



Winnebago County Juvenile Detention Center

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Prison Rape Elimination Act (PREA)

2025 Annual Report

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This document details the Winnebago County Juvenile Detention Center's annual report for the 2025 calendar year. This document has been prepared in accordance with the Prison Rape Elimination Act (PREA) Standard §115.388 “in order to assess and improve the effectiveness of its sexual abuse prevention, detection, and response policies and training” and in accordance to PREA Standard §115.387(a) “The agency shall collect accurate, uniform data for every allegation of sexual abuse at facilities under its direct control using a standardized instrument and set of definitions.” The Winnebago County Juvenile Detention Center makes its best efforts to maintain a strong PREA environment.

Facility

The Winnebago County Juvenile Detention has operated as a Juvenile Detention since the 1950's. In 1992, the present building was opened and now has an Illinois Department of Corrections-rated operational capacity of 40. Located at 5350 Northrock Drive on the northern edge of the City of Rockford, the center offers a variety of programs designed to meet both statutory mandates and the County's commitment to helping youth. The facility is staffed continually and is open every day of the year. The facility houses both males and females. In 2025, the Average Daily Population was 29.8 residents.

Facility Mission Statement

“To provide care, custody, and discipline for minors being held for the Juvenile Court....”

The Winnebago County Juvenile Detention Center is a Division of the Court Services Department and an integral part of the County's Juvenile Justice System. State Statute charges the Detention Center with providing care, custody, and discipline for minors pending disposition of delinquent charges by the Juvenile Court.

Each staff function is undertaken to serve the facility's purpose. In the area of “Care, the Detention Center is responsible for providing the primary material needs of the residents who are dependent on staff while in custody. In this regard, the Detention Officers serve as house parents of sorts, providing detainees with food, good hygiene practices, and other comforts associated with a home. “Custody” duties require the Detention Officer to act as a correctional officer or guard and remain constantly aware of security concerns. The facility is designed to ensure community safety by securely holding individuals who, at the time of detention, cannot be trusted to exercise their freedoms appropriately. “Discipline” is both the most abstract and the most rewarding area of work the Detention Officer must undertake. In the detention setting, discipline is understood as teaching and role modeling for residents in custody. It is also in this area that staff are called upon to exercise their counseling skills, both formally and informally.

The constantly changing detention population and differences among staff make it difficult to maintain equilibrium between “Custody” and “Discipline”. From a management perspective, programs and practices are evaluated with the delicate balance among the three statutory components in mind, always with an eye to the consistent and fair treatment of the residents in our care. Detention Officers will bring a variety of approaches to meeting the mandate of “Care, Custody, and Discipline.” Still, each must operate within the constraints of the programs, procedures, and practices set forth by the facility, Illinois Department of Juvenile Justice, and the laws that govern the operation of the facility.

Facility PREA Mission Statement

To achieve compliance with the Prison Rape Elimination Act (PREA) by developing guidelines and policies for preventing, detecting, responding, monitoring, and eliminating sexual abuse and harassment within the Winnebago County Juvenile Detention Center. The Winnebago County Juvenile Detention Center is committed to providing a zero-tolerance atmosphere for sexual abuse and sexual harassment towards residents, either by staff or other residents.

An initial PREA Audit was conducted July 1-3, 2024, by Juvenile Justice PREA Consulting LLC, Department of Justice Certified Auditor for Juvenile Facilities. The Final Audit Report, completed on March 27, 2025, found the Winnebago County Juvenile Detention Center to be in compliance with PREA.

Purpose

The Prison Rape Elimination Act (PREA) is a federal law that prohibits sexual misconduct within correctional settings, including juvenile detention centers. PREA promotes best practices for prevention, detection, and response to sexual misconduct within the facility. The Prison Rape Elimination Act (PREA) requires that our facility collect and analyze data... “in order to assess and improve the effectiveness of its sexual abuse prevention, detection, and response policies, practices and training.” (Standard 115.388)

This report is completed to identify problem areas for corrective action, compare data with previous years, and assess our facility’s progress in addressing sexual misconduct. (Standard 115.388)

This report is intended to provide information for the calendar year 2025.

Facility Achievements in 2025

- WCJDC received an Illinois Department of Juvenile Justice (IDJJ) annual inspection in 2025.
- WCJDC received an Administrative Office of the Illinois Courts biennial inspection in 2025.
- WCJDC received full PREA Compliance in 2025.
- WCJDC continues to work with Freedom Behavioral Health to complete risk assessment follow-ups.
- WCJDC continues to contract with Rockford Sexual Assault Counseling to provide residents with outside victims with emotional support services.
- WCJDC continues to contract with UW Swedish American to provide SANE exams as needed.
- WCJDC continues to contract with WCSO to conduct criminal investigations of allegations of sexual abuse.
- WCJDC continues to use the Relias online training program, which contains several training opportunities.
- WCJDC staff continue receiving monthly PREA refreshing trainings.
- WCJDC continues to offer new staff PREA Comprehensive Training.
- WCJDC continues to enhance security measures.
- WCJDC ensures all residents complete a Risk assessment at intake, in addition to every 30 days thereafter.
- WCJDC ensures residents receive PREA Orientation information and a bookmark during the intake process.

- WCJDC ensures that the necessary residents receive PREA Education weekly.
- WCJDC ensures that residents receive Monthly PREA Education Refreshers.
- WCJDC PREA Coordinator attended the National PREA Coordinator Conference in Madison, Wisconsin, in July of 2025.
- WCJDC PREA Coordinator joined the National PREA Coordinators Working Group.
- WCJDC PREA Coordinator continues to meet with other statewide PREA Coordinators to share resources and increase skills.
- WCJDC continues to administer an anonymous resident survey upon resident discharge.

2025 WCJDC Sexual Abuse and Sexual Harassment Outcome

2025 Facility Data					
Category	Substantiated	Unsubstantiated	Unfounded	Investigated Not PREA	Ongoing
Resident-on-Resident Sexual Abuse	0	0	0	0	0
Staff-on Resident Sexual Abuse	0	0	1	0	0
Resident-on-Resident Sexual Harassment	3	6	0	4	0
Staff-on Resident Sexual Harassment	0	1	6	3	0
Total	3	7	7	7	0

WCJDC Overview for 2024 for Comparison

2024 Facility Data					
Category	Substantiated	Unsubstantiated	Unfounded	Investigated Not PREA	Ongoing
Resident-on-Resident Sexual Abuse	0	0	0	0	0
Staff-on Resident Sexual Abuse	0	0	1	0	0
Resident-on-Resident Sexual Harassment	3	4	0	4	0
Staff-on Resident Sexual Harassment	0	3	1	4	0
Total	3	7	2	8	0

WCJDC Overview for 2023 for Comparison

2023 Facility Data					
Category	Substantiated	Unsubstantiated	Unfounded	Investigated Not PREA	Ongoing
Resident-on-Resident Sexual Abuse	0	0	0	0	0
Staff-on Resident Sexual Abuse	0	0	0	0	0
Resident-on-Resident Sexual Harassment	3	16	2	1	0
Staff-on Resident Sexual Harassment	1	4	1	3	0
Total	4	20	3	4	0

PREA Sexual Abuse Incident Reviews

The PREA Sexual Abuse Incident Review team is tasked with reviewing substantiated or unsubstantiated allegations of sexual abuse. The review team consists of the Superintendent, PREA Coordinator, Assistant

Superintendent, PREA Investigator, and Medical and Mental Health personnel. [115.386(c)] During SAIR meetings, the team shall consider the following for each incident: [115.386(d)]

- a. Whether the allegation or investigation indicates a need to change policy or practice to better detect, prevent, or respond to sexual abuse.
- b. Whether the incident or allegation was motivated by race, ethnicity, gender identity, lesbian, gay, bisexual, transgender, or intersex identification, status, or perceived status; or gang affiliation, or was motivated or otherwise caused by other group dynamics at the facility.
- c. Examine the area in which the incident allegedly occurred to assess whether physical barriers in the area may enable abuse.
- d. Assess the adequacy of staffing levels in that area during different shifts.
- e. Prepare a report of its findings, including section (B) (1) -(B) (5) of this section, and any recommendations for improvement.

Even though there were no reports of sexual abuse within the facility that were substantiated or unsubstantiated, the SAIR meeting reviewed material via email and conducted quarterly check-in meetings.

2025 PREA Corrective Actions

WCJDC saw an increase from 20 PREA allegations in 2024 to 24 PREA allegations in 2025. While the reason for the increase in the allegations cannot be certain, some contributing factors may be that 7 investigations did not meet the PREA standards of sexual abuse/harassment, and 7 investigations were unfounded, as there was no evidence that they occurred. The residents and staff are comfortable and knowledgeable about the reporting process.

There were zero substantiated or unsubstantiated sexual abuse incidents and zero criminal investigations that occurred at WCJDC. It should be noted that WCJDC received 3 reports of sexual abuse or harassment that were alleged to have occurred at facilities where residents were confined before their admissions to WCJDC. All of those reports were processed in accordance with PREA Standard [115.363].

PREA Training is continuous throughout the year to ensure that all who enter the Winnebago County Juvenile Detention center understand that the facility has a zero tolerance towards any form of sexual abuse or sexual harassment and their duty to report.

To maintain compliance with the PREA standards, WCJDC put in place the following preventative actions:

Preventative Actions:

- Improved information in the resident orientation form and resident handbook.
- Additional information regarding undue familiarity was added to the comprehensive training.
- Continuous PREA training of all staff, residents, visitors, volunteers, and contractors.
- Continued contract with Freedom Behavioral Health to provide crisis intervention counseling with residents.

Definitions

The Prison Rape Elimination Act (28 C.F.R. Part 115):

In 2003, the Prison Rape Elimination Act (PREA) was signed into law with unanimous support. After the law's passage, the Department of Justice (DOJ) began the steps to create a set of national Standards, with input from the National Prison Rape Elimination Commission created by the Act, the public, and federal, state, and local correctional organizations, and private organizations. The purpose of these Standards was to provide comprehensive guidelines for 1) preventing, 2) detecting, and 3) responding to sexual abuse and sexual harassment involving both youth and adults in federal, state, and local institutions, including state and community correctional facilities, juvenile detention centers, and jail systems. The DOJ published the resulting Final PREA Standards on August 20, 2012. The Division of Child and Family Services (DCFS) began implementation activities of the PREA Standards in early 2014. DCFS has since fully implemented the Standards at the agency and facility levels.

Resident-on-Resident Sexual Abuse:

Sexual abuse of an inmate, detainee, or resident by another inmate, detainee, or resident includes any of the following acts, if the victim does not consent, is coerced into such act by overt or implied threats of violence, or is unable to consent or refuse:

- (1) Contact between the penis and the vulva or the penis and the anus, including penetration, however slight;
- (2) Contact between the mouth and the penis, vulva, or anus;
- (3) Penetration of the anal or genital opening of another person, however slight, by a hand, finger, object, or other instrument; and
- (4) Any other intentional touching, either directly or through the clothing, of the genitalia, anus, groin, breast, inner thigh, or the buttocks of another person, excluding contact incidental to a physical altercation

Staff-on-Resident Sexual Abuse:

Sexual abuse of a resident by a staff member, contractor, or volunteer includes any of the following acts, with or without consent of the inmate, detainee, or resident:

- (1) contact between the penis and the vulva or the penis and the anus, including penetration, however slight;
- (2) Contact between the mouth and the penis, vulva, or anus;
- (3) contact between the mouth and any body part where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire;
- (4) Penetration of the anal or genital opening, however slight, by a hand, finger, object, or other instrument, that is unrelated to official duties or where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire;
- (5) Any other intentional contact, either directly or through the clothing, of or with the genitalia, anus, groin, breast, inner thigh, or the buttocks, that is unrelated to official duties or where the staff member, contractor, or volunteer has the intent to abuse, arouse, or gratify sexual desire;
- (6) Any attempt, threat, or request by a staff member, contractor, or volunteer to engage in the activities described in paragraph (5) of this section;
- (7) Any display by a staff member, contractor, or volunteer of his or her uncovered genitalia, buttocks, or breast in the presence of an inmate, detainee, or resident, and

(8) Voyeurism by a staff member, contractor, or volunteer.

Voyeurism:

An invasion of the privacy of a resident unrelated to official duties, such as peering at a resident using a toilet or requiring a resident to expose their genitals.

Sexual Harassment:

- (1) Repeated and unwelcome sexual advances, requests for sexual favors, or verbal comments, gestures, or actions of a derogatory or offensive sexual nature by one inmate, detainee, or resident directed toward another; and
- (2) Repeated verbal comments or gestures of a sexual nature to an inmate, detainee, or resident by a staff member, contractor, or volunteer, including demeaning references to gender, sexually suggestive or derogatory comments about body or clothing, or obscene language or gestures.

Possible Outcomes of Investigation: The agency shall impose no standard higher than a preponderance of the evidence in determining whether allegations of sexual abuse or sexual harassment are substantiated. (115.372)

Substantiated:

When an investigation is found to have a substantiated allegation, it means the allegation was investigated and determined to have occurred, based on preponderance of evidence (50.1% or higher).

Unsubstantiated:

When an investigation is found to have an unsubstantiated allegation, it means the allegation was investigated, and the investigation produced insufficient evidence to decide as to whether or not the event occurred (49.9 % or lower)

Unfounded:

When an investigation finds an allegation to be unfounded, it means the allegation was investigated and determined not to have occurred.

Investigated but not PREA Related:

When an investigation is found to have an allegation that was investigated but not PREA-related, it means the allegation was investigated but found not to be PREA-related.

Quinn Murray Hutto
Superintendent

May 7, 2020
Date

R. R.
Assistant Superintendent

5/6/2026
Date

Rachael Carmack
PREA Coordinator

5/5/2020
Date