

# ANNUAL REPORT 2019

ON THE USE OF  
SOLITARY CONFINEMENT  
WITH YOUTH IN DETENTION  
IN COOK COUNTY



COOK COUNTY  
JUVENILE DETENTION CENTER  
ADVISORY BOARD

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November 30, 2019

**ATTN: Cook County Board President, Toni Preckwinkle, the Cook County Board of Commissioners, the Chief Judge of the Circuit Court of Cook County, Timothy Evans, and Superintendent of the Cook County Juvenile Temporary Detention Center, Leonard Dixon**

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Pursuant to Cook County Ordinance Art VI. Div. 3. Sec. 2-511-520 the Cook County Juvenile Temporary Detention Center Advisory Board (hereinafter "Advisory Board") shall submit to the Executive Director of the Juvenile Temporary Detention Center (hereinafter "JTDC"), the Chief Judge of the Circuit Court of Cook County, the Board of Commissioners for Cook County, and the President of the Cook County Board of Commissioners an annual report containing public recommendations for actions which may be necessary in carrying out the mission, purpose and intent of the JTDC. The Advisory Board is charged with providing public recommendations on maximizing the use of current resources and on meeting the physical, social, and psychological needs of the population, as well as establishing public performance measures to track and measure the achievement of the JTDC's mission.

This year the Advisory Board focuses its report on the use of punitive room confinement. In previous years the JTDC has shown an increase in the use of room confinements. This report outlines the harmful nature of confinement and the information we have been able to receive regarding the use of confinements in the JTDC. The advisory board issued a number of recommendations including greater transparency and information sharing between the JTDC and the Cook County Board of Commissioners and the public as well as to focus efforts on eliminating solitary confinement.

This work was aided by the members of the Advisory Board, ex-officio member Commissioner Stanley Moore, as well as Commissioner Bridget Gainer, whose office has provided insight and guidance.

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This memo is a response to reports of an alarming rise in the use of punitive room confinement with youth in the Cook County Juvenile Detention Center. This kind of confinement is referred to by a range of euphemisms in different institutions. In juvenile settings, solitary confinement is commonly referred to as “time out,” “room confinement,” “restricted engagement,” or a “reflection cottage.” As members of the CCJTDC Advisory Board, we are charged with making recommendations about the improvement of policies and practices at the JTDC, and the use of room confinement has emerged as an important opportunity for reform.

## TRENDS IN USE OF CONFINEMENT APPEAR TO BE REGRESSING

A [2018 article in \*The Chicago Reporter\*](#) documented the increase in the use of solitary confinement at the Cook County Juvenile Temporary Detention Center. Diverging from current national trends, Cook County continues to use solitary confinement as a punishment for young offenders at a disproportionately high rate—compared to other counties and states—and its use has increased, even though the overall juvenile detention population in Cook County has dramatically decreased.

According to data provided to Jonah Newman at *The Chicago Reporter*, youth had been confined 55,000 times in the course of the previous two years: **“There were 1,000 more punitive confinements in 2017 than in 2016, an increase of almost 25%. The average daily population dropped about 20% over the same period.”**

In a 2017 Juvenile Detention Alternatives Initiative (JDAI) Facility Assessment of the JTDC, the Center for Children’s Law and Policy noted an over-use of room confinement. This report found that in July 2016, compared to March 2013:

- There were five times as many room confinements
- There was twice as much total room confinement time

The report raised concerns about the average length of time of confinement. For major rule violations, those violations that involve harm to peers or staff, the average room confinement was 10 hours and for Extraordinary Circumstances, it was 50 hours. The average duration of isolation for all juvenile detention facilities in the United States is 6 hours.

[The Hill reported](#) that the Department of Justice found that 47% of juvenile detention centers used solitary confinement, and some held juveniles for “up to 23 hours a day with no human interaction.” A 2012 [Human Rights Watch report](#) found that “youth offenders often spend significant amounts of their time in U.S. prisons isolated from the general prison population”—but just how much is unclear. According to an [article about Rikers Island](#), where

many young offenders serve jail time in New York City, the federal government does not require prisons, jails, and juvenile halls to report the number of young people they put in isolation or how long they keep them there. If tracking juvenile isolation is tough, then regulating it is tougher, with different rules in each state and city. The varying terms, definitions, rules, and regulations make it hard to know the full extent of its use, so the fact that we have these data points certainly call for action. In Illinois, room confinement is limited to 36 hours; however, there is little power to enforce this restriction.

### **It Is Difficult to Obtain Meaningful Data on Solitary Confinement from the JTDC**

The JTDC Advisory Board has not yet been able to obtain specific details regarding the policies and procedures relating to or the use of room confinements from the JTDC or the Office of the Chief Judge.

In a letter to Superintendent Dixon and sent to both the Superintendent and Chief Judge Evans, dated May 13, 2019, the JTDC Advisory Board requested six volumes of the Juvenile Temporary Detention Center's written policies, a list of trainings provided to certain types of JTDC staff and their frequency, as well as records related to the use of room confinements between 1/1/2018 and 5/1/2019. (The letter is included as Appendix A). On May 29, 2019, The Office of the Chief Judge responded to the request and included the Annual Probation Plan of the Cook County JTDC for the Fiscal Year 2019 (this letter is included as Appendix B). The nature of the information provided did not include the requested written policies or records of room confinements.

At the August 7, 2019, JTDC Advisory Board meeting, William Steward, JTDC Deputy Executive Director of Resident Daily Life, answered many questions the advisory board had regarding policies and practices. During this discussion, he stated that the JTDC does keep detailed information regarding room confinements – termed as “solitary confinements” in the JTDC's own records – in monthly “master reports”. This aligns with an earlier conversation with journalist Jonah Newman, senior editor for data and investigations at Pacific Standard and formerly of the Chicago Reporter, whom the advisory board heard from during their April 3, 2019 meeting. Newman also confirmed that records on the use of solitary confinement are kept regularly by the JTDC.

Starting on August 2, 2019, the JTDC Advisory Board, with the help of support staff at the Cook County Justice Advisory Council, reached out to the Office of the Chief Judge to request information more responsive to their original request. JAC was able to communicate with

Stephen Brandt, Director of the Legal Research Division at the Office of the Chief Judge and relayed to him the updated request. The Advisory Board is still awaiting a reply.

On December 9, 2019, the JTDC Advisory Board received a copy of the 2018 JTDC Annual Report. The report indicates that there was a 46% decrease in the number of confinement incidents and 55% reduction in confinement hours; however, there was no data provided; therefore, it is impossible to determine if the reductions were correlated with a reduction in population or actual change in the use of confinement.

## **A SELF-DEFEATING PRACTICE?**

### **Does It Prepare Youth for Reentry?**

The JTDC states that punitive confinement is an invaluable tool to help control and maintain order in the institution. However, the Council of Juvenile Correctional Administrators note that there is no proven evidence of any benefits of using isolation to manage youths' behavior. In fact, some say that solitary confinement ramps up institutional violence and creates mental health problems in inmates who had not experienced them before. As Dr. Robert Cohen, former director of medical services at Rikers Island and currently serving on the NYC Board of Corrections, said, "Solitary confinement does not increase safety. It doesn't decrease the number of violent actions among the adolescents or the adults."

Former executive director of the Colorado Department of Corrections, Rick Raemisch wrote in a [New York Times op-ed](#) that the use of solitary is especially problematic given that 97% of the inmates will be returning to their communities. If the criminal justice system is supposed to increase public safety, they may be releasing people who are worse off, and potentially more dangerous, than when they came in, due to the detrimental impact of punitive segregation. This is especially true with people released directly from solitary back to their communities, which does happen. As President Obama described in the [Washington Post](#): "The United States is a nation of second chances, but the experience of solitary confinement too often undercuts that second chance. Those who do make it out often have trouble holding down jobs, reuniting with family and becoming productive members of society. Imagine having served your time and then being unable to hand change over to a customer or look your wife in the eye or hug your children."

The Annie E. Casey Foundation is part of the Stop Solitary for Kids campaign to end the solitary confinement of youth in juvenile and adult facilities in the United States. The campaign brings together a growing coalition of organizations and advocates who are against this practice. While

the Foundation considers solitary confinement an inhumane practice in general, they note that it is most damaging to young people because they are still developing mentally and physically. As the Foundation noted in a 2016 blog, punitive confinement “undermines the development of young people who get into trouble with the law and exposes them to grave dangers while failing to improve public safety.”

Nate Balis, director of the Foundation’s Juvenile Justice Strategy Group, said, “Young people in the justice system should not have to defy the odds to remake their lives.” A system that is set up to be unable to meet its goal must undergo reform.

### **A Globally Recognized Form of Torture**

There is a growing consensus across the disciplines of psychology, international law, human rights law, medicine, and human development, that youth below the age of eighteen should not be confined alone as punishment because of the well-documented adverse psychological impacts of any time spent in solitary. [Legal scholars have argued](#) that the use of solitary confinement with youth should be deemed unconstitutional, arguing that it constitutes cruel and unusual punishment. These scholars refer to the adverse psychiatric effects of solitary confinement and to Eighth Amendment jurisprudence. This consensus against the use of solitary confinement with youth can be seen in the many scholarly articles, reports from human rights agencies, and local reform efforts across the United States, including by Illinois lawmakers. [A 2015 bipartisan congressional bill](#), sponsored by Illinois Senator Durbin, focused on eliminating the use of solitary confinement with youth. It is considered a form of torture by the [United Nations](#) and is not an evidence-based approach to discipline, let alone a trauma-informed approach.

### **Just How Harmful?**

Youth held in juvenile facilities are placed in solitary confinement for a [range of reasons](#), from violence toward staff or even possession of “unauthorized amounts of clothing or art supplies” or a food tray in their cell. The deprivations associated with solitary confinement—already known to be incredibly difficult for adults—have a particularly negative impact on young people and can profoundly damage their development and well-being. According to a [2014 report by the ACLU](#), youth experience time differently from adults—a day for a child feels longer—and they have a greater need for social stimulation. The American Academy of Child and Adolescent Psychiatry has concluded that, due to their “developmental vulnerability,” adolescents are in particular danger of adverse reactions to prolonged isolation and solitary confinement.

**Brain development:** Solitary confinement is associated with profound neurological and physiological damage to youth. In childhood and adolescence, several parts of the brain that determine how individuals respond to stress are still in the process of development. These processes of physical and neurological development continue into the mid-twenties. The American Psychological Association (2012) explains that there is a varying capacity for resilience in juveniles compared to adults, and among people with mental illness compared to those without. The prefrontal cortex is the part of the brain responsible for controlling executive functions such as impulse control, judgment, planning for the future, the foresight of consequences, etc. The prefrontal cortex is still developing in youth and is only fully formed in the mid-twenties. Young people tend to react to stressful situations with depression, anger, and aggression due to an underdeveloped pre-frontal cortex, which causes youth to have a low tolerance for frustration, reduced impulse control, and determines both cognitive and emotional maturity (Lee, 2016). As a result, youth may resort to maladaptive coping mechanisms (e.g., violence, self-mutilation, suicidal ideation) versus an adult who may have more adaptive coping tools and rational decision-making. As the frontal lobe develops and matures around the age of 25, youth tend to rely less on emotions and more on good judgment and impulse control.

**Social and emotional development:** It is also important to note that youth in confinement often lack access to physical and mental health care services, needed nutrition, recreation or exercise, quality education, reading or writing materials, visits, calls, letters, or contact with family and other developmentally appropriate programming, all of which aid youth in maturing and making healthy choices.

Haney (2018) further explains that:

“Familial nurturing is key to helping juveniles develop an identity and increase the likelihood they will be able to reintegrate back into the community. Limited access to education is not only detrimental to academic growth, but social growth as this is where they often learn how to relate to others in a positive way and develop a healthy view of authority. Limited exposure to sensory stimuli causes stress because the human brain is ‘wired’ to connect to others and kids have a greater need than adults for social stimulation and meaningful social contact to maintain a healthy mental and physical state.”

In response to this research, the National Commission on Correctional Health Care (2016) issued a position statement that “health care staff must advocate to remove persons from solitary confinement when their medical or mental health deteriorates” (p. 261).

**Psychological impacts:** Solitary confinement is particularly harmful to youth with mental health challenges. Numerous studies indicate that adults who have no previous history of mental health problems develop symptoms of psychiatric illness in solitary confinement. The use of solitary confinement with youth could cause or heighten existing mental health problems and is known to be correlated with increased rates of suicide. The ACLU also reports that more than 50% of suicides in juvenile facilities have been committed by youth being held in isolation, and that 60% of all justice-involved youth who commit suicide had a history of being held in isolation.

For example, Lee (2016) provided detailed experiences of individuals held in solitary confinement. First, the head of the Colorado Department of Corrections, who decided to spend a night in solitary confinement to understand the effects described, “I couldn’t make sense of any of it, and was left feeling twitchy and paranoid. I kept waiting for the lights to shift off to signal the end of the day, but the lights did not shift off. I begin to count the small holes carved in the walls and tiny grooves made by inmates who’d chipped away at the cell”. This was not even one full day in confinement.

Another individual described, “the loneliness made me depressed and depression caused me to be angry, leading to a desire to hurt others and the first opportunity of release (whether I was being released from isolation or receiving a cellmate) I erupted like a volcano, directing violent forces at anyone in my path”.

Some juvenile inmates cope with the stress of isolation by creating imaginary friends or simply talking to themselves. One juvenile reported having a friend in her head that would tell her positive things. Another reported creating characters with his hands, acting out video games, talking to himself, and making up his own language, which others understood as gibberish.

Each of these illustrations points out the psychological regression, and the buildup of physiological and psychiatric tension that may ultimately lead to depression, hopelessness, self-mutilation, suicidal ideation or suicide attempts.

While best practice indicates that it is acceptable to separate individual youth from the general population for a period of minutes to provide medical treatment, limit or interrupt their acting out, or to keep them safe, these policies of separation must be distinguished from practices that involve significant physical or social isolation.

Dimon (2014) explains that the experience of isolation is traumatizing and stressful for juveniles and causes marked changes in the brain. Even a few days in solitary confinement creates demonstrable shifts in the electroencephalogram (EEG) pattern, or brain activity, toward an

abnormal pattern characteristic of stupor and delirium. This damage extends past the time spent in isolation. Residual effects are manifest in low self-esteem, irritability, paranoia, and the youth is often “hardened”. In addition, youth frequently experience changes to their circadian rhythm and spatial awareness. The damage done to the brain by enduring isolation during this developmental stage can be irreversible, but healing to the brain is possible if the appropriate resources and supports are put in place.

## **YOUTH IN DETENTION NEED TRAUMA-INFORMED APPROACHES TO CARE**

### **Rates of Mental Illness and Substance Abuse Can’t Be Ignored**

Youth in juvenile detention come with histories of trauma, physical and sexual abuse, and high rates of mental illness. A [landmark study](#), led by Linda Teplin and her team at Northwestern University School of Medicine, examined the prevalence of trauma and mental illness among youth in the Cook County Juvenile Detention Center (JTDC). [The first study](#) indicated that, among a random sample of 1,829 young people taken into custody in Cook County from 1995 to 1998:

- 66% of boys and 74% of girls were diagnosed with at least one mental health disorder, and most of these youth had two or more disorders.
- Half had a clinically significant substance abuse problem.

Depression, anxiety, and attention deficit disorder were all widespread. At the time, mental health services in the JTDC were extremely limited. Just 15% of youth tracked in the study received any mental health services inside the detention center, and only 8% received any mental health services in the community within six months of release from detention.

The study further found that, five years after they leave detention, almost 30% of females are affected by one or more psychiatric disorders and more than 45% of males are affected by one or more psychiatric disorders.

The most persistent and prevalent psychiatric problem is substance-use disorder, including both illicit drugs and alcohol, which is two to three times more likely to affect males than females. As they age, young women experience a more dramatic decrease in the occurrence of this disorder than young men do.

These studies also brought to light the prevalence of trauma and [posttraumatic stress disorder \(PTSD\)](#) among juvenile detainees, and PTSD's tendency to co-occur with other psychiatric disorders.

- 92.5% of youth detained in the JTDC had experienced at least one trauma,
- 84% had experienced more than one trauma, and 56.8% were exposed to trauma six or more times. Witnessing violence, the most common trauma, was far more common in this study sample than in most community studies of youth and young adults.
- More than 1 in 10 detainees had PTSD in the year prior to the interview.
- Among participants with PTSD, 93% had at least one comorbid psychiatric disorder.
- Among males, having any psychiatric diagnosis significantly increased the odds of having comorbid PTSD.

Given that most youth detained in the CCJTDC are facing significant mental health challenges and PTSD, we are concerned that these symptoms are exacerbated by any further exposure to trauma while detained.

### **Trauma-Informed Approaches Are Already Proving Effective**

As members of the JTDC Advisory Board, we were encouraged over the course of the last several years by the adoption of trauma-informed approaches to treatment in the JTDC, including trauma-informed CBT groups, arts integration in the school curriculum, and other therapeutic rather than punitive responses to youth. However, these reforms are not enough to counter the continued or growing use of punitive room confinement. We are concerned that these disciplinary policies may represent a step backward, away from trauma-informed practice.

A trauma-informed approach involves seeing youth through a “trauma-informed lens” and asking, “what happened to you” versus “what is wrong with you.” According to the National Childhood Traumatic Services Network (NCTSN), the essential elements of a trauma-informed juvenile justice system include:

- Trauma-informed policies and procedures
- Clinical assessment and intervention for trauma-impaired youth
- Programming and staff education on therapeutic interventions, rehabilitation, and restoration versus punitive approach. Efforts towards restoring healthy functioning
- Prevention and management of secondary traumatic stress

- Trauma-informed partnering with youth and families and cross-system collaboration

There are several evidence-based interventions with empirical evidence of effectiveness, specifically for traumatized adolescents in juvenile justice settings (Ford, Kerig, and Olafson, 2014). These include: Trauma Affect Regulation: Guide for Education and Therapy (TARGET); Trauma and Grief Components Therapy for Adolescents (TGCT-A); Cognitive Processing Therapy (CPT); Trauma-Focused Cognitive Behavioral Therapy (TF-CBT); Prolonged Exposure Therapy (PE); Dialectical Behavior Therapy (DBT); and Eye Movement and Desensitization and Reprocessing (EMDR).

## **VOICES OF IMPACTED YOUTH**

Two members of the JTDC Advisory Board had the opportunity to speak with 12 boys who were currently or recently had been detained at the JTDC about punitive room confinement as well as confinement generally. These individuals were not selected randomly and may not serve as a representative sample of the detainees, but we hope their reflections can help inform our work. Several young people discussed their desire to be allowed more opportunities to go to their rooms when they felt their stress levels rising or were agitated over something that had occurred. Many expressed having a quiet place to think and calm down would be extremely helpful. According to one youth, “Sometimes when I ask staff, they let me go to my room to cool down when I am stressing out. It helps me a lot and often, I just need some time to myself to breathe and to stop acting goofy. Not all staff will let you go to your room.” Another youth expressed his great frustration when not being allowed to go to his room: “Sometimes, you’re not having a good day and you just want to go to your room. They won’t let you. They force you to stay out, “If you go to your room, you’re going to get a write-up. I think when you’re having a bad day, they should let you go to your room. You get mad, you could start fighting. All that could be avoided if you just went to your room and chilled out.”

The youth we had the opportunity to interview very openly discussed the traumatic impact that involuntary, punitive room confinement has had on them. One youth was extremely traumatized by the confinement he suffered. “I was stressing, I was suffering like it was never going to end. It makes you go crazy. The way they treat you is not right, not good.” This same young person commented that even now when he thinks about the time he was locked in his room, he experiences great anxiety. Another youth we interviewed stated, “I hated being confined and once I was let out, I was angry and mad that they treated me like that. It made me feel like an animal.” Another youth felt the use of confinement was too excessive: “It drives you nuts, being

in a room with nothing to do, it tweaks you out. I would try to sleep it off, but I was not successful. I always remind myself it isn't forever."

Despite their frustration and anger over being held in confinement, they all commented that when staff took the time to listen to them and ask how they were doing and actually learned what was going on in their lives, it made a drastic difference in their behavior and attitude.

## Youth Recommendations

- "I wish the staff would have spoken to me and asked if something was bothering me when I acted out. A lot of times when I acted out, it was because of something else that was going on or something else on my mind that was distracting me. I wish they just asked what was wrong instead of just assuming I was being bad." *(20-year-old currently at IDOC but had spent time in JTDC less than 1.5 years ago)*
- "I think when someone is given a lot of room-time, they should be given therapeutic counseling where they can discuss what may have caused them to act out." *(19-year-old who has been in the JTDC for 18 months)*
- "I think there should be an Ambassador Pod for the Ambassador Youth. As an Ambassador, when you are on your Center, kids who are on lower levels often feel jealous of your privileges and will try to bring you down or try to get you caught up in something. If there is a special Pod just for Ambassadors, it gives everyone something to work for. Once there, you would be surrounded by like-minded people that would be better at encouraging one another." *(19-year-old currently at IDJJ who spent 18 months in the JTDC)*

## JTDC ADVISORY BOARD RECOMMENDATIONS

**As a result of our inability to get any meaningful data on the use of punitive isolation or solitary confinement of youth in the JTDC, and the overwhelming research evidenced here on the negative impacts of solitary confinement on youth, we request the following:**

1. **Cease the use of Solitary Confinement:** We recommend that the Cook County Juvenile Temporary Detention Center cease the use of solitary confinement with youth altogether. This mandate will require the identification of resources, training, alternative interventions, and discipline strategies that are evidence-based and trauma-informed.
2. **Hold Special Hearings:**

- The Commissioners should hold special hearings in 2020 at the Cook County Board to examine current practices related to punitive confinement and isolation in the JTDC.
- These hearings should include current data on the use of solitary confinement, expert testimony, and voices of youth who have been detained.

### 3. **Require Public Reporting:**

- The Commissioners should require public reporting of solitary confinement practices in the JTDC.
- We request that the JTDC be required to systematically collect data and publicly report on the use of solitary confinement or other isolation of young people in the juvenile detention Center and make public what is already available. This data transparency and monitoring is necessary to give public officials and the public appropriate information to provide oversight.

Once we have a better sense of the scope of the use of isolation and room confinement in the JTDC—why and when it’s used, on whom, how frequently, and what are the results—we can move to make further recommendations around replacement techniques and policies that will achieve even better long-term outcomes. As President Obama wrote in the *Washington Post*: “While solitary confinement is not safe for children and adolescents, there are a range of alternatives to safely managing dangerous behavior with young people that don’t resort to isolation. There is a broad consensus that it is more effective and safer for youth when facilities emphasize positive reinforcement over punishment and restrict the use of isolation.”

## VIDEOS TO CONSIDER

- <https://developingchild.harvard.edu/science/key-concepts/toxic-stress/>
- <https://www.theatlantic.com/sponsored/spike/this-is-solitary/1245>
- <https://www.abc.net.au/news/2014-10-08/solitary-confinement-mental-health/5789062>

## ANNOTATED BIBLIOGRAPHY

### **Alone & Afraid: Children Held in Solitary Confinement and Isolation in Juvenile Detention and Correctional Facilities**

*ACLU, June 2014*

<https://www.aclu.org/files/assets/Alone%20and%20Afraid%20COMPLETE%20FINAL.pdf>

This report answers the questions:

- How Do Solitary Confinement and Isolation Harm Children?
- Why Are Children Held in Solitary Confinement and Isolation?
- How Are Solitary Confinement and Other Isolation Practices Currently Regulated?
- Why We Need to Ban the Solitary Confinement of Children

Plus, information about U.S. and human rights, law, and practice.

### **Alone in the Hole**

*American Psychological Association (2012). V43, No.5. [www.apa.org](http://www.apa.org)*

This article explores the mental health effects of solitary confinement

## **For Teens at Rikers Island, Solitary Confinement Pushes Mental Health Limits**

*Daffodil J. Altan & Trey Bundy, Reveal, March 4, 2014*

<https://www.revealnews.org/article-legacy/for-teens-at-rikers-island-solitary-confinement-pushes-mental-limits/>

Many don't realize that Rikers is a jail, not a prison. 85% of inmates are there awaiting the resolution of their cases, often only in jail due to inability to afford bail—especially in the case of youth (16 and older are considered adults in New York's criminal system). Officially called punitive segregation, inmates refer to solitary at Rikers as the box—23 hours a day in a 6-by-8-foot cell.

The federal government does not require prisons, jails, and juvenile halls to report the number of young people they put in isolation or how long they keep them there. If tracking juvenile isolation is tough, then regulating it is tougher, with different rules in each state and city. Even experts admit they don't know exactly what's going on with this controversial tactic for youth.

Here are some estimates that have been found: With 400-800 youth per day at Rikers, and 100 of them in solitary at any given time, these numbers are disproportionately high. Last year, reports by the New York City Board of Correction, an independent panel that monitors city jails, showed that about a quarter of adolescents at Rikers were in solitary confinement on any given day. Almost half of all teens there have diagnosed mental illnesses. Of the teenagers in solitary, almost three-quarters had diagnosed mental health problems. People incarcerated at Rikers who are held in solitary confinement are 7 times more likely to hurt or mutilate themselves than those in the general population, according to the NYC Department of Health and Mental Hygiene. The U.S. Department of Justice found in 2009 that half of juvenile suicides behind bars happened while young inmates were in solitary confinement.

Some of these statistics are due to the fact that jails have become America's de facto mental health institutions. Over the past 60 years, the population of public psychiatric facilities has dropped about 90%, while the percentage of people facing mental illness detained in juvenile halls, jails, and prisons has skyrocketed.

Some call solitary confinement a self-defeating system of punishment at Rikers that ramps up institutional violence and creates mental health problems in inmates who had not experienced them before. As Dr. Robert Cohen, former director of medical services at Rikers Island and

currently serving on the NYC Board of Corrections, said, “Solitary confinement does not increase safety. It doesn’t decrease the number of violent actions among the adolescents or the adults.”

### **Casey Supports National Campaign to Stop Solitary for Kids**

*Annie E. Casey Foundation blog, May 23, 2016*

<https://www.aecf.org/blog/casey-supports-national-campaign-to-stop-solitary-for-kids/>

The Foundation describes their support of the Stop Solitary for Kids campaign to end solitary confinement of youth in juvenile and adult facilities in the United States. The campaign brings together a growing coalition of organizations and advocates who are against this practice. The blog explains that, while an inhumane practice in general, solitary confinement is most damaging to young people because they are still developing mentally and physically, this common practice undermines the development of justice-involved young people and exposes them to severe dangers while failing to improve public safety. The practice sets up youth in the system to fail, and thus requires major change, since that shouldn’t be the goal and fundamental setup of a justice system.

### **Inmate Mental Health, Solitary Confinement, and Cruel and Unusual Punishment: An Ethical and Justice Policy Inquiry**

*Heather Bersot and Bruce Arrigo, Journal of Theoretical and Philosophical Criminology, November 2010*

<https://www.semanticscholar.org/paper/Inmate-Mental-Health%2C-Solitary-Confinement%2C-And-And-Heather/21aa019cfa9438013e65b1e12cbdf45fa2cb3b1e>

This study provides recommendations that challenge psychologists of law, criminologists, and other investigators to rethink judicial decision-making on the issue of long-term disciplinary solitary confinement.

### **About Solitary Confinement**

While prison segregation units vary slightly, these facilities are typically designed to house inmates 23 hours a day in steel-door-enforced cells measuring approximately 6-by-8-feet. One hour of exercise per day is allowed for most segregated prisoners. Often referred to as the “dog

run[s],” the exercise pens in isolation facilities are also designed like a cage, so segregated inmates have little to no daily exposure to fresh air, natural light, or physical-health-enhancing activities

In response to a burgeoning prison population—many of whom are mentally ill and arguably unable to conform their behavior to institutional rules and regulations—correctional administrators increasingly place people in solitary confinement. Mental Health and Solitary Confinement According to the Bersot and Arrigo’s literature review, isolation negatively impacts the mental health of inmates without diagnosed mental illness. However, the effects of placing inmates with preexisting mental health conditions in solitary confinement, particularly in extremely isolated conditions and for long periods of time, are especially devastating. Moreover, research suggests that mentally ill inmates are significantly more likely to be placed in segregation and supermax facilities. Current findings indicate that nearly a third (29%) of segregated inmates have been diagnosed with a psychiatric disorder. Some evidence substantiates the argument that inmates subjected to long-term solitary confinement are more inclined to attempt suicide than any other imprisoned group.

### ***Justice Policy***

When reviewing related law and psychology matters, the legal reasoning employed by the courts demands critical reexamination. This study finds that the jurisprudential intent discernible through the courts’ decision-making conveys an unmistakable reliance on utilitarianism and Kantian formalism. The prevailing case law aspires to achieve a “greater good” in which the interests of society (and its correctional system) supersede the mental health concerns of prisoners in prolonged punitive isolation. Moreover, the bench perceives an obligation to uphold a duty (e.g., deference to prison managers), rather than to thoughtfully consider those circumstances that led inmates to raise Eighth Amendment challenges regarding their confinement. However, something more can and should be done to effectively address the distinct needs of society and psychiatrically disordered inmates.

### **Inmates in Protective Custody: First Data on Emotional Effects**

*Stanley L. Brodsky & Forrest R. Scogin, Forensic Reports, vol. 1, no. 4, 1988, p. 267*

*Abstract:* The effects of solitary confinement have been debated since at least the middle of the nineteenth century when both Americans and Europeans began to question the then-widespread use of solitary confinement of convicted offenders. A sizable and impressively

sophisticated literature, now largely forgotten, accumulated for more than a half-century and documented significant damage to prisoners. More recently the development of supermax prisons in the United States and human rights objections to pretrial solitary confinement in Scandinavia revived interest in the topic and controversy over the findings. The weight of the modern evidence concurs with the findings of earlier research: whether and how isolation damages people depends on duration and circumstances and is mediated by prisoners' individual characteristics; but for many prisoners, the adverse effects are substantial.

### **Evidence-Informed Interventions for Posttraumatic Stress Problems with Youth involved in the Juvenile Justice System**

*Ford, J.D, Kerig, P.K., and Olafson, E. (2014). [www.NCTSNet.org](http://www.NCTSNet.org) Retrieved: October 20, 2019*

This article explores evidence-based therapeutic interventions that address childhood exposure to traumatic stressors. It is believed that effective therapeutic interventions provided in a timely basis and matched to the specific needs and life circumstances of each traumatized youth can begin the crucial process of restoring responsible social citizenship and healthy development for troubled youth, as well as potentially enhancing the safety and health of their families, communities, schools, peers, and workplaces.

### **Kalief Browder, 1993–2015**

*Jennifer Gonnerman, New Yorker, June 7, 2015*

<https://www.newyorker.com/news/news-desk/kalief-browder-1993-2015>

Gonnerman tells the story of Browder, a black youth arrested for a minor robbery that was never proven. He spent three years in Rikers, two years in isolation, and eventually committed suicide.

### **Psychopathological Effects of Solitary Confinement**

*Stuart Grassian, American Journal of Psychiatry, vol. 140, 1983, p. 1450*

*Abstract:* Psychopathological reactions to solitary confinement were extensively described by nineteenth-century German clinicians. In the United States there have been several legal challenges to the use of solitary confinement, based on allegations that it may have serious psychiatric consequences. The recent medical literature on this subject has been scarce. The author describes psychiatric symptoms that appeared in 14 incarcerated people exposed to periods of increased social isolation and sensory restriction in solitary confinement and asserts that these symptoms differ from a major, clinically distinguishable psychiatric syndrome.

## **The Psychological effects of solitary confinement: A Systematic Critique**

*C. Haney (2018)*

Research findings on psychological effects of solitary confinement have been strikingly consistent since the early nineteenth century. Solitary confinement has well-documented adverse effects. However, this article explores the fundamental flaws in the recent studies that suggest otherwise (i.e. Colorado Study).

## **Against All Odds: Prison Conditions for Youth Offenders Serving Life Without Parole Sentences in the United States**

*Human Rights Watch, ACLU, January 3, 2012*

[https://www.hrw.org/sites/default/files/reports/us0112ForUpload\\_1.pdf](https://www.hrw.org/sites/default/files/reports/us0112ForUpload_1.pdf)

Approximately 2,570 youth offenders are currently sentenced to die in prison in the United States—held without the possibility of parole for crimes committed while they were children. The loss and suffering their victims have endured, however, does not lessen the need for society to hold youth accountable in a manner appropriate to their age and capacity for growth and change.

## **Growing Up Locked Down: Youth in Solitary Confinement in Jails and Prisons Across the United States**

*Human Rights Watch, ACLU, October 10, 2012*

<https://www.hrw.org/sites/default/files/reports/us1012ForUpload.pdf>

Every day, in jails and prisons across the United States, young people under the age of 18 are held in solitary confinement. They spend 22 or more hours each day alone. Human Rights Watch and the American Civil Liberties Union estimated that in 2011, more than 95,000 youth were held in prisons and jails.

Experts assert that young people are psychologically unable to handle solitary confinement with the resilience of an adult. And, because they are still developing, traumatic experiences like solitary confinement may have a profound effect on their chance to rehabilitate and grow. Solitary confinement can exacerbate, or make more likely, short and long-term mental health

problems. The most common deprivation that accompanies solitary confinement, denial of physical exercise, is physically harmful to adolescents' health and well-being.

It is time for the United States to abolish the solitary confinement of young people. State and federal lawmakers, as well as other appropriate officials, should immediately embark on a review of the laws, policies, and practices that result in young people being held in solitary confinement, with the goal of definitively ending this practice. Rather than being banished to grow up locked down in isolation, incarcerated adolescents must be treated with humanity and dignity and guaranteed the ability to grow, to be rehabilitated, and to reenter society.

### **Lonely Too Long: Redefining and Reforming Juvenile Solitary Confinement**

*J. Lee (2016). Fordham Law Review, vol 85, no.2, 845-876*

This article explores the beginning of confinement and walks through the increase of usage and the psychological damage it causes to the brain of juvenile inmates.

### **Solitary confinement of juveniles on the rise in Cook County**

*Jonah Newman, Chicago Reporter, May 1, 2018*

<https://www.chicagoreporter.com/solitary-confinement-of-juveniles-on-the-rise-in-cook-county/>

Headed in the opposite direction of current national trends, Chicago continues to use solitary confinement as a punishment for young offenders at a disproportionately high rate—compared to other states—and its use has increased, even though the overall juvenile detention population has decreased. Several reasons behind this alarming reverse move were mentioned, along with evidence to the contrary. General counsel from the Juvenile Temporary Detention Center claims that their population is more violent, coming from a city with so much gang activity, but Center for Children's Law and Policy disputed that claim. JTDC states that it must use solitary to help control and maintain order in the institution. However, the Council of Juvenile Correctional Administrators note that there is no proven evidence of any benefits of using isolation to manage youths' behavior. Worse, while there are no long-term studies, some evidence points to extremely harmful effects, such as that half of juveniles who committed suicide in custody from 1995 to 1999 were in solitary confinement at the time of their deaths, reported by the U.S. Department of Justice. Isolation is not a good strategy for management and safety because kids often come out more aggressive than when they went in, so the institutions are raising more safety issues for themselves rather than enforcing measures that assure safety.

## **Why We Must Rethink Solitary Confinement**

*Barack Obama, Washington Post, January 25, 2016*

[https://www.washingtonpost.com/opinions/barack-obama-why-we-must-rethink-solitary-confinement/2016/01/25/29a361f2-c384-11e5-8965-0607e0e265ce\\_story.html](https://www.washingtonpost.com/opinions/barack-obama-why-we-must-rethink-solitary-confinement/2016/01/25/29a361f2-c384-11e5-8965-0607e0e265ce_story.html)

There are as many as 100,000 people held in solitary confinement in U.S. prisons—including juveniles and people with mental illnesses. As many as 25,000 inmates are serving months, even years, in solitary confinement. Among other deleterious effects, some studies indicate that isolation can worsen existing mental illnesses and even trigger new ones. So, President Obama poses the question of why the U.S. forces prisoners into excessive solitary confinement, knowing its effects, and then expects them to return to our communities as undamaged, fully capable people.

The op-ed describes some measures taken so far. President Obama asked Attorney General Loretta E. Lynch and the Justice Department to review the overuse of solitary confinement in U.S. prisons. The review resulted in some recommendations for reform, implemented at the federal level and recommended to states. Colorado cut the number of people in solitary confinement, and assaults against staff decreased to the lowest level since 2006. New Mexico implemented reforms and has seen a drop in solitary confinement, with more prisoners engaging in promising rehabilitation programs. And since 2012, federal prisons have cut the use of solitary confinement by 25% and significantly reduced assaults on staff. These are just a few promising examples of what reforms to solitary confinement policies at the federal or state level can do.

## **My Night in Solitary**

*Rick Raemisch, New York Times, February 20, 2014*

<http://www.nytimes.com/2014/02/21/opinion/my-night-in-solitary.html>

In this op-ed by then executive director of the Colorado Department of Corrections, Rick Raemisch describes the hours he spent voluntarily in solitary confinement, or Ad-Seg, as they call it, when he first started his duties. Raemisch spent time in the more severe type of isolation of Ad-Seg—R.F.P. (removed from population)—where an inmate cannot even have something to read. Given the proven detrimental effects of solitary confinement on people, he noted how big of an issue its extensive use was (inmates sent to Ad-Seg spend an average of 23 months there), since 97% of the inmates will be returning to their communities. If the criminal justice

system is supposed to increase public safety, they may be releasing people who are worse off, and potentially more dangerous, than when they came in. This is especially true with people released directly from Ad-Seg back to their communities, which does happen.

**UN Special Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment**, Interim Rep. of the Special Rapporteur on Torture

<http://solitaryconfinement.org/uploads%20/SpecRapTortureAug2011.pdf>.

This is also the definition used by the United Nations Special Rapporteur on Torture. Special Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, Interim Rep. of the Special Rapporteur on Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment, 26, U.N. Doc. A/66/268 (Aug. 5, 2011) (by Juan Mendez). Although isolation practices in many facilities do not rise to the level of solitary confinement, because the conditions and effects of various segregation practices are substantially the same, the ACLU uses a single term – solitary confinement – based on the level of social isolation and environmental deprivation to describe the most extreme forms of physical and social isolation.

**Bill Would Ban Solitary Confinement in Juvy**

*Lydia Wheeler, The Hill, August 5, 2015*

<https://thehill.com/regulation/250359-bill-would-ban-solitary-confinement-in-juvy>

Echoing other findings that, because youth under 18 are still developing, solitary confinement can seriously harm the mental and physical health and development of youth, federal lawmakers proposed a bill setting new regulations for youth in solitary confinement. The bill prohibits a juvenile from being held in room confinement unless temporarily for their own safety. The legislation stipulates that a juvenile can only be held in solitary confinement for a minimum amount of time necessary to address the risk. Then they would be transferred to a facility where services can be provided.

Juveniles who pose a risk to others would only be able to be held for up to three hours, and juveniles who pose a risk to themselves would only be able to be held for a half hour.

This would be a significant reform given that the Department of Justice found in 2013 that 47% of juvenile detention centers locked youth in solitary confinement for more than four hours at a time, and some held youth for up to 23 hours a day with no human interaction. One of the sponsoring senators, Dick Durbin (D-IL), said, “If we truly want our criminal justice system to

reflect our founding principles as a nation of liberty and justice for all, we must promote a more compassionate, common-sense approach to rehabilitation that helps restore promise in our young people.”

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## APPENDIX A

May 13, 2019

Dear Superintendent Dixon,

We are reaching out as members of the Juvenile Temporary Detention Center Advisory Board which was established Pursuant to Cook County Ordinance Art VI. Div. 3. Sec. 2-511-520. The Advisory Board is charged with providing public recommendations on maximizing the use of current resources and on meeting the physical, social, and psychological needs of the JTDC population, as well as establishing public performance measures to track and measure the achievement of the JTDC's mission.

We are currently working to fulfill our role and are hoping to obtain the information listed below to assist us with gaining a better understanding of the operations of the JTDC. Our goal is to use this information to help make recommendations.

We are therefore requesting the following information:

1. The following Juvenile Temporary Detention Written Policies in entirety<sup>1</sup>:
  - a. Volume 1: Resident Advocacy and Quality of Life
  - b. Volume 2: Administration and Legal Services
  - c. Volume 3: Admissions Security and Control
  - d. Volume 4: Medical and Mental Health
  - e. Volume 5: Training and Education; Dietary; Classifications of Residents; Resident Programming; and PREA
  - f. Volume 6: Resident Daily Life
2. A list/schedule of **all** types of trainings, including descriptions (of trainings), provided to Youth Development Specialists (YDS), Rapid Response Team (RRT) members, and Transport Staff that are conducted throughout the year. Please indicate if the training is for YDS staff, RRT staff, and/or Transport Staff.
3. Types and frequency of trainings and activities that focus on utilizing trauma informed care.
4. Job descriptions and required qualifications for Youth Development Specialists and Rapid Response Team members.
5. The frequency, length of time, and rationale for the use of room confinement between the dates of 1/1/2018 and 5/1/2019.

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<sup>1</sup> It is our understanding that the policies are written out in the following format: 1.01.01 with the first number indicating the volume number and there being six volumes. Thus we are indeed requesting all six volumes with all included policies. Please note that we may not have the most accurate name for the volume that is being requested.

## **APPENDIX B**



State of Illinois  
Circuit Court of Cook County

Timothy C. Evans  
Chief Judge

50 West Washington Street  
Suite 2600  
Richard J. Daley Center  
Chicago, Illinois 60602  
(312) 603-6000  
Fax (312) 603-5366  
TTY (312) 603-6673

May 29, 2019

Esther Franco-Payne, Co-Chair  
Meade Palidofsky, Co-Chair  
Juvenile Temporary Detention Center Advisory Board  
Cook County Justice Advisory Council  
69 W. Washington Street, Suite 1100  
Chicago, Illinois 60602

**RE: *request for information***

Dear Ms. Franco-Payne and Ms. Palidofsky,

I am writing to acknowledge receipt of the Board's May 13, 2019, letter to Leonard Dixon, Superintendent of the Cook County Juvenile Temporary Detention Center (JTDC). In it, your board requests several categories of information concerning the JTDC's operations.

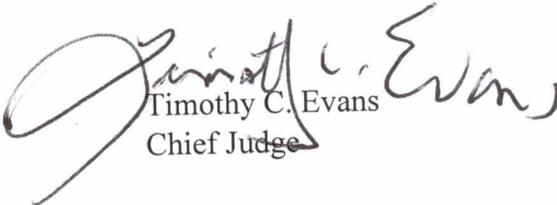
Thank you for your interest in the welfare of the youth who reside, for various lengths of time, at the JTDC. With all due respect to the ordinance cited in your letter, the Illinois General Assembly, pursuant to the County Shelter Care and Detention Home Act, 55 ILCS 75/3 (copy enclosed), has given our state's chief circuit judges the exclusive authority to manage juvenile detention facilities. As I have indicated to the Cook County Board of Commissioners in the past, I welcome suggestions your board, other representatives of our community, and individual community members may make for providing the best possible services to youths while they reside at the JTDC.

Much of the information you have requested is in the annual plan I submitted to the Administrative Office of the Illinois Courts for the 2019 fiscal year, a copy of which has been provided to President Preckwinkle. For example, it covers topics such as detention, detention screening, training, education, programming, behavior management, and trauma informed care. I am enclosing a copy of the report, which serves as a useful guide to the more than 800 pages of attachments I have omitted for reasons of economy. I am sure the President's office would make the entire plan available to your board.

As you may know, at my request, the JTDC has recently undergone a thorough inspection and operational review by the Center for Children's Law and Policy (CCLP), a nationally known and highly respected consultant on the operation of juvenile corrections facilities. The CCLP conducted the Annie E. Casey Foundation's evaluation of the JTDC's operations in 2013, during litigation in which Cook County entered into a settlement agreement for the purpose of correcting substandard conditions that had arisen during Cook County's management of the JTDC. That court ordered that those substandard conditions had to be corrected before the Illinois statute mentioned above could be implemented in Cook County.

In the near future, I hope to be able to share the CCLP's final report with you and consider any additional recommendations your board wishes to make. Your board is welcome to submit any suggestions for improvement of JTDC operations to Supt. Dixon or me at any time.

Sincerely,

  
Timothy C. Evans  
Chief Judge

cc: (board members)  
Darius Ballinger  
Garien Gatewood  
Dakeda Horton  
Christopher Huff  
Amanda Klonsky  
Commissioner Stanley Moore (ex-officio)  
Marjorie Berk Moss  
Debra Vines  
Sandra Wortham  
Supt. Leonard Dixon

## 55 ILCS 75/3

Statutes current through P.A. 101-4 of the 2019 Regular Session of the 101st General Assembly

*Illinois Compiled Statutes Annotated* > *Chapter 55 COUNTIES (§§ 5/1-1001 — 135/50)* > *County Shelter Care and Detention Home Act (§§ 75/1 — 75/10)*

### 55 ILCS 75/3 Administrator; necessary personnel; supplies or repairs

(a) The administrator and all other necessary personnel of the shelter care home and detention home, shall be appointed by the Chief Judge of the Circuit Court or any Judge of that Circuit designated by the Chief Judge, to serve at the pleasure of the appointing authority. Each shall receive a monthly salary fixed by the county board. Personnel shall also be reimbursed for their actual and necessary expenses incurred in the performance of their duties. The expenses shall be reimbursed at least monthly upon proper certification by the court.

The supplies or repairs necessary to maintain, operate and conduct the shelter care home and the detention home shall be furnished upon the requisition of its administrator to the chairman of a committee as may be designated by the county board, and the bills therefor shall be audited, passed upon and paid as other bills for supplies furnished for county institutions.

(b) Within 180 days after the effective date of this amendatory Act of the 95th General Assembly, the Chief Judge of the Cook County Circuit Court, or any Judge of that Circuit designated by the Chief Judge, shall appoint an administrator to serve as the Superintendent of the Cook County Temporary Juvenile Detention Center. The Chief Judge of the Cook County Circuit Court, or any Judge of that Circuit designated by the Chief Judge shall appoint all other necessary personnel of the Cook County Juvenile Temporary Detention Center and any other shelter care home or detention home in Cook County in accordance with subsections (a) and (d) of this Section. The term of the administrator and any personnel in office upon the effective date of this amendatory Act of the 95th General Assembly shall terminate upon the appointment of his or her successor.

(c) The Chief Judge of the Cook County Circuit Court, or any Judge of that Circuit designated by the Chief Judge, shall have administrative control over the budget of the Cook County Juvenile Temporary Detention Center and any other shelter care home or detention home in Cook County, subject to the approval of the Cook County Board and in accordance with subsections (a) and (d) of this Section.

(d) The supplies or repairs necessary to maintain, operate, and conduct the shelter care home and the detention home shall be furnished upon the requisition of its administrator to the chairman of a committee as may be designated by the county board, however in Cook County the administrator shall submit such requisitions to the County Board and Office of the Purchasing Agent in accordance with the ordinances established by the Cook County Board. Those bills shall be audited, passed upon and paid as other bills for supplies furnished for county institutions.

### History

P.A. 85-637; 95-194, § 5.

Illinois Compiled Statutes Annotated  
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# ANNUAL PROBATION PLAN

OF THE

CIRCUIT COURT OF COOK COUNTY  
COOK COUNTY JUVENILE TEMPORARY DETENTION  
CENTER

SERVING

COOK COUNTY

COUNTY FISCAL YEAR 2019

December 1st, 2018

TO

November 30th, 2019

*Submitted to the  
Administrative Office of the Illinois Courts  
Probation Services Division  
Of the  
Supreme Court of Illinois*

# COUNTY FISCAL YEAR 2019 ANNUAL PROBATION PLAN

## FOREWORD

### **Statutory Purpose**

The Annual Probation Plan, as referenced in the Illinois statutes [730 ILCS 110/15(6)], requires that probation and court services departments "have on file with the Supreme Court an annual probation plan for continuing, improved, and new Probation and Court Services Programs approved by the Supreme Court or its designee. This plan shall indicate the manner in which Probation and Court Services will be delivered and improved, consistent with the minimum standards and regulations for Probation and Court Services, as established by the Supreme Court... The annual probation plan shall seek to generally improve the quality of probation services and to reduce the commitment of adult and juvenile offenders to the Department of Corrections..."

### **Operational Purpose**

The Annual Probation Plan formalizes and facilitates the dynamic planning process for the department and the Administrative Office. The County Fiscal Year 2019 Annual Probation Plan format is designed to emphasize the ongoing application of evidence-based practices (EBP) and data-driven decision-making in Illinois probation and juvenile detention. Beyond just a snapshot in time, the Annual Probation Plan should be the foundation and impetus for the work of local probation and court services departments. It should serve to guide continual improvement and a way to enhance organizational development and collaboration.

At the circuit court level, the Annual Probation Plan is a means to annually assess progress and accomplishments, analyze outcome measures, and establish goals for the upcoming county fiscal year. By utilizing this strategic planning document, departments examine specific data and information, determine needs and resources, and establish goals to guide operations. At the state Judicial Branch level, this document provides the plan, from which the Probation Services Division staff monitors, evaluates and provides assistance to the Probation and Court Services Departments during the upcoming year.

### **Variations**

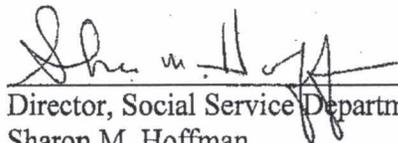
Please note, if the department has requested a variance in the past, it must be resubmitted for approval every year.

### **Summary of Changes**

Moving forward in the annual plan process, you will notice that many data collection elements have been altered or completely removed from the Annual Probation Plan. This does not indicate these items are no longer of interest, nor that departments may discontinue their review of this data for quality assurance purposes. The Administrative Office is moving forward to begin data collection in a more meaningful, real-time measurement in a different platform other than the Annual Probation Plan. This will allow a more accurate depiction of the workload as well as effectiveness of departmental practices. We will require management to review and evaluate the data to study recidivism and make informed decisions about policies and practices. However, the tradition of collecting this information in the Annual Probation Plan is coming to an end. Our goal is to continue to enhance and streamline this process for departments.

**COUNTY FISCAL YEAR 2019**  
**ANNUAL PROBATION PLAN SIGNATORIES**  
**DIRECTOR OF COURT SERVICES OR CHIEF PROBATION OFFICER**

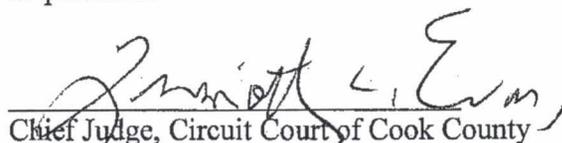
As Director of Circuit Court of Cook County Social Service Department, I hereby submit this Fiscal Year 2019 Annual Probation Plan. I certify that the information in this plan is true and correct to the best of my knowledge. I further certify that my department will comply with all standards, policies and regulations established by the Supreme Court under provisions of the Probation and Probation Officers Act (730 ILCS 110), and acknowledge that compliance is subject to monitoring, auditing, and qualitative review by staff of the Administrative Office of the Illinois Courts.

  
\_\_\_\_\_  
Director, Social Service Department  
Sharon M. Hoffman

Dated: 9/20/18

**CHIEF CIRCUIT JUDGE**

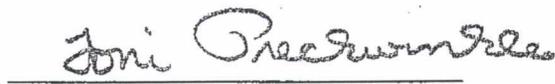
As Chief Judge of the Circuit Court of Cook County, I hereby certify that I have reviewed and approve the Fiscal Year 2019 Annual Probation Plan submitted by the Social Service Department.

  
\_\_\_\_\_  
Chief Judge, Circuit Court of Cook County  
Honorable Timothy C. Evans

Dated: 12/17/18

**PRESIDENT OF THE COOK COUNTY BOARD**  
**OF COMMISSIONERS**

As President of the Cook County Board of Commissioners, I hereby acknowledge the Fiscal Year 2019 Annual Probation Plan submitted by the Social Service Department, Circuit Court of Cook County. I understand that submission of the Annual Probation Plan and compliance with the provisions of the Probation and Probation Officers Act (730 ILCS 110) are conditions of state reimbursement.

  
\_\_\_\_\_  
President, Cook County Board of Commissioners  
Toni Preckwinkle

Dated: 12/20/18

# INTERSTATE COMPACT ACKNOWLEDGEMENTS

Illinois is a member of interstate compact for both adult and juvenile offenders. Each is managed by commissions which create rules for all members involved. These rules have the authority of federal law and supersede local practice and state law to the contrary. All courts and administrative bodies must give due effect to a compact. Each probation department and juvenile detention center is required to have departmental policies for the interstate compacts. Please acknowledge the requirements of the compact by signing the statements below.

## Adult Probation Departments

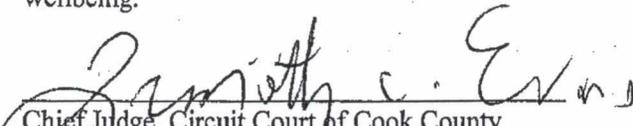
This department, as a participant in the Interstate Compact for Adult Offender Supervision (45 ILCS 170), recognizes that each department is responsible for the supervision of adult offenders in the community who are authorized pursuant to the *Bylaws and Rules of the Interstate Compact for Adult Offender Supervision (ICAOS)* to travel across state lines both to and from each compacting state in such a manner as to: Track the location of offenders, transfer supervision authority in an orderly and efficient manner, and when necessary return offenders to the originating jurisdiction. I hereby acknowledge that I am familiar with and have reviewed the ICAOS rules and understand that compliance with the rules is mandatory including the issuance of nationwide, no bond warrants and the return of offenders to my jurisdiction when required by ICAOS rules.

## Juvenile Probation Departments

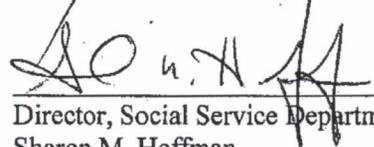
This department, as a participant in the Interstate Compact for Juveniles (45 ILCS 170), recognizes that each department is responsible for controlling the interstate movement of juveniles on probation or parole as well as the return of juveniles who have left their state of residence. I hereby acknowledge that I am familiar with and have reviewed the Interstate Compact for Juveniles (ICJ) rules and recognize that compliance with the ICJ rules is mandatory, including the responsibility of the safe return of probation juveniles who have been found in other states.

## Juvenile Detention Centers

As superintendent of detention, I hereby acknowledge that pursuant to the Interstate Compact for Juveniles (ICJ), we are permitted to use secure detention for out-of-state runaway youth. Furthermore, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) provide an exemption for secure detention for out-of-state runaway youth. Particular emphasis should be placed upon the need to balance the possible risk to the juvenile's safety by secure detention in an appropriate facility against the even greater safety risk of allowing such a juvenile to remain 'on the streets' as a runaway or in the company or custody of adults or others who present an imminent threat to the child's physical and emotional wellbeing.

  
\_\_\_\_\_  
Chief Judge, Circuit Court of Cook County  
Honorable Timothy C. Evans

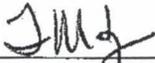
Dated: 12/17/18

  
\_\_\_\_\_  
Director, Social Service Department  
Sharon M. Hoffman

Dated: 9/20/18

**COUNTY FISCAL YEAR 2019  
ANNUAL PROBATION PLAN SIGNATORIES  
DIRECTOR OF COURT SERVICES OR CHIEF PROBATION OFFICER**

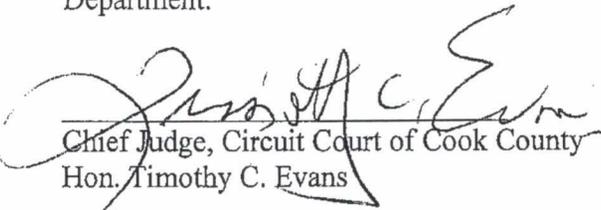
As Chief Probation Officer of the Adult Probation Department of the Circuit Court of Cook County, I hereby submit this Fiscal Year 2019 Annual Probation Plan. I certify that the information in this plan is true and correct to the best of my knowledge. I further certify that my department will comply with all standards, policies and regulations established by the Supreme Court under provisions of the Probation and Probation Officers Act (730 ILCS 110), and acknowledge that compliance is subject to monitoring, auditing, and qualitative review by staff of the Administrative Office of the Illinois Courts.

  
\_\_\_\_\_  
Chief Probation Officer, Adult Probation Department  
Thomas Lyons, Ph.D.

Dated: 12/8/2018

**CHIEF CIRCUIT JUDGE**

As Chief Judge of the Circuit Court of Cook County, I hereby certify that I have reviewed and approve the County Fiscal Year 2019 Annual Probation Plan submitted by Adult Probation Department.

  
\_\_\_\_\_  
Chief Judge, Circuit Court of Cook County  
Hon. Timothy C. Evans

Dated: 12/17/18

**COUNTY BOARD CHAIRPERSON/  
PRESIDENT OF THE COUNTY BOARD**

As President of the County Board of Cook County, I hereby acknowledge the Fiscal Year 2019 Annual Probation Plan submitted by the Adult Probation Department, Circuit Court of Cook County. I understand that submission of the Annual Probation Plan and compliance with the provisions of the Probation and Probation Officers Act (730 ILCS 110) are conditions of state reimbursement.

  
\_\_\_\_\_  
President, Cook County Board of Commissioners  
Toni Preckwinkle

Dated: 12/20/18

# INTERSTATE COMPACT ACKNOWLEDGEMENTS

Illinois is a member of interstate compact for both adult and juvenile offenders. Each is managed by commissions which create rules for all members involved. These rules have the authority of federal law and supersede local practice and state law to the contrary. All courts and administrative bodies must give due effect to a compact. Each probation department and juvenile detention center is required to have departmental policies for the interstate compacts. Please acknowledge the requirements of the compact by signing the statements below.

## Adult Probation Departments

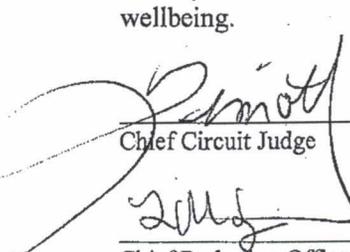
This department, as a participant in the Interstate Compact for Adult Offender Supervision (45 ILCS 170), recognizes that each department is responsible for the supervision of adult offenders in the community who are authorized pursuant to the *Bylaws and Rules of the Interstate Compact for Adult Offender Supervision (ICAOS)* to travel across state lines both to and from each compacting state in such a manner as to: Track the location of offenders, transfer supervision authority in an orderly and efficient manner, and when necessary return offenders to the originating jurisdiction. I hereby acknowledge that I am familiar with and have reviewed the ICAOS rules and understand that compliance with the rules is mandatory including the issuance of nationwide, no bond warrants and the return of offenders to my jurisdiction when required by ICAOS rules.

## Juvenile Probation Departments

This department, as a participant in the Interstate Compact for Juveniles (45 ILCS 170), recognizes that each department is responsible for controlling the interstate movement of juveniles on probation or parole as well as the return of juveniles who have left their state of residence. I hereby acknowledge that I am familiar with and have reviewed the Interstate Compact for Juveniles (ICJ) rules and recognize that compliance with the ICJ rules is mandatory, including the responsibility of the safe return of probation juveniles who have been found in other states.

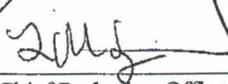
## Juvenile Detention Centers

As superintendent of detention, I hereby acknowledge that pursuant to the Interstate Compact for Juveniles (ICJ), we are permitted to use secure detention for out-of-state runaway youth. Furthermore, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) provide an exemption for secure detention for out-of- state runaway youth. Particular emphasis should be placed upon the need to balance the possible risk to the juvenile's safety by secure detention in an appropriate facility against the even greater safety risk of allowing such a juvenile to remain 'on the streets' as a runaway or in the company or custody of adults or others who present an imminent threat to the child's physical and emotional wellbeing.

  
\_\_\_\_\_  
Chief Circuit Judge

\_\_\_\_\_  
Date

12/17/18

  
\_\_\_\_\_  
Chief Probation Officer

\_\_\_\_\_  
Date

10/1/18

\_\_\_\_\_  
Detention Superintendent

\_\_\_\_\_  
Date

**COUNTY FISCAL YEAR 2019**  
**ANNUAL PROBATION PLAN SIGNATORIES**  
**DIRECTOR OF COURT SERVICES OR CHIEF PROBATION OFFICER**

As Acting Director/Chief Probation Officer of Cook County Juvenile Probation and Court Services Department of the Circuit Court of Cook County, I hereby submit this Fiscal Year 2019 Annual Probation Plan. I certify that the information in this plan is true and correct to the best of my knowledge. I further certify that my department will comply with all standards, policies and regulations established by the Supreme Court under provisions of the Probation and Probation Officers Act (730 ILCS 110), and acknowledge that compliance is subject to monitoring, auditing, and qualitative review by staff of the Administrative Office of the Illinois Courts.

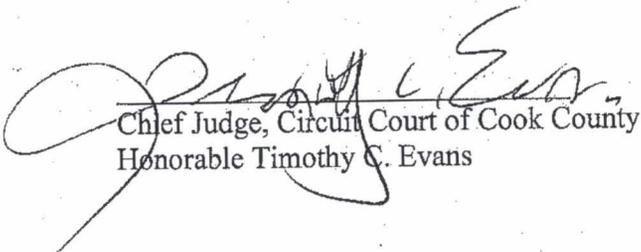


Acting Director/Chief Probation Officer  
Avik K Das

Dated: 10/15/18

**CHIEF CIRCUIT JUDGE**

As Chief Judge of the Circuit Court of Cook County, I hereby certify that I have reviewed and approve the Fiscal Year 2019 Annual Probation Plan submitted by the Cook County Juvenile Probation and Court Services Department.

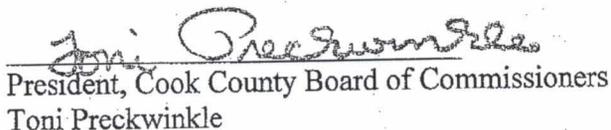


Chief Judge, Circuit Court of Cook County  
Honorable Timothy C. Evans

Dated: 12/17/18

**PRESIDENT OF THE COOK COUNTY BOARD**  
**Of COMMISSIONERS**

As President of the Cook County Board of Commissioners, I hereby acknowledge the Fiscal Year 2019 Annual Probation Plan submitted by the Cook County Juvenile Probation and Court Services Department, Circuit Court of Cook County. I understand that submission of the Annual Probation Plan and compliance with the provisions of the Probation and Probation Officers Act (730 ILCS 110) are conditions of state reimbursement.



President, Cook County Board of Commissioners  
Toni Preckwinkle

Dated: 12/20/18

# INTERSTATE COMPACT ACKNOWLEDGEMENTS

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## Adult Probation Departments

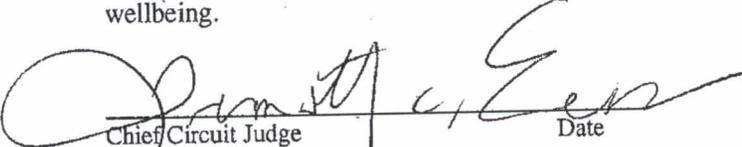
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## Juvenile Detention Centers

As superintendent of detention, I hereby acknowledge that pursuant to the Interstate Compact for Juveniles (ICJ), we are permitted to use secure detention for out-of-state runaway youth. Furthermore, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) provide an exemption for secure detention for out-of-state runaway youth. Particular emphasis should be placed upon the need to balance the possible risk to the juvenile's safety by secure detention in an appropriate facility against the even greater safety risk of allowing such a juvenile to remain 'on the streets' as a runaway or in the company or custody of adults or others who present an imminent threat to the child's physical and emotional wellbeing.

  
\_\_\_\_\_  
Chief Circuit Judge

\_\_\_\_\_  
Date

12/17/18

  
\_\_\_\_\_  
Acting Director/Chief Probation Officer

\_\_\_\_\_  
Date

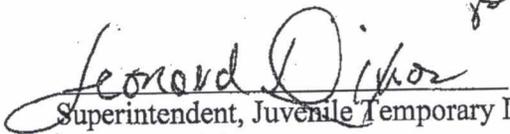
10/9/18

\_\_\_\_\_  
Detention Superintendent

\_\_\_\_\_  
Date

**COUNTY FISCAL YEAR 2019  
ANNUAL PROBATION PLAN SIGNATORIES  
DIRECTOR OF COURT SERVICES OR CHIEF PROBATION OFFICER**

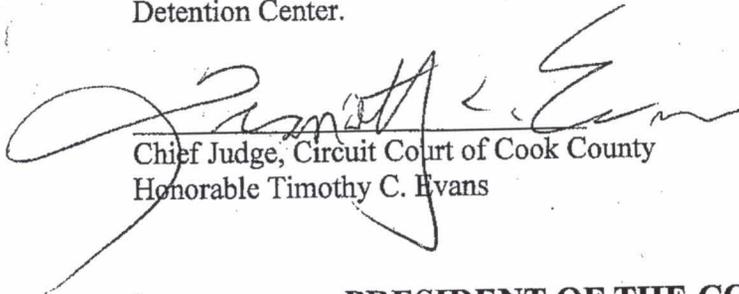
As Superintendent of Juvenile Temporary Detention Center of the Circuit Court of Cook County, I hereby submit this Fiscal Year 2019 Annual Probation Plan. I certify that the information in this plan is true and correct to the best of my knowledge. I further certify that my department will comply with all standards, policies and regulations established by the Supreme Court under provisions of the Probation and Probation Officers Act (730 ILCS 110), and acknowledge that compliance is subject to monitoring, auditing, and qualitative review by staff of the Administrative Office of the Illinois Courts.

  
Superintendent, Juvenile Temporary Detention Center  
Leonard B. Dixon

Dated: 12/7/18

**CHIEF CIRCUIT JUDGE**

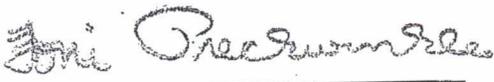
As Chief Judge of the Circuit Court of Cook County, I hereby certify that I have reviewed and approve the Fiscal Year 2019 Annual Probation Plan submitted by the Juvenile Temporary Detention Center.

  
Chief Judge, Circuit Court of Cook County  
Honorable Timothy C. Evans

Dated: 12/17/18

**PRESIDENT OF THE COOK COUNTY BOARD  
OF COMMISSIONERS**

As President of the Cook County Board of Commissioners, I hereby acknowledge the Fiscal Year 2019 Annual Probation Plan submitted by the Juvenile Temporary Detention Center, Circuit Court of Cook County. I understand that submission of the Annual Probation Plan and compliance with the provisions of the Probation and Probation Officers Act (730 ILCS 110) are conditions of state reimbursement.

  
President, Cook County Board of Commissioners  
Toni Preckwinkle

Dated: 12/20/18

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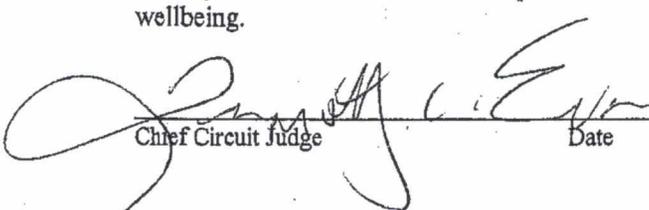
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\_\_\_\_\_  
Chief Circuit Judge

\_\_\_\_\_  
Date

12/17/18

\_\_\_\_\_  
Director/CMO

\_\_\_\_\_  
Date

  
\_\_\_\_\_  
Detention Superintendent

\_\_\_\_\_  
Date

10/12/18

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## I. ADMINISTRATION

### A. Mission Statement

A mission statement is a formal summary, typically no longer than a few sentences, that describes how an organization conducts its work. It should be a useful, clear and concise, written declaration of organizational strategy which reflects and supports its operations.

1. Probation Mission Statement

Has the department's probation mission statement been changed or updated?  Yes  No

➤ If yes, please attach  (See Attachment 1)

2. Detention Mission Statement

Has the department's detention center's mission statement been changed or updated?  
 Yes  No

➤ If yes, please attach  (See Attachment 2)

### B. Fiscal Resource Management

1. County Fiscal Year 2019 Budget

Please submit the department's approved or proposed County Fiscal Year 2019 budget. Include all projected *expenditures* (personnel, operations, supplies, services, commodities, contractual, etc.). Also include all projected *revenue/income* (state salary reimbursement, county general fund, probation fee fund, other fees, grants, etc.). A finalized budget is a requirement to complete the Annual Probation Plan. If a proposed county budget has been submitted, please note below and include the date the Administrative Office can expect receipt of the finalized budget. [730 ILCS 110/15(c), 730 ILCS 110/15(h), 730 ILCS 110/16, 730 ILCS 110/16(4)]

a. Please indicate current status of County Fiscal Year 2019 budget:  
 Proposed  Approved

b. If a *proposed* budget was submitted, indicate the date that the Administrative Office will receive the final approved budget: 12/01/2018

➤ CFY 2019 budget attached  (See Attachment 3)

**Please note: In addition to the County Fiscal Year 2019 budget attachment, the Budget Matrix form must be completed including proposed expenditures contained in the county budget and probation service fee fund and any other fund used by probation. This form replaces previous questions around the budget as well as the Probation Fees Proposed Expenditures form.**

➤ Budget Matrix form attached  (See Attachment 4)

*The final approved County Fiscal Year 2019 budget must be received no later than 30 days after the beginning of the County Fiscal Year.*



2. Grant Funding

Has the department been awarded a grant? Yes  No

➤ If yes, please complete the *Grant Funding Description Form* attached   
(See Attachment 5)

**C. Probation and Court Services Fund (Probation Fees) N/A for JTDC**

The Probation and Court Services Fund, often referred to as probation fees, shall be imposed pursuant to 730 ILCS 5/5-6-3, 730 ILCS 5/5-6-3.1, 705 ILCS 405/5-615, and 730 ILCS 405/5-715 and shall be expended accordingly as directed by 730 ILCS 110/15.1 and 730 ILCS 110/16(4)(5)(a)(b):

- Disbursement of monies is at the direction of the chief judge
- Monies appropriated by the county board to be used within the jurisdiction where collected for departmental cost
- Departments must follow the policies and guidelines approved by the Supreme Court
  - The submission of a plan for fund expenditures as a component of the department's Annual Probation Plan:
    - Probation fee collections
    - A listing and description of the proposed expenditures
    - Projected expenditures for reimbursed personnel (salary shortfall)
  - A department may modify its plan for use of funds through submission of a supplement
  - Use of monies for payment of salaries of probation and court services personnel whose salaries are reimbursed, shall be reviewed and approved through the Annual Probation Plan process or through a supplement
- Monies can be used for salaries but only within specific parameters established by the Administrative Office of the Illinois Courts:
  - Only for employees reimbursed by the Administrative Office
  - Fees for salaries shall not exceed the maximum reimbursable salary threshold for a position
  - Does not include benefits, overtime, etc.
  - Fees for salaries cannot be utilized for salaries without the expressed permission of the Administrative Office
- Monies can only supplement, not supplant county appropriations for office space, equipment, supplies, record keeping, and clerical assistants (730 ILCS 110/13)

1. Probation Fees Collection

Please report out for calendar year 2017

- a. What percentage had probation fees waived? Adult \_\_\_\_\_% Juvenile \_\_\_\_\_%
- b. Total number terminated who were ordered to pay supervision fees:  
Adult \_\_\_\_\_ Juvenile \_\_\_\_\_
- c. Total dollars ordered: Adult \$\_\_\_\_\_ Juvenile \$\_\_\_\_\_
- d. Total dollars collected: Adult \$\_\_\_\_\_ Juvenile \$\_\_\_\_\_



2. Salary Shortfall [730 ILCS 110/15.1(h)]

For personnel costs, probation fees can be utilized for salary shortfall within the following parameters:

- Only for employees reimbursed by the Administrative Office
- Fees for salaries shall not exceed the maximum reimbursable salary threshold for a position
- Does not include benefits, overtime, etc.
- Fees for salaries cannot be utilized for salaries without the expressed permission of the Administrative Office

If necessary, your field services coordinator can provide you with an *Approved Personnel List* which indicates reimbursed employees and their maximum reimbursed salary.

- a. Will monies from the Probation and Court Services Fund be used for salary shortfall?  
Yes  No

➤ **If yes, attach a *Salary Shortfall Worksheet*  (See Attachment 6)**

- b. According to the *Salary Shortfall Worksheet*, what is the department's total salary shortfall for County Fiscal Year 2018? \$\_\_\_\_\_

3. Expected Probation Fee Balance

- a. The balance of the probation and court services fund as of July 1, 2018 is \$\_\_\_\_\_
- b. The proposed expenditures-client services, training, operations, and other, plus the salary shortfall is \$\_\_\_\_\_
- c. Total County Fiscal Year 2019 probation and court services fund balance will be \$\_\_\_\_\_

**D. Other Fees N/A for JTDC**

Please complete the following for calendar year 2017:

1. \$10 Probation Service Fee

Does the County impose an additional \$10 probation service fee for operational costs as permitted by (705 ILCS 105/27.3a)? Yes  No

If yes, what amount was collected in the calendar year 2017? \_\_\_\_\_

➤ **New/updated Administrative order for \$10 Probation Service Fee attached**   
(See Attachment 7)

2. Interstate Compact Application Fee (730 ILCS 5/5-9-1.13)

The Interstate Compact Application Fee shall be deposited into the general fund of the county and proceeds shall *only* be used to defray the costs of county sheriff departments who will be required to retrieve offenders that violation the terms of their transfer to other states.

Does the department collect the \$125 application fee for Interstate Compact transfer case?  
Yes  No

➤ **New/updated Administrative order for Interstate Compact Application Fee attached**   
(See Attachment 8)



3. Pretrial Service Fee (725 ILCS 110-10)

Does the department collect the Pretrial Service Fees? Yes  No   
If yes, what amount was collected in the calendar year 2017? \_\_\_\_\_

➤ **New/updated Administrative order for Pretrial Service Fee attached**   
(See Attachment 9)

4. Probation Department Collection of Monies\*

a. Does the department collect monetary payments directly from probationers for probation services fees? Yes  No

b. Are staff that collect monies bonded? Yes  No

*\* Please note probation officers that handle payment of any monies from the client for victim impact panels, restitution, drug testing, fees, etc. must be bonded according to AOIC standards. If staff is not bonded, please discontinue collection of monies from clients as soon as possible. We encourage departments to consider alternative means of monetary collection that involve the circuit clerk's office.*

## E. Compensation and Performance Management

1. Compensation and Performance Plan [730 ILCS 110/15(4); 730 ILCS 110/15(70)]

➤ **Attach the most current approved compensation plan(s)**  (See Attachment 10)

a. Is a variance from the AOIC Compensation Standards around the department's compensation plan being requested? Yes  No   
If yes, please **summarize** and provide the **rationale** for the changes: \_\_\_\_\_

b. Will there be salary increases for staff? Yes  No  If yes, what will be the 12.3 % OR \$ \_\_\_\_\_ per staff?  
Also, if yes, what is the increase based on (e.g., COLA, longevity, performance, etc.)?  
Longevity (step increases)

c. Is the increase in salary the same for management and exempt employees?  
Yes  No   
If no, please note the amount \_\_\_\_\_ % OR \$ \_\_\_\_\_ per exempt/management staff: \_\_\_\_\_  
Also, if no, what is the increase based on (e.g., COLA, longevity, performance, etc.)?  
\_\_\_\_\_

d. If short term vacancies are filled, and full funding is approved for all reimbursable positions at the reimbursable rate, what is the amount of 100% funding for staff?  
\$22,275,022

e. Has the compensation plan been revised? Yes  No

➤ **If yes, attach revised compensation plan(s) for approval**  (See Attachment 11)



2. Performance Appraisal [730 ILCS 110/15(4); 730 ILCS 110/15(7)(d)]

Performance appraisals are required for all staff according to AOIC standards and statute. The completion of performance appraisals ensures that the AOP 3 process results in the accurate disbursement of allocations even if salary is not directly tied to performance, e.g., flat rate county salary increases, collective bargaining agreements, etc.

- a. Has the performance appraisal been revised? Yes  No

➤ If yes, attach revised performance appraisal for approval  (See Attachment 12)

- b. Is there a variance which includes request for a waiver to utilize a county- or departmental-wide flat rate increase instead of a performance-based increase?

Yes  No

If yes, please summarize and provide the rationale for the changes: \_\_\_\_\_

- c. Is there a variance which includes request for a waiver to not base salary increases on performance appraisals? Yes  No

If yes, please summarize and provide the rationale for the changes: \_\_\_\_\_

- d. If increases based on performance appraisal are waived, note how performance appraisals will continue to be completed for all staff: N/A

3. Salary Ranges

Salary ranges are the amount of compensation paid for each position from the minimum starting salary to the maximum salary. Please note salary range adjustments are not the same as an annual salary increase or a raise. Range adjustments change the salary schedule and must be approved by AOIC. Rationale for salary range adjustments must accompany the request or it will not be approved.

- a. Have salary ranges been adjusted? Yes  No

b. If yes, by how much? (% or \$ amount): \_\_\_\_\_

c. Please include the rationale to support the need to adjust ranges and why ranges were adjusted by the indicated amount: \_\_\_\_\_

d. Salary Schedule

➤ Completed Salary Schedule Worksheet attached  (See Attachment 13)

e. Reimbursable Salary Range Worksheet

➤ Completed Reimbursable Salary Range Worksheet attached  (See Attachment 14)

4. Collective Bargaining Agreement [730 ILCS 110/15(4)]

- a. Are staff covered under collective bargaining agreement? Yes  No

➤ If yes, attach current or most recent collective bargaining agreement   
(See Attachment 15)

- b. Is the collective bargaining agreement under negotiation? Yes  No

If yes, please submit finalized collective bargaining agreement once it is ratified.



Indicate the expected date the collective bargaining agreement will be finished: 12/1/2018

- c. If staff are covered under collective bargaining, are there changes to the compensation plan for exempt employees? Yes  No
- If yes, please **summarize** and provide the **rationale** for the changes: \_\_\_\_\_

## F. Organizational Structure

### 1. Organizational Chart [730 ILCS 110/15(8)]

Please attach a copy of the department's current organizational chart which includes:

- All levels within the organization
- Separate divisions, units, and job functions
- Individual names, titles, AOIC position numbers, and source of funding (e.g., county, grant, state)
- List any vacancies by title, date of vacancy, AOIC position number, and funding source

➤ **Organizational chart attached**  (See Attachment 16)

### 2. Reorganization Request N/A for JTDC

If the department is proposing a reorganization of staff and/or operations, please submit a plan of the proposed change(s). Examples of a departmental reorganization include establishment of new positions or units, restoration of positions that expand or realign staffing levels, job re-assignments, or modifications to reporting structure. Provide the following supportive information necessary to evaluate the proposed reorganization request:

- Impact on departmental workload
- Information concerning the process and persons involved in planning the proposed reorganization; (i.e., judges, county board, juvenile justice council, etc.)
- A revised organizational chart for the department
- Information on the impact of state and local financial resources
- If a new position or staff responsibilities are proposed, please submit detailed job description(s)

➤ **Reorganization request submitted for approval**  (See Attachment 17)

*An evaluation of the appropriateness of this request will not be completed unless all of required information listed above is provided. Failure to include it will result in a denial of the request.*

## G. Policies and Procedures

Pursuant to 730 ILCS 110/15, departments are required to submit new and/or updated policies and procedures for approval by the Division of Probation Services. Among these, but not limited to, are departmental policies and procedures related to:

### Administration

- Departmental operations
- Personnel and recordkeeping
- Employee compensation – for all position levels
- Performance appraisal/evaluation
- Probation services fees

### Programming and Interventions

- Domestic Violence Surveillance Program (DVSP)
- Intensive Probation Supervision programs (IPS)
- Pretrial supervision programs
- Intermediate



Probation and Detention Services

- Probation or detention intake
- Case management
- Intrastate transfer (ICAOS and JIDS)
- Detention screening

sanctions/interventions

- Specialized caseloads (DV, Sex Offenders, DUI, etc.)
- Detention programming

1. Policies and Procedures Submitted for Approval

- **New or updated policies and procedures submitted for approval**  (See Attachment 18)

2. ICAOS Updated Policies and Procedures - Rule Changes **N/A for JTDC**

Please submit a copy of the department's policies and procedures for the Interstate Compact on Adult Offender Supervision (ICAOS) which reflects all rule changes made by the Compact through March 1, 2018.

- **Updated ICAOS policies and procedures attached**  (See Attachment 19)

*Any revised policies/procedures must have the proposed language modifications **highlighted**. Failure to highlight modifications will result in the revised policies/procedures being denied for approval.*

## H. Incident Reports

The Administrative Office of the Illinois Courts requires incident reports to be forwarded to our office. Please provide the number of incident reports for calendar year 2017:

Total number of probation Incident Reports (some Incident Reports may contain multiple types of incidents): \_\_\_\_\_

Total number of detention Incident Reports (some Incident Reports may contain multiple types of incidents): 8503

## I. Orientation and Training Report

1. New Employee Orientation [730 ILCS 110/15(f)]

According to the Administrative Office's *Policies Governing Hiring, Promotion and Training*, during the first month after being hired, a new employee must receive from the department a minimum of 40 hours orientation.

- a. Does the probation department have a new employee orientation plan, curriculum, schedule, and/or checklist? Yes  No

- **If yes, attach the orientation plan for probation**  (See Attachment 20)

- b. If applicable, does the juvenile detention center have a new employee orientation plan, curriculum, schedule, and or checklist? Yes  No

- **If yes, attach the orientation plan for detention**  (See Attachment 21)

2. Basic Training



The *Policies Governing Hiring, Promotion and Training* also require that all new employees receive 40 hours of basic training within their first year of service.

- a. Are there officers that currently need to attend basic training? Yes  No
- If yes, please complete the following:
- Adult probation officer(s) Name(s) and number of months on the job: \_\_\_\_\_
- Juvenile probation officer(s) Name(s) and number of months on the job: \_\_\_\_\_
- Juvenile detention officer(s) Name(s) and number of months on the job: \_\_\_\_\_

### 3. Advanced Training

After the first year of employment, employees are required to have 20 hours of advanced training every year. This continual education must be:

- Formal training and
- Related to the function of the position.

- a. Does the probation department have a formal training plan for County Fiscal Year 2019 to ensure that each staff member receives their 20 hours of required continual education? Yes  No

➤ If yes, attach the probation training plan for CFY 2019  (See Attachment 22)

- b. If applicable, does the juvenile detention center have a formal training plan for County Fiscal Year 2019 to ensure that each staff member receives their 20 hours\* of required continual education? Yes  No

➤ If yes, attach the detention training plan for CFY 2019  (See Attachment 23)

\* Please note while AOIC standards only require 20 hours of continual education for juvenile detention personnel, the Department of Juvenile Justice requires 40 hours annually.

- c. *Annual Training Logs* must be filled out on all probation and detention employees to ensure they are receiving the required 20 hours of continual education each year

➤ Attach the *Annual Training Logs* for each employee  (See Attachment 24)

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## II. PROBATION AND DETENTION SERVICES

### A. Cognitive Behavioral Programming

➤ Completed *Cognitive Behavioral Programming* form attached  (See Attachment 25)

Does the department have formal practices for evaluating programming to ensure fidelity to the model or curriculum? Yes  No

If yes, describe this process for in house programming as well as programming provided by outside agencies.

**In house programming is subject to the annual JTDC Quality Assurance review. In addition, JTDC management continually reviews of resident progress in CBT groups.**



Programs provided by outside agencies were subject to the assessment conducted by the Crime Lab at the University of Chicago Urban Labs.

## B. Collaboration

Collaboration with justice system stakeholders, community-based service providers, other state agencies, and community members is not only statutorily required, it is a necessity in proper service to clientele and to improve the case outcomes of the justice system and enhance evidence-based practices [730 ILCS 110/15(6)(b), 705 ILCS 405/5-105(2.5) and 705 ILCS 405/5-145(c)(2)].

### 1. Justice System Stakeholders

- **Completed Justice System Stakeholder Collaboration form attached**   
(See Attachment 26)

### 2. Detention Specific Collaboration (Detention Only)

Does the detention center collaborate with the community or probation services in providing or coordinating services and plans for the minors' return to the community? This includes reentry plans, opportunities for community volunteers and community service work projects, etc. Please describe:

JTDC collaborates with community agencies and the probation department to address psychiatric care, medication management, teen employment, education, counseling, tutoring, mentoring, sports and recreation, family financial assistance resources, teen parent resources, after-school programs and gender specific programs necessary for a youth's successful return to the community.

JTDC personnel participate in Clinical Intervention Placement Planning (CIPP) staffings with the Department of Children and Family Services (DCFS), community agencies, parents, guardians, foster parents, probation officers and Public Defenders. The CIPP personnel in concert with JTDC caseworkers coordinate releases and placements in the community.

Nancy B. Jefferson (NBJ) Alternative School's team of re-engagement specialists work with students regarding their home school or an alternative. The youth and family are provided with information on which school best meets the students' needs. A school official is contacted at the child's home school and a contact person is identified for the student. Students receive a return to school notice with the contact's information. The re-engagement specialist completes a five (5) and ten (10) week follow-up check to see if the child is still enrolled.

Upon release, Cermak Medical provides discharge planning for patients with current health needs to ensure continuity of care. For patients in active treatment for medical and dental conditions, the nurse:

- Prepares remainder of current prescriptive medications,
- Arranges referrals for follow-up services with community clinicians,
- Discusses the need to follow-up with a health care professional,
- Provides a "Patient Discharge Summary" with scheduled appointments, and
- Notifies the Chicago Department of Public Health communicable disease control investigator for positive sexually transmitted infection for follow-up treatment.



**Mental health re-entry planning begins at admission, and continues throughout the resident's stay in detention. Re-entry recommendations include:**

- **List of services (psychiatric care (adolescent), medication management, counseling/anger management, mentoring) identified by the resident, family members, Qualified Mental Health Professional (QMHP), and community providers as services that the family and resident could benefit from,**
- **Arrangements for follow up care in the community for psychotropic medication, and**
- **Thirty (30) day supply of medication at discharge.**

**C. Victim Services N/A for JTDC**

**1. Victim Services Collaboration**

As required under 730 ILCS 110/15(6)(d), please describe current collaboration efforts that have resulted in enhanced victim services in the department or community. This includes Victim Impact Statements on presentence investigation reports and social histories, domestic violence services to victims, the use of balanced and restorative justice program and victim impact panels.

**2. Restitution Collection [730 ILCS 110/16(b)]**

- a. What was the balance of restitution owed, for all cases ordered to pay restitution, as of December 31, 2016? \_\_\_\_\_ **(This is the total amount of restitution still owed in your jurisdiction as of December 31, 2016, regardless of when it was ordered previously.)**
- b. What was the total amount of restitution ordered in calendar year 2017? \_\_\_\_\_
- c. Of those cases ordered to pay restitution in calendar year 2017, how much was collected in 2017? \_\_\_\_\_
- d. What was the total amount of restitution collected in 2017? \_\_\_\_\_
- e. What is the total amount of outstanding restitution as of December 31, 2017? \_\_\_\_\_

**3. Domestic Violence Surveillance Program (DVSP)**

Pursuant to 730 ILCS 110/15(l)(m), the Administrative Office is responsible for evaluating the impact and costs of the Domestic Violence Surveillance Program (DVSP). Please provide the information requested below to assist in compiling a statewide overview of DVSP.

- a. Please indicate below the status of the implementation of the DVSP.
  - Not applicable
  - Policies/procedures approved, but program not operational.
  - Policies/procedures approved, program operated by department.

**D. Criminal Justice Coordinating Councils N/A for JTDC**

**1. Adult Justice Councils**

- a. Does your jurisdiction have an adult justice council? Yes  No
- b. Is it active? Yes  No   
If yes, who are the justice partners that participate on it? \_\_\_\_\_

**2. Juvenile Justice Councils**

- a. Does your jurisdiction have a juvenile justice council? Yes  No



- b. Is it active? Yes  No   
If yes, who are the justice partners that participate on it? \_\_\_\_\_

## E. Detention Screening and Operations

Please provide the following information for calendar year 2017.

### 1. Detention Usage

- Has detention usage changed? Yes  No   
If yes, please describe the change and what influenced it? \_\_\_\_\_

### 2. Detention Screening Protocol

Describe the department's detention screening protocol, both during and after office hours:  
**All screening is conducted by the Probation Department.**

### 3. Management Review

Describe the management review process of detention screening:  
**All detention screening management is conducted by the Probation Department.**

### 4. Per Diem Rate (Detention Only)

If the Per Diem Rate has changed since last year, please provide the following information.  
(Answer those applicable)

General \_\_\_\_\_ In county/circuit \_\_\_\_\_ Out of county/circuit \_\_\_\_\_  
**There has been no change in JTDC's per diem rate.**

### 5. JMIS Quality Assurance (Detention Only)

What is your quality assurance process to ensure that data is entered into JMIS on a consistent and timely basis? **On a monthly basis, JTDC data is extracted from the Resident Management Information System and is cleaned to reflect accurate admission and charge information. This data is then uploaded into the JMIS system in the necessary format. This data is then reviewed in the JMIS system to verify that duplicate charges are not present and prior admissions have been released.**

### 6. Education Programming (Detention Only)

- a. Who provides the educational services in the facility? Chicago Public Schools, Nancy B. Jefferson Alternative School.  
b. Is the program 12 months in length? Yes  No   
If no, what programming takes place in the other months? N/A

### 7. Programming (Detention Only)

- a. Are cognitive/behavioral groups a part of programming? Yes  No   
If yes, what curriculum is used? **An adapted Cognitive Behavior Therapy (CBT) model**  
Who facilitates the groups? **JTDC caseworkers, Youth Development Specialists and Mental Health professionals.**

What other groups or programming is offered to each youth?

**JTDC programming begins at 6:00 a.m. and ends at 10:00 p.m. and includes education, prosocial groups and recreation. Structured programming provides institutional order, consistency and stability in the day-to-day facility operations.**



Daily programming is essential to smooth operations. Programming at JTDC is based on best practices in classification, assessment, access to family and attorneys, education, meals, environment, mental health, medical and pro-social activities.

Activities are additional ancillary services provided to educate and enhance programming. Through partnership with over 60+ community organizations and trained volunteers, JTDC conducts over 212 activities with over 16,000 visitors and volunteers each year. Examples of activities include: Project Safe Neighborhoods, Becoming a Man, Painter's Pre-vocational program, Storycatchers, Free Write, Karma Garden, Resident Advisory Council and Adopt-a-Pod.

8. Behavior Management(Detention Only)

- a. Does the detention center utilize a behavior management program? Yes  No

If yes, please describe:

The Behavior Management Program is based on policy and procedure that establishes and maintains a safe, structured and therapeutic environment for the residents detained at the JTDC. The Behavior Management Program focuses on the development and reinforcement of appropriate resident behaviors while providing positive and corrective consequences.

Components of the program include:

1. Cognitive and behavioral philosophy, goals and techniques,
2. Resident behavior expectations and Rules of Conduct,
3. Point system,
4. Level system,
5. Resident incentive and reward system,
6. Process for resolving minor misbehavior,
7. Process for processing major rule violations by residents, and
8. Process for regulating the use of room confinement.

- b. Are there policies and procedures for behavior management? Yes  No

➤ If yes, please attach to the Annual Probation Plan (See Attachment 27)

- c. How many behavioral incidents in calendar year 2017 resulted in youth serving disciplinary room time? **Guilty findings – 5026; Not guilty findings - 1515**

- d. Are there policies and procedures for disciplinary room time? Yes  No

➤ If yes, please attach to the Annual Probation Plan (See Attachment 28)

**F. Alternatives to Detention [730 ILCS 110/16(c)] N/A for JTDC**

1. Informal Alternatives

Do you provide informal alternatives in place to keep youth out of detention (not a program but service or interventions such as EM, referral to community resources, etc.)? Yes  No

2. Formal Alternatives

Do you have a formal alternative to detention program? Yes  No

If yes, please answer the following:



- a. Program Title: \_\_\_\_\_
- b. Program Description (include target population, capacity of program, staffing, program duration): \_\_\_\_\_
- c. Program Funding: \_\_\_\_\_
- d. Estimated County Fiscal Year 2018 annual program operational costs: \_\_\_\_\_
- e. Outcome Measures for calendar year 2017:
  - Average Daily Population in program: \_\_\_\_\_
  - Total number of youth admitted to program: \_\_\_\_\_
  - Total number of youth in program failing to appear at court hearing: \_\_\_\_\_
  - Total number of youth with a new arrest while in program: \_\_\_\_\_
- f. Have there been any changes to the program (staff, admission process, etc.) within the reporting period? Yes  No

### III. PRETRIAL SERVICES N/A for JTDC

The Administrative Office is compiling information respective to each circuit's pretrial practices and identification of opportunities for implementation. Please provide the following detailed information on each county within your circuit.

#### A. Pretrial Services and Programs

Please pick which option below best describes how pretrial services are structured within the department? If "No Pretrial Service Program" is selected, then the remainder of the Pretrial Services section can be skipped.

*No Pretrial Service Program*

*No Pretrial Program but discussing the implementation of Pretrial Services*

##### 1. Pretrial Services

- a. Individual officers perform both probation and pretrial services functions:  
Yes  No   
If yes, indicate how much (percentage) of their workload is spent on:  
Pretrial functions \_\_\_\_\_ %      Probation functions \_\_\_\_\_ %

##### 2. Pretrial Program

- a. Pretrial program in development: Yes  No   
If yes, what is the tentative implementation date? \_\_\_\_\_
- b. Established pretrial program (officers *exclusively* completing bond reports, pretrial risk assessments, and providing pretrial supervision): Yes  No   
If yes, please describe the following:
  - Days of operations \_\_\_\_\_
  - Hours of operations \_\_\_\_\_
- c. For calendar year 2017, how many total probation positions are dedicated to pretrial?  
\_\_\_\_\_ (in Full-Time Equivalent)
  - Number of dedicated officers: \_\_\_\_\_ (in FTE)
  - Number of dedicated supervisors: \_\_\_\_\_ (in FTE)
  - Number of dedicated support staff: \_\_\_\_\_ (in FTE)



3. Supervision

- a. Do pretrial officers complete supervision reports for status court dates on those defendants placed on pretrial supervision? Yes  No
- b. What types of pretrial services are provided? (check all that apply)  
Not Applicable   
Drug Testing  Curfew Monitoring   
Remote Alcohol Monitoring (e.g., SCRAM)  Alcohol/Breathalyzer   
Referrals for Service  Post-Release Supervision  GPS Monitoring   
Electronic Monitoring   
Domestic Violence Assessment  (please indicate name of assessment, who completes the assessment, and provide a copy) \_\_\_\_\_  
Other  (please describe): \_\_\_\_\_
- c. Do pretrial officers supervise defendants that have been ordered to GPS pursuant to the Domestic Violence Surveillance Program (DVSP)? Yes  No   
If no, does the department have a special unit that monitors GPS cases? Yes  No

4. Training

- Does your department want pretrial training? Yes  No   
If yes, what specific pretrial training would benefit staff? \_\_\_\_\_

**B. Pretrial Interviews**

1. When Interviews Occur

When do pretrial officers interview defendants to complete a bond report?

- a. Prior to the initial bond being set Yes  No   
If yes, please explain: \_\_\_\_\_
- b. After bond has been established Yes  No   
If yes, please explain: \_\_\_\_\_

2. Types of Cases Interviewed

What types of cases are interviewed? (check one)

- Only felonies       Only misdemeanors       Both felony and misdemeanors

**C. Bond Reports**

1. Bond Report Completions

Are bond reports completed? Yes  No

**If no, skip the rest of this section.**

2. Type of Bond Reports

- a. What type of bond report is forwarded to the courts by the pretrial officers? (check one)  
Only record check   
Complete bond report including community ties, employment, residency, criminal record, social background, and recommendations   
Complete bond report including community ties, employment, residency, criminal record, social background, **No** recommendations   
Only conduct a pretrial risk assessment



- b. If recommendations are made, what is their nature? (check all that apply)  
 Not Applicable   
 Treatment  Pretrial Supervision  GPS Monitoring  Cash Bond   
 Curfew  Drug/Alcohol Testing  Electronic Monitoring   
 Other (specify): \_\_\_\_\_

3. Submission to the Court

- When are bond reports submitted to the court? (check one)  
 a. Prior to the initial bond being set   
 b. After bond has been established and a bond reduction motion has been filed   
 c. Both scenarios apply

4. Pretrial Officers at Bond Hearings

Are pretrial officers present in court for the initial bond hearing? Yes  No

5. Type of Bond Reports

Please complete the following table with data from calendar year 2017:

Type of Bond Report	Number Completed
Bond Reports with NO recommendations	
Bond Reports and Recommendations	
Bond Reports, Recommendations, and Pretrial Assessment	
Bond Reports, Recommendations, Pretrial Assessment, and Domestic Violence Assessment	
<b>Total</b>	

**D. Pretrial Risk Assessment**

1. Are pretrial risk assessments conducted? Yes  No   
**If no, skip the rest of this section.**
2. What assessment instrument are you using (i.e., Virginia Model, etc.)? \_\_\_\_\_  
 ➤ **Please submit a copy of your pretrial risk assessment**  (See Attachment 29)
3. Has the pretrial risk assessment been validated? Yes  No
4. Is the assessment submitted with the bond report? Yes  No
5. Total number of pretrial risk assessments conducted in calendar year 2017: \_\_\_\_\_

**E. Pretrial Release Outcome Measures**

Please complete the following information with data from calendar year 2017:

*Please note that this will be asked of you again in the CFY 2019 Annual Probation Plan for calendar year 2017 data in the same above categories.*

1. Total number of defendants actively supervised on pretrial release: \_\_\_\_\_  
 Of the total number actively supervised, how many:  
 a. Failed to appear in court \_\_\_\_\_  
 b. Failed to appear at office visits \_\_\_\_\_



- c. Were re-arrested \_\_\_\_\_
2. Please provide risk levels for the number of individuals actively supervised according to the classifications of your risk assessment tool (PSA, Virginia, etc.):

This data is not available at this time

Risk Level (Mark which level system is used)	<input type="checkbox"/>	Released with No Conditions	Monitoring	PS Level 1	PS Level 2	PS Level 3	PSL 4	If Released Max Conditions or Released Not Recommended	Total Supervised
	<input type="checkbox"/>	Low	Below Average	Average	Above Average	High	Extremely High Risk		
	<input type="checkbox"/>	Low	Low Moderate	Moderate	High Moderate	High			
Other Level System	<input type="checkbox"/>								
Number Supervised									

#### IV. PROBLEM-SOLVING COURTS N/A for JTDC

The Administrative Office is compiling information on all problem-solving courts operational and emerging in Illinois. Please provide the following detailed information on **each** problem-solving court in your jurisdiction. Please duplicate this form as needed so that you have one form for each problem-solving court in your jurisdiction.

##### A. Problem-Solving Court Status

1. Is there a plan to develop a new or additional problem-solving court in your jurisdiction?  
 Yes  No   
 If yes, please specify:
- Contact Person \_\_\_\_\_
  - Type of court (s) \_\_\_\_\_
  - Proposed implementation date \_\_\_\_\_
2. Is there an existing problem solving court in your jurisdiction? Yes  No

##### B. Existing Problem Solving Courts

- Complete the attached *Existing Problem-Solving Court* form  (See Attachment 30)

#### V. ORGANIZATIONAL DEVELOPMENT

##### A. Strategic Plan and Training/Technical Assistance Requests

- Complete the attached *CFY 2019 Strategic Plan*  (See Attachment 31)

- Does the department complete a separate annual report for the county board?  Yes  No  
 ➤ If yes, please attach County Annual Report  (See Attachment 32)



**B. Status of County Fiscal Year 2018 Strategic Plan**

- Complete the attached *Status of CFY 2018 Strategic Plan*  (See Attachment 33)

