

JB Pritzker
Governor



Latoya Hughes
Acting Director

The Illinois Department of Corrections

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April 26, 2024

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

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

[*SENT VIA ELECTRONIC MAIL*]

Dear Mr. Klenke:

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

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

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

Sincerely,

s/ Latoya Hughes

Latoya Hughes, Acting Director
Illinois Department of Corrections

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

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

Submitted by:

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

Illinois Department of Corrections

April 26, 2024

Introduction

The Illinois Department of Corrections (IDOC) contracted an outside firm, CGL Companies, to assess the physical condition of each of its facilities. IDOC determined it was necessary to have an objective third-party conduct a study to identify the Department's needs, taking into consideration population projections, staffing levels, and the infrastructure of the facilities. The CGL report identified Stateville's housing units as unsuitable for any 21st century correctional center. [Exhibit A CGL Report pg. 6]

On March 15, 2024, Governor JB Pritzker and IDOC announced plans to rebuild Stateville, addressing critical infrastructure needs. These investments underscore Illinois' unwavering commitment to implementing modernized and secure correctional environments while taking a fiscally responsible approach to address aging infrastructure.

The focus of this rebuild strategy is to utilize state-owned land adjacent to Stateville, transforming the aging infrastructure into a multi-security level facility that better services the needs of rehabilitation while increasing staff safety. The new design will support enhanced rehabilitative programs, including career and technical education, contributing to improved public safety and community reintegration.

Given its age, condition, and outdated design, the continued use of Stateville, particularly the Quarterhouse, is untenable for modern correctional standards. Originating from the penitentiary era, the facility lacks sufficient space for out-of-cell time and programmatic activities to provide important services to the incarcerated population and lacks sufficient office areas for staff. The lack of sufficient facilities negatively impacts staff safety. As IDOC aims to transition Stateville into a multi-security level facility, these outdated structures hinder the progression toward a rehabilitative model. For example, existing housing units lack dayroom space or any adjacent program space. Cells are small and there are limited electrical connections resulting in extension cords being run from cell to cell. Due to limited line of sight, an intensive level of staffing is necessary to adequately supervise the units. Shower facilities are poor and create issues under the Prison Rape Elimination Act (PREA). [Exhibit A CGL Report, pg. 44] In total, the approximate value of deferred maintenance at Stateville is greater than \$250 million.

The anticipated design plans for the Stateville rebuild will call for the construction of housing units that are accessible, equipped with dayroom areas, sufficient cell dimensions, and integrated spaces for counselors and support staff. These facilities will be conceptualized to include adjacent program and recreational spaces, fostering a more efficient operational layout that supports a positive, rehabilitative environment for both staff and individuals in custody. This strategic planning is pivotal in transforming Stateville into a facility that aligns with modern correctional goals, focusing on successful re-entry and rehabilitation, while maintaining closer proximity to individuals' families in the Chicagoland area, thereby enhancing their support system and improving outcomes upon release.

Pursuant to the State Facilities Closure Act (30 ILCS 608 5/10), IDOC is required to provide the Commission on Government Forecasting and Accountability (CGFA) information concerning ten specific items listed below (items 1-10). In addition to the legislatively mandated information, the

Commission identified four additional information requests (items 11-14) in its letter dated March 27, 2024:

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

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

1. Location and identity of the facility.

Stateville Correctional Center
16830 South Broadway Street
Joliet, Illinois 60434

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

As of March 31, 2024, Stateville Correctional Center employed a total of 939 staff, categorized as 676 security personnel and 263 non-security employees. As part of the temporary closure of Stateville required for its rebuilding, the Department will follow all

of the required steps in the applicable collective bargaining agreements and the Personnel Code which utilizes a process to transfer the impacted employees. The process ensures that the rights of the employees are protected during the transfer and upon arrival at their new facility. Unless an employee voluntarily chooses to be placed in a layoff status, the Department does not expect that any employee will lose state employment as part of this process.

During this process, employees will be offered positions at Stateville's Northern Reception and Classification Center, as well as other IDOC facilities. The Department is committed to implementing the process of offering employees positions at other facilities as effectively as possible.

In addition to the Northern Reception Center, there are three correctional facilities within 65 miles of Stateville Correctional Center, including one within 10 miles, providing potential relocation options. Should current staffing patterns hold, the Department estimates that approximately 1,000 IDOC positions as of March 31, 2024, are available within a 65-mile radius, including opportunities at facilities such as Joliet Treatment Center (10 miles), Pontiac Correctional Center (63 miles), and Sheridan Correctional Center (30 miles).

IDOC will follow the process outlined in the respective collective bargaining agreements to complete the transfer process.

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

The Department operates 27 correctional centers, 6 satellite facilities, and numerous parole offices across the state. With a budgeted staffing level for over 12,000 employees and a current shortfall of more than 1,000 budgeted positions, there are more than sufficient opportunities presently available for Stateville's current staff. Additional vacancies are expected due to attrition, retirements, transfers, and resignations. It is anticipated that at least 1,000 vacant positions will be offered to impacted employees at various correctional facilities and offices statewide. This ensures that all affected employees from Stateville will have placement opportunities available throughout the correctional system.

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

Stateville Correctional Center is situated on six parcels of land totaling approximately 1,000 acres, all owned by the State of Illinois.

The facility's conditions reflect its age and outdated design philosophy with origins in the 1800s. [Exhibit A pg. 44]. The housing units lack the necessary dayroom and programming space, have small cells, and have an unreliable electrical system. [Id.]. Additionally, temperature regulation is problematic across tiers, and the shower facilities are poor, which raises concerns under PREA. [Id.]. The facility was also built prior to passage of the Americans with Disabilities Act (ADA).

The CGL report conducted an existing conditions assessment of each correctional facility utilizing a Building Condition Index. In the CGL report, Stateville received the lowest average Building Condition Index (BCI) rating of IDOC facilities at 57, with 24 percent of its buildings categorized as ‘red’ – indicating severe degradation and the necessity for replacement. [Id. at pg. 40].

An independent structural engineering study of the Quarterhouse revealed critical structural issues with the building due to water damage, age, and deterioration posing significant safety risks and requiring costly repairs. [Exhibit B, Quarter Houses, Conditions Assessment Report]. For instance, the report identified continuous vertical cracking on the masonry arches of the housing unit requires immediate action. [Id. Pg. 6]. The assessment found falling brick spalls, loose mortar and indications of downward movement or settlement of the masonry arches. [Id.] The steel lintels have experienced oxide jacking that has caused failure of the adjacent brick and mortar. [Id.]. The steel beams embedded in the walls to support chase sanitary pipes exhibit extreme failure. [Id. Pg. 11]. The entirety of the report expresses other issues with the unit that houses most individuals at the facility.

The window lintels in the Quarterhouse were also examined by an engineering firm after sections of concrete were breaking off and falling to the first-floor level of the cell block. [Exhibit C, Concrete Lintels Investigative Report]. It was determined that all four cell blocks have some level of lintel spalling and cracking which has been ongoing. [Id. at pg. 2]. At least one cell block has advanced levels of spalling and cracking requiring immediate installation of protective application to prevent injuries from falling concrete. [Id.].

The rotunda building housing the dining hall and kitchen at Stateville requires extensive roofing repairs and masonry work. The existing roofing system is deteriorating and is estimated to cost \$3 million for a full replacement. [Exhibit D 120-230-138 Stateville Roof Repair Assessment & Recommendation]. The masonry conditions on the building are poor with areas of deteriorated masonry around the entire building. Sections of the masonry would require complete reconstruction. [Id. at pg. 2]. The entire assessment has been included to permit review of the assessment and included pictures.

The kitchen at Stateville utilized for feeding the population is in dire need of repair and replacement. [Exhibit E, Final Survey 120-230-SUR-095]. The kitchen requires floor replacements, equipment replacement, new ventilation, and freezers and coolers need to be replaced. [Id.]. The fire suppression system is beyond its useful life and needs replacement. [Id.]. The estimated total to complete these repairs is a \$15 million.

The Department is defending against a significant class action lawsuit challenging the conditions of Stateville. The Plaintiffs in *Dobbey v. Weilding*, USDC-NDIL Case No. 13-1068, allege the conditions of Stateville, including some of the conditions identified above, create a substantial risk of serious harm to the population in violation of the Eighth Amendment. The Department is defended in the lawsuit by the Illinois Attorney General’s Office. Plaintiffs seek the Department to immediately repair these allegedly

unconstitutional conditions or otherwise seek immediate removal of the incarcerated individuals from the premises.

The costly repairs needed to remedy all of the issues in the CGL report will not resolve the design deficiencies or allow for a different rehabilitative approach at Stateville that is necessary to improve the safety of the facility for staff and incarcerated individuals.

The land that comprises Stateville is hundreds of acres and includes dozens of buildings. Based upon the environmental assessment, the majority of the buildings are likely to include asbestos, lead based paint, and universal wastes/hazardous materials. In addition, the current grounds include several areas that are considered protected wetlands with approximately 26% of the total acreage in a designated Zone X flood zone. There are also two cemeteries on the grounds, which the Department will discuss with the Illinois Department of Natural Resources in an effort to not disturb the remains and properly mark the grounds. The grounds are home to a total of seven federally threatened and endangered species, with the most notable being the Hines emerald dragonfly. The estimated cost for remediation ranges between \$13 million and \$22 million. The eventual demolition of the buildings will be added to this cost.

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

The Department anticipates authorized staffing to remain the same following the completion of the rebuild. The Department has compiled a workbook of authorized staffing by facility by title.

Attachment A is a copy of the report for your review.

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

The Fiscal Year 2025 appropriation request for Stateville Correctional Center totals approximately \$161 million. This funding request did not consider any temporary closure or other actions associated with the Department's proposal to rebuild Stateville.

However, based on the proposal for the rebuild of Stateville, the Department anticipates the State will avoid at least \$250 million in deferred maintenance and achieve at least \$12.1 million in operational short-term savings on an annual basis.

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

To thoroughly assess the economic impact on surrounding communities in Will County, the Department engaged with the Regional Economics laboratory at the University of Illinois Urbana-Champaign.

The report has been attached for your review. [Attachment B Economic Impact Study]

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

Will County has been the home of Stateville since it first opened almost a century ago, in 1925. With the exception of a short, temporary closure to allow for the rebuild, the facility will continue to be in Will County. Since 2010, the county has experienced significant population growth, with an increase of over 20,000 residents, bringing the total to approximately 700,000. This demographic expansion includes a diverse population, with 13% identifying as African American and 20% as Hispanic or Latino. Additionally, over 35% of residents aged 25 and older hold a bachelor's degree.

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

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

The temporary closure and rebuild of Stateville will be implemented with a focus on continuity in service delivery. The Department will carefully evaluate each incarcerated individual for transfer to separate facilities by examining their medical, mental health, programmatic, and educational needs without compromising safety. Furthermore, the planned rebuild at Stateville includes a significant enhancement of programming spaces, including improved spaces for healthcare and mental health treatment.

Modern correctional facilities are constructed with integrated multi-use program spaces within each housing unit, along with substantial office space. This architectural approach enhances operational efficiency by reducing the need for extensive escort and supervision as program activities occur within the housing units themselves. On-unit office spaces provide individuals in custody almost immediate access to mental health professionals, case managers, and unit management staff. This accessibility allows for quicker resolution of concerns and needs, preventing potential issues from escalating, thus maintaining a stable and supportive environment for rehabilitation and a safer environment for staff.

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

The Department contracted with the engineering firm CDM Smith to conduct an environmental assessment. The report has been attached for your review. Please see Attachment C.

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

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

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

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

12. Maintenance costs of the closed facilities and associated properties.

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

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

The Department contracted CGL Companies, an external firm, to conduct an independent assessment of the physical condition of each facility. This study, completed in May 2023, aimed to evaluate our needs considering population projections, staffing levels, and infrastructure. The report highlighted that Stateville was in the most critical state of disrepair.

Following a thorough review of this report and its recommendations, the Department concluded that reconstructing this facility is the most fiscally responsible solution to address the extensive deferred maintenance, aging infrastructure, and need for expanded programming and therapeutic space to ensure a safer facility for staff and incarcerated individuals. This approach aligns with our operational mission and requirements by ensuring the facilities meet modern standards.

The temporary closure and rebuild of Stateville is integral to the Department’s long-term vision. It will allow for the continuation of essential services without significant disruptions to operations and programming. Our plan includes a focus on enhancing programmatic services. For example, we intend to improve access to trauma-informed care and space for cognitive behavioral therapy.

Furthermore, the Department plans to establish an education and vocational village, inspired by successful models in Michigan. This village will be equipped with technology-enhanced classrooms, libraries, and computer labs, providing individuals in custody with valuable skills in high-demand vocational trades.

Additionally, the proximity to major medical and educational hubs like UIC, Northwestern, and Rush will enhance our capability to form partnerships for specialized healthcare and social care, crucial for addressing complex medical and mental health needs and ensuring continuity of care post-release.

This strategic approach not only addresses the immediate infrastructure challenges but also lays the groundwork for reducing recidivism and promoting successful reentry through improved access to family, social supports, and community resources. The unique and strategic geographic location, along with the diverse communities surrounding it, provides the needed support to make this proposal a success. A newly constructed facility will be safer for both the staff and population. There will be fewer blind spots, better lighting, remote security door control systems, and camera systems in place.

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

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