an increase of 8 percentage points from 10 years ago.<sup>4</sup> And two out of every three (67 percent) cases involved non-person offenses. Despite recent improvements in some jurisdictions, the caseload of the juvenile justice system has increased by over half a million cases in the last 20 years.<sup>5</sup> This increase is not only a burden on an already over-crowded juvenile justice system, it is also a detriment to youth who may be better served in the community and without the intervention of the courts.

Several theories have emerged as possible causes of the increase in the number of youth processed by the juvenile justice system. Among them is the idea that jurisdictions, fueled by assertions that the nation is besieged by young gang members, have expanded policies aimed at regulating youth behavior and strengthening penalties for noncompliance. For example, zero tolerance policies and more police in schools -- policies intended to reduce school violence -- have also increased the likelihood that an incident that previously would have been handled informally or by the school now results in arrest.<sup>6</sup> This is contributing to the clogging of an already overburdened juvenile justice system. Between 2000 and 2004, for instance, Denver experienced a 71 percent increase in school-based referrals to law enforcement.<sup>7</sup>

*Confinement Statistics*

On any given day, there are more than 90,000 youth in juvenile justice facilities across the country.<sup>8</sup> About 28 percent of youth in these facilities are being detained pre-adjudication or pre-disposition, and 70 percent were sentenced to facilities post-disposition.<sup>9</sup> In 2005, 22 percent of all adjudicated delinquency cases -- over 140,000 youth -- were ordered to a juvenile justice placement.

**70 percent of youth in residential facilities are committed by the courts**

Note: Diversion includes youth sent to a residential facility in lieu of adjudication as part of a diversion agreement.

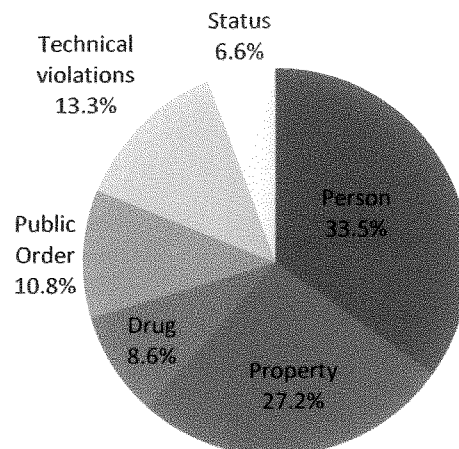
Source: M. Sickmund, T.J. Sladky, W. Kang, and C. Puzzanchera, *Easy Access to the Census of Juveniles in Residential Placement* (Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, 2008) <http://ojjdp.ncjrs.gov/ojstatbb/ezacjrp/asp/display.asp>

The majority of youth in residential facilities have been adjudicated for nonviolent offenses, including drugs (8.6 percent), technical violations (13.3 percent)<sup>\*</sup> and status offenses (6.6 percent), which include offenses that would not be a crime if committed by an adult. Sixty-six percent of committed youth were adjudicated for non-person offenses such as these.<sup>†</sup>

#### Valid Court Orders

Although federal law under the Juvenile Justice and Delinquency Prevention Act (JJDPA) requires the deinstitutionalization of youth charged with status offenses, courts are allowed to make exceptions, called valid court orders, in certain cases. The use of the valid court order mechanism contributes to the approximately 2,000 youth that are held in residential facilities for status offenses. Taking the lead in ending the use of valid court orders to hold youth adjudicated of status offenses are states like Alabama that, in 2008, prohibited the commitment of youth charged with status offenses could further reduce the numbers of youth held in state-funded secure confinement. If youth are held an average of 30 days each, at the rate of \$240.99 per day,<sup>10</sup> states could be spending approximately \$14.5 million locking up youth for status offenses per month.

#### The majority of youth are adjudicated and committed for nonperson offenses.



Source: M. Sickmund, T.J. Sladky, W. Kang, and C. Puzzanchera, *Easy Access to the Census of Juveniles in Residential Placement* (Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, 2008)  
<http://ojjdp.ncjrs.gov/ojstatbb/ezacjrp/asp/display.asp>

<sup>\*</sup> About 25 percent of youth in detention are in for technical violations, which include breaking the rules of probation or parole, such as not making appointments, not passing drug tests and other conditions of probation.

<sup>†</sup> Person offenses include: aggravated assault, criminal homicide, robbery, simple assault, violent sexual assault and other person offenses such as kidnapping and harassment.

## Locking up youth can be costly for states

States spent about \$5.7 billion in 2007 to imprison 64,558 youth committed to residential facilities.<sup>11</sup> The per diem costs of locking up one young person in a juvenile facility ranges from \$24 in Wyoming to \$726 in Connecticut, but the American Correctional Association estimates that, on average, it costs states \$240.99 per day -- around \$88,000 a year -- for every youth in a juvenile facility.<sup>12</sup>

### Reporting states spent an average of \$7.1 million per day locking up youth in residential facilities.

State	Youth in Residential Placement	Cost per day per youth	Total cost per day based on total population
Alabama	1,251	\$137.21	\$171,649.71
Alaska	198	\$252	\$49,896
Arizona	1,083	\$314	\$340,062
California	8,955	\$67.51	\$604,552.05
Colorado	1,617	\$161	\$260,337
Connecticut	312	\$726	\$226,512
Georgia	1,398	\$200.68	\$280,550.64
Indiana	1,866	\$153.78	\$286,953.48
Louisiana	807	\$387.12	\$312,405.84
Maine	159	\$412.05	\$65,515.95
Maryland	525	\$229	\$120,298.50
Michigan	2,115	\$391	\$827,451.45
Mississippi	219	\$426.51	\$93,405.69
Missouri	825	\$133	\$109,791
Nebraska	252	\$173	\$43,596
New Jersey	870	\$174	\$151,380
North Carolina	804	\$262	\$210,648
North Dakota	222	\$146.64	\$32,554.08
Ohio	2,898	\$216	\$624,924.72
Oklahoma	624	\$158.96	\$99,191.04
Pennsylvania	3,318	\$362	\$1,201,116
Rhode Island	330	\$58.95	\$19,453.50
South Dakota	474	\$219.79	\$104,180.46
Utah	606	\$195	\$118,170
Virginia	1,455	\$280	\$407,400
West Virginia	417	\$227	\$94,659
Wisconsin	1,092	\$259	\$282,828
Wyoming	288	\$24.44	\$7,038.72
<b>Total for States Reporting</b>	<b>34,980</b>		<b>\$7,146,521</b>

Note: Data not available for Arizona, Arkansas, Delaware, Illinois, Iowa, Kansas, Michigan, Minnesota, Nevada, New Hampshire, New York, Oregon, Tennessee, Vermont, and Washington.

Source: Melissa Sickmund, T. J. Sladky and Wei Kang. (2008) "Census of Juveniles in Residential Placement Databook." [http://ojjdp.ncjrs.gov/ojstatbb/cjrp/asp/State\\_Adj.asp](http://ojjdp.ncjrs.gov/ojstatbb/cjrp/asp/State_Adj.asp); American Correctional Association, 2008 *Directory: Adult and Juvenile Correctional Departments, Institutions, Agencies, and Probation and Parole Authorities* (Alexandria, VA: American Correctional Association, 2008).

## Shifting the fiscal architecture of state juvenile justice systems can save money and improve outcomes

In many states, there is no financial incentive for counties to invest in alternatives to secure residential placement for youth because state governments generally fund residential placement for youth that are adjudicated delinquent. Counties have to pay for alternatives to incarceration, like those mentioned in subsequent sections, but they do not have to pay for state-funded secure residential confinement.

To eliminate or reduce the financial incentive of sending youth to state-funded secure care, several states have altered the fiscal architecture of the juvenile justice system. Some states provide financial reimbursement for costs incurred by counties to manage youth locally, while requiring the county to pay part of the cost of confining a child in a state institution. Other states have simply increased the costs for counties to send youth to state institutions, and programs have grown naturally in localities where there had previously been no incentive to develop them before. These changes have been funded either with dedicated state funding streams, or through the increased ability to pull down federal dollars to fund more local juvenile justice programming.

By rethinking how they fund their juvenile justice systems, states and localities can succeed in keeping more youth at home, reduce the number of youth incarcerated, promote better outcomes for young people moving through these systems, and potentially show significant savings to taxpayers. Below are some notable state examples.

### Ohio—“RECLAIM Ohio”

- Ohio created a system that allocates money to counties for juvenile justice based on delinquency levels and population. The county uses the same pool of money whether it utilizes community-based alternatives or state commitment. Community-based alternatives are cheaper, thus encouraging the county to invest in those initiatives.
- Between RECLAIM Ohio’s enactment in 1992 and 2009, the number of young people committed to secure state care in Ohio fell 42 percent.<sup>13</sup>
- According to a fiscal analysis by the Ohio Department of Youth Services, for every dollar spent on the RECLAIM program, the state saves from \$11 to \$45 in commitment and processing costs, depending on the risk level of the youth.<sup>14</sup>

### Illinois—“Redeploy Illinois”

- Under Redeploy Illinois, participating counties agree to cut the number of youth they send to state secure facilities by at least 25 percent below the average of the previous three years. The reduction can be seen in the overall population or in any specific population. In return, the state reimburses the counties for funds they spend managing the adjudicated youth locally.<sup>15</sup>
- Since starting in mid-2004, Redeploy pilot sites included the 2nd Judicial District (containing 12 rural counties) and St. Clair, Peoria, and Macon counties. In its first three years of implementation, the pilot sites diverted 382 youth from commitment, saved an estimated \$18.7 million in costs, and lowered the number of commitments by 51 percent.<sup>16</sup> In April 2009, Illinois made Redeploy a permanent initiative to be expanded in other counties.

**New York – “Re-direct New York”**

- In February 2009, New York State closed six youth residential facilities, downsized two, and closed three evening reporting centers. The projected savings of closing these facilities is approximately \$16.4 million and the funds will be redirected to counties to strengthen alternatives to incarceration.<sup>17</sup>
- Coinciding with state residential facility closures, legislators will introduce Re-direct New York, which would create a fiscal incentive for counties to utilize alternatives to incarceration rather than state-run residential facilities for youth or local detention facilities. The law would reimburse counties for 65 percent of the cost of using alternatives to incarceration, reinvest half of the savings in alternatives to community-based alternatives, and fund only evidence-based alternatives.<sup>18</sup>

**Pennsylvania—“Act 148”**

- Pennsylvania reimburses 80 percent of the county cost of community-based juvenile justice services. The county pays the state 40 percent of the cost of state youth confinement.
- Three years after Act 148 was enacted in the late 1970s, there was a 75 percent increase in state subsidies for county programs; by the early 1980s, secure placements for youth dropped 24 percent. In 2006, only 14 percent of committed youth were placed in state facilities.<sup>19</sup>

**California—SB 81**

- In 2007, as part of a budget “trailer bill,” the governor signed legislation that bans commitments of youth adjudicated of nonviolent offenses to state-run residential facilities.
- Block grants established under the bill will provide an average of \$130,000 per youth eligible to be placed in community-based alternatives.
- The state projected that the number of youth placed in state residential facilities would decrease from about 2,500 to about 1,500 within two years.<sup>20</sup>

**Wisconsin—“Youth Aids”**

- Instead of Wisconsin funding the state-run secure residential confinement facilities directly, it allocates a certain amount of money to each county for each bed used in the facility. The county uses some of the money for the state-run facility or it can use it for less expensive, community-based alternatives.<sup>21</sup>
- A year after Youth Aids was enacted in 1980, 25 counties shared \$26 million in funding plus state capacity-building money for community alternative programs. Between 1997 and 2006, the number of state commitments fell by 43 percent.<sup>22</sup>

**Conditions litigation can be a costly result of mass incarceration of youth**

*“In the worst case scenario, crowded facilities can lead to increased institutional violence, higher operational costs, and significant vulnerabilities to litigation to improve the conditions of confinement.”*<sup>23</sup> James Austin, Kelly Dedel Johnson, and Ronald Weitzer

While society often refers to youth as its “most important asset,” the high costs of incarcerating youth can have the result of creating conditions of confinement that are not only non-rehabilitative, but are dangerous and can lead to costly litigation. Below are some cases that illustrate why large, congruent care facilities – which are the most likely to be the subject of conditions lawsuits – can in fact be an even poorer choice from a fiscal standpoint than the “per diem” costs indicate.

**California:** In 2003, Margaret Farrell sued the California Youth Authority (CYA) for using tax payers dollars to fund poor and illegal conditions in its facilities. In 2004, a series of expert reports were filed on the problems of access for people with disabilities, mental health and substance abuse treatment, health services, education programs, sex offender treatment and general conditions in the CYA facilities. In 2005, this led to an agreement on a schedule for reforming the juvenile justice system and later, led the Department of Juvenile Justice, which took charge of the CYA, to set forth a set of remedial plans which are reported on quarterly to track any progress they have made.<sup>24</sup> The Budget Act for FY 06-07 added approximately \$90 million to the Department of Juvenile Justice budget so that it might comply with the costs of remedial plans that resulted from the Farrell case.<sup>25</sup>

**Ohio:** In 2007, a class action lawsuit charged the Ohio Department of Youth Services (ODYS) with excessive use of force and isolation, inadequate health care, mental health care, and educational services for youth, poorly trained staff, an unsafe living environment and an inadequate grievance system. A settlement was reached in April 2008 which requires better mental health services, more educational opportunities, better medical and dental services, increased training for employees as well as hiring up to 115 more juvenile correctional officers, revising the use of force and isolation and supporting evidence-based community programs for low-risk offenders. The cost of carrying out these changes is not yet known, but the Youth Law Center estimates that it will increase the DYS budget by \$20 to \$30 million a year.<sup>26</sup>

**Louisiana:** In 2006, an 8-year lawsuit concerning the conditions of juvenile facilities in Louisiana was dismissed. This lawsuit was only a part of the litigation that has been going on for 35 years in that state. *United States v. Louisiana* began in 1998 when the first charge was filed against the state. The lawsuit focused on the conditions of four facilities and accused Louisiana of failing to provide safe conditions as well as adequate educational, medical, mental health and rehabilitative services in these state facilities.<sup>27</sup> The case was first filed in 1998 and the first settlement was in 2000, followed by two more in 2003 and 2004 before the case was finally dismissed by consensus of both parties in 2006.<sup>28</sup> The American Correctional Association estimates that by 2000, Louisiana had spent over a million dollars in plaintiff and defense fees and expert fees since 1998 and almost \$3 million in attorney, expert and medical service fees for adult and juvenile lawsuits since 1994. In addition, the juvenile settlement agreement in 2000

required the state to spend \$20 million in three years to better the educational and medical care services and to decrease violence in four juvenile facilities.<sup>29</sup>

While policymakers might believe that the key to reducing overcrowded conditions is to expand facilities, history has shown that adding more beds is likely to result in a “build it and they will come” outcome, only exacerbating the problem. Although estimates are not available for state-run residential facilities, we do know that over a 20-year period the cost to taxpayers of one local detention bed can reach up to \$1.5 million.<sup>30</sup>

Building new facilities and paying to operate them reduces money that might otherwise support crucial services that provide long-term benefits to youth and the community at-large, like education and community services. A public safety investment that is focused on the most expensive, least effective options, such as building new facilities, removes the system’s ability to fund the kind of less expensive and more effective options that intermediate supervision, treatment and services can offer. Additionally, locking up youth who do not need to be incarcerated takes away resources from youth for whom a secure residential facility is the most appropriate option.



**Confinement can have negative consequences for youth and communities**

*“[C]onfining youth may widen the gulf between the youth and positive influences such as family and school.” James Austin, Kelly Dedel, and Ronald Weitzer<sup>31</sup>*

Secure residential facilities for young people were originally intended to be places for rehabilitation and support for youth to learn from their mistakes while being held accountable for their actions. However, the rise in the number of youth held in these facilities has contributed to overcrowding and changed the philosophy of some facilities from one of rehabilitation to one of punishment.

The most current national data show that 1,069 facilities (36 percent of all juvenile facilities) are at or over capacity or relying on some sort of makeshift beds to house additional youth.<sup>32</sup> Reports of increased suicidal behavior, stress-related illness and psychiatric problems<sup>33</sup> accompany the harsh and stressful conditions of overcrowded facilities. Large facilities that hold more than 100 youth are the most likely to experience problems with overcrowding.<sup>34</sup> Facilities of this size hold nearly half of all youth in facilities. Texas, California, Maryland and a number of other states have been cited for poor conditions of confinement due to overcrowding, resulting in lawsuits and multi-million dollar settlements.

Even in facilities without overcrowding problems, youth in secure confinement often do not develop social skills, such as self-control and conflict resolution as well as those who remain in the community. Youth who spend time in facilities have higher recidivism rates; are less likely to naturally age out of illegal behavior; suffer from more mental illness and are at a higher risk of suicide; they are less likely to succeed at education and employment at the same level as youth who were never incarcerated. More information on each of these areas is included in the appendix to this report.

Missouri’s Department of Youth Services has become a national model for juvenile justice systems. Their emphasis on small facilities (only three of the state’s 32 residential facilities has more than 33 beds)<sup>35</sup> and focus on support and rehabilitation have had positive effects on youth and public safety. Youth in these facilities meet educational benchmarks at similar rates to youth who are not imprisoned,<sup>36</sup> and recidivism rates are around 8.7 percent.<sup>37</sup> Although community-based programs are the most effective way to treat youth in conflict with the law, if a young person must be confined, the Missouri Model is one of the most effective methods of providing secure care for youth.

**See Appendix A for more information on the negative effects of incarceration on youth.**

## Locking up more youth does not improve public safety

Over the last decade the majority of states have witnessed falling crime rates, which can be attributed to a number of different factors, including the economy, changes in spending priorities, changes to policies that affect public safety, and myriad other reasons. Researchers who have critically evaluated the adult criminal justice system have found little if any correlation between increasing prison populations and lower crime rates. Bruce Western at Harvard University recently found that only 10 percent of the crime decline in the 1990s was due to increased use of incarceration.<sup>38</sup> Concurrently, data shows that states that increased the number of youth in facilities did not necessarily see a bigger drop in crime than states that lowered juvenile correctional populations.

A comparison of youth incarceration rates and violent crime rates does not necessarily support such policies. A review of the last 10 years of data on incarceration and crime trends shows no correlation between states that increase the number of youth in juvenile facilities and crime. In other words, there is no evidence that locking up more youth will definitively improve public safety. On the other hand, states that significantly lowered the number of youth incarcerated were more likely to see bigger drops in crime than states that increased their correctional populations.

**Top 10 States that lowered the number of youth in juvenile justice facilities from 1997 to 2006.** Seven of the 10 states that reduced the number of youth in juvenile justice facilities saw drops in the total number of violent offenses reported to law enforcement.

State	Percent change in number of youth in juvenile facilities	Percent change in total number of violent offenses reported	Percent change in number of property offenses reported
Louisiana	-57%	-20%	-30%
Mississippi	-41%	-32%	-18%
New Mexico	-39%	-15%	-27%
Washington	-34%	-11%	-7%
Maine	-34%	2%	-11%
Wisconsin	-33%	13%	-11%
Tennessee	-33%	8%	-2%
Georgia	-27%	-3%	-6%
Connecticut	-27%	-23%	-25%
Maryland	-26%	-12%	-20%
<i>Average</i>	<i>-35%</i>	<i>-9%</i>	<i>-16%</i>
<b>US Total</b>	<b>-12%</b>	<b>-13%</b>	<b>-14%</b>

**Bottom 10 States that increased the number of youth in juvenile justice facilities from 1997 to 2006.** Six of the 10 states that increased the number of youth in juvenile justice facilities saw increases in the total number of violent offenses reported to law enforcement.

State	Percent change in number of youth in juvenile facilities	Percent change in total number of violent offenses reported	Percent change in number of property offenses reported
Vermont	13%	21%	-10%
South Dakota	13%	-8%	-44%
Oklahoma	14%	-4%	-21%
Kentucky	15%	-11%	-3%
Texas	20%	4%	1%
Florida	22%	-14%	-21%
Colorado	23%	32%	-2%
Arkansas	35%	17%	5%
West Virginia	45%	28%	17%
Idaho	115%	17%	-20%
<i>Average</i>	<i>31%</i>	<i>8%</i>	<i>-10%</i>
<b>US Total</b>	<b>-12%</b>	<b>-13%</b>	<b>-14%</b>

Note: The number of youth in correctional facilities includes detained, committed and diverted youth. Sources: Correctional Facilities: M. Sickmund, T.J. Sladky, W. Kang, and C. Puzzanchera, *Easy Access to the Census of Juveniles in Residential Placement* (Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, 2008) <http://ojjdp.ncjrs.gov/ojstatbb/ezacjrp/asp/display.asp>; Crime: FBI Uniform Crime Report, *Crime in the United States, 1997 and 2006*, [www.fbi.gov/ucr/ucr.htm](http://www.fbi.gov/ucr/ucr.htm), Table 5

While this may be counterintuitive, research has shown significant negative impacts of incarceration on youth that can impact public safety. Research on the impact of incarcerating or grouping youth together for treatment in facilities has found that it can reduce their educational and vocational outcomes,<sup>39</sup> disrupt their families, introduce them to delinquent peers they may not have met otherwise<sup>40</sup> and expose them to traumatic experiences. All of these factors can increase the likelihood of engagement in later illegal behavior. Research also shows that most youth “age out” of crime, diminishing even further the public safety impact of incarceration.<sup>41</sup>

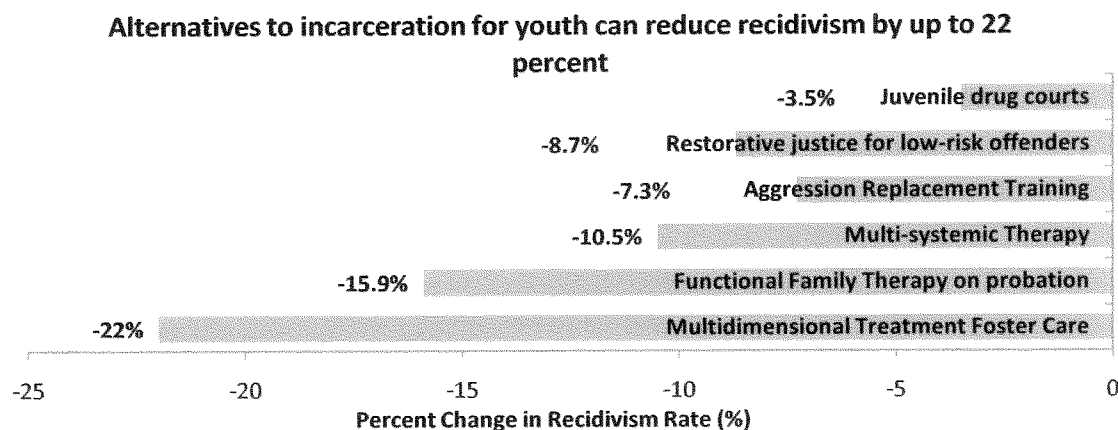
Finally, while the media and some system stakeholders purport that young people drive violent crime trends, this contention is not supported by national crime trends. Youth account for 18 percent of all arrests for violent offenses.<sup>42</sup>

## Community-based programs are proven, cost-effective alternatives to imprisonment

When intervention is recommended for a young person, the most effective programs in terms of reducing recidivism rates and promoting positive life outcomes are those administered in the community, outside of the criminal or juvenile justice systems. Some of these programs have been shown to reduce recidivism by up to 22 percent, at a cost significantly lower than imprisonment.<sup>43</sup>

Researchers examining the effects of institutional versus community-based interventions have found positive outcomes for youth treated outside secure facilities. In one study, researchers' meta-analysis found that while "appropriate treatment" works in both institutional and community settings, the rate of success was higher in the community-based treatment models. Comparing community programs with large residential programs, researchers determined that residential facilities "dampen the positive effects of appropriate service while augmenting the negative impact of inappropriate service."<sup>44</sup>

The Washington State Institute for Public Policy (WSIPP), a non-partisan research entity for the Washington legislature, has done a cost-benefit analysis of juvenile justice programs. It showed that programs like those endorsed by the University of Colorado's Center for the Study and Prevention of Violence in their *Blueprints for Violence Prevention*<sup>45</sup> are the best ways to improve public safety and are the most cost-effective ways to work with youth in need of behavioral intervention. More information on each of these programs is provided in the appendix.



Source: Elizabeth Drake, *Evidence-Based Juvenile Offender Programs: Program Description, Quality Assurance, and Cost* (Olympia: Washington State Institute for Public Policy, 2007) [www.wsipp.wa.gov](http://www.wsipp.wa.gov)

WSIPP was also commissioned by the Washington state legislature to determine how many adult beds and how much money could be saved by the year 2030 by investing in alternatives to incarceration for youth such as those in the graph above. WSIPP used three scenarios of investments in alternatives to incarceration to show how the prison population could be reduced from the projected 2030 levels.<sup>46</sup>

<b>An aggressive approach to investing in alternatives to incarceration would yield the biggest savings for taxpayers in Washington.</b>				
	<b>Definition</b>	<b>Incarceration Rate</b>	<b>Return on investment for taxpayers</b>	<b>Felonies per 1,000</b>
Current	Funded at current level and provided to the same percent of eligible participants	7.3	24	46
Moderate	Expanded to include 20 percent of remaining eligible participants	6.6	27	47
Aggressive	Expanded to include 40 percent of remaining participants	5.8	28	48

Source: Steve Aos, Marna Miller, and Elizabeth Drake, *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates* (Olympia, WA: Washington State Institute for Public Policy, 2006).

As the chart shows, investing in alternatives to incarceration for youth today will reap significant savings in the potential costs of tomorrow.

#### **California: The costs of locking up youth with mental illness**

In 2007, a study prepared for the Chief Probation Officers of California and the California Mental Health Directors Association surveyed 18 counties regarding youth with mental illness in their juvenile detention facilities.<sup>47</sup> This study found that a young person with mental illness can cost at least \$18,800 more than other youth, taking into account reported estimates of the average differences in length of stay. This estimate assumes the average reported facility rate, and provisions of basic mental health services reported in the survey. In addition, for each stay the total cost of psychotropic medications averages \$4,387 per youth. About 12.5 percent of youth in detention in these counties were on psychotropic medication. An analysis published in the *Journal of Juvenile Justice and Detention Services* suggests that poor mental health and the conditions of detention conspire together to generate higher rates of depression and suicide idealization.<sup>48</sup>

**See Appendix B for more information on cost-effective programs that work with youth.**

## Recommendations

The best available research suggests that community alternatives to incarceration like the evidence-based programs mentioned in this report, and investments in front-end services like education and employment, are the best ways to improve public safety while saving money. States like Ohio, Illinois, and California show that shifting the financial architecture away from state-funded secure residential confinement forces counties to invest in evidence-based programs. Below are some recommendations for policymakers seeking to improve outcomes and best utilize scarce public resources.

*“Investing in programs and practices that reduce future criminal behavior ceases to be a good idea and becomes a very good idea when reductions in justice system costs exceed the cost of the program.”<sup>49</sup> California State Commission on Juvenile Justice*

**Incentivize counties to send fewer youth to secure residential facilities by shifting the fiscal architecture of the state juvenile justice system.** The six states profiled in this brief have encouraged counties to invest in alternatives to incarcerating youth in secure residential facilities by making it financially undesirable for counties to rely on the states to confine youth who could be better served in the community by evidence-based practices.

**Invest in intermediate interventions, not buildings.** While maintaining conditions of confinement that meet the needs of young people are important, during lean budget times, the most expensive parts of the juvenile justice continuum—detention centers, residential facilities and other forms of secure congregate care—tend to win out in local budget battles. As the federal government and states plan new ways to invest in cost effective forms of delinquency prevention, they should focus funding streams on intermediate forms of community-based supervision. Some of the cost savings from downsizing detention centers and secure residential facilities can be invested in improving conditions, with the remaining funds invested in community-based services that are more effective and less expensive than juvenile prisons.

**Invest in proven approaches to reduce crime and recidivism among young people.** Evidence-based practices, which have undergone rigorous experimental inquiry, have been shown to work with violent and seriously delinquent youth. Such practices are more cost-effective and produce more benefits than traditional punitive measures. States should expand upon existing evidence-based alternatives to incarceration for youth.

**Develop, support and evaluate new and different approaches to reduce crime and recidivism among young people.** Localities across the country have developed smaller, tailored initiatives that have a great deal of community buy-in. Many of these initiatives are based on the basic principles of the more science-based approaches, but have not been evaluated. A search for new initiatives would add to the toolbox of available interventions and alternatives.

**Re-examine policies and practices that have the consequence of sending more youth to the juvenile justice system.** The increase of school-based referrals over the last two decades has increased the likelihood that a student is sent to residential placement for infractions that had

been previously handled by the school. The result is an overburdened juvenile justice system and overcrowded secure residential facilities.

**Create and fund research organizations to evaluate effective programs and policies in juvenile justice.** In some states, non-partisan, legislatively-mandated organizations can provide policymakers with information on what truly works in juvenile justice. States and localities should support research groups that work to evaluate programs across the country for cost-effectiveness and recommend effective programs as a valuable way to lower costs and ensure that policymakers are funding the best possible programs and policies. These research groups can be state-based, or the federal government can increase their capacity to do this research work nationally.

**Policymakers should take care to not rely on the “tough-on-crime” rhetoric of the past, but instead on the research that shows that locking up more youth does not keep our communities safe.** Incarceration of youth has been linked to a number of negative outcomes, including increased recidivism and criminal behavior, lack of educational and employment opportunities, and association with more delinquent peers. Implementing community-based programs is the smart way to improve public safety while saving money.

**Invest in policies that increase employment, educational attainment and treatment for those who need it.**

- The Alliance for Excellent Education reported in 2006 that a 5 percent increase in male high school graduation rates would produce an annual savings of almost \$5 billion in crime-related expenses. Coupled with annual earnings of those who graduated, the U.S. would receive \$7.7 billion in benefits.<sup>50</sup>
- A study published in the *Journal of Quantitative Criminology* found that youth involvement in crime seems to be especially affected by employment. This study has indicated that employed youth are less likely to be engaged in property crimes.<sup>51</sup>
- Making treatment available in communities to address mental illness, substance abuse, and emotional distress resulting from trauma is the best way to ensure that youth are getting what they need to live healthy, productive lives. For youth already in the juvenile justice system, jurisdictions should better implement processes for a continuation of care for youth transitioning back to the community. This includes making arrangements for housing and other supports for youth and their families upon release.

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## ***Appendix A: Negative impacts of confinement***

### *Incarceration can increase recidivism*

Youth recidivism rates within states are often reported at 50 percent or higher for individuals who remain in secure facilities.<sup>52</sup> Further, court records show that youth experience a greater likelihood of returning to court after each criminal referral they receive.<sup>53</sup> As many as 50 to 70 percent of youth who were previously in residential placement facilities were rearrested within two years of their release.<sup>54</sup>

Several studies have shown that youth who are incarcerated are more likely to recidivate than youth who are supervised in a community-based setting, or not detained at all.

- A study of youth incarcerated in Arkansas found not only a high recidivism rate, but that the experience of incarceration is the most significant factor in increasing the odds of recidivism.<sup>55</sup> Sixty percent of the youth studied were returned to the Department of Youth Services (DYS) within three years. The odds of returning to DYS increased 13.5 times for youth with a prior commitment, which was more than carrying a weapon (3.3 times), gang membership (2 times) or poor parental relationship (0.6 times).
- In Texas, researchers found that young people in community-based placement are 14 percent less likely to participate in illegal behavior than youth that have been incarcerated.<sup>56</sup>
- Researchers found that in 63.4 percent of 443 studies about the juvenile justice system, young people who received interventions emphasizing community-based treatment and other alternatives to incarceration were less likely to recidivate than those who did not receive an intervention. For example, 32 to 37 percent of young people given employment and behavioral programs were estimated to recidivate, as compared to a 50 percent recidivism rate for the group of youth not given this intervention.<sup>57</sup>

Studies of recidivism from large residential correctional facilities, including training schools, show that the percentage is uniformly high.

- A follow-up study on youth released from Minnesota's two training schools in 1991 found that 91 percent were re-arrested within five years of release.
- In Maryland, a study of 947 youths released from correctional facilities in 1994 found that 82 percent were referred to juvenile or criminal courts within two and one-half years after release.<sup>58</sup>
- In Washington, 59 percent of incarcerated youth re-offended within one year and 68 percent within two years.<sup>59</sup>

These studies from a number of different states and juvenile justice systems show a recurring pattern. Alternatives to incarceration for youth can be more effective and have more public safety benefits than locking up youth.

*Residential placement can slow the natural “aging out” process of delinquency*

Research and data show that most youth will naturally “age out” of delinquent and illegal behavior on their own, without the intervention of the juvenile or criminal justice systems. However, involvement of one or both of these systems can impede development and may reduce the chance that a youth will successfully transition to adulthood since confinement disrupts natural engagement with families, school, and work.<sup>60</sup> New research has shown that confinement is not only more likely to reinforce delinquent behavior in those already at-risk, but may also add to more delinquent skills than if they are treated individually in the community. Furthermore, secure confinement can reinforce a young person’s sense that they are not part of mainstream society, further ostracizing them, and leading them to associate with other delinquent peers who also feel that they have been socially isolated.<sup>61</sup>

According to a study by the Office of Juvenile Justice and Delinquency Prevention, the more contact youth have with juvenile courts, the more likely they are to return.<sup>62</sup> Among youth with no prior referrals to juvenile court, 41 percent will return to juvenile court after their first referral. In other words, 59 percent of youth who are referred to juvenile court for the first time will not return. But this number jumps significantly after their first contact and subsequently with each additional referral.

The natural developmental process behind completing an education and gaining meaningful employment can be hindered by incarceration because it cuts a youth off from the conventional norms and opportunities for growth that youth who remain in the community receive. The inability to develop these attachments is associated with reduced recidivism. A 1993 study showed that even after controlling for adolescent crime and delinquency, job stability for youth from ages 17 to 25 significantly reduced crime during those years.<sup>63</sup> Due to the disruptions in education, employment opportunities, and natural life processes that allow young people to “age-out” of crime, researchers argued, “the process of incarceration could actually change an individual into a less stable employee.”<sup>64</sup>

*Incarceration does not meet the mental and developmental needs of youth*

Often youth are more at risk of contact with the juvenile justice system as a result of unmet mental health needs. Some behaviors that cause youth to be arrested are manifestations of a disorder in need of treatment.<sup>65</sup> While researchers estimate that upwards of two-thirds of young people in detention centers could meet the criteria for having a mental disorder, a little more than a third need ongoing clinical care—a figure twice the rate of the general adolescent population.<sup>66</sup> Youth with mental health disorders are more likely to serve time in a facility and spend longer time behind bars than youth without mental health disorders.<sup>67</sup> A combination of factors, including inadequate “front door” screening, lack of staff training, an over-reliance on isolation to control youth behavior, inadequacies of specialized mental health services, poor communication between probation and providers, and gaps in community services and placement alternatives can affect length of stay for these youth.<sup>68</sup>

*“Given the disproportionate use of juvenile detention facilities for youth of color one explanation [for the high incidence of youth with mental health disorders in facilities] may be that the juvenile justice system has become a de facto mental health system for poor and minority youth who are unable to access care through the formal mental health system.”<sup>69</sup>*

Because of the large number of overcrowded facilities, which often breed an environment of violence and chaos for young people, far from receiving effective treatment, young people with behavioral health problems may get worse in detention, not better.<sup>70</sup> Most juvenile justice systems do not have the facilities to properly screen or treat a young person with a mental health disorder, and if these young people are incarcerated the risks of victimization, self-injury, and suicide are high.<sup>71</sup> One academic study found that for one-third of incarcerated youth diagnosed with depression, the onset of the depression occurred after they began their incarceration.<sup>72</sup> An article published in the medical journal, *Pediatrics*, concluded that, “The transition into incarceration itself may be responsible for some of the observed [increased mental illness in detention] effect.”<sup>73</sup> When youth do not receive the mental health treatment that they need within facilities, their conditions only worsen.

While some researchers have found that the rate of suicide in juvenile facilities is about the same as the community at large,<sup>74</sup> others have found that incarcerated youth experience from double to four times the suicide rate of youth in community.<sup>75</sup> The Office of Juvenile Justice and Delinquency Prevention (OJJDP) reports that 11,000 youth engage in more than 17,000 acts of suicidal behavior in the juvenile justice system annually.<sup>76</sup> Another monograph published by OJJDP found that juvenile correctional facilities often incorporate responses to suicidal threats and behavior in ways that endanger the youth further, such as placing the youth in isolation.<sup>77</sup>

The U.S. Department of Justice’s investigation of juvenile and correctional facilities has acknowledged the failure of residential facilities to respond to the mental health needs of the youth in custody.<sup>78</sup> Generally, youth suffering with serious mental health problems should participate in family and community-based treatments, because research has found them to be the most effective at treating mental illness and reducing recidivism.<sup>79</sup>

The most promising mental health programs reduce recidivism anywhere from 25 to 80 percent.<sup>80</sup> These programs place an emphasis on behavior change, decision-making, and the development of social skills among different groups.<sup>81</sup> The best programs tend to be those that focus on family-centered interventions that allow families to help develop treatment options and receive progress reports. Since research shows that a lack of family involvement may be associated with delinquency, it is essential that families participate in the treatment process.<sup>82</sup>

#### *Incarceration may impact education and employment opportunities for youth upon release*

Research continually links education and the likelihood of participating in illegal behavior or ending up in prison. Forty-one percent of adults in prisons and jails do not have a high school diploma<sup>83</sup> and the U.S. Department of Education reports that dropouts are 3.5 times more likely than high school graduates to be arrested.<sup>84</sup> Locking up youth can interrupt the learning process, even when educational opportunities are available behind bars. Rarely is there a contiguous transition from a juvenile facility to education in the community, and when there is, there is a high likelihood that youth will not complete their education.<sup>85</sup>

- One researcher found that most incarcerated 9th graders return to school after incarceration, but within a year of re-enrolling two-thirds to three-fourths withdraw or drop out of school. After four years, less than 15 percent of these incarcerated 9th graders had completed their secondary education.<sup>86</sup>
- A Department of Education study showed that 43 percent of youth receiving remedial education services in a juvenile detention facility did not return to school after release, and another 16 percent enrolled in school but dropped out after only five months.<sup>87</sup>

Incarceration can also negatively impact future employment.

- A study by the National Bureau of Economic Research found that jailing youth (age 16-25) reduced work time over the next decade by 25-30 percent.<sup>88</sup>
- Looking at youth age 14 to 24, Princeton University researchers found that youth who spent some time incarcerated in a youth facility experienced three weeks less work a year (for African American youth, five weeks less work a year) as compared to youth who had no history of incarceration.<sup>89</sup>

Secure confinement contributes to barriers to education and employment that limit a person's ability to positively contribute to society, which may negatively impact public safety in the long term.

*Appendix B: Community-based programs that work*

**Functional Family Therapy (FFT):** This family-based program works as both prevention and intervention. It is a multi-level eight to 12 week program that seeks to address family dysfunction, acknowledging that in the long run, removing the youth from his or her family and community may not fix the root problem behind the behavior. The FFT program can lower recidivism by up to 38 percent, averaging around 16 percent, and has \$10.69 in benefits for each dollar of cost when administered by trained therapists.<sup>90</sup>

- Lowered recidivism: 15.9 percent
- Cost benefits: \$10.69 in benefits for every dollar spent

**Aggression Replacement Training (ART):** This program is designed for youth who exhibit aggressive tendencies and anti-social behavior and are therefore considered to be at a high risk of reoffending. ART is a 10-week, 30-hour intervention administered to groups of eight to 12 youth who have committed an offense.<sup>91</sup> ART has been found to reduce recidivism after 18 months by up to 24 percent, averaging around 7 percent, and has \$11.66 benefits per \$1 costs.<sup>92</sup>

- Lowered recidivism: 7.3 percent
- Cost benefits: \$11.66 in benefits for every dollar spent

**Multi-Systemic Therapy (MST):** MST works with the family to address the underlying causes of illegal and delinquent behavior and the role that families play in a young person's behavior. Families are taught how to build healthy relationships and use appropriate methods of discipline.<sup>93</sup> MST works to achieve behavioral change at home, rather than in a correctional facility. MST has shown to reduce long-term rates of re-arrest by 25-70 percent,<sup>94</sup> and has an average reduction of re-arrest of around 10.5 percent.<sup>95</sup> States that use MST can see \$13.36 in benefits to public safety for every dollar spent on the program.<sup>96</sup>

- Lowered recidivism: 10.5 percent
- Cost benefits: \$13.36 in benefits for every dollar spent

**Multidimensional Treatment Foster Care (MTFC):** MTFC is an alternative to group homes or detention facilities for youth. Rather than place youth into a group, each foster family has one youth at a time which allows them to tailor programming to that specific individual's needs. The individual treatment also allows the child to be closely monitored. At first, the youth is with the foster parent at all times but as the youth shows good behavior, the restrictions are loosened and he or she is given more freedom. Aside from close monitoring by the foster parents, the youth also receives job and social skills training from a professional therapist and the birth parents and child receive family therapy where the parents learn how to properly discipline their child.<sup>97</sup> MTFC has been shown to reduce recidivism rates for youth by 22 percent on average, and has a cost-benefit ratio of \$10.88 in benefits for every dollar spent.<sup>98</sup>

- Lowered recidivism: 22 percent
- Cost benefits: \$10.88 in benefits for every dollar spent

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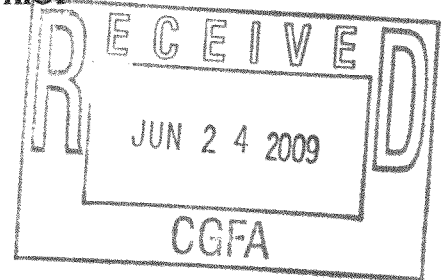
JUDICIARY 1 - CIVIL LAW

LABOR

RAILROAD SAFETY

TRANSPORTATION REGULATION,  
ROADS & BRIDGES

**JAY C. HOFFMAN**  
STATE REPRESENTATIVE • 112TH DISTRICT



June 18, 2009


Dear Sir or Madam,

I am writing in response to the facility closure hearing for Pere Marquette Youth Center.

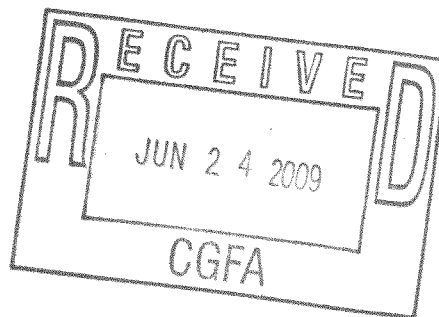
The Illinois Youth Center (IYC) at Pere Marquette is vital to curbing recidivism and creating positive life building skills to the youth it serves. Through its commitment to a community therapeutic model, it offers counseling groups and education that allow each youth to attain vital skills that aid them in correcting past behaviors. It is for these reasons that I am in support of keeping IYC-Pere Marquette open.

Thank you for your generous time and consideration. If I can be of any assistance, do not hesitate to contact my office at (618) 345-2176.

Sincerely,

  
Jay C. Hoffman  
State Representative  
112 District

JCH/djm



Dear: \_\_\_\_\_

Hello, My name is Faith Reiling and I am a 18 year old who is incarcerated in the IYC-Pere Marquette for the last 15 months. Yesterday it was announced that the Governor was proposing to close our facility. Hearing this I felt compelled to write this letter. Being incarcerated many times over the past five years, which is not something that I am proud of yet truthful none the less.

Not until coming to IYC Pere Marquette did I realize that not only was I institutionalized but I had problems that I refused to deal with, therefore unable to change to become a productive citizen and provide a stable home life for my daughter.

Finally I am receiving the help that I have been searching for. The Staff here CARE! about the youth who are here unlike some of the other programs I have been involved with. They have assisted with my obtaining a GED, taking my ACT test, applying for entrance into a community college and not least but most important re-establishing a strong and healthy relationship with my family.

At first I did not understand why they wanted to close us and the answer I received was that the facility was "under-utilized". The reason our facility is "under-utilized" is because we are understaffed!

We have 42 employees but out of that there is only 15 security staff! The facility maximum is 40 youth. To open the other housing unit it would require 2 over times on every shift each week. I understand that this is a small facility. This facility offers one of the best overall programs by keeping classes small, offering extensive counseling, along with a drug treatment that the state of Illinois has to offer.

So is IDOJJ about the money it cost to house us or is it about rehabilitating young females so they can become successful women?

One of the reward programs is our "weekend retreat". The revision of the old confinement unit is where the girls who maintain good behavior for at least 4 weeks are allowed to be pampered for the weekend. We also take educational field trips. For example, we went on a tour of Alton, Illinois where we learned the historical value of the town.

We believe the most memorable event that is offered is the "GALA". Youth that maintain "A" Level for an extended period of time are allowed to dress in formal wear and are served a seven course meal and taught proper etiquette. The cost of this is small due to the staff here providing all that is needed from full attire to every decoration used. This is an opportunity that most of us would never get to experience.

The Therapeutic Community teaches us what we need to know to become successful instead of how to just be good in incarceration. I will be presented for Parole consideration on April 8, 2009 with all the tools to be a devoted mother, a productive citizen of the community, while pursuing my dream of becoming a lawyer.

In conclusion, I write this for all youth currently here and for those yet to come so they have the same opportunity to gain the knowledge that this small institution and staff that care so deeply have to offer.

Yours truly,

Maitha E. Brilling

A concerned youth

Hani Rhie

All of those who concur are as follows:

Kate Fagitt

Kame Fagitt

Alissa Rippel

Latesha Mauney

Stephanie Furman

Claudia Thien

Tiffany

Coctell

Michelle Dixon

Chelsea

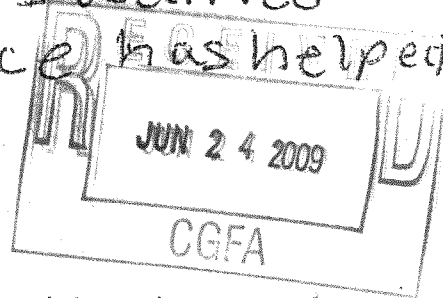
Andrea Stackhouse

TARA Smith

Tryston

Jessica Rottman

Hello my name is Latisha Mauney  
and I am 14 years old. I ~~am~~ am  
writing this because I heard this  
place is closing and I wanted  
to say how this place has helped  
me.



How this place has helped me is  
reconize that I have anger issue,  
and that ~~when~~ I have my meds I can be  
sweet, without them, I can be very mean.  
Also that I Love attention the  
reason behind why I do. I been  
through, ~~the~~ a Jdc, 5 times, and  
went rehab, ran, went to Arrowhead  
unsuccessfully discharged. Never thought  
I would get <sup>locked</sup> up in doc. Never  
thought anything would happen to  
me. Warrenville if I was still there  
then I would have been gone in  
Feburary; but I got sent down  
~~we~~ here at pere Marquette. To  
Face my Probiems.

we gather together as  
a community. Now I not saying  
we don't have ~~the~~ <sup>our</sup> struggles.

Because believe me we do.

For some girls the staff & youth are the only ones who care & are the only family they got. ~~we do~~ we do a lot here first of all

Girls who want to change  
should be here. I get  
more visits here because  
I live <sup>in Southern Illinois</sup> ~~South~~ but yeah

I need the support of  
My mom, real mom, stepdad

• Those would <sup>they</sup> be ~~best~~ <sup>cut off</sup> if we went ~~off~~ up there.

After word<sup>o</sup> I would be an  
emotion wreck. After I leave

here I want to be able to

Call Mr. Sievers, Mrs. Curtis, and

Mr. Childs, Mr. Flann, Lane

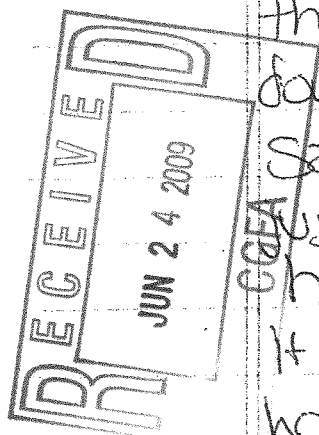
For words of encouragement:

When I feel down. ~~to~~ Latisha Murrey



To Whom it May Concern,

My name is Tara Smith I am 18 yrs old. I am speaking on behalf of IYC Pere Marquette. When I heard that they were going close this place down. I didn't even know what to say. I had tears in my eyes. I just didn't understand. I've been here 9 months, at first I thought it was a joke, but after I seen how much people really care and really want to help you. I've changed. I am somebody, I am going to Graduate, Go to College, Be a model, ~~etc~~. I have Very High Self-Esteem<sup>now</sup>, I'm more educated, I feel good about myself. I have better relationships with family. I've also become honest that's something I've struggled with. I've been incarcerated for the last 5 years, I'm so glad, I thank God everyday for me to able to have come down here. Anyone else should have the chance to come also. This place is amazing. I extended my time here in March "60" day to make sure I'm really ready to go this time. I have faith in myself I can do it. All my

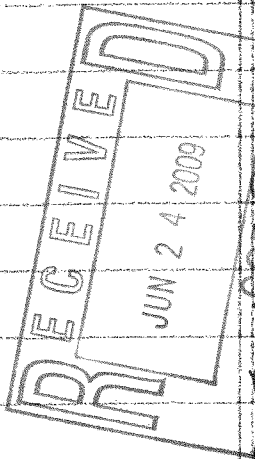


Thanks goes to Mr P. Marquette  
well, I will be leaving in  
May with a wonderful future  
So please keep this place open  
for the opportunity to chance other  
youths life.

Thank-You for your time  
Tara Smith

3-31-09

To Whom this may concern,  
My name is Jessica Rotman and I'm  
writing this letter because I was informed  
about a week or 2 ago that L.Y.C pere-  
Marquette is going to be shut down.  
Now I thought maybe they were just  
telling us all that so that our group  
of girls would come together but then  
I also thought it was a joke. I kept  
sitting there looking around with so  
many other faces ~ looking Sad, Confused,  
Angry, heart broke not only my wonder-  
ful staff you always Main-tain  
looking perfecting! Started to tear up.  
The youth around me were doing  
the same. That's something I never  
thought I would have see here happen  
here the youth who 1st came here  
acting hard and felt like they could  
never show that they are human  
and they have real feelings and they  
also can cry too. I kept putting my  
letter off, I saw many of my youth  
Images trying to do everything they can  
to keep this place I called stupid,  
or crazy at first. But I also know  
that I have been to L.Y.C Warrenville  
2 times for Relapsing of cocaine and I  
did their drug program and I HATED it!



I was at warrenville for 11 eleven months my 1st time. I got NOTHING out of their program the full-time I was there my first time. I went home on May 22-08 and I knew I was going to use crack all over again. I told them that, they did not really care. I came back to warrenville on 8-8-08 and I knew I was doing their 6 month drug program. I felt SICK to even think I was staying there wanting so badly to change this time because I was SOOOO SICK OF MY life style that I was doing, something had to change & so did warrenville's program but I knew that was not going to change so I was determined to leave some how to another program. I heard about a program down south and I knew that my mother lived in Kentucky and I asked could I go & try a New program to get something out of it this time. I was 2 months into Recovery on A/B the drug program I found out in November I was going to Pere-Marquette and I was so Happy and I knew

God did this for me. I did not  
come that I was going to start  
my program all over. And I did  
not come. I wanted to change  
and stay as long as I needed to.  
Now I came to pere-Marquette  
and yea At first I was like yea  
its beautiful and I just felt like  
it was going to be a honey moon  
the first part was ~~new~~ well  
I've been here since November I  
am going to the parole board on  
May 15<sup>th</sup> 09 and I can tell you this  
im a happy young lady and I respect  
myself and I know that I Never would  
have know this is I would have kept  
going to warrenville. I learned so much  
about abuse and mental abuse, Relation-  
ships that were unhealthy and why  
I do the thing I do. And ~~B~~ I  
also learned if I have goals I want  
to make happen I can. I can sit here  
5 months later and say im a  
Graduated and I Never thought  
that would have Ever happen and  
I also know that if I would have  
stayed at warrenville I probly  
would have never did my work and  
only still had four credits →

Our school system here is Wonderful  
I had so much help and they all  
here have made sure for all of us  
to show they are here for us and  
they do care. Its actions they  
show not just words. IM 19 years  
old and if you would have  
told me 4 months ago I was going  
to be done with school I would  
have laughed and thought your  
funny. I had so many teachers and  
staff here telling me so many  
positives about me and that dreams  
can happen and I feel if I could  
tell you anything about this  
place its life changing. Its  
crazy I know I wont be back  
but what about the others who  
keep going to warrenville and the  
ones who live down south and  
the ones who want to change  
but cant because we dont have a wonder-  
place like this because it got shut  
down. What about our kids  
I heard a wonderful teacher say  
What about the next G  
their kids? I pray that if any of  
our kids end up in these places that  
they all get to have a chance to →

to come here and see that  
dreams can come true. They  
teach us our past is our  
past Now. Lets let go and move  
on to the New and positive  
things. We all ~~may~~ make mistakes  
and I just pray you all don't  
make a huge mistake by shutting  
this place down!! If anything  
shut Warrenville<sup>00</sup> down. I

have a heart and I care about  
each and everyone of the youth and  
staff here. Not only them but  
I care and I have respect for  
myself. I never knew I was  
pretty or I have a goofy personality  
or I'm a good friend, daughter,  
grand daughter, cousin and I  
want so many others to  
know the truth. Not to be put  
down and hurt more. I'm clean  
sober I'm 19 years old and I'm  
thankful to know I'll be clean  
& sober with a high power I call  
God. I have so many positive  
things I wanna say but I don't wanna  
make this a book. I respect all  
of you who take your time out to  
read all of this sincerely Jessica Rotman.

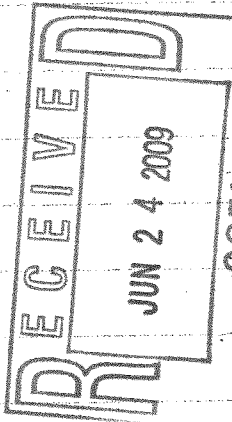


Claudia Rice

3/31/09

~~This~~ This is the reason I am  
writing this letter. I think  
it would be hard for us to get  
sent back to ~~Warrens~~ Warren-  
ville, Illinois because for the  
people who live closer to where  
they live it will ~~take~~ take  
them away from their family.  
~~So~~ Because it's hard ~~to~~ for  
them to get up there ~~from~~ from  
way down South that's maybe  
a 6 hour away. We get more  
~~pr~~ privilege than ~~two~~ Warren-  
ville. Warrenville's staff are  
really rude and call the youth  
a bunch of different names  
and there are some staff up  
there are races and I don't  
like that at all. Please ~~don't~~  
~~help~~ help us ~~help~~ help  
keep ~~the~~ the  
Pere Marquette open please.  
Save the C Pere Marquette.

Claudia Rice





Honorable Governor Patrick Quinn,

My name is Chelsey Lowe, I am 19 years old and currently incarcerated at IYC Pere Marquette. When I first heard of this place being closed down, it honestly broke my heart.

I have been in and out of treatment centers and jail for the last 4 years. I gave up on myself and my life because I didn't believe I could change. That is until I arrived at this facility. Not only are all of staff here helping me with my alcohol abuse, but they are helping me with all areas of my life. I completed my last program at IYC Warrenville July 30<sup>th</sup> of 2008. I'm not saying it was a bad program, but they focused more on the drug use rather than what causes the use. So, I didn't work on other issues because they were never brought up.

Since I have been in this facility I have started working on grief, my anger, family relationships, etc. I'm finally, after 4 years, discovering the reasoning behind my use. I actually believe I will be able to stay clean and make something of myself. I still have a few months left before my release, but already all of the people that I have been working with have made a huge impact on me and my future.

You really wouldn't expect people in a prison system to care. Compared to where I've been, the staff that work

here are much better in every aspect. They actually care about us and about our future. I was raised in a very loving home, but I made some bad decisions. Unlike other facilities the staff here don't judge me on my past. Instead they do all they can to insure I have a better future.

Over the last few years the return rate has reduced almost 30 percent. My understanding is that compared to other juvenile justice systems this program is better at helping people change and actually stay out and live productive lives. If you look at Warrenville you will see the difference. I'm not trying to bash on other facilities. I'm just speaking from my own personal experience.

I understand the money issue. It takes a lot to keep a place like this up and running. Our population right now is only 15. This facility can hold up to 40 youths, but that would require more staff. I know I will be willing to do what I could to help insure that this facility remains open. I really don't know what you could do to help either. I'm just trying all my options because, I, myself, know what Pere Marquette has done and is still doing for my life. Even after I'm gone, I just feel so many more young women like myself could really benefit from a place like this.

As a young lady who is experiencing

all the benefits of this facility and its program. I ask you not to allow this wonderful place to close down. It, to me, has done far too much good to just end.

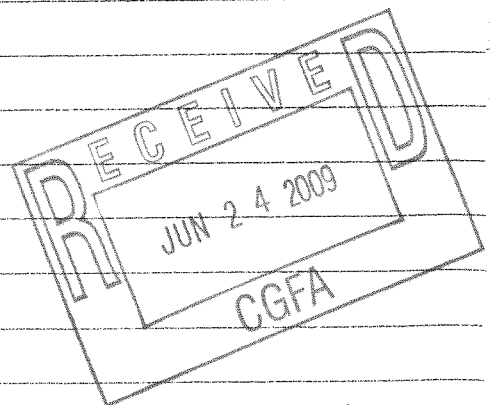
I want to thank you for taking the time to read what I had to say.

Sincerely

Chelsey Love

Hellow. My Name is Andreea Stockhouse  
and I am a 13 years old youth  
incarcerated at Pere-Marquette. I  
dont want this place to close because  
it is better than Washburnville. I get  
the extra help at school I need  
here. I have a tutor that helps  
me by myself with my reading and  
writing. The staff here are very  
nice and they care that I have  
problems and want to help me with  
them. The other places I've been dont  
take time to help me so I dont  
tell them my problems. I get to  
talk to my Mommie alot more here  
so I dont feel so lonely. Some  
girls were writing letters to you  
about how they felt. So I wanted  
to tell you how I felt! Please  
dont close this place!

Love  
Always  
Andreea



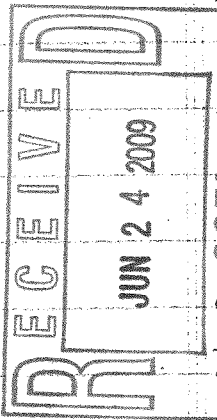
(1)

To whom this may concern,  
My name is Michelle Dixon, i am  
15 years of age and have been  
incarcerated since September 08.

this is my second time in IDOTJ.

The first time i got incarcerated,  
i was sent to IYC- Warrenville,  
i got out in August then i came  
back 1 month later. Warrenville  
disgusts me, everytime i think about  
that place, i get to grinding my  
teeth, because i dislike that place  
very much. it has nothing to offer,  
they don't care, you go there, do  
your time, and leave, there are no  
groups, you don't learn Core skills,  
or Coping skills, not even the  
Facts of Life it's ~~all~~ self. They don't  
tell you, your "somebody" if any  
thing they put you down. All i know,  
is that place didn't teach me a thing,  
as you can tell, i turned around  
and came straight back, only 1 month  
later. When i came down to Pere Marquette.

I always stayed 100% honest i didn't  
hide a thing, i told the staff here  
that i wasn't changing, and that  
when i left, i planned on going  
straight back to my ~~old~~ old ways.



②

wasn't NoBody changing me, and I sure wasn't going to let anybody know anything about me. I hated school, so I didn't even try. I was afraid to get close to any-body, because of my past but these staff let me know everything would be OKAY. I started going to different groups, learning more and more every-day. I learned about stuff, that I never thought I would even think about, I'm a very stubborn, hard-headed girl. and I realized most of it was because of my past, i've held anger, pain, hurt, and betrayal in for years (since I was 4.) I started abusing drugs and alcohol when I was 12. and that's when I started growing up, and realized every-thing that had gone wrong in my life. so I started abusing alcohol to hide the pain. Everytime I had a problem I ran to alcohol, because I didn't talk to people about my problems, and I didn't know how to handle them any other way. Until I got here.

③

at first, I thought these staff were just trying to be nosy. but they weren't, they really care. Staff here have helped me tremendously. There's no way I could ever Thank them. They spend money out of there own wallets to buy things for us that ain't even necessary. such as Soda, popcorn, candy, nail polish, perms, gel, hygiene items etc. they spend time with us playing games out doors, watching movies indoors, bringing in people to speak to us, bringing in tutors, to be with kids that need individual help. There's multiple church groups, also A.A. The things these staff offer us is incredible. We don't only actually get treated like regular people, we also get the knowledge we need, academically, and mentally, they have physical & fitness groups and also individual sessions, for those who need them. Staff help us cope with our problems. their right there by our sides threw everything, ups, downs, and turn arounds, they don't give up no matter what.

(A)

So why should I? that's right, I won't. this place has washed me and hung me out to dry. I never thought I'd finish High-school, but now I'm planning on going to college for my masters in Criminal Justice, I want to help others who have been in my shoes, let them know ~~to~~ their somebody. Because God don't make Junk. I'm a Freshman in High-School, yet my terra nova scores were in Juniors and Seniors' grades. I hated school, I never knew I was smart, but Pere Marquette proved me wrong, so now I have a reason to go to school, and put my brain to work. I don't have the best record, matter-o-fact my record ain't good ~~at~~ at all, but that's my past, and if you judge someone because of their past, you won't get to know how great of a person they really are. A lot of people in my community, look down on me for the path I've chosen. Everyone ~~has~~ has their bumps in the road, and I'm recovering from my fall. and I plan on getting on the



5

best track possible for me. and my family, and alot of my mind-thinking, well lets just say, you can thank the staff at LYC-PM. they have made a huge change in my life. and I admire them for doing so, if i were to be in Warrenville, I know i'd be coming in and out till I was... dead. and that sounds real sad coming from a 15 year old, but it's reality. Warrenville has nothing on Pere Marquette. Even the thought of closing this place is bizarre, it's helped numerous girls, and i say im one of them girls with pride. you got to be CRAZY to close this place. and that ends my story.

Sincerely,  
Michelle Dixon.

M D

3/30/09.

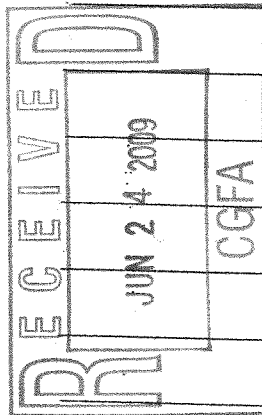
To Whom it May Concern:

Hi My name is Stephanie Juvinall and  
I'm here to speak about my life  
change through Lyle-Pere-Marquette  
in a seventeen year old female  
who has made extraordinary life  
changes which weren't even  
thought possible until my arrival  
at Pere-Marquette. Here's my story.

My mom died when I  
was one and my Dad became a  
big drug addict. He was so abusive  
and he molested me for four years.

I was in and out of foster homes  
once I was taken away from  
my Grandma at the age of ten.  
I finally got adopted in 2005 and  
I figured all my problems and  
hurt would just go away. Except  
the truth was it was all going  
to take over me.

In 2006 I caught my  
first charge of Domestic Battery  
against my mom. I was put on  
probation and before I knew



it I wound up in Vermillion County  
on January 11 2007 for breaking my  
Probation. I was so scared and  
frustrated. I blamed everyone but  
the one responsible, myself. I  
Stayed there until my court date  
on March 13. Then I was transferred  
to Warrenville from there. I was  
there four months and I was  
Paroled on July 26 of 2007. I really  
thought Warrenville had made a  
positive change in my life. That  
was the way it seemed to be  
for the first few months, then  
I started sneaking around with  
un-approved people for parole and with  
my parents. I was drinking and popping  
my pills people would hand to me.  
I hated being home. My family  
relationship with me fell apart so  
bad I would run away to see my  
boyfriend and friends. The only  
ones I thought cared at the time.  
I violated Parole on

November 20 and I went back to Warrenville. This time I planned to fake it since I knew I could just get out. I moved out from my old charge on January 11, 2008 but due to my new charge (of kicking my Grandma in the leg after an argument) I went straight back to the Detention Center. I remained there until I got sentenced to Doli again. I arrived at Warrenville in March and left for Pere Marquette on April 17, 2008.

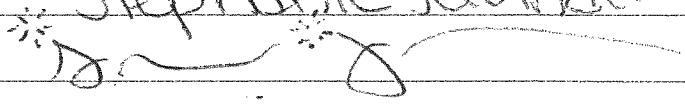
Since I've been here I have changed in ways I once thought were impossible. The knee built up anger and hurt is healed and I can finally cope with it. I use to feel like I wasn't anything and I'd be better off dead. The staff here have helped me to ~~realize~~ realize I am something. My self-esteem has increased while being here. The programs

and groups here have helped me to know what a healthy family relationship is like. Me and my family are closer than we've been in years. I've also reached my highest goal and that's to graduate from High School. Pere-Marquette has gave me back my life and dreams. They have helped to find the real me.

Pere-Marquette goes out of their way to help each individual who passes through here. Each staff treats All the youth with care as for there life is their highest priority. Warrenville just goes ~~for~~ for their paycheck.

I Don't know where I would be without IYC-Pere-Marquette. If we close down the one place girls feel comfortable to express feeling and can learn/communicate we really aren't doing anything to

lessen the ~~see~~ numbers. I am do  
for release on April 8 and I can tell  
you with all my mind, body & soul  
that I am sure to never come back.  
Why not change the lives of even  
more individuals. Please keep  
ML-Pare-Marquette open

Sincerely  
Stephanie Juvinall.  


## FAX COVER SHEET

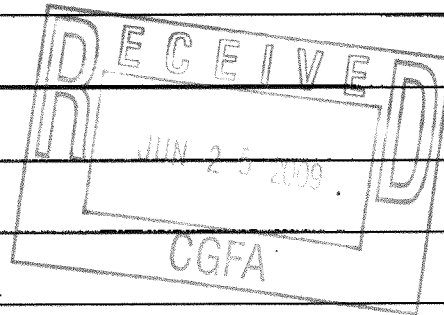
TO: CGFAFROM: RON GRAY, COUNSELOR, IYC PERE MARQUETTEDATE: 6-24-09

TIME: \_\_\_\_\_

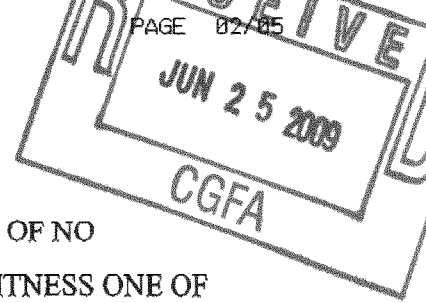
Total number of pages, including this cover sheet: 5

## MESSAGE:

ATTACHED IS THE TRANSCRIPT OF THE TESTIMONY THAT I GAVE REGARDING THE  
CLOSURE OF IYC PERE MARQUETTE AT THE HEARING AT PERE MARQUETTE  
LODGE IN GRAFTON, ILLINOIS, ON JUNE 22. PLEASE ADD MY TESTIMONY TO YOUR  
INTERNET WEBSITE.



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TODAY, WE STAND ON THE BRINK OF WITNESSING A MAGIC ACT OF NO ENTERTAINMENT VALUE, TO BE MORE SPECIFIC, WE ARE ABOUT TO WITNESS ONE OF THE MOST HARMFUL AND DAMAGING MAGIC ACTS THAT I HAVE EVER HEARD OF. THE ILLINOIS DEPARTMENT OF JUVENILE JUSTICE WISHES TO MAKE THE PERE MARQUETTE JUVENILE FACILITY IN GRAFTON, ILLINOIS, DISAPPEAR. IF THE DEPARTMENT IS GIVEN THEIR WAY, THE EMPLOYEES, THE BUSINESSES THAT COUNT ON THE FACILITY, AND, MORE IMPORTANTLY, THE YOUTH THAT NEED US THE MOST WILL ALL NO LONGER EXIST. WE KNOW MAGIC IS ACCOMPLISHED BY MISDIRECTION. THAT IS TO SAY THAT THE PUBLIC ATTENTION IS DIVERTED SOMEWHERE ELSE WHILE THE SWITCH OR "TRICK" TAKES PLACE. THE TRICK WE ARE HERE TO DISCUSS IS NO DIFFERENT. WHILE THE AUDIENCE FOCUSES ON INFLATED AND MISDIRECTING FIGURES, THE FACILITY WILL BE CLOSED, AND THE YOUTH RELOCATED TO A FACILITY NEAR THAT BIG CITY UP NORTH. SPREADSHEET DECISIONMAKING IS NO SUBSTITUTE FOR GOOD HONEST PROGRAM EVALUATION.

I AM NOT HERE TODAY TO DISCUSS BAD JUDGMENT OR MAGIC, OR EVEN THE HARDSHIP THAT WILL BEFALL THE EMPLOYEES, BUSINESSES, OR CITIZENS OF JERSEY COUNT IF OUR FACILITY CLOSES. I AM HERE FOR THE YOUTH WHO WE SERVE, THE YOUTH WHO WE HAVE SERVED, AND THE YOUTH WHO WE MUST CONTINUE TO SERVE. THE YOUNG LADIES WHO ARE HERE TO SPEAK TODAY ARE MOTHERS, STUDENTS, AND EMPLOYEES. ONE IS GETTING MARRIED AND SOON TO BE A HOME OWNER. HAD THEY NOT COME TO US, THEY WOULD MOST LIKELY BE REPEAT OFFENDERS. WE HAVE BEGUN TO BREAK THE CYCLE OF GENERATIONAL RECIDIVISM. IN FIVE YEARS, WE HAVE DONE WHAT HAS NOT BEEN DONE OR CANNOT BE DONE BY OTHER JUVENILE FACILITIES.

SOME OF OUR RESULTS ARE THE 42 YOUTH WHO HAVE GRADUATED HIGH SCHOOL. MOST OF THESE YOUTH REFUSED TO ATTEND SCHOOL WHILE THEY LIVED IN THE COMMUNITY OR SPENT WASTED TIME IN COUNTY JUVENILE DETENTION CENTERS. PERE MARQUETTE'S SCHOOL RESEARCHES DEEP INTO THE PAST EDUCATION OF EACH YOUTH TO FIND EVERY PAST HIGH SCHOOL CREDIT. OF THE 42 GIRLS WHO HAVE GRADUATED HIGH SCHOOL, 25 OF THEM STUDIED FOR, TESTED AND PASSED THE G.E.D. THROUGH DEDICATED CORP OF VOLUNTEERS, WE HAVE READIED 9 YOUNG LADIES WHO HAVE TAKEN THE A.C.T. TEST FOR COLLEGE ADMISSION. WE



HAVE 7 OF OUR PAST YOUTH CURRENTLY ENROLLED IN COLLEGES THROUGHOUT ILLINOIS. ONE OF OUR PAST YOUTH IS CLOSE TO HER BACHELOR'S DEGREE AND IS AN INTERN WITH THE ILLINOIS SECRETARY OF STATE'S OFFICE. VOLUNTEER TUTORS CONTINUE TO WORK WITH OUR YOUTH TODAY. THESE RESULTS ARE NOT MAGICAL, BUT THEY CAN BE CONSIDERED MIRACULOUS.

EACH YOUTH AT PERE MARQUETTE HAS TWO HIGHLY TRAINED AND EXPERIENCED COUNSELORS: ONE FROM THE DEPARTMENT OF JUVENILE JUSTICE, AND ONE FROM OUR SUBSTANCE ABUSE PROGRAM. EACH YOUTH HAS TWO MENTAL HEALTH PROFESSIONALS: ONE FROM THE DEPARTMENT OF JUVENILE JUSTICE, AND ONE FROM THE CIVIGENICS PROGRAM. EACH COUNSELOR MEETS IN SESSION WITH EACH CHILD TWICE AND SOMETIMES THREE OR MORE TIMES PER WEEK. PAST EMOTIONAL TRAUMA, ANXIETIES, LIFE QUESTIONS, AND FAMILY REUNIFICATION ARE JUST A FEW OF THE TOPICS DISCUSSED. VERY FEW PROGRAMS ANYWHERE AFFORD TROUBLED YOUTH THIS KIND OF INTENSIVE CARE; AND LET'S FACE IT, MANY OF THE YOUTH WITH US ARE HERE DUE TO LACK OF PARENTAL ATTENTION, ABUSE, OR NEGLECT. THIS LEVEL OF FOCUSED ATTENTION IS WHAT HAS MADE US THE IDEAL CLINICAL MODEL FOR FEMALE ADOLESCENT CARE, ACCORDING TO THE BEST PRACTICE MODEL. ONE OF THE REASONS THE DEPARTMENT OF JUVENILE JUSTICE WAS DEVELOPED IS TO SERVE THE SPECIAL NEEDS OF JUVENILE OFFENDERS. JUVENILES WHO HAVE COMMITTED LESS SERIOUS CRIMES MUST NOT BE PLACED INTO THE FACILITY WHERE OLDER HARDENED JUVENILE CRIMINALS ARE HOUSED. WHEN WE LOOK AT THE POSSIBILITY OF CLOSING ONE OF THE TWO FEMALE JUVENILE FACILITIES IN THE ENTIRE STATE AND PLACING OUR LESS SERIOUS OFFENDERS WITH THOSE YOUTH WHO HAVE COMMITTED SERIOUS OFFENSES SUCH AS MURDER, ATTEMPTED MURDER, SHOOTINGS, AND DRUG-RELATED OFFENSES, THE IDEOLOGY OF BEST PRACTICES GOES UP IN SMOKE AND DISAPPEAR ALONG WITH GOOD INTENTIONS THAT WERE PREVIOUSLY ESTABLISHED. OUR YOUTH ARE EMOTIONALLY TRAUMATIZED YOUTH RATHER THAN THE CRIMINAL TYPOLOGY FOUND IN THE OTHER FEMALE FACILITY. EMOTIONALLY TRAMATIZED YOUTH DEMAND AND DESERVE A DIFFERENT LEVEL OF ATTENTION AND CARE. THEY CANNOT JUST BE THROWN INTO AN ENVIRONMENT OF DANGEROUS OFFENDERS, AND THE BEST OUTCOME BE HOPED FOR.

IN ILLINOIS, MALE YOUTH OFFENDERS HAVE 6 DIFFERENT FACILITIES TO BE SENT TO, AND THEY CAN BE SEGREGATED BY THE SERIOUSNESS OF THEIR OFFENSES AND THE RISK THEY REPRESENT TO THE COMMUNITY. BY CLOSING PERE MARQUETTE, THE EMOTIONALLY TRAMATIZED YOUNG GIRLS ARE DOOMED TO BE LUMPED TOGETHER AND EXPOSED TO VERY DANGEROUS YOUTH. IS THIS THE GOAL WE SEEK? PERE MARQUETTE HOUSES NO FELONS AND NO CLASS X OFFENDERS. WE HAVE BEEN GIVEN AN OPPORTUNITY TO RECOVER YOUTH BEFORE THEY ARE LOST FOREVER TO A LIFETIME OF GENERATIONAL PERPETUATING CRIMINAL EXISTANCE.

WE HAVE TAKEN YOUTH INTO THE COMMUNITY AND DEMONSTRATED HOW TO DEVELOP CIVIC RESPONSIBILITY. OUR YOUTH HAVE WORKED WITH THE DEVELOPMENTALLY DISABLED, TAKING CARE OF THERAPY HORSES AT BEVERLY FARMS. OUR YOUTH HAVE ADOPTED A PORTION OF HIGHWAY 100, THE RIVER ROAD. PERE MARQUETTE YOUTH WRAP PRESENTS FOR THE UNITED WAY DURING THE HOLIDAY SEASON. THE RETURNING OF A YOUTH INTO SOCIETY AS A PERSON WITH A SOCIAL CONSCIENCE AND RESPONSIBLE BEHAVIOR IS A MUCH BETTER IDEAL THAN CLOSING A THERAPEUTIC COMMUNITY AND THEN HOUSING ALL TYPES OF OFFENDERS TOGETHER AND PRAYING FOR A POSITIVE CHANGE. THERE IS NO WAY THAT THE COMMUNITY-SERVICE WORK AND TEACHING OF SOCIAL RESPONSIBILITY CAN CONTINUE IN A FACILITY THAT HOUSES FELONS, HIGH ESCAPE RISK, AND OTHER DANGEROUS YOUTH.

PERE MARQUETTE YOUTH ARE MADE TO FEEL THAT THEY CAN SUCCEED IN LIFE, AND SOME OF THEM HAVE. IT IS THROUGH HARD WORK AND DEDICATION AND NOT HOCUS POCUS THAT WE HAVE OBTAINED THE RESULTS WE HAVE OVER TIME. ONLY THREE YOUNG LADIES HOUSED AT PERE MARQUETTE SINCE 2005 HAVE GONE ON TO THE ADULT PRISON SYSTEM. THAT REPRESENTS 1.6 PERCENT OF YOUTH WHO HAVE COME TO US.

FINALLY, I WANT TO SPEAK ABOUT THE STAFF AND THE UNPRECEDENTED AMOUNT OF DEDICATION AND SACRIFICE I HAVE PERSONALLY WITNESSED. IN 21 YEARS OF MY ASSOCIATION WITH CORRECTIONS IN ILLINOIS, I HAVE NEVER SEEN ANY STAFF AS DEDICATED TO YOUTH AS THE PERE MARQUETTE STAFF. EACH CHRISTMAS, OUR YOUTH ARE GIVEN WONDERFUL GIFTS AT THE EXPENSE OF STAFF MEMBERS WHO ANONIMOUSLY DRAW A YOUTH'S NAME AND BUY PRESENTS, SHOES,

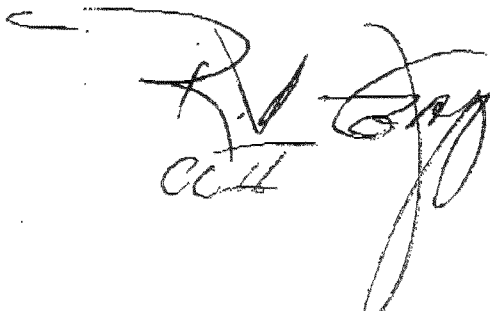
HYGIENE ITEMS, STATIONARY, AND DELICIOUS TREATS FOR THEM. OUR YOUTH ARE TAUGHT SKIN CARE, HAIR CARE, AND PERSONAL FITNESS. THOSE ARE JUST A FEW OF THE CLASSES THAT STAFF VOLUNTEER THEIR OWN TIME, MONEY, AND RESOURCES FOR. FOR SOME YOUTH, THIS IS THE FIRST TIME ANYONE HAS DONE A KIND OR LOVING ACT FOR THEM.

PRINCIPIA COLLEGE HAS DONATED TIME AND RESOURCES FOR MANY PROGRAMS THE YOUTH OF PERE MARQUETTE ENJOY AND LEARN FROM. THE ART PROGRAM AND THE DANCE RECITAL AT PRINCIPIA ARE BUT TWO OF MANY PROJECTS THE COLLEGE HAS AFFORDED US.

THE ANNUAL GALA IS AN EVENT OF CULTURE AND LEARNING FOR OUR YOUTH. IT IS THE CROWNING PIECE ON THE LIST OF EXTRA ACTIVITIES AND WONDERFUL EVENTS FOR OUR YOUTH. MOST OF THE YOUTH HAVE NEVER ATTENDED A FORMAL EVENT. FOR SOME OF OUR YOUTH, WEARING A FORMAL GOWN, EATING WITH MANNERS, OR BEING SUBJECTED TO SOCIAL ETIQUETTE IS A WONDERFUL ADVENTURE AND PREVIEW INTO THE POSSIBILITIES LIFE HAS TO OFFER. IT IS NEAR IMPOSSIBLE TO CONCEPTUALIZE THE BOOST IN SELF ESTEEM AND THE JOY SEEN IN THE FACES OF THESE YOUNG LADIES WHO UNDERGO THE MOST POSITIVE TRANSFORMATION OF THEIR LIVES.

THE OVERALL TONE OF PERE MARQUETTE IS A CARING TONE THAT DOES NOT CONTINUALLY POINT OUT WHAT IS WRONG WITH THE YOUTH, BUT RATHER EMPHASIZE THE GOOD FOUND IN THE YOUTH. WE ENCOURAGE THE YOUTH TO BUILD ON THE POSITIVE FEELINGS AND FEEDBACK OBTAINED FROM US.

IN CLOSING, I WOULD INVITE ANY PERSON IN THIS PLACE TODAY TO COME TO PERE MARQUETTE AND BEAR WITNESS TO WHAT I HAVE SAID. TO CLOSE PERE MARQUETTE WOULD BE A SOCIALLY AND MORALLY-BASED MISTAKE. MIXING TRAUMATIZED AND CRIMINAL YOUTH IS NEGLIGENT AND DANGEROUS. LET'S NOT THROW AWAY OUR BROKEN AND HURT YOUTH. LET'S REPAIR THEM AND MAKE THEM LIKE US: RESPONSIBLE, LAW-ABIDING, AND FINALLY ABLE TO GIVE BACK TO SOCIETY.



Handwritten signature of R. V. Grogg, with the initials 'CCH' written below it.

**Executive Director**

Henry Bayer

**Executive Vice Presidents**

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Herdasne Williams

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**Retires President**

Virginia Yates

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Hector Cruz

Kathy Lane

June 29, 2009

Senator Jeffery Schoenberg  
Representative Richard Myers  
Co-Chairs

Commission on Government Forecasting and Accountability  
703 Stratton Office Building  
Springfield, IL 62706  
VIA FAX: 217-782-3513

Dear Co-Chairs Schoenberg and Myers:

As you know from the testimony provided at your recent hearing in Grafton, AFSCME Council 31 objects in the strongest possible terms to the recommendation by the Illinois Department of Juvenile Justice that COGFA approve the closure of IYC Pere Marquette. DJJ made clear that the decision to close is not due to any failings on the part of the program or staff. To the contrary, Pere Marquette has been extremely successful in its mission to reform youths committed to its care. The closure is aimed at saving a small amount of money in the short run, without regard for the long term problems caused by youths not able to turn their lives around or the costs entailed to society for passing on problems to the adult corrections system.

IYC Pere Marquette was conceived as the beacon which was to guide the way for the new Department of Juvenile Justice. No one can argue with the success that the programs at Pere Marquette have demonstrated. Unfortunately, the rest of the IYCs suffer from chronic understaffing and the lack of programming that results in high recidivism by the youths in the system. Pere Marquette's lower recidivism rate should be emulated, not declared to be too expensive.

While the per capita cost at Pere Marquette is higher than other facilities, there are simple ways to bring it down. It was DJJ that decided to underutilize the facility by sending relatively few youths there. A cursory review of the data on the girls currently at Warrenville, by county, shows that there are 17 more girls geographically eligible to come to Pere Marquette who have not been included in the program. The addition of two Security positions and one educator would allow the facility to operate at its maximum capacity, cutting per capita costs in half.

Looked at another way, the closure of Pere Marquette and movement of all girls

**American Federation of State, County and Municipal Employees, Council 31**

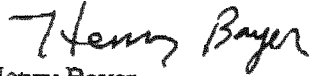
TEL (312) 641-6060 FAX (312) 346-1016 WEB [www.afscme31.org](http://www.afscme31.org) 29 N. Wacker Dr., Suite 800, Chicago, Illinois 60606

in the system to IYC Warrenville will cost the state money in increased recidivism rates. The Pere Marquette program has a current recidivism rate of 22%, and that rate is trending down. This has held true even as the population risk factors increase, with girls with more serious drug and mental health problems being placed at Pere Marquette. Warrenville's recidivism rate is 37%; almost double that of Pere Marquette. Some 100 Warrenville girls go back into the system every year, costing the state roughly \$8 million annually for their second stint in DJJ, and untold hardship for them, their families and our communities.

Of course, strengthening programs at Warrenville would result in long run savings as well, but given the state's fiscal constraints, we are not likely to see the necessary investment there made now.

I encourage you and the other COGFA members to consider the long view and reject the Department's request to close Pere Marquette. Think of the good work that has already been done at Pere Marquette, and its potential for the larger system. Think of a facility operating at capacity, with the economies of scale this represents. Think of the whole juvenile justice system, which benefits from a model that moves young people out of the corrections system and into society as productive members.

Sincerely,



Henry Bayer  
Executive Director

cc: COGFA members

Testimony of Suzanne Rensing  
Educator, IYC Pere Marquette  
AFSCME Member

COGFA Hearing  
June 29, 2009  
Regarding the closure of  
IYC Pere Marquette

My name is Suzanne Rensing and I serve as an educator at IYC-Pere Marquette. And while you may hear my voice, I speak on behalf of myself and my peers on the services we provide the youth at the Center. Closing our facility would cause a devastating impact on the youth housed at Pere Marquette.

When I came to Pere Marquette, I thought I would be a teacher as I was in the public school system. I quickly learned I was much, much more than this – not only was I an educator, I now became a mentor, a guidance counselor, a role model, and a stepping stone for the girls to be reguired into society. I quickly learned the role Pere Marquette plays to these young ladies makes a difference. We teach a new opportunity.

Pere Marquette allows us to accomplish the mission statement of the Agency – our program works. Its proven success is from our educational staff working in tandem with our girls to discover their educational history allowing us to assist them in obtaining their high school diploma. Many continue on to higher education.

We ensure the girls never feel incapable of participating in successful educational programming. As educators, we not only offer learning knowledge, but life skills and self-esteem. As one of only two State centers housing female juveniles, we reach the individual, we teach them positive experiences – our program works.

Determining their learning level, individualized lesson plans are developed and we concentrate on team teaching to ensure each student is presented a well-rounded, comprehensive educational development plan.

We work in conjunction with the counselors, psychologists, and security to provide our girls with structured, responsible lifestyles. Our educational program is instrumental in assisting in the maintenance of our low recidivism rate.

But more then this: we provide a better opportunity for family contact for female youth in southern Illinois. Displacing the youth in an effort to save monies will not result in a significant savings compared to the loss of a successful program: we stymie the juveniles from progressing to the adult division of Corrections as we prepare them to become educated, responsible, and productive citizens of the State of Illinois.

We are seeking your support in IYC-Pere Marquette remaining a viable program within the Grafton community as well as providing a venue for female juveniles in southern Illinois.

We are the **last** chance for the girls to turn their lives around – we are these young minds' **last** chance – we give them their **last** opportunity to redirect their lives into success. We are the **last** chance before they become adults.

Our program works.

- We provide a comprehensive learning environment.
- We provide class room and social skills.
- We provide self-worth and self-esteem to female juveniles.

We provide success. We do our job and we are asking today that you do your job to return with a recommendation to keep Pere Marquette open and make sure that a program that works continues to work.

Thank you.

Testimony of Eddie Caumiant  
Regional Director, AFSCME Council 31

COGFA Hearing  
June 29, 2009  
Regarding the closure of  
IYC Pere Marquette

I am the Regional Director for AFSCME Council 31, and in that capacity am honored to represent the 38 men and women who are AFSCME members at IYC Pere Marquette. I would like to offer a rebuttal to some specific points raised by Department of Juvenile Justice Director Friedenauer's recommendation to close IYC Pere Marquette. AFSCME Council 31 is vehemently opposed to closure of this facility, and we feel that the following facts are compelling reasons to keep it open.

First, some points on the written recommendation by Director Friedenauer. Numbers can be made to say just about anything, and by his own admission, the Department would not be recommending closure were it not for the financial condition of the state. The very body recommending closure concedes that not only do the programs, facility and staff at IYC Pere Marquette work, they are "a model which the state has and should look to for juvenile corrections." By their own admission, this is a document borne more out of perceived necessity than real justification.

Specifically, any structural problems noted about a double-limestone constructed, purpose-converted facility are suspect on their face. The fact is the facility is in extremely sound shape, with no more than normal maintenance issues, except in areas like the Laundry/Weight room, where a work order approved in 2006 was not filed until 2009 by the Department and has yet to begin. In fact, the roof work that was noted by the director in his testimony has already been allocated and by all accounts will occur whether the facility is closed or not, contrary to what was suggested in the Department's testimony. The document presented to the commission looks suspiciously like a rationale created after the decision had already been made.

Numerous improvements to the property's infrastructure have already been made, and many more are being undertaken by the surrounding community, highlighting its importance to Grafton and the area as a whole. The City of Grafton is in the process of running new water and sewer lines to the facility. Central Illinois Public Service (CIPS) is upgrading external lighting at no cost to the state.

Not only are the financial arguments provided by the state suspect, it can be argued that the facility has been managed in the recent past to further justify closure. Some cases in point: In 2007, the same period of time that it can be noted that per capita costs spiked, an RSAT grant for \$1.6 million was not renewed for FY 2008. This grant paid for all the substance abuse programs at Pere Marquette; without it, this expenditure came out of the General Fund. In addition, until last year, Pere Marquette was operating near full



capacity, but since the IDJJ has allowed the loss of so many security personnel through attrition, they are not currently able to open one of the dorms, an artificial reduction in efficiency. Given more security staff, the facility would be able to fill all 40 beds available, giving economies of scale that would halve the per capita cost of the facility.

In addition to its structural and potential fiscal soundness, the facility represents the type of place that IDJJ was founded to operate. The 40 beds that are available here are the model that IDJJ and other parties interested in juvenile justice like the John Howard Association and the Juvenile Justice Initiative have long advocated. According to the Department's own testimony, the number of beds at Pere Marquette are much more indicative of a facility built for success in juvenile treatment than a facility the size of Warrenville, the very place that they recommend moving the entire female juvenile population. This is misguided decision making, prompted by short term expedience rather than long-term vision about what is good for our state.

The reason offered for this decision is simple numbers. The Department argues that they should realize savings of \$2.7 million in FY 2010 by closing the facility. Yet they also state that the workforce will be absorbed into the rest of the Juvenile and Adult system, and that the facility will have to be maintained at some level due to its status as a historical site. So where are the savings? If the labor cost is still there for the department, and the maintenance cost is there as well, where is the \$2.7 million that they claim to save? In fact, they have noted that they will have to staff up at Warrenville at additional cost, and don't forget the additional transportation costs associated with moving the southern juvenile population into the northern region. The Department has not sufficiently demonstrated that this closure will save them any money whatsoever.

In fact, this very argument lends itself to keeping Pere Marquette open, and expanding the programs offered at this facility to the entire IDJJ system, as was its purpose at inception. By all accounts here today, not only do the programs here work, they work exceedingly well. The recidivism rates at Pere Marquette, correctly at 22% - even lower than the 27% offered by the Department - are the lowest for any facility in the state and mean that by making the investment here, we are saving state dollars down the line when these youth don't reoffend and end up back in the juvenile system. Not only that, but the numbers of Pere Marquette youth who end up in the adult system are even lower, at approximately 3 since the program began - less than 2%. While it is too soon to offer good empirical data, this is a very real savings for the entire justice system in the state, and conceivably represents untold millions of dollars.

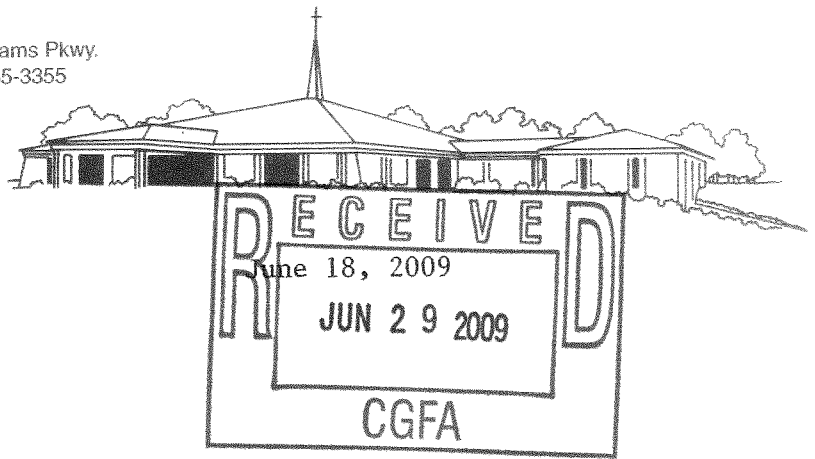
The department has admitted that moving this population to Warrenville represents a very real risk that their potential for recidivism will increase. Moving minimum security youth to a medium security facility does nothing but create more medium security youth. Why do this to the youth of our state with the most potential to reform and become productive members of society? In recent classes, while the risk factors present in the population at Pere Marquette have increased - more substance abuse issues, mental health problems - the recidivism figures have continued their downward trend, further testimony to the success of the programs being implemented. Why not expand this

program, duplicate its success, and realize further savings for the state's justice system as a whole?

The two most important reasons to keep this facility open have yet to be heard. They are the committed men and women who make Pere Marquette the beacon for the IDJJ, and the products of that system, the graduates of Pere Marquette who have come here today to speak on its behalf. We thank you for your time, and for the attention that your perceptive questions about the facility have shown you are giving us. We ask that you return a decision in our favor, and in favor of the troubled youth of our state who so desperately need a place to go like Pere Marquette.

# ST. AMBROSE CHURCH

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

Dear Director Long,

Please allow this letter to serve as my written testimony on behalf of the young teenage women who are cared for at the Illinois Youth Camp in Grafton. For over two years now I have been privileged to visit these young women as an ordained deacon/minister of the Catholic Church. I have never seen an at risk population in my almost 65 years of life including my 40 years as a healthcare executive and CEO.

In sharing the Word and the love of God with these young women it becomes clear just how they have been physically and psychologically exploited at their very impressionable ages. What is also clear to me is that these young women feel Grafton to be a port in the storm they experience in their lives. More than I could have ever expected, these young women see Grafton as their chance to make good on their rehabilitation. They realize that to fail here means they will be sent to Warrenville. That prospect seems to me to be therapeutic in the desire of these women to become productive citizens in our society.

The environment there is wholesome and appropriately regimented. It offers opportunities to live a structured existence with appropriate rewards for successes and impact for failure to achieve stated normative behavior. The staff is most caring and dedicated concerned to implement, in a secluded and area of natural beauty which removes distractions to concentrate on a holistic program of interpersonal and educational recovery for the residents.

Given my clear belief that these young women have been the subject of use and abuse by others which facilitated mistakes they may have made in their lives, I hope the impact on these young women will be taken into account before any final decision is made to close the facility. I realize there are many considerations which will be taken into account. May I offer that these twenty young women may well consider that their interest, given their belief of the safety and security that Grafton offers to them, be an appropriate consideration in rendering a final decision regarding their future.

Thank you for all that you do for the welfare of all of the citizens of our State and for these young women whose lives have been entrusted to our collective concern. Peace

Peace,

*Dea Bill Kessler*  
Deacon William E. Kessler