

Introduction

In 2007, the Illinois Criminal Justice Information Authority received a grant from the Illinois Juvenile Justice Commission to compile and present annual data on Illinois' risk factors and the juvenile justice system. The goal of this report, the *Juvenile Justice System and Risk Factor Data for Illinois: 2005 Annual Report*, is to be as comprehensive as is possible in presenting a broad range of data relevant to the work of juvenile justice professionals in the state. In addition to juvenile justice system data (juvenile arrests, delinquency petitions filed, and adjudications of delinquency), this report includes publicly available risk factor data. Together, these data can assist juvenile justice system policymakers and practitioners in developing more informed prevention and intervention policies and activities. The report data are available via the Authority's Website at www.icjia.state.il.us. (Note: Throughout this report, words and phrases that may not be universally understood appear in bold signifying that their definition appears in the Glossary in Appendix A.)

Comprehensive data on current juvenile justice system issues and trends complement the knowledge acquired by those working with youth in Illinois' juvenile justice system. Together, these data provide a better understanding of the juvenile justice system issues facing each community, each county, and the state as whole. This report catalogues data obtained by the Research and Analysis Unit of the Authority on the activities of the Illinois juvenile justice system, as well as data that allow a better understanding of the context in which Illinois youth live. The data that describes the individual, social, and environmental contexts in which youth live that can facilitate their involvement in crime and delinquency are referred to as risk factors. Following the lead of the medical community and the work done to understand factors that put individuals at risk for disease, social science researchers have begun to identify both risk and protective factors for involvement in juvenile delinquency. However, because of confidentiality mandates that preclude the Authority from releasing individual-level data and general data inaccessibility, this report does not provide individual-level risk factor data. Instead, environmental context data are presented in this report on an aggregate county level. By including environmental context data, local juvenile justice professionals can make informed decisions regarding the needs of youth in their communities.

It should be noted that much of the juvenile justice data in Illinois is reported and compiled in a manner that places significant limits on its utility. For example, data on the number of youth **adjudicated delinquent** is submitted in aggregate form, which tells us nothing about the characteristics of the youth and their offenses.

Furthermore, some data, such as on crimes against children, are not mandated to be reported or collected and are therefore subject to voluntary reporting, making such information limited in its usefulness. Even if a collection mandate exists, few are universally enforced, making much of these data unreliable as a source of prevalence data. Finally, those collecting and reporting the data often do not see the relevance or benefit of collecting data accurately, which leads to poor reporting, and ultimately provides an inaccurate view of juvenile justice system activity. The Authority has attempted to document all data limitations in this report. Practitioners are

encouraged to report discrepancies in data collection as it has been described in this document, in a joint effort to collect more accurate and complete data on Illinois' juvenile justice system.

Methodology

Most data in this document was reported at the county level. County level data may be combined to provide a description of juvenile justice system activities within a **judicial circuit**. A map of judicial circuits in Illinois is located in Appendix B. The following tasks were completed to provide the most comprehensive report possible.

Available juvenile justice data

Juvenile justice system data was amassed during the course of the Authority's work on various reports and projects. In addition, data that the Authority is mandated to collect is retained, and in many cases, regularly updated by the agency's Data Quality Control Center. The first step in this report was to assess what data were available in-house and what data were still needed.

Requests were sent to all agencies housing data needed for this report.

Presentation of report and data

Graphical depictions of trends and maps are included with detailed text that provides a basic explanation of the system, so that an overview of juvenile justice in Illinois is accessible and understandable. Due to the expected diversity of readers of this report, the document was written and constructed in a manner that allows readers who are unfamiliar with the juvenile justice system to learn about the system from arrest to sentencing. Figures depict data typically over a 10 year span by county type: Cook County, which includes the city of Chicago, urban counties, rural counties, and **collar counties**. There are 102 counties in Illinois. Thirty-six counties in Illinois are designated as urban, including Cook and the collar counties. The rest are designated as rural. These designations may change over time with population shifts. Urban areas aside from Chicago include the Illinois side of the St. Louis metropolitan area, as well as central urban areas of Champaign-Urbana, Bloomington-Normal, and Peoria. Appendix C lists all Illinois counties by regional classification.

Finally, the data in this report are provided by **calendar year (CY)**, **state fiscal year (FY)**, or **academic year (AY)**, depending upon the time period for which the data were collected. All juvenile justice data is available in Appendix H.

The data analysis conducted for this report, found in the data summaries of each section, describe state and regional trends over time for selected data elements, and in some cases, maps depicting county level data. It should be noted that because of significant differences in the counties in Illinois, in most instances, looking at only the statewide data tells us little about what is happening at the local level. Since outliers can greatly affect statistics, counties that report zero for a data element can greatly affect the statewide rate. Conversely, for many data elements Cook County's numbers drive the statewide rate. For certain elements or issues, such as racial disparity indices, more elaborate analysis was conducted. In this report, graphs visually depict 10-year trends, while further descriptions based on the data tables in Appendix H depict five-year trends.

The *Juvenile Justice System and Risk Factor Data: 2005 Annual Report* builds on the extensive information and data contained in 2004 annual report, in addition to other documents recently completed on the juvenile justice system. Several changes were made during the development of the report to improve consistency, organization, and readability. For consistency, throughout this report, the term *youth* is used to describe individuals ages 18 and under. *Student* is used to refer to youth enrolled in school, and *child abuse* refers to abuse against a youth.

It is important to note that in the Illinois juvenile justice system, youth 17 years of age and older are considered adults (705 ILCS 405/5-105(3)). Therefore, information on that age group is not reported as youth crime data.

The race and ethnic group categories used in this report are based on U.S. Census Bureau data. Census data are self-reported by individuals, according to the race or races with which they most closely identify. These categories are socio-political constructs, should not be interpreted as being scientific or anthropological in nature, and include groups of both racial and national origins. Race categories used in this report include white, black, American Indian, Asian, and Hispanic. The category of *Asian* includes Southeast Asians and those from the Indian subcontinent. The category of *American Indian* refers also to Alaskan Native. The *Hispanic* category includes both Hispanic and Latino ethnicities.

Illinois' juvenile justice system

The juvenile justice system in Illinois operates as 102 county-level systems with some oversight by state agencies responsible for probation, detention, and corrections. Each county's juvenile justice system is comprised of a network of entities that deal with minors under age 17 who commit delinquent acts. These include:

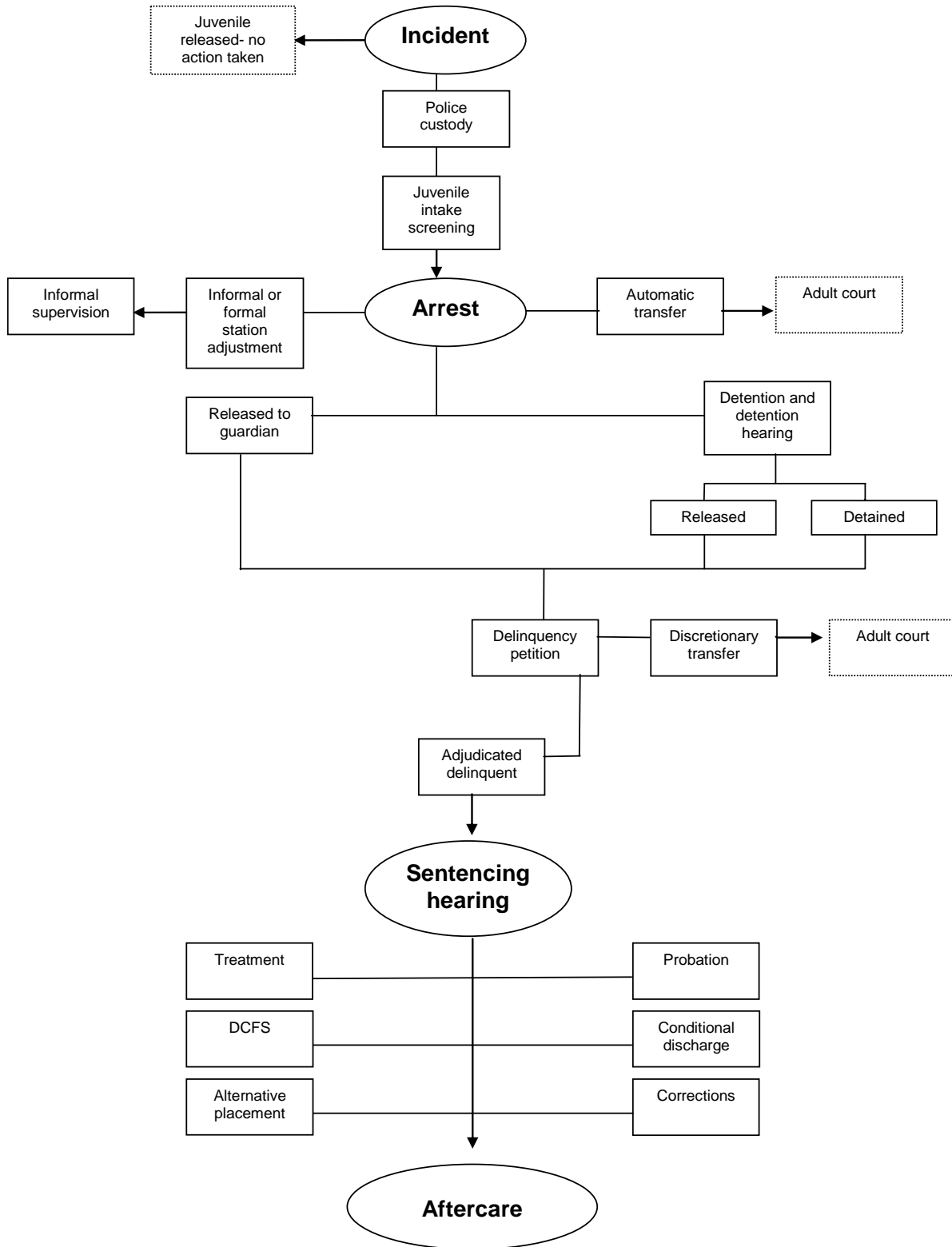
- Municipal police departments, county sheriffs, and the Illinois State Police.
- Probation and court services.
- Judges, state's attorneys, public defenders, and private attorneys.
- The Illinois Department of Corrections and the Department of Juvenile Justice.
- County-operated temporary detention centers.
- The Illinois Department of Children and Family Services and child welfare agencies.
- Private social service organizations that provide crisis intervention, foster care, residential placement, counseling, and other services.
- Schools.
- Neighborhood-based organizations and coalitions.

The flowchart presented in *Figure 1* depicts the stages in the juvenile justice process. Some variation exists across counties in how specific types of cases are handled. For instance, some counties may have several types of diversionary programs available, while others have few resources for young offenders. These differences may impact the way delinquency is addressed in each county.

Case-level data on youth at all stages of the juvenile justice system process would provide great insight into the efforts of local and state agencies. Unfortunately, these data are not readily

accessible. Juvenile justice data in Illinois is housed in numerous and disparate local and state agencies. This creates a barrier to understanding how youth are served by the Illinois juvenile justice system.

Figure 1
Flowchart of the Illinois juvenile justice system



Revisions to Illinois' Juvenile Court Act

In 1998, Public Act 90-590 or the Juvenile Justice Reform Provisions of 1998 was signed into law in Illinois. Among the reform provisions, the most significant change was revision of the purpose and policy statement to Article V of the Illinois Juvenile Court Act (705 ILCS 405/5-101), which addresses adoption of **balanced and restorative justice** as the guiding philosophy for the Illinois juvenile justice system.

Large pieces of legislation, however, are rarely guided by a single philosophy, and the Juvenile Justice Reform Provisions is no exception. The reform provisions also included less punitive procedures that allow for primarily first-time and less-serious offenders to be diverted from the juvenile justice system and referred to programs within the community. Also, included in the reform provisions was **extended jurisdiction juvenile prosecution sentencing**, in which a youth found guilty receives both an adult and juvenile sentence (705 ILCS 405/5-810(4)). With this sentencing strategy, the adult sentence is suspended as long as the youth does not violate the terms of his or her juvenile sentence and is not convicted of another offense. *Table 1* summarizes legislative changes that occurred with the Juvenile Justice Reform Provisions of 1998.

Table 1
Legislative changes from the Juvenile Justice Reform Provisions of 1998 by topic and citation

Topic	Citation
Balanced and Restorative Justice (BARJ) purpose and policy statement	705 ILCS 405/5-101
Prevention and early intervention legislative declaration	705 ILCS 405/5-201
<i>Changes to law enforcement practices</i>	
Station adjustments	705 ILCS 405/5-301
Creation of a Juvenile Criminal History Information System	20 ILCS 2605/55a & Reform Provision Appropriations
Submitting arrest data to the Illinois State Police	20 ILCS 2630/5
Non-secure custody or detention— placing minors in lockups with adults	705 ILCS 405/5-410
Releasing minor to parent	705 ILCS 405/3-8
Non-secure custody or detention— time spent in secure Custody	705 ILCS 405/5-410
Expungement of law enforcement and juvenile court records	705 ILCS 405/5-915
<i>Changes in prosecutor practices</i>	
Extended jurisdiction juvenile prosecutions	705 ILCS 405/5-810
Submitting delinquency petition and sentencing information to Illinois State Police	20 ILCS 2630
Community mediation program	705 ILCS 405/5-130
<i>Changes to pre-trial juvenile detention</i>	
Trial (extended time in detention awaiting trial)	705 ILCS 405/5-601
<i>Changes in probation practices</i>	
Submitting probation adjustment information to Illinois State Police	705 ILCS 405/5-305
Increase in maximum age on probation	705 ILCS 405/5-715
<i>Changes in inter-agency sharing of juvenile records</i>	
Sharing of school records	105 ILCS 10/6
Sharing of public aid records	20 ILCS 2605/55a; 305 ILCS 5/11-9
Sharing of DCFS records	20 ILCS 505/35.1
<i>Other changes</i>	
New terminology	705 ILCS 405/5-105
County juvenile justice councils	705 ILCS 405/6-12
Teen court	705 ILCS 405/5-315
Parental responsibility	705 ILCS 405/5-110; 705 ILCS 405/4-9
Funding	Reform Provisions appropriations
Victims rights	705 ILCS 405/5-115
Permanent adult status	705 ILCS 405/5-130
Increase in upper age of wardship	705 ILCS 405/5-755

Adapted from: Lavery, et al., *An Implementation Evaluation of the Juvenile Justice Reform Provisions of 1998*, ii.

Balanced and restorative justice

As of March 2006, at least 17 states have included balanced and restorative justice in the purpose clauses of their juvenile court.

¹ Balanced and restorative justice strives to balance the attention paid to the needs of all parties affected by crime: victim, offender, and community. The principles of balanced and restorative justice serve as a guide for actions taken to achieve that balance with an explicit focus on meeting the needs of crime victims. This system has three main goals:

- **Accountability.** Balanced and restorative justice strategies provide opportunities for offenders to be accountable to those they have harmed and enable them to repair the harm caused to the extent possible.
- **Community safety.** Balanced and restorative justice recognizes the need to keep the community safe. Community safety can be accomplished through balanced and restorative justice strategies by building relationships and empowering the community to take responsibility for the well-being of its members.
- **Competency development.** Balanced and restorative justice seeks to increase the pro-social skills of offenders. Addressing factors that lead youth to engage in delinquent behavior and building on the strengths evident in each youth increases their competencies.

One challenge in measuring BARJ is in identifying practices consistent with the principles of the philosophy and putting them into a measurable form. A justice system can hold offenders accountable, protect the community, and build competencies in a way that is inconsistent with the balanced and restorative justice philosophy. Incarceration is a method of holding delinquent youth accountable for their actions, but imprisonment is not restorative. Improvements in community safety can be made through aggressive policing, probation, and parole strategies, but offender control strategies are not restorative. Rehabilitation or treatment without offender recognition of or reparation for the harm caused to victims and communities also is not restorative.

Traditionally, the focus of the juvenile justice system encompasses a response to offenders and their needs and does not balance them with the needs of victims and communities. Well-known programmatic applications of the philosophy, such as **family group conferencing**, **victim offender conferencing**, and **peacemaking circle processes**, can be implemented in a manner wholly or partially inconsistent with the restorative justice philosophy. Thus, while data in this report, such as community service hours completed and amount of restitution collected, may not be a complete measure of degree to which restorative justice is implemented in the Illinois juvenile justice system, they can illustrate how much youth are giving back to their communities and to their victims.

Department of Juvenile Justice

In 2005, the Illinois General Assembly passed legislation to create the Illinois Department of Juvenile Justice, separating juveniles from the adult Department of Corrections. Upon implementation in July 2006, Illinois joined 39 other states with separate youth and adult corrections systems.

Notes

¹ Griffin, Patrick, Linda Szymanski, and Melanie King, *National Overviews, State Juvenile Justice Profiles*, National Center for Juvenile Justice Online (2005).