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Promoting Transparency and Accountability in Juvenile Detention Facilities: A Report on the John Howard Association's Visit to the Robert W. Depke Juvenile Complex, Lake County, Illinois

Executive Summary

It is by now well established that collecting juvenile justice data and making such data readily available to the public are essential to ensuring that juvenile justice programs and detention facilities function safely and effectively, and make the best use of limited taxpayer dollars.¹ To ensure transparency to the public and to prevent abuse, it is equally important that independent citizen monitors be granted access to juvenile detention facilities to inquire into facility conditions and practices.²

Despite uniform agreement on these best practices, no formal requirement exists in Illinois to ensure that local county juvenile detention and residential facilities are subject to independent public oversight through routine civil monitoring.³ While an annual inspection of juvenile

¹ See, e.g., United Nations Office on Drugs and Crime, *Criteria for the Design and Evaluation of Juvenile Justice Reform Programmes* (August 2010), available at:

http://www.unicef.org/protection/IPJJ_CriteriaDesignEvaluationJJProgrammes_2011_EN.pdf;

National Juvenile Justice and Delinquency Prevention Coalition, *Recommendations for Juvenile Justice Reform* (February 15, 2011), available at: <http://www.sentencingproject.org/wp-content/uploads/2016/01/NJJDPC-Juvenile-Justice-Recommendations-for-Obama-Administration-2011.pdf>;

Catherine Weiss, et al, Lowenstein Center for Public Interest, *Memo: Data Collection and Transparency in Juvenile Justice Systems*, available at:

<http://www.lowensteinprobono.com/files/Uploads/Documents/Data%20collection%20and%20transparency%20memo.pdf>.

² See Michele Deitch Effective Prison Oversight, Testimony for the Commission on Safety and Abuse in America's Prisons 4th Hearing, Los Angeles, California (February 8, 2006), available at:

http://www.davidshopeaz.org/resources/Effective_Prison_Oversight.pdf; Association for the Prevention of Torture, *Monitoring Places of Detention: a Practical Guide for NGOs*, available at:

<http://www.osce.org/odihr/29845?download=true>; Christine Bella, *Shining A Light: The Need For Independent Oversight in Juvenile Justice Facilities and Reform of the Prison Litigation Reform Act*, Journal of Civil Rights and Economic Development: Vol. 27: Issue 4, Article 3 (January 2015), available at:

<http://scholarship.law.stjohns.edu/cgi/viewcontent.cgi?article=1758&context=jcred>; Ted H. Rubin, *Brief: Transparency and Access of Independent Experts to All Places of Detention: Oversight Practices of U.S. Juvenile Facilities*, available at: <https://www.wcl.american.edu/hrbrief/16/4rubin.pdf>.

³ Although Illinois passed legislation in 2014 creating an Office of the Independent Juvenile Ombudsman, the ombudsman's authority is limited to inspecting and investigating complaints in state youth facilities run by the Illinois Department of Juvenile Justice (IDJJ). See Public Act 098-1032, effective August 25, 2014, available at: <http://www.ilga.gov/legislation/publicacts/fulltext.asp?Name=098-1032&print=true&write>.

detention facilities by the Illinois Department of Juvenile Justice is statutorily mandated, there is no ongoing independent monitoring of juvenile detention facilities in Illinois.⁴ Further, the degree to which Illinois' counties collect and publish juvenile justice data, disseminate information about detention facilities to the public, and allow outside parties' access to examine facility conditions and policies varies dramatically among jurisdictions.

In accord with best practices and to prevent violations of minimum constitutional standards of care, the John Howard Association of Illinois (JHA) advocates that every juvenile detention center and residential facility in the state should: (1) be subject to independent public oversight through regular and ongoing outside monitoring; and (2) regularly publish data on monthly, rather than yearly basis, tracking county juvenile detention populations, operations, practices, policies, and goals.

Lake County, Illinois is one jurisdiction that has taken initiative in these areas. On May 17, 2016, juvenile justice administrators invited JHA to visit the Depke Juvenile Complex (Depke) in Lake County, which houses both the Hulse Juvenile Detention Center and a residential treatment facility for youth. The openness of Depke administrators' in encouraging JHA to visit and allowing us access to information on detention populations, conditions, programs, practices, and policies was emblematic of the value Depke places on public transparency. There is a strong tendency in juvenile justice facilities, and corrections in general, to avoid public scrutiny based on the belief that security will be compromised if the public is allowed to know how facilities operate and perform.⁵ Resistance to public scrutiny can be especially entrenched in the juvenile justice system where the need to protect juveniles' privacy and the "best interests of the child" is sometimes used as a blanket justification to foreclose public access to juvenile justice information, including that which is not specific to an individual child or in any way a violation of confidentiality.⁶

Authority aside, Illinois' juvenile ombudsman office, which is staffed by a single person, does not have the capacity to inspect and investigate youth complaints in county juvenile facilities, as the office is already overextended and under-resourced in overseeing Illinois' six state-run youth facilities.

⁴ Pursuant to 730 ILCS 5/3-15-2(b), at least once each year: "[t] he Department of Juvenile Justice shall inspect each county juvenile detention and shelter care facility for compliance with the standards established, and the Department of Juvenile Justice shall make the results of such inspections available for public inspection. See 730 ILCS 5/3-15-2(b), available at: <http://www.ilga.gov/legislation/ilcs/fulltext.asp?DocName=073000050K3-15-2>. See also, U.S. Office of Juvenile Justice and Delinquency Prevention and Illinois Department of Corrections Jail and Detention Standards Unit, *Compliance Monitoring Policy and Procedure Manual*, available at: <http://www.ilga.gov/legislation/ilcs/fulltext.asp?DocName=073000050K3-15-2> http://www.dhs.state.il.us/OneNetLibrary/27897/documents/CHP/Reports/JuvenileJustice/JuvenileMonitoringComplianceInspectionManual_2010.pdf.

⁵ Sarah Geraghty and Melanie Velez, *Bringing Transparency and Accountability To Criminal Justice Institutions In the South*, 22 *Stanford. Law & Policy Review* 455 (June 2011), available at: https://journals.law.stanford.edu/sites/default/files/stanford-law-policy-review/print/2011/06/geraghty_vez_22_stan.1_poly_rev.455.pdf.

⁶ See U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, *Report: Guidelines for Juvenile Information Sharing* (2006), available at: <https://www.ncjrs.gov/pdffiles1/ojjdp/215786.pdf>; Sarah Gerwig-Moore and Leigh S. Schrope, *Hush, Little Baby, Don't Say a Word: How Seeking the "Best Interests of the Child"*

As described below, however, Depke and the Lake County Circuit Court have been ahead of the curve in implementing practices to foster greater public transparency and accountability. By contrast, other county juvenile justice systems, including the largest county juvenile system in Illinois, Cook County, have lagged far behind in instituting practices to ensure adequate public oversight and transparency.⁷ The lack of independent public oversight and easy public access to information on operations and policies at facilities that have been the subject of litigation over unconstitutional conditions and youth mistreatment, like the Cook County Juvenile Temporary Detention Center (JTDC), is especially troubling.⁸ When judicial oversight ends, there is a strong history of detention facilities to backslide into unconstitutional practices, especially when budgets are tight, if an ongoing mechanism for independent public oversight is not present.⁹

JHA advocates that other Illinois' juvenile justice facilities look to Depke and Lake County as a model in collecting and publishing juvenile justice data, providing information to justice-involved youth and families, and inviting third party review and evidence-based evaluation of the county's juvenile justice programs.

Facility Overview:

The Robert W. Depke Juvenile Complex (Depke) serves Lake County, Illinois. Lake County, which has a population of roughly 705,000 people, is a collar county located to the north of Cook County. Depke, which opened in 1997, consists of a six-acre complex located on 16,000 acres in Vernon Hills Township.

The Complex includes: a 48-bed secure temporary juvenile detention center, the Hulse Center, which houses both male and female youth; a separate 12-bed residential male youth treatment center housing the Family and Community Engaged in Treatment ("FACE-IT") program; a juvenile intake unit with two holding cells; courtrooms, hearing rooms and the Clerk's Office for the 19th Circuit Court Juvenile Division; the offices of Assistant State's Attorney's and Public

Fostered a Lack of Accountability in Georgia's Juvenile Courts, Mercer Law Review Vol. 58, No. 2, 531- 567 (2007) available at: <http://www2.law.mercer.edu/lawreview/getfile.cfm?file=58204.pdf>.

⁷ See Lanetta Haynes Turner, Syeda Naqvi, and Julia Sportolari, *Enhanced Transparency in the Cook County Juvenile Court: A Pathway to Reform* (2014), available at: http://media.wix.com/ugd/491e5b_9c2e203c6ae34a06ad7baa877928610f.pdf.

⁸ See *Jimmy Doe, et al. v. Cook County, et al.*, No. 99 C 3945 (N.D. Ill. 1999); American Civil Liberties Union of Illinois, *Court-appointed Transitional Administrator Role Ends at Cook County Juvenile Temporary Detention Center* (May 18, 2015), <http://www.aclu-il.org/court-appointed-transitional-administrator-role-ends-at-cook-county-juvenile-temporary-detention-center/>.

⁹ See Susan Sturm, *The Legacy and Future of Corrections Litigation*, 142 U. Pa. L. Rev. 639 (1993), available at: http://scholarship.law.upenn.edu/cgi/viewcontent.cgi?article=3602&context=penn_law_review; Michelle Deitch, *The Need for Independent Prison Oversight in a Post-PLRA World*, Federal Sentencing Reporter, Vol. 24 No. 4, p. 236-44 (April 2012), available at: <https://ljb.utexas.edu/sites/default/files/file/news/Deitch--The%20Need%20for%20Independent%20Prison%20Oversight%20in%20a%20Post-PLRA%20World--Federal%20Sentencing%20Reporter--April%202012%5B1%5D.pdf>; Robert G. Schwartz, Annie E. Casey Foundation, *Pathways to Juvenile Detention Reform, Promoting and Sustaining Detention Reforms*, available at: <http://www.pretrial.org/download/juvenile-pretrial/JDAI%20Pathway%2011%20Promoting%20and%20Sustaining%20Detention%20Reforms.pdf>.

Defenders of the Juvenile Division; the offices of Juvenile Probation; the offices of the Lake County Court Appointed Special Advocate Program (CASA), which provides advocacy for abused and neglected children; and attorney-client and administrative conference rooms. Because the complex is situated in a suburban area and abuts the Lake County Forest Preserve, youth have the benefit of access to many outdoor areas including gardens, lawns for sports, and a ropes and climbing obstacle course designed to enhance youth self-esteem and to teach team-building and leadership skills. Depke also is currently in the midst of a major construction project that will provide much-needed additional office space, hearing rooms and conference rooms.¹⁰

When JHA visited in May 2016, approximately 32 youth were housed in the Hulse Detention Center. With the exception of one girl, the detention population was male. However, the facility has the bed-capacity to hold up to eight girls. Administrators indicated changes in Illinois law, which went into effect in 2014, that raised the age of juvenile court jurisdiction to 17 years old for most felonies resulted in an increase in the detention population, as well as a rise in age of the detention population.¹¹ However, the detention population has still remained well below the facility's maximum capacity of 48, and usually averages about 30 youth in total. The length of stay for youth in the detention center averages about 20 days. The length of stay for youth in the Family and Community Engaged in Treatment (FACE-IT) residential treatment program averages between six and nine months, depending on the youth's case management treatment needs.¹² In the future, administrators would also like to provide the option of a shortened treatment program to youth, where youth could progress through goals and levels in the FACE-IT program at an accelerated pace and for a shorter length of stay.

Before youth are admitted to detention or residential treatment at Depke, they undergo a comprehensive screening process using evidence-based assessment tools. Screening includes administration of the Youth Assessment and Screening Instrument (YASI), a comprehensive assessment tool to measure youths' risks, service and treatment needs, and protective factors and strengths to produce better outcomes.¹³ The Mental Health Juvenile Justice Initiative Screening Instrument (MHJJI) is also administered to identify youth with immediate mental health needs. Because Depke, unlike many juvenile facilities, has an electronic records system treatment providers can immediately access youths' records, including results from YASI and MHJJI assessments. As of 2013, both the detention center and the FACE-IT residential treatment unit also completed transition to the electronic juvenile case management system, TRACKER, which

¹⁰ See Lake County, Illinois website, Construction, Ongoing Projects: *Depke Juvenile Center Phase 1 Expansion*, <https://www.lakecountylil.gov/2569/Construction>.

¹¹ Public Act 098-0061, effective January 1, 2014, available at: <http://www.ilga.gov/legislation/publicacts/fulltext.asp?Name=098-0061>.

¹² For more on Lake County's FACE-IT residential treatment program, see Lake County 19th Circuit Court website, FACE-IT program brochure, available at: <http://19thcircuitcourt.state.il.us/documentcenter/view/98>.

¹³ Protective Factors are conditions or attributes in individuals, families, communities, or the larger society that, when present, mitigate or eliminate risk in families and communities that, when present, increase the health and well-being of children and families. See *JHA 2016 Report on IYC- Chicago*, p. 14, available: <http://thejha.org/sites/default/files/IYC%20Chicago%20Report%202016.pdf>

allows staff to immediately access youth information including daily logs, reports, visitation information, and mail and phone call logs.

At the time of JHA's visit, the Hulse Detention Center and FACE-IT treatment unit had a combined staff level of 92, with about 60 of these employed in Hulse Detention Center. The school was staffed with a total of five teachers, including one teacher who concentrated solely on special education students, and two additional teachers who were certified in special education instruction. Depke uses the APEX online digital curriculum, which allows youth to work at their own academic pace and grade level with teacher assistance.¹⁴ Because the overall age of the Depke's detention population has gotten older, the flexibility of online learning has been especially helpful because it allows older students to take post secondary college preparation courses and to study for the GED. School is conducted five days a week, from 8:30 a.m. to 2:30 p.m. at Depke, and goes year round.

As in other counties, staff reductions and budget limitations are challenges for Depke. Depke administrators noted that since 2009, they have lost about 10 staff positions. As a result, detention and treatment staff are having to do much more with fewer resources. On occasion, staff are required to perform mandatory overtime hours to meet minimum facility safety requirements. An administrator voiced concern that while juvenile justice staffing levels were adequate, staffing should be increased above bare minimum levels to prevent staff burnout and to reduce costly overtime. Administrators further noted that ensuring that staff are able to take time off is especially important because work with justice-involved youth can be emotionally exhausting and highly stressful. Recognizing staff's value, Depke administrators feel a duty to fight to ensure that staff are treated fairly, given the compensation and benefits they deserve, and are not slighted due to county budget pressures. JHA was impressed by the strong level of support expressed by Depke administrators for frontline staff and their recognition that staff burnout is a serious issue that has to be recognized and addressed to ensure proper facility functioning. Research shows that the failure to address staff burnout has negative outcomes for both correctional staff and facilities, but that staff burnout is reduced where staff feel they are supported and valued by correctional managers and administrators.¹⁵

About 60 percent of the youth in the Hulse Detention Center were 17 on the date of JHA's visit. Significantly, only two of the youth were being prosecuted in the adult criminal court. The wisdom of treating youth differently from adults is borne out by research that confirms that keeping youth in the juvenile system, rather than transferring them to adult criminal court, increases public safety as well as ensuring better outcomes down the road for the prosecuted individuals.¹⁶ Youth who remain in the juvenile system are shown to be less likely to recidivate

¹⁴ The APEX Learning program, which was introduced in Hulse Detention Center and the FACE-IT residential program in 2010, allows students to be placed in the appropriate level of academic coursework and progress on an individual basis to earn credits that can be transferred to their community schools. For more detailed information, see the APEX Learning website, available at: <https://www.apexlearning.com/>.

¹⁵ See Brett Garland, *The Impact of Administrative Support on Prison Treatment Staff Burnout: An Exploratory Study*, *The Prison Journal*, Vol. 8, No. 4 p.452-47 (December, 2004), available at: <http://tpj.sagepub.com/content/84/4/452.abstract>; Eric G. Lambert, et al, *The Consequences of Emotional Burnout Among Correctional Staff* (June 15, 2015), available at: <http://sgo.sagepub.com/content/5/2/2158244015590444>.

¹⁶ See for example, Juvenile Justice Initiative, *Special Report: Automatic Adult Prosecution of*

and commit serious crimes than youth who are transferred to adult criminal court.¹⁷ Depke administrators credited the leadership of the Lake County Court and State's Attorney's Office in fostering a culture that emphasizes youth treatment and rehabilitation.¹⁸

Access to Information Resources for Justice-Involved Youth and Families:

Educating justice-involved youth and families on how the juvenile justice process works is essential to ensure that justice interventions are fair and effective.¹⁹ However, too often youth and families are left feeling confused, overwhelmed and alienated in their interactions with the juvenile justice system because they lack access to simple, practical information on the juvenile justice system and what to expect. For youth placed in secure detention, the need for access to information is even greater. The experience of sudden, forced separation of youth from home, family, and community can have profoundly negative impact on youths' mental and physical well being.²⁰ Lack of access to simple, easy-to-understand information about the juvenile justice process — including basic detention procedures, treatment options, court practices, and youth and family rights — can exasperate feelings of powerlessness and anxiety, causing youth and families to disengage.

JHA was impressed with the breadth, quality, and accessibility of educational materials Depke provides to justice-involved youth and families. For example, the Hulse Detention Center's resident handbook and parent orientation handbook both employ simple, easy-to understand

Children in Cook County, Illinois 2010-2012: Over 30 Years of Poor Outcomes from "Automatic" Adult Prosecution of Children, available at: <http://jjustice.org/wordpress/wp-content/uploads/Automatic-Adult-Prosecution-of-Children-in-Cook-County-IL.pdf>; Campaign for Youth Justice, Report: Youth in the Adult Criminal Justice System (2012), available at: http://www.campaignforyouthjustice.org/images/policybriefs/policyreform/FR_YACJS_2012.pdf; the Sentencing Project, *Report: Prosecuting Juveniles in Adult Court: Perspectives from Policymakers and Practitioners* (2002), available at: http://www.njjn.org/uploads/digital-library/resource_126.pdf.

¹⁷ *Ibid.*, note 16..

¹⁸ It is hoped that recent changes in Illinois' law to restrict the automatic prosecution of youth in adult criminal court will bring Cook County in line with best practices used in other jurisdictions. See Public Act 99-0258 (August 15, 2005), amending transfer Illinois statutes, available at: <http://www.ilga.gov/legislation/billstatus.asp?DocNum=3718&GAID=13&GA=99&DocTypeID=HB&LegID=89922&SessionID=88&SpecSess>. See also Patrick Griffin, National Center for Juvenile Justice, *Different from Adults: An Updated Analysis of Juvenile Transfer and Blended Sentencing Laws, With Recommendations for Reform* (2008), available at: http://www.ncjj.org/PDF/MFC/MFC_Transfer_2008.pdf.

¹⁹ See U. S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, *Family Listening Sessions: Executive Summary* (July, 2013), available at: <http://www.ojjdp.gov/pubs/241379.pdf>; Project Safe Neighborhoods Factsheet, *What Families Think of the Juvenile Justice System*, available at: <https://durhamnc.gov/DocumentCenter/Home/View/753>; Sarah Cusworth Walker, Michael D. Pullmann, and Eric W. Trupin, *Juvenile Justice 101: Addressing Family Support Needs in Juvenile Court*, OJJDP Journal of Juvenile Justice, available at: <http://www.journalofjuvjustice.org/JOJJ0201/article05.htm>; Barry Holman and Jason Ziedenberg, Justice Policy Institute, *The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities*, available at: http://www.justicepolicy.org/images/upload/06-11_rep_dangersofdetention_jj.pdf.

²⁰ *Ibid.*, note 19.

language to thoroughly describe detention operations, procedures, and processes. Youth orientation handbooks are often written in terms that are too general to be of practical use. However, Hulse Detention Center's handbooks are thoughtfully written to provide concrete, specific, useable information. To illustrate, Hulse's resident handbook contains a daily schedule of meal times, school hours, shower times, bedtimes, visiting hours, etc., so that youth know from their first day exactly what to expect in detention. Similarly, in recognition that youth often have no understanding of even basic legal terminology, the handbook includes a simple-to-understand glossary of commonly used legal courtroom terms and abbreviations.

Detailed information on detention, the FACE-IT residential treatment program, juvenile services, and court processes and programs are also readily available to families through the Lake County 19th Circuit Court's searchable website.²¹ The 19th Circuit's website, which was recognized by the National Association for Court Management in 2012 as one of the ten best court websites in the county, is extremely user-friendly, allowing members of the public easy access to detailed information on virtually every aspect of juvenile justice operations in Lake County.²² A comprehensive Juvenile Justice Council Resource Guide is also available online through the Lake County State's Attorney's Office which includes flowcharts explaining how cases move through the juvenile system, definitions of commonly used juvenile court terms, and contact information for community resources and support for families of delinquent youth.²³ The Lake County State's Attorney publishes a guide to help parents of justice-involved youth navigate the juvenile justice system; demonstrating a commitment to family engagement that is rarely seen in prosecutorial culture, but which should be integral to every State's Attorney office.

Technology, Data Collection, and Public Access to Juvenile Justice Information:

As part of its express mission statement, one of Lake County Juvenile Division's four stated goals is "[t]o facilitate collaboration and cooperation among juvenile justice partners in order to share information, increase professional understanding among participants, and enhance the delivery of evidence-based services for clients."²⁴ In furtherance of this goal, both up-to-date and archival county juvenile justice data, including the annual number of youth committed to the Illinois Department of Juvenile Justice by Lake County, the number of juvenile admissions, the number of social histories completed, and the number of youth placed on home-monitoring, are available to the public, media, and researchers through the Lake County Circuit Court's website.²⁵

²¹ 19th Judicial Circuit Lake County, Illinois website, <http://19thcircuitcourt.state.il.us/>.

²² See 19th Judicial Circuit Lake County, Illinois website, Media Information: Website Awards, available at: <http://19thcircuitcourt.state.il.us/1535/Website-Awards>.

²³ See Lake County, Office of the Lake County State's Attorney website, Juvenile Justice Council Resource Guide, available at: <http://www.lake.k12.il.us/3337/Lake-County-Juvenile-Justice-Council>.

²⁴ See 19th Circuit Court website, Juvenile Probation & Detention Services Mission Statement, available at: <http://19thcircuitcourt.state.il.us/1271/Mission-Statement>.

²⁵ See 19th Circuit Court website: Report of the Judiciary, *Statistical Data Sets*: <http://19thcircuitcourt.state.il.us/1886/> 2015.

In-depth, data-driven assessments by Lake County evaluating juvenile justice data, programs and initiatives are also available to the public on the court's website.²⁶ These data-driven assessments are part of larger data-based initiative, the SMAART Performance Management Program, which Lake County Court began using in 2000.²⁷ Under the SMAART program, statistical evidence on court operations, including the Juvenile Probation and Detention Services Division, is collected, analyzed, and scored against objective performance measures to assess efficiency and effectiveness, and the results are published online.

To promote ongoing improvement in technology and data collection, Lake County's Juvenile Division has also established the Database and Technology Analysis (DATA) focus group. Through the DATA group, juvenile justice staff and administrators meet regularly to develop work processes and technology for purposes of improving work flow and capturing data in more efficient ways. Many juvenile justice institutions in recent years similarly have launched work groups or strategic plans with the aim of improving technology, data collection, and information sharing. However, what sets Lake County apart is its follow-through in setting and actually meeting concrete goals to improve technology and data collection, and in continually evaluating and reporting on its progress in these regards to the public.

To this end, each month the Juvenile Probation and Detention Services Division releases Factsheets updating the public on progress that has been made in meeting benchmarks to improve juvenile justice services, including progress in increasing juvenile justice data collection and information-sharing technology.²⁸ Rather than simply issuing a traditional once-a-year report summarizing judicial operations for the previous year, Lake County Circuit Court publishes an online report for the current year, which is treated as a "living document" and updated on a regular basis with current information and highlights rather than once a year.²⁹ Consequently, the public can access real-time information on the county's juvenile justice programs and operations rather than having to wait a year to review information retrospectively.

In recognition of its longstanding commitment to justice data collection and analysis, Lake County recently was selected to be a member of the Data-Driven Justice Initiative, a federal,

²⁶ See 19th Circuit Court website: Resources: Performance Management, available at: <http://www.19thcircuitcourt.state.il.us/1447/Performance-Management>.

²⁷ "SMAART" stands for the six principles that guide Lake County Court's performance management program: (1) Specific: Outcome-based goals, standards, benchmarks or targets of achievement; (2) Measurable: Demonstrated qualities or quantities expressed as a calculation or comparison; (3) Aggressive: Ambitious or challenging levels of organizational success; (4) Achievable: Realistic and attainable based on existing resources and staffing; (5) Relevant: Directly related to the challenges at hand or reflected in the Court's Strategic Plan; and (6) Time-Sensitive: As close to real-time as possible; reflective of closure and target dates. See 19th Circuit Court website, Resources: Performance Management, available at: <http://www.19thcircuitcourt.state.il.us/1447/Performance-Management>.

²⁸ See 19th Circuit Court Report of the Judiciary, *News from the Juvenile Probations and Detention Services Division: Fact Sheet (updated June 20, 2016)*, available at: <http://19thcircuitcourt.state.il.us/DocumentCenter/View/1083>.

²⁹ See 19th Circuit Court: Report of the Judiciary 2016, available at: <http://19thcircuitcourt.state.il.us/1487/Report-of-the-Judiciary>.

bipartisan commission made up of 67 city, county, and state governments, which will employ data-driven strategies to divert low-level, mentally ill offenders from the criminal justice system.³⁰

Promoting Independent Oversight and Stakeholder Feedback:

Active resistance to public scrutiny is a red flag that often signals that detention conditions and practices are substandard.³¹ In monitoring juvenile and adult facilities, it is not uncommon for JHA to encounter institutional resistance to allowing outside parties physical entry to inspect facilities and access to facility data, reports, policies and conversations with incarcerated individuals and correctional staff. Consistent with fostering a culture of public transparency, however, Lake County administrators welcomed JHA's request to visit and inspect Hulse Detention Center and the FACE-IT residential treatment unit. Administrators also made non-confidential juvenile justice statistical data, facility information, and policies readily available to JHA where such information was not already provided through the Lake County Court's public website.

The openness of the Lake County's juvenile justice administration to public oversight and scrutiny by third parties sets it apart from most jurisdictions. Tours of the Depke Complex by court personnel, college students, academic researchers, community organizations, and juvenile justice administrators from other counties are a regular occurrence.³² In furtherance of the goal of using evidence-based evaluations, Lake County Circuit Court encourages qualified outside researchers to conduct independent data-based studies on justice programs. To that end, in 2000 Lake County created a uniform Research Activity Policy and a standardized application to simplify and streamline the process for students and academic institutions seeking approval to conduct research in the Juvenile Probation and Detention Services Division and other court divisions.³³ Along the same lines, simple procedures and standardized applications are provided on Lake County Court's website to encourage college students to apply for internships in

³⁰ See White House Press Release, June 30, 2016, Fact sheet: Launching the Data-Driven Justice Initiative: Disrupting the Cycle of Incarceration, available at: <http://www.lakecountyil.gov/DocumentCenter/View/13439>.

³¹ See, e.g., Human Rights Watch, *U.S.: Girls Abused in New York's Juvenile Prisons* (September 2006); *Human Rights Watch: Report: Custody and Control: Conditions of Confinement in New York's Juvenile Prisons for Girls* (2006), documenting how abuse and neglect flourished in N.Y. juvenile facilities where administrators prevented researchers and the public from accessing facility information, available at: <https://www.hrw.org/news/2006/09/24/us-girls-abused-new-yorks-juvenile-prisons>.

³² See, e.g., 19th Circuit Court website, Report of the Judiciary 2014: News from the Juvenile Probations and Detention Services Division: Fact Sheet (December 2014), documenting the third-party tours of the Depke Center conducted that year, available at: <http://19thcircuitcourt.state.il.us/DocumentCenter/Home/View/264>.

³³ See 19th Circuit Court website, *Research Activities Policy SMAART Performance Management Program Report, Circuit Court of Lake County, Illinois* (2013), available at: <http://19thcircuitcourt.state.il.us/DocumentCenter/Home/View/264>; *Application Form: Research Activities Policy: Request To Conduct Research In The 19th Judicial Circuit Court*, available at: <http://www.19thcircuitcourt.state.il.us/DocumentCenter/View/259>.

Juvenile Probation, Juvenile Detention, and Justice Research.³⁴ The upshot of these policies is that they enable more data-based research to inform Lake County juvenile justice policies and practices.

Lake County also distinguishes itself from other counties by routinely soliciting and publishing direct feedback from key juvenile justice stakeholders: justice-involved youth, parents, and juvenile justice staff.³⁵ Through regularly administered surveys, youth and parents are asked to rate their level of satisfaction with juvenile justice services and their interactions with staff interactions, and these results are published annually. Depke staff likewise are regularly surveyed to gauge their level of morale, satisfaction with supervisors and administrators, and whether they have the training and tools needed to effectively deliver juvenile probation and detention services.

Soliciting stakeholder feedback from justice-involved youth and families helps to engage them as partners in the juvenile justice process, and to identify strengths and remedy weaknesses in the delivery and quality of services.³⁶ Soliciting job satisfaction feedback from juvenile justice employees is equally important to enhancing morale, fostering open communication between staff and administrators, and improving workplace dynamics to the benefit of staff, youth, and families.³⁷ As a matter of best practices, JHA advocates that all counties in Illinois should similarly survey, track, and publish data on how justice-involved youth, families, and staff perceive county juvenile justice services.

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³⁴ See 19th Circuit Court website, *Internship Program*, available at: <http://www.19thcircuitcourt.state.il.us/1424/Internship-Program>.

³⁵ See National Center for State Courts, *Report: Applying Outcomes Management to Client Services in the Lake County Circuit Court, Special Focus on Family Law and Court Communications* (2016), available at: <http://www.ncsc.org/~media/Microsites/Files/Trends%202016/Applying-Outcomes-Management.ashx>; 19th Circuit Court website, *Nineteenth Judicial Circuit Court of Lake County, Illinois 2015 Client Services Survey Report: Client Satisfaction Survey*, available at: <http://19thcircuitcourt.state.il.us/DocumentCenter/Home/View/275>; *Administrative Office Circuit Court of Lake County, Illinois 2014 Court Employee Engagement Survey*, available at: <http://19thcircuitcourt.state.il.us/DocumentCenter/Home/View/273>.

³⁶ See National Juvenile Justice Network: Principles of Reform: Engage Youth, Family and Community, available at: <http://www.njjn.org/about-us/engage-youth-family-and-community>; National Center for State Courts, *Report: Applying Outcomes Management to Client Services in the Lake County Circuit Court, Special Focus on Family Law and Court Communications* (2016), available at: <http://www.ncsc.org/~media/Microsites/Files/Trends%202016/Applying-Outcomes-Management.ashx>.

³⁷ National Center For State Courts, *2015 Trends in State Courts: Getting Beyond Satisfaction to the Engagement of Court Employees*, available at: http://www.ncsc.org/~media/Microsites/Files/Trends%202015/GettingBeyond_Verborg%20and%20Zastany.ashx.

This report was written by JHA staff. Media inquiries should be directed to JHA's Executive Director, Jennifer Vollen-Katz, at (312) 291-9555 or jvollen@thejha.org. For more information on the John Howard Association please visit www.thejha.org.

Inmates may send privileged mail to JHA, P.O. Box 10042, Chicago, IL 60610-0042. Since 1901, JHA has provided public oversight of Illinois' juvenile and adult correctional facilities. Every year, JHA staff and trained volunteers inspect prisons, jails and detention centers throughout the state. Based on these inspections, JHA regularly issues reports that are instrumental in improving prison conditions.

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