

August 11, 2022

2022 Inspection Report

COOK COUNTY JUVENILE TEMPORARY DETENTION CENTER
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ILLINOIS DEPARTMENT OF JUVENILE JUSTICE

Executive Summary

The Department of Juvenile Justice conducted the annual inspection of the Cook County Juvenile Temporary Detention Center (JTDC) on May 17 and 18, 2022, pursuant to 730 ILCS 5/3-15-2(b).

There were several areas of strength noted, many of which are indicative of juvenile justice best practices. In particular, the volume of medical and mental health services available to youth is exceptional. The facility has 24-hour nursing coverage and excellent mental health resources. The physical cleanliness of the facility is excellent. The JTDC has an abundance of programming opportunities for youth, including facility-directed programs and a robust network of volunteers and community partnerships.

While there were many strengths noted, there are some areas of non-compliance. These areas are outlined in greater detail in the body of this report.

Areas of Non-Compliance

Section	Requirement
2602.170 Discipline	Room confinement may be used only as a temporary response to behavior that threatens the safety of the youth and others...Room confinement shall not be used for a fixed period of time, but only until the youth is calm enough to rejoin programming without being a risk to the safety of others...At no time should room confinement exceed 4 hours without administrators and/or mental health staff developing an individualized plan to address the behavior.
2602.50 Admissions Procedures	Following admission, a strip search may be administered only when there is an individualized, reasonable suspicion.

Methodology

Interviews Conducted

- Superintendent
- Deputy Executive Directors
- PREA Coordinator
- Hearing Officers
- Youth Development Specialists
- Team Leaders
- Assistant Team Leaders
- Youth
- Caseworkers
- Mental Health Director
- Medical Director
- Principal – Nancy B. Jefferson

Documents Reviewed

- PREA Reports (2019-2021)
- 2021 Admissions Reports
- Sample Confinement Documentation
- Confinement Logs
- Fire Drill Reports
- Fire Marshall Report
- Physical Intervention Training Materials
- Resident Program and Recreation Schedules
- Staff Training Report Samples
- PREA Memorandum of Understanding
- Dietary Menus
- Resident Handbook
- Mental Health Licenses
- Mental Health Services Contract
- Teacher Credentials
- Grievance Logs
- Resident Grievance Policy
- Disciplinary Hearing Logs
- Use of Physical Management Techniques Policies
- Extraordinary Circumstances – Administrative Intervention Policy
- B-Mod Training Materials
- Behavioral Room Confinement Policy
- Premeditated Blind-Sided Violent Attacks by JTDC Residents Policy

Overview

The JTDC is a 498-bed facility in Chicago, Illinois. The facility operates in a “center-within-a-center” concept, with seven distinct centers that manage 3-5 pods each. Each center contains its own management structure, with a Team Leader and Assistant Team Leaders managing the day-to-day operations of the center. Each center is also staffed with Caseworkers, Recreation Specialists, and Youth Development Specialists (YDSs).

At the time of the audit, the facility housed 191 residents and employed a total of 560 employees.

Facility administrators reported that while COVID-19 has certainly been a challenge over the past two years, the facility has been able to maintain some of regular practices with some intermittent interruptions. The facility has continued offering in-person visitation over the past year, as well as video visits for youth and families as needed.

Admission Policy and Procedures

The JTDC is the largest detention center in the state, admitting 1576 youth in 2021. All youth receive an initial medical screening upon arrival. Resident clothing is collected and logged in the facility Resident and Management Information System (RMIS). Youth sign off on the receipt. The storage room for resident clothing was clean and orderly. The facility has clear COVID-19 mitigation protocols for youth on intake, utilized a phased system based on symptom monitoring and testing.

Youth on intake receive medical screenings, mental health assessments, and orientation delivered by casework staff.

The JTDC continues to conduct strip searches of all youth upon entry to the facility during the admissions process (the JTDC uses the term “safety search.”). The recent update to the County Detention Standards in 2021 states “Following admission, a strip search may be administered only when there is an individualized, reasonable suspicion.” The current practice of conducting strip searches for all youth without an individualized, reasonable suspicion upon intake is out of compliance with County Detention Standards.

Areas of Non-Compliance and Recommendations

- 2602.50 Admissions Procedures states “Following admission, a strip search may be administered only when there is an individualized, reasonable suspicion.”
 - Recommendation:
 - Eliminate the use of strip searches as a standard process during intake.

Personnel, Staffing and Supervision

On the day of the inspection, the JTDC employed a total of 560 employees, including:

- 248 Youth Development Specialists (YDSs)
- 24 Caseworkers
- 14 Recreation Specialists
- 25 Assistant Team Leaders
- 8 Team Leaders

The facility has also contracted with Monterey Security to provide additional coverage. In total, there were 38 contract staff from Monterey Security. The contract was effective as of October 1, 2021. Staff from Monterey security are assigned to individual center teams and effectively work for the center as a line staff. The Monterey staff undergo the same pre-service training as a YDS, which consists of six weeks’ worth of training.

Individual living units are capped at 14 youth. There are always two staff assigned to each living unit during waking hours. The staff/youth ratio at the facility is excellent and well within the ratios required by the Prison Rape Elimination Act.

Detention Programs, Youth Discipline, and Confinement

The JTDC has several things in place to promote positive youth behavior and outcomes. The facility has a robust programming schedule, consisting of both facility-driven programs and programs provided by an extensive network of community volunteers and partnerships. One program of note is the Ambassador Program. This program is available to youth via an application process. Youth who are accepted act as Ambassador's for the JTDC, representing the facility at times and guiding tours. There are a variety of incentives related to this program, such as receipt of a gold jacket to be worn during functions and access to the Ambassador Room, located in the school area of the facility. This room is equipped with items such as a ping pong table, karaoke machine, video games, and a foosball table. Several youths reported a desire to apply and become Ambassadors during interviews. The program has also received national recognition by the National Commission on Correctional Health Care (NCCHC). It is clearly a significant motivator for the youth at the facility.

The facility utilizes a system called "B-Mod" as the primary method of managing youth behavior. The B-Mod program includes a point system that correlates to different behavior levels and privileges. Youth are graded in time-blocks during the day in categories of behavior, participation, and attitude. As youth earn more points and attain higher levels, they have access to increased privileges.

The B-Mod program also includes methods for addressing youth negative behavior. Staff responses to minor behavior infractions occur in a continuum that include verbal redirection and processing to a timeout process in which youth can be assigned a short period of room time to cool-off, referred to as a "UTAH," which stands for "up-to-an-hour."

The JTDC also utilizes a formal hearing process to address more significant youth behavior. When youth engage in harmful or destructive behavior, they can earn either a Major Rule Violation (MRV) or Extraordinary Circumstance Report (EC). When youth earn either a MRV or EC, most are placed on a "pending confinement" status until they receive a hearing. Most youth on "pending confinement" status are confined in their rooms during the time period.

JTDC policy requires hearings to be conducted within four hours of the initiating incident (with time tolled during overnight hours). The JTDC Hearing Officers regularly meets this threshold. The facility clearly has a well-established procedure for getting hearings conducted in a timely manner. Hearing officers essentially fill two functions during the hearing process: (1) to determine guilt and (2) issue a suitable sanction in the event of a guilty finding. While Hearing Officers do conduct some informal mediation and counseling for youths during some hearings, the only formal sanction issued by Hearing Officer's is room confinement. From 7/1/21 – 4/18/22, the JTDC conducted a total of 1644 hearings, 1489 of which had a confinement sanction administered. 1351 of those had confinements of more than four hours identified, including 240 occasions in which 24 hours or more of confinement was administered. The County Detention Standards for confinement were updated in 2021. They state, "Room confinement may be used only as a temporary response to behavior that threatens the safety of the youth and others...Room confinement shall not be used for a fixed period of time, but only until the youth is calm enough to rejoin programming without being a risk to the safety of others. ...At no time should room confinement exceed 4 hours without administrators and/or mental health staff developing

an individualized plan to address the behavior.” The use of confinement both as a fixed period of time and in excess of four hours in the hearing process is clearly in violation of this standard.

It should be noted that the JTDC does have an existing process for removing youth from confinement early. Center supervisory staff are required to check in on confined residents once per shift, at minimum. In practice, this occurs with much greater frequency based on interviews with youth, staff, and observations made during the on-site inspection. During those visits, supervisory staff can assess the youth to determine if the youth is able to be released from confinement early. There is evidence that this practice is used with frequency. In February 2022, for instance, there were 80 cases in which a youth confinement was ended early. More than half (45) were UTAH confinements intended to be under one hour or less in duration. For the 35 instances in which an early release was conducted for youth confinements associated with MRV/EC events, 30 of the confinements still lasted more than four hours despite the early release. While it is commendable that the JTDC has a process in place to release residents early from confinement, the early release process is still not sufficient to mitigate the finding of non-compliance in this area.

The JTDC has two specialized pods dedicated to housing youth that demonstrate significant behaviors, called the “Reset Pod” and “Recovery Pod” respectively. Youth are assigned to the Reset Pod when they are charged with an EC violation. Once youth complete their confinement time, youth remain on the Reset Pod up to a minimum of 10 days before returning to a general population pod. Youth can have days added while on the Reset Pod if they commit any addition MRV or EC violations.

Youth on the Reset Pod complete assignments from the Power Source Workbook by Bethany Casarjian. The assignments are similar for each youth assigned to the pod and monitored by mental health staff. Mental Health staff also conduct two groups on the weekends. At the time of the inspection, there were 10 youth present on the Reset Pod; seven were present in the dayroom wearing yellow jumpsuits with three youth confined in their rooms, all of which had been confined for more than four hours. Youth on the Reset Pod were working on school assignments. Youth do not physically go to the school while assigned to the pod; rather teachers come up to the unit to meet with youth, provide assignments, and gather them when they are completed. Teachers were present on the pod during the inspection.

The Recovery Pod is a pod utilized for youth that have earned multiple ECs and have shown little improvement on the Reset Pod. At the time of the inspection, there were five youth on the Recovery Pod with one confined in his room waiting for a hearing to be conducted. Like the Reset Pod, teachers come to the pod to provide educational services. Youth on the Recovery Pod are given a behavior plan that includes a collection of writing assignments and some re-entry stipulations into general population.

Areas of Non-Compliance and Recommendations

- 2602.170 Discipline states, “Room confinement may be used only as a temporary response to behavior that threatens the safety of the youth and others...Room confinement shall not be used for a fixed period of time, but only until the youth is calm enough to rejoin programming without being a risk to the safety of others. ...At no time should room confinement exceed 4 hours without administrators and/or mental health staff developing an individualized plan to address the behavior.”

- Recommendations:
 - Eliminate the use of fixed confinement as a sanction during the hearing process.
 - Only utilize confinement as a temporary response to youth behavior and only until a youth is calm enough to rejoin programming.
 - Incorporate sanctions reflective of balanced and restorative justice interventions into the hearing process.

Medical and Health Care

The JTDC operates an active medical unit and is well-staffed with medical personnel. The facility provides 24-hour nursing coverage, with an average of 4-5 nurses present for day and evening shifts, and two nurses present for the overnight shift. A physician and dentist are on-site Mondays-Fridays during normal business hours and available on-call during off-hours and weekends. At the time of the inspection, the dentist was present in the medical unit providing services to a youth.

All youth receive a medical screening upon initial intake and later receive a urine test for STIs. Nursing staff administer the Massachusetts Youth Screening Instrument (MAYSI) to youth and provide a medical-specific orientation in which a Medical Services Guide is provided, and the sick call process is reviewed.

Youth who are detained for more than five days receive HIV and TB tests and a complete physical exam is completed. Youth also receive a dental exam within 30 days.

The facility has a consistent sick call process. Sick call request forms were observed and available on all pods. Youth fill out the forms and place them in boxes available on the pod. Nursing staff do rounds each day and collect the forms and youth are seen.

The facility has a clean and reliable procedure for medication distribution. All medication is confirmed and prescribed by a medical doctor upon intake. Nursing staff handle all medication distribution at the facility. Youth identification is confirmed via a scan of a radio-frequency identification (RFID) chip in youth wristbands and there are strong security procedures in place for securing medication.

The JTDC has been found compliant through a recent NCCHC audit and is currently taking steps to provide an eye clinic on-site at the facility. In short, the medical services available to youth at the JTDC far exceed the standards identified in County Detention Standards.

Mental Health Services

Mental health services at the JTDC operate under Cook County Mental Health. The facility is budgeted for 23.5 full-time employees.

The mental health team administers a variety of assessments to determine treatment needs for youth. All youth are screened via the MAYSI within four hours of admission. The team has worked over the past year to get more meaningful results on this assessment by transitioning the delivery of the assessment to the nursing staff and providing a script to use with residents to outline the importance of the

assessment. All youth receive a face-to-face clinical interview within 72 hours of admission that includes a strengths assessment. Youth receive the Car, Relax, Alone, Forget, Friends Trouble Assessment (CRAFFT), a substance abuse screening tool for adolescents, and the Child and Adolescent Trauma Screen (CATS).

Results from the clinical interview and assessments determine youth placement on three-tiered mental health level. A youth's mental health level determines the frequency and intensity of services provided. The facility averages 90 youth on the mental health roster. All youth on the roster receive an individualized treatment plan.

Youth with acute needs are admitted to a third specialized pod called Stabilization to provide more focused attention and intensive services to help them stabilize and transition back into general population.

In short, the breadth of mental health services available to youth at the JTDC far exceeds minimum standards and can be considered industry best practice.

Youth Grievances

The JTDC processed 171 youth grievances between 7/1/21 – 3/14/22. The facility utilizes a step system to address youth grievances. Most grievances are addressed and resolved at the Step 1 (150/172), which is managed by Center leadership. Youth have an option to appeal to higher steps if they choose. Youth reported they were familiar with the grievance process and knew how to obtain them if desired. Youth grievances were observed as available on all pods and each pod was equipped with a private grievance box. Grievances are picked up daily and tracked in the facility Resident and Management Information System (RMIS).

Education

Educational services at the JTDC are provided through Nancy B. Jefferson School, a part of Chicago Public School. The school has a total of 59 teachers on staff, including 19 special education teachers. Youth attend school from 8:00am – 3:08pm Monday – Thursday, and 8:00am - 2:08pm on Fridays. The school day is broken into four 75-minute periods. All core classes are taught by a two-person team with one general education teacher and one special education teacher. The team utilizes a direct instructional model. The school is equipped with a large library and computer lab. Youth visit the library at least once per week.

The school offered SAT testing earlier in the year, with 36 residents completing tests. The facility also offers dual credit classes through the "I am College Bound" program with Kennedy-King College.

Additional Observations

There are several new portions of the County Detention Standards that reflect provisions of the Prison Rape Elimination Act (PREA). The JTDC has not pursued a formal PREA audit but does have well-

established procedures that meet the PREA-related requirements in the County Detention Standards. The JTDC has had a PREA Coordinator in place for several years. The facility conducts background checks for both new and existing employees within requirements. Several employee files were reviewed, and all contained required screening documentation. The facility PREA Coordinator completes the risk for sexual victimization for all intakes, with center management staff acting as a back-up in their absence. The PREA Coordinator serves on the facility Transfer Committee that makes determinations on youth housing, and results from the risk assessment are included in placement decisions for youth.

PREA information is included in the Resident Orientation Handbook. All youth are shown a PREA information video during their orientation process with intake caseworkers. Youth interviewed were aware of PREA and were able to articulate ways to make an allegation. Youth have access to a neutral third party via the phone system on living units to make an anonymous allegation. The facility also has a Memorandum of Understanding with Resilience, a not-for-profit rape crisis center to provide additional support to youth if needed.

Recommendations

Section	Recommendations
Admissions Procedures	<ul style="list-style-type: none"> • Eliminate the use of strip searches as a standard process during intake.
Discipline	<ul style="list-style-type: none"> • Eliminate the use of fixed confinement as a sanction during the hearing process. • Only utilize confinement as a temporary response to youth behavior and only until a youth is calm enough to rejoin programming. • Incorporate sanctions reflective of balanced and restorative justice interventions into the hearing process.