

# 2024 Madison County Juvenile Detention Center Inspection Report

JOHN ALBRIGHT, CHIEF OF PERFORMANCE AND INNOVATION  
SAM LONDON, ASSISTANT SUPERINTENDENT OF OPERATIONS  
ILLINOIS DEPARTMENT OF JUVENILE JUSTICE

## **Executive Summary**

The Department of Juvenile Justice conducted an annual inspection of the Madison County Juvenile Detention Center on October 2, 2024, pursuant to 730 ILCS 5/3-15-2(b). While there were some improvements from the 2023 report, some areas of non-compliance remain. The section and specific requirements of the 20 Ill. Adm. Code 2602 County Juvenile Detention Standards (“County Detention Standards”) noted as non-compliant are listed in the table below, while specific observations are noted in the following sections of this report.

## **Areas of Non-Compliance**

<b>Section</b>	<b>Requirement</b>
2602.170 Discipline	Youth shall not be deprived of the following basic rights as part of a disciplinary response. . .daily exercise. . .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.
2602.230 Education	Teacher student ratios are at least 1:12 for general education and 1:8 for students with Individualized Education Programs (IEPs). . . Qualified special education staff are assigned to youth with special education status and special education testing is available for youth in custody. . . IEPs are in place for youth with special education status. Teachers shall follow the IEP and document the progress. . .There shall be a minimum of five hours of instruction per day. . . A youth's home school shall be immediately notified of the youth's detention status. Detention school attendance is credited on the youth's home school attendance record. Facilities shall develop protocols to optimize the potential for youth to receive credit in their home schools for work in detention. . . There shall be a written policy for obtaining school records upon a youth's admission into detention and for sharing of school records when a youth leaves detention in accordance with the Section 6 of the Illinois School Student Records Act [105 ILCS 10].
2602.260 Recreation and Leisure Time	At least one hour of physical recreation and one hour of additional leisure activity shall be scheduled each day

## **Methodology**

- Interviews Conducted
  - Superintendent
  - Assistant Superintendents (2)
  - Program Manager
  - Mental Health Professionals (2)
  - Supervisor
  - Detention Officer

- Nurse
- Youth (5)
- Educators (2)
  
- Documents Reviewed
  - Confinement Records
  - Youth Grievance Records
  - 2024 Health Department Inspection Report
  - Academic Schedule
  - Educator Licenses
  - Confinement Policy
  - Medical Licenses
  - Sample Incident Reports
  - Sample Youth Files
  - Sample Medical Files
  - Youth Information Handbook
  - Dietary Menus
  - “No Outside/No Gym List”
  - Use of Force and Handle with Care Training Policy
  - Youth Grievance Policy
  - Fire Alarm Inspections
  - Sample Employee Training Records
  - Food Service Permit

## **Overview**

The Madison County Juvenile Detention Center is a 49-bed facility located in Edwardsville, IL. The on-site portion of the inspection took place on October 2, 2024, with 20 youth detained at the time of the audit. The facility has an abundance of programming space available given the size of the population. Youth visitation is available via Zoom daily and in-person three days per week.

## **Admission Policy and Procedures**

The Madison County Juvenile Detention Center conducts admissions 24-hours per day. All youth are assessed upon intake using the MH-JJ Referral Screen to identify any acute mental health needs. Any youth who may have an injury or illness upon intake are assessed for fitness for confinement and referred for medical attention if needed. Youth receive a Youth Information Handbook and formal orientation that contains information about the Prison Rape Elimination Act (PREA). The facility conducts risk for victimization assessments according to standards. Interviewed youth were familiar with PREA. While the facility is compliant in this area, it has not yet undergone a formal PREA audit by a certified PREA auditor.

## **Recommendations**

- Pursue a formal PREA audit.

## **Personnel, Staffing and Supervision**

At the time of the audit facility administrators reported they were fully staffed. There were no reported detention officer openings. Additionally, there were three administrators and two cooks (one full-time and one part-time). The facility has moved to 12-hour shifts for detention officers; a move that administrators report has reduced the number of call-offs.

Despite being fully staffed, the facility continues to use frequent confinements to address staffing problems, and to keep youth separate from one another. These confinements are detailed later in the report.

## **Detention Programs, Youth Discipline, Confinement, and Education**

The volume of programming available to youth continues to be a strength of the detention center. The facility is one of a few in the state that has an administrative program manager position responsible for managing volunteers and internal programming. As such, the facility has a contract and volunteer network that provides programming for youth, including things like a CALM (Compassion Approach to Learning Meditation), an art therapist that provides services to individuals and groups, religious programming from Madison County Prison Ministries, reading groups provided by librarians from the Glen Carbon Centennial Library, and nursing students who provide health-related educational programming.

The facility is engaged in an active case management process. Staffings are conducted twice per week to review youth on close watch, individual programming, or otherwise in need of review. These staffings consist of administrative staff, the program coordinator, facility nurse, and occasionally the mental health counselor.

The Madison County Juvenile Detention Center operates a traditional behavior management program with a token economy called the Merit Program. Youth earn points throughout the day that are reflective of the behavior they exhibit. Points are translated to behavior levels that have increasing privileges attached such as additional gym time, snacks, and access to video gaming systems. Youth can also earn "Haller Dollars" that can be redeemed at lunchtime for candy or soda. When youth commit behavior infractions, staff utilize strategies such as re-direction, point loss and room time.

Youth who exhibit egregious behaviors can be assigned to Individualized Programming Status (IP). Youth on this status must remain on their living unit "wings" during the day. These youth do not attend school with other youth; rather educational materials are brought to them to work on in their wings. There are no desks on the living unit wings, so youth have to sit on the floor to complete assignments. Youth reported they can get assistance on assignments from staff members and occasionally teachers if they ask for it, but typically do not have any sustained contact with a teacher during these times. Youth also reported that they rarely have access to the gym or outside recreation area.

The facility has taken steps to reduce the use of confinement for behavioral reasons, as youth are now confined for short periods until their behavior has fully de-escalated. This change is commendable and

an important step towards coming into compliance with the confinement provisions of the County Detention Standards. There are still frequent uses of confinement attributed to limited staffing and exacerbated by a reliance on youth separation to manage potentially conflictual youth relationships. This was reported by youth and staff during the inspection, as there was consensus in the reporting that rotating confinements are frequently used. It is also prevalent in the facility’s confinement data, which reflect a large number of confinements for operational reasons (412 total in August alone, for instance).

*Madison County JDC Operational Confinements – August 2024*

<b>Confinement Reason</b>	<b>Number of Confinements</b>
Cannot meet staff ratio	349
Staff Ratio/ B Wing	1
Staff Ratio/ IP C Wing	2
Staff Ratio/Hospital	20
Staff Ratio/Hospital (IP-B Wing)	1
Staff Ratio/IP A Wing	1
Staff Ratio/IP B Wing	1
Staff Ratio/Medical Emergency	8
Staffing Issues(hospital)/lockdown	24
Staffing Issues/IP (out later @ 5:15)	3
Staffing Issues/IP A Wing	1
Staffing Issues/IP D Wing	1
<b>Grand Total</b>	<b>412</b>

The amount of operationally driven confinements is of particular concern given that the facility is fully staffed. It implies the budgeted number of staff needs to increase, a change needs to be made in how existing coverage is utilized, or both. There are enough programming spaces in the facility to sufficiently keep youth separated while offering programming without relying on the volume of confinement that currently exists.

County Detention Standards mandate youth be permitted at least one hour of physical recreation each day. The facility is not in compliance with this standard. Youth on IP do not get regular access to the gym or fitness equipment. The facility also maintains a “No Outside/No Gym List.” Youth on the list are not permitted to access the gym or outdoor recreation area. The facility gym is a separate building from the main detention area (but still within the secure fence perimeter). Access to the gym requires a short walk (no more than a few feet) outdoors. Youth are placed on the “No Outside/No Gym List” if there are escape risk concerns. At the time of the inspection, there were five youth on the list. One youth had been placed on the list due to being in a different location within the community when a warrant was being served. Another youth did not have a reason logged at all. The facility should end the practice of maintaining this list, permitting all youth to have access to the gym absent a medical concern.

### Areas of Non-Compliance and Recommendations

- 2602.170 Discipline states: “Youth shall not be deprived of the following basic rights as part of a disciplinary response. . .daily exercise. . .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:
    - Make use of alternative programming spaces in the facility to decrease the amount of operationally driven confinement.
    - Assign shift staff to specific groups of youth to maintain supervision in separate programming areas.
- 2602.260 Recreation and Leisure Time states: “At least one hour of physical recreation and one hour of additional leisure activity shall be scheduled each day.”
  - Recommendations:
    - Permit youth on IP status to have access to the gym every day.
    - End the “No Gym/No Outside List” and permit all youth to access the gym daily absent exigent circumstances.

### **Medical and Health Care**

Medical oversight of the facility is managed via contract with American Correctional Healthcare. At the time of the audit, a nurse was on-site once a week for approximately 2-3 hours, and on call 24 hours/day. There is a process for verifying youth medications and obtaining prescriptions when needed. Medication distribution is managed by facility staff. The nurse conducts physicals for all new intakes when on-site. In the time between the inspection date and publishing this report, the facility has increased the number of medical services hours. Effective December 15, 2024, a registered nurse is on-site 20 hours per week with a nurse practitioner present 2-3 hours per week and on call 24 hours/day.

### **Mental Health Services**

There are two mental health professionals providing services to youth at the facility. One works via a contract with a local psychologist. She is on-site 20 hours per week and conducts intake screenings (Columbia Suicide Screening) for youth admissions. She also provides cognitive-behavioral counseling to youth with identified needs. Additional services are provided via the MHJJ grant with Chestnut Healthcare. That MHP is on-site sixteen hours per week and participates in youth staffings. She primarily sees youth who are court-ordered to do so or part of the MHJJ grant. At the time of the inspection, nine of the 20 youth detained were on her caseload. Treatment plans are developed for youth in need of regular services. Psychiatric oversight is available through Chestnut.

### **Education**

The education curriculum is managed by the Madison County Regional Office of Education, with two full time teachers on-site. The school day is five hours, consisting of direct classroom instruction and gym time. There are deficiencies in communication with youth home schools. There is not an active, intentional process in place to reach out to youth home schools to obtain youth transcripts or send

grades back to home schools when youth are released. Instead, educators only communicate with home schools if it is initiated by the home school. There should be an active process implemented at the detention center to reach out to home schools when youth are admitted. There is not a certified special education teacher, and the educators rarely see copies of a youth's IEP. In order to come into compliance with County Detention Standards, the facility will need at least one more educator and someone with a special education teaching certification at the facility.

The facility does have five hours of education scheduled each day; however, some youth do not have access to the entire school day. Youth on Individual Programming status do not attend class; rather they receive packets of work to complete alone in the living unit common area. This also applies to youth who have been separated from other youth due to peer conflicts. In these cases, youth are rotated through classrooms, attending half of the day in classroom, and spending the other half of the day working independently on school packets in their living unit common areas. On the date of the inspection, six of the 20 youth in the facility were on either IP status or on one of these rotations. They were observed sitting in bean bag chairs alone in the living area common spaces without a table or desk. One youth reported the work he was given was too easy for him and not appropriate for his grade level.

#### **Areas of Non-Compliance and Recommendations**

- 2602.230 Education states: "Teacher student ratios are at least 1:12 for general education and 1:8 for students with Individualized Education Programs (IEPs). . . Qualified special education staff are assigned to youth with special education status and special education testing is available for youth in custody. . . IEPs are in place for youth with special education status. Teachers shall follow the IEP and document the progress. . . There shall be a minimum of five hours of instruction per day. . . A youth's home school shall be immediately notified of the youth's detention status. Detention school attendance is credited on the youth's home school attendance record. Facilities shall develop protocols to optimize the potential for youth to receive credit in their home schools for work in detention. . . There shall be a written policy for obtaining school records upon a youth's admission into detention and for sharing of school records when a youth leaves detention in accordance with the Section 6 of the Illinois School Student Records Act [105 ILCS 10]."
  - Recommendations:
    - Ensure all youth on Individualized Programming Status receive at least five hours of education each day.
    - Develop a process to contact youth home schools to obtain work records and share student credits upon release.
      - Implement a quality assurance process to ensure this is being completed.
    - Hire enough teachers to ensure compliance with teacher student ratios.
    - Hire a qualified special education staff person to work with youth on special education status.
    - Ensure youth who work on schoolwork outside of the normal classroom have the appropriate items to work on assignments, such as desks and chairs.

## Recommendations

Section	Recommendations
Admissions Procedures	<ul style="list-style-type: none"><li>• Pursue a formal PREA audit.</li></ul>
Discipline	<ul style="list-style-type: none"><li>• Make use of alternative programming spaces in the facility to decrease the amount of operationally driven confinement.</li><li>• Assign shift staff to specific groups of youth to maintain supervision in separate programming areas.</li></ul>
Education	<ul style="list-style-type: none"><li>• Ensure all youth on Individualized Programming Status receive at least five hours of education each day.</li><li>• Develop a process to contact youth home schools to obtain work records and share student credits upon release.<ul style="list-style-type: none"><li>○ Implement a quality assurance process to assure this is being completed.</li></ul></li><li>• Hire enough teachers to ensure compliance with teacher student ratios.</li><li>• Hire a qualified special education staff person to work with youth on special education status.</li><li>• Ensure youth who work on schoolwork outside of the normal classroom have the appropriate items to work on assignments, such as desks and chairs.</li></ul>
Recreation and Leisure Time	<ul style="list-style-type: none"><li>• Permit youth on IP status to have access to the gym every day.</li><li>• End the “No Gym/No Outside List” and permit all youth to access the gym daily absent exigent circumstances.</li></ul>