

Franklin County Juvenile Detention Center – Interim Inspection Report

Summary

The Department of Juvenile Justice conducted an annual inspection of the Franklin County Juvenile Detention Center on August 2, 2022, pursuant to 730 ILCS 5/3-15-2(b). The Department observed several areas of non-compliance during this review, many of which warranted immediate attention.

The Department of Juvenile Justice conducted a follow-up inspection to assess facility progress towards the noncompliant areas on January 23, 2023. There were some improvements noted, but several areas of significant noncompliance remain. Furthermore, there was an incident at the facility on 12/28/22 in which a youth suffered a broken arm during a use of physical intervention. The Franklin County JDC sometimes utilizes county sheriff personnel as emergency responders when an incident occurs at the facility. In this case, the facility had called the Franklin County Sheriff's Department to assist with a non-compliant youth. Sheriff department deputies responded and engaged the youth in a physical intervention, during which the youth suffered a broken arm.

There are several areas of concern in the follow-up to that incident as it is not clear that there was any kind of significant, internal review of the incident to assess if anything improper occurred to contribute to the youth's injury. The Acting Superintendent initially reported that an internal review was conducted by the Franklin County Sheriff's Department since the staff involved in the incident were Franklin County Sheriff's Department Staff, not juvenile detention staff. The Probation Director reported the internal review was conducted by juvenile detention center administrators. No document or summary of findings was produced. Furthermore, the camera system at the facility was found to be deficient as the system did not record the incident and only shows live footage. Administrators reported they are taking steps to improve the camera system.

The commitment and ability for facility administrators to conduct internal reviews of the use of physical intervention is essential to ensuring youth and staff safety. While this report is intended to assess progress on the 2022 report, some additional recommendations are listed below in light of this event and some other observations.

The table below summarizes the areas of non-compliance and recommendations from the August 2, 2022, inspection, along with the observations from the January 23, 2023 follow-up visit.

Audit Team:

John Albright, Chief of Performance and Innovation

Jeremy Burtis, Deputy Director of Operations

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Section	Recommendations from August 2, 2022, Inspection	Status Assessment – January 23, 2023
Clothing, Personal Hygiene, Grooming	<ul style="list-style-type: none"> • Provide youth the opportunity to shower daily. 	Met
<p>The facility has implemented a policy requiring youth be offered a shower daily. Interviews with youth confirmed showers are being offered daily.</p>		

Section	Recommendations from August 2, 2022, Inspection	Status Assessment – January 23, 2023
Food Services	<ul style="list-style-type: none"> • Hire or contract with a sufficient number of staff to provide dietary coverage for all three meals seven days per week. • Serve meals in a group setting. 	Not Met
<p>There has been no progress in this area. While some additional staff have received food handler certificates, Corrections Officers are still making and serving meals and there is no current plan to make changes. All youth meals are still served in the rooms. Though it was noted that the absence of dietary staff was mitigated by security staff helping in preparing meals, it should be noted that these security staff are not trained dietitians. This was observed in the inadequate food that was prepared on the day of the visit. Youth received a double-patty chicken sandwich on a hamburger bun, an iceberg lettuce salad with ranch dressing, peaches in syrup, and a small carton of milk. Using general estimates of calorie and nutritional information for these items, it appears that this meal could not have been more than 780 calories [Chicken patty = 120 calories x 2, 1 hamburger bun = 128 calories, 1 cup of peaches in light syrup = 135 calories, Salad dressing = 145 calories (2 tbsp), and carton of milk = 140 calories]. Assuming the calories in dinner are approximate to that of lunch; youth would receive around 1,600 calories a day, far lower than a 2,000 minimum for sedentary teen youth as recommended by the USDA (https://www.fns.usda.gov/estimated-calorie-needs-day-age-gender-and-physical-activity-level). The facility did provide a menu with caloric values that calculated the total to be slightly over 2,000 calories, however the analysis was done by a previous administrator, not a trained dietitian.</p> <p>Further, it should be noted that aside from the chicken patties and milk, most of the calories contained in this meal were from simple carbohydrates, which because of a high glycemic index can lead to increased hunger sooner than if more complex carbohydrates (fiber) or proteins were included. Youth reported not having enough food to eat during the day, and that sometimes they would hoard snacks for future use when there was not enough food. Youth reported that in IDJJ facilities, they had the option of receiving double portions if requested. Double-portions or extra helpings were not an option at this facility.</p>		

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Discipline	<ul style="list-style-type: none"> • Identify and implement a clear list of incentives associated with each behavior level. • Implement policy that prohibits the use of confinement longer than 4 hours without administrator approval and development of an individualized plan. • Enhance the documentation of youth confinement time to include: <ul style="list-style-type: none"> ○ Written reports that indicate the reason for confinement. ○ The start and end times of the confinement. ○ Attempts to de-escalate the youth and return them to regular programming. • End the practice of withholding phone calls and access to education during confinements. • End the practice of continuing consequences across different detention stays. 	Not Met
<p>There has been very little improvement in this area. The facility maintains the same point and level system as the August 2 visit. Despite having a point and level system, there are few incentives available to youth who achieve higher levels due to the prevalence of confinement at the facility. Youth continue to largely be separated from other youth during the day. Some youth have started attending school in small groups during the day and participate in one hour of recreation time in the gym together, however some youth are not included in these groups. Youth largely spend most of the day in their rooms, rotating to be alone in the dayroom for “free time” in 1–2-hour increments. Youth also reported that if they were confined as a result of a behavioral consequence on the day of their scheduled phone call, they were not permitted to make it.</p> <p>As noted in the introduction of this report, there was an incident at the facility on 12/28/22 in which a youth suffered a broken arm during a use of physical intervention. There are several areas of concern in the follow-up to that incident as it is not clear that there was any significant, internal review of the incident to assess if anything improper occurred to contribute to the youth’s injury. The Acting Superintendent initially reported that an internal review was conducted by the Franklin County Sherriff’s Department since the staff involved in the incident were Franklin County Sherriff’s Department staff, not juvenile detention staff. The Probation Director reported the internal review was conducted by juvenile detention center administrators. No document or summary of findings was produced. Furthermore, the camera system at the facility was found to be deficient during the review, as the system did not record the incident and only shows live footage. Administrators reported they are taking steps to improve the camera system.</p> <p>The facility has ended the practice of continuing consequences across different detention stays.</p> <p>The original recommendations from the August 2, 2022 inspection for the discipline section of the County Detention Standards remain. In addition, the following recommendations are made.</p>		

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New Recommendations:

- Develop a policy to manage the review process of incidents involving the use of physical intervention and youth injuries to include video review, identification for the need of staff training or corrective actions, and a process for review documentation.
- Procure fixes or enhancements to the facility video monitoring system to allow for video playback of past events.

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Administration	<ul style="list-style-type: none"> • Ensure all new hires receive pre-service training in the areas required by these standards. • Develop a schedule to ensure all staff receive 40 hours of training annually. • Review and revise all existing policies to reflect recent changes in standards. • Have all employees sign-off on receipt of the policy manual annually. 	Partially Met
<p>The Administrative Office of Illinois Courts (AOIC) conducted a 40-hour training for all employees in December 2022 to address the training deficiencies cited in the 2022 report. The facility has updated the policy manual.</p>		

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Visiting	<ul style="list-style-type: none"> • Establish a visitation schedule that allows for at least two visitation days each week. 	Partially Met

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The facility has implemented a visitation schedule that includes two visitation days per week on Sundays and Wednesdays. This is reflected in an updated policy that was made effective in September 2022. Youth confirmed they have access to family visitation twice per week. These visits are only non-contact, however, so while it is good that the facility has implemented visitation twice per week it is a County Detention Standard requirement that all visits shall be contact visits unless there are specific concerns that preclude contact visits for identified individuals.

New Recommendation:

- Permit all youth visits to be contact visits unless there are specific concerns that preclude contacts visits for identified individuals.

Section	Recommendations from August 2, 2022 Inspection	Status Assessment – January 23, 2023
Detention Programs	<ul style="list-style-type: none"> • Seek programming to be delivered either by employees or via contract with community organizations and integrate them into a daily youth schedule. 	Not Met
<p>There has been very little progress towards this recommendation. There is no substantive programming provided by facility staff. Administrators and youth shared one instance of a community organization providing programming in the facility since the last audit, but there is no evidence of any attempts to increase this otherwise.</p>		

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Education	<ul style="list-style-type: none"> Adjust the annual school schedule to include educational service through the summer to operate a 12-month schedule of instruction. Provide 5 hours of education to all youth each day. Utilize the classrooms to provide direct instruction to youth in a traditional classroom setting. 	Not Met
<p>Some youth have started attending school in the classroom; however, youth only attend a half day of school and rotate with youth on the living units.</p>		

Section	Recommendations from August 2, 2022 Inspection	Status Assessment – January 23, 2023
Recreation and Leisure Time	<ul style="list-style-type: none"> Implement a daily schedule that includes, at minimum, one hour of large muscle exercise for each resident in the gym or outdoor recreation space. 	Partially Met
<p>The facility has begun to allow youth to participate in recreational activity in the gym in groups, however youth reported some disruption to their attendance at times due to consequences or staffing levels.</p>		

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Personnel	<ul style="list-style-type: none"> • Hire an Assistant Superintendent. • Hire or designate an upper-level employee to act as PREA Coordinator. • Complete background checks on all employees who have been employed for five years or longer. • Develop and implement a plan to substantially increase staffing numbers at the facility. 	Partially Met
<p>The Franklin County Juvenile Detention Center has taken some steps to address the needs in this area. At the time of the August 2, 2022 review, the facility only employed eight full-time employees. The County has made some changes to increase recruitment by increasing the starting salary from \$28,000/year to \$43,000/year. At the time of the January 23, 2023 review, the facility had a total of 12 full-time employees, three of which are supervisory staff. The facility has also promoted one person to the role of Assistant Superintendent, who is functioning as the Acting Superintendent. While the staffing numbers have improved, significantly more staff are needed to sufficiently correct the areas of non-compliance from the 2022 inspection report. There has not been anyone identified as a PREA Coordinator at the facility.</p>		

Section	Recommendations from August 2, 2022 Inspection	Status Assessment – January 23, 2023
Admissions Procedures	<ul style="list-style-type: none"> • Eliminate the use of strip searches as a standard process during intake. • Implement the PREA Risk for Victimization Assessment for youth within 72 hours of admission and periodically throughout a youth’s confinement. • Hire a PREA Officer to supervise facility compliance with PREA standards. • Develop a formal Youth Orientation Handbook that contains information on things like programming, a youth grievance procedure, and information regarding PREA. • Develop a form to capture youth acknowledgment of receipt of the Youth Orientation Manual and PREA orientation. • Contract with a third-party entity for youth to access in order to report abuse or harassment in a confidential manner. 	Not Met
<p>There are no improvements in this area. The facility does not have any updated admissions policies, orientation materials, or PREA-related improvements. The facility still conducts strip searches of all youth upon intake.</p>		

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Medical and Health Care	<ul style="list-style-type: none"> • Hire or contract with an entity to provide psychiatric and/or psychological services. • Document physician approval for medication distribution by non-medical personnel. 	Not Met
<p>There has been no improvement in this area. No contract was provided that indicated youth access to psychiatric services.</p>		

Section	Recommendations from August 2, 2022 Inspection	Status Assessment – January 23, 2023
Mental Health Services	<ul style="list-style-type: none"> • Employ or contract with qualified mental health professionals to provide mental health services to youth at the facility. <ul style="list-style-type: none"> ○ Provide a mental health assessment for all youth. ○ Develop and implement service plans for all youth with mental health needs. • Employ or contract with a psychiatrist to provide psychiatric assessments, services, and medication prescribing and monitoring for youth in need. 	Not Met
<p>There has not been any improvement in this area. Administrators reported they have a contract in place with Advanced Correctional Healthcare (ACH) to provide mental health services “as needed” based upon the request of the Administration Team. Auditors requested a copy of the contract, but it was not provided. Youth reported having minimal contact with anyone providing mental health services.</p>		

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Youth Grievances	<ul style="list-style-type: none"> • Develop a policy to govern the youth grievance process. • Incorporate information about the youth grievance process into the Youth Orientation Manual that is to be developed. • Make grievance forms available to youth without having to obtain one from a staff member. • Place youth grievance boxes in youth living units and common areas. • Develop and implement a method for tracking all youth grievances, including the date written and date and summary of the response. 	Not Met
<p>The facility has not updated policies governing the youth grievance process in a manner consistent with County Detention Standards. The facility has a form for youth to use, but they have to request them from a staff member to access them. There are no youth grievance boxes available on the living units to assist with confidentiality. Rather, youth have to turn grievances in to staff in order to be addressed. One youth reported he had written two grievances on blank pieces of paper, placed them in envelopes, and given them to staff but did not receive any response. The acting superintendent is tasked with responding to grievances but reported she had not received the grievances the youth claimed to have submitted. All of the findings of non-compliance and recommendations in this area remain.</p>		