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“CHARTING CHANGE”

PROGRESS IN THE ILLINOIS DEPARTMENT OF JUVENILE JUSTICE

IYC ST. CHARLES

MODELS FOR CHANGE INITIATIVE
JOHN D. AND CATHERINE T. MACARTHUR FOUNDATION
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The John Howard Association of Illinois provides critical public oversight of the state's prisons, jails, and juvenile correctional facilities. As it has for more than a century, the Association promotes fair, humane, and effective sentencing and correctional policies, addresses inmate concerns, and provides Illinois citizens and decision-makers with information needed to improve criminal and juvenile justice.

As a partner in the John D. and Catherine T. MacArthur Foundation's Models for Change juvenile justice initiative, the John Howard Association of Illinois has been tasked with observing first hand each of Illinois' eight Youth Centers, the secure correctional facilities operated by Illinois' new Department of Juvenile Justice, and to report on the Department's progress toward reforms consistent with Models for Change goals. Progress will be measured according to "performance measures" proposed for each Youth Center and for the Department overall.

This report describes one Youth Center and the performance measures proposed for it in 2007. The report also describes first steps that have been taken by the new Department of Juvenile Justice to improve conditions and operations, as well as particular obstacles associated with the Youth Center. Collectively, the reports on all eight of Illinois' Youth Centers are intended as a resource for policymakers, advocates, Models for Change partners, the media and the public who seek to understand secure confinement as it exists for youth in Illinois and the challenge of bringing about change in the ways that Illinois now incarcerates troubled youth. Individually and collectively these reports provide a base-line reference for annual updates on the Department's progress at each Youth Center and on periodic reports on issues such as education, staffing, disciplinary practices, reentry or "aftercare" for youth, and the Department's budgetary needs.

This report draws upon the observations of volunteer citizen visitors who through the John Howard Association provide public oversight of prisons, jails, and juvenile corrections facilities. These visits bring people from many walks of life into closed institutions where they can observe activities and conditions and speak with residents and employees.

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CHAPTER THREE: “CHARTING CHANGE”
PROGRESS IN THE ILLINOIS DEPARTMENT OF JUVENILE JUSTICE
IYC ST. CHARLES

IYC St. Charles

IYC St. Charles covers 125 acres in Kane County on the west side of the town from which it takes its name, between Compton Hills Drive and Compton Hills Park to the north and Lincoln Highway, or Illinois Route 38, to the south. Chicago is about 50 miles to the east. Much of the countryside surrounding IYC St. Charles has been overtaken by urban sprawl coming from Chicago. Rooflines of new housing developments and the very modern Kane County Judicial Center are within sight. Out of sight only two miles to the east big “box” stores and, it seems, every national chain store selling fast food and consumer goods, line Randall Road, a major north-south thoroughfare.

Opened in 1904 as a “youth farm” IYC St. Charles originally consisted of several stone cottages in which boys lived dormitory style with house parents on the ground floor. There was a working farm with greenhouses, barns and out buildings as well as a chapel and gymnasium. Some of these old buildings are still standing, early 20th Century brick and stone structures now in serious disrepair. They can not easily be demolished either because of their historical significance or the cost of safely removing buildings which, we were told were contaminated with asbestos. Some buildings were built in an older style but are still in use. The older of two gymnasiums, red brick with cement was constructed in Army Corps of Engineer – medieval brick and stone style.

At the time of the John Howard Association of Illinois’s visits, IYC St. Charles was using seven housing cottages built in the 1960’s or later, a separate confinement unit, a medical unit with an inpatient infirmary, a school, a dining hall, the administration building, a new gatehouse, a separate visitation building, and a building housing mental health providers and youth counselors. There are many large trees throughout the property, lines of bushes, and open spaces. A number of unused buildings stand on the edge of pathways and down shaded lanes. Also on the grounds are a number of ball fields, a greenhouse, and a five acre pond. The Youth Center is large enough that staff frequently drives visitors from one part to another. The term “campus” fits: where some of the older red brick buildings are framed by large oaks and shaded walkways IYC St. Charles resemble a small Midwestern college.

The cottages now in use were built along differing plans depending on the date of construction. They are all one story, most with a center entranceway and two or more secure living units, each with its’ own dayroom and shower facilities. The sleeping rooms stretch down long corridors, and contain one or two beds, a combined metal sink and toilet, a desk and a stool. All rooms at IYC St. Charles have an outside window, some that look out onto trees, buildings, or fields with almost no security fencing in view.

The cottages are in fairly good repair depending principally on their age. At our visits in 2006 and 2007, not much had been done to brighten or lighten the appearance within living units. The living units displayed almost no decorations, prints, pictures or samples of student work.

The common dining hall is near the center of the property. To some John Howard Association of Illinois visitors, its interior brick pillars, dark ceiling beams, Formica tables and terrazzo floor made it a particularly dim and noisy gathering place for youth. Other visitors, however, were struck by the sense of being elsewhere than in a corrections facility. The dining hall has fairly large outside windows on three sides through which one sees trees as well as one of the “cottage” living units and some older buildings. From much of the dining hall these trees, the taller buildings, and the lay of the land almost entirely block any sign of the security fencing or razor wire that surrounds the property. The absence of visible security fencing and barriers contributes to a “campus” atmosphere.

A two story school building also fits into the “campus” atmosphere. Classrooms line the outside and inside of a corridor that is square or donut shaped. There are two or more stairways between the floors, much as in a regular public middle or high school. There are bulletin boards and some framed prints on the hallway walls. Classroom equipment, including glass-covered wooden bookshelves, seems normal. The computers being used seemed old. There was a fair amount of pictures, posters, and art work on class room walls to the extent that some seemed almost cluttered.

IYC St. Charles is the reception center for boys from the northern part of the state. Two of its housing units accommodate boys as they go through Reception and Classification. In addition to these specialized units there is a substance abuse unit, two units for boys with moderate mental health needs, while the remaining units are devoted to general population. IYC St. Charles total rated capacity is 318. Even at this level, youth have to be double bunked. Historically IYC St. Charles has operated well over capacity: at the time of an April 30, 2004 visit it held 405 boys; at the time of an April 28, 2003 visit it held 438 boys. In February and June 2006, the youth population was at 356 and 329 boys, respectively, and at the time of our visit in May 2007 the youth population was 328. IYC St. Charles is a medium security facility.

Performance Measures for IYC St. Charles

A. Physical Setting

We have described several elements of this large Illinois Youth Center property. IYC St. Charles has a youth population second only to IYC Harrisburg in number. But it has a very different kind of institutional feel. Its buildings are spread across slightly hilly grounds, three or four smaller cottages housing less than 20 youth on a wing clustered together, some under trees and some on grass fields. So there are smaller sub-divisions of housing units within the Youth Center. They have somewhat individual characteristics. And clearly at IYC St. Charles no military or geometric rule governed the placement of buildings.

1. IYC St. Charles needs to increase the amount of displayed art work, inspirational posters, notices of achievement and bulletin boards on the living units, and in confinement, treatment and dining hall.

At the time of our visits in 2006 and 2007, most housing units and other inside spaces had little by way of decorations or color on the walls. There were exceptions. The housing unit for younger boys in need of mental health treatment was decorated with posters and drawings. In contrast to the rest of the Youth Center, the school displayed lots of motivational posters, pictures of graduation ceremonies, bulletin boards with examples of student writing and art, and displays of projects. And there were promises of change: during one of our visits we were told that the visitor's center would be decorated for Mother's Day with letters boys had written to their mothers and with their photographs.

*As a **performance measure**, IYC St. Charles will take steps to become a more appealing, lively place by designating areas for displays of boys' art, awards, writings, or recognition of achievement in each unit and by establishing a program to decorate the living units and common areas throughout the facility.*

2. Repainting walls in common areas in lighter, brighter and varied colors.

*Although they vary in design, the living units are for the most part dark and drab. Some of the newer units lack window light and they are clearly built with security foremost in mind, with heavy internal doors and hard concrete walls and barriers. While IYC St. Charles staff had begun to paint walls in some locations, only a few units had been touched by the time of our 2007 visit. The substance abuse unit has been painted a light blue and the younger boys' mental health unit had also been repainted. Repainting and lightly rehabbing common areas including living units is an important **performance measure** for IYC St. Charles.*

Painting walls and hanging art would have a significant positive impact on IYC St. Charles. But with relatively little additional work and without making a huge capital investment, IYC St. Charles might be able to effectively imitate the operation and appearance of smaller and more

*child-friendly facilities such as those Illinois reformers have openly admired in Missouri. By taking advantage of the number of different, smaller and almost randomly-located groups of living units and a decentralized, campus-like layout, the Department of Juvenile Justice might be able to recreate many aspects of life in a much smaller facility. The Department might find inexpensive ways to make its several “sub-divisions” of living units different in appearance and distinct from each other. Accordingly, IYC St. Charles will satisfy an ambitious but immensely sensible **performance measure** if it retains¹ building and landscape architects to increase a sense of separation and small unit size for each of the groups of living units. This would be a first step in the development of a Youth Center that has, for staff and youth, the manageable feel of a small secure corrections facility.*

3. Taking steps to reduce noise and otherwise improve the appearance of the facility.

*IYC St. Charles has a number of spaces that are extremely noisy because of poor acoustics. These include the dining hall, confinement unit, and the older housing units. By May 2007 no changes had been made to these areas. A **performance measure** would be met if IYC St. Charles obtained advice of architectural specialists on ways to reduce noise and improve the appearance of the living units.*

4. Maintaining landscaping and recreational fields.

IYC St. Charles’ grounds are covered with mature trees and shrubs. Some areas, such as immediately around the small lake, have grown quite wild or natural. There are also mowed lawns and open fields on the property. There are several ball fields and outdoor basketball courts which are maintained by youth on work crews. But make no mistake: IYC St. Charles is no garden of Eden. Entire buildings are boarded up in total disrepair, there are portions of the property that are clearly minimally maintained, and there are areas that are cluttered with equipment including state utility vehicles that appear to be stored on the property.

During our May 2007 visit we observed boys planting seasonal flowers and cutting grass, one of the jobs for youth. IYC St. Charles seems the ideal place for an ambitious vocational program in horticulture or agriculture.

*As a **performance measure** IYC St. Charles would develop and implement a plan to take advantage of the planting and open areas on the site for landscaping, horticultural or agricultural instruction. The facility could support ambitious vocational education programs in any of these areas.*

5. Meals and food service

Meals are served at St. Charles in a central dining hall large enough to accommodate boys from several housing units at one time. After going through a cafeteria line, boys eat at tables with

¹ One of our visitors has wondered whether the Department of Juvenile Justice could find architectural firms that would submit designs for existing Youth Centers in a judged, publicized competition. This idea might have less currency since the onset of the deep recession plaguing the country in the winter of 2008-2009.

others from the unit. There was a lot of conversation among youth in the dining area. A number of youth were observed talking with staff members.

During recent visits, there has been little choice in the food boys may eat at any one meal. Within the last year or so, IYC St. Charles added a salad bar from which the boys may select fresh fruits and vegetables. For years John Howard Association of Illinois visitors heard numerous complaints about both the quantity and quality of the food served at IYC St. Charles, so the lack of complaining may be due to improvement in food services. A staff member pointed out that the kitchen has to feed 330 youth three meals a day and 150 staff several hundred more meals, or well over 1,200 meals each day. The number of youth at IYC St. Charles has decreased since by 100 since 2004 and having to serve some 300 fewer meals each day may have improved the quality of food service in what would have been a severely overtaxed kitchen.

As at most Youth Centers, the youth who we spoke with while working in the kitchen said they enjoyed the work and seemed proud of their new skills and accomplishments.

*While there has been improvement, IYC St. Charles will meet an important **performance measure** by further improving the quality and variety of its food service over the next year and beyond.*

*For the Department, one **performance measure** will be met when it has consulted with a dietary and nutritional expert to determine how well the adult menu (identical to that used for the Illinois Department of Corrections with the addition of milk) meets the needs of youth, both boys and girls.*

*A third **performance measure** would be to bring Youth Center cooks together to discuss recipes, food preparation methods, the state menu, and ideas on employing youth in kitchens or in providing them training and academic or vocational training credits at the same time.*

B. Youth at Facility; Classification

1. Can the facility document the demographic profile and delinquency history of youth at the facility, and is documentation consistent with that provided by other Youth Centers?

The Superintendent was able to provide us with a demographic profile and delinquency histories of the population at the facility. This information was consistent with information at other Illinois Youth Centers. In the format statistical information is provided, the aggregate numbers of youth in each security classification, their assignment to some special programs such as "treatment" or Half-Way Back at IYC Chicago, their race, sex and county of origin and the reason for their commitment to Department of Juvenile Justice are all shown. Thus it is possible to observe the numbers of "court evaluation" commitments which judges make without entering a finding of delinquency for the purpose of having youth assessed by the Department of Juvenile Justice. At the time of our June 2006 visit to IYC St. Charles 60 of its youth population were committed on the strength of these "court evaluations."

The data form given the John Howard Association of Illinois does not show the race or county of origin for youth by security classification, by the reason of commitment to the Department of Juvenile Justice, or by program assignment. This information has to be specially produced or gleaned from the daily population lists which the Department of Juvenile Justice is able to generate, a time taking and not completely accurate exercise.

Deeper information, such as a tabulation of youth delinquency histories, is not available. These must be obtained by reviews of individual files. Thus, at the time of our visits in 2006 and 2007, it would have been difficult to create an accurate profile of youth showing, for instance, the number of prior court involvements or probation status prior to their commitment, and to break this information down by county or region in the state from which they were committed. Thus while the number of youth committed for low level offenses appears high, it is impossible to determine the average number of prior contacts with juvenile justice authorities experienced by youth committed after being adjudicated delinquent for his or her involvement in a low-level criminal case.

Because a large percentage of girls are assigned to one Youth Center the collection and analysis of demographic information for girls would be easier than it is for boys. But there is a general consensus that girls and the way they are assigned to facilities and programs are not representative of the ways boys are assigned to facilities and programs.

*An important **performance measure** for the Department of Juvenile Justice will be met when it has the capability to collect, store and analyze information about youth across many parameters, and to produce in depth profiles of youth by county of origin, by Youth Center, by program, by race and ethnicity and by criminal charges which are the basis for findings of delinquency.*

2. Is the Reception and Classification Unit using an objective, scoreable screening instrument for determining the classification of youth?

Prior to the introduction of the John D. and Catherine T. MacArthur Foundation's Models for Change initiative, the John Howard Association of Illinois had been concerned about the manner in which youth committed to the Department of Juvenile Justice were classified. For some years, Wardens and senior staff had reported unevenness in classification along the most basic lines. We heard complaints at IYC Joliet and other Youth Centers that youth who seemed minimal security risks and ready for positive programming were being assigned to maximum security facilities, and vice versa. At that time, the final classification decision was made in Springfield in an Illinois Department of Corrections office, and not by staff who actually saw youth at the Reception and Classification Centers. There were suggestions that youth's classifications were influenced by the location of empty beds, but of course this could not be proven.

Soon after creation of the new Department of Juvenile Justice, the Acting Director returned the responsibility for determining a youth's classification and assignment to a Youth Center to his Department. Janice Shallcross, soon to be promoted to Deputy Director, was given individual responsibility for classification decisions. In our 2006 visit, some John Howard Association visitors reviewed several files with Ms. Shallcross. As she explained, her decision process relies on application of various screening tools but is tempered with individual discretion. Thus, a

youth who was committed for the commission of two aggravated batteries and would have been classified “maximum security” on that basis, was classified medium security after a file review showed that the offenses arose from pushing incidents against a teacher in a public school, and then a teacher in a detention center while the youth was in custody as a result of the first incident. Police statements indicated that a bare minimum of violence was involved and that there were no injuries to teachers. Had the victims not been teachers, the likely charge underlying the delinquency petition would have been misdemeanors. Given a lack of any other history, Ms. Shallcross dropped the youth’s classification to “medium.” Visitors thought this outcome much more appropriate for the youth than classification as maximum security.

Since the Department of Juvenile Justice assumed decision-making authority over classification, we have heard one or two staff suggest that youth seem arbitrarily assigned to facilities based on the number of empty beds at each Youth Center, but nothing like the level of complaints heard before Department of Juvenile Justice was established.

The method by which Youth are classified still merits examination. The following describes our understanding of the process as we observed it at IYC St. Charles in 2007.

Shortly after a youth arrives, the Reception and Classification Unit administers a variety of screening instruments that measure the youth’s level of substance abuse (TCU II, and GAIN), violent behavior, anger management issues and suicidal or self-harm ideation. Staff members on the unit perform a suicide probability test and a screen for other potential mental health issues. If the youth tests high on the screening instrument a mental health professional from Reception and Classification undertakes a full blown mental health exam for that youth.

The staff completes a social history of each youth which contains identifying information, the name of the youth’s legal guardian with contact information, and a criminal history up to and including the committing offense. The staff also assesses “bunking criteria” for each youth based on age, size and history of violent behavior towards others. Department of Juvenile Justice leadership and clinical staff acknowledge that the screening instruments and assessment tools the Department uses are neither “state of the art” nor adequate for capturing data about the social histories and needs of youth committed to Department of Juvenile Justice.

The task is made more difficult because, we were told, many youth arrive at the Reception and Classification Center without full court records or, more usually, social histories prepared by county Probation Departments. School records are provided even less frequently than court documents. Staff try to obtain these, but are not always successful before the youth needs be transferred to a facility. Sometimes the youth’s lack of school attendance is a major factor in making records hard to obtain. Some counties simply do not provide accurate school information to Department of Juvenile Justice.

After completion of the screening tests each youth is assigned a security level based on an assessment of the youth’s likelihood to try to escape from the institution.

Youth are typically in Reception and Classification for one to three weeks.

*An important **performance measure** will be met when Department of Juvenile Justice has reviewed its screening methods and tools, identified, and put to use screening instruments and processes which assure the appropriateness of each decision. A further **performance measure** will be met when the Department of Juvenile Justice is able to record and retrieve data that shows the demographic profiles and the needs including special education, mental health and drug treatment for each youth.*

*In addition, it needs be noted that the Department of Juvenile Justice does not record racial and ethnic information which will support a close analysis of disproportional minority confinement or “contact” issues. As remains true in much of the state, Department of Juvenile Justice does not record “ethnicity” separate from “race,” meaning that it cannot measure the number of black or white youth that identify themselves as Hispanic, or for that matter, as Native American or Asian. Instead the Department includes “Hispanic” as a category of race. An important **performance measure** will be met when the Department has incorporated ethnic and racial data into its records-keeping and reporting systems and can use this data to monitor the treatment of different racial and ethnic groups within its resident population.*

3. Is St. Charles only housing youth who are in need of medium security?

All youth at IYC St. Charles, except for those in Reception and Classification have been classified as needing medium security. We saw no evidence that youth at IYC St. Charles were classified inappropriately.

4. Is a youth at St. Charles able to be transferred to a facility with a lower security classification when his need for medium security ends?

When staff at IYC St. Charles believes that a youth assigned there has progressed to a point at which his security classification should be changed, he is re-evaluated and a request is made to have him re-classified. That request is acted upon at the youth’s next monthly staffing, or the Program Assignment Committee (“PAC”) meeting.

C. Behavior Management and Discipline

1. Modifying behavior management and institutionalizing balance and restorative justice

There have been modifications to behavior management systems in both the school and in the rest of the facility. The school began using a positive reward system that the principal had observed in a near-by school. Each youth is assessed each day in five areas in each of his classes. The areas include: interaction with peers and staff; work completion; organization and preparedness; and, compliance with school rules. The system in use is similar to a commercially-available system called PBIS (Positive Behavior Intervention Strategies) in that it rewards good behavior with “currency” that can be spent at the school store. The program is a personal innovation by the principal. John Howard Association of Illinois visitors felt unsure that the program would be maintained once the current principal leaves.

Under the direction of the Superintendent there was at the time of our visit in June 2006 a push to try alternatives to confinement for misbehaviors. Informally, staff members are being encouraged to try to deescalate situations and talk kids down. The Superintendent proposed to use conflict resolution teams to deal with negative youth behaviors and youth outbursts.

But in neither 2006 or by the time of our 2007 visit had there been a single comprehensive introduction to or description of the new Department's approach to discipline or use of balanced and restorative justice principles in the day-to-day interactions between staff and youth.

2. Increases in awards and recognition for good behavior.

A number of key staff interviewed by John Howard Association visitors in 2006 and 2007 enthusiastically endorsed the use of positive rewards in behavior management. Overall, the impression John Howard Association of Illinois' visitors had was that much of IYC St. Charles' staff are actively involved in creating positive activities for boys and in using a counseling approach over application of punishment centered on confinement. A Case Work Supervisor with more than 12 years' experience and another senior staff member described their own preference for talking with youth rather than "writing them up," in keeping boys busy to avoid trouble. They were positively excited when describing activities such as baseball tournaments in which different living units compete against each other and cookouts with hotdogs and chips purchased from the Resident Benefit Fund. They showed us recently-used charcoal barbecue grills. When asked whether a group of boys around hot coals was any kind of security risk, these staff assured us: "Oh, no: they're on their best behavior." To make these events work some staff members have volunteered their time or contributed funds for the purchase of food or refreshments.

In other ways IYC St. Charles attempts to credit achievement. Youth who graduate from eighth grade, high school, or receive their GED are given a graduation ceremony. Parents and some visitors are invited and the dietary department does a special lunch for the graduates.

But some of the same staff who have been working hard to provide boys with activities, games, cookouts and more "movie nights" describe deep frustration: in June of 2006 no cohesive instructions about different ways that youth were to be treated had come to them from the new Department, rather they heard an assurance of a "seamless transition" and the suggestion that little would change in the administration of discipline and behavior modification. Senior staff members talked about a time when there were more recreational and educational programs and 6-7 Leisure Time Activity Specialists, rather than two, on the staff. They told us that not enough positive rewards for boys were at their disposal: too few cookouts; too much dead time on the units particularly when kids are not in school due to the lack of teachers; too few recreational activities to which youth can be sent for good behavior or some accomplishment; no access to popular computer games; too few volunteers and no real volunteer coordinator to make the best use of the volunteers that are available. In addition, we were told and we observed that not all staff share the same sentiment, and some prefer to use discipline, "tickets," restrictions and harsh orders to "control" youth.

3. Modifications in placing youth into confinement.

There has been an overall decrease in the use of confinement at IYC St. Charles. With the goal of reducing confinement for “Nuisance Behaviors” the Superintendent changed the process by which a youth is originally assigned to confinement. Previously, any Youth Supervisor could call “transport” to have a youth taken to the confinement unit if the Youth Supervisor alleged the youth had committed a Major infraction. Now except in critical situations the Youth Supervisor must call a Shift Supervisor and explain why a youth needs to go to confinement.

At the time of our visit on June 21, 2006, prior to the creation of the new Department of Juvenile Justice, about 12 – 13 youth were in confinement.² The periods of time ordered for confinement were probably shorter than had been the case historically and already the practice of shortening the period for good behavior was further reducing the length of time actually served.

Still, the type of behaviors for which youth were ordered to confinement raised concerns. The listed “charges” included theft, damage and misuse of property, “fighting,” “intimidation and threats, and health code violations. The narrative section on the charge sheets provides more details:

- § *Theft: a youth took pens from the school, hiding them in his crotch*
- § *Fighting: one or more blows struck to another boy’s head (seven days confinement for both boys involved); fist fighting with another boy (15 days confinement)*
- § *Intimidation: during an argument on the baseball field, a boy said, “I’m going to hurt you.” (Three days confinement)*
- § *Intimidation and threats: told to stop talking during line movement, a youth said, “Fuck you, I don’t want to be in this cottage;” a boy shouted at an officer, “You going to quit fucking with me, Bitch?” (Time not given at time of visit). Another boy received three days for “street-related” arguments with his roommate.*

A year later, fewer youth were being given confinement time for disciplinary offenses, and the length of time given was lower. During May of 2007 there were nine youth, on average, in confinement, and the average period of confinement was 3.5 days. In addition, all youth in confinement are seen each day by the Duty Officer of the Day and many of the youth are returned to the general population if the Officer believes the youth has “learned his lesson.”

Progress toward less use of confinement is being made. But the lack of facility-wide policies or Departmental guidance is also being felt. Some youth are in confinement for minor altercations or simply articulating frustration. It seems to John Howard Association visitors that there may be other ways to deal with the kinds of offenses for which a number of youth are still sent to confinement.

*Here as at other Youth Centers, a **performance measure** will be met when the Department of Juvenile Justice has promulgated clear policies and guidance on the use of confinement and alternatives to confinement which staff are to use for disruptive or misbehaving youth.*

² One youth was in transit and appears to have been included in the count given us.

4. Conditions on the Confinement Unit

The confinement unit is in its own building, two wings of about 10 cells each lined up along a corridor, originally holding a total of 26 boys. By May of 2007 the number of places in confinement had been cut to 20. Cells are roughly 10 x 10 feet in size, furnished with a metal frame bed, a thin mattress and a single unit sink and toilet. Each cell has an outside window with barriers. The cells are dark and gloomy. Cells are in rows along a corridor and the officer who is stationed on the unit cannot see into them without walking to the front of the cell. There are areas where boys in confinement may sit and speak with teachers who tutor them, usually for an hour or so each day, dependent on the number of teaching staff available.

At the time of our 2006 visits, IYC St. Charles had not substantially changed the conditions under which youth were held in confinement. Youth still remained in confinement cells for about 22 hours each day. They were still shackled with a lead chain whenever they were moved from their cells. (The Superintendent admitted that shackling during movement is probably unnecessary and a carry over from adult correctional practices, but said that eliminating it would be met with staff resistance.) The facility has pepper spray for use, but had not used it in the past 18 months, and probably only 2 or 3 times in the past three years. (The Superintendent says this is a decrease in use.)

At the time of our 2007 visit, the lead chains or tethers seemed to be out of use, but boys in confinement were still put in handcuffs whenever they move from their cells.

A performance measure would be satisfied by a full review of the design and use of confinement at IYC St. Charles. The unit is a grim and unhappy place in which adolescent boys are placed for misbehavior, some of which is within normal behavior for the age group. In almost every instance we reviewed, the action which led to confinement could have invited a more constructive and instructive intervention.

D. Restorative Justice

1. Is there a formal program to train staff members on the principles of BARJ?

There is no formal program at this time to train staff members on the principles of balanced and restorative justice.

2. Is IYC St. Charles making use of restorative justice principals to resolve disputes and in discipline proceedings?

Observers see and hear about staff members who informally attempt to resolve some disputes between youth through communication and by asking for reflection and an exchange of apologies. These staff members are moving in the direction chartered for the new Department of Juvenile Justice. Lacking is top-down support and clarification of exactly what the new rules

ought to be. There has been no formal training in restorative justice principals or their application in a juvenile correctional setting.

As at all Youth Centers, there was virtually no familiarity with the term “Restorative Justice” among staff at IYC St. Charles. Consequently, there has been very little movement to satisfy **performance measures** related to implementing restorative justice as a guiding principle at the Illinois Department of Juvenile Justice.

*The following **performance measures** apply to IYC St. Charles as they do to all Youth Centers at this time:*

- 1. Establishment of a program to train staff and design and incorporate a program to orient boys into a restorative justice approach to resolving disputes and correcting for past wrongs.*
- 2. Review methods now in place to resolve disputes and impose sanctions on boys at IYC St. Charles with Restorative Justice practitioners, giving consideration to adding “courts,” “circles” or “peer panels” and to otherwise incorporating restorative justice principles.*
- 3. Change disciplinary procedures and facility rules to provide for restorative justice-based responses to rule violations and disputes among boys.*
- 4. Monitor and review incident reports with a restorative justice practitioner; consider restorative justice responses to typical incidents, confer and discuss with staff, and change policies to encourage those responses.*
- 5. With restorative justice professionals, develop a program to encourage and facilitate interactions between boys and crime victims guided by restorative justice principles in cases where there is an identifiable victim and where interaction is likely to be constructive for the boy.*

3. Is IYC St. Charles monitoring the number of incident reports for comparison purposes?

The Superintendent has spent a great deal of time analyzing the use of confinement at IYC St. Charles. His analysis includes the number of incidents, where and when they occur, who is involved (both youth and staff), and the frequency and length of punishment.

*In the course of developing alternative approaches to discipline and behavior modification, a **performance measure** would be met if the Department administration published the information that has been collected by the Superintendent and administrative staff.*

4. Has IYC St. Charles developed or implemented a program to initiate interaction between youth and crime victims?

At this time there is no program at IYC St. Charles to initiate interaction between youth and crime victims.

E. Community and Family Contact

IYC St. Charles is a relatively short trip from Chicago and much of the northern part of Illinois for persons who have access to a car. (However, the entrance to the Youth Center, shifted two or three years ago from the south side of the property, is remarkably difficult to find. Access is by way of a poorly marked back road and the entrance listed at the old street address with the Post Office does not show up on computer mapping programs.) For families in Chicago, there is also suburban rail service to the town of St. Charles which is, however, a fifteen dollar cab ride from the facility. The Youth Center offers no arrangements for local transportation for visitors.

It seemed clear to the John Howard Association of Illinois visiting teams that the administration at St. Charles recognizes the importance of visiting not only for youth at the facility, but also as a way to keep parents informed about what is happening with their child. Staff members who are at the Youth Center on weekends spend some time in the visiting area, actively engaging with visitors. In addition some counselors and clinical services staff also use visits as an opportunity to begin to involve the significant adult in the youth's life in treatment or other preparation for the return to the community.

1. Steps to increase parent contact

Upon admission the facility sends a letter to the parents to let them know that their son has arrived and how they can begin visiting. Visiting normally occurs on Saturday and Sunday and holidays, but the staff do readily permit other reasonable arrangements.

2. Flexibility in admitting family visitors

The facility allows immediate family members (parents, siblings and grandparents) to visit. If the youth is a father the mother of the child and the child may visit. If the mother is a minor she must come with her parent or that of the youth. The Superintendent is liberal in allowing additional family members to visit. He recognizes that an aunt or uncle may be the best resource a youth may have when it is time to return to the community. Additionally, sometimes collateral relatives are the people who can provide closer family members with rides to IYC St. Charles.

*A **performance measure** will be met when staff members have reviewed the form and nature of information sent parents to assure openness, cultural fit, and that communications are as effective as possible. Additionally, consideration could be given to identifying boys during Reception and Classification and then again upon assignment to IYC St. Charles orientation for which family involvement, communications, or support might be most helpful to his success in*

the program. For these boys, special or targeted and continuing outreach to parents might have significant benefits.

*A second **performance measure** will be met when staff have given careful and creative consideration to ways to increase effective communications with parents, guardians or responsible family members at the outset of a youth's assignment to IYC St. Charles as an important part of developing aftercare (see below).*

As of our 2007 visit, the administration had not formally surveyed or inquired of parents about ways to increase their participation in their son's program. This step would contribute to the careful and creative review of ways to increase communications with and participation by family members, guardians and responsible family members.

3. Increasing the availability of transportation for family visitors

*A significant **performance measure** will be satisfied when the Illinois Department of Juvenile Justice and individual Youth Center administrations have taken steps to facilitate family travel to this large Youth Center. Various options such as vouchers, information on transportation in brochure form or on the Department's web site, and special arrangements with public and private transportation services and local restaurants could be used to ease the difficulties of travel for people who do not have cars or are unfamiliar with the far-Chicago suburbs. Specifically a shuttle van from and then back to the rail station could make visits by commuter train easier and more appealing for the families of youth from the Chicago area.*

The Superintendent started to go beyond establishing a shuttle service from the rail station. In 2006, he had been in contact with a vendor in Chicago that regularly provides transportation to many of the adult facilities. He hopes to set a number of locations in Chicago from which visitors can be picked up and driven in a van to St. Charles. In May 2007 the plans had not been finalized in part because of concerns about liability.

4. Activities for boys and visitors.

IYC St. Charles has a new visiting center located on the edge of the grounds. The building provides space to screen visitors for security purposes and to search youth getting visits. The visiting center is a large, brightly lit space with high ceilings. At visiting time, tables and chairs dot the room. There are several vending machines stocked with drinks and snack foods. IYC St. Charles provides decks of cards for the use of families during visits.

*A **performance measure** would be met if IYC St. Charles created a program which allowed joint or competitive athletic activity observed by visitors, an opportunity to show academic achievement in the school, or other ways in which time might be spent in some activity beyond sitting in a visiting room.*

5. Surrogate or volunteer visiting program for boys who do not receive visits.

As of 2007, there was no program involving 'surrogate' or volunteer visitors. IYC St. Charles seems to have many individual and organizational volunteers from who 'surrogate' visitors might easily be recruited.

6. Increased telephone access to parents, family or guardians.

The Department pays for one collect call per month for youth at IYC St. Charles and youth can only increase the number of allowed paid calls with good behavior. The maximum number of calls allowed is one per week.

*The telephone call limits at St. Charles, as at other Youth Centers, are too stringent. An important **performance measure** for the Department as well as IYC St. Charles will be met when the limits are increased, and a greater portion of the cost of calls born by the Department. Counselors should be encouraging frequent and positive family contact. Counseling around family issues would be enhanced for many youth if they were in touch with family members. The value of positive family contact is ridiculously out of balance with the cost of competitive-rate, direct calls from a state facility. It is harder to imagine a more favorable cost-benefit ratio for any policy the Department of Juvenile Justice might implement.*

F. **Education**

In years past the Educational Unit has often been one of the strengths of IYC St. Charles. The building in which the school sits is very like what we find in our own communities. Students attended school full-time and were offered a variety of classes at both elementary and secondary levels. There were up to four full-time vocational education programs with teaching staff. Teachers seemed animated, entire classrooms of boys engaged and on good behavior, and examples of impressive academic work including student essays were posted on bulletin boards in the hallways. The school had a well-stocked library and there were numerous vocational offerings. Jacqueline Gonzales, the principal at the time of our visits in 2006 and 2007, had been there for a number of years and was highly respected and liked by both faculty and students.

The school is impressively "normal," a little out of the 1960's with chalk boards, the traditional single unit school desk and chair, teacher's desks at the front, and bulletin boards covered with assignments and student work. A number of classrooms are furnished with solid wood bookshelf units, the kind with framed glass windows over each shelf, similar to the shelving found in some lawyers' offices. A simple shove or punch could easily shatter one of the glass windows. Yet none of the bookshelves showed signs of having been broken and repaired, and none of the teachers who we asked could recall the shelves having ever been damaged. These shelves, John Howard Association visitors concluded, documented the positive reaction that youth have to good instruction and involved teachers. The survival of fragile glass windows are evidence of a low level of physical disruption or violence over a long period of time in IYC St. Charles' school's classrooms.

1. Teaching and school staff

By the time of our May 2007 visit, things had changed at the school. John Howard Association of Illinois visitors were advised of chronic shortages of school supplies. Worse by far, the teaching staff was woefully inadequate, having fallen well below historic levels. The Youth Center showed that only 17 academic positions were filled, and two of these teachers were on extended leaves of absence. The student-teacher ratio was approximately 19.3:1, although if you look only at teachers actually available to teach the ratio rose to 21.8:1. By way of comparison in January 2002 the school at IYC St. Charles had 30 teachers with five more vacant teaching positions and a total youth population of 400, a teacher-student ratio of 13.1:1.

The teachers with whom we spoke seemed dissatisfied and angry. During our visit, at least two full classes were sitting in the library because their teachers had not come to work. Chicago's National Public Radio station had aired a piece describing the lack of classroom schooling at IYC St. Charles. Legislators were expressing shock and concern during hearings on the Department of Juvenile Justice.

Ms. Gonzales acknowledged the problems citing teacher shortages, union unrest, and changes she had made in the school day and curriculum as all adding to the problems. In the past year there had been chronic teacher shortages. Over the prior year, she was able to hire 7 teachers, but she lost three more teachers, and two of the hires were actually people transferring from one position to another, so there was minimal net gain. In addition, two teachers were on extended leaves and those positions were not even technically open, and so could not be filled.

A few months prior to our visit in 2007 she had changed the time of class periods from 45 to 120 minutes (block scheduling). The principal made the change so that more youth would earn more credits while at St. Charles. (Under Illinois law, schools don't accept credits in increments smaller than quarters.) By having one subject taught intensively for a shorter number of weeks students actually can complete credits that accrue toward eventual graduation. Unfortunately teachers have not embraced the longer instructional periods and complain that students can't sit still so long.

Another change that had recently been implemented was the creation of a 45 minute period each day in which teachers were to work with their students on a given social skill for a week. One week the topic might be accountability, another week, adaptability. Ms. Gonzales had also recently implemented the Incentive Schedule which is described above in Section C. 1. Some teachers complain they don't want to spend the time grading students every period.

Causing further problems and increased frustration for Ms. Gonzales is the chronic lack of clerical support in the school. At this time there is only one clerical person on staff and she is employed under the special education contract and has refused to do any work not related to special education. As a result Ms. Gonzales must do all scheduling for all youth, and the computations for the behavior system. These tasks leave her little time to actually assist and evaluate teachers. She has recently announced her intention to resign; her last day of work will be June 30, 2007.

On the brighter side, seven youth received their GED certificates in May 2007, bringing the total of youth on grounds who had completed high school or GED to 23.

The problems with the school and teachers at IYC St. Charles are only representative of the problem throughout the Department. But the problem at IYC St. Charles is particularly heart-rending, because the school itself has provided troubled youth a warm classroom environment and a tradition of good and caring teaching. Its diminution as a good secondary teaching institution is nothing short of tragic.

*An essential, absolutely critical **performance measure** that until fulfilled is an embarrassment, if not a legal liability, is the chronic shortage of teachers for the young people in custody of the Department of Juvenile Justice. The John Howard Association of Illinois has documented this shortage for the General Assembly, which has held hearings on the problem. Teachers must be hired in numbers and with qualifications that can meet the needs of youth in the Department of Juvenile Justice.*

2. Youth are spending time in their rooms because of insufficient teaching staff.

Three housing units were only attending class half days in May 2007. During the rest of the day they were on their living unit, engaged in outdoor recreation, working, or in the case of the substance abuse treatment unit engaged in treatment.

3. Post high school and vocational programming

IYC St. Charles has no post secondary program for youth who have earned a high school diploma or GED certificate.

On the books there are five vocational teaching programs at IYC St. Charles, auto mechanics, building trades, wood shop, commercial custodial and computer technology. In May 2007 there was no instructor for the computer technology class; other programs were staffed.

Some years ago the facility got a green house which would make teaching horticulture possible. Unfortunately the facility has never gotten an additional vocational instructor to teach the class. The administration's attempts to get volunteers to teach the class were rebuffed by the union as an unfair labor practice.

*This is a large Youth Facility at which boys with medium security classifications are housed for some period of time. What they learn and how well they learn it will influence their future. An important **performance measure** will be met when IYC St. Charles' teaching staff include qualified instructors for its vocational education programs.*

G. Health and Mental Health Services

IYC St. Charles houses a healthy population with relatively minor health care needs. It has a fully-equipped in-patient infirmary but not the staff to operate it. The infirmary is used to

conduct medical examinations and evaluations during the period of Reception and Classification. St. Charles also houses a population of boys with moderate mental health needs. These boys reside in two separate therapeutic cottages, Lincoln and Adams where they receive fairly intense counseling and are under close and, it impressed visitors, supportive supervision.

1. Extent of health care services

Health care at St. Charles is provided under a contract with HPL. At this time of our visit in 2007 nursing coverage was only available from 6 a.m. to 10 p.m. A new nurse was to join the staff which would allow 24 hour coverage from Monday to Friday.

2. Dental care, hours of service, and the applied policy for prophylactic cleaning and dental care for youth at this Center.

A full-time dentist and dental hygienist is available at IYC St. Charles. All youth in Reception and Classification are given a dental screening and urgent issues (extractions, root canals and cavities) are taken care of before the youth is assigned to another facility. Some youth enter the facility with almost no prior dental care.

The dental unit at IYC St. Charles provides the dental care for all youth at IYC St. Charles, IYC Warrenville and IYC Chicago. According to Department of Juvenile Justice policy every youth's teeth are cleaned once a year and all other routine care is provided. Youth with braces are sent to an orthodontist in the community.

A performance measure for IYC St. Charles will be met with a professional assessment of the adequacy of current medical and dental staffing and of the need for additional or differently-skilled medical health staff, including the advisability of 24 hour medical presence at the Youth Center.

3. Mental health care available to youth and families.

During our 2007 visit, Jolene Harbaugh, PhD., Mental Health Administrator and Treatment Administrator, described mental health services at the facility. The mental health staff is responsible for screening all youth who come through Reception and Classification and conducting full-scale evaluations in those instances in which it is warranted. They are also responsible for the treatment in the two special treatment cottages for boys with moderate mental health needs. These cottages each have 32 beds and operate at 75 to 100% capacity at most times.

A few years ago boys in these units were very disruptive, pulling sinks and toilets off the walls, assaulting security staff and other youth. More programming is now provided for these boys with lots of contact by the mental health staff. There are between 20 and 22 groups running every week, and although no one is forced to attend, someone follows up when a youth misses group to ask why they weren't present. This individual attention usually is successful in getting the boy to return. As a result the number of disciplinary incidents has been reduced, hygiene and

maintenance issues have been almost eliminated, and the number of “crisis” (possible suicide) was cut in half in 2006.

Dr. Harbaugh credits a coordinated approach of mental health professionals, correctional counselors and security staff all working together. A number of masters, doctoral and post-doc level interns fill out the paid professional staff.

Youth in general population also have access to the mental health staff on an as needed basis. The mental health staff sees about 50% of the entire population every week. Some youth are seen individually and others meet in groups. Many of the youth could benefit from family involvement in treatment, but it has been very difficult to accomplish. Dr. Harbaugh thought less than five families had ever participated.

The mental health staff for Reception and Classification includes: three psychologists (two positions are vacant); two mental health professionals; and, four substance abuse assessors. The Units also have 38 hours of psychiatric care each week. Covering the rest of the Youth Center are four psychologists, one social worker, seven externs, three full-time paid interns, 1 ½ FTE post docs, and a psychiatrist under contract for ten hours of psychiatric care.

Staffing for all medical, mental health and dental services is at nearly full complement. Visitors were most concerned about the lack of 24 hour coverage from medical professionals on site and the shortage of psychologists and number of hours of psychiatric care provided for the number of youth at IYC St. Charles.

A performance measure will be satisfied for IYC St. Charles when there has been a professional assessment of the adequacy of mental health services provided the population identified as having mental health issues and of the services provided the general population. It is worth mentioning that the Illinois Department of Corrections which oversaw medical and mental health services did not seek accreditation of its medical facilities, with the result that none of the Department of Juvenile Justice Youth Centers has undergone an accreditation review.

H. Recreation

1. Recreation Activities

IYC St. Charles is supposed to have two recreational or Leisure Time Activity specialists, but only one position was filled at the time of our visit in 2007. But it is ludicrous to have only two persons in this position at a Youth Center of IYC St. Charles' size. The situation is managed as well as it might be only because Youth Supervisors provide recreational planning and supervision.

Most boys get exercise daily, but the extent of staff involvement in arranging for that exercise may be to take a unit of boys to a gym or outside basketball court and to toss them some balls. Visitors left with a sense that for boys who don't like to play basketball, or who are not good at it, there are few alternative activities. .

All cottages are equipped with TVs, cards, and board games and youth spend recreation in the dayrooms of living units when the weather is bad. Many youth purchase TVs, radios and walkman at the Commissary and use them for entertainment when they are in their rooms.

Despite being understaffed with Leisure Time Specialists, Superintendent Moore began a baseball league for the boys in the summer of 2006. Each housing unit made up a team. Moore had his staff arrange inter-cottage play. The season concluded with a tournament in which the best teams played one another until a winner was determined. This practice was replicated in 2007. Initially there were some problems on some of the teams, but as the season progressed these problems worked out. Most impressively, visitors were told that boys in one of the mental health units, Lincoln Cottage, really struggled with the physical demands of the sport. But by the end of the season Lincoln Cottage boys pulled together as a team whose members supported each other and came close to winning some well-played games, gaining respect from boys in other cottages.

Superintendent Moore believes that such team experiences force kids to put aside differences and to help loosen gang affiliations, provides individual boys with an opportunity for experiencing success, and teaches teamwork. He is hopeful that these lessons will benefit IYC St. Charles youth when they return to their communities.

All equipment for recreational activities must be purchased from the Inmate Benefit Fund. This seems an unnecessary crimp on the ability of a Youth Center to provide recreation for a large number of youth with an all-too-small staff.

*An important **performance measure** will be met when IYC St. Charles' allotment of Leisure Time Activity Specialists is increased, competitive and individual recreational opportunities along the lines of Superintendent Moore's current program are increased. Boys should spend recreational time in athletic and motor skills activities more than they do, and should be given less time on the units to play card games or watch television.*

*A second **performance measure** will be met if the team sports / competitive games program initiated by Superintendent Moore is considered to become a part of an effort to effectively create separate identities for different units. Team identification may help create the sense of a smaller facility and a greater sense of individual identity for youth.*

2. Recreational Areas

IYC St. Charles has a number of outdoor playing fields. There are several baseball diamonds and space for a soccer or football field. It also has two separate gymnasiums, and additional outdoor basketball courts. Thus, although the Youth Center is large, there is an opportunity to associate different living units with one of at least two sets of recreational facilities: gym, basketball court and baseball fields. An association with one set of recreational facilities might also contribute to a greater sense of individual identity for youth.

I. Substance Abuse Treatment

The substance abuse treatment program at IYC St. Charles is a 180 day inpatient program designed and operated by the Wells Center in two living units, Harding and Cleveland. Each unit can accommodate 46 boys. However, the program supervisor, Dr. Harbaugh, told John Howard Association of Illinois visitors that she believes almost every boy at St. Charles could use the program. There are far too few slots to provide program services to even the majority of youth at IYC St. Charles. IYC St. Charles does offer most youth a program of drug education, but we did not determine how many youth enroll.

1. Operation of the program

The Wells Center program employs a therapeutic community model in which boys live and work together while participating in treatment. Each youth receives 15 hours of treatment each week. Boys in treatment attend school only in the morning. Wells Center staff members are present in the living units in the afternoon and evenings. During treatment boys move through four stages each lasting approximately six weeks. They then graduate from the program. Youth in treatment are encouraged to voluntarily participate in AA meetings conducted by Wells Center staff.

The Wells Center Program seems capably run by staff as John Howard Association of Illinois observed in 2006 and 2007. Among visitors with experience with drug treatment and drug education programs there were concerns that IYC St. Charles is relying on one or at best two models for drug treatment, a kind of “one size fits all” programming that is known to be less successful than an array of programs matched to individual treatment needs. We also shared Dr. Harbaugh’s concern that most boys at IYC St. Charles probably need some kind of treatment for substance abuse.

*At IYC St. Charles a **performance measure** will be met when its drug treatment programming is assessed by an independent reviewing or accrediting organization for adequacy in terms of the range of treatment and in terms of the number of youth who can be served.*

2. Follow up in the community

The IYC St. Charles drug treatment program offers an example of aftercare that is not available to most youth in the Department of Juvenile Justice. Boys who graduate from the program are referred to TASC for community follow-up. However, little is known by staff about the success of youth who leave IYC St. Charles with a TASC referral.

*A **performance measure** would be met, and useful information obtained, with an evaluation of the Wells Center program and the aftercare component provided by TASC. One comparison to be made would be between the relapse or return rates for youth who complete the Wells Center drug treatment program at St. Charles and are referred to a community agency, and youth who are not involved in programs and for whom no referral is made when they leave the Department of Juvenile Justice.*

Table 1: Staffing Levels IYC St. Charles

	2007	2008
Superintendents	1	1
Assistant Superintendents	2	2
Security Staff	123	114
Security Staff Supervisors	8	6
Educators	17	11
Leisure Time Activity Specialists	2	2
Counselors	14	12
Case Work Supervisors	2	2
Psychologists	3	3
Social Workers	0	0
Medical	1	1
Chaplain	2	2
Other Administrative*	41	52
Total	**	**

*This category includes maintenance, secretarial, business management, and food service.

**The total number of staff at IYC St. Charles cannot be accurately calculated from these figures because the facility has medical, mental health, and substance abuse treatment program staff who are employed contractually and are not included in these figures.

IYC St. Charles is another Youth Center whose great potential, workable physical plant and layout, and range of facilities are essentially wasted because of critical staffing shortages in specific areas.

- § As the Youth Center with the second largest population (after IYC Harrisburg), IYC St. Charles is critically short on senior or management staff. It has the same allotment of Assistant Superintendents as does the smaller Youth Centers. It has too few Captains or equivalent supervisors. And it has too few security staff to support the movement and supervision of youth which would be required if there was anything close to the educational and recreational program needed for youth at IYC St. Charles.
- § The shortage of teaching staff has eviscerated what had been a strong, valuable school. It is nothing short of absurd that a principal of a school for upwards of 250 youth, many of whom come in or are transferred out with little notice, lacks even one secretary or administrative assistant. The shortage of teachers, with a school schedule that is less than half time for many youth, is a travesty if not actionable.
- § The number of very good athletic facilities and outdoor fields are wasted by the Youth Center's lack of Leisure Time Specialists. The Youth Center's leadership appreciates the value of recreational activities, such as cook outs and competitive games, but has to beg borrow and finagle staff time to supervise youth and the funds for equipment and basic cook out supplies. Superintendent Moore and his Assistants have done so without complaining and staff have supported their efforts in large part, and deserve great credit all around. They also deserve support from the state for the work they are trying to do with boys at IYC St. Charles.

A positive note on staffing might be found in the treatment and counselor positions at IYC St. Charles. These have been fairly well filled. In June 2006, Treatment Department services which include the Wells Center Substance Abuse program listed 52 positions including Eric Flaherty, Senior Public Services Administrator, and Jolene Harbaugh, Public Services Administrator, and 13 intern/extern positions. Only one psychologist position was listed as "vacant." Ten of the intern/extern positions in the Clinical Training Program were not filled by name, which may simply reflect the temporary nature of internships. Many of the filled positions are part time under contract and as we have noted, the adequacy of services that can be provided when all staff are in place needs to be evaluated. But at least most positions are filled.

But even in the instance of treatment and counselor positions, the absence of staff elsewhere severely limits the value of the work that paid professional staff is performing. The drug treatment and therapy staff provides may be the best and most appropriate possible, yet without follow-up after a youth leaves IYC St. Charles, every piece of research shouts out the likelihood of relapse or return to dangerous behaviors.