2019 Annual PREA Report

An Internal Analysis of CY-2019 Sexual Assault and Sexual Harassment Data

Illinois Dept. of Corrections

Rob Jeffreys
Acting Director

Illinois Department of Corrections
2019 Annual PREA Report

The Prison Rape Elimination Act (PREA) was passed in 2003 with unanimous support from both parties in Congress and signed into law by President George W. Bush in 2003. The purpose of the Act was to "provide for the analysis of the incidence and effects of prison rape in Federal, State, and local institutions and to provide information, resources, recommendations and funding to protect individuals from prison rape".

The Department maintains a strict "**Zero Tolerance**" policy for sexual abuse, staff sexual misconduct and sexual harassment; and provides guidelines for the prevention, detection, response, investigation, and tracking of all allegations. All offender allegations of sexual abuse and sexual harassment are taken seriously, investigated, and when applicable, referred for prosecution. While incarcerated within the Illinois Department of Corrections, offender safety is a primary concern; and that safety includes the right to be free from sexual abuse, harassment and retaliation.

This Annual PREA Report is prepared and published in accordance with PREA Standard §115.88.

This report, and previous Annual PREA Reports, may be found on the Illinois Department of Corrections' webpage: https://www2.illinois.gov/idoc/programs/Pages/PrisonRapeEliminationActof2003.aspx

ACCOMPLISHMENTS

The Department continues to remain diligent to ensure the sexual safety of all offenders under the care and control of the Illinois Department of Corrections. Employee training, specifically in the area of prevention and detection of sexual abuse and sexual harassment, has been a primary focus. In addition to training new security and non-security staff, Staff Development & Training continues to provide a comprehensive training module on the Department's Sexual Abuse and Harassment Prevention and Intervention Program. In 2019, 252 additional first-responder staff successfully completed the 8-hour course.

All security staff who attend the 6-week Training Academy also receive specialized training specific to supervising female offenders. The Gender-Responsive and Trauma-Informed training educates staff of the unique needs of female offenders including how past victimization in the community and in a corrections environment influences current behavior; effective strategies for communicating with female offenders; as well as how to appropriately respond to potential victims of sexual assault and sexual harassment.

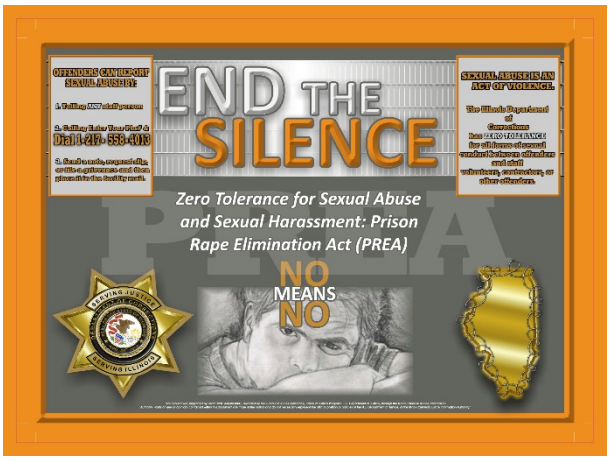
The Department has adopted and encourages staff to participate in the National Institute of Corrections' (NIC) PREA Online Learning curriculum which provides targeted PREA training specific to the employee's position (*e.g.* Investigations, Healthcare, Mental Health, Facility PREA Compliance Manager, etc.).

Midyear, the Department initiated training to staff specific to the safety management and care for Transgender offenders in the Department's custody. The training highlights the differences between Sex, Gender and Sexual Orientation; as well as the unique needs of Transgender offenders. The training also outlines proper PREA response and safety measures which may be deployed for our Transgender population; and provides information regarding the negative impact of bias. The training was initially

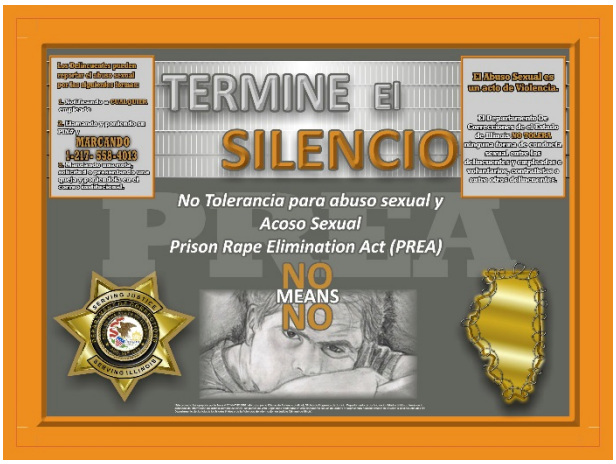
provided to administrators and targeted staff; and was subsequently added to the annual cycle training curriculum to ensure all staff receive the training.

In addition to staff training, the Department has placed substantial emphasis on offender education. Ensuring all offenders know how to report an allegation of abuse, and knowing those reports may be made confidentially and without fear of retaliation, is paramount. All offenders are provided with information regarding the Department's Zero Tolerance policy at intake. PREA information is provided to each offender throughout their incarceration through staff and peer PREA educators, placement of over 2,500 bilingual permanent signs, information offered on the facility's dedicated TV channel, the facility's Offender Handbook, printed brochures, and even more creative ways like painted murals throughout some facilities.

Offender-Designed PREA Mural at Sheridan Correctional Center



PREA Informational Sign (English)



PREA Informational Sign (Spanish)

The Department has partnered and continues to keep an open line of communication with the John Howard Association (an offender advocacy group headquartered in Chicago). Through a renewed Memorandum of Understanding (MOU) signed mid-year, the Illinois Department of Corrections and the John Howard Association continues to ensure offenders have a mechanism to report allegations of sexual abuse or sexual harassment directly to a confidential third-party completely independent of the Illinois Department of Corrections.

Additionally, during calendar year 2019, the Department ended the second 3-year audit cycle of facility PREA audits, and began the first year of the third 3-year audit cycle in accordance with PREA Standard §115.401. The Department, utilizing an outside contractor, completed nine facility audits of correctional centers, as well as one Adult Transition Center (community correctional center). All facilities audited were found to be in full compliance of the PREA Standards. Beginning in September 2020, the Department will initiate the second year of the third 3-year audit cycle. The third audit cycle will conclude late Spring of 2022.

The following facilities were audited during calendar year 2019:

- Decatur Correctional Center
- Joliet Treatment Center
- Kewanee Life Skills Reentry Center
- Lincoln Correctional Center
- Logan Correctional Center
- Menard Correctional Center
- Peoria Adult Transition Center
- Pinckneyville Correctional Center
- Stateville Correctional Center
- Western Illinois Correctional Center

The final reports from each completed PREA audit are published on the Department's website at https://www2.illinois.gov/idoc/programs/Pages/PREAAuditReports.aspx

DEFINITIONS:

Substantiated allegation (Sub): an allegation that was investigated and determined to have occurred.

Unsubstantiated allegation (Uns): an allegation that was investigated and the investigation produced insufficient evidence to make a final determination as to whether or not the event occurred.

Unfounded allegation (Unf): an allegation that was investigated and determined not to have occurred.

Ongoing Investigation (Ong): an investigation into an allegation that was initiated but has not yet concluded.

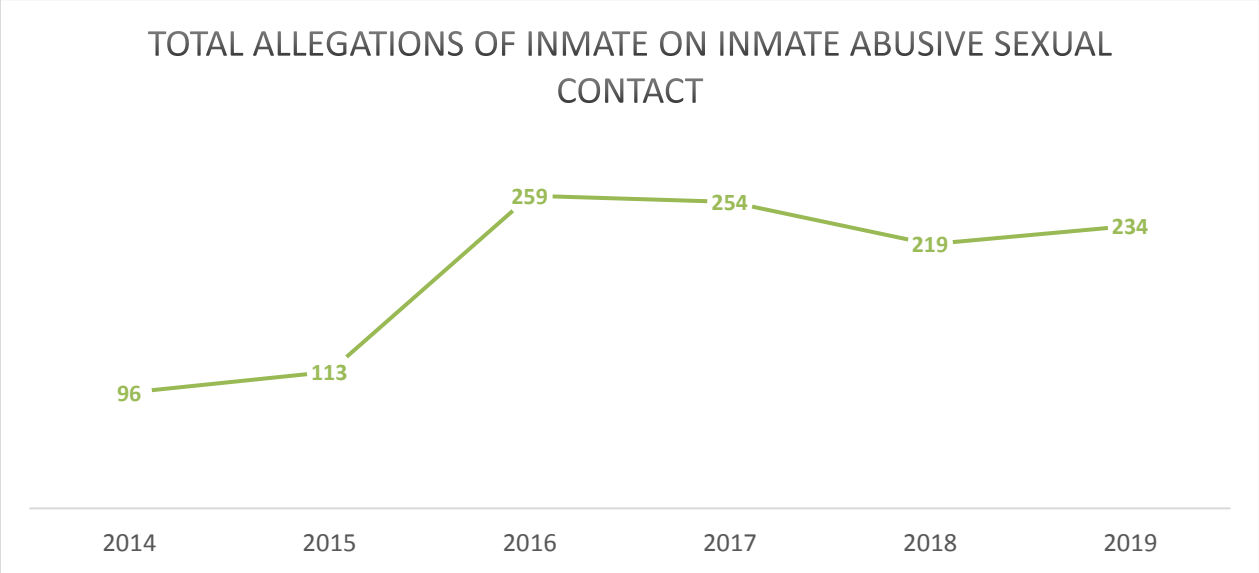
STATISTICAL DATA

The following tables (Tables 1-A through 4-A) were developed from data provided by each facility, based on the number of allegations, type of allegation, and outcome of the investigation; and aggregated to provide Department-wide totals. The total number of PREA allegations by year and type is shown in Chart 1-A.

* Data for abusive sexual contact and harassment in 2015 was combined. Consequently, only the total number of cases is reported for 2015.

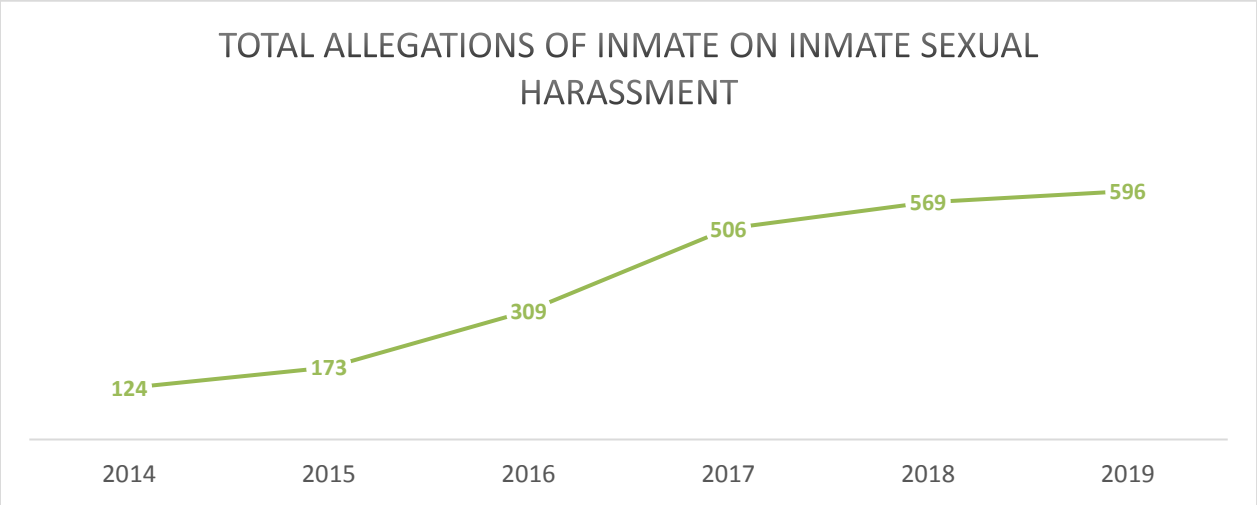
Inmate on Inmate Abusive Sexual Contact (TABLE 1-A)

	2014	2015	2016	2017	2018	2019
Substantiated	4	*	21	21	14	13
Unsubstantiated	56	*	158	165	163	164
Unfounded	29	*	75	57	22	43
Ongoing Investigation	7	*	5	11	20	14
TOTAL	**96**	**113**	**259**	**254**	**219**	**234**



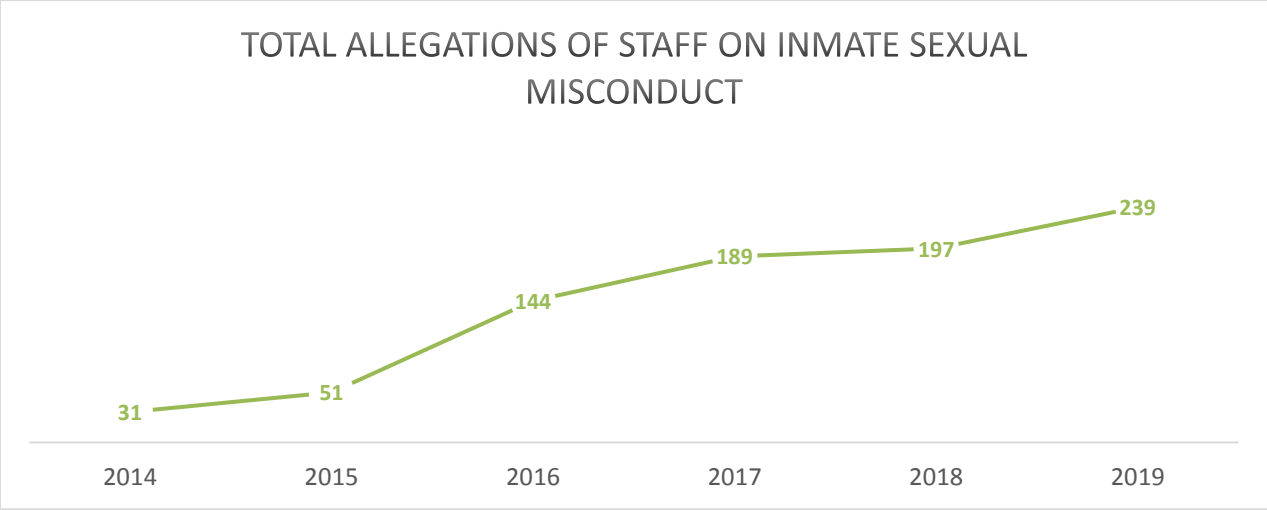
Inmate on Inmate Sexual Harassment (TABLE 2-A)

	2014	2015	2016	2017	2018	2019
Substantiated	6	*	35	50	75	57
Unsubstantiated	86	*	191	352	410	471
Unfounded	32	*	81	89	70	57
Ongoing Investigation	0	*	2	15	14	11
TOTAL	**124**	**173**	**309**	**506**	**569**	**596**



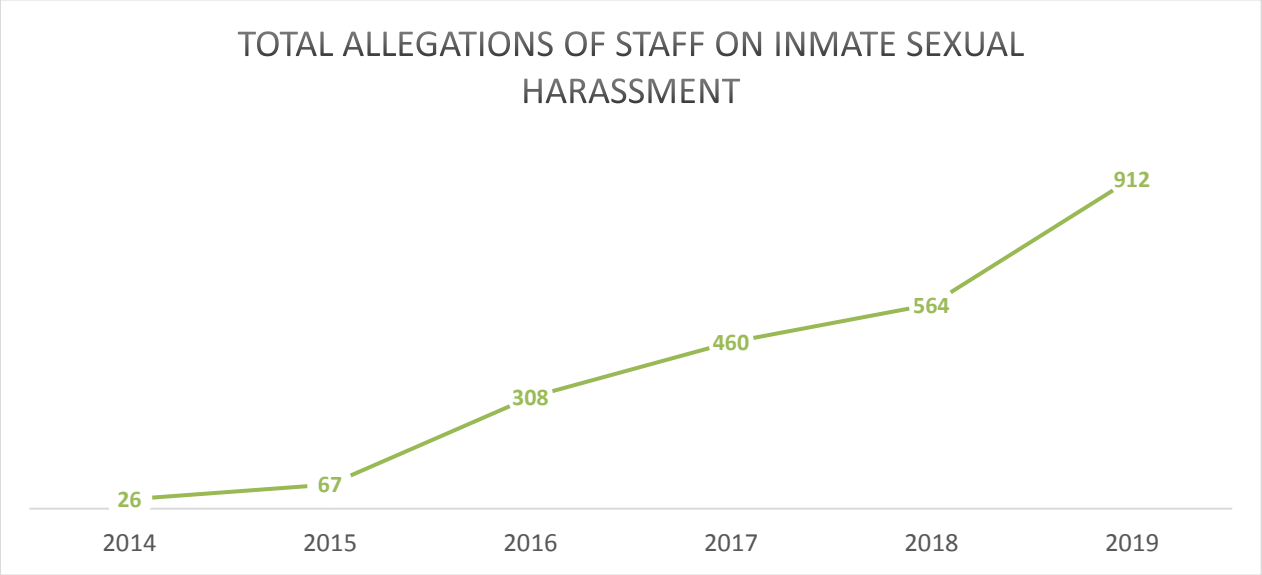
Staff on Inmate Sexual Misconduct (TABLE 3-A)

	2014	2015	2016	2017	2018	2019
Substantiated	5	*	3	0	2	1
Unsubstantiated	19	*	91	134	138	183
Unfounded	7	*	38	40	27	37
Ongoing Investigation	0	*	12	15	30	18
TOTAL	**31**	**51**	**144**	**189**	**197**	**239**

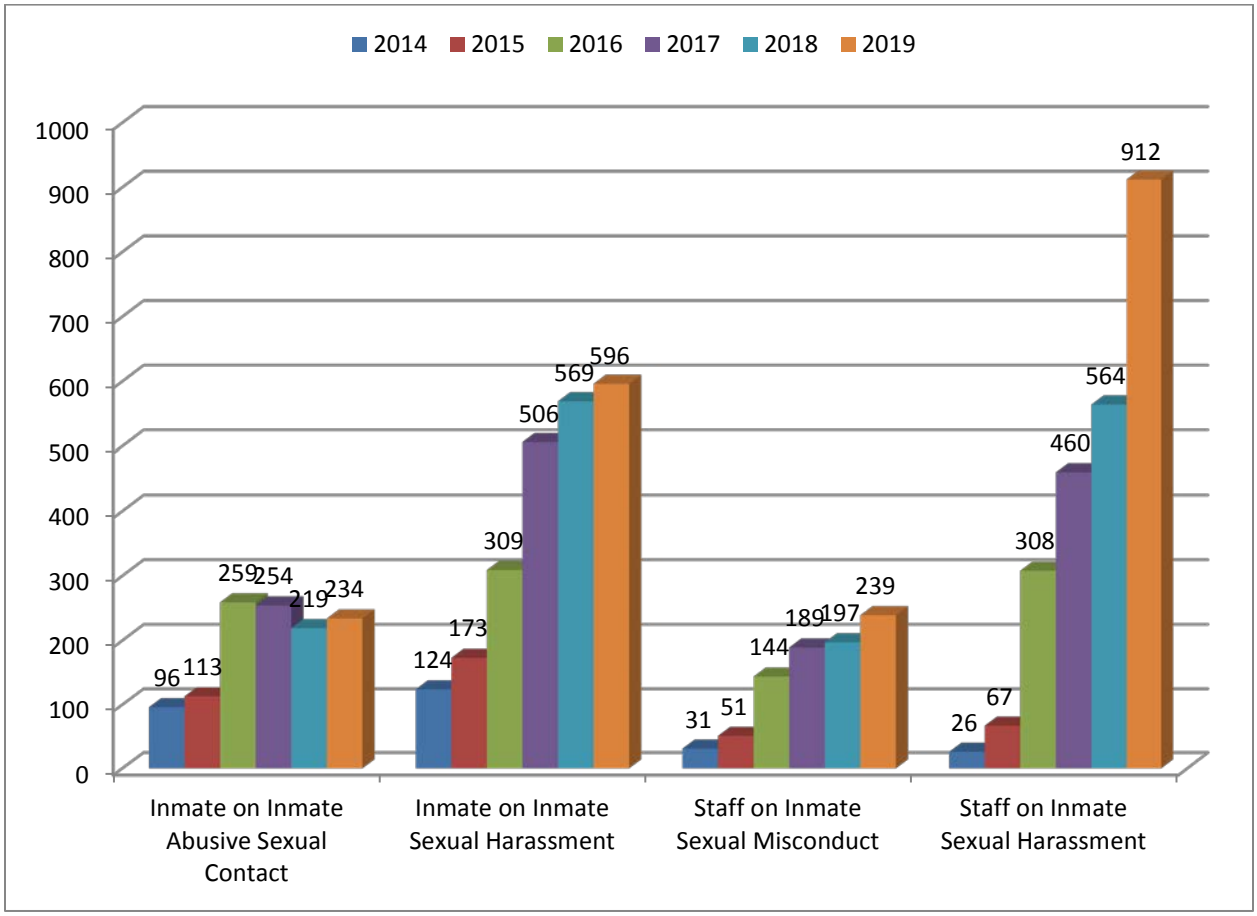


Staff on Inmate Sexual Harassment (TABLE 4-A)

	2014	2015	2016	2017	2018	2019
Substantiated	3	*	8	5	5	1
Unsubstantiated	21	*	180	350	447	692
Unfounded	2	*	92	67	64	86
Ongoing Investigation	0	*	28	38	48	133
TOTAL	**26**	**67**	**308**	**460**	**564**	**912**



Total Number of all PREA Allegations by Year and Type (Chart 1-A)



Comparing the total number of allegations from 2014 to 2019, a dramatic rise in allegations early in the reporting period is clearly shown. The increase is likely the result of the emphasis placed on staff to take every allegation seriously and ensure all allegations are reported and investigated. Also, the increase may be a byproduct of the cultural shift which is occurring in facilities across the county where PREA is incorporated into offender life as a result of the saturation of PREA-related offender education initiatives.

While most categories show a consistent increase, those increases are beginning to level off (or decline for a period; as is the case of Inmate/Inmate abusive contact). Coincidentally, a significant [62%] increase in Staff/Inmate harassment is shown in 2019. A substantial number [43%] of these allegations arise from just two facilities – Dixon and Pontiac. This anomaly will be expanded on in greater detail below where trends for specific facilities are examined. It should be noted that, with the rise in allegations, the percentage of cases falling into the range of substantiated, unsubstantiated, unfounded, and pending has remained relatively consistent.

The following tables were developed from data provided by each individual facility and represent cases that were alleged to have occurred during calendar year 2019. Table 1-B represents statistical data regarding allegations made involving inmate on inmate sexual abuse and harassment. Table 2-B represents data regarding allegations made involving staff on inmate sexual misconduct and harassment.

2019 Inmate on Inmate Abuse & Harassment by Facility (TABLE 1-B)

	Abusive Sexual Contact					Sexual Harassment					Facility
Facility	**Sub**	**Uns**	**Unf**	**Ong**	**TOT**	**Sub**	**Uns**	**Unf**	**Ong**	**TOT**	**Total**
Big Muddy River	0	4	4	0	8	7	13	0	0	20	**28**
Centralia	0	2	4	0	6	3	3	1	0	7	**13**
Danville	1	2	5	0	8	8	38	1	0	47	**55**
Decatur	1	5	1	0	7	3	5	1	0	9	**16**
Dixon	2	38	4	1	45	4	156	11	0	171	**216**
East Moline	1	4	0	0	5	1	18	0	0	19	**24**
Elgin Treatment Ctr.	0	7	0	0	7	0	2	0	0	2	**9**
Graham	0	2	0	0	2	1	5	0	0	6	**8**
Hill	1	7	2	3	13	0	27	2	2	31	**44**
Illinois River	3	1	0	1	5	5	17	2	0	24	**29**
Jacksonville	0	1	0	0	1	1	7	0	0	8	**9**
Joliet Treatment Ctr.	0	0	2	0	2	1	19	3	0	23	**25**
Kewanee	1	0	0	0	1	1	0	0	0	1	**2**
Lawrence	0	12	2	0	14	1	30	1	0	32	**46**
Lincoln	0	1	0	0	1	2	2	0	0	4	**5**
Logan	2	15	10	1	28	9	42	24	0	75	**103**
Menard	0	13	3	1	17	0	12	2	0	14	**31**
Pinckneyville	0	7	1	0	8	1	5	0	0	6	**14**
Pontiac	0	5	0	2	7	1	27	0	7	35	**42**
Robinson	0	1	0	0	1	0	2	1	0	3	**4**
Shawnee	0	13	0	0	13	0	4	1	0	5	**18**
Sheridan	0	0	1	0	1	0	1	1	0	2	**3**
Southwestern Illinois	0	0	0	0	0	0	0	0	0	0	**0**
Stateville	0	8	2	0	10	0	6	3	0	9	**19**
Stateville NRC	0	3	2	3	8	4	5	0	2	11	**19**
Taylorville	1	1	0	0	2	2	3	0	0	5	**7**
Vandalia	0	5	0	0	5	2	6	0	0	8	**13**
Vienna	0	2	0	0	2	0	2	1	0	3	**5**
Western Illinois	0	5	0	2	7	0	14	2	0	16	**23**
Crossroads ATC	0	0	0	0	0	0	0	0	0	0	**0**
Fox Valley ATC	0	0	0	0	0	0	0	0	0	0	**0**
North Lawndale ATC	0	0	0	0	0	0	0	0	0	0	**0**
Peoria ATC	0	0	0	0	0	0	0	0	0	0	**0**
TOTAL	**13**	**164**	**43**	**14**	**234**	**57**	**471**	**57**	**11**	**596**	**830**

2019 Staff on Inmate Sexual Misconduct & Harassment by Facility (TABLE 2-B)

	Sexual Misconduct					Sexual Harassment					Facility
Facility	**Sub**	**Uns**	**Unf**	**Ong**	**TOT**	**Sub**	**Uns**	**Unf**	**Ong**	**TOT**	**Total**
Big Muddy River	0	4	0	0	4	0	6	5	0	11	**15**
Centralia	0	0	1	0	1	0	1	1	0	2	**3**
Danville	0	3	1	0	4	0	28	0	0	28	**32**
Decatur	0	0	0	2	2	0	4	0	1	5	**7**
Dixon	0	24	5	0	29	1	142	11	0	154	**183**
East Moline	0	5	0	0	5	0	24	1	1	26	**31**
Elgin Treatment Ctr.	0	6	0	1	7	0	4	0	0	4	**11**
Graham	0	1	0	0	1	0	6	0	0	6	**7**
Hill	0	7	1	1	9	0	40	6	0	46	**55**
Illinois River	0	0	0	0	0	0	32	4	8	44	**44**
Jacksonville	0	1	0	0	1	0	5	0	2	7	**8**
Joliet Treatment Ctr.	0	16	9	0	25	0	33	7	1	41	**66**
Kewanee	0	0	0	0	0	0	0	1	0	1	**1**
Lawrence	0	9	4	0	13	0	62	7	0	69	**82**
Lincoln	0	1	0	0	1	0	2	1	0	3	**4**
Logan	0	2	6	0	8	0	18	10	1	29	**37**
Menard	0	9	3	0	12	0	31	18	0	49	**61**
Pinckneyville	0	28	1	0	29	0	22	0	0	22	**51**
Pontiac	0	22	0	10	32	0	138	1	98	237	**269**
Robinson	0	0	1	0	1	0	1	3	0	4	**5**
Shawnee	0	2	1	0	3	0	4	1	0	5	**8**
Sheridan	0	0	0	0	0	0	0	4	0	4	**4**
Southwestern Illinois	0	1	0	0	1	0	0	0	0	0	**1**
Stateville	0	15	4	0	19	0	30	3	0	33	**52**
Stateville NRC	0	3	0	4	7	0	9	1	17	27	**34**
Taylorville	0	0	0	0	0	0	1	0	0	1	**1**
Vandalia	0	0	0	0	0	0	5	0	0	5	**5**
Vienna	1	3	0	0	4	0	10	0	0	10	**14**
Western Illinois	0	20	0	0	20	0	33	1	4	38	**58**
Crossroads ATC	0	0	0	0	0	0	1	0	0	1	**1**
Fox Valley ATC	0	1	0	0	1	0	0	0	0	0	**1**
North Lawndale ATC	0	0	0	0	0	0	0	0	0	0	**0**
Peoria ATC	0	0	0	0	0	0	0	0	0	0	**0**
TOTAL	**1**	**183**	**37**	**18**	**239**	**1**	**692**	**86**	**133**	**912**	**1151**

A review of the data of the individual facilities provides some specific conclusions based on the uniqueness of the population housed at the facility. Facilities housing higher security offenders: Pontiac (maximum), Dixon (medium [with maximum DPU]), Lawrence (medium), Joliet Treatment Center (multi-level) and Menard (maximum) represent the highest number of allegations against staff. These five facilities make up 56% of the staff on inmate allegations for the Department. These types of facilities often house a population with unique management needs, and some of these offenders attempt to manipulate the PREA reporting process as a means to retaliate against staff.

Dixon and Pontiac, by a significant margin, represent the greatest number of total PREA allegations. The two facilities, alone, represent 36% of the Department's total allegations. Facilities demonstrating the fewest number of allegations, for both inmate on inmate and staff on inmate allegations, are typically lower security classification facilities or adult transition centers (work release). Facilities with targeted mental health populations (Elgin Treatment Center, Joliet Treatment Center and Dixon) represent a significant number of total PREA allegations. These three facilities represent just over 5% of the Department's total population of offenders but is representative of over ¼ of the Department's total PREA allegations.

A review of specific cases demonstrates that a very small population of offenders account for a substantial number of total allegations. For example, ten (10) offenders at Dixon represented over 19% of the facility's total allegations and accounts for almost 4% of the total allegations for the entire Department. While offenders abusing the PREA process through repeated or false ("bad faith") claims may be culpable, the Department recognizes that certain offenders may be targeted for abuse; and therefore, the Department investigates all allegations regardless of the offender's record of reporting allegations.

The number of ongoing investigations continues to cause concern. The Department has already implemented quarterly reporting to ensure an accurate account of all investigations is maintained. As the data shows, some facilities have significantly higher numbers of allegations to investigate, therefore potentially creating a backlog of cases to conclude. Offender allegations against staff often require the facility to refer the case to external investigators which characteristically increases the time to conclude a case.

CONCLUSION

During calendar year 2020, the Department will continue its compliance with PREA. Beginning in the Fall of 2020, utilizing contracted PREA auditors certified by the Department of Justice, the Department will be auditing ten facilities to begin the second year of the third 3-year audit cycle. The audits provide an independent evaluation of the policies and procedures that the Department has implemented and provides for an opportunity to identify areas for further improvement at the individual facilities, as well as on a Department-wide scale.

The Department will continue to make upgrades to the technology it utilizes in our correctional facilities to deter and investigate sexual abuse. This will be done through our IDOC State-wide Security Camera contract. Staffing plans will also be consistently reviewed to ensure the most efficient allocation of staff to reduce the likelihood or opportunity for sexual abuse to be committed in our facilities.

Additionally, training and policy will continue to be reviewed and updated as necessary to provide the most up to date knowledge and best practices to the employees of the Illinois Department of Corrections. Annual training will continue to be provided to all employees, volunteers and contractors who have contact with offenders to ensure staff is prepared to respond to an allegation of sexual abuse as well as preventing incidents of sexual abuse. The Department will also continue to explore all avenues of external resources and technical assistance provided by and in consultation with the Department of Justice's National PREA Resource Center.

The Illinois Department of Corrections will continue to take all allegations of sexual abuse and harassment seriously throughout our agency. Our Department's commitment to maintaining a "**Zero Tolerance**" approach to sexual abuse and sexual harassment will continue to be demonstrated through our full compliance of the Prison Rape Elimination Act.

APPROVED:

Rob Jeffreys
Rob Jeffreys, Acting Director

6/17/2020
Date