

# 2025 Adams County Juvenile Detention Center Interim Inspection Report

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ILLINOIS DEPARTMENT OF JUVENILE JUSTICE

## **Executive Summary**

The Department of Juvenile Justice (IDJJ) conducted an annual inspection of the Adams County Juvenile Detention Center on September 3, 2024, pursuant to 730 ILCS 5/3-15-2(b). For the third consecutive year, the Department observed several areas of noncompliance during that review, some of which were significant and warranted immediate attention. IDJJ conducted a follow-up inspection on March 13, 2025 to assess facility progress towards the non-compliant areas. While there were some improvements noted in the medical portion of the 2024 findings, the majority of the non-compliant areas and recommendations from the 2024 Inspection Report still remain. The sections and specific requirements of 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 sections that follow. Each section of the report also includes policy and practice recommendations to either gain compliance or move towards best practices. Those are combined in a second table at the end of the report. The full annual inspection of the detention center will occur later in the year.

## **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.
2602.30 Personnel	A shift supervisor must be scheduled and available at all times and on duty during all waking hours and immediately available if not on duty during sleeping hours.
2602.40 Records	A log of all grievances shall be maintained. The log shall include the name of the youth, date the grievance was filed, nature of the grievance, the date of any appeal and the date the grievance was resolved.

2602.50 Admissions Procedures	<p>An agency shall employ or designate an upper-level, agency-wide PREA coordinator with sufficient time and authority to develop, implement, and oversee agency efforts to comply with the PREA standards in all of its facilities. . . Current prescription medication shall be continued without interruption unless a qualified medical professional determines in consultation with the prescribing physician, youth, and family that continuation is not indicated. . . Any medication in the possession of a youth at admission shall be labeled for identification and withheld until a medical doctor determines the disposition. This determination shall be made at the earliest possible time, but in no instance shall it exceed eight hours after admission or within the time interval specified for administration of the medication on the prescription container, whichever is less.</p>
2602.90 Mental Health Services	<p>All facilities shall employ or contract with qualified mental health professionals to address the needs of youth identified in the mental health screening, as well as needs that arise during the period of confinement. Services shall meet or exceed the community level of care.</p>
2602.160 Grievances	<p>Superintendents shall respond to youth grievances as follows: 1) For emergency grievances, the superintendent shall provide the youth with a written response utilizing the grievance form within one working day of receipt and forward a copy for inclusion in the youth's file. 2) For non-emergency grievances not resolved by the designated detention administrator, the superintendent shall review the grievance form and supporting documentation and provide the youth with a response form within five working days of the superintendent's receipt. A copy of the response form shall be forwarded for inclusion in the youth's file.</p>
2602.230 Education	<p>Each facility must designate a qualified educational authority responsible for the development and implementation of the educational program. The educational authority must ensure that: The program complies with State and federal education standards. . . Teacher student ratios are at least 1:12 for general education and 1:8 for students with Individualized Education Programs (IEPs). . . There shall be a minimum of five hours of instruction per day."</p>

## **Methodology**

- Interviews Conducted
  - Superintendent
  - Director
  - Detention Officers (2)
  - Youth (7)
  - Health Department Nurse

- Documents Reviewed
  - Sample Youth Files
  - Medication Logs
  - Youth Confinement Records

## **Overview**

The Adams County Juvenile Detention Center is a 32-bed facility in Quincy, Illinois. The primary programming space is a multi-purpose area outside of the main control room. The facility has three classrooms, a gymnasium, and an outdoor recreation space. Youth are primarily housed in three living units, referred to as Blue Unit, Red Unit, and Green Unit.

The on-site portion of the interim review took place on March 13, 2025. At the time of the audit, the facility had 14 residents in custody and employed two Supervisors and 14 Detention Officers (with one more scheduled to start the following week). The current number of Detention Officers is a nominal increase from the last inspection, however staffing levels at the facility remain critically low relative to the number of youth and maintenance of effective operations. Youth, staff, and administrators all report frequent youth confinements being utilized due to short staffing, almost daily. Administrators report they do get a good number of applicants however many are from candidates that live out of state, either in Iowa or Missouri. The Administrative Office of Illinois Courts (AOIC) does not offer reimbursement for staff positions if the employee lives out of state, a policy that is a significant impediment to hiring in Adams County. It is common in border communities like Quincy, IL for residents of one state to be employed in another. The rule of only permitting reimbursement for in-state employees significantly reduces the applicant pool.

There were six staff working at the time of the inspection, which is more than are typically scheduled on a shift. When the inspection was conducted a facility training was taking place, which brought the additional staff to the facility. Despite having six staff present for only 14 youth, there were still youth on a confinement rotation. This was attributed to some assaults and fights on previous days. Most shifts only have four JDOs on duty.

The facility is budgeted for four shift supervisors, one of which is vacant. The three supervisors are insufficient to cover all waking hour shifts in each week. As such, there are shifts during the week in which a supervisor is not present. In these cases, the most senior Detention Officer is in charge of the shift. County Detention Standards require that a shift supervisor be scheduled and available during all youth waking hours. The facility will need more supervisory staff to meet this standard; as covering seven days of youth waking hours with only three employees is not sufficient, especially when vacation and absences are taken into consideration. The non-compliant finding from the 2024 Inspection Report remains.

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

- 2602.30 Personnel states: “A shift supervisor must be scheduled and available at all times and on duty during all waking hours and immediately available if not on duty during sleeping hours.”
  - Recommendations:
    - Budget for and hire more supervisory staff to ensure adequate coverage is maintained.

### **Admission Policy and Procedures**

The Adams County Juvenile Detention Center offers 24-hour coverage for admissions. The facility has ended the practice of conducting strip searches upon intake; only using such searches in the event there is suspicion that the youth is in possession of contraband.

Prison Rape Elimination Act (PREA) requirements include an assessment to determine risk for victimization within 72 hours of each youth’s admission and periodically throughout a youth’s confinement. Inspection reports from 2022 – 2024 found the facility had not implemented such a process. The facility did start to do so in 2025. All youth files that were reviewed contained such an assessment, so this area is considered compliant at this time. Interviewed youth were familiar with PREA, however all of them reported they had just learned about PREA during a focus group the week prior to the inspection and not during the admission process. It is good that the facility has conducted a group orientation to youth regarding PREA, however to become fully compliant in this area the facility needs to incorporate such training into the youth admission process. The facility has taken steps to have a formal PREA audit conducted as required by federal law and needs to follow through on this initiative.

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

- 2602.50 Admissions Procedures states: “ An agency shall employ or designate an upper-level, agency-wide PREA coordinator with sufficient time and authority to develop, implement, and oversee agency efforts to comply with the PREA standards in all of its facilities.”
  - Recommendations:
    - Conduct a PREA Orientation for all youth during the intake process.
    - Update the Resident Orientation Handbook to include an overview of PREA.
    - Hire a PREA Officer to supervise facility compliance with PREA standards.
    - Pursue a formal PREA audit.

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

In 2019, the facility took steps to implement a cognitive-based programming model with the assistance of external consultants. The program includes a token economy system in which youth earn points throughout the day that are converted into a three-tiered level system with graduating incentives. The facility also utilizes immediate reinforcements to recognize youth for positive behavior. Youth can use these “tokens” to make purchases from the commissary system, which mostly contains snacks and hygiene products. Unfortunately, the limited staffing at the facility has interfered with much of the intended programming. The facility used to run daily cognitive-behavioral focus groups; however, these groups are rarely done now due to the limited staffing levels at the facility. Since the beginning of 2024, youth have been subjected to rotating confinements due to low staffing numbers. The volume of this

confinement renders the facility incentive program virtually meaningless and out of compliance with County Detention Standards. According to facility confinement data, youth and staff reports, these operational confinements continue to occur almost daily. These confinements were also observed on the day of the inspection, despite the fact there were six staff working with only 14 youth.

The facility utilizes a timeout system to address inappropriate behavior. Facility policy is consistent with County Detention Standard requirements, indicating confinement is only to be used as a short-term intervention until the youth has de-escalated. Practice, however, does not always match stated facility policy.

#### 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:
    - Continue efforts to hire enough staff to avoid the use of operational confinements.
    - Implement procedures to ensure staff utilize behavioral confinement in a manner consistent with County Detention Standards.

#### Medical and Health Care

An Adams County Health Department nurse is on-site three times per week (an increase from two in 2024). The nurse conducts medical assessments for youth intakes and packages youth medication for administration by detention center employees. There is not a physician present at the facility, but one does partner with the health department to provide oversight to the facility. A second nurse was added, slated to start at the end of March, increasing coverage to five days per week.

There are definite improvements since the 2024 Inspection Report, however, there are gaps in medication management for youth intakes while the nurse is away. Packaged medications were much better organized than what was observed on prior inspections and documentation indicated medication was being administered appropriately. The nurse has a process for confirming youth medication upon admission, however, gaps remain when the nurse is not on-site. There is a large time period between Thursday – Monday that the facility is currently without a nurse. Interviewed staff indicated they did not understand the appropriate steps for verifying youth medication. County Detention Standards require “any medication in the possession of a youth at admission shall be labeled for identification and withheld until a medical doctor determines the disposition. This determination shall be made at the earliest possible time, but in no instance shall it exceed eight hours after admission or within the time interval specified for administration of the medication on the prescription container, whichever is less.” The facility needs to have a method for having medications verified by medical personnel even when they are not present at the facility.

Physicals were observed in youth files in appropriate timeframes. There is a concern about one youth whose documentation indicated he had surgery to remove a brain tumor five months prior. The facility did not have any further information on it, nor was there any documented attempts to obtain more. In a case like this, there should be attempts to gather more information and have the youth assessed by a medical doctor.

#### Areas of Non-Compliance and Recommendations

- Section 2602.50 Admission Procedures states: “Current prescription medication shall be continued without interruption unless a qualified medical professional determines in consultation with the prescribing physician, youth, and family that continuation is not indicated. . . Any medication in the possession of a youth at admission shall be labeled for identification and withheld until a medical doctor determines the disposition. This determination shall be made at the earliest possible time, but in no instance shall it exceed eight hours after admission or within the time interval specified for administration of the medication on the prescription container, whichever is less.”
  - Recommendations:
    - Implement a process to ensure minimal disruption in youth medication upon intake.
    - Hire or contract with an entity to provide psychiatric and/or psychological services.

#### Mental Health Services

Mental health services are exclusively offered through Transitions of Western Illinois as part of the MHJJ grant program. Two non-clinical, peer support employees from Transitions are on-site at the facility once per week for approximately 3-4 hours. During this time, they meet with youth on the MHJJ caseload and check-in with others on request. The facility did not have any licensed Mental Health Professionals (MHPs) providing services to youth at the time of the interim inspection, as the last one resigned in December 2024. The facility is working to develop a MOU with a local organization (Clarity Healthcare) to provide mental health services, however the MOU is not in place yet.

The facility was already out of compliance with the mental health section of County Detention Standards prior to the MHP resignation and continues to be with no on-site mental health services being provided to youth at the time of the inspection. All previous recommendations will remain.

#### Areas of Non-Compliance and Recommendations

- 2602.90 Mental Health Services states: “All facilities shall employ or contract with qualified mental health professionals to address the needs of youth identified in the mental health screening, as well as needs that arise during the period of confinement. Services shall meet or exceed the community level of care.”
  - Recommendations
    - Employ or contract with qualified mental health professionals to provide mental health services.
    - Develop individual service plans for youth in need of services.

- Ensure relevant intake screenings are shared with MHPs.
- Follow MHP guidance on youth on crisis status.
- Ensure there is clear documentation any time a youth is placed on or removed from crisis status.
- Implement methods for documenting visual checks of youth that can be retrieved and reviewed.

### **Youth Grievances**

The 2024 Inspection Report found the facility had grievance forms available for youth; however, grievances are not being responded to appropriately. Although there are some modest improvements to this process, the finding on non-compliance remains. A facility administrator is now keeping a grievance log; however, the date of the response is not being captured. Furthermore, youth are not being provided with a written response to the grievance, which needs to be implemented to reach full compliance.

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

- 2602.40 Records states: “A log of all grievances shall be maintained. The log shall include . . . the date of any appeal and the date the grievance was resolved.”
- 2602.160 Grievances states: “Superintendents shall respond to youth grievances as follows: 1) For emergency grievances, the superintendent shall provide the youth with a written response utilizing the grievance form within one working day of receipt and forward a copy for inclusion in the youth's file. 2) For non-emergency grievances not resolved by the designated detention administrator, the superintendent shall review the grievance form and supporting documentation and provide the youth with a response form within five working days of the superintendent's receipt. A copy of the response form shall be forwarded for inclusion in the youth's file.”
  - Recommendations:
    - Respond to all youth grievances with a written response within required timeframes.
    - Document response dates on a grievance log.
    - Provide youth with a grievance response form.

### **Education**

The facility has one full-time teacher that is an employee of Quincy Public School District #172 and an education liaison who manages youth enrollment. The school calendar matches the calendar of the Quincy School District, inclusive of summer school. Youth classwork is done almost exclusively through the Edgenuity Credit Recovery System. Youth can also work on schoolwork sent from their home schools.

The 2024 Inspection Report found that special education services continue to be monitored by a special education coordinator at the local high school, however the one educator at the facility is not a licensed special education teacher. This condition had not changed as of the date of the 2024 inspection. To



come into compliance with County Detention Standards, the facility will have to hire or contract with a licensed special education teacher to provide services to youth.

Additionally, the facility continues to be out of compliance with the requirement that the teacher student ratio for general education of youth be 1:12. Given the average number of youth at the facility, one teacher is insufficient to meet this standard. At least one additional teacher will need to be hired in order to move into compliance in this area. Furthermore, both youth and staff acknowledged that youth confinements interfere with the school day, resulting in youth only attending a portion of school day during certain times. County Detention Standards require five hours of education be provided to youth each day. Education delivery is not occurring on a consistent basis due to operational confinements at the facility. The findings of non-compliance with the Education portion of County Detention Standards remain in this Interim Report, as well as in the recommendations from the 2024 Inspection Report.

#### Areas of Non-Compliance and Recommendations

- 2602.230 Education states: “Each facility must designate a qualified educational authority responsible for the development and implementation of the educational program. The educational authority must ensure that: The program complies with State and federal education standards. . . Teacher student ratios are at least 1:12 for general education and 1:8 for students with Individualized Education Programs (IEPs). . . There shall be a minimum of five hours of instruction per day.”
  - Recommendations:
    - Hire a special education teacher to provide services to youth with IEPs.
    - Hire an additional general education teacher to ensure the facility can maintain required ratios for educational services.
    - Ensure all youth receive five hours of instruction per day.

#### Recommendations

Section	Recommendations
Admissions Policies and Procedures	<ul style="list-style-type: none"> <li>• Conduct a PREA Orientation for all youth during the intake process.</li> <li>• Update the Resident Orientation Handbook to include an overview of PREA.</li> <li>• Hire a PREA Officer to supervise facility compliance with PREA standards.</li> <li>• Pursue a formal PREA audit.</li> <li>• Implement a process to ensure minimal disruption in youth medication upon intake.</li> <li>• Hire or contract with an entity to provide psychiatric and/or psychological services.</li> </ul>
Personnel	<ul style="list-style-type: none"> <li>• Budget for and hire more supervisory staff to ensure adequate coverage is maintained.</li> </ul>
Discipline	<ul style="list-style-type: none"> <li>• Continue efforts to hire enough staff to avoid the use of operational confinements.</li> </ul>

	<ul style="list-style-type: none"> <li>• Implement procedures to ensure staff utilize behavioral confinement in a manner consistent with County Detention Standards.</li> </ul>
Grievances	<ul style="list-style-type: none"> <li>• Respond to all youth grievances with a written response within required timeframes.</li> <li>• Document response dates on a grievance log.</li> <li>• Provide youth with a grievance response form.</li> </ul>
Education	<ul style="list-style-type: none"> <li>• Hire a special education teacher to provide services to youth with IEPs.</li> <li>• Hire an additional general education teacher to ensure the facility can maintain required ratios for educational services.</li> <li>• Ensure all youth receive five hours of instruction per day.</li> </ul>
Mental Health Services	<ul style="list-style-type: none"> <li>• Employ or contract with qualified mental health professionals to provide mental health services.</li> <li>• Develop individual service plans for youth in need of services.</li> <li>• Ensure relevant intake screenings are shared with MHPs.</li> <li>• Follow MHP guidance on youth in crisis status.</li> <li>• Ensure there is clear documentation any time a youth is placed on or removed from crisis status.</li> <li>• Implement methods for documenting visual checks of youth that can be retrieved and reviewed.</li> </ul>