
An Impact Evaluation of Juvenile Probation Projects in Christian, Peoria, and Winnebago Counties

Prepared for the
Illinois Criminal Justice Information Authority

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EXECUTIVE SUMMARY

In August, 2000, the Center for Legal Studies at the University of Illinois, Springfield received \$74,785 in federal Anti-Drug Abuse Act funds through the Illinois Criminal Justice Information Authority (ICJIA) to conduct an impact evaluation of intensive probation programs operating for juveniles in Christian County (Christian County Extended Day Program), Peoria County (Peoria County Anti-Gang and Drug Abuse Unit), and Winnebago County (Winnebago County Day Reporting Center). The purpose of this evaluation was to determine how and to what extent the three programs ultimately were affecting their respective target populations, with specific attention given to determining whether each program met its goals and objectives.

While these programs all strive to provide an additional county-based sentencing option for higher risk offenders, the structure and operations of the programs vary greatly. For example, the Winnebago County DRC includes 4 months of programming, whereas youth in the Christian County EDP remain in the program during their entire term of probation. Completion of Peoria's AGDAU, on the other hand, is based on individual progression through a series of programmatic stages. Due to these and other differences, no attempts were made to compare or contrast the impact of these programs.

Each program has been operational since the fall of 1997, and has been eligible for federal funds to support their program. However, this funding ended in November 2001 and each site will need to obtain funding elsewhere. It is believed that the results of this study could be used by potential funders while determining whether to provide financial assistance for the future operation of these programs.

Methodology

The research design created for this evaluation relied on both qualitative and quantitative data collection strategies to obtain the necessary information to assess the program's impact. Data sources included: 1) field studies at the program sites and related

documentation; 2) personal interviews with program staff, judges, prosecutors, local service providers, probation officers, and others routinely involved in or aware of program operation; 3) participant program file information; 4) focus groups involving both juvenile program participants and their parents/guardians, and 5) post-release criminal arrest data.

The Programs

The Peoria County Anti-Gang and Drug Abuse Unit

The Peoria County Anti-Gang and Drug Abuse Unit (AGDAU) began accepting cases in October 1997. As implied in the program name, the target population for AGDAU is gang and/or drug involved juveniles who otherwise would be at risk for incarceration or residential placement. AGDAU is currently the only intensive probation program available for juvenile offenders in Peoria County. The goals established for AGDAU include providing the means for necessary treatment, alternatives to gang involvement, and appropriate surveillance. These goals have remained constant. If the AGDAU is successful at achieving its primary goals, it is anticipated that there will be a reduction in residential placements and IDOC commitments.

The target population for AGDAU includes juvenile offenders who have been placed on probation for known gang-related behavior and/or substance abuse offenses or behaviors. This target population includes juvenile offenders at risk of residential placement or incarceration. The Peoria Probation office screens all juvenile offenders to determine whether they meet the criteria for AGDAU participation. The screening tool administered to juvenile offenders focuses on risk factors including the instant offense, gang behavior, substance abuse, school problems and history of prior programs or treatment. In addition to a minimum score on the screening tool, the juvenile and his or her parents or legal guardians must consent to program participation and the court must enter an order requiring AGDAU as a condition of the juvenile's probation.

The program is divided into phases. Phase I, Planning and Movement Control, is designed to stabilize participants through intensive monitoring and movement control while allowing time to assess their need for treatment. Phase II, Counseling, Treatment and

Programming, involves participants in outpatient, intensive outpatient and/or residential substance abuse treatment. Participants are referred to aftercare programs following completion of intensive outpatient or residential treatment. Phase III, Community Outreach, makes participants accountable to the community through public service work. The final phase, Phase IV, Reassignment, is designed to prepare participants for transition to the regular probation caseload or termination. A “step-back” phase has been incorporated to address the anxiety experienced by many participants as they near completion of the program and go from frequent contacts and intense supervision to monthly reporting and regular field supervision.

Of the 119 participants included in the data analysis, 24 are still in the program, 50 have been successfully discharged, 44 were unsuccessfully discharged and one participant is deceased.¹ Thirty-four participants were returned to regular probation and 27 were released from probation upon discharge from the program. Of the 44 participants who were unsuccessfully discharged, 22 were discharged to IDOC for a full commitment. These data suggest that program compliance is required; participants must satisfy all program requirements or they will be considered unsuccessful and risk sanctions. If offenders are referred to treatment, they must complete it and, in addition, must satisfy the community service requirement or they will not be successfully discharged. If they re-offend or violate the program rules, there is a substantial likelihood they will be sent to residential placement or committed to the IDOC.

AGDAU is an example of a program that addresses participants’ treatment needs while imposing behavioral controls through surveillance and intensive supervision. The structure of AGDAU includes many essential elements for an effective intensive probation supervision program (IPS), such as: small caseloads; distinct, graduated phases to structure movement

¹ A total of 121 case files were reviewed. Two cases were removed from data analysis. One case was removed because the juvenile’s probation was transferred to a different county and he/she never entered the program and another was removed because the juvenile was referred to a different departmental program and did not participate in AGDAU.

through the program; strict conditions of compliance and immediate sanctions for program violations; substance abuse assessments; substance abuse treatment alternatives; behavioral controls (e.g., electronic monitoring, curfews, home confinement, random drug testing); frequent contacts with participants' families, schools and treatment providers; and intensive supervision and surveillance to deter criminal behavior.

The following recommendations may benefit the AGDAU in future operations: regular communication of program benefits to the County Board and other stakeholders in the community; cooperative effort among law enforcement and other social agencies and entities to address juvenile gang activity in the community; adopting an assessment tool to identify mental health issues upon intake; and 6-month court review of all AGDAU cases to make participants accountable if they do not progress through the program phases as required.

The Winnebago County Juvenile Day Reporting Center

The Winnebago Juvenile Day Reporting Center (DRC) began accepting program participants on December 29, 1997. Initially, three goals were stated for the DRC: 1) reduce the number of residential placements and their costs, 2) reduce the number of commitments to the IDOC, and 3) reduce the number of forcible felonies or waivable offenses. Following the second year of operation, these goals were somewhat streamlined into one overarching goal of providing "a viable, intermediate, community-based sentencing alternative for the Juvenile Court in lieu of more restrictive, costly out-of-home type placements" (Winnebago County, 2000).

The DRC is staffed by a contingent of three probation officers and one probation officer supervisor. While a youth is in the program, the DRC officers and regular field officers have concurrent supervision responsibilities. DRC clients are ordered by the court to participate in the DRC program as a condition of probation. Participants enter the program for approximately 4 months, with participation capped at 16 juveniles at any one time.

The DRC was designed for juveniles at risk of residential placement or commitment to the IDOC who were adjudicated for a forcible felony or a waivable offense. Since inception,

there has been a loosening of restrictions to allow entry of younger youth with less serious offense histories.

The DRC's hours of operation are from 2:00 p.m. until 10:00 p.m. (Monday through Friday), the time in which most juvenile crime typically occurs. During the past 4 years, DRC staff and administrators have designed a wide array of services for the youth including: Aggression Replacement Training (ART), substance abuse and health education, mentoring and tutoring, job skills and employment assistance and recreational opportunities. The DRC staff attempt to involve parents in the program. These groups, called Parent Empowerment Groups, are offered several times a year. They meet once a week for six consecutive weeks and the youth attend these meetings with their parent/guardian. Although viewed as a deficit in DRC programming by program staff and administrators alike, Winnebago County has not yet developed a viable aftercare program for DRC graduates.

Between December 29, 1997 and December 31, 2000, there were 145 admissions into the Winnebago County Juvenile Day Reporting Center. This translates to slightly more than 48 admissions each year. According to probation administrators, the program has resulted in a reduction in the number of minors from Winnebago County being sentenced to an out-of-home placement. As such, it would appear that the program goal has been achieved.

When assessing the program, it became immediately clear that one of the strongest aspects of the program is the DRC staff. Almost everyone interviewed, including youth, reported that the DRC staff is one of the greatest assets to the program. These individuals have positive attitudes, and are energetic in and committed to what they do. Members of the judiciary describe them as "amazing", and the kids report that the staff is "cool", "not stuck-up", and "actually listen to them" [the participants].

This staff has done an excellent job in building positive relationships with local social service agencies, which is reflected in the commitment of various local providers to serve as regular guest speakers to the DRC youth. They have strived to develop a comprehensive

strategy for dealing with the county's population of serious juvenile offenders by attempting to mobilize and involve various segments of the community.

However, despite various strong aspects of the DRC, as well as the fact that the program may be meeting its intended goal to provide a community-based sentencing alternative in lieu of more restrictive, costly out-of-home placements, the post-program performance of those who successfully complete the program suggests that program duration and components need to be reconsidered. Within 12 months, the majority of DRC graduates were arrested on new charges (73.8%), many of which impacted the larger community (e.g., retail theft, residential burglary, aggravated battery, etc.). The DRC may be only delaying the eventual incarceration of youth who continue to offend. The prosocial message of the DRC is not leading to a change in the behavior of as many young offenders as would have been expected from such an intensive intervention.

Within the context of Winnebago probation, the DRC target population is, as described by one interviewee, "the worst of the worst." In addition to lengthy criminal involvement, most of these youth have substance abuse histories (81.2%), mental health concerns (63.2%), and live in very unstable environments. However, the structure of the program is focused heavily on ART, recreation, and exposing the youth to prosocial activities and events. Few resources are directed to treatment at a level commensurate with the presenting needs of the clientele.

As originally conceived the program was to include mental health and substance abuse treatment services. Unfortunately, these services were not provided. Including these services in a 4-month program with limited staff numbers and other contractual resources does not seem realistic. Without an intensive treatment service component, it is difficult to imagine that a short-term intervention is going to achieve the type of behavior change necessary for these youth to succeed in either the short or long term.

If the county wishes to keep these juvenile offenders in the community and involved in the DRC, the inclusion of therapeutic interventions seem mandatory, along with the development of an aftercare component. Although these are just a few of the problems these offenders have, it does seem probable that if their substance abuse and mental health treatment needs can be met, they will be more amenable to the prosocial program components offered by the DRC program. Effective therapeutic intervention will require lengthening the program time for many participants, depending on initial treatment intensity (in-patient or out-patient), and the time it takes to transition from treatment to aftercare. Program personnel also should consider adding programmatic components focusing on mental health and substance abuse treatment issues, via the inclusion of licensed providers. Although this may take time away from some current DRC activities, events and other programming, given the needs of this population, these services should be viewed as essential programmatic elements.

The Christian County Extended Day Program

The Christian County Juvenile Probation Intensive Extended Day Program (EDP) began operation in August 1997 with the first cases entering the program in October 1997. The program's purpose is to provide an alternative to detention for juvenile offenders. The EDP's present goals and objectives include: 1) expanding supervision, 2) providing coordinated community-based services, 3) reducing new offenses that may lead to residential or institutional placement, 4) making participants accountable to the community for their behavior, and 5) reducing the illegal use of controlled substances by adjudicated delinquents.

The Extended Day Program accepts both males and females. The eligibility criteria were modified since the inception of the program in an effort to locate high-risk offenders in the early stages of the juvenile justice system. Initially, the program would only accept male and female juvenile offenders between the ages of 12-17. This range has been expanded to include offenders as young as 10 years old. According to earlier program screening criteria, participants

were required to have at least one prior delinquency adjudication and/or two or more police contacts. Currently, juvenile offenders who have not yet been adjudicated delinquent by the court but who have been under court supervision and are facing revocation or have a petition pending may be considered for the EDP. The initial screening criteria required that participants have a current offense involving violence or drugs; however, now juvenile offenders with an offense history involving drugs or violence satisfy EDP screening criteria.

The chief probation officer begins the referral process by reviewing juvenile offenders' case files to verify minimum program eligibility. If the chief probation officer decides that the juvenile meets the minimum EDP screening criteria, and there is room in the program, the juvenile is referred to the EDP Coordinator for a more in-depth screening during which program requirements are explained to the juvenile and his/her parents or guardians. Parent or guardian's consent to program participation is required for entry. At the conclusion of the screening process, the EDP Coordinator forwards a recommendation for program participation to the court. The court has final discretion regarding whether to order program participation. The court considers the individual's offense history, the referring offense and the recommendations it receives from the chief probation officer and/or the EDP coordinator.

The EDP Coordinator is the sole probation officer with responsibility for participants. All program participants are required to attend one cognitive behavior group, Moral Reconciliation Therapy, and one Life Skills group each week. Participants who are not attending a mainstream school, an alternative school, are required to participate in a high school equivalency degree program. The EDP has contracted with local service providers for individual, group and family counseling and psychiatric services. However, the Coordinator does not use a formal assessment tool to determine whether mental health services are needed but makes referrals when she becomes aware of special needs. Substance abuse services are a central program component. The EDP has contracted with a local service provider for substance abuse

education, assessments and individual and group treatment. Participants in need of residential treatment are referred to a various providers throughout the state.

The majority of the 22 participants who have been discharged from the EDP received unsuccessful discharges. Of those discharged successfully, all were released from probation. Among those unsuccessfully discharged, three were released from probation, five received full commitments to the IDOC, four were placed on adult probation, and four others had their probation revoked. The numbers of discharged participants are not sufficient for a quantitative analysis to identify correlates of successful completion. Drug treatment discharge data were available from the treatment provider for 22 of the EDP participants. Most of these participants were unsuccessfully discharged from; only one participant was successfully discharged from drug treatment.

Continuity of staffing for the EDP Coordinator has been a major issue for the program. There have been three people in that position since the program began. Other personnel changes have occurred that may effect program operations: Christian County elected a new State's attorney during the fall of 2000 and the chief probation officer for the Christian County Probation Department retired and has been replaced. Lack of continuity in staffing has presented a major challenge to the program, as have changes in ancillary positions such as chief probation officer and state's attorney. However, recent events suggest staffing may have stabilized and there are new persons in key positions who are sensitive to the impact the instability might have had on participants.

Conclusions

One of the goals of this evaluation was to provide information and assistance to other jurisdictions that may be planning similar programs. In addition to specific issues addressed in the chapters devoted to the each of the three programs, the research team identified four issues that merited further discussion in the chapter devoted to global issues. These issues include:

target population selection, substance abuse and mental health assessments, program structure and components and comprehensive communication with community stakeholders.

The single most important element of program design is identifying and selecting the target population to be served by the program. Target group selection impacts the number of participants the program can serve, the ability of the program to protect the public, and the structure and components of the program design (Clear, Hardyman, 1990). The research team recommends that programs avoid accepting lower risk juveniles into a program designed for serious and/or chronic offenders. The risk of net-widening should be avoided by incorporating a formal screening process to ensure that program acceptance is based on objective criteria.

Substance abuse and mental health assessments should be a central part of the intake process for all juvenile offenders. Quality assessments function as a guide for effective case planning by identifying the issues that put the juvenile at risk for delinquency. Program participants will garner a greater benefit from program components once their treatment needs have been addressed.

Intensive probation programs should include distinct, graduated phases to structure participants' movement through the program. These phases should include a treatment phase and aftercare to transition participants back to regular probation and the community. Program rules should require strict conditions of compliance and immediate sanctions for violations. Positive sanctions should be included to reinforce good behavior.

Program administrators should communicate with key actors outside the justice system to mobilize support for their program. Regular meetings also should be scheduled for members of the juvenile justice community. These meetings could be combined with meetings of the local Juvenile Justice Council, if one exists in the county. Counties that have not formed Juvenile Justice Councils are encouraged to do so. A comprehensive community-based response should include representatives from schools, protective services, law enforcement, justice systems and

treatment providers because the issues presented by this population of juvenile offenders transcend agencies jurisdictions (Briscoe, 1996).

Programs should take care to design programs that are empirically documented to determine the needs of the community, based on credible scientific evidence, when possible, and supported by current literature. Programs administrators and stakeholders should agree that the program is timely, addresses an important matter, and is congruent with existing institution and/or community values and practices.

CHAPTER I: INTRODUCTION

In August, 2000, the Center for Legal Studies at the University of Illinois, Springfield received \$74,785 in federal Anti-Drug Abuse Act funds through the Illinois Criminal Justice Information Authority (ICJIA) to conduct an impact evaluation of intensive probation programs operating for juveniles in Christian County (the Christian County Extended Day Program), Peoria County (the Peoria County Anti-Gang and Drug Abuse Unit), and Winnebago County (the Winnebago County Day Reporting Center). The purpose of this evaluation was to determine how and to what extent the three programs ultimately were affecting their respective target populations, with specific attention given to determining whether each program met its goals and objectives.

While these programs all strive to provide an additional county-based sentencing option for higher risk offenders, the structure and operation of each program varies greatly. For example, the Winnebago DRC includes 4 months of programming, whereas youth in the Christian County EDP remain in the program during their entire term of probation. Completion of Peoria's AGDAU, on the other hand, is based on individual progression through a series of programmatic stages. Due to these and other differences, no attempts were made to compare or contrast the impact of these programs.

Each program has been operational since approximately the fall of 1997, and has been eligible for federal funds to support their program. However, this funding opportunity will end in November 2001 and each site will need to obtain funding elsewhere. It is believed that the results of this study could be used by potential funders while determining whether to provide financial assistance for the future operation of these programs.

This report is divided into six chapters. Following this chapter, Chapter II provides a framework via the literature for interpreting the sections of this report devoted to the intensive

probation programs. The issues specific to each site will be addressed in individual chapters [Chapters III (Peoria), IV (Winnebago) & V (Christian)], and will include a review of the methodology used to evaluate the program and the evaluation findings. Chapter VI ties together issues common across the three programs.

CHAPTER II: LITERATURE REVIEW

The three juvenile probation programs that are the subject of this evaluation differ in program focus, design and structure. The program in Christian County focuses on violent offenders and includes cognitive programming and frequent contacts by the program coordinator with family members, schools and treatment providers. The program in Peoria County focuses on stabilizing offenders with substance abuse problems, securing drug treatment and addressing gang behaviors. Program officers in Peoria provide intensive supervision and surveillance of program participants. The program focus, design and structure in both Christian and Peoria Counties are consistent with an intensive supervision program (IPS) model of probation. The program in Winnebago includes program components similar to an IPS; however, its structure is consistent with a day reporting center model. The offenders are required to report Monday through Friday, from the end of the school day until 9:00 PM, and submit to random drug and alcohol testing.

Intensive Supervision Program Model

The juvenile intensive supervision program (IPS) model is a community-based intermediate sanction program typically designed to provide an alternative to incarceration for young serious offenders. IPSs emphasize small caseloads, strict conditions of compliance and immediate sanctions for program violations. Most programs require random drug and alcohol testing and emphasize the importance of education, job training, life skills counseling, involvement with community activities and the development of long-term goals for youth. (Sealock, 1997; Turner, Petersilia and Deschenes, 1992). Program designs may address the treatment needs of juvenile offenders or may focus efforts on surveillance and behavioral controls (OJJDP Planning Guide, 1994).

The goals adopted by IPSs relate to the needs of the communities they are designed to serve. The goals most often identified are punishment, diversion from institutional placement, cost-effectiveness, risk control and rehabilitation (Byrne, 1990; OJJDP Planning Guide, 1994).

The model IPS emphasizes rehabilitative goals while responding to the perceived need for greater monitoring of offenders' behavior. Rehabilitative efforts are fundamental to the risk control approach because reducing the likelihood of future offending is contingent upon affecting change in cognitive, emotional, and behavioral patterns (Clear, 1986 as cited in OJJDP Planning Guide, 1994).

Proponents of IPSs believe that the high levels of surveillance and supervision administered by program officers deter participants' criminal behavior because participants are aware of the increased likelihood of detection. In turn, proponents believe high levels of surveillance and supervision lead to the detection and arrest of offenders who are not deterred. In addition to deterrence and the arrest of offenders who are not deterred, the educational and treatment components included in IPSs increase the likelihood that the goal of rehabilitation will be achieved (Turner, et al., 1992).

The structure of an IPS usually incorporates a system of distinct and graduated phases combined with intervention strategies designed to structure a participant's movement through the program. Intervention strategies include educational programs, a system of rewards and sanctions, job training, community service, recreational/cultural activities and other rehabilitative interventions (OJJDP Planning Guide, 1994). As participants demonstrate progress by attending school, working, completing treatment and complying with other program rules, they are able to proceed to the next phase where the level of supervision and surveillance is reduced.

Evaluations of the IPS model have yielded mixed results. There is literature suggesting they are at least as effective as incarceration in reducing recidivism, especially when combined with treatment (Krisberg, Currie, Onok, 1995). However, other studies have concluded that the IPS model is no more effective for reducing recidivism than regular probation. IPSs may even increase the cost of juvenile corrections because IPS participants are subjected to higher levels of surveillance and supervision and are therefore more likely to be incarcerated due to an increased detection of technical violations (Sealock, 1997). The evidence is not clear as to whether the IPS

model of probation alone actually achieves the goals of punishment, diversion, deterrence and rehabilitation.

Day Reporting Center Model

The Day Reporting Center (DRC) model is a community based intermediate sanction characterized by highly structured programs that utilize supervision, sanctions and services coordinated from a central focus. The typical DRC emphasizes strict surveillance, high levels of treatment, and other services to offenders. The goals of most DRCs are to provide offenders with access to treatment and other services while reducing the costs of residential placements or detention.

Many DRCs operate in distinct phases in which offenders move from higher to lower levels of control based on their progress in treatment and compliance with program guidelines. The average duration for most DRC programs is 5 to 6 months (Bahn, Davies, 1998). Drug treatment is one of the most needed services among offenders. Although drug education is included in at least two-thirds of all DRCs, most DRC programs do not offer a drug treatment component on premises (Parent, Byrne, Tsarfaty, Valade and Esselman, 1995).

Other program components include intense levels of surveillance; frequent contacts with the participants' family, school and treatment providers; cognitive training, group counseling; education; life skills training; job seeking skills; recreation and leisure-time activities (Bahn, Davies, 1998).

Day reporting centers suffer from the same lack of evaluative data as other intermediate sanction programs. While some descriptive studies exist, there are little data concerning impacts (MacKenzie, 1997; Parent, 1996; Tonry, 1998).

Common Issues

This literature review provides a framework for interpreting the sections of this report devoted to the intensive probation programs in Christian, Peoria and Winnebago counties. Issues specific to a program have been addressed in the section of this report devoted to the program. The remainder of this literature review is devoted to the general issues encountered by all three programs. These issues are not unique to the programs in Christian, Peoria and Winnebago Counties. They are issues that exist for most intensive probation programs designed for serious and/or chronic juvenile offenders.

Targeting and Screening the Program Population

Program documents from Christian and Peoria Counties describe the participants targeted by program administrators as chronic offenders (Christian), gang or drug involved offenders (Peoria). It is often not clear from program documents whether these offenders would be incarcerated or placed in a residential setting absent the alternative of an intensive probation program. Program administrators in Winnebago County target delinquent juveniles convicted of forcible felonies or serious drug offenses and who are at risk of residential placement or incarceration.

The single most important element of a program design is establishing a process for identifying and selecting the primary target population to be served by the program (OJJDP Planning Guide, 1994). Target group selection impacts the number of participants the program can serve, the ability of the program to protect the public, and the structure and components of the program design. A program that fails to select offenders from the incarceration-bound population will not save money and may even increase overall system costs because intensive supervision in the community is always more expensive than regular probation (Clear, Hardyman, 1990).

Intensive probation programs may widen the net by imposing stringent controls on offenders who otherwise would have been placed on regular probation. As a result, the

program's capacity for controlling the true target population may be compromised. Diverting lower risk offenders to intensive supervision in the community, regardless of whether they are institution bound, fails to improve public protection because such offenders place the public at minimal risk. In addition, resources devoted to the program become unavailable to offenders on regular probation who may pose a greater threat to the public (Clear, Hardyman, 1990).

Although some studies have shown that intensive probation is more successful than regular probation for high-risk offenders, other studies suggest that low-risk offenders may actually fare worse in an IPS than on regular probation. Low-risk offenders may perform poorly under intensive supervision because technical violations are more likely to be detected and because adolescents tend to react negatively to the pressures created by intensive supervision (Altschuler, 1998).

Each of the three programs initially encountered difficulty developing a process for making decisions about participant eligibility using objective screening criteria. This is not an uncommon problem for new programs where screening criteria may result in too few referrals to operate the program. In two experimental IPS projects conducted by the Bureau of Justice Administration, eligibility criteria were altered several times with limited success. Other sites increased caseloads by taking high-risk cases from existing probation caseloads (Clear, Hardyman, 1990),

The *Juvenile Intensive Supervision: Planning Guide*, published by the Office of Juvenile Justice and Delinquency Prevention (1994), provides a framework for program administrators to ensure that the intended target population is being served. The process begins by defining the target population. In most jurisdictions, the goal is to target chronic offenders (offenders who have committed multiple status and delinquent offenses) and serious offenders (offenders who have committed serious property crimes or drug trafficking). The OJJDP suggests that jurisdictions first conduct a baseline study to determine whether there are a sufficient number of offenders to maintain a viable program. If the goal is to divert institution bound offenders to a

community-based program, a baseline study will describe the characteristics of the potential target group and assist program administrators in refining the selection criteria and constructing a classification instrument.

The timing of the selection procedure is critical to identifying the target population. The IPS model requires screening for program acceptance after a court sentences an offender to an institutional placement. This requirement is supported by evidence suggesting that screening offenders before sentencing encourages expansion of the target population (OJJDP Planning Guide, 1994). Some jurisdictions have addressed the target population problem by taking high-risk cases from the regular probation caseload. The rationale for this decision is that regular probation is a comparatively weak alternative for the serious cases on regular probation (Clear, Hardyman, 1990). Although this approach creates sufficient caseloads for a new program, it compromises other program goals and makes program design more difficult. Other jurisdictions allow judges to sentence offenders directly to intensive probation programs but it is hard to know whether these same offenders would not have received a probationary sentence anyway (Clear, Hardyman, 1990).

One way to avoid the problems associated with net widening is to establish a formal screening process that includes: 1) a risk assessment instrument to estimate the probability that a juvenile offender will commit another crime, 2) a client needs assessment to identify severe needs that may result in program exclusion and to assist program administrators in case planning, 3) a selection matrix that includes the salient factors necessary to determine appropriateness for program participation and ensure that program acceptance is based on objective criteria; and 4) an override procedure that requires a written explanation of the reasons for departure from the selection matrix (OJJDP Planning Guide, 1994).

Mental Health Issues

According to the 1999 Surgeon General's Report on Children's Mental Health, one in ten children and adolescents suffer from mental illness severe enough to cause some level of

impairment. Studies consistently have shown that the rate of mental disorders is even higher among juveniles involved in the justice system (Cocozza, 1997). Of the one million juveniles that come in contact with the juvenile justice system each year, it is estimated that more than 20 percent suffer from serious mental disorders (Cocozza, 1997; Yee, 2000). These disorders include anxiety, mood and conduct disorders, psychotic disorders, attention deficit and hyperactivity disorders. In addition to the occurrence of mental disorders, 50 to 75 percent of juvenile offenders also suffer from serious substance abuse problems (Cocozza, 1997; Yee, 2000). These juvenile offenders enter the juvenile justice system with complex and constantly changing treatment and service needs (Briscoe, 1996).

A federally funded study conducted by GAINS Center and the National Mental Health Association during 1998 concluded that 1) there is a lack of awareness in communities about the high prevalence of youth with mental health issues in the juvenile justice system, 2) many youth are not screened for mental health issues and, therefore, go undiagnosed and untreated, and (3) few services exist to address the mental health needs of youth in the juvenile justice system (Juvenile Court Centennial Initiative, n.d.). The problem may be even more pronounced among the minority population. Minorities are over represented in the juvenile justice system and underserved and/or inappropriately served by the mental health system (Briscoe, 1996). A study cited by Briscoe noted that

Being poor and being a member of a minority group are environmental stressors that may pose risks to children's mental health... Although the relationships are correlational rather than causal, increasing evidence about the effects of psychosocial stress on both physical and mental health supports the view that poverty and minority status pose risks for mental health (Saxe, Cross and Silverman, 1986 as cited in Briscoe, 1996).

The strategies emerging to address mental health issues in the juvenile justice system include coordinated strategic planning, multi-agency budget submissions, implementation of comprehensive screening and assessment centers, cross-training of staff and team approaches to assessment and case management (Cocozza, Skowrya, 2000). Some advocates in the field suggest that the relevant agencies should include schools, protective services, law

enforcement, justice systems and mental health systems. This suggestion makes sense given the fact that the issues presented by juvenile offenders transcend agency jurisdictions (Briscoe, 1996).

According to Coccozza and Skowrya (2000), “a major obstacle to providing necessary services and treatment for these juvenile offenders has been the absence of a reliable, valid, and easy-to-use screening tool to help the juvenile justice system identify signs of mental illness” (p. 9). The Massachusetts Youth Screen Instrument (MAYSI) is one screening tool that has shown promise for identifying youths with potential mental, emotional, or behavioral problems at entry points in the juvenile justice system. It is a short, easily administered inventory of questions that has been normed and tested on a number of juvenile justice populations. The MAYSI materials are inexpensive, the test itself takes no more than 10 minutes to administer and requires no special clinical expertise to score and interpret. The MAYSI was designed as a first-level screen to be followed by further inquiry. It is not a diagnostic tool, but is aimed at identifying juveniles who are in need of emergency or relatively short-term clinical intervention (e.g., suicide prevention, psychoactive medication, short-term intensive counseling). Research conducted to date suggests that the MAYSI may be a reliable screen for use at all levels of the juvenile justice setting (i.e., probation intake, detention, correctional facilities) to identify offenders in need of mental health services, especially those offenders that may require immediate intervention (Grisso, Barnum, Fletcher, Cauffman and Peuschold, 2001).

Multisystemic Therapy (MST) is a promising therapeutic approach for providing treatment to juvenile offenders once their mental health needs have been assessed. This approach combines services in the home and community and addresses a range of family, peer, school, and community factors (Coccozza, Skowrya, 2000). MST focuses on changing the known determinants of antisocial behavior, including characteristics of the individual youth, family, peer relations, school functioning, and family-neighborhood interactions. A randomized trial comparing MST with individual therapy in the treatment of serious juvenile offenders revealed

decreases in arrest rates, substance related offenses and other criminal offenses among the juveniles who received MST. Another study among violent and chronic juvenile offenders found fewer out-of-home placements (Schoenwald, Brown and Henggeler, 2000).

The incidence of mental illness and/or substance abuse occurring among program participants in Winnebago, Peoria and Christian counties is consistent with the statistics cited in the research on this issue.² Although the services and treatment required to address the needs of these participants may be beyond the scope, experience and resources of these programs as presently designed, the mental health issues presented by participants should be considered in connection with the potential impact they may have had on program component impacts, program completion success rates and post-program recidivism rates.

Formulating responses to the problems related to mental illness among juvenile offenders is complicated by the lack good studies and systematic information about how juvenile services are organized or delivered, the lack of data on treatment impact and effectiveness and unclear legal standards for dealing with this population (Cocozza, 1997). There is reason to believe that juveniles experience the same variety of negative outcomes as adults with severe mental illness and substance abuse issues (e.g., higher rates of hospitalization, incarceration, housing instability and homelessness, noncompliance with medications and other treatments, and higher service utilization and costs) (Cocozza, 1997). Absent improved systems to assess and treat this population of juvenile offenders in an appropriate and effective manner, they are likely to become the next generation of adult offenders (Yee, 2000).

² Sixty-three percent of the Winnebago County DRC participants have a history of mental health issues, as does 63% of the Peoria County AGDAU participants and 59% of Christian County EDP participants.

Substance Abuse and Criminal Offending

A majority of juveniles arrested during 1998 tested positive for illegal drugs at the time of their arrest (Arrestee Drug Abuse Monitoring Program, 1999). Similar findings have documented the relationship between juvenile alcohol use and criminal behaviors, with more frequent alcohol consumption being related to more arrests for delinquent acts (Greenblatt, 2000). Most experts believe that for property offenders, delinquent acts precede a juvenile's initial use of drugs and/or alcohol (Huizinga, Menard and Elliot, 1989). However, after the initial use, there is likely to be an increase in the use of drugs and/or alcohol leading to an increase in the number of delinquent offenses and the seriousness of the offenses (Anglin, Speckart, 1986). Data on the alcohol and drug use of participants in the three programs evaluated suggest that these participants follow the national trends by combining histories of illegal alcohol and drug use with delinquent behavior.

The juvenile justice community has responded to the link between the use of alcohol and/or illegal substances and delinquent behavior through numerous innovative approaches based on a therapeutic rather than punitive model of juvenile corrections. The therapeutic jurisprudence movement is based on the assumption that courts should adopt a problem-solving orientation in response to criminal offending (Boldt, 1998; Wexler, 1999). That new orientation involves the court and its officers in referring offenders to resources able to address the social and psychological precursors to their criminal offending. Breaking the cycle of substance abuse that produces criminal offending is the goal driving this movement (Hora, Schma and Rosenthal, 1999).

A growing body of literature has advocated authoritative intervention even for those juveniles whose use of alcohol or drugs has not yet reached the abuse or dependence stage, particularly when their use is likely to lead to involvement with the juvenile justice system

(Golub and Johnson, 1994; McBride, VanderWaal and VanBuren, 1999).³ McBride recommends that a substance use assessment be a central part of the intake process for all juvenile offenders. He believes that a quality substance abuse assessment would ensure that personnel making decisions about case disposition and placement of juvenile offenders are aware of the role substance use played in the commission of the offense as well as the role continued use may play in the juvenile's ability to comply with dispositional orders. Obtaining a substance abuse assessment during the intake process may have the added benefit of identifying juveniles with co-occurring mental health problems that require treatment.

The majority of interventions designed to break the cycle of substance abuse and criminal offending are directed at first time, non-violent offenders at the beginning stages of their interaction with the juvenile justice system. Drug courts have proven to be one of the fastest spreading therapeutic interventions for new, non-violent offenders (Office of Justice Programs, 1998).

These new, non-violent offenders are not the focus of the programs examined in this evaluation. The target groups these programs focus on include juvenile offenders who have substantial delinquency histories or who have committed violent offenses but are not incarcerated. Few interventions have been designed for this population of juvenile offenders. The treatment needs of this group are typically addressed by court-mandated treatment combined with a system of graduated sanctions. This approach is designed to get juvenile offenders into treatment and compel compliance with their treatment plan. Following assessment, these juvenile offenders are referred to facilities where they receive inpatient, outpatient or preventative treatment. Failure to comply with treatment can produce a probation violation that results in

³ In their report, *Breaking the Cycle of Drug Use Among Juvenile Offenders*, McBride, et al., delineate the clinical distinctions among substance use ("occasional, non-problematic use"), abuse ("recurrent and significant consequences related to repeated use") and dependence (continued uses in spite of problems related to use) (McBride, et al., p. 2, 1999).

judicially imposed sanctions.

While the literature is not consistent on the extent to which treatment reduces alcohol/drug use and delinquent acts, there is a consensus that treatment does reduce relapse and recidivism for some juveniles in the short term (McBride, et al., 1999). Given that alcohol/drug use and delinquent acts may be life-stage specific, effective short-term interventions can be important. These interventions may slow the progression of antisocial behaviors while the offending juvenile progresses through this short-term life-stage. The impact could be significant, particularly for those who progress from use to abuse and from minor offenses to more serious offenses.

Early assessment and effective treatment is needed to break the cycle of juvenile alcohol/drug use and increasingly serious delinquent acts. Quality assessments can determine whether juvenile offenders represent a risk to the community and can also form the basis for effective treatment plans that will reduce the likelihood of reoffending by addressing the issues that put the juvenile at risk for delinquency (Bilchik, 1998). Studies have shown that probation programs that combine treatment with strict surveillance can reduce recidivism by as much as 15% over surveillance-oriented probation alone (Petersilia and Turner, 1990a, as cited in Turner, 1992).

Co-occurring Substance Abuse and Mental Health Disorders

Many juveniles with a history of alcohol and drug use also report a history of problems at school, family instability and mental health problems (Demobo, 1996; Greenblatt, 2000). Among male juveniles categorized as serious offenders, this combination of persistent drug, school and mental health problems has been found to be a reasonably strong risk factor for persistent and serious episodes of delinquency (Huizinga, Loeber, Thornberry and Cothorn, 2000). Preliminary results of the Northwestern Juvenile Project, a longitudinal study of juvenile detainees in Cook County, Illinois, revealed that two-thirds of the detainees have at least one

alcohol, drug, or mental health disorder that would meet clinical standards for treatment (Teplin, 2001).

The need for concurrent treatment is clear given the co-occurrence of alcohol/drug and mental health problems and the relationship these problems have to juvenile offending. Despite the frequency with which these problems co-occur, it is often difficult for case managers to find treatment alternatives for juveniles diagnosed with substance abuse/dependence problems and a history of mental health problems. Mental health treatment providers are reluctant to accept substance-abusing patients and substance abuse treatment providers consider those with mental health issues to be ineligible for treatment (McBride, et al., 1999). Probation personnel are faced with the challenging task of finding facilities that are willing and qualified to address both substance abuse and mental health disorders. In order for treatment to be effective for juvenile offenders with co-occurring disorders, it needs to address both areas of dysfunction, be of sufficient length and be followed by appropriate aftercare (Catalano, Hawkins, Wells, Miller and Brewer, 1990/1991). Studies have shown that appropriate aftercare that addresses both alcohol/drug use and mental health problems improves treatment success rates (Rapp, Siegal, Li and Saha, 1998).

Confusion and conflict exist in the juvenile justice and treatment systems regarding who is responsible for these juveniles with co-occurring disorders (Cocozza, 1997). According to Cocozza “many of them bounce in and out of the juvenile justice system and most fall through the cracks because of their multiple and complex needs.” (p. 147). Absent improved systems to assess and treat this population of juvenile offenders, they will continue to pose problems for the criminal justice system as they become adult offenders.

Gangs in the Community

Gang behavior is an issue in Peoria and Winnebago counties and is a primary focus of the Peoria program. Although there is little evidence of gang behavior in Christian County, small rural communities are no longer immune to gangs. According to National Youth

Gang Survey⁴ data, youth gangs are expanding into rural areas (Egley, 2000). Nearly half of the survey respondents reported the presence of gang activity in their jurisdiction in 1999. Respondents in 66% of large cities, 47% of suburban counties, 27% of small cities, and 18% of rural counties reported active youth gangs. Although the estimated number of gangs (in excess of 26,000) represented a decrease from the 1998 survey, the number of actual gang members (in excess of 840,500) increased. These data suggest that the youth gang problem in this country is substantial and affects communities of all sizes.

Gangs have been defined as a group with two or more members within a limited age range who share some sense of common identify. As common symbols of gang loyalty, they may adopt a name for the gang, use symbols or colors and/or hand signs, graffiti, specific clothing styles, bandannas or hats. Youth gangs show stability over time and are associated with a particular geographical area. Criminal activity is always the central element (Esbensen, 2000). The race or ethnicity of gang members is closely tied to the community—gang members are Caucasian in primarily Caucasian communities and are African American in predominantly African American communities. While Caucasians account for 11% of gang members in large cities, they account for approximately 30% of gang members in small cities and rural counties (Esbensen, 2000).

Research in the area of gangs and delinquency has concluded that a disproportionate percentage of delinquent acts, particularly the more serious offenses, are being committed by gang members (Thornberry, Burch, 1997). The most prevalent offenses committed by gang members are larceny/theft, aggravated assault, and burglary/breaking and entering. In addition to high rates of property crimes and offenses against persons, it is estimated that 46% of youth

⁴ The 1999 National Youth Gang Survey is the fifth annual gang survey conducted by the National Youth Gang Center using the same sample of surveys done from 1996 through 1998. The population sampled includes 1,216 police departments representing large cities, 661 suburban county police and sheriff's departments representing suburban counties, randomly selected sample (n=398) of police departments serving cities with populations between 2,500 and 24,999 representing small cities, randomly selected sample (n=743) of rural county police and sheriff's departments representing rural counties.

gang members also are involved in street drug sales to generate profits for the gang (Egley, 2000).

If gang members are responsible for a large proportion of all offenses, efforts to reduce the overall amount of crime will not be successful unless those efforts include effective gang prevention, intervention and suppression programs (Thornberry, Burch, 1997). In areas where the gang problem is emerging, probation departments often lack the knowledge, expertise, and funding mandate necessary to address the problem effectively. In jurisdictions where the problem is chronic or entrenched, probation officers are faced with a multitude of hardcore gang members, increased levels of violence, and use of juvenile gang members by adults in drug trafficking. The demands on the juvenile justice system are overwhelming in both emerging and chronic gang problem communities (Chance, 1990).

Although gang environments facilitate delinquent acts, most gang members are delinquent prior to joining gangs. This finding suggests that gang programs should not be limited to intervention or suppression but should also include prevention programs for the entire juvenile population. Intervention and suppression programs should be designed to intervene in the lives of juveniles associated with gangs in order to address the risk factors (e.g., individual/family demographics, personal attributes, peer group, school, and community risk) that research has shown to be associated with gang behavior (Esbensen, 2000).

Prevention and intervention strategies have been separated into three distinct types in response to the needs of communities where gang problems are either emerging, chronic or both. Primary prevention focuses on the entire juvenile population at risk and the identification of those conditions (personal, social, environmental) that promote delinquent behavior. Primary prevention programs intervene broadly, with simple and relatively unintrusive programs, well before any problem is detectable and without any attempt to predict who is most likely to be affected by the program (Esbensen, 2000). "Gang Resistance Education Training" (commonly known as G.R.E.A.T.) is an example of a primary prevention program. G.R.E.A.T. was designed

by police officers in Arizona together with special agents of the Bureau of Alcohol, Tobacco and Firearms. It is a national, school-based gang prevention program in which uniformed law enforcement officers teach a nine-week curriculum to middle school students.⁵ G.R.E.A.T. lessons are aimed at reducing impulsive behavior, improving communication with parents and other adults, enhancing self-esteem, and encouraging students to make choices.

The preliminary results of an evaluation conducted for the National Institute of Justice found that students who completed the G.R.E.A.T. curriculum reported more pro-social behaviors and attitudes than their peers who did not finish the program or never participated. The findings suggest that this program has resulted in lower rates of delinquency and gang affiliation for students who completed it. Among other encouraging findings are that students who completed G.R.E.A.T. were more committed to school, had higher levels of attachments to and communication with their parents, were more involved in pro-social activities and were less likely to act impulsive and/or engage in risky behavior (Esbensen, Osgood, 1997).

Secondary prevention programs focus on juveniles who have been identified as being at greater risk for becoming delinquent. They target youth who are at risk of becoming involved in gangs and seeks to alter their attitudes and perceptions and improve their conflict resolution skills. "Gang Prevention Through Targeted Outreach," a program developed by the Boys & Girls Clubs of America (BGCA), is an example of a secondary prevention program. It consists of structured recreational, educational, and life skills programs geared to enhance communication skills, problem solving techniques, and decision-making abilities. The BGCA maintains records on each juvenile involved in this program including participation in program activities, school attendance, contact with the justice system, and general achievements or problems. These records allow BGCA caseworkers to reward participants for prosocial behavior or take proactive measures in the event the juvenile engages in behaviors likely to lead to gang involvement. A

⁵ The G.R.E.A.T. curriculum includes the following lessons: introduction, crime/victims and your rights, cultural sensitivity/prejudice, conflict resolution (discussion), conflict resolution (practical exercises), meeting basic needs, drugs/neighborhoods, responsibility and goal setting.

preliminary evaluation of this program did not address its effectiveness for reducing gang involvement but did conclude that it was a sound and viable approach. The researchers found that 48% of participants showed improvement in school attendance and grades. BGCA has recently expanded this program to juveniles who have become involved with gangs (Esbensen, 2000; Howell, 2000).

Tertiary prevention focuses on juveniles who are already involved in criminal activity or who are gang members. The most common tertiary prevention strategies employed during the past decade relied on law enforcement suppression tactics. These suppression tactics included high visibility special police units and adoption of new local ordinances (e.g., curfew laws, anti-loitering laws, and civil injunctions). Many of these units have been disbanded and there are Constitutional concerns with some of the new ordinances. The consensus is that these types of suppression efforts are not likely to be an effective means for combating gang crime (Esbensen, 2000).

A model program for reducing gang crime and violence developed by the Office of Juvenile Justice and Delinquency Prevention includes five strategies for dealing with gang-involved youth and their communities. These strategies are: 1) mobilizing community leaders and residents to plan, strengthen, or create new opportunities or linkages to existing organizations for gang-involved and at-risk juveniles, 2) using outreach workers to engage gang-involved youth, 3) providing and facilitating access to academic, economic, and social opportunities, 4) conducting gang suppression activities and holding gang-involved juveniles accountable, and 5) facilitating organizational change and development to help community agencies better address gang problems through a team “problem-solving” approach similar to the community policing philosophy. The OJJDP awarded grants to five communities to implement and test a model program consistent with these strategies. Impact evaluations of

these sites have not yet been completed but preliminary results have been published as a guide to other communities interested in addressing gang and juvenile crime.

The Bloomington/Normal site provides an example of a community that has implemented the OJJDP model. This site is an example of a collaborative community effort. Regular meetings of outreach workers are supplemented by monthly meetings between law enforcement, juvenile parole, adult and juvenile probation officers and school resource officers. This group meets to review the progress of project participants, discuss special problems in the community including gang activities. Outreach workers assist both project participants in the community and those who are incarcerated but expect to return in the near future. Law enforcement personnel work with other juvenile justice agencies such as probation and the prosecutor's office to provide increased gang surveillance and sanctions for gang crime. A mentoring program has been included to provide primary prevention strategies to juveniles at risk for joining gangs and the BGCA Gang Prevention Through Targeted Outreach Program has been included to provide secondary prevention strategies focusing on juveniles at high risk of gang involvement (Burch, Kane, 1999).

There are hundreds of programs in existence to address the emerging and chronic gang problems encountered by communities across the country. Despite all of this information, there is no one clear approach for solving the problems associated with juvenile gangs and delinquency. Many of these programs, however, have shown promise. It is clear that gang prevention and intervention is the responsibility of the communities where gangs exist and a multifaceted approach is necessary if any progress is to be achieved. The juvenile gang problem is one that will be best addressed through a comprehensive strategy that incorporates primary, secondary and tertiary prevention strategies (Esbensen, 2000).

CHATER III: PEORIA COUNTY ANTI-GANG AND DRUG UNIT

The Peoria County Anti-Gang and Drug Abuse Unit (AGDAU) began accepting cases in October 1997. As implied in the program name, the target population for the AGDAU is gang and/or drug involved juveniles who otherwise would be at risk for incarceration or residential placement. AGDAU is currently the only intensive probation program available for juvenile offenders in Peoria County.

This chapter is divided into six sections. Section one provides an overview of Peoria County, highlighting its population, employment and income levels, prevalence of crime and the juvenile justice system. Section two reviews the methodology used in this study; section three is a description of the structure and components of the AGDAU program. Section four provides a discussion of the issues discovered during the evaluation and includes recommendations addressing these issues. The final section is a discussion of the findings and conclusions.

Section One: Peoria County

Locale and Population

The County of Peoria is located in central Illinois along the Illinois River. It lies at the midpoint between Chicago and St. Louis, Missouri (see Figures P.1 and P.2). Peoria County is in the Tenth Judicial Circuit and the city of Peoria serves as the county seat. The city of Peoria has a population of slightly over 111,000 people (Illinois Statistical Abstract, 2000).

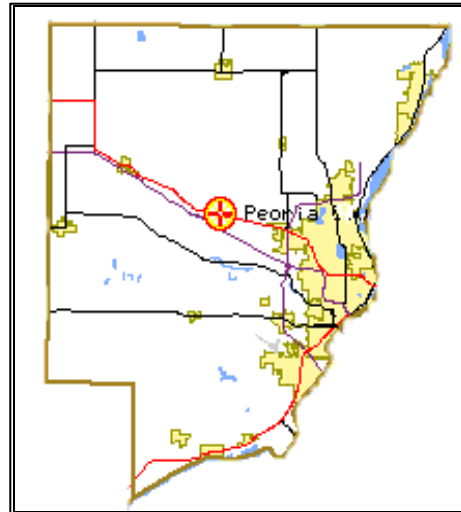
The population of Peoria County rose slightly according to the 2000 Census (183,433) from 182,800 in 1990 and 200,500 in 1980 (Geostat, 1988). The population of Peoria County ranks 11th out of Illinois' 102 counties, with a population density of 259.9 people per square mile (US Census, 2000).

This evaluation focuses on Peoria's juvenile residents, so it is important to note that juveniles between the ages of 5 and 17 accounted for 19% of the total population (US Census, 2000).

Figure P.1: Peoria County, Illinois



Figure P.2: Peoria County in Detail



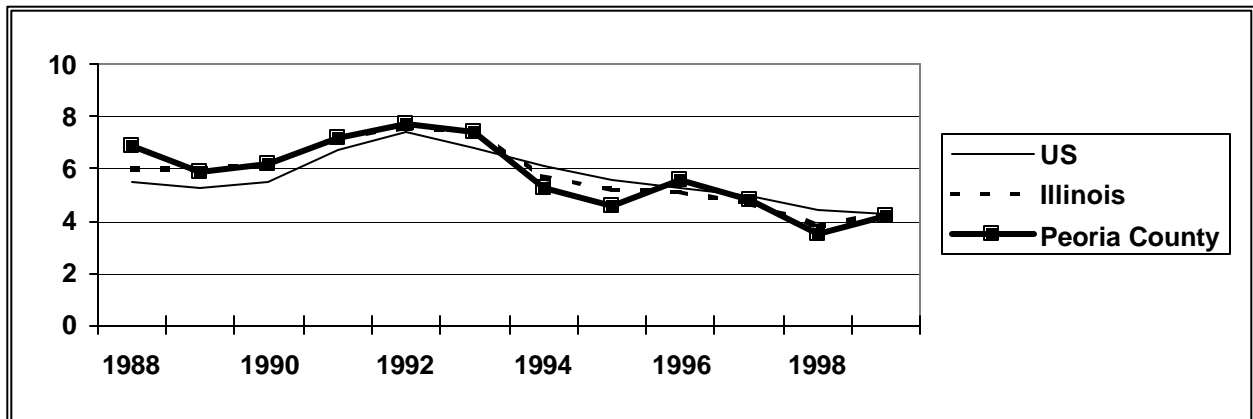
The majority of Peoria County residents are Caucasian (84.4%) with the largest minority group, African Americans, accounting for 16.1% of Peoria County residents (US Census, 2000).

Employment and Income

In 1998, the per capita personal income for Peoria County was consistent with the national average of \$27,000 and slightly less than the state average of \$29,800 (Illinois Statistical Abstract, 2000). In 1997, the county's median household income was approximately \$39,600 and in the same year 13.5% (24,264 people) of all Peoria County residents reportedly lived beneath the poverty level (US Census, 2000). Of those residents living below the poverty level, nearly half were under the age of 18 (US Census, 2000).

Although Peoria County's unemployment rate has varied greatly since 1985, it consistently has followed state and national trends (see Figure P.3). The unemployment rate in Peoria County peaked at 7.6% in 1992 and dropped to a low of 3.5% in 1998, based on the employment rates reported for period between 1988 and 1999 (Illinois Statistical Abstract, 2000).

Figure P.3: Peoria County—Unemployment Rate



There were approximately 127,000 people in the civilian work force in Peoria County in 1998. This represented an increase of 17,500 (16%) over the work force one decade earlier (Illinois Statistical Abstracts, 2000). According to 1998 statistics, the largest segment of the work force was employed in service industries (40%). Wholesale and retail trade provided jobs for 23.5% of the civilian work force followed by manufacturing at 12.3% (Geostat, 1994). Peoria is known for the steel and mechanical goods produced by its factories, from washing machines and furnaces to diesel engines and earth-moving equipment. The world headquarters for Caterpillar, known for its global distribution of tractors and road machinery, is Peoria County and is the county's largest single employer (DCCA, 2001).

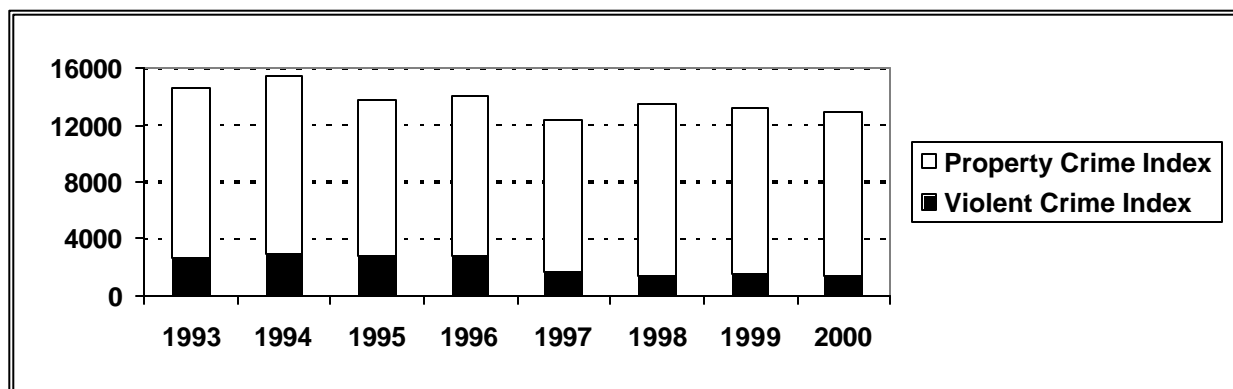
Prevalence of Crime

The number of crimes known to law enforcement as having occurred and the number of arrests made within a particular jurisdiction are the two indicators commonly used to describe levels of crime and subsequent police response rates. This information can be found in the Illinois Uniform Crime Report (IUCR), a compilation of Illinois State Police data. The IUCR includes an index of violent (murder, criminal sexual assault, robbery, and aggravated assault), and property (burglary, theft, motor vehicle theft, and arson) offenses.

Crimes Known to Police

According to IUCR data, 12,971 serious crimes were known by law enforcement to have occurred in Peoria County in 2000. As shown in Figure P.4, most of these were property offenses (89.3%). There was a negligible difference in the number of violent offenses committed between 1993 and 1996, which then dropped by more than one-third (from 2,767 to 1,701) in 1997, and continued to fall in 2000 (to 1,385). The number of Peoria County property offenses followed a similar pattern (ISP, 1995, 1997, 1999, 2000, 2001).

Figure P.4: Peoria County—Crime Index



The most common violent offenses in Peoria County are aggravated assaults (57.9%) and robbery (28.3%). The incident rates for aggravated assaults in 2000 fell by 12% and robberies by 8.2% from their 1999 levels. The murder rate for the same time period fell by 45.5%. There were 11 murders in 1999 and only 6 in 2000. The incident rates for burglary also fell by 10.9% while the only property offense to increase was theft. The theft rate increased by 4.5% and there was an even smaller increase in the arson rate. Theft and burglary account for 90.2% of all property offenses committed in Peoria County. From 1999 to 2000 reported occurrences of all four categories of violent offenses decreased, while two of the four categories of property offenses increased (ISP, 1995, 1997, 1999, 2000, 2001).

Arrests Made by Police

According to IUCR data, Peoria County law enforcement agencies saw a gradual decline in the number of arrests over the past decade. The county reported 2,273 Crime Index arrests

during 2000; 25.8% were for violent offenses and 74.2% were for property offenses. Of all arrests for violent offenses, aggravated assault accounted for the majority (83.3%), while the greatest number of arrests for property offenses were for theft (74.3%). There was a disproportionately large decrease in arrests for aggravated assault from 1999 to 2000. Arrests for aggravated assault decreased by 36% while the number of know aggravated assaults decreased by only 12% during the same time period (ISP, 1995, 1997, 1999, 2000, 2001).

Juvenile Justice System

Delinquency Petitions, Adjudications, and Probation Caseloads

Records of the Administrative Office of Illinois Court (AOIC) reveal that there were 2,053 juvenile delinquency petitions filed in Peoria County between 1995 and 1998. Slightly more than one-half of the petitions (n=908, 55.5%) led to adjudications.⁶ As displayed in Table 1, the number of petitions has been on the rise since 1995, with a substantial increase in 1998 (79.5%) over the previous year. The number of adjudications increased dramatically in 1998 as well (83.3%). Data regarding active juvenile probation caseloads as of the end of each year between 1995 and 1998 also were obtained from the AOIC. Those records, as shown in Table P.1, revealed that caseloads dropped between 1995 and 1998, and then remained fairly constant. Most recently in 1998, the county caseload was 474 juveniles, a slight increase over the previous year (AOIC, 1995, 1996, 1997, 1998).

⁶ The number of adjudications in 1996 was unavailable so that year was left out of the overall calculations of percentage of petitions leading to adjudications.

Table P.1: Peoria County—Petitions, Adjudications, and Probation Caseloads

	1995	1996	1997	1998	TOTAL
Delinquency petitions	378	419	451	805	2,053
Adjudications	197	Unavailable	251	460	Unavailable
Active probation caseload	587	444	464	474	1,969

Detention Placements and Juvenile IDOC Commitments

From 1997 through 1999, 1,760 juveniles from Peoria County were admitted to detention facilities (see Table P.2).⁷ These detention admissions include pre-adjudication admissions, admissions pursuant to court disposition, and admissions for contempt. A majority of the admissions (85.7%) were for pre-adjudication detention. The number of admissions in 1997 (499) was down from the previous year. However, the number of admissions to detention as a court disposition increased dramatically beginning in 1998 (by 639%) while other admissions remained relatively constant (AOIC, 1998, 1999, 2000).

According to AOIC records, Peoria County sent 400 juveniles to the IDOC's Juvenile Division between January 1, 1997 and December 31, 1999.⁸ As displayed in Table P.2, the pattern of admissions has remained fairly constant, ending with 125 commitments in 1999. (Data obtained from IDOC).

Table P.2: Peoria County—Detention Admissions and IDOC Commitments

	1997	1998	1999	TOTAL
Admissions to Detention				
As court disposition	18	133	87	238
For contempt	0	4	10	14
Other admissions*	481	520	507	1,508
Total	499	657	604	1,760
Admissions to the IDOC				
Evaluation	25	21	12	58
Other admissions**	112	117	113	342
Total	137	138	125	400

*Includes pre-adjudication admission

**Includes all non-evaluation admissions from Peoria County.

⁷ Data for 1994 were unavailable. Note that during that time a juvenile could have been admitted to detention more than once.

⁸ Note that during that time a juvenile could have been committed more than once.

Section Two: Methodology

The research design created for this evaluation relied on both qualitative and quantitative data collection strategies to obtain the necessary information to assess the program's impact. Data sources included: 1) personal interviews with program staff, members of the judiciary, treatment providers, and probation officers, administrators, and supervisors; 2) participant program file information; 3) focus groups involving both juvenile program participants and their parents/guardians, 4) post-release criminal arrest data, and 5) program documentation gathered from the probation department and the Illinois Criminal Justice Information Authority.⁹

Personal Interviews

Information to respond to many of the research questions regarding the operation and impact of the AGDAU was obtained from semi-structured interviews conducted in person with program staff, members of the judiciary, members of the substance abuse treatment community, and probation supervisors and administrators. Probation officers whose caseloads have been impacted by the operation of the programs also were interviewed.

During the course of this evaluation, 17 individuals associated with the AGDAU were interviewed; three individuals were interviewed twice. As displayed in Table P.3, these 17 individuals included four members of the judiciary, three program staff, six representatives of the substance abuse treatment community, three probation administrators and/or supervisors, and one field probation officer. Copies of the interview protocols are included in Appendix A.

⁹ The juvenile participants involved in this program are a protected population with regard to the regulation of research using human subjects. Appendix C contains the protocol prepared by the research team for the UIS Institutional Review Board for the Protection of Human Subjects. The Board approved the protocol. In addition, the research team sought and received permission from the chief judge of the Tenth Judicial Circuit to have access to the court files of the juvenile participants. The order also is included in Appendix C.

Table P.3: Peoria County—Interviews Conducted

	N
Program staff	3
Judicial representatives*	4
Treatment providers	6
Probation administrators and supervisors	3
Other probation staff	1

*Judicial representatives may include judges, prosecutors and defense attorneys

Participant Program File Information

With the assistance of program personnel, the evaluation team reviewed all available participant files. These data were sought:

- to obtain descriptions of the juveniles participating in the programs,
- to determine the extent to which participants met program eligibility requirements,
- to determine participants' progress and outcome in the AGDAU,
- to track participants' progress through the juvenile court process, and
- to determine the frequency of program contacts with parents/guardians, schools, and treatment providers.

A copy of the coding form is included in Appendix A.

According to AGDAU staff, 126 juveniles were ordered into the program through November 30, 2000. Case file reviews were conducted on 121; the remaining five files were not available at the time of data collection. Two cases were removed from data analysis because the juveniles did not participate in the program.¹⁰

Drug Treatment Provider Data

As originally proposed, data also were to be collected from the drug treatment agencies that provide services to the AGDAU participants. Because one primary agency performed all the assessments and then referred youth to various providers, information had to be collected from that agency. Specific elements of interest included the diagnoses at assessment and upon discharge, the number of days/hours of treatment, urinalysis results, and discharge status.

These data were to be combined with participant program data and criminal history data to determine various indicators of treatment success. Following a request initiated by the research team, administrators at the treatment provider noted that the only aspect of the treatment paid out of grant funds was the initial assessment. Therefore, information related to the assessment was all they would agree to release to the research team. The treatment provider initially agreed to provide this information to the research team in aggregate form. However, despite multiple requests from the research team and the AGDAU administrators, the data were not provided. Toward the end of the evaluation period, the research team was informed by the treatment provider that it did not have sufficient staff resources to collect and provide the assessment data that had been requested. For this reason, the research team has relied solely on treatment information from the individual AGDAU participant files.

Comparison Group

According to the original research design, the Peoria impact analysis was supposed to compare the participants to a comparison group of similar juvenile offenders in Peoria County. Unfortunately, efforts at securing a comparison group in Peoria County proved extremely problematic despite considerable efforts of probation administrators in establishing such a group.¹¹ Although the research team began this project under the assumption that the youth selected by probation administrators and placed in this group paralleled their AGDAU counterparts, in fact this group was culled from the list of youth who were screened for the

¹⁰ One of the cases was removed from analysis because the juvenile's probation was transferred to a different county. The other case was removed because the juvenile was referred to a different departmental program and never participated in AGDAU.

¹¹ Although the county uses the term "control group" to describe the group of youth selected to compare to AGDAU youth, clearly they mean to call this group a "comparison group." A control group would require random assignment of comparable juveniles to separate control and treatment groups and then administration of program components to the treatment group and not to the control group.

program but failed to meet the basic acceptance criteria.¹² If one accepts the validity of the program's basic acceptance criteria, it is clear that comparing program participants to a group that differs from them on essential characteristics can provide no valid substantive information. Any differences or similarities could be due to group differences rather than program impact.

Subsequent to a review of the files of those juveniles in that pool, the research team determined that only 12 of the youth actually were comparable to those in the program. The rest of the juveniles on the list were not placed in AGDAU because of factors that made them substantially different from the AGDAU participants (e.g., insufficient score on the screening instrument, youth refused to participate, lack of family involvement, low IQ). There were too few comparable youth for worthwhile analysis.

Focus Groups – Participants and Their Guardians/Parents

One of the major methodological challenges facing an evaluation of this program was finding a workable way of eliciting an evaluation of the program by participants and their parents. Meeting this challenge required balancing the need for valid and reliable information from offenders with the need to protect the offenders' rights as research subjects. In addition, participants are resistant to traditional means of encouraging research subjects to provide information to researchers. As a result, participants were provided with an incentive to take part in the focus groups.

Two focus groups were held in Peoria County. On March 21, 2001, parents of current AGDAU participants were invited to speak with members of the evaluation team. Three parents/guardians attended; each was offered a \$20.00 cash incentive for their involvement. Each of these parents/guardians provided the research team with permission to invite their child to a similar focus group. A copy of the focus group questions is included in Appendix A.

¹² AGDAU personnel have been tracking this "control group" to help determine whether the program is achieving its goal to reduce probation violations and IDOC commitments. However, any comparison made between the "control group" established by the AGDAU personnel and actual AGDAU participants is compromised by the fact that members of this group failed to satisfy minimum screening criteria and, in addition, receive many of the same program components. As a result, inferences made in the reports generated by the AGDAU personnel after comparing their "control group" with actual AGDAU participant outcomes should be approached with caution.

The focus group for participants currently in the AGDAU was held on April 4, 2001, and the youth were offered McDonald's \$5.00 gift certificates as an incentive to participate in the focus groups. Although several youth came to the meetings, only two had parental/guardian permission. Of the two eligible to participate in the meeting, one left after the second question was asked. A copy of the focus group questions is included in Appendix A.

Post-Release Data

In June 2001, the research team collected post-release data for all AGDAU participants. Because the time frame set forth for this evaluation was limited, recidivism was operationalized as the charges filed in the Circuit Clerk's Office for the Tenth Judicial Circuit from the date of program completion through June 2001. The data are limited to the date and type of offense charged. Disposition data was not included other than to determine post-release incarceration rates. The research team acknowledges the limitations of these data. Information was available only for arrests within Peoria County. Some of these charges will be dismissed without court action or reduced during plea bargaining. However, it is believed these data will serve as strong indicators of program impact.

Program Documentation

Program documentation was collected from both Peoria juvenile court services (JCS) and the Illinois Criminal Justice Information Authority (ICJIA). From these documents, the research team was able to identify goals and objectives, describe the program's operation, and identify changes in the programs' design.

Section Three: Program Description

The AGDAU was prepared to accept cases as of October 1997 and received its first referrals in March 1998. The AGDAU program is based on a therapeutic rather than punitive model of treatment with combinations of organized interventions, such as treatment and education, with planned suppression to control and stabilize behavior. The AGDAU participants progress through distinct phases including: 1) planning and movement control, 2) counseling,

treatment and programming, 3) community outreach, and 4) transition to regular probation or termination from probation. AGDAU officers control and stabilize participants' behavior through home confinement, electronic surveillance, day structuring, random drug testing, gang programming, substance abuse treatment and frequent collateral contacts.

Program Goals & Objectives

The goals established for the AGDAU include providing the means for necessary treatment, alternatives to gang involvement, and appropriate surveillance. These goals have remained constant. If the AGDAU is successful at achieving its primary goals, it is anticipated that there will be a reduction in residential placements and commitments to the IDOC.

Present Operation of the AGDAU

Target Population

The AGDAU target population includes juvenile offenders who have been placed on probation for known gang-related behavior and/or substance abuse offenses or behaviors. This target population includes juvenile offenders at risk of residential placement or incarceration. The AGDAU program personnel report that most juvenile offenders involved in gang related behavior also are abusing illegal substances.

Screening Criteria

The Peoria Probation office screens all juvenile offenders to determine whether they meet the criteria for AGDAU participation. The screening tool administered to juvenile offenders focuses on risk factors including the instant offense, gang behavior, substance abuse, school problems and history of prior programs or treatment. In addition to a minimum score on the screening tool, the juvenile and his or her parents or legal guardians must consent to program participation and the court must enter an order requiring AGDAU as a condition of the juvenile's probation. A copy of the AGDAU screening instrument is included in Appendix B.

Screening Process

According to individuals interviewed about the program, the screening criteria are appropriate for identifying drug and gang involved offenders even though they have resulted in fewer referrals than originally anticipated. The AGDAU officers have been able to provide more intensive services to participants because there have been fewer of them.

The referral process was modified during the second year of the grant to ensure that all juvenile offenders in the target population were being identified. Every juvenile on probation in Peoria County is now being screened to determine whether they meet the AGDAU screening criteria. In addition to an intake screening, regular probation officers screen their caseloads periodically and upon instances of probation violations (e.g., positive drug tests). By screening juveniles periodically while they are on probation, probation officers are able to identify issues that were not disclosed during the initial screening process. In addition, probation officers are able to identify juveniles who were not involved with gangs or drugs when they were first sentenced but have become involved while on probation. When appropriate, juvenile offenders from the regular probation caseload are referred to AGDAU officers to verify eligibility for the program and determine whether they are willing to participate as an alternative to other sanctions.

When this change in the referral process first occurred, it increased the number of cases screened by the AGDAU officers and increased the time between referral and program participation. When a regular probation officer makes a referral, AGDAU officers meet with the juvenile and his or her parents or legal guardians to verify the screening that was performed by the regular probation officer. The AGDAU officers must then obtain modified probation orders to require AGDAU participation as a term of the juvenile's probation. In order to obtain modified orders, the juvenile and his or her parents must consent to program participation, a public defender must be appointed for the juvenile and all parties must appear before the judge.

AGDAU officers worked with the court and the State's Attorney's Office to develop a process for obtaining modified orders. The court indicated a willingness to expedite these requests but confusion about the process due to frequent personnel changes in the State's Attorney's Office continues to delay some modifications.

The court recently modified the language on its standard pre-printed probation order to extend discretion to JCS for AGDAU when it deems appropriate. This change will eliminate the need to modify future probation orders and, in addition, will reduce the amount of time it takes to bring new participants into the program

Collateral Contacts

Pursuant to the intensive structure of the program, AGDAU officers make frequent contacts with program participants, their families, schools and treatment providers. Participants see AGDAU officers in their homes, schools and communities and are told that AGDAU officers frequently talk to their parents, families, teachers and treatment providers. Participants are informed that AGDAU officers have the authority to impose immediate consequences in response to any negative behaviors they observe or substantiate by these contacts. As a result, AGDAU officers may deter and/or interrupt negative behavior patterns as they occur.

Program Components

Phase I - Planning and Movement Control

This stage is designed to stabilize participants through intensive monitoring and movement control while allowing time to assess their need for treatment. During this phase, the AGDAU participants are evaluated to assess the need for substance abuse and/or mental health treatment. The treatment provider responsible for the participants' assessments was originally located across the street from the probation office. This location made the referral process timely and convenient for participants. However, the recent relocation of the treatment provider to the far north side of Peoria makes it less convenient for participants to attend assessments and for AGDAU officers to attend case conferences.

For this reason, AGDAU officers conduct case conferences for juveniles in treatment by phone. Juveniles in need of immediate treatment are referred to an alternate provider that agreed to conduct assessments at the probation office. This alternative assists AGDAU officers in expediting treatment.

Phase II - Counseling, Treatment and Programming

This stage involves participants in outpatient, intensive outpatient and/or residential substance abuse treatment. Substance abuse is an issue for the majority of AGDAU participants. Because the treatment phase is reported to have the strongest impact on participants, it is usually established within one week of the initial assessment. In order to maximize the impact of the treatment phase, AGDAU officers maintain regular contacts with treatment providers and combine treatment with intensive field supervision.

AGDAU participants with relatively minor substance abuse issues attend groups that meet twice a week for ten weeks and focus on education and prevention. AGDAU officers attended groups on a rotating basis when one of the treatment providers was located across the street from the probation offices and continue to attend groups when their schedule permits.

Participants referred to intensive outpatient services begin by attending four sessions per week. The number of sessions is graduated thereafter according to the participant's progress. While AGDAU officers attend these groups infrequently, they attend monthly staffings at the facility and maintain regular phone contact with the providers.

Participants who fail to respond to intensive outpatient treatment or for whom a need for residential substance abuse treatment is indicated are referred to various providers throughout the state. The structure of AGDAU provides officers with alternative treatment facilities to select from based on the needs of individual participants. If a participant has failed treatment at one provider in the past, he or she may be referred to a different provider if an AGDAU officer believes it would improve the participant's likelihood of successful completion of treatment.

Participants are referred to aftercare programs following completion of intensive outpatient or residential treatment. AGDAU officers maintain regular contact with the initial service providers and ensure that participants contact the aftercare provider upon discharge from intensive out-patient or residential treatment.

Several of the treatment facilities mandate parental involvement in treatment. These facilities report that parents generally are supportive and involved in their child's treatment. Other facilities encourage involvement but do not mandate it. These facilities find that parents rarely attend on their own initiative. The referral of some participants to residential treatment in Chicago makes parental involvement more difficult because of the transportation issues encountered by parents traveling from Peoria. In these instances, AGDAU officers assume additional responsibility for transporting participants to and from treatment and facilitating communication between the facility and parents.

A program known as "Bridges" also is provided during this phase. Bridges is an anti-gang program offered to AGDAU participants and other juvenile probationers by Peoria JCS. The purpose of Bridges is to inform participants about alternatives to gang involvement. Participants attend Bridges once a week for 12 weeks. Each session lasts approximately 75 minutes and consists of speakers from the community including religious leaders and probation officers. Participants are required to sign a contract agreeing to abide by Bridges program rules. The rules state that participants that are absent for two classes must start the program over from the beginning to obtain a certificate of completion.

A separate class initially included for the parents of Bridges participants was discontinued because of poor attendance. Parents are invited and encouraged to attend and participate during certain segments of Bridges; however, AGDAU officers report that very few parents ever appear.

AGDAU officers contribute to the Bridges program by compiling a photo album of newspaper clippings related to gang violence that is passed around during one of the sessions.

The purpose of this album is to send a message to participants about the serious, real-life consequences that result from gang behavior.

All other phase II programs have been eliminated because AGDAU officers found that the length and intensity of substance abuse treatment prohibited involvement in other programs.¹³ At this time, Bridges is the only program offered in addition to substance abuse treatment. The program design anticipates that field probation officers will initiate other programs after participants complete AGDAU and are transferred to regular caseloads.

Phase III – Community Outreach

The community outreach phase makes participants accountable to the community through public service work. The program plan envisioned projects ranging from volunteering at the Teen Crisis Hotline, community centers and social agencies to performing services for victims, churches and libraries. AGDAU program rules require participants to identify and secure their own community service projects. Completion of a community service project is the final requirement for AGDAU participants. Identifying community service projects is a challenge for many of the participants because of the extent of their criminal history, drug and/or gang involvement. As an alternative to performing a community service project, AGDAU officers allow participants to write and present reports to one of the aftercare groups describing their experience in treatment.

Phase IV - Reassignment

This stage is designed to prepare participants for transition to the regular probation caseload or termination. A “step-back” phase has been incorporated to address the anxiety experienced by many AGDAU participants as they near completion of the program and go from frequent contacts and intense supervision to monthly reporting and regular field supervision. During the step-back phase, AGDAU officers gradually reduce the frequency of contacts with

¹³ According to the original program plans, each participant would be required to participate in at least one program. All identified gang members would be required to participate in Bridges. Others would be referred to programs offered by Peoria juvenile court services including P.A.S.S., Anger Management or Violence Intervention. When appropriate, participants would be required to attend other programs offered in the community.

participants. Regular probation officers attend the final staffing so that they will be aware of any issues that need to be monitored and, in addition, increase the frequency of their contacts with juveniles during the early weeks of regular field supervision.

Phase V - Tracking and Discharge

The tracking phase has been eliminated so that officers could increase the time available to work with the participants. Once AGDAU officers ensure that all conditions of the program have been satisfied, the participant may be discharged from probation or the case may be transferred to a field probation officer.

Progress Reports

AGDAU officers ensure that parents are informed of a participant's progress and problems. They meet monthly with all service providers and provide information to parents about a participant's treatment status during office and/or home visits.

Parents are required to sign all case plans and receive a written report following any staffings conducted to address problems that arise or violations that occur while a participant is in the program. Parents also receive written reports when administrative sanctions are issued. In a less formal way, parents are informed of progress during office and/or home visits.

Process for Responding to Inquiries, Rule Violations and New Charges

There is no formalized process for responding to program rule violations. Responding to complaints and inquiries from schools, law enforcement officers and others depend on the circumstances unique to each inquiry. In general, AGDAU officers maintain contact with the schools attended by AGDAU participants in order to monitor their attendance, progress and discipline. When complaints or inquiries are received, AGDAU officers meet with school officials, participants and parents to discuss the nature of the inquiry. When suspicious behavior is reported, AGDAU officers investigate to validate accusations. Sanctions may be imposed according to the seriousness of the behavior.

AGDAU officers respond to violations involving substance abuse based on the circumstances surrounding the violation (e.g., traumatic personal events, family dysfunction, history of violations and level of cooperation). AGDAU officers, at their discretion, may decide not to request that a participant's probation be violated when treatment is already court ordered. In that event, internal sanctions may be imposed.

Program rule violations that do not involve treatment are evaluated on an individual basis taking into consideration the circumstances surrounding the violation, the severity of the violation, the extent of the participant's drug abuse and the offender's compliance history. AGDAU officers may impose immediate sanctions including curfews, home confinement and additional drug testing.

If warranted, AGDAU officers will ask the State's Attorney to file a petition to revoke a participant's probation. A petition to revoke probation is requested when a participant is charged with a misdemeanor or serious offense. The factors considered by the court in determining whether an AGDAU participant's probation will be revoked or modified are: 1) the seriousness of the offense, 2) compliance with drug testing including payment of fees associated with testing, 3) attendance and participation in treatment, 4) participant's age, and 5) compliance with the AGDAU program including home confinement, treatment participation, school attendance and curfew.

Staffing

The program design provides for two full-time AGDAU officers who are jointly responsible for the entire caseload. This shared responsibility provides program officers with another officer to discuss case planning and decisions relating to sanctions and probation violations. Both of the officers involved in decision-making or case planning are aware of all information and have a complete understanding of the circumstances unique to each case. In addition, the AGDAU officers regularly meet with their supervisor and the chief probation officer to keep them advised of any issues that have arisen regarding specific participants. The

AGDAU supervisor and chief probation officer are then able to assist the AGDAU officers and provide additional back-up support.

The individuals interviewed commented positively about the efforts made by AGDAU officer(s) on behalf of AGDAU participants. It is clear by all accounts that the AGDAU officers chosen to operate the program have had the interest, experience and skills necessary to work with the population of juveniles targeted by AGDAU.

Developments Impacting the AGDAU

Other Programs in Peoria County

Another program that has been initiated for juvenile offenders in Peoria County is the Peoria Drug Treatment Youth Court. This program commenced operation during April 2001. A description of this program is included in this evaluation because of the potential impact it may have on the operation of AGDAU.

The youth drug court is a court-supervised treatment program for non-violent offenders. It includes regular court appearances before the Peoria Drug Treatment Youth Court Judge, participation in drug treatment, individual/family/group counseling and regular attendance at 12-step meetings. The youth drug court is a combined effort of the court, the state's attorney's office, the public defender's office, a local treatment provider and other community-based organizations.

Following a juvenile's first appearance before the court, he or she is screened by juvenile court services and referred to a local treatment provider for an assessment of his or her treatment needs. Based on this assessment and recommendations from the State's Attorney, defense attorney and JCS, the youth drug court may accept the juvenile or refer him or her back to JCS for placement on regular probation or the AGDAU.

The Peoria Drug Treatment Youth Court is a voluntary deferred prosecution program. Participants who successfully complete the youth drug court may have the charges against

them dismissed or judged delinquent and successfully discharged without further obligations. Failure to successfully complete the program may result in returning the case to the regular juvenile division of the circuit court for prosecution.

At the time of this evaluation, the Peoria Drug Treatment Youth Court has been in existence for several months. Based on information provided by JCS personnel, the AGDAU and the youth drug court together address the needs of a range of juvenile offenders with substance abuse issues. Juveniles with substance abuse issues who do not satisfy minimum AGDAU screening criteria may receive substance abuse treatment through the youth drug court. Juveniles who do not qualify for the youth drug court because of their criminal history, the severity of their instant offenses, or the extent of their drug and/or gang involvement may be screened and accepted by the AGDAU.

One of the two AGDAU officers was assigned to drug court during the month of March 2001 leaving only one officer responsible for the entire AGDAU caseload. The reassignment of this officer impacted AGDAU significantly because the entire caseload and associated record keeping became the responsibility of the remaining AGDAU officer. It is not clear whether the Peoria Drug Treatment Youth Court will divert a sufficient number of juveniles from the AGDAU target group to allow successful operation of AGDAU by a single officer. The criminal histories and referring offenses of the majority of AGDAU participants are likely to disqualify them from inclusion in a deferred prosecution program such as the youth drug court.

Section Four: Case File Data Analysis

As mentioned previously, data were collected from the participant program files. The following section describes the AGDAU participants, their behavior while in the program, and their behavior following their exit from the AGDAU.

Participant Characteristics

Participant Demographics

Table P.4 summarizes the demographic characteristics of the AGDAU participants. The AGDAU participants range in age from 12 to 18 years old. The AGDAU accepts both male and female participants who satisfy the minimum screening criteria. Although the majority of AGDAU participants are male (87.4%), female participants account for 12.6% of the AGDAU population. The typical AGDAU participant is male, African American, and between the ages of 15 and 16 years old. Based on the information in participants' files, the majority of AGDAU participants attend school (59.7%).

Table P.4: Peoria County—Participant Characteristics

Age When Ordered to the Program	N	%
12 years	3	2.5
13 years	6	5.0
14 years	13	10.9
15 years	31	26.1
16 years	46	38.7
17 years	18	15.1
18 years*	1	.8
Information not available	1	.8
Total	119	99.9**
Average = 15.9 years Std. Dev. = 1.2 years Median = 16.2 years		
Gender		
Female	15	12.6
Male	104	87.4
Total	119	100.0

Racial/Ethnic Identification		
White/Caucasian	39	32.8
African-American	71	59.7
Other***	9	7.5
Total	119	100.0
Attending School		
No	39	32.8
Yes	71	59.7
Information not available	9	7.6
	119	100.1**

* Participant serving concurrent adult probation term.

** For all tables, totals above or below 100.0% are due to rounding.

*** Includes: Hispanics (3), mixed race (5), and unknown (1).

Prior Offenses

The following table (P.5) summarizes data related to the offenses adjudicated against AGDAU participants prior to their referral. As shown, 35.3% of the AGDAU participants did not have prior criminal records. The referring offense(s) for these participants was their first delinquency adjudication. Of the remaining participants, 39.5% had been adjudicated on two or fewer prior offenses. The average AGDAU participant had 1.7 prior offenses and was approximately 14 years old when he/she was adjudicated for the first time.

Each prior offense for which a participant was charged was coded by offense type (i.e., person, property, drug, weapon, sex, procedural, or other). A determination was made whether one particular offense type was most prevalent for each youth (i.e., accounted for more than 50% of all prior charges). If no offense type predominated, the offense type was labeled "mixed." As reflected in Table P.5, the greatest percentage of participants were categorized as predominately property offenders, with more than 50% of their prior offenses falling into this category. In fact, when considering all prior offenses for which AGDAU participants were charged, almost two-thirds of the participants had only non-violent offenses in their criminal histories.

Table P.5: Peoria County—Prior Offenses

Number of Prior Offenses	N	%
None	42	35.3
1	25	21.0
2	22	18.5
3	10	8.4
4	7	5.9
5 or more	11	9.2
No information available	2	1.7
Total	119	100.0
Average = 1.7 priors Std. Dev. = 2.4 Median = 1.0 priors		
Age at the Time of First Prior Offense		
10 years	3	3.9
11 years	8	10.4
12 years	7	9.1
13 years	6	7.8
14 years	15	19.5
15 years	21	27.3
16 years	8	10.4
No information available	9	11.7
Total	77	100.1*
Average = 14.3 years Std. Dev. = 1.8 years Median =14.5 years		
Predominant Type of Prior Offenses		
Person	7	9.1
Property	35	45.5
Drug	8	10.4
Driving	1	1.3
Weapon	1	1.3
Mixed	22	28.6
Unknown	3	3.9
Total	77	100.1*
Prior Offense Characteristics**		
Nonviolent offenses only	49	63.6
At least one drug offense among priors	17	22.1
At least one offense against persons among priors	21	27.3
At least one weapons offense among priors	7	9.1
At least one sex offense among priors	0	

* For all tables, totals above or below 100.0% are due to rounding.

** Percentages are percents of those with prior offenses.

Performance on Probation Prior to Referral

Slightly more than 44.5% of the AGDAU participants were serving a term of probation for a previous offense at the time they referred to AGDAU (see Table P.6). Of those participants on probation, 45.3% were sentenced to probation for one year or less and 81.2% were on

probation for two years or less. The average term of probation for AGDAU participants, prior to referral to the program, was 18.4 months. The majority of participants had not received technical violations during their terms of probation. Of the participants with technical violations, 20% received detention time.

Table P.6: Peoria County—Performance on Probation Prior to AGDAU Referral

On Probation at Time of Referring Offense	N	%
No	63	52.9
Yes	53	44.5
No information available	3	2.5
Total	119	99.9*
Length of Prior Probation Term		
1 year or less	24	45.3
13 months – 2 years	19	35.9
25 months – 3 years	3	5.7
37 months or more	2	3.8
No information available	5	9.4
Total	53	100.1*
Average = 18.4 months Std. Dev. = 10.5 Median = 15.0 months		
Technical Violations While on Probation Prior to Referral		
None	43	81.1
1 or 2 technical violations	8	15.1
3 or more technical violations	2	3.7
Total	53	99.9*
Average = .3 Std. Dev. = .9 Median = 0		
Detention or Incarceration for Technical Violations		
Detention term for prior technical violations	9	20.0
DOC term for prior technical violations	0	0

* For all tables, totals above or below 100.0% are due to rounding.

Referring Offenses

The number and type of offenses that led to a participant’s referral to the AGDAU were categorized by type and the most prevalent type was determined. As shown on Table P.7, the vast majority of the participants were referred after being adjudicated on a single criminal offense. The AGDAU participants may have had other cases pending at the time of program referral but as a result of plea bargaining, prosecutorial discretion or dismissal by the court, only one offense was adjudicated.

The offenses were coded by type, and the most common offense type determined for each participant. As displayed, most referrals were due to property (43.9%) or drug offenses (24.4%). In fact, fewer than 20% had a violent offense among any of their referring offenses.

As summarized in Table P.7, 47.1% of the AGDAU participants were placed in the program as a part of the original sentence for an offense. Participants were referred to the AGDAU and probation following a term of detention in 16% of the cases and 6.7% were referred after an IDOC commitment was vacated.

Table P.7: Peoria County—Referring Offenses

Number of Referring Offenses or Probation Violations Adjudicated	N	%
None	21	17.6
1	76	63.9
2	19	16.0
3 or more	3	2.5
Total	119	100.0
Type of Offense Leading to Program Referral		
Person	12	12.2
Property	43	43.9
Drug	24	24.5
Weapons	2	2.0
Procedural or probation violation	10	10.2
Mixed	7	7.1
Total	98	99.9*
Referring Offense Characteristics**		
No person, weapons, or sex offenses among referring offenses	78	79.6
At least one drug offense among referring offenses	25	25.5
At least one offense against persons among referring offenses	17	17.4
At least one weapons offense among referring offenses	4	4.1
At least one sex offense among referring offenses	0	
Terms of Referring Sentence		
Referral to program and probation for initial offense	56	47.1
Referral to program and continuation of probation	33	27.7
Referral to program, probation, term of detention	19	16.0
Referral to probation after DOC commitment vacated	8	6.7
Information not available	3	2.5
Total	119	100.0

* For all tables, totals above or below 100.0% are due to rounding.

** Percentages are percents of those with specific referring offenses.

Participant Social Histories

Consistent with the program design, drug-involved youth were targeted by the AGDAU. As summarized on Table P.8, 98.3% of the AGDAU participants were reported to have a history of substance abuse. Cannabis was the substance of choice for most participants followed by alcohol and cocaine. According to information found in participant case files, 63% of the AGDAU participants presented with histories of mental health issues.¹⁴ This finding is consistent with comments made during interviews with program administrators.

An unstable home environment index was developed based on four factors collected from participant files: a history of residing with different people, residing with individuals with criminal records, residing with persons with a history of substance abuse, and residing with individuals with mental health problems. One-half of the participants had none of the four indicators of unstable home environments; however, given that the data collected focused on factors present at the time of the participants' referral to AGDAU, the index may underestimate the instability to which the participant had been exposed previously. Over one-quarter of the participants had a history of residing with different people and approximately 20% resided with individuals with criminal histories.

At intake, two assessment instruments are administered to probationers by Peoria JCS, a risk assessment and the Strategy of Juvenile Supervision (SJS)¹⁵ needs assessment. The majority of AGDAU participants were categorized by the risk assessment as needing maximum

¹⁴ The research team relied on documentation from participant case files referencing a DSM-IV diagnosis made by mental health or substance abuse treatment providers as an indication of the occurrence of a mental health issue or problem. The research team did not make any assumptions about whether a participant was or had experienced a mental health issue or problem independent of documentation found in the case files.

¹⁵ The AOIC promulgates the SJS to assist probation officers in designing intervention strategies for adjudicated youth. The SJS includes four classification categories that attempt to classify youth according to their motivation for offending. The categories are casework control (CC), limit setting (LS), selective intervention (SI), and environmental structure (ES).

supervision which is commensurate with what is provided by AGDAU. On the SJS needs assessment, 56.3% of the AGDAU participants were categorized as “SI”, Selective Intervention. These youth have a history of appropriate functioning and generally hold pro-social values; their criminal acts may be linked to some change or disruption in their lives. Sixteen percent of the AGDAU participants were classified as “LS”, Limiting Setting. These youth are manipulative and often offend because it is profitable or pleasurable. Their self-worth is derived from their success in offending and escaping prosecution.

Table P.8: Peoria County—Participant Social Histories

Participant History of Substance Abuse	N	%
No	2	1.7
Yes	117	98.3
Total	119	100.0
Substance History		
Alcohol	59	49.6
Cannabis	109	91.6
Crack	5	4.2
Cocaine	21	17.6
Hallucinogen	11	9.2
Participant History of Mental Health Issues		
No	39	32.8
Yes	75	63.0
No information available	5	4.2
Total	119	100.0
Indicators of Unstable Home Environment**		
Zero	60	50.4
One	33	27.7
Two	16	13.4
Three	6	5.0
No information available	4	3.4
Total	119	99.9*
Characteristics of Unstable Home Environment***		
Residing with different people	34	28.6
Criminal involvement of persons residing with participant	24	20.2
Substance abuse by persons residing with participant	19	16.0
Mental health problems for persons residing with participant	6	5.0

Classification on Probation Risk Assessment		
Minimum	2	1.7
Medium	32	26.9
Maximum	79	66.4
Information not available	6	5.0
Total	119	100.0
SJS Category		
CC	5	4.2
LS	19	16.0
SI	67	56.3
ES	17	14.3
No information available	11	9.2
Total	119	100.0

* For all tables, totals above or below 100.0% are due to rounding.

**See discussion of factors in text.

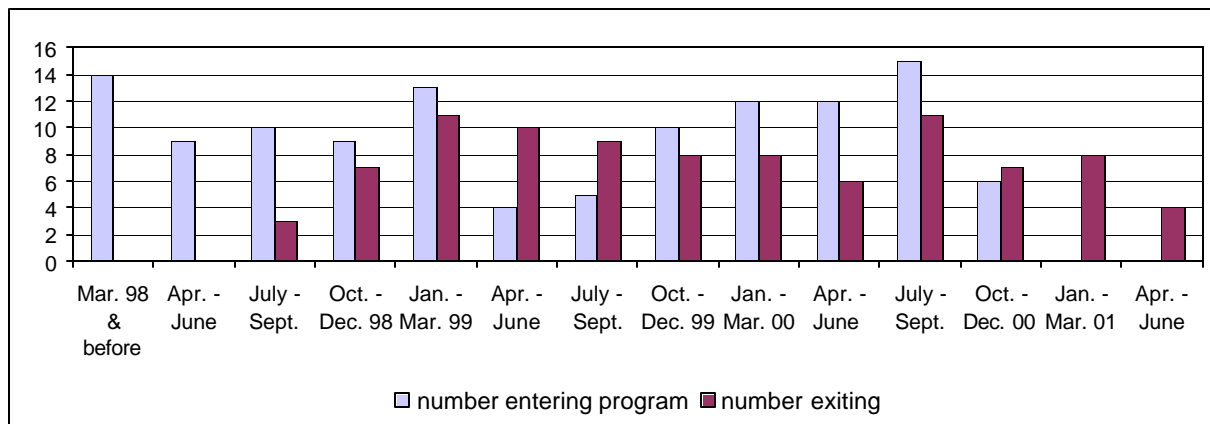
***Percentages taken from the total for whom information was available.

Program Performance

Participant Population

Figure P.5 summarizes the number of participants entering and exiting the program for every three-month interval from program inception through June 2001. As shown, the program has maintained a yearly caseload of between 32 and 45 participants. On average, there were approximately 35 participants in the program during each year.

Figure P.5: Date of Entry and Exit for Peoria Program Participants



Screening Criteria

As stated previously, all AGDAU participants were evaluated for program eligibility using a screening instrument. The screening instrument measured participants on five dimensions including drug abuse, gang involvement, school issues and history of prior treatment or prior adjudications. A minimum score of 30 is required for program acceptance.

The highest scores were achieved on the drug abuse dimension, with scores ranging from a minimum of 0 to a maximum of 80 points. The average participant score on this dimension was 36.6 points (see Table P.9). The second highest scores were received for gang involvement. The gang involvement scores ranged from a minimum of 0 to a maximum of 60 points with the average participant score on this dimension of 12.5 points.

These data should be considered in light of the fact that the scoring scale was modified sometime during the program. According to the program administrators and personnel interviewed, the change occurred sometime during the summer of 1998 after the implementation report was issued. The exact date could not be determined. The reason for the modification was to increase the number of youth eligible for the program. Instead of lowering the threshold of 30 points, the scale was doubled.

Table P.9: Peoria County—AGDAU Screening Instrument Scores

AGDAU Evaluation Scores	Avg.	SD	Median	Min.	Max.
Drug points	36.6	16.5	40.0	0	80
Gang points	12.5	16.3	0	0	60
School points	3.7	2.6	2.0	0	7
Prior treatment/adjudication points	2.8	4.1	0	0	15
Total AGDAU points	55.4	20.7	50.0	30	115

Random Substance Use Testing

This grant provided Peoria with the funds necessary to conduct drug testing on all juvenile probationers in Peoria County. Drug testing assists JCS in identifying juveniles that may be appropriate for the AGDAU. All AGDAU participants also are required to submit to random alcohol and drug use testing as part of their participation in the program. Table P.10

summarizes the results of tests gathered from participants' probation files.¹⁶ As noted above, the majority of participants (98.3%) had a history of substance abuse.

AGDAU participants are required to submit to random substance use testing by program officers and by their treatment providers. Only the results of tests performed by program officers were available to the evaluation team. The program files contained test results for 85.7% of the participants. On average, participants were tested approximately once every two months (.4 tests per month). Four participants were tested, on average, more than once a month. Slightly over 23% of the participants tested negative every time program officers tested them. At the other extreme, about 30% tested positive in at least 75% of the tests. Half of the participants tested positive in 50% of the tests they were given by program personnel. Given the AGDAU target population, the frequency of positive tests is not surprising.

Table P.10: Peoria County—Substance Use Testing

Evidence of Substance Use Testing in File	N	%
No	17	14.3
Yes	102	85.7
Total	119	100.0
Average Frequency of Program Substance Use Tests*		
Fewer than one per month	98	96.1
One to less than two per month	4	3.9
Total	102	100.0
Average = .4 tests per month Std. Dev. = .3 Median = .4 tests per month		
Percent of Positive Tests		
No positive tests	25	23.8
25% or fewer tests were positive	8	7.6
26-50% tests were positive	25	23.8
51-75% tests were positive	15	14.3
76% or more tests were positive	32	30.5
Total	105	100.0
Average = .52.1% Std. Dev. = 38.3% Median = 50.0%		

*Information on months in program not available for three cases.

¹⁶ Only substance use tests performed by program personnel and recorded in participant probation files are included here. The results of tests administered by treatment providers were not available to the research team.

In-program Technical Violations and New Offenses

As shown on Table P.11, a majority of the AGDAU participants have not received technical violations while in the program. Approximately 10% of the AGDAU participants have received one technical violation and 26.9% of participants are responsible for two or more in-program technical violations.

The majority of AGDAU participants (56.3%) were not charged with new criminal offenses while in the program. Approximately 22% had one offense and an equal percentage of participants are responsible for two or more in-program offenses. Most participants who were charged with new offenses while in AGDAU (61.5%) had only nonviolent offenses. Over one-quarter had at least one new drug offense and 30.8% had at least one offense against persons while in the program.

Table P.11: Peoria County—New Offenses and Technical Violations While in Program

Number of Technical Violations While in Program	N	%
None	75	63.0
One	12	10.1
Two	9	7.6
Three	7	5.9
Four	5	4.2
Five or more	8	6.7
Information not available	3	2.5
Total	119	100.0
Average = 1.1 violations Std. Dev. = 1.9 Median = 0 offenses		
Number of New Offenses While in Program		
None	67	56.3
One	26	21.8
Two	6	5.0
Three	12	10.1
Four or more	8	6.7
Total	119	99.9*
Average = 1.0 offenses Std. Dev. = 1.5 Median = 0 offenses		
Predominant Type of New Offenses While in Program		
Person	7	13.5
Property	12	23.1
Drug	8	15.4
Driving	1	1.9
Weapon	2	3.8
Sex	0	0
Other	6	11.5
Procedural	3	5.8

Mixed	13	25.0
Total	52	100.0
New Offense Characteristics**		
No person, weapons, or sex offenses	32	61.5
At least one drug offense	15	28.9
At least one offense against persons	16	30.8
At least one weapons offense	5	9.6
At least one sex offense	0	0.0

* For all tables, totals above or below 100.0% are due to rounding.

**Percentages are percents of those with new offenses.

Officer Contacts

Data were collected from the case notes of AGDAU officers to obtain information about the officers' contacts with participants, their families, schools and treatment providers (see Table P.12). Participants averaged 2.3 individual appointments with an AGDAU officer each month. The AGDAU officers made an average of 2.1 contacts per month with participants' families, 1.1 contacts with treatment/service providers, and .3 contacts with participants' schools. These data should be considered in light of the fact that fewer contacts will be made while participants are in treatment and when school is not in session. The fact that not all participants require the same level of contacts should also be considered. In addition, multiple daily contacts may be necessary when a participant is in need of immediate placement at a treatment facility, on the run, a danger to himself/herself or others, and, in other crisis situations.

Table P.12: Peoria County—Average Number of Contacts per Month

	Avg.	SD	Median	Min.	Max.
Contacts with participant's family (n = 112)	2.1	1.5	1.7	0	6.8
Contacts with schools (n = 111)	.3	.3	.1	0	1.4
Contacts with providers (n = 95)	1.1	.9	.8	0	3.8
Contacts with program officer (n = 110)	2.3	1.2	2.2	.1	8.5

Program Status

Twenty-four participants were still in the program at the close of data collection (see Table P.13). Ninety-four participants had been discharged, 50 (42%) successfully and 44 unsuccessfully (37%). The AGDAU officers make the determination whether a discharge is successful or unsuccessful at the time of program completion.

Upon discharge from the AGDAU, 35.8% of the participants were returned to regular probation; 28.4% were released from probation; 23.2% were sentenced to full IDOC; and 3.2% were committed to the IDOC for evaluation. The remaining 9.5% were discharged because they were referred to a different program (e.g., UDIS), transferred to a different county, or sent to residential placement.

Table P.13: Peoria County—Program Discharge

Status	N	%
Still in program	24	20.2
Discharged, successful	50	42.0
Discharged, unsuccessful	44	37.0
Other*	1	.8
Total	119	100.0
Discharged from Program to		
Returned to regular probation	34	35.8
Released from probation	27	28.4
IDOC evaluation	3	3.2
IDOC full commitment	22	23.2
Other***	9	9.5
Total	95	100.1**

* Participant deceased.

** For all tables, totals above or below 100.0% are due to rounding.

*** Includes: participants transferred to other county (2), sent to Arrowhead (1), sent to placement (2), referred to other departmental programs (3), and deceased (1).

Factors Related to Successful Program Completion

Background Factors Related to Successful Completion

The data suggest some conclusions about how successful participants differ from unsuccessful participants. As shown in Table P.14, participants who remain in school are more likely to be successful in AGDAU than are participants who do not attend school. Female participants are more likely to be successfully discharged than are males. Other factors that

appear to impact completion status are the participant's age at the time of his/her first offense, age at program entry, number of prior offenses and the length of prior probation terms. The older a participant is at the time of his/her first involvement in the criminal justice system and fewer prior offenses he/she has, the more likely he/she is to successfully complete the AGDAU program.

Table P.14: Peoria County—Participant Background Factors Related to Successful Program Completion

		Successful		Unsuccessful		Total	
		N	%	N	%	N	%
Attending School	No	14	40.0	21	60.0	35	100.0
	Yes	34	64.2	19	35.8	53	100.0
Gender	Female	9	64.3	5	35.7	14	100.0
	Male	41	51.3	39	48.8	80	100.1
Only Nonviolent Prior Offenses	No	12	63.2	7	36.8	19	100.0
	Yes	15	39.5	23	60.5	38	100.0
Avg.		SD		Median		Max.	
Length of prior probation term							
Successful (n = 17)	15.9	4.7	12.0	12	24		
Unsuccessful (n = 15)	20.3	13.1	12.0	12	60		
Number of Prior Offenses							
Successful (n = 48)	1.3	1.6	1.0	0	5		
Unsuccessful (n = 44)	2.1	2.2	2.0	0	9		
Age at first offense							
Successful (N = 23)	14.5	1.5	14.6	11.2	16.7		
Unsuccessful (N = 29)	14.1	2.0	14.4	10.2	16.8		
Age at program entry							
Successful (N = 50)	16.1	1.1	16.3	13.2	18.0		
Unsuccessful (N = 43)	15.6	1.5	15.9	12.3	17.9		

Assessment Factors Related to Successful Completion

In addition to the background characteristics discussed above, there are assessment factors that also impact the likelihood of successful program completion. These factors include a participant's history of mental health problems and their initial assessment level. Participants with a history of mental health problems are less likely to be successful than participants who do not have a history of mental health problems. According to the data, only 45.8% of the participants with mental health problems successfully completed the program, compared to 70% without mental health problems (see Table P.15).

Data related to initial assessment levels suggest that participants with an initial assessment level of medium are more likely to be successful than participants with an initial assessment level of maximum. Slightly fewer than half (49.2%) of the participants with an initial assessment level of maximum were not successful.

SJS classification is related to successful program completion.¹⁷ A majority of the participants classified as CC (Casework Control) and SI (Selective Intervention), successfully completed the program. Participants classified as LS (Limit Setting) successfully completed the program 46.7% of the time followed by participants classified as ES (Environmental Structure) who are successful 42.9% of the time. Given the intensive needs of the ES participant (e.g., guidance in mastering very basic skills), this is not surprising. However, the small numbers of CC, LS and ES participants mean these conclusions must be viewed with caution.

Another assessment factor related to program success is points received on the AGDAU screening instrument. Participants who scored lower on the screening instrument are more likely to be successful than are those with higher scores.

¹⁷ The four SJS classification categories include: 1) Casework Control – Youth classified as CC have a wide variety of problems, tend to blame others, and come from chaotic family backgrounds. They need treatment services and tight supervision. 2) Limit Setting – Youth classified as LS tend to be manipulative and offend because it is profitable or pleasurable. Their vision of self worth is derived from their success in committing criminal acts and evading prosecution. They need clear, unequivocal behavioral expectations and strict sanctions when they violate. 3) Selective Intervention – Youth classified as SI have a past history of appropriate functioning, generally hold pro-social values but whose criminal act may be linked to a change or disruption in their lives. Individual or family counseling is

Table P.15: Peoria County—Assessment Factors Related to Successful Program Completion

		Successful		Unsuccessful		Total	
		N	%	N	%	N	%
History of Mental Health Problems	No	21	70.0	9	30.0	30	100.0
	Yes	27	45.8	32	54.2	59	100.0
Initial Assessment Level							
	Medium	15	65.2	8	34.8	23	100.0
	Maximum	33	50.8	32	49.2	65	100.0
SJS Category							
	CC	3	60.0	2	40.0	5	100.0
	LS	7	46.7	8	53.3	15	100.0
	SI	32	64.0	18	36.0	50	100.0
	ES	6	42.9	8	57.1	14	100.0
Summary Statistics							
		Avg.	SD	Median	Min.	Max.	
AGDAU Assessment Points							
Successful (N= 50)		52.1	19.1	46.0	30	99	
Unsuccessful (N = 44)		56.8	20.0	53.5	30	107	

Post-Program Performance

The 67 participants who completed the program were tracked to determine whether they were arrested for new offenses.¹⁸ Twenty-eight of the 67 participants were charged with new offenses after discharge from AGDAU. New offenses include all charges filed with the Circuit Clerk’s Office from the date of program completion through June 2001. For each participant, the research team again considered which offense type (i.e., person, property, drug, weapon, sex, or other) was most predominant among all offenses for which the participant was arrested. As displayed, the most predominant type of offenses for which participants were arrested was property crimes, followed by crimes against persons. Among all participants with post-program offenses, over one-third of participants had at least one offense against a person. An equal

most effective for dealing with their root issues. 4) Environmental Structure – Youth classified as ES lack social and survival skills, have poor impulse control and need guidance in mastering very basic skills.

¹⁸ This analysis does not include participants unsuccessfully discharged who received a full commitment to IDOC, were sent to residential placement, or moved out of the county.

percentage of the participants have been arrested for at least one drug offense (see Table P.16).

According to known data, 15 out of the 28 participants (53.6%) who completed AGDAU and were arrested for new offenses were incarcerated as a result of their new offenses. These incarcerated participants represent less than one-quarter of all participants who completed the program. This post-program incarceration data should be considered in light of the eight participants who had cases pending at the close of data collection. The disposition of these eight cases could have a significant impact on incarceration rates.

Table P.16: Peoria County—Post-AGDAU Arrests*

Arrested After Program Completion	N	%
Yes	28	41.8
No	39	58.2
Total	67	100.0
Predominant Type of Post-program Offenses		
Person	6	21.4
Property	9	32.1
Drug	2	7.1
Weapon	1	3.6
Other	2	7.1
Procedural	1	3.6
Mixed	7	25.0
Total	28	99.9**
Post-program Offense Characteristics		
Nonviolent offenses only	12	40.0
At least one offense against persons	10	35.7
At least one drug offense	10	35.7
At least one weapons offense	2	7.1
Incarcerated After Program Completion***		
No	5	17.9
Yes	15	53.6
Disposition unknown****	8	28.6
Total	28	100.1**

* Analysis does not include participants unsuccessfully discharged who received a full commitment to IDOC (n=22), were sent to placement (n=3), moved from county (n=2) or deceased (n=1).

** For all tables, totals above or below 100.0% are due to rounding.

*** Includes only those cases where participant has a post-program offense.

**** Eight participants had cases pending at the close of data collection.

As shown in table P.17, a majority of those participants who were released from AGDAU more than two years before the close of data collection (June 2001) had at least one post-AGDAU arrest. However, a majority of those who had been out of the program less than two years had no post-program arrests. These findings indicate there might be a tendency to relapse into criminal offending by a portion of AGDAU graduates that increases as time away from the strict supervision of the program increases. This is particularly probable given the link between substance abuse and offending among the AGDAU target group and the likelihood of post-treatment relapse. It also is possible that those participants who have become adults and re-offend are receiving less intensive supervision as new adult offenders than they were accustomed to as experienced juvenile offenders.

Table P.17: Peoria County—Post-AGDAU Arrests by Length of Time Since Discharge

Length of Time Since AGDAU Discharge	Post-AGDAU Arrests		No Post-AGDAU Arrests		Total	
	N	%	N	%	N	%
Less than 1 year	7	36.8	12	63.2	19	100.0
1 to 2 years	6	25.0	18	75.0	24	100.0
More than 2 years	15	62.5	9	37.5	24	100.0

Table P.18 summarizes the relationship between AGDAU completion status and whether the participants were arrested after discharge. A majority of AGDAU participants were not arrested for new offenses after being discharged from the program regardless of their discharge status. Of the participants who successfully completed the program, 63.3% were not arrested for new offenses. Of the participants discharged unsuccessfully, 44.4% were not arrested for new offenses.

Table P.18: Peoria County—Post-AGDAU Arrests by Completion Status

		Successful		Unsuccessful	
		N	%	N	%
Post-AGDAU Arrests	No	31	63.3	8	44.4
	Yes	18	36.7	10	55.6
	Total	49	99.9*	18	100.0

* For all tables, totals above or below 100.0% are due to rounding.

Section Five: Issues and Recommendations

Staffing Issues

The initial program design provided for two full-time AGDAU officers. This design benefited the program by making officers more available to participants, parents, schools and treatment providers. In addition, this design reduced the likelihood of officer burnout and provided each officer with the mutual support and reality check necessary to operate a program as intensive as the AGDAU.

This design continued until February 2001 when one of the AGDAU officers was reassigned to the Peoria Youth Drug Court caseload. The remaining officer is the primary officer responsible for the entire AGDAU caseload. The reassigned officer does provide back-up support when needed. The AGDAU supervisor and chief probation officer also are able to provide back-up support. However, the reassigned officer has a full drug court caseload with the corresponding court duties; the AGDAU supervisor and the chief probation officer also have other administrative and supervisory responsibilities that occupy their time. Even though the present officer has the interest, experience and skills necessary to work with the AGDAU target population, he may not be able to sustain the same level of supervision unless the program limits the number of participants it accepts, eliminates one or more of the program components or alters the program in some other way.

A second staffing issue that has impacted the operation of AGDAU is the 5:00 p.m. shift-ending time mandated by the Peoria Court Administrator and juvenile court services. Requiring that the AGDAU officer end the workday at 5:00 p.m. has eliminated the officer's ability to perform curfew checks or home visits during the evening when participants and/or their parents or family are at home. He cannot maintain a deterring presence in the community during the times of day when most juvenile offenses occur. In fact, even reviewing case plans or meeting with parents to review violations or discuss a participants' progress is not possible in many

instances because working parents often are unable to meet with the AGDAU officer before the end of his shift.

Recommendations - Staffing Issues

Peoria juvenile court services may need to fill the vacancy left by the reassigned AGDAU officer or devise alternative measures to provide the AGDAU officer with administrative support and other assistance. This support is necessary in order to sustain a consistent program when the AGDAU officer is absent due to illness, vacation, training, a required court appearance or in the event of a crisis with one or more of the AGDAU participants that requires a significant amount of the AGDAU officer's time.

In addition, Peoria juvenile court services may need to explore alternatives that would allow the AGDAU officer(s) to work on a flexible schedule. A flexible schedule would allow the officer(s) to: 1) schedule meetings with participants' parents at times when they can attend, 2) monitor participants' curfews, 3) conduct home visits, and 4) maintain a deterring presence in the community. If a flexible schedule is not possible, JCS should consider other alternatives for assisting AGDAU officers by sustaining the levels of surveillance, monitoring and supervision necessary for successful operation of an intensive program such as the AGDAU.

Program Perceptions

There is no evidence of a formal organized effort to ensure that outside of JCS the agencies and individuals involved in the juvenile justice system in Peoria County understand the purpose, scope, target population or program components of AGDAU. AGDAU was designed to target gang and drug involved juveniles and provide alternatives to residential placement. The youth referred to AGDAU have extensive criminal histories and/or have been convicted of serious offenses. Interview subjects have described them as the offenders responsible for the majority of the juvenile crime in Peoria.

Despite the clear goals of the AGDAU and the group of juveniles it has targeted, there are varying interpretations of the goals of AGDAU according to several of the individuals interviewed. According to some individuals, the purpose of the program is to identify juveniles who have been exposed to drugs and gangs but have not yet become entrenched. These individuals stress the treatment and diversion aspects of the program rather than surveillance and the threat of immediate sanctions. They believe the program is appropriate for first and second time offenders. Other individuals believe that the purpose of AGDAU is to combine treatment and supervision for juvenile offenders who have become entrenched in drugs and gangs. These individuals stress AGDAU's focus on surveillance, intensive treatment and immediate sanctions. They believe the program provides offenders with one last chance to avoid confinement.

Recommendations - Program Perceptions

It is vital that all segments of the juvenile justice system understand the purpose, scope, target population and program components of AGDAU. Regular meetings could be scheduled for individuals connected to AGDAU or the juvenile justice system (e.g., law enforcement officers, prosecutors, defense attorneys, judges, non-AGDAU probation officers, treatment providers, and youth drug court personnel). These meetings would help alleviate misconceptions about the AGDAU and also would provide a forum for discussing any changes that have occurred or changes that may be needed. In addition to improving communication about AGDAU, issues related to juvenile offenders in general could be identified and addressed on a regular basis.

Community Support

Even though the individuals interviewed in connection with this evaluation believe that the intensive services AGDAU provides has a positive impact on the juvenile offenders, few believe the County Board will assume financial responsibility for the program at the end of the grant period. The general impression is that fiscal pressures in Peoria will prevent the AGDAU

from being given any funding priority despite growing concern about the high cost of residential placements.

Recommendations - Community Support

According to the literature describing conditions that permit intensive probation programs to survive, the most successful programs begin by identifying key actors outside of corrections and mobilizing their support. The goal is to inform these key actors about the worth of a program and try to secure allies and resources. The same literature suggests that programs that fail to have these exchanges on a continual basis may be unable to build the political and fiscal support important in a fiscally tight environment (Petersilia, 1990). A grant-funded program such as the AGDAU should consider providing members of the county board and other stakeholders with information about the program on a regular and continuing basis during the grant period. This communication would facilitate an awareness of the obstacles encountered during operation of the program, the benefits it is achieving and the extent of funding that will be required if it is to continue beyond the grant period.

Gang Issues

The AGDAU target population includes gang-involved juvenile offenders. According to program documents filed in 1998,¹⁹ JCS and AGDAU officers developed a working coalition of law enforcement agencies as a response to the gang issues in the juvenile probation population especially those members of AGDAU identified as being involved in gangs. This coalition included the Peoria City Police, Peoria County Sheriff's Department, Peoria Heights Police, Bartonville Police, and School District 150 Security Department. Meetings of representatives from these police agencies and AGDAU officers were to occur on a regular basis to share information about youth gang activities. This plan envisioned AGDAU officers riding with police officers to become familiar with gang hangouts and to determine which juvenile probationers were involved in gang violence or gang fellowship. In turn, police officers were to accompany

AGDAU officers on home visits to participants subject to electronic surveillance and home confinement and on home visits in high crime areas. The goal of this coalition was to send a message to juvenile offenders in Peoria that the agencies were working together and communicating with each other and that probation officers had the authority to impose immediate consequences that would be enforced by law enforcement.

In the September 1999 monthly report,²⁰ AGDAU officers expressed concern about their relationship with the Peoria police. They reported that the police department gang unit was not as responsive as it had been in the past due to personnel changes within the police organization. The planned monthly meetings were not occurring as scheduled. In the February 2000 monthly report,²¹ AGDAU officers reported that Peoria Police had disbanded their gang unit. AGDAU officers' supervisors instructed them to continue sending information about the AGDAU caseload to the Peoria Police and to discuss individual cases with them when there was a problem with one of the participants.

According to program documents filed on April 25, 2001,²² 135 of the 426 cases Peoria juvenile court services received in 2000 were crimes against the person. Twenty-four percent of those cases referred were gang-related, the juvenile probation population included 75 known gang members and it was estimated that at least another 75 remained unidentified. Although the April 25, 2001 program document refers to a "Gang Unit of the Peoria Police Department," interviews have confirmed that it no longer exists.

The Bridges program conducted by JCS and Unshackled Ministries, a faith-based organization in Peoria, are the only known structured attempts to address the gang problem in Peoria. There is not a formal curriculum for the Bridges classes. Religious leaders and probation officers come and speak with AGDAU participants and other juvenile probationers about gang

¹⁹ See Exhibit A to Agreement #4789, pg. 30-1.

²⁰ See Monthly Report, September 1999 received by ICIJA on December 2, 1999. (#4789)

²¹ See Monthly Report for February 2000, filing date unknown. (#4889)

²² See Exhibit A to Agreement #4978, pg. 3-4.

issues. The class observed by the evaluators included a discussion about how to obtain a library card, a recitation of the Bridges rules and a speaker. The eight juveniles in attendance appeared bored and uninterested in the presentation. The evaluators left the meeting with concerns about the accuracy and relevance of the material presented.

Juvenile court services personnel interviewed in connection with this evaluation acknowledged the weakness of Bridges and the need for a better model for dealing with the juvenile gang problems that exist in Peoria especially among the juvenile probation population. They understand that Bridges needs to be strengthened or replaced and have been considering alternatives.

Recommendations - Gang Issues

If AGDAU is to continue to target gang-involved youth, the Bridges program could be modified by using a professional facilitator able to address and change thinking patterns or by recruiting a probation officer with expertise and special training in the field of gang intervention. The Bridges program would be strengthened by developing a curriculum that is appropriate for the level of AGDAU participants' involvement in gang behavior and/or gang fellowship. It may not be appropriate or effective to include other juvenile probationers in the same programming as AGDAU participants unless these other probationers are at a similar level of gang involvement. Mixing juvenile probationers in need of gang intervention education with AGDAU participants in need of intervention and suppression, risks increasing the level of their involvement by introducing them to juveniles with more gang experience.

Other responses that may be more effective would be to refocus efforts on developing a community-based service system that includes the juvenile court judge, law enforcement, school officials, public interest groups and community agencies. The department may consider developing an education program to inform parents and school officials about gang related issues. Such an initiative is outside the scope of what the AGDAU could be expected to do.

However, the juvenile probation department, as a whole, may benefit by developing a standardized training program for addressing gang-related behaviors. Topics for such standardized training may include: updates on gang-related legislation, gang drug use and trafficking, information about street and prison gangs, crisis intervention and mediation skills, protocols for handling gang-related information in court and interagency reports, officer safety issues, development of community resources and community mobilization techniques.

Mental Health Issues

Sixty-three percent of all AGDAU participants have a history of mental health problems and/or learning disabilities. These histories ranged from those with previous diagnoses for mild behavioral disorders to those with previous inpatient treatment for multiple diagnoses. AGDAU program personnel report that juveniles in the target group presenting varying degrees of mental and emotional illnesses are more sensitive and require additional and more specialized services. Juveniles with a history of mental or emotional illnesses may benefit from referral to treatment before entering AGDAU as it is presently structured because of the extent of time and resources involved in providing the supervision and specialized services necessary to achieve and ensure continued stability for these juveniles. The mental health issues presented by participants, however, should be considered in connection with the impact they may have on the evaluation of program component impacts, program completion success rates and post-program recidivism rates. Because the research team did not have access to the substance abuse treatment provider's records, we do not know the extent to which these issues are identified or dealt with during substance abuse treatment.

Recommendations – Mental Health Issues

The present AGDAU screening instrument does not assess signs of mental illness. Program administrators should consider developing or obtaining a screening instrument to assist officers in identifying the mental health issues presented by probationers as they enter the juvenile justice system and periodically thereafter. If mental health issues could be identified

early on, juvenile offenders could be directed to services and programming more appropriate to their needs. Once the mental health needs of these offenders have been addressed, they may be referred back to AGDAU or a different program. It is likely that they will garner a greater benefit from whatever program they are referred to once their mental health needs have been assessed and treated. As the literature suggests, it is reasonable to believe that, absent appropriate treatment, juveniles with mental illnesses will experience the same variety of negative outcomes as mentally ill adults. The negative outcomes include higher rates of hospitalization, incarceration, housing instability and homelessness, noncompliance with medications and other treatments, and higher service utilization and costs (Cocozza, 1997).

Section Six: Conclusions

The target population of AGDAU includes juvenile offenders who have been placed on probation for known gang related behavior and/or substance abuse offenses or behaviors. According to JCS personnel interviewed, it includes those juvenile offenders that commit the majority of juvenile crime in Peoria and are at risk of residential placement or incarceration. These juveniles have extensive criminal histories or have been adjudicated for serious criminal offenses. In addition to their criminal involvement, however, 98.3% have a history of substance abuse, 63% have a history of mental health issues and many come from unstable home environments.

AGDAU is an example of a program that addresses participants' treatment needs while imposing behavioral controls through surveillance and intensive supervision. The structure of AGDAU consists of many of essential elements for an effective ISP. These elements include:

- Small caseloads;
- Distinct, graduated phases to structure movement through the program;
- Strict conditions of compliance and immediate sanctions for program violations;
- Substance abuse assessments;
- Treatment alternatives;

- Behavioral controls (e.g., electronic monitoring, curfews, home confinement, random drug testing);
- Frequent contacts with participants' families, schools and treatment providers; and
- Supervision and surveillance to deter criminal behavior.

Of the 119 participants for whom information was available, 24 are still in the program, 47 have been successfully discharged and 43 were unsuccessfully discharged. Most were returned to regular probation or released from probation. Only 22 of the participants (23.2%) were discharged to IDOC for a full commitment. These data suggest that program compliance is required; participants must satisfy all program requirements or they will be considered unsuccessful and risk sanctions. If offenders are referred to treatment, they must complete it and, in addition, must satisfy the community service requirement or they will not be successfully discharged. If they reoffend or violate the program rules, there is a substantial likelihood they will be sent to residential placement or committed to the IDOC.

The factors that appear to have the strongest correlation to successful program completion are: 1) school attendance, 2) gender, 3) lack of mental health problems, 4) initial assessment level, and 5) the extent of a participants' prior involvement in the juvenile justice system. However, it is interesting to note that although the discharge status among participants, successful (42%) versus unsuccessful (37%), is relatively equal, even those participants who do not successfully complete the program have low recidivism rates. The majority of the AGDAU participants for whom data are known did not commit post-program offenses during the first 12 months following program completion (58.2%). Of the participants who successfully completed the program, 63.3% (n=31) were not arrested for new offenses. Of the participants who were unsuccessful in the program, 44.4% were not arrested for new offenses (n=8). These data suggest that AGDAU's program components may have a positive impact on recidivism rates regardless of whether participants are successfully discharged.

According to the post-program recidivism data, the rate of drug-related offending committed by AGDUA participants improved. These data suggest the treatment components included in the program are having their intended effect. Seventeen of the AGDUA participants (22.1%) had drug offenses prior to being sentenced to AGDAU and 24 (25.5%) of the participants were referred to AGDAU for drug related offenses. Eight AGDAU participants (15.5%) committed in-program offenses that were drug related. Of the 10 AGDAU participants who committed post-program drug offenses, drug offenses were the predominant offense for two (7.1%) of all AGDAU participants who committed post-program offenses.

Weaknesses and Strengths

As is the case with all programs, the AGDAU has its weaknesses as well as its strengths.

Weaknesses

The weaknesses identified during this evaluation were discussed in detail in section five.

The following is a summary of the issues that the AGDAU may wish to address in the future:

- 1) Misperceptions of the AGDAU's target population and program purpose by individuals connected to the juvenile justice system;
- 2) Insufficient gang Intervention curriculum/programming;
- 3) Inflexible work schedule for program officer that compromises the ability to make home visits, meet with parents, perform curfew checks and conduct intensive supervision and surveillance after 5:00 p.m. when most juvenile crime occurs;
- 4) Need for administrator support for AGDAU record keeping and back-up support for the AGDAU officer(s);
- 5) Hiring of a second AGDAU officer to replace the officer transferred to the Peoria Drug Treatment Youth Court Juvenile in March 2001.

Although not necessarily considered weaknesses, the following recommendations may benefit the AGDAU or a similar program in future operations:

- 1) Regular communication of program benefits to the County Board and other stakeholders in the community;
- 2) Cooperative effort among law enforcement and other social agencies and entities to address juvenile gang activity in the community;
- 3) Assessment tool to identify mental health issues upon intake;
- 4) Six-month court review of all AGDAU cases to make participants accountable if they do not progress through the program phases as required.

Strengths

The following is a summary of additional strengths identified during the evaluation of the AGDAU:

- 1) Provides quick access to assessments and treatment;
- 2) Program components assist officers in stabilizing participants quicker than regular probation (e.g., home confinement, treatment, drug tests, curfews etc.);
- 3) Intensity and nature of contacts;
- 4) Distinct and identifiable program phases;
- 5) Options for treatment at different facilities throughout Illinois;
- 6) Ability to impose immediate consequences (curfew, drug testing, treatment, electronic monitoring, home confinement) without having to go back to court; and
- 7) Alternatives to placement for minors that relapse.

One of the strongest components of the AGDAU is its program officer. The evaluation team observed this officer during field visits with participants, parents, teachers and school officials. The officer was familiar with the facts of each case without having to refer to notes. He was firm, but caring, in his conversations with and instructions to the participants. It was obvious to the observer that he maintains frequent contact with the AGDAU participants, their parents, their teachers and other school officials. As one program participant commented during the focus group “he does not play around with you, lie to you or trick you...he is straightforward and tells what is going to happen if you mess up.”

The AGDAU officer's strengths are further enhanced by the support of the juvenile court judge, state's attorney and probation supervisors. They share a commitment to the AGDAU program and the data suggests that their efforts have provided drug and gang involved juvenile offenders in Peoria with an opportunity to avoid residential placement and incarceration.

CHAPTER IV: WINNEBAGO COUNTY JUVENILE DAY REPORTING CENTER

The Winnebago Juvenile Day Reporting Center (DRC) began accepting program participants on December 29, 1997. Prior to the DRC, Winnebago County lacked a suitable sanction for delinquent youth who committed forcible felonies or serious drug offenses. As such, these offenders were at risk for costly residential placement or a potentially unnecessary Illinois Department of Corrections (IDOC) commitment because of the unavailability of other more appropriate sanctions. With IDOC commitments and residential placements increasing, it was believed that the DRC could serve as a very structured, community-based intervention allowing selected youth to remain in Winnebago County.

This chapter is divided into six sections. Section one provides an overview of Winnebago County, highlighting its population, employment and income levels, prevalence of crime, and juvenile justice system. Section two reviews the methodology employed in this study; section three describes the DRC program. The fourth section presents an analysis of the case file data, and section five contains a discussion of the issues identified by this evaluation and recommendations for addressing them. The final section is a discussion of findings and conclusions.

Section One: Winnebago County

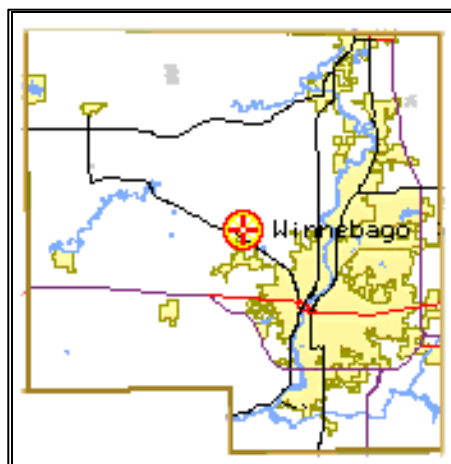
Locale and Population

Winnebago County, in the Seventeenth Judicial Circuit, is located in northern Illinois, approximately 77 miles northwest of Chicago, along the Wisconsin border (see Figures W.1 and W.2). The city of Rockford has a population of 144,000 residents, and serves as the county seat (Illinois Statistical Abstracts, 2000). Other populous cities in the urban county covering 514 square miles are Machesney Park, Loves Park, South Beloit, Winnebago, and Pecatonica (US Census, 2000).

Figure W.1: Winnebago County, Illinois



Figure W.2: Winnebago County in Detail



During the past decade, Winnebago County's population increased from 252,913 to 278,418, ranking it the 7th largest Illinois county in population. It is also densely populated, with a population density of 541.7 people per square mile (US Census, 2000). Population projections estimate that by the year 2020, the county's population will fall to 242,745 (Illinois Statistical Abstract, 1997). Slightly less than one-fifth (19.3%) of the population in 2000 were youth age 5 to 17, which is of particular interest to this evaluation (US Census, 2000).

With respect to population demographics, the majority of persons residing in Winnebago County are Caucasian (82.5%). Of the county residents age 25 and over, slightly more than one-third are college graduates (US Census, 2000).

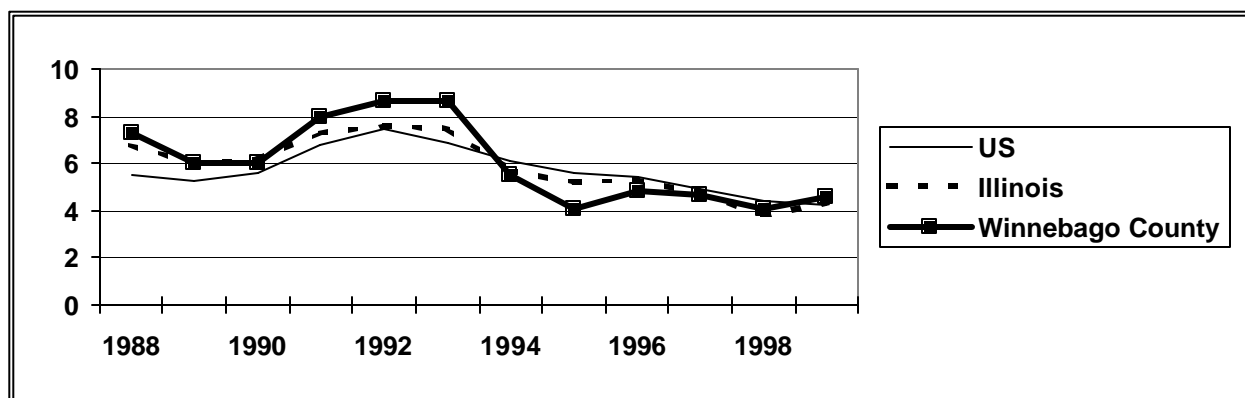
Employment and Income

In 1998, Winnebago County's per capita personal income (PCPI) was \$26,200, lower than the state (\$29,853) and national (\$27,200) averages (Illinois Statistical Abstracts, 2000). Although the median household income was an estimated \$41,000 in 2000, estimates suggest that 10.4% of all county residents lived in poverty (28,955 persons). The percentage of residents living in poverty is even higher (16.7%) when looking at only persons under the age of 18 (US Census, 2000).

Winnebago County's unemployment rate has fluctuated over the last decade and a half (see Figure W.3). Between 1989 and 1999, the unemployment rate was highest in 1992 at 8.7%, and lowest at 4.1% in 1995 (Illinois Statistical Abstract, 2000).

The civilian labor force was 151,135 in 1999, after experiencing an 8.4% increase from 1989. Being that it is a blue-collar county, it is not surprising that the manufacturing industry provided work for 24.3% of Winnebago County's labor force in 1999. The percentage of the workforce employed in service jobs has increased from 25% to 30% over the past decade. The next largest segment (20.6%) was employed in wholesale and retail trade (Geostat, 1994).

Figure W.3: Winnebago County—Unemployment Rate



Prevalence of Crime

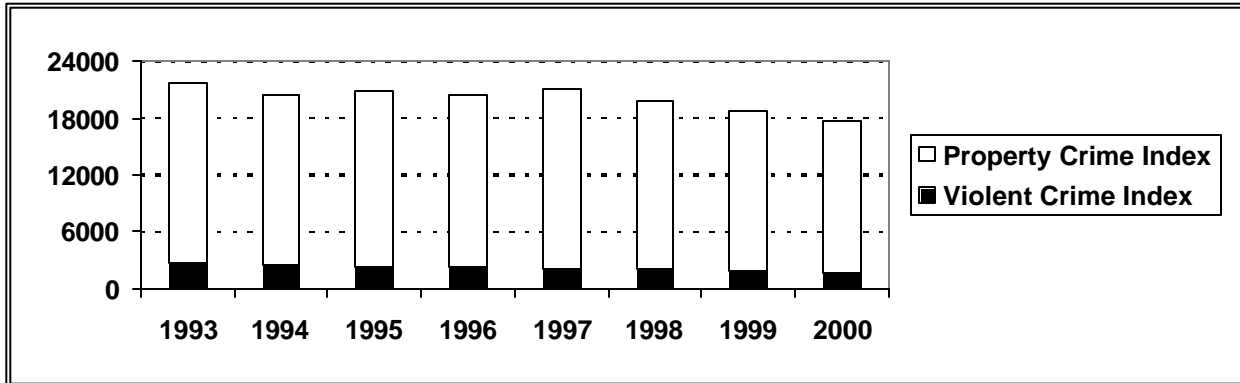
This section addresses levels of crime and subsequent police response through two indicators: the number of crimes known to law enforcement as having occurred within a particular jurisdiction, and the number of arrests made. Both types of information were taken from the Illinois Uniformed Crime Reports (IUCR), which includes only murder, criminal sexual assault, robbery, and aggravated assault (violent index offenses), and burglary, theft, motor vehicle theft, and arson (property index offenses).

Crimes Known to Police

In 2000, 18,713 serious crimes were known by the police to have occurred in Winnebago County. Property index offenses were nine times more frequent (90.7% of all reported crimes) than violent index offenses (see Figure W.4). The number of the latter types of crimes decreased each year between 1993

and 2000, falling from 2,636 to 1,733 offenses. However, the number of property index offenses fluctuated during this time; most recently in 2000 there were 15,965 such crimes (ISP, 1995, 1997, 1999, 2000).

Figure W.4: Winnebago County—Crime Index



In line with the state trend, aggravated assault (55.3%) and robbery (32.9%) are the violent index offenses committed most frequently in Winnebago County. Theft (71.6%) and burglary (21.0%) are the most frequently reported property index crimes (ISP, 1995, 1997, 1999, 2000).

Arrests Made by Police

According to IUCR data, the Crime Index arrest pattern for Winnebago County over the last eight years (from 1993 to 2000) has varied. Most recently in 2000, there were 3,005 Crime Index arrests, 391 less than the previous year. Of those 3,005 index arrests, 81.2% were for property index offenses and the remainder was for violent index offenses. In Winnebago County, aggravated assault accounted for a majority of the violent index arrests (70.7%) and the majority of property index arrests (85.5%) were for theft (ISP, 1995, 1997, 1999, 2000).

Juvenile Justice System

Delinquency Petitions, Adjudications, and Probation Caseloads

According to Winnebago County records, 1,651 juvenile delinquency petitions were filed in Winnebago County between 1995 and 1998; and 1,062 of those petitions resulted in adjudication. This county's adjudication rate is 64.3%. As displayed in Table W.1, the number of filed petitions fluctuated during the 4-year period. Most recently in 1998 there were 470 petitions. Data regarding active juvenile probation caseloads as of the end of each year between 1995 and 1998 also were obtained from Winnebago County. Those records revealed a generally stable caseload until 1998, when the county caseload rose to 522 juveniles.

Table W.1: Winnebago County—Petitions, Adjudications, and Probation Caseloads

	1995	1996	1997	1998	TOTAL
Delinquency petitions	328	452	401	470	1,651
Adjudications	247	231	288	296	1,062
Active probation caseload*	455	420	417	522	1,814

* Does not include court supervision or information probation cases.

Detention Placements and Juvenile IDOC Commitments

From 1997 through 1999, 4,215 juveniles from Winnebago County were admitted to detention.²³ (see Table W.2). These detention admissions include pre-adjudication admissions, admissions as court disposition, and admissions for contempt. Admissions resulting from court dispositions accounted for approximately 16% of all county detention admissions during the 3-year period. The 1999 level of 1,569 admissions represented an increase of 286 admissions over the previous year (AOIC, 1998, 1999, 2000).

According to Winnebago County records, there were 347 commitments from Winnebago County to the IDOC's Juvenile Division between January 1, 1997 and December 31, 1999²⁴. As displayed in Table W.2, admissions to the IDOC from Winnebago County have been on the rise, with admissions from 1999 totaling 141, an increase of 17.5% over the previous year.

²³ Note that during that time a juvenile could have been admitted to detention more than once.

²⁴ Note that during that time a juvenile could have been committed more than once.

Table W.2: Winnebago County—Detention Admissions and IDOC Commitments

	1997	1998	1999	TOTAL
Admissions to Detention				
As court disposition	215	123	315	653
For contempt	6	10	6	22
Other Admissions*	1,142	1,150	1,248	3,540
Total	1,363	1,283	1,569	4,215
Admissions to the IDOC				
Evaluation	45	54	61	160
Other admissions**	41	66	80	187
Total	86	120	141	347

* Includes pre-adjudication admissions

** Full commitments do not include parolees returned to the IDOC.

Section Two: Methodology

The research design created for this evaluation relied on both qualitative and quantitative data collection strategies to obtain the necessary information to assess the program’s impact. Data sources included: 1) field studies at the program sites and related documentation; 2) personal interviews with program staff, judges, prosecutors, local service providers, probation officers, and others routinely involved in program operation; 3) participant program file information; 4) focus groups involving both juvenile program participants and their parents/guardians, and 5) post-release criminal arrest data.²⁵

Field Studies/Program Documentation

Members from the research team visited the DRC on a number of occasions, generally to review case files or interview staff members. During each of these trips, time was spent observing the operation of the program and the interaction among participants, and between staff and participants.

Along with the documents and working papers of the program and the Illinois Criminal Justice Information Authority (ICJIA), these field study visits were essential to determining the program’s goals and objectives, describing the program’s operation, and identifying changes in the program’s design.

²⁵ The juvenile participants involved in this program are a protected population with regard to the regulation of research using human subjects. Appendix C contains the protocol prepared by the research team for the UIS Institutional Review Board for the Protection of Human Subjects. The Board approved the protocol. In addition, the research team sought and received permission from the chief judge of the Seventeenth Judicial Circuit to have access to the court files of the juvenile participants. The order also is included in Appendix C.

Personal Interviews

Information to respond to many of the research questions regarding the operation and impact of the DRC was obtained from semi-structured interviews conducted in person with program staff, members of the judiciary, probation administrators, and local service providers. Probation officers whose caseloads have been impacted by the operation of the program also were interviewed.

During the course of this evaluation, 15 individuals associated with the DRC were interviewed; four individuals were interviewed twice. As displayed in Table W.3, these 15 individuals included two members of the judiciary, four program staff, two local service providers, two probation administrators, four field probation officers/supervisors, and one community representative. A copy of the interview protocols is included in Appendix A.

Table W.3: Winnebago County—Interviews Conducted

	N
Program staff	4
Judicial representatives*	2
Local service providers	2
Probation administrators	2
Other probation staff	4
Community representative	1

* May include judges, state’s attorneys, and defense counsel.

Participant Program File Information

With the assistance of program personnel, the evaluation team reviewed all available probation and DRC files on the DRC participants. These data were sought to:

- obtain descriptions of the juveniles participating in the programs,
- determine to extent to which participants met program eligibility requirements,
- determine the participants’ progress and outcome at the DRC,
- track the participants’ progress through the juvenile court process,
- determine the frequency of program contacts with parents/guardians and schools,
- determine the frequency with which random drug screens were performed,
- determine how often the participant was unexcused from the program, and

- to determine parental involvement.

Through December 31, 2000, 145 participants had entered the DRC.²⁶ Of these participants, 10 entered the program twice, resulting in 135 different participants being placed in the DRC. The research team opted to exclude all participants who were in the program twice during the study period from data analysis because there were few and their length of time in the program would have had a disproportionate impact on the time-related variables in the analysis (n=10). Thus, 125 participants were left for analysis. Once data collection was complete, the research team excluded an additional eight youth from the analysis. This included two youth whose files were unavailable, two youth who were placed in the DRC on temporary orders, three youth who left the DRC within weeks of placement due to mental health or other significant reasons, and one youth who returned for a second attempt at the program in January 2001 (just days following the end of the study period). Thus, the analysis includes 117 youth.

²⁶ This information was taken from the DRC Master List, provided to the research team by the DRC Supervisor.

Comparison Group

It is important to acknowledge the difficulty in obtaining a sufficient number of comparable juvenile offenders given the seriousness of the target population considered eligible for DRC participation. Although a potential comparison group was selected early during program implementation by the probation department, upon analysis of these juveniles' criminal histories, it was revealed that they were not comparable to the DRC population given the less frequent and serious nature of their prior offending. As such, any comparison made with this group and the DRC participants would have been misleading. Comparing program participants to a group that differs from them on essential characteristics can provide no valid information. Any differences or similarities could be due to group differences rather than program impact.

Focus Groups – Participants and Their Guardians/Parents

One of the major methodological challenges facing an evaluation of this program was finding a workable way of eliciting offender evaluations. Meeting this challenge required balancing the need for valid and reliable information from offenders with the need to protect the offenders' rights as research subjects. In addition, offenders often are resistant to traditional means of encouraging research subjects to provide information to researchers. For this reason, participants were provided with an incentive to take part in the focus groups.

Three focus groups were held in Winnebago County. On February 22, 2001, parents of current DRC participants were invited to speak with members of the evaluation team. Seven parents/guardians attended; each was offered a \$20.00 cash incentive for their involvement. At that time, the parents/guardians all provided the research team with permission to invite their child to a similar focus group. A copy of the focus group questions is included in Appendix A.

The focus group for participants currently in the DRC was held on March 22, 2001 at the DRC, and the participants were provided pizza. Efforts to secure parental/guardian permission for additional participants were attempted in the interim, and on the day of the focus group all current DRC participants were able to participate. A copy of the focus group questions is included in Appendix A.

A third focus group was held on March 22, 2001 at the downtown probation office in Winnebago County. Invited to this meeting were 12 juveniles who successfully graduated from the DRC. The DRC supervisor identified these juveniles as juveniles who performed well in the program and had remained in the community. Parental/guardian permission for all juveniles under 18 was secured prior to the start of the meeting. Two juveniles participated in the focus group meeting, each was offered a \$5.00 McDonald's gift certificate for their involvement, along with a snack and beverage. A copy of the focus group questions is included in Appendix A.

Post-Release Data

In June 2001, Winnebago County probation staff provided the research team with post-release data they received from local law enforcement agencies and the office of the state's attorney for all DRC participants. Because the time frame set forth for this evaluation was limited, recidivism was operationalized as re-arrest rather than subsequent conviction. Both the nature of the offense and the date of any subsequent arrests were noted. The research team acknowledges the limitations of these data. Information was available only for arrests within Winnebago County. Some of these charges were dismissed without court action or reduced during plea bargaining.

Section Three: Program Description

As stated previously, the DRC program has been in operation since December 1997. The following section provides a reader with an in-depth understanding of the programs' design, structure, and operation.

Program Goals & Objectives

During the first two years of program operation, three goals were stated for the DRC. They included: 1) reduce the number of residential placements and related costs, 2) reduce the number of commitments to the Illinois Department of Corrections, and 3) reduce the number of forcible felonies or waivable offenses over against the control (i.e., comparison) group. Following the second year of operation, these goals were somewhat streamlined into one overarching goal: "To provide a viable, intermediate, community-based sentencing alternative for the Juvenile Court in lieu of more restrictive,

costly out-of-home type placements” (Winnebago County, 2000). It was determined that in order to attain this goal, two objectives needed to be met: 1) involve at least 48 juveniles in the program, which would aid in reducing the number of juveniles eligible for placement, and 2) reduce the Court Services placement budget by offering the Juvenile Court and Probation Department an alternative other than out-of-home type placements.

Facility

The DRC is located at the former county animal shelter, several miles away from the city center but adjacent to the county detention facility. This location is viewed as both a liability and an asset. The site required extensive renovation and lacked the necessary space for adequate classrooms and recreational activities. Furthermore, its location away from the city center makes getting to the DRC difficult for participants and decreases the likelihood that DRC “graduates” will return to visit, serving as positive roles models for their peers still in the program. However, by being next door to the detention facility, the site is advantageous to staff in those instances where juveniles must be transferred to the detention facility. Some staff noted that if the DRC was located further from the detention facility, it would be necessary to take staff away from participant supervision in order to transport juveniles or require a call to police for transport. The current location avoids using any significant amount of staff or police time for transporting juveniles to detention.

Funding

Since program inception, the ICJIA, through federal Anti-Drug Abuse Act Funds has served as the predominant funding source for program operation. An additional one-fourth (approximate) of the total DRC budget has come from local matching funds. The DRC’s funding amounts are included in Table W.4.

Table W.4: Winnebago County—Program Funding

	First Year	Second Year	Third Year	Fourth Year
Federal funds	125,000	125,000	127,832	131,667
Local match	41,667	42,727	42,611	43,889
Total	166,667	167,727	170,443	175,556

Staffing

The DRC is staffed by a contingent of three probation officers and one probation officer supervisor. Since program inception, there has been some turnover among the officers, while the supervisor has not changed. While a juvenile is in the program, the DRC officers and regular field officers have concurrent supervision responsibilities.

Throughout the program’s operation, the DRC staff complement generally has included an appropriate gender and racial representation. This has proved helpful in engaging the participants in positive dialogue with females and providing them with positive role models of their same race/ethnic background.

Target Population

The DRC was designed for juveniles at risk of residential placement or commitment to the Illinois Department of Corrections – Juvenile Division, who were adjudicated for a forcible felony or a waivable offense.²⁷ In addition, originally the program was to focus on two types of juvenile offenders: 1) those coming from backgrounds involving extreme dysfunction, who were exhibiting emotional problems and/or signs of drug abuse, and whose offense patterns were seen as related to their lack of self-control; and 2) youth who were offending because it is profitable or pleasurable.²⁸ However, since inception, there have been two primary changes to the program’s eligibility criteria. In both of these instances, they have involved a loosening of the requirements to be eligible for the program.

²⁷ Includes the offenses of first degree murder, second degree murder, predatory criminal sexual assault of a child, aggravated criminal sexual assault, criminal sexual assault, robbery, burglary, residential burglary, aggravated arson, arson, aggravated kidnapping, kidnapping, aggravated battery resulting in great bodily harm or permanent disability or disfigurement or any other felony which involves the use of treat of physical force of violence against any individual (720 ILCS 5/2-8).

²⁸ Classifications are determined via the Strategy for Juvenile Supervision (SJS). The AOIC promulgates the SJS to assist probation officers in designing intervention strategies for adjudicated youth. The SJS includes four classification categories that attempt to classify youth according to their motivation for offending. The categories are casework control (CC), limit setting (LS), selective intervention (SI), and environmental structure (ES). The DRC originally was to focus its efforts on youth assessed as CC or LS.

Addition of Younger and Potentially Less Serious Offenders

Early during program implementation, the eligibility criteria were expanded to include juveniles who generally hold pro-social values, but may be responding to some change or disruption in their life.²⁹ They generally have a past history of appropriate functioning. DRC administrators indicated that although these juveniles generally are viewed as less serious offenders, many of them fit into the target population for the DRC because they had offense records that make them eligible for incarceration. Also, administrators wanted to involve younger offenders in the DRC to determine if this intervention would be appropriate or effective.

Relaxation of Forcible Felony Requirement

A second modification involved a broadening of the eligible offenses committed by potential participants. While the original criteria required that the youth be adjudicated for a forcible felony or waivable offense, it was believed by DRC staff and general caseload personnel that even some juveniles who lacked such an adjudication would be appropriate for the program. This belief was compounded by some of these “ineligible” youth receiving dispositions of court evaluation stays or full commitments to the Illinois Department of Corrections. Thus, current eligibility criteria require the youth to have committed a serious felony, but not necessarily a forcible felony.

²⁹ Categorized as “selective intervention” by the SJS.

DRC Placement

Each DRC client must be ordered by the court to participate in the DRC program as a condition of probation. This condition is either mandatory, and occurs as soon as a space becomes available, or discretionary on the part of the Probation Department. If discretionary, this sentencing option is initiated by the Probation Officer when deemed necessary and approved by the Field Unit Supervisor. A referral then is received by the DRC supervisor who also must agree as to the appropriateness of the juvenile for the program.

As originally designed, the program was to be offered in two 6-month classes, with each class including 24 participants. This cohort-driven system of operation quickly proved undesirable and the program was modified to include three 4-month classes of 16 participants per class. It was believed that having 16 minors in a class at any one time was more feasible than 24, and that the programming materials could easily be covered in 4 months.

By the end of the second grant year (November 1999), the cohort-driven system of operation had been modified to a system of open enrollment. It was believed that the program would lend itself to this type of process and that new participants adjusted better, learning from others already in the program. Participation continues to include open enrollment and 4 months of programming.

Services

The DRC's hours of operation are from 2:00 p.m. until 10:00 p.m. (Monday through Friday), the time in which most juvenile crime typically occurs. Thus, coupled with attendance at mainstream schools, the program ensures that the DRC participants are provided structured supervision from approximately 8:00 a.m. to 10:00 p.m., Monday through Friday.³⁰

³⁰ As originally designed, all DRC participants were to attend a school for students with profound behavioral disorders, from 11:00 a.m. to 1:30 p.m. At 2:00 p.m., the same Skyview teacher was to report to the DRC and remain there until 5:00 p.m., during which time he/she would teach the core curriculum of ART. This was viewed as a "collaborative, coordinated and consistent programmatic approach" for handling the educational needs of these youth (Winnebago County, 1999, pg. 2). However, following the first year of program operation, the school district informed the DRC that a teacher would not be available for subsequent years. As such, participants now attend their individual schools for the full school day and arrive at the DRC between 2:00 p.m. and 4:00 p.m. In retrospect, DRC staff

During the past 4 years, DRC staff and administrators have designed a wide array of services for the youth. The primary components of the program are listed below.

DRC Components

- **Aggression Replacement Training (ART)** – a developmental, cognitive behavioral intervention. Its curriculum includes pro-social skill development, anger control, empathy training and personal responsibility training. The modality addresses the needs of all participants by helping them acquire skills and competencies necessary to interact in non-violent ways in a variety of social settings.
- **Substance Abuse Education** – Sessions are provided by staff from local service agencies. Assessments are arranged as needed.
- **Health Education Classes** – Sessions are provided by local service providers and include such topics as first aid, HIV and other communicable diseases, nutrition, smoking, and personal hygiene.
- **Mentoring Groups** – Sessions are provided by a local service provider affiliated with the Winnebago County Health Department.
- **Tutoring** – Tutoring is provided by program staff, local service providers and volunteers.
- **Employment Assistance & Job Seeking Skill Development** -- These services are provided by local social service representatives and by program staff.
- **Recreational Activities** – Youth engage in a number of recreational activities to learn sportsmanship, teamwork, and self-esteem. Such activities also provide the youth with an outlet for stress and energy.
- **Field Trips** – Participants engage in trips to nursing homes, hospitals, and other government entities for educational awareness and empathy development.
- **Special Projects** – They include, for example, Salvation Army bell ringing and “Adopt-A-Road” cleanup.
- **Special Outings** – When earned, youth may engage in trips to parks, attend basketball games, visit Christmas tree farms, etc.

Mental health counseling and substance abuse treatment were original program components. However, early during program operation it was decided that these services were beyond the scope of the DRC.

believe this arrangement facilitates a better education for the participants, as they receive a full day of educational services.

DRC staff also engage youth in a behavior management process whereby rewards are granted for positive behavior. Punishment for negative behavior comes in a variety of forms such as withholding a privilege, writing sentences, sitting on a bench away from the rest of the participants, or being placed in the detention center.

In addition to these components designed specifically for participants, the DRC staff attempt to involve parents in the program. A series of "Parent Empowerment Groups" are offered several times a year and all parents/guardians are encouraged to attend. These groups meet once a week for six consecutive weeks and the participants attend these meetings with their parent/guardian.

"Step-Down" Component

DRC staff also have implemented a "step-down" component to DRC programming to allow older participants the opportunity to work (or seek employment). According to program staff, this occurs once a participant has completed at least one-half of the programming and has been doing well. It may start with one night off, and then lead to more. Additionally, select youth also may be released from some DRC time to participate in a school athletics program.

Transportation

Upon program inception the DRC used a transportation provider who relied on Medicaid reimbursement for operation. However, in late 1999/early 2000, it was determined by the Department of Public Aid Auditing Unit that the DRC population did not meet the medical/mental health treatment criteria necessary for reimbursement. As a result, the DRC was forced to secure other forms of transportation including providing the participants with bus passes, asking parents to provide transportation, and having the DRC staff members transport the participants in the detention van. While this created a very difficult problem for the DRC staff, it was noted that previously some youth were not considered for the DRC due to the transportation complications that were created if the youth was not on a Public Aid Medical Card. Thus, to some degree, this change resulted in more youth being considered for program participation.

During this time, however, it was difficult for DRC staff to transport the program participants to field trips, recreation sites, and other activities not occurring at the DRC site. The Medicaid provider only offered transportation services to and from the DRC facility, not for transportation to recreational activities or special outing events. Furthermore, the detention van was not available regularly.

During the third year of program funding, the detention center was able to purchase a new van. This resulted in the old van being given to the DRC, making transportation less of a problem. According to individuals associated with the program, transportation is an issue that should be considered very early in program design/development.

Section Four: Case File Data Analysis

As mentioned previously, data were collected from both the field officer and DRC participant files. The following section describes the DRC participants, their behavior while in the program, and their behavior following their exit from the DRC.

Participant Characteristics

Participant Demographics

Table W.5 presents the demographic characteristics of the DRC participants. The typical DRC youth is approximately 15 years old and African-American. Pursuant to the program's design, all are male.

Table W.5: Winnebago County—Participant Characteristics

Age at Start of Program	N	%
13 years	19	16.2
14 years	29	24.8
15 years	41	35.0
16 years	21	17.9
17 years	7	6.0
Total	117	99.9*
Average = 15.2 years Std. Dev. = 1.1 years Median = 15.2 years		
Racial/Ethnic Identification		
White/Caucasian	37	31.6
African-American	70	59.8
Other**	10	8.6
Total	117	100.0
Gender		
Male	117	100.0
Total	117	100.0

* For all tables, totals above or below 100.0% are due to rounding.

** Includes: Hispanics (5), Asian (1), and mixed race (4).

Prior Offenses

Table W.6 presents information regarding the participant's prior offense record. As displayed, all but one of the DRC youth has been arrested previously. Typically, their first arrest occurred when they were approximately 12 years old.

Each prior offense for which the youth was charged was coded by offense type (i.e., person, property, drug, weapon, sex, procedural, or other). A determination then was made whether one particular offense type was most common for each participant (i.e., was the offense type present more than 50% of the time). As displayed, approximately one-fourth of the DRC participants were classified as being predominately property offenders. However, the majority, approximately two-thirds, were arrested for a variety of different offenses leading the research team to classify them as having "mixed" offense types.

When considering the range of offenses for which the youth were arrested, data revealed that a large percentage of DRC participants had previously been arrested for at least one offense against a person (72.7%), which corroborates the perceived seriousness of the

DRC population and is consistent with the program’s desired population. An additional one-third have at least one prior drug related offense.

Table W.6: Winnebago County—Prior Offenses

Youth Previously Arrested*	N	%
Yes	116	99.1
No	1	0.9
Total	117	100.0
Number of Prior Offenses		
None	1	.9
1 through 5	34	29.1
6 through 10	49	41.9
11 through 15	27	23.1
15 through 20	6	5.1
Total	117	100.1**
Average = 8.1 priors Std. Dev. = 4.1 Median = 8.0 priors		
Age at the Time of First Prior Offense		
9 years or younger	19	16.4
10 years	15	12.9
11 years	12	10.3
12 years	26	22.4
13 years	25	21.6
14 years	14	12.1
15 years	4	3.4
16 years	1	.9
Total	116	100.0
Average = 11.7 years Std. Dev. = 2.0 years Median = 12.0 years		
Predominant Type of Prior Offenses		
Person	7	6.0
Property	30	25.9
Drug	2	1.7
Other	5	4.3
Status	1	0.9
Mixed	71	61.2
Total	116	100.0
Prior Offense Characteristics		
No person, weapons, or sex offenses among priors	23	19.8
At least one drug offense among priors	39	33.3
At least one offense against persons among priors	85	72.7
At least one weapons offense among priors	19	16.2
At least one sex offense among priors	9	7.7

* Excludes the referring offense.

** For all tables, totals above or below 100.0% are due to rounding.

Performance on Probation Prior to Referral

Almost every DRC participant was on probation at the time of his referring offense (see Table W.7). Most of the youth were serving lengthy terms of probation, and more than one-half

previously had received at least one technical violation. Fewer than one-third (28.3%) previously had been placed in detention for receiving a technical violation while on probation.

Table W.7: Winnebago County—Performance on Probation Prior to Referral

On Probation at Time of Referring Offense	N	%
No	2	1.7
Yes	113	98.3
Total	115	100.0
Length of Prior Probation Term		
1 year or less	3	2.7
13 months – 2 years	35	31.0
25 months – 3 years	19	16.8
37 months – 4 years	8	7.1
49 months or more	48	42.5
Total	113	100.1*
Average = 41.9 months Std. Dev. = 17.4 months Median = 36.0 months		
Technical Violations While on Probation Prior to Referral		
No	50	45.2
Yes, 1 or 2 technical violations	29	25.2
Yes, 3 or 4 technical violations	17	14.8
Yes, 5 or more technical violations	17	14.8
Total	113	100.0
Average = 1.9 tech. violations Std. Dev. = 2.5 Median = 1.0 tech. violations		
Detention Term for Prior Technical Violations	32	28.3
IDOC Term for Prior Technical Violations	1	.9

* For all tables, totals above or below 100.0% are due to rounding.

Referring Offenses

Table W.8 presents information regarding the participants' referring offenses. Approximately one-half of the youth were referred following adjudication for a criminal offense, while one-half were referred for a technical probation violation or a procedural offense (most commonly, failure to appear)³¹. Most youth were adjudicated for one or two offenses; approximately one-fifth were adjudicated on four or more offenses. Approximately one-fourth (23.6%) of the participants had been adjudicated for a crime against a person; however, the vast majority of youth were referred for non-violent offenses (i.e., not person, weapons, or sex related).

Each participant's referring offenses were categorized by type and the predominant type

determined. As displayed, the largest percentage of participants were referred for predominately technical offenses. Approximately one-quarter of the participants had been adjudicated for a variety of different crimes, and slightly fewer than 10% were referred due to predominately property offenses.

The majority of youth received time in detention along with the DRC referral. Approximately 10% were sentenced to the Department of Corrections prior to having the order vacated and being placed in the DRC.

Table W.8: Winnebago County—Referring Offenses

Type of Offense Leading to Program Referral	N	%
Person	9	8.2
Property	13	11.8
Drug	6	5.5
Weapons	1	.9
Procedural or probation violation or other	50	45.5
Mixed	31	28.2
Total	110	100.1**
Referring Offense Characteristics*		
No person, weapons, or sex offenses among referring offenses	83	75.5
At least one drug offense among referring offenses	13	11.8
At least one offense against persons among referring offenses	26	23.6
At least one weapons offense among referring offenses	3	2.7
At least one sex offense among referring offenses	0	
Number of Referring Offenses or Probation Violations Adjudicated		
None	7	6.0
1	36	31.0
2	33	28.4
3	18	15.5
4 or more	22	19.0
Total	116	99.9**

³¹ According to County administrators, however, the underlying substantive offense is what actually prompted the DRC placement.

Terms of Referring Sentence		
Referral to program and continuation of probation	24	20.5
Referral to program and extension of probation	4	3.4
Referral to probation and term of detention	73	62.4
Referral to probation after DOC commitment vacated	13	11.1
Information not available	3	2.6
Total	117	100.0

* Percentages are percents of those with specific referring offenses.

** For all tables, totals above or below 100.0% are due to rounding.

Participant Social Histories

As presented on Table W.9, approximately 80% of all DRC participants have a prior history of some degree of substance use.³² Case files indicated the most commonly used substances included cannabis and alcohol.

Approximately 35% of the DRC participants have either been in, or recommended for, substance abuse treatment. As indicated in their probation files, slightly more than one-fifth have a DSM IV diagnosis related to their drug use. The majority of DRC participants reported that they used illegal substances. Many of the DRC participants reported daily or very frequent use, or using more serious drugs such as cocaine. In more than 60% of the DRC participants' probation files, there was an indication that the youth tested positive for using an illegal substance while under court order.

Table W.9: Winnebago County—Participant Substance Abuse History

Participant History of Substance Use	N	%
No	16	13.7
Yes	95	81.2
No information available	6	5.1
Total	117	100.0
Substance History*		
Alcohol	54	56.8
Cannabis	89	93.7
Crack	4	4.2
Cocaine	12	12.6
Hallucinogen	6	6.3

³² Instances where the participant reportedly was an experimental user were not considered.

Drug-related Offense History		
Yes	38	40.0
No	45	47.4
Only probation violation for positive drug test	12	12.6
Total	95	100.0
Prior Substance Abuse Treatment		
Prior out-patient treatment**	7	7.4
Prior in-patient treatment	14	14.7
Recommended for treatment (unknown if attended)	11	11.6
No indication in file	63	66.3
Total	95	100.0
DSM Diagnoses		
Abuse	16	17.0
Dependence	2	2.1
Cannabis Delinquency Disorder	1	1.1
Combination	1	1.1
None in file	74	78.7
Total	94	100.0
Self-reported Usage		
Daily or very frequent use	20	21.1
Weekly use	11	11.6
Reported usage- no indication of frequency	19	20.0
Reported usage- no indication of frequency- advanced drug	4	4.2
Unknown	41	43.2
Total	95	100.1***
Positive Drug Test(s) While on Probation		
Yes	61	63.5
No/Unknown	35	36.5
Total	96	100.0

* Percentages based on the 95 participants with a history of substance use.

** Those with outpatient aftercare following the completion of in-patient treatment were coded as prior in-patient treatment.

*** For all tables, totals above or below 100.0% are due to rounding.

Consistent with comments made during several of the interviews, the majority of DRC participants experience mental health problems, with over one-half previously receiving or being recommended for treatment (see Table W.10).³³ Slightly fewer than 40% have been prescribed some type of medication related to their condition, although 28.7% (8 of 28) have been noncompliant with taking it.

³³ The research team relied on documentation from participant case files referencing a DSM-IV diagnosis made by mental health or substance abuse treatment providers as an indication of the occurrence of a mental health issue

W.10: Winnebago County—Participant Mental Health History

Participant History of Mental Health Issues	N	%
No	35	29.9
Yes	74	63.2
No information available	8	6.9
Total	117	100.0
Prior Treatment		
Counseling or outpatient treatment	30	40.5
Hospitalization	6	8.1
Recommended for treatment but did not attend	3	4.1
Unknown	35	47.3
Total	74	100.0
History or Current Use of Medications		
Currently on medication	13	17.6
Previously on medication	7	9.5
Medication prescribed, noncompliant	8	10.8
Unknown	46	62.2
Total	74	100.1*
Low IQ or Learning Disabled		
Learning disabled	6	8.1
Has IEP	1	1.4
Low IQ	2	2.7
No	2	2.7
Unknown	63	85.1
Total	74	100.0

* For all tables, totals above or below 100.0% are due to rounding.

As detailed in Table W.11, the 74 DRC participants with a history of mental health issues have been clinically diagnosed with a variety of DSM IV conditions. The most prevalent diagnoses included Conduct Disorder (40.5%), ADD/ADHD (39.2%), Oppositional Defiant Disorder (23.0%), and Behavior Disorder (12.2%). Thirty-five of the DRC youth have been diagnosed with more than one of these conditions.

or problem. The research team did not make any assumptions about whether a participant was or had experienced a mental health issue or problem independent of documentation found in the case files.

Table W.11: Winnebago County—Participant Mental Health DSM Diagnoses

DSM- IV Diagnoses	N	%
ADD/ADHD	29	39.2
Conduct Disorder	30	40.5
Oppositional Defiant Disorder	17	23.0
Behavior Disorder	9	12.2
Depression	7	9.5
Mild Mental Retardation/Mental Impairment	4	5.4
Anti-Social Behavior	3	4.1
Dysthymic	3	4.1
Child Sexual Abuse	2	2.7
Bi-polar	2	2.7
Obsessive-Compulsive Disorder	2	2.7
Possible Schizophrenia	1	1.4
Intermittent Explosive Disorder	1	1.4
Adjustment Disorder	1	1.4
Organic Mood Disorder	1	1.4
Identity Problems	1	1.4
Disruptive Behavior Disorder	1	1.4
Post Traumatic Stress Disorder	1	1.4
Suicide Attempts	1	1.4
Parent-Child Relational Problems	1	1.4
Unknown	11	14.9

Indications were found in the probation files that many DRC participants reside in unstable home environments (see Table W.12). The four-point scale developed for this determination gave a participant one point for each of the following factors: history of residing with different people, criminal involvement of persons residing with participants, substance abuse involvement of persons residing with participants, and mental health problems for persons residing with participant. Thus, a score of zero indicates no indicators of an unstable home environment; the maximum, a score of four, indicates the participant's home environment included all factors of instability.

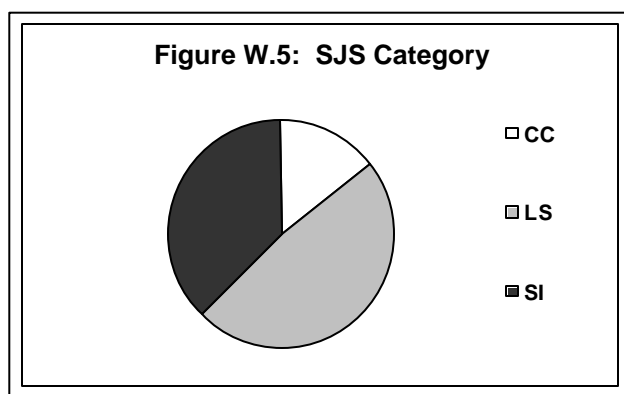
Among the DRC youth, approximately 50% reside with another criminally involved person, and 41.8% reside with someone with a history of substance abuse. Slightly fewer than 40% have a history of residing with various people.

Table W.12: Winnebago County—Indicators of Unstable Home Environment

Indicators of Unstable Home Environment*	N	%
Zero	28	23.9
One	31	26.5
Two	32	27.4
Three	14	12.0
Four	4	3.4
No information available	8	6.8
Total	117	100.0
Characteristics of Unstable Environment**		
Residing with different people	43	39.1
Criminal involvement of persons residing with participant	54	49.5
Substance abuse by persons residing with participant	46	41.8
Mental health problems for persons residing with participant	12	11.0

* See text

**Percentages taken from the total for whom information was available.



The DRC participants vary considerably in their intervention needs. As displayed in Figure W.5, most DRC participants were classified as either LS or SI, pursuant to the SJS. As stated previously, participants classified as LS are those who are

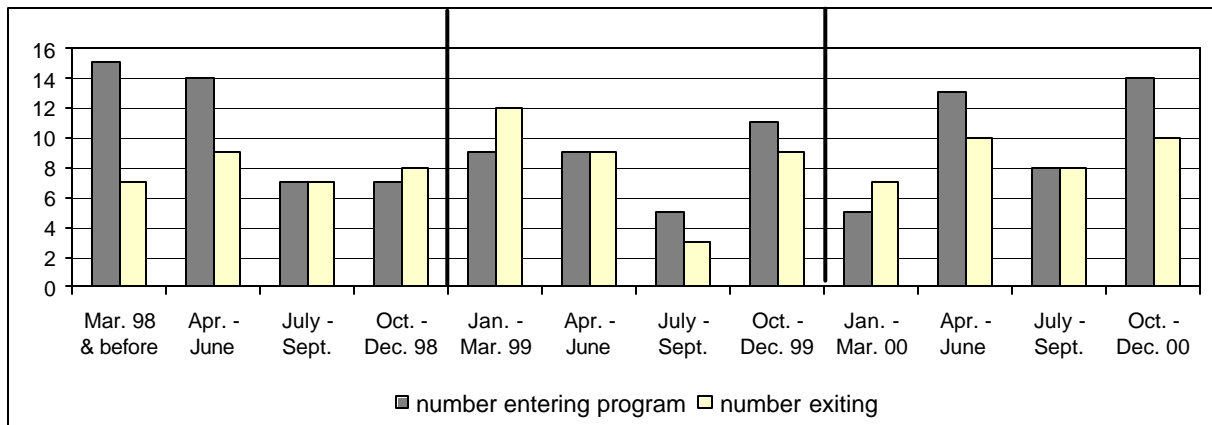
manipulative and offend because it is profitable or pleasurable. Their vision of self-worth is derived from their success in committing criminal acts and evading prosecution. The LS youth needs clear, unequivocal behavioral expectations. When he violates these expectations, the sanctions imposed on him should be strict. On the other hand, those classified as SI have a past history of appropriate functioning. They generally hold pro-social values, but their criminal act may be linked to some change or disruption in their life. According to AOIC documentation, individual or family counseling can most effectively deal with their root issue. A smaller percentage of DRC participants were classified as CC. These participants, who have a wide variety of problems, tend to blame others, and come from chaotic family backgrounds, need tight supervision and treatment services.

Program Performance

Participant Population

Figure W.6 graphically displays the number of participants entering and exiting the program for every three-month interval from program inception through December 31, 2000. A review of these data reveals that the program has maintained a yearly caseload of 48 participants, which is consistent with its initial proposal.

Figure W.6: Date of Entry and Exit for Winnebago Program Participants



Random Substance Use Testing

While in the program, participants are subjected to random substance use testing through urinalysis. For more than 80% of all DRC participants, there was some indication in their files that such testing occurred. The frequency with which testing occurred varied across the participants, with an average of approximately two tests being performed each month (see Table W.13). Approximately one-half of all DRC participants tested received no positive results; 12% of the youth tested positive more often than testing negative.

Because it may be the case that a participant will enter the program due to a positive drug test performed by his field probation officer, it is possible that if he is tested upon admission, the test will be positive because of the usage incident that occurred prior to his DRC placement. However, among the 44 participants who tested positive while in the DRC, the majority of these instances occurred more than a month following program placement. Thus, it

can be assumed that many of these participants continued to use illegal substances following their DRC admission.

Table W.13: Winnebago County—Substance Use Testing

Evidence of Substance Use Testing in File	N	%
No	17	14.5
Yes	100	85.5
Total	117	100.0
Average Frequency of Program Substance Use Tests		
Fewer than one per month	26	26.5
One to less than two per month	28	28.6
Two to less than three per month	26	26.5
Three or more per month	18	18.4
Total	98*	100.0
Average = 1.9 tests per month Std. Dev. = 1.4 Median = 1.6 tests per month		
Percent of Positive Tests		
No positive tests	56	56.0
25% or fewer of all tests were positive	14	14.0
26-50% of all tests were positive	18	18.0
51-75% of all tests were positive	3	3.0
76% or more of all tests were positive	9	9.0
Total	100	100.0
Average = .82 % Std. Dev. = 1.2% Median = 0%		
Positive Drug Tests		
Within first month of DRC	14	31.8
More than a month into the DRC	30	68.2
Total	44	100.0

*Information on days in program not available for two cases.

** May include youth who tested positive both during the first month and more than a month following DRC placement.

In-program Technical Violations and New Offenses

As displayed in Table W.14, the majority of DRC participants received at least one technical violation while in the program. Slightly more than one-half (52.1%) were arrested for a new offense while in the program, although it most often was not violent in nature.

Table W.14: Winnebago County—New Offenses and Technical Violations While in Program

Number of Technical Violations While in Program	N	%
None	41	35.0
One	24	20.5
Two	20	17.1
Three	14	12.0
Four	9	7.7
Five or more	7	6.0
Information not available	2	1.7
Total	117	100.0
Average = 1.6 violation Std. Dev. = 1.6 Median = 1.0 offenses		
Number of New Offenses While in Program		
None	56	47.9
One	35	29.9
Two	14	12.0
Three	6	5.1
Four	6	5.1
Total	117	100.0
Average = .88 offenses Std. Dev. = 1.1 Median = 1.0 offenses		
Predominant Type of New Offenses While in Program		
Person	10	16.4
Property	15	24.6
Drug	6	9.8
Driving	2	3.3
Weapon	3	4.9
Sex	1	1.6
Other	9	14.8
Status	4	6.6
Mixed	11	18.0
Total	61	100.0
New Offense Characteristics*		
No person, weapons, or sex offenses	45	75.0
At least one drug offense	13	21.7
At least one offense against persons	11	18.3
At least one weapons offense	3	5.0
At least one sex offense	1	1.7

*Percentages are percents of those with new offenses.

As displayed in Table W.15, the majority of DRC participants received at least one disciplinary action while in the program (82.4%). Slightly fewer than one-half were ever absent from the DRC without the permission of program staff.

Table W.15: Winnebago County—Participant Program Performance

Received a Disciplinary Action While in Program	N	%
Yes	89	82.4
No	19	17.6
Total	108	100.0
Monthly Average (per participant): 1.3 Std. Dev. (monthly): 1.3 Monthly Median: 1.0		
Was Ever Absent, Unexcused		
Yes	51	48.1
No	55	51.9
Total	106	100.0
Monthly Average: 1.4 Std. Dev. (monthly): 3.8 Monthly Median: 0.0		

Officer Contacts

As stated previously, while a participant is in the DRC, his field officer shares supervision responsibility with the DRC staff. As presented in Table W.16, for the majority of participants there was contact between the field officer and the family (75.7%) and between the field officer and the school (50.4%) while the youth was in the DRC. Although not presented in tabular form, the vast majority of field officers also maintained contact with the DRC participants themselves while they were in the program.

Table W.16: Winnebago County—Field Officer Supervision

Field Officer Contact With Family While Youth in DRC	N	%
Yes	87	75.7
No	28	24.3
Total	115	100.0
Field Officer Contact with School While Youth in DRC		
Yes	58	50.4
No	57	49.6
Total	115	100.0

Included within the program’s design, the DRC staff offer Parent Empowerment Groups. These meetings occur in a series of six group meetings per session, and are offered throughout the year. The DRC youth attend these meetings with their parent(s)/guardian(s). Despite

numerous attempts on the part of DRC staff to encourage parental involvement, attendance is low at the Parent Empowerment Group meetings (see Table W.17).

Table W.17: Winnebago County—Attendance at Parent Empowerment Groups

Number of Meetings Attended by Parents (Maximum=6)	N	%
Zero	60	55.0
One	19	17.4
Two	11	10.1
Three	4	3.7
Four	3	2.8
Five	6	5.5
Six	6	5.5
Total	109	100.0

Program Status

As displayed in Table W.18, slightly more participants have been successfully discharged than unsuccessfully discharged from the program. Of those successfully discharged, the majority (all but three) returned to regular probation.³⁴ Of those unsuccessfully discharged, the majority were placed in the IDOC, either for an evaluation or on a full commitment.³⁵ Although this completion rate may seem low, considering the seriousness of the population placed in the DRC, it is about what was anticipated by probation officials.

Table W.18: Winnebago County—Program Discharge

Status	N	%
Still in program	2	1.7
Discharged, successful	62	53.0
Discharged, unsuccessful	53	45.3
Total	117	100.0
Discharged from Program to		
Returned to regular probation, no other conditions	60	52.2
IDOC evaluation	23	20.0
IDOC full commitment	21	18.3
Released from probation	1	.9
Other	10	8.7
Total	115	100.1*

* For all tables, totals above or below 100.0% are due to rounding.

³⁴ Of these three, one moved out of state, one was placed in Rosecrance, and one was released from probation.

³⁵ Nine unsuccessful completers received “other” discharge locations. They included two participants who received detention followed by in-house confinement, one who was placed on intensive probation, one who received detention followed by intensive probation, one who received jail time, followed by in-house confinement, one who was placed at Arrowhead, one who was placed in foster care, one who was placed at the Mill, and one who was placed in detention, followed by regular probation.

Factors Related to Successful Program Completion

The data indicate some conclusions about how successful participants differ from unsuccessful participants. As displayed in Table W.19, participants without a history of substance abuse fare considerably better in the program than those with such a history. Among participants without a substance abuse history, almost three-fourths successfully completed the program, while among those with a history one-half completed the program.

The data indicate that SJS classification also is a factor related to successful program completion. Youth classified as SI are most often successful, followed by LS youth. Approximately one-third of the youth classified as CC succeed in completing the program.

Other variables related to successful program completion include the number of prior offenses, the number of technical violations prior to program referral, parental involvement in the DRC Parent Empowerment Group, and whether the youth continues to abuse drugs/alcohol while in the program. Successful participants average fewer prior offenses and fewer pre-program technical violations. Their parents are present more often in the Parent Empowerment Groups, and they are less likely to use illegal substances while in the program.

Table W.19: Winnebago County—Factors Related to Successful Program Completion

		Successful		Unsuccessful		Total	
		N	%	N	%	N	%
History of Substance Abuse	Yes	49	52.7	44	47.3	93	100.0
	No	11	73.3	4	26.7	15	100.0
SJS Classification	CC	5	29.4	12	70.6	17	100.0
	LS	28	50.9	27	49.1	55	100.0
	SI	29	67.4	14	32.6	43	100.0
		Avg.	SD	Median	Min.	Max.	
Number of Prior Offenses							
Successful Discharge (n=62)		7.0	3.7	6.5	0	16	
Unsuccessful Discharge (n=53)		9.3	4.2	9.0	2	20	
Number of Technical Violations Prior to Program Referral							
Successful Discharge (n=59)		1.7	2.4	1.0	0	10	
Unsuccessful Discharge (n=52)		2.1	2.7	1.0	0	11	
Number of Times Parent Present For the DRC Parent Empowerment Groups							
Successful Discharge (n=55)		2.2	2.0	2.0	0	6	
Unsuccessful Discharge (n=47)		0.2	0.5	0.0	0	2	
Percent of Drug Tests Performed at the DRC That Were Positive							
Successful Discharge (n=60)		11.1	19.7	0.0	0	80	
Unsuccessful Discharge (n=38)		33.0	37.6	19.4	0	100	

Post-Program Performance

The 61 successful completers were tracked following program completion to determine program performance.³⁶ Of them, 45 (73.8%) were arrested for one or more new offenses. Technical violations were received by 21 of these participants, including 3 of the 16 who were not arrested for a new charge. Thus, only 14 of the 61 successful completers were able to

³⁶ One youth who moved out of state was excluded from this analysis .

remain uninvolved with the court system (23.0%). This equates to approximately 10% of all participants considered for this evaluation

The 45 successful completers who had further contact with the judicial system were arrested an average of two times, with an average of three post-DRC charges. One youth, however, was arrested on 28 different charges. Collectively, these youth were arrested 111 times for a total of 194 different charges, not including technical violations. Of those, 106 (55.6%) were charges related to person, property, drug, weapon, or sex related offenses. Furthermore, 27 successful completers (44.3%) were sentenced to either IDOC or adult jail at some point following program completion. It should be noted that this information is not standardized to account for time. As such, time will be accounted for in the following discussions – what happened within 3 months of graduation, and what happened within 12 months of graduation.

Within 3 Months of Graduation

Of the 61 participants who successfully completed the program, 56 had been out for at least three months at the time data collection ended. A total of 22 (39.3%) of those successful completers had new charges within the first three months following program completion. Four of the 33 youth with no new charges had technical violations; therefore, only slightly more than half of the successful completers managed to remain uninvolved with the court system during the first three months after completing the program (See Table W.20).

During the first three months after discharge from the DRC, these 23 youth had a combined total of 33 charges out of 24 arrests. A total of 5 (15.2%) of the charges were for person or weapon offenses. Approximately half of the charges were for property (30.3%) or drug (21.2%) offenses. Six of the 56 (10.7%) successful completers were sentenced to IDOC or adult jail during their first three months following completion of DRC.

Table W.20: Winnebago County—Three-Month Offense Information

Re-arrest During the First Three Months	N	%
Yes	22	39.3
No	34	60.7
Total	56	100.0
Total Combined Offenses by Type		
Person ¹	4	12.1
Property ²	9	27.3
Drug ³	7	21.2
Weapon ⁴	1	3.0
Status ⁵	6	18.2
Other ⁶	6	18.2
Total	33	100.0
Incarceration (IDOC or adult jail) During the Three Months		
Yes	6	10.7
No	50	89.3
Total	56	100.0

¹ Includes assault, battery (2), and aggravated battery

² Includes residential burglary, burglary, burglary to vehicle, criminal damage to property (2), possession of a stolen vehicle (2), theft under \$300, and retail theft

³ Includes possession of a controlled substance (3), manufacture/delivery of cannabis, and possession of cannabis (3)

⁴ Unlawful possession of a weapon

⁵ Includes curfew (4) and runaway (2). These include four offenses by three youth who had only status offenses.

⁶ Includes disorderly conduct (3), resisting a police officer, mob action and obstructing justice

Within 12 Months of Graduation

Forty-two of the 61³⁷ successful completers had been out of DRC for at least one year at the time data collection ended. Of those 42, 31 had new offenses during their first year following program completion. Of the 11 with no new offenses during the first year, four had technical violations. Therefore, only seven successful completers were not involved with the court system during the first year following their completion of the program (See Table W.21).

During their first year following program completion, these 31 youth had a total of 92 new charges from 58 different arrests. This is an average of slightly less than two charges per youth.

³⁷ One youth was excluded from this analysis as he moved out of Winnebago County.

Of those charges, a total of 22 (23.9%) were either person or sex offenses and an additional 3 (38.0%) were property or drug offenses. Twelve of the youth were arrested for the 23 person and sex offenses. There was a total of 13 (14.1%) sex offenses allegedly committed predominately by two youth. Twenty-three (47.6%) of the successful completers were sentenced to IDOC or adult jail at some point during their first year following program completion.

Table W.21: Winnebago County—First Year Offense Information

Re-arrest During the First Year	N	%
Yes	31	73.8
No	11	26.1
Total	42	100.0
Total Combined Offenses by Type		
Person ¹	9	9.8
Property ²	25	27.2
Drug ³	10	10.9
Driving ⁴	4	4.3
Status ⁵	12	13.0
Other ⁶	19	20.7
Sex ⁷	13	14.1
Total	92	100.0
Incarceration (IDOC or adult jail) During the First Year		
Yes	20	47.6
No	22	52.4
Total	42	100.0

¹ Includes battery (5), assault (1), aggravated battery (2), and reckless conduct

² Includes burglary to vehicle (2), criminal damage to property (2), criminal trespass to residence, retail theft (5), possess/receive stolen vehicle (4), residential burglary (1), criminal trespass to vehicle, burglary (6), possess/receive stolen property, criminal trespass to property, and criminal trespass to state land

³ Includes manufacture/delivery/intent to sell cannabis, possess cannabis (4), possession of a controlled substance (2), manufacture/delivery/intent to sell a controlled substance, manufacture/delivery/intent to sell a look-alike substance, and an unspecified alcohol offense

⁴ Includes leaving the scene of an accident and driving without a valid license (3)

⁵ Includes runaway (5) and curfew violation (7). Eight youth were arrested for these 12 offenses. All of these youth also were arrested for other non-status offenses.

⁶ Includes disorderly conduct (6), mob action (3), obstruction of justice (2), resisting a police officer (5), and warrant (3)

⁷ Includes criminal sexual abuse (3), aggravated criminal sexual abuse (3), criminal sexual assault (4), attempted criminal sexual assault (2), and an unspecified sex offense.

Section Five: Issues and Recommendations

Program Components Issues

Despite various strong aspects of the DRC, as well as the fact that the program may be meeting its intended goal to provide a community-based sentencing alternative in lieu of more restrictive, costly out-of-home placements, the post-program performance of those who successfully complete the program suggests that program duration and components need to be reconsidered. Within 12 months, nearly three-quarters of DRC graduates were arrested on new charges (73.8%), many of which impacted the larger community (e.g., retail theft, residential burglary, aggravated battery, etc.). The DRC may be only delaying the eventual incarceration of youth who continue to offend. The prosocial message of the DRC is not leading to a change in the behavior of as many young offenders as would have been expected from such an intensive intervention.

Within the context of Winnebago probation, the DRC target population is, as described by one interviewee, “the worst of the worst.” In addition to lengthy criminal involvement, most of these youth have substance abuse histories (81.2%), mental health concerns (63.2%), and live in very unstable environments. However, the structure of the program is focused heavily on ART, recreation, and exposing the youth to prosocial activities and events. Few resources are directed to treatment at a level commensurate with the presenting needs of the clientele.

As originally conceived the program was to include mental health and substance abuse treatment services. Unfortunately, the provision of these services did not develop and do not seem realistic in a 4-month program with such limited staff numbers and other contractual resources. Without an intensive treatment service component, it is difficult to imagine that a short-term intervention is going to achieve the type of behavior change necessary for these youth to succeed in either the short or long term.

Recommendations – Program Component Issues

If the county wishes to keep these juvenile offenders in the community and involved in the DRC, the inclusion of therapeutic interventions seem mandatory. Although these are just a few of the problems these offenders have, it does seem reasonable that if their substance abuse and mental health treatment needs can be met, they will be more amenable to the prosocial program components offered by the DRC program. Effective therapeutic intervention will require lengthening the program time for many participants, depending on initial treatment intensity (in-patient or out-patient), and the time it takes to transition from treatment to aftercare. Program personnel also should consider adding programmatic components focusing on mental health and substance abuse treatment issues via the inclusion of licensed providers. Although this may take time away from some current DRC activities, events and other programming, given the needs of this population, these services should be viewed as essential programmatic elements.

Although some may not view conditions such as ADD/ADHD and Conduct Disorder as significant mental health concerns, they are diagnosable mental disorders. It is important to note the relationship between such disorders and drug use. According to Wilens, Biederman, Spencer, and Frances (1994), approximately one half of youth diagnosed with ADHD and Conduct Disorder also are diagnosed with substance abuse problems. Among the DRC population, almost 50% of the program participants have such mental health diagnoses.

Target Population Issues

As noted in previous sections of the report, the program's eligibility criteria have changed over time, which allow additional offenders into the program. When considering the factors related to successful program completion, it appears that these offenders may be better suited for the program as currently designed. For example, if SJS classification is considered, the SI juveniles fare better in the program than do their CC counterparts. Recall, the CC juveniles have

a wide variety of problems, tend to blame others, come from chaotic family backgrounds, and exhibit emotional problems and/or signs of drug abuse. As stated previously, although mental health and substance abuse treatment components were originally envisioned in the array of DRC services, because it was determined that services to address these needs were beyond the DRC's scope, it could be the case that the CC offenders have many more problems than the DRC can be expected to address.

Recommendations – Target Population Issues

If additional programming (i.e., drug and mental health treatment) is not to be included in the program's design, it is recommended that the target population be selected in accordance with what the program has to offer. The inclusion of more youth with fewer mental health and/or substance abuse treatment needs would be more appropriate. However, it is important that the program continue to target offenders with substantial prior criminal histories to avoid possible net widening.

Aftercare Issues

Although viewed as a deficit in DRC programming by program staff and administrators alike, Winnebago County has not yet developed a viable aftercare program for DRC graduates. Initial thoughts centered on assigning the role of aftercare to a specific DRC officer. This was dropped from consideration when it was decided that the DRC staff should not, or could not, get involved in community supervision. Attention then was directed at having the field officers provide more intensive support and supervision to the juveniles released successfully from the DRC and returned to the general caseloads. However, due to high field officer caseloads, it was determined that this was unrealistic and an unfair burden to place on the field officers. While discussions also focused on securing mentors from the community who would be willing to work with participants who complete the DRC, it appeared not to be a feasible solution due to the difficulty in securing community members who are willing to work with such a challenging

population. While DRC graduates are invited to participate in the Boys and Girls Club Gang Prevention Program upon their exit from the DRC, involvement is not mandatory.

The need for aftercare supervision and/or services is supported by the data, as evidenced by 41% of the successful graduates having new charges filed within three months of program completion. Research has shown that for offenders who transition from highly structured environments to less structured situations, recidivism occurs shortly after the transition due to the stress and anxiety that results from an abrupt change in attention. For these reasons, a deliberate, structured, mechanism to acclimate the offender to a less structured and restrictive form of probation is necessary. To illustrate, according to Kurlychek, Torbet and Bozynski, (1990), "Often juveniles who benefit from a controlled, structured environment have difficulties applying their newly acquired skills Aftercare programs provide an extended period of supervision, surveillance, and service delivery to assist youth during this transitional period with the goal of preventing and reducing recidivism" (p. 9).

Recommendations – Aftercare Issues

Probation officials have worked diligently to address the lack of aftercare services available to DRC graduates. Unfortunately, no feasible solutions have been developed. The research team recommends that if the program continues, it should consider expanding their step-down component as a vehicle for the provision of aftercare.

Specially, the step-down component could be expanded to include all DRC youth. Upon completion of their time in the DRC (or sooner if deemed appropriate), the program could require that graduates return to the DRC on a limited schedule. For example, the participant could return two to three days during the initial weeks following DRC program completion, followed by one or two visits in the weeks thereafter. This could be handled in conjunction with participation in the Boys and Girls Club. It also is important that the aftercare program include graduated sanctions and incentives. Any therapeutic interventions that may be provided to DRC participants in the future should be continued as a part of the step-down component and

aftercare supervision to provide structure and minimize the chance for relapse and new offenses.

An additional recommendation is for the DRC officers to hold several staffings with the participant and his field officer during his time in the DRC, especially during the last stages of program participation. These staffings would provide an opportunity to show the participant that the DRC staff and the field officer are working together to transition his case to regular probation. A post-DRC plan could be developed to establish goals for the participant's transition back to traditional probation, and may include any needed services or treatment such as educational, mental health, or drug treatment/prevention.

These meetings could further serve to strengthen the relationship between the participant and his field probation officer, possibly filling the gap that may exist once the youth leaves the DRC and no longer experiences the more personal relationship that may have developed between the participant and members of the DRC staff.

Section Six: Findings and Conclusions

The goal of the Winnebago County Day Reporting Center is to provide a community-based sentencing alternative in lieu of more restrictive, costly out-of-home placement. To accomplish this, probation administrators determined that the program needed to involve at least 48 youth each year.

Between December 29, 1997 and December 31, 2000, there were 145 admissions into the Winnebago County Juvenile Day Reporting Center. This translates to slightly more than 48 youth each year. According to probation administrators, the program has resulted in a reduction in the number of minors from Winnebago County being sentenced to an out-of-home placement. As such, it would appear that the program goal has been achieved. However, as discussed

previously, it is important to note that within 12 months of successful program completion, the majority of DRC graduates (73.8%) have been arrested on new charges, many of which impact the larger community. It is felt that this outcome could be improved significantly by adopting program strategies designed to provide more intensive services to those youth in need of therapeutic interventions and by incorporating a progressive transition to reduced supervision.

Weaknesses and Strengths

As is the case with all programs, the DRC has its strengths and weaknesses.

Weaknesses

The weaknesses identified during this evaluation were discussed in detail in section five.

The following are additional concerns that the program may wish to address in the future:

- The physical condition of the DRC building is an ongoing challenge for the program. Although the building has improved since the program began, it continues to lack adequate space and structure for educational and recreation activities. Furthermore, the location of the building is not conducive to graduates visiting after completing the program because it is just too far from the city center. Additionally, the site location makes it difficult for field officers to visit the juvenile offenders while they are in the DRC.
- With attendance at school, the youth are supervised from 8:00 AM to 10:00 PM, Monday through Friday. However, the lack of weekend and late evening supervision is of concern, particularly give the unstable and unsupervised nature in the juveniles' homes.

Strengths

- The program staff has done an excellent job in building positive relationships with local social service agencies. This is reflected in the commitment of various local

providers to serve as regular guest speakers to the DRC youth. Several youth commented on how much they enjoy a number of these guest speakers as these individuals are able to relate to their problems.

- Although the inclusion of some of the activities (ranging from special community projects, such as Salvation Army bell-ringing, to trips to local parks) and the emphasis placed on recreation may first appear suspect, the research team believes in the importance and benefit of such programming. First, the recreational activities teach the youth about sportsmanship, teamwork, and self-esteem and give them an outlet for stress and energy. It also provides staff with an opportunity to give positive reinforcement. Second, the inclusion of special field trips and outings expose the participants to pro-social, community-oriented places – places and activities they hopefully will engage in after completing the program.
- The inclusion of recreation and special outings also highlights an additional asset of the program – the ability to take away rewards for negative behavior, rather than focusing on negative sanctions, as is typically the case in probation services. It is believed that by taking away a reward, as opposed to imposing a sanction, the punishment is more meaningful to the youth.
- An additional strong component to the DRC is the structure of program guidelines and rules. The consequences are swift and seem to be handed out in a consistent manner. With respect to consequences for negative behavior, as stated by one parent, “the DRC does what we are afraid to.” Given the needs of certain offenders, particularly those within the LS classification, this seems very appropriate.
- One of the strongest components of the program is the DRC staff. Almost everyone interviewed, including youth, reported that the DRC staff is one of the greatest assets to the program. These individuals have positive attitudes, and are energetic

in and committed to what they do. Members of the judiciary describe them as “amazing,” and the kids report that the staff is “cool”, “not stuck-up”, and “actually listen to them” [the participants]. While the prospect of making significant changes to the program’s structure and/or design may seem overwhelming, given the strength of the staff, the research teams believes in their ability to make the changes necessary to allow the DRC be a viable sentencing alternative.

CHAPTER V: CHRISTIAN COUNTY EXTENDED DAY PROGRAM

The Christian County Juvenile Probation Intensive Extended Day Program (EDP) began operation in August 1997 with the first cases entering the program in October 1997. The program's purpose is to provide an alternative to detention for juvenile offenders.³⁸ The EDP's present goals and objectives include: 1) expanding supervision, 2) providing coordinated community-based services, 3) reducing new offenses that may lead to residential or institutional placement, 4) making participants accountable to the community for their behavior, and 5) reducing the illegal use of controlled substances by adjudicated delinquents.

This chapter is divided into six sections. Section one provides an overview of Christian County highlighting its population, employment and income levels, prevalence of crime and the juvenile justice system. Section two reviews the methodology used in this study; section three describes the EDP program. The fourth section presents an analysis of the case file data; and section five contains a discussion of the issues identified by this evaluation and recommendations for addressing them. The final section is a discussion of findings and conclusions.

Section One: Christian County

Locale and Population

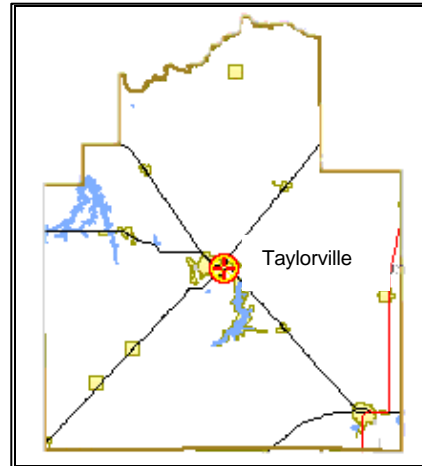
Christian County, in the Fourth Judicial Circuit, is located in central Illinois (see Figures C.1 and C.2). It is a rural, farming, blue-collar county covering 709 square miles, adjacent to Sangamon County. Taylorville, the county seat and home to 11,257 people, is the largest city in Christian County, accounting for approximately one-third of the county's population (Illinois Statistical Abstract, 2000).

³⁸ Information about current goals, criteria, target population and program operation have been taken from interviews and a program document entitled "Christian County Intensive Extended Day Program".

Figure C.1: Christian County, Illinois



Figure C.2: Christian County in Detail



Following a slight population decrease in the 1980s, Christian County's population has remained relatively stable since 1990 (Geostat, 1988). In 2000, the population of Christian County was 35,372 persons, making it the 44th largest of the 102 counties in Illinois (Illinois Statistical Abstract, 2000). Of interest in this evaluation is the number of juveniles residing in Christian County. In 2000, juveniles under the age of 18 accounted for 24.1% of the population (US Census, 2000).

With respect to population demographics, Christian County is predominately Caucasian. However, there has been a slight increase in the minority population in recent years, with the percentage of the Caucasian population falling from 99.3% in 1996 to 96.3% in 2000. The largest minority population is African-American, making up 2.1% of the county's population (US Census, 2000).

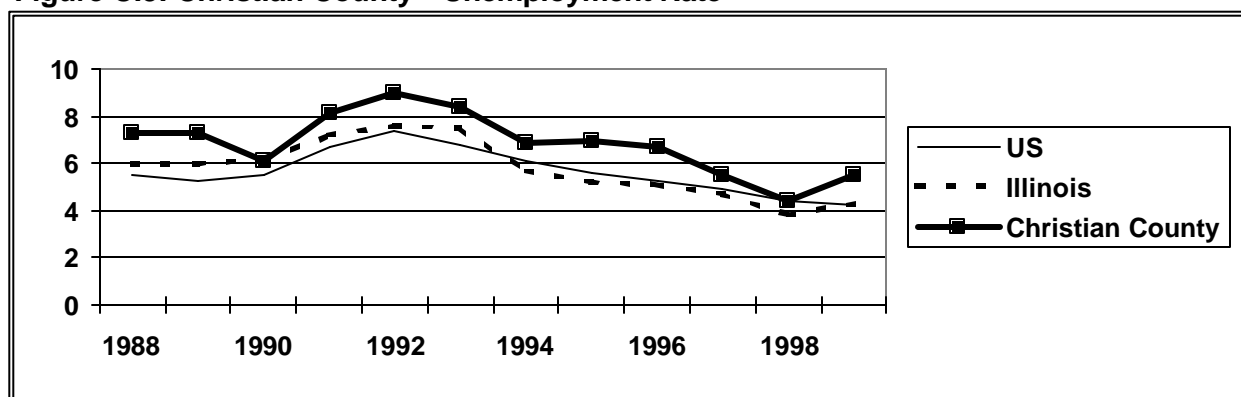
Employment and Income

In 1998, Christian County had a per capita personal income (PCPI) of approximately \$22,200. This PCPI was lower than both the state average of \$29,853 and the national average of \$27,200 (Illinois Statistical Abstract, 2000). In 1997, the county's median household income was approximately \$34,836 (US Census, 2000). In the same year, 10.7% (3,830 persons) of all

Christian County residents reported incomes below the poverty level. When only children under the age of 18 are considered, the poverty rate climbs to 16.1% (US Census, 2000).

Christian County's unemployment rate has been variable over the last two decades (see Figure C.3). The most recent figures show that in 1999 the unemployment rate was 5.5%. Between 1988 and 1999, the rate reached a high of 9.3% in 1985, and a low of 4.4% in 1990. With the exception of 1990, the county unemployment rate has been higher than both the national and state rates (Illinois Statistical Abstract, 2000).

Figure C.3: Christian County—Unemployment Rate



There were slightly more than 19,000 residents in the civilian labor force in 1999. Christian County experienced a 12.7% increase in the labor force over the last decade (Illinois Statistical Abstract, 2000). At one time, a large portion of the workforce was employed in the local coal-mining industry, but due to the environmental implications of the high-sulfur content of the coal, almost all of the mining operations have closed. Mining jobs currently account for fewer than one percent of all jobs in the county. Between 1997 and 1998 the number of manufacturing jobs nearly doubled, now accounting for slightly more than 12% of all jobs in the county. Most of the civilian labor force in Christian County currently is employed in either wholesale and retail trade (23.5%) or service industries (24.9%) (Illinois Statistical Abstract, 2000).

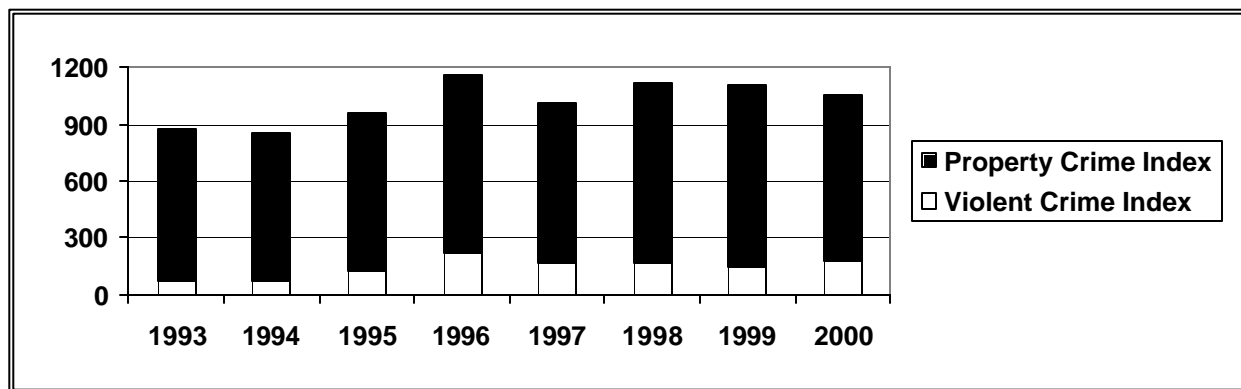
Prevalence of Crime

Two indicators are commonly used to describe levels of crime and subsequent police response: the number of crimes known to law enforcement as having occurred within a particular jurisdiction and the number of arrests made. This information was obtained from Illinois State Police data using the Crime Index. Eight separate offenses, in two categories, comprise the Crime Index: murder, criminal sexual assault, robbery, and aggravated assault (violent index offenses); and burglary, theft, motor vehicle theft, and arson (property index offenses).

Crimes Known to Police

Illinois Uniform Crime Reports (IUCR) records show that 1,059 serious crimes were known by law enforcement to have occurred in Christian County during 2000. The majority of these serious crimes were property index offenses (83.4%); violent index offenses accounted for the remaining 16.6%. As shown by Figure 4, the number of index offenses increased then decreased in the last 8 years. The number of violent offenses steadily decreased from 1996 to 1999, but increased slightly in 2000 (ISP, 1995, 1997, 1999, 2000, 2001).

Figure C.4: Christian County—Crime Index



In Christian County, nearly all violent index offenses are aggravated assaults and criminal sexual assaults. In 2000, there were 164 aggravated assaults, an increase over the number in 1999 (133); however, this is a decrease from the high of 190 in 1996. In 2000, there were 9 criminal sexual assaults, down from 15 in 1999. For the first year in four years, there was

one murder in Christian County in 2000. Not surprisingly, in keeping with statewide figures, most property index offenses in the county were either burglary or theft (94.7% of all 2000 property index offenses). There was an 8.5% decrease in theft between 1999 and 2000, from 752 to 688 and a 7.5% decrease in burglary from 160 to 148 (ISP, 1995, 1997, 1999, 2000, 2001).

Arrests Made by Police

According to IUCR records, Crime Index arrests fluctuated from 1993 to 2000. During 2000, Christian County law enforcement officials made 375 Crime Index arrests, an increase of 89 arrests from the previous year (3.1%). Nearly one-half (46.1%) were violent index arrests, while the remainder (53.87%) were property index arrests. Aggravated assaults accounted for the greatest number of violent index arrests in 1998 (96.0%) and the largest number of property index arrests (73.3%) was for theft (ISP, 1995, 1997, 1999, 2000, 2001).

Juvenile Justice System

This section details information on the county's juvenile justice system, including the number of delinquency petitions, adjudications, active probation caseloads, detention placements, and Illinois Department of Corrections commitments.

Delinquency Petitions, Adjudications, and Probation Caseloads

According to Administrative Office of the Illinois Court (AOIC) records, between 1995 and 1998 there were 609 delinquency petitions filed in Christian County; of these, only 146 (24.0%) resulted in adjudication. As exhibited in Table C.1, the number of petitions filed in that time frame decreased, then increased substantially, ending with 224 petitions filed in 1998. The county does not report the same increase in adjudications. Data regarding active juvenile probation caseloads as of the end of each year between 1995 and 1998 also were obtained from the AOIC. Those records, (see Table C.1) revealed a steadily increasing caseload until 1998. In 1998, the county caseload was 87 juveniles, less than half the number the previous year (AOIC, 1997, 1998, 1999, 2000). However, the number of delinquency petitions filed during

1998 was significantly higher than in prior years suggesting there may have been a greater number of petitions that were filed but not yet adjudicated at the end of 1998.

Table C.1: Christian County—Petitions, Adjudications, and Probation Caseloads

	1995	1996	1997	1998	TOTAL
Delinquency petitions	129	107	149	224	609
Adjudications	38	29	43	36	146
Active probation caseload	133	144	192	87	N/A

Detention Placements and Juvenile IDOC Commitments

From 1997 through 1999, 25 juveniles from Christian County were admitted to detention (see Table 2).³⁹ Christian County juveniles accounted for only a small fraction of all state detention admissions during that time. These detention admissions include pre-adjudication admissions, admissions as court disposition, and admissions for contempt. The 1999 total of nine admissions was an increase over the previous year (AOIC, 1996, 1997, 1998, 1999).

According to IDOC records, there were 23 admissions from Christian County to the IDOC's Juvenile Division between January 1, 1997 and December 31, 1999.⁴⁰ These admissions accounted for a very small percentage of all Illinois juvenile admissions during that time. As displayed in Table 2, the pattern of admissions increased between 1997 and 1998, ending with nine admissions in 1999. There were a smaller number of evaluations than other admissions (data obtained from IDOC).

³⁹ During that time, a juvenile could have been admitted to detention more than once.

⁴⁰ During that time, a juvenile could have been committed more than once.

Table C.2: Christian County—Detention Admissions and IDOC Commitments

	1997	1998	1999	Total
Admissions to Detention				
As court disposition	2	1	1	4
For contempt	1	0	0	1
Other Admissions	7	5	8	20
Total	10	6	9	25
Admissions to the IDOC				
Evaluation	1	3	1	5
Other admissions**	4	6	8	18
Total	5	9	9	23

*Includes pre-adjudication admissions

**Includes all non-evaluation admissions from Christian County

Section Two: Methodology

Unlike the evaluations conducted in the other two counties, the focus of the EDP evaluation was process oriented. This decision was made early during the study and arrived at for a number of reasons. First, the program had gone through a great deal of upheaval during the past two years. Many key players, such as the state’s attorney and the chief probation officer, had changed. Three different staff members served as the EDP officer. Secondly, at the close of data collection, only a small number of youth had completed the EDP, thereby making any valid quantitative analysis limited in utility. Third, given the relatively small size of the Christian County probation population and the fact that program participants had been chosen, in part, because of their differences from the other juvenile probationers, a comparable comparison group could not have been identified for analysis.

The research design developed for this evaluation relied on both qualitative and quantitative data collection strategies. Data sources included: 1) personal interviews with program staff, members of the judiciary, treatment providers, and probation officers, and supervisors, 2) participant program file information, 3) focus groups involving both juvenile program participants and their parents/guardians, and 4) program documentation gathered from

the probation department and the Illinois Criminal Justice Information Authority.⁴¹ Treatment data collected from a local drug treatment center also were analyzed.

Personal Interviews

Information to respond to many of the research questions regarding the operation of the EDP was obtained from semi-structured interviews conducted in person with program staff, members of the judiciary, members of the substance abuse treatment community, and probation supervisors. Probation officers whose caseloads have been impacted by the operation of the program also were interviewed.

During the course of this evaluation, eight individuals associated with the EDP were interviewed; one individual was interviewed twice. As displayed in Table C.3, these 8 individuals included three members of the judiciary, one program staff, two representatives of the substance abuse treatment community, one probation supervisor, and one field probation officer. A copy of the interview protocols are included in Appendix A.

Table C.3: Christian County—Interviews Conducted

	N
Program staff	1
Judicial representatives*	3
Treatment providers	2
Probation administrators and supervisors	1
Other probation staff	1

*Judicial representatives may include judges, prosecuting attorneys and defense counsel.

⁴¹The juvenile participants involved in this program are a protected population with regard to the regulation of research using human subjects. Appendix C contains the protocol prepared by the research team for the UIS Institutional Review Board for the Protection of Human Subjects. The Board approved the protocol. In addition, the research team sought and received permission from the Chief judge of the Fourth Judicial Circuit to have access to the court files of the juvenile participants. The order also is included in Appendix C.

Participant Program File Information

With the assistance of program personnel, the evaluation team reviewed all available participant files. These data were sought to:

- obtain descriptions of the juveniles participating in the programs,
- determine to extent to which participants met program eligibility requirements,
- determine participants' progress and outcome in the EDP,
- track participants' progress through the juvenile court process, and
- determine the frequency of program contacts with parents/guardians schools, and treatment providers.

A copy of the coding form is included in Appendix A.

According to EDP staff, 33 juveniles were ordered into the program through November 30, 2000. Of them, one case was dropped because the juvenile was in the program as a minor in need of authoritative intervention and had not been adjudicated delinquent by the juvenile court.

Focus Groups – Participants and Their Guardians/Parents

One of the major methodological challenges facing an evaluation of this program was finding a workable way of eliciting evaluations of the program from participants and their parents. Meeting this challenge required balancing the need for valid and reliable information from participants with the need to protect the individuals' rights as research subjects. In addition, participants often are resistant to traditional means of encouraging research subjects to provide information to researchers. The research team attempted to overcome this resistance by providing participants and their parents with an incentive to take part in the focus groups.

Both parent and youth focus groups were held in Christian County during Spring 2001. Despite several attempts, only one parent attended any of the parent/guardian focus groups. All parents/guardians were offered a \$20.00 cash incentive for their participation.

In order to obtain the necessary parental/guardian permission for the EDP participants to participate in a focus group, the EDP officer asked the parents directly. Due to the lack of transportation

within Christian County, two participant focus groups were held – one in the town of Taylorville and one in the town of Pana. On April 9, 2001 nine participants attended the Taylorville focus group. The Pana focus group was held on April 10, 2001 and was attended by two participants. At both locations, youth were provided a \$5.00 McDonald's gift certificate for their participation. A copy of the parent/guardian and youth focus group protocols are included in Appendix A.

Program Documentation

Program documentation was collected from both the probation department and the Illinois Criminal Justice Information Authority (ICJIA). From these documents, the research team was able to identify goals and objectives, describe the program's operation, and identify changes in the programs' design.

Drug Treatment Provider Data

As originally proposed, data were to be collected from the drug treatment agencies that provide services to EDP participants. Because participants typically are referred to one local agency, it was decided that all information collected would be gathered from that primary agency. Specific elements of interest included beginning and ending diagnosis, number of days/hours of treatment, urinalysis results, and discharge status. These data were combined with participant program data and criminal history data to determine various indicators of treatment success. According to treatment provider's records, 25 of the EDP participants had been assessed and/or treated by their agency. File reviews were conducted on them all. A copy of the provider data collection instrument is included in Appendix A.

Section Three: Program Description

As stated previously, the Christian County Juvenile Probation Intensive Extended Day Program (EDP) began operation in August 1997 with the first cases entering the program in October 1997.

Program Goals & Objectives

The stated purpose of the EDP is to provide an alternative to detention for juvenile offenders. The EDP's present goals and objectives include: 1) expanding supervision, 2) providing coordinated community-based services, 3) reducing new offenses that may lead to placement, 4) making participants accountable to the community for their behavior, and 5) reducing the illegal use of controlled substances by adjudicated delinquents.

Target Population & Eligibility Criteria

The EDP accepts both males and females. The eligibility criteria were modified since the program's inception in an effort to locate high-risk offenders in the early stages of the juvenile justice system. The eligibility criteria may be summarized as follows:

- 1) Initially, the program would only accept male and female juvenile offenders between the ages of 12-17. This range has been expanded to include offenders as young as 10 years old.
- 2) According to earlier program screening criteria, participants were required to have at least one prior delinquency adjudication and/or two or more police contacts. According to the present EDP design, juvenile offenders who have not yet been adjudicated delinquent by the court but who have been under court supervision and are facing revocation may be considered for the EDP. These juveniles must be assessed as "high risk" and must have a history of substance abuse and/or violent acts.
- 3) The initial screening criteria required that participants have a current offense involving violence or drugs. According to the present EDP design, juvenile offenders with an offense history involving drugs or violence satisfy EDP screening criteria.
- 4) In order to satisfy the screening criteria, juvenile offenders must be assessed as requiring maximum supervision on the AOIC standard needs assessment

instrument and the SJS.

- 5) The present screening criteria also allows juvenile offenders to be placed in the EDP while they have a delinquency petition pending for a new offense or a petition to revoke probation or supervision for a technical violation.

The chief probation officer begins the referral process by reviewing juvenile offenders' case files to verify minimum program eligibility. If the chief probation officer decides that the juvenile meets the minimum EDP screening criteria, and there is room in the program, the juvenile is referred to the EDP coordinator for a more in-depth screening during which program requirements are explained to the juvenile and his/her parents or guardians. At this time, the EDP coordinator fills out a "screening/face sheet" to record general information and make note of any services the participant may need. There is a space to briefly state the basis of the recommendation on this form.

A participant's parent or guardian's consent for program participation is essential before the juvenile can be accepted into the program. At the conclusion of the screening process, the EDP coordinator forwards a recommendation for program participation to the court. The court has final discretion regarding program participation. The court considers the individual's offense history, the referring offense and the recommendations it receives from the chief probation officer and/or the EDP coordinator.

Program Structure & Operation

The Christian County Probation Department has proposed an array of services and control measures to assist in modifying and monitoring offender behavior. The following is a description of the services and control measures that are being provided to the EDP participants.

Programming

All program participants are required to attend one cognitive behavior group, Moral Reconciliation Therapy (MRT), and one Life Skills group each week. The program coordinator

facilitates both MRT and Life Skills groups. An anger management group has been attempted several times since the inception of the EDP but does not exist at the present time. A local service provider agreed to provide an anger management group but the times that it is scheduled makes attendance impossible for most EDP participants. The program coordinator meets individually with participants to address anger issues as time permits and continues to communicate the need for anger management education to local service providers.

The EDP population has been divided into two groups for the delivery of program components. Sessions are held in Taylorville on Mondays and Wednesday and in Pana on Tuesday and Thursday. According to the EDP Coordinator, the needs of participants in Pana differ significantly from the participants residing in Taylorville because Pana is smaller, more remote and has more of a rural character. Dividing the EDP into two groups allows the EDP coordinator to direct program components according to specific participant needs. Another benefit of dividing the group is that it allows the EDP coordinator to form the most effective group environment by assigning certain participants to one group or another (e.g., separating sibling participants when appropriate). Having the groups in two locations also eases the transportation burden for working parents.

Educational Services

Educational services are one of the enumerated components of the EDP. Participants are required to attend a mainstream school, an alternative school, or participate in a high school equivalency degree program. A computerized tutoring program is made available to program participants who are not attending school.

Mental Health Services

The EDP has contracted with local service providers for individual, group and family counseling and psychiatric services. The EDP coordinator does not use a formal assessment tool to determine whether mental health services are needed but makes referrals when she becomes aware of special needs. Staffing levels at the local service provider often impede

attempts to obtain immediate assessments, evaluations and treatment for EDP participants.

Substance Abuse Services

In recognition of the many known juvenile offenders in Christian County who abuse illegal substances, the EDP incorporates substance abuse services as a primary program component. The EDP has contracted with a local service provider for substance abuse education, assessments and individual and group treatment. Participants in need of residential treatment are referred to a various providers throughout the state. The EDP coordinator monitors participants' progress in substance abuse treatment through meetings and phone conferences with treatment providers.

All program participants are subject to unannounced alcohol and drug testing by the EDP coordinator and by the local treatment provider when the participant is in treatment.

Home/Office Visits

The EDP coordinator conducts home visits twice each month and may make additional home visits when the need arises. Participants attend office visits as requested by the EDP coordinator.

Community Service

EDP participants are required to perform community service work. The program coordinator arranges, supervises and tracks the number of community services hours completed.

Parental Involvement

To achieve compliance with the Illinois Juvenile Justice Reform Act, the EDP coordinator has asked the juvenile court judge to consider including parental participation in the court's order.⁴² If the EDP coordinator is successful, a parent group will be established as a required component of the EDP.

⁴² Parents, guardians and legal custodians of juvenile offenders may be ordered to take certain actions to develop the competency of minors and to promote accountability by the minor for his or her actions. They are, in addition, required to participate in the assessment and treatment of juveniles by assisting them in accepting responsibility for his or her delinquent behavior. 705 ILCS 405/5-110.

Program Sanctions

Control measures available for EDP participants include establishing curfews, the administrative sanctions program, increasing the frequency of home visits, and electronic monitoring. The philosophy adopted by the EDP for imposing sanctions provides for a sanction for every detected violation proportional to the violation that occurred. The timing and selection of a sanction is determined according to circumstances unique to each case.

Staffing

Before January 2001, program participants reported to a regular probation officer and the EDP coordinator. As of January 2001, EDP participants no longer report to the regular probation officer. The EDP coordinator is the sole officer supervising the participant. This change was made in the reporting structure to eliminate duplication of supervision efforts and the confusion that occurs when two officers are supervising the same participant, and to provide participants with a seamless continuity of services and supervision. The EDP coordinator is the participant's only officer until such time as he/she is discharged from probation.

Section Four: Case File Data Analysis

As mentioned previously, data were collected from the participant program files. The following section describes the EDP participants, their behavior while in the program, and their behavior following their exit from the EDP.

Participant Characteristics

Participant Demographics

Table C.4 presents the demographic characteristics of the EDP participants. The typical EDP youth is approximately 14 years old and male. Most participants are Caucasian, which is expected given the demographics of Christian County, and slightly fewer than two-thirds attend school.

Table C.4: Christian County—Participant Characteristics

Age When Ordered to the Program	N	%
10 years	1	3.1
13 years	1	3.1
14 years	4	12.5
15 years	8	25.0
16 years	14	43.8
17 years	4	12.5
Total	32	100.0
Average = 14.2 years Std. Dev. = 1.5 years Median = 14.5 years		
Gender		
Female	4	12.5
Male	28	87.5
Total	32	100.0
Racial/Ethnic Identification		
White/Caucasian	30	93.8
Other ¹	2	6.2
Total	32	100.0
Attending School		
No	8	25.0
Yes	20	62.5
Pursuing high school equivalency certificate	3	9.4
Information not available	1	3.1
Total	32	100.0

¹Includes one Asian and one identified as mixed-race.

Prior Offenses

As displayed in Table C.5, all but one of the EDP participants have been arrested previously, with over 40% having been arrested five or more times. Typically, their first arrest occurred when they were approximately 14 years old.

Each prior offense for which the participant was charged was coded by offense type (i.e., person, property, drug, weapon, sex, procedural, or other). A determination then was made whether one particular offense type was most common for each participant. As displayed, the majority (55%) of the EDP participants were classified as being predominately property offenders; an additional 23% were classified as predominantly drug offenders.

When considering the characteristics of these prior offenses, the data reveal that most participants had only nonviolent priors (65%), although almost one-third had at least one prior

offense against a person in their criminal history. Slightly more than one-half of the EDP participants have at least one prior drug related offense signaling the prevalence of substance use/abuse issues.

Table C.5: Christian County—Prior Offenses

Number of Prior Offenses*	N	%
None	1	3.1
1	4	12.5
2	5	15.6
3	6	18.8
4	3	9.4
5 or more	13	40.6
Total	32	100.0
Average = 6.3 priors Std. Dev. = 7.8 Median = 3.5 priors		
Age at the Time of First Prior Offense		
10 years	1	3.2
11 years	2	6.5
12 years	3	9.7
13 years	5	16.1
14 years	8	25.8
15 years	7	22.6
16 years	3	9.7
No information available	2	6.5
Total	31	100.1**
Average = 14.2 years Std. Dev. = 1.5 years Median =14.5 years		
Predominant Type of Prior Offenses		
Person	2	6.5
Property	17	54.8
Drug	7	22.6
Mixed	5	16.1
Total	31	100.0
Prior Offense Characteristics***		
Nonviolent priors only	20	64.5
At least one drug offense among priors	16	51.6
At least one offense against persons among priors	9	29.0
At least one weapons offense among priors	3	9.7

* Excludes referring offense.

** For all tables, totals above or below 100.0% are due to rounding.

*** Percentages are percents of those with prior offenses.

Performance on Probation Prior to Referral

Almost every EDP participant was on probation at the time of his/her referring offense (see Table C.6). Typically, these participants were serving a probation term of approximately

two years. The majority (65%) had never received a technical violation prior to their program referral. Interestingly, of the participants who did receive prior technical violations, 46% were sent to the Illinois Department of Corrections.

Table C.6: Christian County—Performance on Probation Prior to Referral

On Probation at time of Referring Offense	N	%
No	1	3.1
Yes	31	96.9
Total	32	100.0
Length of Prior Probation Term		
1 year or less	9	29.0
13 months – 2 years	17	54.8
25 months – 3 years	3	9.7
37 months or more	2	6.5
Total	31	100.0
Average = 23.1 months Std. Dev. = 11.4 Median = 24.0 months		
Technical Violations While on Probation Prior to Referral		
None	20	64.5
1 or 2 technical violations	4	12.9
3 or 4 technical violations	2	6.5
5 or more technical violations	5	16.1
Total	31	100.0
Average = 1.5 tech. violations Std. Dev. = 2.7 Median = 0 tech. violations		
Detention or Incarceration for Prior Technical Violations		
Detention term for prior technical violations	3	27.3%*
IDOC term for prior technical violations	5	45.5%*

* Percentages based on all youth who had received a technical violation prior to their EDP referral.

Referring Offenses

Table C.7 presents information regarding the participants' referring offenses. While all participants must be court ordered into the program, that placement can occur subsequent to a new offense, upon the receipt of a technical violation, or at the discretion of the juvenile's probation officer. As displayed, most participants enter the program due to a new offense or a probation violation, with the largest percentages of participants having two or more referring offenses and/or violations. For most participants, the disposition of their new offenses and/or violations led to modification of an existing probation order to include EDP program participation in addition to any other modifications that may be imposed by the court. Each participant's referring offenses/violations were categorized by type and the most prevalent type determined. As displayed, the largest percentage of EDP participants had a variety of offenses with no one type more common than others.

However, the data do reveal that approximately 70% of the participants' had only non-violent referring offenses. Approximately 30% of the EDP participants had at least one drug-related offense and another 30% of EDP participants had at least one offense against persons among their referring offenses.

Table C.7: Christian County—Referring Offenses

Number of Referring Offenses or Probation Violations	N	%
None	5	15.6
1	7	21.9
2	11	34.4
3 or more	9	28.1
Total	32	100.0
Type of Offense Leading to Program Referral		
Person	1	3.7
Property	5	18.5
Drug	3	11.1
Other	1	3.7
Procedural or probation violation	2	7.4
Mixed	12	44.4
Status	3	11.1
Total	27	99.9*
Referring Offense Characteristics**		
No person, weapons, or sex offenses among referring offenses	19	70.4
At least one drug offense among referring offenses	8	29.6
At least one offense against persons among referring offenses	8	29.6
At least one weapons offense among referring offenses	1	3.7
Terms of Referring Sentence		
Referral to program and probation for initial offense	2	6.3
Probation modified to include program	26	81.3
Probation modified to include program and other conditions	3	9.4
Referral to probation after IDOC commitment vacated	1	3.1
Total	32	100.1*

* For all tables, totals above or below 100.0% are due to rounding.

** Percentages are percents of those with specific referring offenses.

Participant Social Histories

As presented in Table C.8, the majority (81%) of EDP participants have a prior history of substance abuse. Based on the file information, the most common substances abused include cannabis and alcohol. Approximately 60% have a history of mental health issues,⁴³ which may include ADD/ADHD, and over one-half reside in unstable home environments.

Indications were found in the probation files that many participants reside in unstable home environments (see Table C.8). The four-point scale developed for this determination gave a participant one point for each of the following factors: history of residing with different people, criminal involvement of persons residing with participants, substance abuse involvement of persons residing with participants, and mental health problems for persons residing with participant. A score of zero indicates no indicators of an unstable home environment; the maximum, a score of four, indicates the participant's home environment included all factors of instability. For most Christian County EDP participants, an unstable home environment is characterized by a history of residing with different people.

The majority of EDP participants are being supervised at the highest risk level (i.e., maximum supervision). However, their intervention needs are basically unknown given the large percentage of participants without a SJS score in their files.

⁴³ The research team relied on documentation from participant case files referencing a DSM-IV diagnosis made by mental health or substance abuse treatment providers as an indication of the occurrence of a mental health issue or problem. The research team did not make any assumptions about whether a participant was or had experienced a mental health issue or problem independent of documentation found in the case files.

Table C.8: Christian County—Participant Social Histories

Participant History of Substance Abuse	N	%
No	6	18.8
Yes	26	81.3
Total	32	100.1*
Substance History		
Alcohol	17	63.0
Cannabis	23	85.2
Amphetamines/methamphetamines	6	18.8
Hallucinogens	3	9.4
Cocaine	2	7.4
Crack	1	3.7
Participant History of Mental Health Issues		
No	13	40.6
Yes	19	59.4
Total	32	100.0
Indicators of Unstable Home Environment		
Zero	14	43.8
One	10	31.3
Two	4	12.5
Three	4	12.5
Total	32	100.1*
Characteristics of Unstable Environment**		
Residing with different people	15	46.9
Criminal involvement of persons residing with participant	4	12.5
Substance abuse by persons residing with participant	6	18.8
Mental health problems for persons residing with participant	5	15.6
Classification on Probation Risk Assessment		
Minimum	5	15.6
Medium	7	21.9
Maximum	19	59.4
Information not available	1	3.1
Total	32	100.0
SJS Category		
CC	4	12.5
LS	4	12.5
SI	5	15.6
ES	3	9.4
No information available	16	50.0
Total	32	100.0

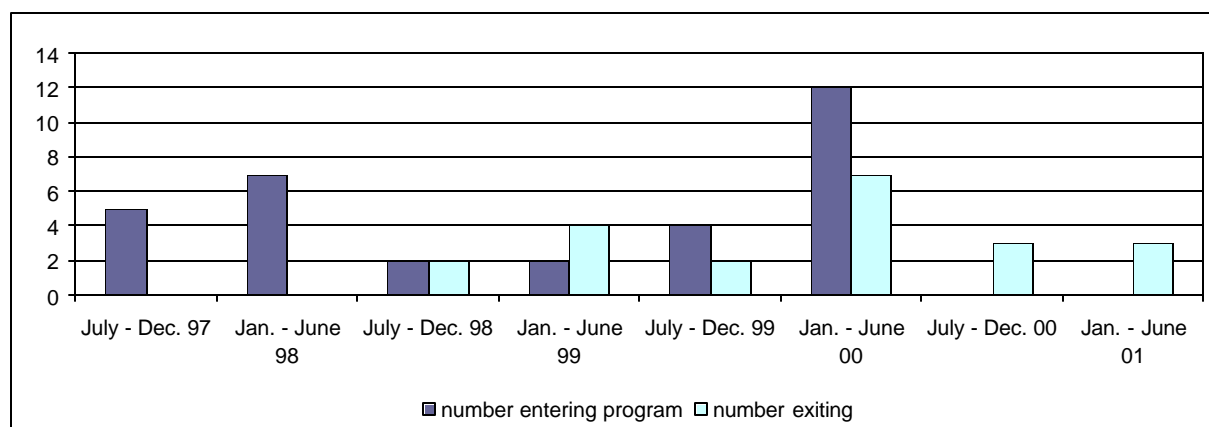
*For all tables, totals above or below 100.0% are due to rounding.

**See discussion of factors in text.

Program Performance

Figure C.5 displays the entry and exit of EDP participants for six-month time increments. Upon program implementation, five juvenile probationers were placed in the EDP. Seven others were added during the next six months, bringing the program roster to 12 participants. However, between July 1998 and December 1999, little activity occurred with respect to program admissions or exits. During the first six months of 2000, the program experienced its largest number of admissions (n=12) and exits (n=7). The screening criteria were relaxed in May 2000 to increase the number of participants served by the program.

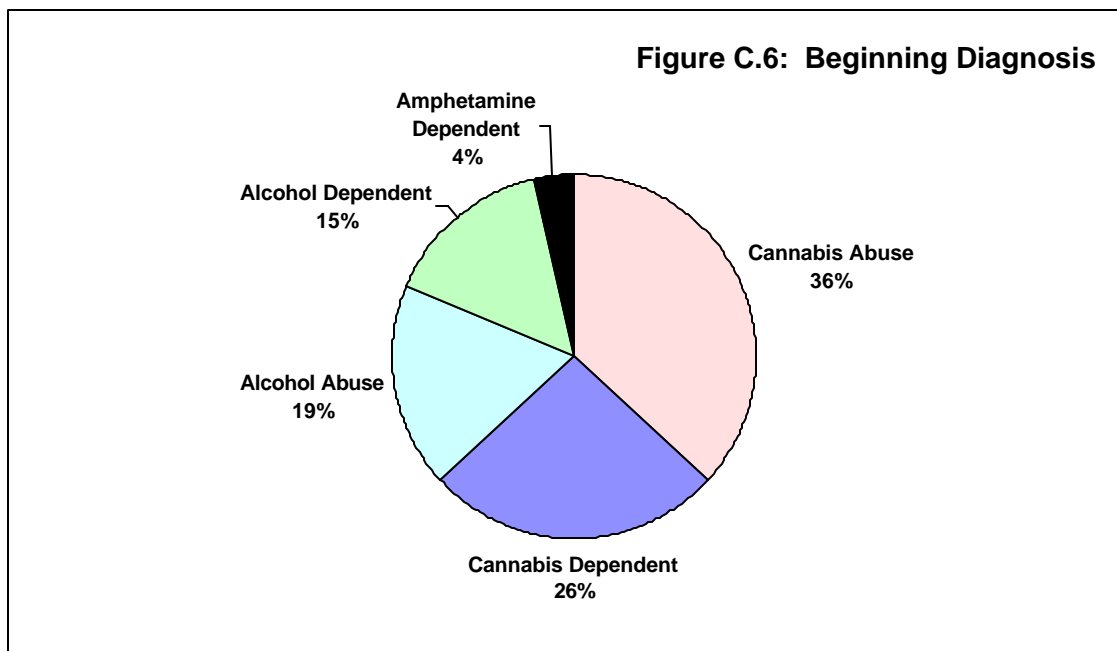
Figure C.5: Date of Entry and Exit for Christian Program Participants*



*Data were collected only for individuals entering the program through November 2000. Therefore, new participants entering in 2001 would not appear in this analysis.

Substance Abuse Treatment Provider Information

Figure C.6 presents information relating to each EDP participant's beginning substance abuse treatment diagnosis. Information was available for 21 participants. As displayed, the greatest percentage of EDP participants were diagnosed as abusing cannabis, followed by cannabis dependence. Alcohol also is a problem for many of the EDP participants, as evidenced by nine of them being diagnosed with some level of alcohol abuse or dependence. It is important to note that many of these youth are poly-substance users/abusers. For example, two of the participants were diagnosed as abusing both alcohol and cannabis, while another one is dependent on both alcohol and amphetamines.



Results of drug testing performed by the treatment provider also were collected. While this information was only available for 12 of the EDP participants, the findings provide some additional insight into the degree of substance abuse problems being experienced by this group. As displayed, five of the participants tested positive for illegal substances the one time they were tested. Among the remaining participants who tested positive at least once during their course of treatment, one tested positive on two of four tests, one tested positive on two of three tests, and one tested positive on two of five tests. However, overall, these participants tested negative more often than positive for the usage of illegal substances.

Table C.9: Christian County—Treatment Provider Drug Testing

Testing Frequency	Positive Results		Negative Results		Total	
	N	%	N	%	N	%
One time	5	71.4	2	28.6	7	100.0
Two times	0	0.0	2	100.0	1	100.0
Three times	2	67.0	1	33.0	1	99.9*
Four times	2	50.0	2	50.0	1	100.0
Five times	2	40.0	3	60.0	1	100.0
Seven times	0	0.0	7	100.0	1	100.0

*For all tables, totals over or under 100% are due to rounding.

Drug treatment discharge data were available from the treatment provider for 22 of the EDP participants. As displayed in Table C.10, most of these participants were unsuccessfully

discharged from treatment, a finding that was corroborated by one of the treatment providers.

Only one participant was successfully discharged from drug treatment programming.

Table C.10: Christian County—Drug Treatment Discharge Status

Discharge Status	N	%
Successful	1	4.5
Unsuccessful	15	68.2
Neutral	1	4.5
Still in treatment	3	13.6
Unknown	2	9.1
Total	22	99.9

Random Substance Use Testing

While in the program, participants are subjected to substance use testing (Table C.11). There was some indication in the files that such testing occurred. While the frequency of drug testing varied across the participants, the majority of participants were subjected to fewer than one test per month. Approximately 70% of the EDP participants received at least one positive test result during their time in the program. For the largest percentage of these EDP participants (32%), between one-quarter and one-half of their drug tests were positive.

Table C.11: Christian County—Substance Use Testing by EDP

Evidence of Substance Use Testing in File	N	%
No	1	3.1
Yes	31	96.9
Total	32	100.0
Average Frequency of Program Substance Use Tests*		
Fewer than one test per month	28	90.3
One or more tests per month	3	9.7
Total	31	100.0
Average = .6 tests per month Std. Dev. = .5 Median = .4 tests per month		
Percent of Positive Tests		
No positive tests	9	29.0
25% or fewer of tests were positive	3	9.7
26-50% of the tests were positive	10	32.3
51-75% of the tests were positive	7	22.6
76% or more	2	6.5
Total	31	100.1**

*Information on months in program not available for one case.

** For all tables, totals above or below 100.0% are due to rounding.

In-program Technical Violations and New Offenses

As displayed in Table C.12, slightly more than two-thirds of the EDP participants received at least one technical violation (69%) while in the program. A slightly larger percentage (72%), were arrested for at least one additional offense, most often non-violent in nature (65%). For almost 40% of the EDP participants, the new offense was drug related, again indicating the prevalence of substance use/abuse issues for this population.

Table C.12: Christian County—New Offenses and Technical Violations While in Program

Number of Technical Violations While in Program	N	%
None	10	31.3
One	3	9.4
Two	5	15.6
Three	1	3.1
Four	5	15.6
Five or more	8	25.0
Total	32	100.0
Average = 2.78 Std. Dev. = 2.8 Median = 2.0		
Number of New Offenses While in Program		
None	9	28.1
One	4	12.5
Two	9	28.1
Three	2	6.3
Four or more	8	25.0
Total	32	100.0
Average = 2.1 offenses Std. Dev. = 1.9 Median = 2.0 offenses		
Predominant Type of New Offenses While in Program		
Person	2	8.7
Property	3	13.0
Drug	4	17.4
Driving	3	13.0
Other	1	4.3
Mixed	10	43.5
Total	23	99.9*
New Offense Characteristics**		
Nonviolent offenses only	15	65.2
At least one drug offense	9	39.1
At least one offense against persons	7	30.4
At least one weapons offense	1	4.4
At least one sex offense	1	4.4

* For all tables, totals above or below 100.0% are due to rounding.

**Percentages are percents of those with new offenses.

Officer Contacts

As noted previously, data also were collected regarding the number of contacts program personnel have with the participant's family and school. On average, the EDP officer had one contact per month with the participants' parents (see Table C.13). With respect to the schools, an average of fewer than one contact per month was reported.⁴⁴

Table C.13: Christian County—Average Number of Contacts per Month

	Avg.	SD	Median	Min.	Max.
Contacts with participant's family (n = 31)	1.1	1.1	.7	0	5.1
Contacts with schools (n = 19)*	.7	1.4	.3	0	6.1

* Many EDP youth are not attending school.

Program Attendance

Table C.14 presents information regarding participant attendance in each of the three core EDP components. As displayed, on average EDP participants were present more often than unexcused for each of the sessions/appointments. Across the three components, youth were most likely to attend the individual appointments, followed by Life Skills. MRT experienced the largest percentage of unexcused absences.

Table C.14: Christian County—Program Attendance

		Avg.	SD	Median	Min.	Max.
MRT sessions (N = 31)	Present (80%)*	22.0	15.7	22.0	1	53
	Unexcused absence	6.4	5.7	5.0	0	28
Life skills sessions (N = 31)	Present (82%)*	21.0	16.5	16.0	2	69
	Unexcused absence	5.9	6.4	5.0	0	32
Individual appointments (N = 28)	Present (95%)*	12.3	13.2	6.5	0	2
	Unexcused absence	1.2	2.0	1.0	0	9

Given relatively large standard deviations, medians have been included.

Program Status

As displayed in Table C.15, 22 participants have been discharged from the EDP and 10 remained in the program at the end of data collection. Among the 22 discharged EDP participants, 17 were unsuccessful and 5 were successful. All of those discharged successfully

were released from probation. Among those unsuccessfully discharged, three were released from probation, five received full commitments to the IDOC, four were placed on adult probation, and four others had their probation revoked. At the time data collection ceased, one youth had adult charges pending; his/her outcome is unknown.

Table C.15: Christian County—Program Discharge

Status	N	%
Still in program	10	31.3
Discharged, successful	5	15.6
Discharged, unsuccessful	17	53.1
Total	32	100.0
Discharged from Program to		
Released to adult probation	4	18.2
Released from probation	8	36.4
Probation revoked	4	18.2
IDOC full commitment	5	22.7
Adult charges pending	1	4.5
Total	22	100.0

Section Five: Issues and Recommendations

Staffing Continuity

Continuity of staffing for the EDP coordinator has been a major issue for the program. There have been three persons in that position since the program began. The original program coordinator left the probation department in April 1999. She was replaced on an interim basis from within the department. However, that replacement officer left the department in June 1999. The third person to hold the coordinator’s job left during December of 2000 and has been replaced by the original coordinator who has returned to the probation office. Other personnel changes have occurred that may effect program operations: Christian County elected a new state’s attorney during the fall of 2000 and the chief probation officer for the Christian County probation department retired and has been replaced.

While these changes may have resulted in a lack of continuity, recent events suggest staffing may have stabilized and there are new persons in key positions who are sensitive to the

⁴⁴ This rate is diluted by the months over which school is not in session.

impact the instability might have had on EDP participants. The chief probation officer has been in her position for over one year and the present EDP coordinator has been in place since January 2001.

Recommendations – Staffing Continuity

Continuity and consistency is an important aspect of the EDP. The program should prepare for personnel changes and/or unexpected absences by documenting the program operations in writing. Having the program components (e.g., screening process, imposition of sanctions, drug testing, cognitive programming) in written form would assist the transition to a new EDP coordinator, if necessary. The chief probation officer also may consider cross-training other officers within the department as support for the EDP coordinator.

Staffing Support for EDP Coordinator

Recent program changes include making the EDP coordinator the regular probation officer for program participants. Previously, the EPD coordinator and another probation officer shared supervision duties. While the EDP coordinator's supervisory responsibilities have increased, the maximum caseload has increased as well. Originally, the EDP coordinator had a maximum caseload of 20 juveniles, shared supervision duties with another probation officer, and had the responsibility for group therapy sessions offered in a single location (Taylorville). Under recent program changes, the EDP coordinator has a maximum caseload of 30 juveniles for whom she is the sole supervising officer, and has the responsibility for group therapy sessions offered in two locations (Taylorville and Pana). These changes raise the issue of the level of supervision the EDP coordinator can be expected to provide, particularly in a program which was established to allow the officer an opportunity to provide closer monitoring of probationer compliance with court orders through home, office, and other contacts with the probationer and service providers.

In addition, staff turnover has been a problem for this program in the past. An unreasonable workload for the EDP coordinator may make it difficult to retain staff in that position.

Recommendation – Staffing Support for EDP Coordinator

The EDP coordinator's increased workload raises the issue of the level of supervision the EDP coordinator can be expected to provide. As stated above, the program may wish to consider adding a part-time officer or providing cross training to other officers as back-up support for the EDP coordinator.

Program Perceptions

The EDP coordinator prepared an outline that briefly describes the target population, program criteria, services available, program procedures and sanctions. This outline was distributed shortly after the EDP began accepting cases and has been distributed upon request thereafter. However, interviews showed that those in the system outside of the probation office had little knowledge of the EDP. Initially, the EDP was designed to target high-risk juvenile offenders with substance abuse or violent crime histories who were assessed as needing maximum supervision. However, as the program has evolved, these criteria have been expanded to allow inclusion of juveniles who have less severe criminal histories and who have had less previous contact with the juvenile justice system. When the research team interviewed personnel from other juvenile justice agencies working with EDP cases, the interview subjects had some awareness of the EDP but did not appear to be aware that the target group had been expanded. These misperceptions raise a number of concerns.

The evaluation team is concerned that judges, prosecutors or defense attorneys may make important decisions about the disposition of EDP participants' cases based on faulty assumptions about participants' based on their placement in the program. As discussed above, key personnel in agencies involved in processing EDP cases showed little knowledge of the program. However, some of those interviewed who did seem aware of the program held the view that all those in EDP were high-risk

offenders with substantial histories of involvement in the juvenile justice system. They appeared unaware that juveniles who do not fit that description now are admitted to the EDP. Those participants who have entered under the expanded criteria could be stigmatized by faulty assumptions about the extent of their criminal histories or previous involvement with the juvenile justice system.

During interviews, participants in the Christian County juvenile justice system asserted that the relative lack of knowledge about the EDP was not a problem because it was the practice of decision makers in the system to rely heavily on information provided by the probation officers. Given that those probation officers are familiar with the EDP and the expanded screening criteria, there were not likely to be adverse consequences due to misperceptions about participants. This apparent deference to the recommendations of probation officers has advantages and disadvantages. The advantages include giving a great deal of influence to the probation officers who probably know the participants and their histories the best. It is difficult to convey fully the complexities of an individual's situation and needs in a document such as a social history. However, when individuals in the juvenile justice system routinely follow the recommendations made by program personnel, the important element of independent review is diluted. This also may send the message to participants that program personnel are the ultimate decision makers thereby compromising the relationship necessary to achieve positive behavioral change.

Recommendations – Program Perceptions

It is vital that all segments of the juvenile justice system understand the scope and purpose of the EDP. The efforts of the EDP coordinator have not produced the hoped-for results. Program personnel should consider bringing this issue to the attention of the chief judge and requesting his assistance in their education efforts. Regular informational sessions focusing on who is in EDP, how the program operates, and what it is expected to accomplish could be combined with meetings of the local Juvenile Justice Council. The purpose of a juvenile justice council is to provide a forum for the development of a community-based, interagency response to juvenile justice issues.

Imposition of Sanctions

A review of participant case files suggests that there are times when sanctions for program violations are not recorded. When this occurs, there are no records available to determine the type of sanction imposed. According to information obtained during the interviews and focus groups, there was a considerable relaxing of sanctions during the terms of the two interim EDP coordinators. Those participants with new criminal offenses often waited several months before appearing in court on multiple petitions to revoke probation. In addition, drug and alcohol testing may not have been administered randomly and participants with positive results were not always sanctioned. This inconsistency has had a negative impact on how some participants view the program.

Recommendations – Imposition of Sanctions

The new administration in the state's attorney's office as well as the return of the original EDP coordinator may provide the orientation needed to reinvigorate the sanctions part of the EDP. Care should be taken to respond to violations as soon as an appropriate response can be determined and to be consistent in the type of sanctions imposed so that participants can anticipate the adverse consequences of their actions.

The program also may consider the use of positive sanctions to recognize and encourage good behavior. By reinforcing good behavior with something that is pro-social and pleasant for participants, the program may improve compliance and behavioral change. Positive sanctions may include something tangible, pro-social activities or social reinforcers (e.g., attention, praise and approval) that may be absent from participants' homes and/or social environments (Gendreau, 1993).

School Issues

All EDP probation orders contain a provision requiring that participants attend school or pursue a high school equivalency certificate. Although data collected from participant case files suggest a majority of the participants attend school, other sources considered by the research team contradict these data.

In a small, rural county, alternatives for employment and structured recreation and pro-social activities are limited. As a result, school attendance takes on a greater importance. The EDP coordinator and other program personnel have made significant efforts to work with the local school district to keep this difficult population of juvenile offenders in school. During interviews, however, key program personnel described difficulties encountered when trying to find alternative school placement for participants who have been expelled from the regular school system. In particular, officers have had difficulty finding an appropriate placement for very young participants whose parents lacked the resources for private school alternatives. The EDP has responded by purchasing computers and a software program to assist participants who are eligible to take the GED.

There is not sufficient program completion data to perform an analysis of the factors that relate to successful completion. However, in other programs studied, participants who attend school are more likely to successfully complete the program.

Recommendation – School Issues

The chief probation officer and EDP coordinator should continue to work with local schools and the Regional Superintendent to keep participants enrolled in one of the local schools or the alternative school. When circumstances prevent a participant from attending school, other efforts should include scheduling regular times for participants to work toward his/her GED and helping participants obtain employment. The EDP coordinator also may plan program groups, individual meetings, community service and other pro-social activities at times when participants would have been attending school.

Weakness of Life Skills Program

All program participants are required to attend one cognitive behavior group, Moral Reconciliation Therapy (MRT), and one Life Skills group each week. The Life Skills component, according to program documents, includes lessons such as: job skills training, personal finance, personal values, alcohol and drug education, communication styles and dating harassment. As a practical matter, however, there is no set curriculum and interviews with participants and program personnel suggest that the above-mentioned lessons are not administered in a structured or consistent manner.

Recommendation – Life Skills Program

According to interviews with program personnel, alternatives for a structured life skills curriculum are being reviewed. In addition to a structured curriculum, program personnel may consider inviting speakers from the community to introduce EDP participants to different occupations and provide educational information. These speakers may come from schools, churches or service organizations. They also may consider using this time to recognize participants for their progress in the EDP by taking them on field trips or allowing them to participate in supervised recreational activities.

Lack of Distinct Phases/Structure

One of the weakest EDP components identified by the research team was the lack of distinct and graduated phases to structure participants' progress through the program. According to program documentation, "there is no specific time frame for successful completion of the Extended Day Program." In fact, once a juvenile offender is ordered into the EDP, he/she remains subject to EDP until the order is modified or changed or he/she is released from probation.

The only structure visible to participants is within the MRT component that participants are required to attend one night per week. The MRT curriculum was designed to be completed in about 16 weeks. Program personnel estimate that four or five of the EDP participants have

been able to complete all of the steps. After completing the steps of MRT, a participant no longer needs to report on that particular day. There are no other changes to the participants' level of supervision or modification of program components. However, any subsequent problem while on probation may result in that same participant being sent back to MRT. Because of this structure, participants may not recognize any benefits to committing themselves to MRT or other program components.

Recommendations – Lack of Distinct Phases

Program personnel should consider revising the EDP design to include distinct and graduated phases. These phases should be visible to participants as an incentive for their cooperation and compliance. Although the MRT program component is structured, the remainder of the program does not include any phases or a structure to recognize participants' compliance, progress or lack of progress.

Some suggestions for adding phases include adding a stabilization phase that participants must complete before being able to begin MRT and Life Skills groups. During this phase, home visits could be made, school status could be established, risk and needs assessments could be performed, a case plan prepared and substance abuse treatment, if necessary, arranged. This phase may only be important for the message that it sends to participants -- that they must earn their way to the next phase of the program.

The stabilization phase could be followed by the program phase when participants begin MRT and Life Skills groups and identify their community service projects. A six-month court review also could be added to make participants accountable to the judge for lack of progress or violation of program rules (e.g., failure to make restitution payments, cooperate with substance abuse treatment, attend school or perform community service hours).

After completing the program phase and the required community service, a distinct step-down and aftercare phase also could be added to provide participants with graduated levels of supervision as they demonstrate compliance with treatment and progress in the program.

During this phase participants may learn to anticipate problem situations and practice new pro-social behaviors in increasingly difficult situations. During this phase, program personnel may monitor and anticipate problem situations, reward participants for improved competencies, train significant family and friends to provide reinforcement for pro-social behavior and conduct booster sessions with participants to determine any other needs for treatment including a brief return to an earlier phase of the program (Gendreau, 1994).

Because the EDP coordinator is the sole officer for a participant's term of probation, the coordinator is the ideal person to manage the transition to a level of supervision appropriate for the individual participant. Program personnel may also consider discharging the successful participant to a level of regular field supervision even though the EDP coordinator provides the supervision.

The costs of not progressing as well as the benefits for progressing need to be visible to EDP participants. Adding phases to the EDP may make visible a participant's failure to progress. Failure to progress can lead to negative sanctions imposed by the judge (e.g., detention, modified probation, incarceration) or loss of positive sanctions administered by the program (reduced levels of supervision, pro-social activities, social reinforcers). Discharging participants who have completed MRT, performed their community service and complied with treatment to regular field supervision may give other EDP participants a positive goal to work toward.

Mental Health Issues

Fifty-nine percent of all EDP participants have a history of mental health problems and/or learning disabilities. These histories ranged from those with previous diagnoses for mild behavioral disorders to those with previous inpatient treatment for multiple diagnoses. These participants may be more sensitive and require additional and specialized services. Juveniles with a history of serious mental or emotional illnesses may benefit from referral to treatment before entering the EDP as it is presently structured because of the extent of time and

resources involved in providing the supervision and specialized services necessary to achieve and ensure continued stability for these juveniles.

In addition to the 59% of EDP participants with a history of mental health problems, another 81% have a history of substance abuse problems. A lack of mental health treatment for participants with co-occurring disorders may account for the low rate of successful substance abuse treatment experienced by program participants. The mental health issues presented by EDP participants should be considered in connection with the effect they may have on the evaluation of program component impacts, substance abuse treatment, and overall program success rates.

Recommendations – Mental Health Issues

Program administrators should consider developing or obtaining a screening instrument to assist them in identifying the mental health issues presented by probationers as they enter the juvenile justice system and periodically thereafter. If mental health issues could be identified early on, juvenile offenders could be directed to services, treatment and programming more appropriate to their needs. Once the mental health needs of these offenders have been addressed, they may be referred back to EDP or a different program. The research team acknowledges that securing mental health programming in a rural area presents challenges. However, it is clear that participants will garner a greater benefit from whatever program they are referred to once their mental health needs have been assessed and treated. As the literature suggests, it is reasonable to believe that, absent appropriate treatment, juveniles with mental illnesses will experience the same variety of negative outcomes as mentally ill adults. The negative outcomes include higher rates of hospitalization, incarceration, housing instability and homelessness, noncompliance with medications and other treatment, and higher service utilization and costs (Cocozza, 1997).

Target Population Issues

Defining the target population is one of the critical elements of designing an intensive supervision program such as the EDP. It is critical because of the impact selecting the proper target group has on the effectiveness of the program components delivered and the cost of delivering them.

The EDP does not use a structured screening instrument to ensure that the salient factors for determining appropriateness for program participation are being considered by all probation personnel in a consistent manner. The EDP coordinator completes a “screening/face sheet” to record general information and note of any services the participant may need but there is only a brief space to state the basis of the recommendation. The face sheet does not provide a structure for assessing the specific factors that would demonstrate a participant’s appropriateness for the EDP. The Chief probation officer and the EDP coordinator make subjective judgments about eligibility but there is no formalized process for selecting eligible participants. Offenders may be as young as 10 years old and as old as 17. They may have an extensive criminal history or may be on supervision. The program design, with only one officer to handle programming for all participants, does not provide much flexibility to tailor program components according to the needs of the diverse population of participants it accepts. Various studies have shown that treatment is more effective when it corresponds to an offender’s risk level (Gendreau, 1994).

The literature on targeting and screening program participants warns against widening the net and imposing stringent controls on offenders who otherwise would have been placed on regular probation. Accepting lower risk offenders into an intensive supervision program such as the EDP diverts resources to lower risk offenders that could be better spent on the higher risk population who pose the greatest threat to the public (Clear, Hardyman, 1990). Furthermore,

low risk offenders may actually perform worse in intensive probation than while on regular probation because technical violations (e.g., such as not attending school when it is mandated by a program) are more likely to be detected as a result of the intensive supervision the offender receives. Low risk offenders also may perform poorly on intensive probation because they react negatively to the pressures created by intensive supervision (Altschuler, 1998).

As discussed above, another concern related to net widening is that low risk offenders included in the program will be sanctioned as severely as the high risk participants in the event of a program or probation violation. Because of the level of services that have been extended to them and the perceived extent of the seriousness of their prior criminal involvement, they may receive sanctions (e.g., detention or IDOC commitment) that would not have been considered had they remained on court supervision or regular probation.

Recommendations – Target Population Issues

The Office of Juvenile Justice and Delinquency Prevention recommends the following features to avoid net widening and the dangers associated with mixing lower risk and higher risk juvenile offenders in the same program (OJJDP Planning Guide, 1994):

- 1) Risk assessment instrument to estimate the probability that a juvenile offender will commit another crime,
- 2) Client needs assessment to identify severe needs that may result in program exclusion,
- 3) Selection matrix that includes the salient factors necessary to determine appropriateness for program participation and ensures that program acceptance is based on objective criteria, and
- 4) Override procedure that requires a written explanation of the reasons for departure from the selection matrix.

By narrowly defining the target group to the high risk juvenile offenders, program personnel will be better able to design a program that:

- 1) Satisfies the needs of all of the participants;
- 2) Can be effectively delivered with the staff and other resources available;
- 3) Does not impose stringent controls on offenders who otherwise would have been placed on regular probation; and
- 4) Devotes the majority of its resources to the offending population that poses the greatest risk to the public.

Section Six: Findings and Conclusions

The Christian County Extended Day Program has been in existence since April 1997 and as of the end of data collection served a total of 32 juveniles. The small number of participants over these four years limits the utility of any quantitative analysis of the data and the ability to derive generalizable findings. The issues and recommendations included in the previous section are based on a qualitative review of the program design and operation and also include consideration of the data collected and analyzed.

At a recent meeting with the Chief probation officer and EDP coordinator, the research team was advised of a plan to reorganize the way juvenile probation services are delivered in Christian County. This plan is discussed here because of the impact it may have on the future operation of the EDP. The county's plan is to purchase or lease a building adjacent to the Courthouse. A comprehensive offering of classes would be available to all juveniles adjudged delinquent, status offenders and juveniles suspended from school. Classes would be offered on a schedule beginning at 8:00 a.m. and running until at least 4:00 p.m. Juveniles who attended classes could earn their way back into regular schools. Classes would be designed according to the personal interests among probation officers and the needs of the juveniles attending. Probation officers offering classes would receive a corresponding reduction in their caseload. The present EDP coordinator and another juvenile probation officer would share responsibility for the EDP caseload. Their caseloads also would include other juveniles from the regular

population of juvenile probationers. Another officer would be cross-trained as back-up support for the officers handling the EDP.

The plan envisions educational, cognitive, life skills and recreational classes where EDP participants would be assigned to classes with regular juvenile probationers and status offenders according to their needs as assessed by their EDP/probation officers. The plan is to contract with the local school district to provide a teacher for educational instruction and bus transportation to and from classes.

This will be an extensive change in the way probation services are delivered in Christian County. The policy and program goals have not yet been stated nor have the financial resources been identified. It is also not clear whether the EDP will continue to be a separate program for a defined target population or become merged into the general population of juvenile probationers. The plan anticipates the continuation of MRT and Life Skills classes but other probationers could be included in these groups. This plan raises a number of concerns for the research team.

Of specific concern is the need to establish screening criteria to target the juvenile offenders most appropriate for the type of programming planned. The single most important element of a program design is establishing a process for identifying and selecting the primary target population to be served by the program (OJJDP Planning Guide, 1994). Target group selection impacts the number of participants a program can serve, the ability of the program to protect the public, and the structure and components of the program design. The present EDP screening criteria already complicates program goals and makes program design more difficult by accepting juveniles from a broad age range and offense history. This issue is compounded by plans to include EDP participants in classes with lower risk juvenile offenders and status offenders. This introduces challenges the program may not be able to overcome. The research team believes any plan for mixing EDP participants with other juvenile offenders for classes and

cognitive programs should be considered carefully in view of the literature that cautions against net-widening.

Also of concern are the substance abuse treatment issues identified by this evaluation. According to documents prepared by the Christian County Probation Department for the purpose of continuation of this grant, the county has experienced an increase in the number of alcohol and drug related offenses. Their own records suggest that as many as 90% of the juvenile caseload have drug abuse problems. These statements are supported by the data collected from EDP case files. Prior drug related offenses predominate for almost one-quarter of the EDP participants. Of the juveniles referred to the EDP, almost one-third of them had at least one drug offense among the offenses leading to their referral to the program. According to the social histories and other information in case files, 81.3% of the participants had a history of substance abuse. Despite these data, however, of the 17 participants that completed treatment and for which completion status is known, only one was successfully discharged. Program personnel attribute the lack of successful completions to delays in their ability to obtain assessments and treatment from providers in the immediate area. The concern about treatment has been an issue for this program since its inception. The same issue exists for those participants in need of mental health treatment. A majority of EDP participants (59.4%) entered the program with a history of mental health issues (Table C.8). Absent further information about these participants, it cannot be determined the extent of these issues or the treatment needs that are not being met, but it is clear that substance abuse and mental health treatment is an issue to be considered by the EDP in future operations. Stabilizing participants' substance abuse and mental health needs will improve their ability to benefit from the cognitive and life skills programming that are the focus of the EDP. The research team believes that these treatment issues should be addressed as integral part of any plan to continue the EDP.

The literature on conditions that permit intensive probation programs to survive warn against making changes that are too complicated or overly broad. Small, gradual changes within

an organization are more likely to be successful than sweeping changes (Petersilia, 1990). The best programs establish clear, attainable goals, carefully and narrowly define a target population and then design program components directed at the needs of this population. If the EDP is to continue as a separate program in Christian County, probation personnel need to be cognizant of the goals that have been established for the EDP, maintain the integrity of the target population and carefully target the programming to this population. The research team encourages program personnel to consider the issues and recommendations set forth in this evaluation.

CHAPTER VI: GLOBAL ISSUES

This evaluation examined intensive probation programs designed for serious and/or chronic juvenile offenders in Christian, Peoria and Winnebago Counties. The delinquency problems in each of these counties vary significantly. In response to the issues unique to each county, program administrators chose a different structure, design and focus for their program. For this reason, no attempt has been made to compare the three programs. Separate chapters of this report have been devoted to each of the programs to highlight: 1) the county's demographics, prevalence of crime and the juvenile justice system, 2) the methodology used to evaluate the program; 3) a description of the program's structure and components, 4) a summary of the issues discovered during the evaluation and recommendations for addressing them, and 5) a discussion of the findings and conclusions.

Another goal of this evaluation is to provide information and assistance to other jurisdictions that may be planning similar programs. Individuals designing new programs can learn from the experience of these programs, the obstacles they encountered and the methods they employed to overcome these obstacles. They may also learn from the difficult issues these counties must address in the future. This is a challenging population of offenders and any jurisdiction designing a community-based alternative to residential placement or incarceration is likely to encounter many of the same issues.

The remainder of this chapter is devoted to the global issues identified by the research team. These issues were seen or observed in one or more of the programs studied. Program administrators in other jurisdictions should consider these issues as they design new programs for similar target populations. The research team believes these issues should first be considered during program design and should then guide implementation and future program operations.

Target Population Selection

Identifying and selecting the appropriate target population for a program is critical. Programs should avoid accepting lower risk juveniles into a program designed for serious and/or chronic juvenile offenders because of the risk of net-widening. Low-risk offenders may perform poorly under intensive supervision because technical violations are more likely to be detected. The sanctions imposed in response to these violations may reflect their status as a participant in the program rather than the true extent of their offense history. Program administrators should begin by conducting a baseline study to determine whether there are sufficient offenders in the community to maintain a viable program. A formal screening process should be adopted that includes a risk assessment, needs assessment and selection matrix to ensure that program acceptance is based on objective criteria. The screening process also should include an override procedure that requires a written explanation for any departure from the screening process (OJJDP Planning Guide, 1994).

By following these recommendations, program personnel will be able to design a program that can be delivered effectively with the staff and resources available while addressing the specific needs of its participants. The program will be able to devote its resources on the juvenile population that pose the greatest risk to the public by adopting a screening procedure to ensure that low-risk offenders are not being accepted.

Substance Abuse and Mental Health Assessments

A substance abuse assessment should be a central part of the intake process for all juvenile offenders (McBride, et al, 1999). Program administrators also should develop or obtain a screening instrument to identify mental health issues presented by offenders as they enter the juvenile justice system. Obtaining these assessments during the intake process may produce the added benefit of identifying juveniles suffering from co-occurring disorders.

A quality assessment will assist program personnel in determining whether a participant presents a risk to the community. Assessments also can function as a guide for effective case planning by identifying the issues that put the juvenile at risk for delinquency (Bilchik, 1998). Once the treatment

needs of these offenders have been addressed, they will be able to take better advantage of the components offered by the program. Probation programs that combine treatment with strict surveillance have been able to reduce recidivism by as much as 15% over surveillance-oriented probation alone (Petersilia and Turner, 1990a, as cited in Turner, 1992).

Program Structure and Components

A program should include distinct, graduated phases to structure participants' movement through the program. These phases should include any treatment that has been recommended, and school attendance or participation in an alternative educational program. Program rules should require strict conditions of compliance, immediate sanctions for violations and behavior controls (e.g., electronic monitoring, curfews, home confinement and random drug testing) (OJJDP Planning Guide, 1994). Positive sanctions also should be included to reinforce good behavior by providing participants with something that is prosocial and pleasant for them (e.g., recreational activities, attention, praise and approval) (Gendreau, 1993). Program personnel should initiate frequent collateral contacts with participants' family, school and treatment providers and conduct appropriate surveillance to detect and deter criminal behavior.

A program should incorporate an aftercare phase to transition participants back to regular probation. During this phase, participants learn to anticipate problem situations and practice new prosocial behaviors in increasingly difficult situations. Program personnel use this stage to monitor and anticipate problem situations and reward participants for improved competencies (Gendreau, 1993).

Comprehensive Communication with Community Stakeholders

Program administrators should identify key actors outside the justice system and mobilize support for their new program as it is being designed, implemented and periodically during operation. The goal is to inform key actors about the worth of the program and secure allies and resources. Programs that fail to have these exchanges on a continual basis may be unable to build the political and fiscal support needed to continue the program beyond the initial grant period especially during times of fiscal restraint (Petersilia, 1990). Regular meetings also should be scheduled for members of the juvenile justice

community focusing on any changes to the program's purpose, scope or target group.

Program administrators should encourage a community-based strategy. The literature is replete with references to the need for a community-based strategy. Specifically when dealing with serious and/or chronic juvenile offenders who present mental health issues, the literature advocates coordinated strategic planning, multi-agency budget submissions, implementation of comprehensive screening and assessment centers, cross-training of staff and team approaches to assessment and case management (Cocozza, Skowrya, 2000). Similarly, gang violence literature advocates a community strategy that includes mobilizing community leaders and organizational change to help community agencies better address gang problems through a team problem-solving approach (Esbensen, 2000).

Advocates suggest that a community-based response include representatives from schools, protective services, law enforcement, justice systems and treatment providers. This suggestion makes sense given the fact that the issues presented by this population of juvenile offenders transcend agency jurisdictions (Briscoe, 1996). Developing a community strategy is not a simple endeavor and is beyond the scope of what a county probation office can accomplish alone. However, probation can play a key role because of its unique links with the community agencies and institutions already involved with juvenile offenders (Chance, 1990).

The chief probation officer should contact other members of the juvenile justice system to initiate the process for forming a juvenile justice council if one does not exist in their county. The Illinois Juvenile Court Act (1998) encourages counties to form juvenile justice councils to provide a forum for developing a community-based interagency response to juvenile justice issues. Juvenile justice councils involve representatives from the offices of the county sheriff, state's attorney, probation and the county board. The chief judge also may designate a representative to serve on the council. The council is responsible for developing a county juvenile justice plan that utilizes the resources of law enforcement, schools, park programs, sports entities in a cooperative and collaborative manner to prevent or discourage juvenile crime. The council also is responsible for directing the efforts of local community support organizations and volunteer groups so that they can provide enrichment programs and other support

services for juvenile offenders. Another role of the council is to develop and distribute a countywide resource guide for minors in need of prevention, intervention, psycho-social, educational and other support services. An active juvenile justice council would provide valuable support to program administrators as they design, implement and operate community-based alternatives to residential placement or incarceration for serious and/or chronic juvenile offenders.

Summary

Program administrators should take care to design a program that is empirically documented (e.g., surveys, focus groups, baseline studies) to determine the needs of the county/community. The program structure and components should be based on credible scientific evidence, when possible, and be supported by current literature (Gendreau, Goggin and Smith, 1999). Scientific evidence and current literature should be relied on as the primary source for program design but should be supplemented with the qualitative knowledge of probation personnel.

Program components should be consistent with the needs of the target population to be served. Program initiation should be incremental, include a pilot or transitional phase and initially focus on achieving intermediate goals. Program staff should understand the theoretical basis of the program and participate directly in designing the new program. Once the program has been implemented, program staff should be given the necessary time, adequate resources and feedback required to run the program efficiently (Gendreau, et al., 1999). Changes made to the program also should be incremental and not complicated or overly broad. Small, gradual changes are more likely to be successful than sweeping changes (Petersilia, 1990).

Program administrators and stakeholders should agree that the program is timely, addresses an important matter, and is congruent with existing institution and/or community values and practices. In communicating with stakeholders, program administrators should not overstate the possible gains to be realized (e.g., recidivism reduction) or minimize the problems that will be encountered in working with such a challenging population of juvenile offenders.

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APPENDIX A

- Interview Protocols
- Coding Forms

these changes were made?

2. Please describe any changes in the target clientele since you've been involved with the program. When did these changes occur?
3. Are the program participants' interactions with probation officers, treatment and program staff different from the interactions of "regular" probationers? If so, in what way?
4. What (if any) impact do you believe this program has on "regular" probation caseloads"?
5. How are program participants and their parents/guardians informed of youth progress (both positive and negative)?
6. Describe the program's process for responding to:
 - a. investigational inquiries from police and/or school officials
 - b. program rule violations
 - c. "status" and/or misdemeanor charges
 - d. serious offense charges
 - e. progress reports from treatment providers
7. What characteristics would describe those youth who respond most favorable to the program?
8. What characteristics would describe those youths who respond least favorably to the program?
9. Is there any particular point or stage in the program that participants seem to have more trouble with?
10. Is there any particular part of the program that seems to have a strong impact on the participants?
11. If resources were not an issues, what do you think would improve or strengthen the program (e.g., program level, community level, etc.)?
12. Are you aware of any issues which might complicate full local funding of the program?

13. Please describe any issues you are aware of related to the staffing of the program (e.g., training, qualifications, collective bargaining, turnover, 'burn-out', etc.).
14. How are the public and key players in the county/city administrations kept informed of the program's benefits to the participants and the community?
15. If a similar program was going to be implemented in another county, what advice would give them (e.g., staffing, program structure, external resources available within the community, etc.)?

3. If you were given an extra \$20,000 during the past year of program operation, how would you have used the money? What if it had been \$50,000?
4. As this phase of your program (and perhaps your program) is coming to a close, in retrospect, what if anything would you have done differently (e.g., staffing, programming, design, etc.)?
 - 4a. If you had to do it all over again, would you still have targeted the most serious youth in the community?
5. How well do you think your supervisors have understood/understand what has been involved in the operation of this program?
6. How well do you think the judges, police, schools, and key city board members have understood the program?
7. What do you think the Bridges program is accomplishing? Do you have any suggestions as to how it could be improved?
8. How would you respond to someone that may say there should be a point in which you should stop utilizing resources on kids who are just too far gone (cat and mouse game)?
9. Given the fact that you no longer can work after 5:00 PM (and thus the youths are not "supervised" during the time in which most juvenile crimes occur), how is this program different from regular probation?
10. In retrospect, can you think of any other mechanisms that could have been enacted to increase community support for AGDAU?
11. "administrative support" for AGDAU – Barry . . . I wasn't sure what you wanted to ask, so I hope this prompt helps you recall.
12. What do you think would be the optimal staff level and AGDAU case load to meet the needs of the overall juvenile probation case load?

AGDAU Staff
Spring 2001
Interview Questions

13. Would it be better to have separate drug and gang officers with separate caseloads (drug kids getting all the resources)?
14. Do you have any advice for others who are starting programs like this one and are in positions similar to yours?
15. Given the past few years and the problems you've faced, if you had to do it all over again, would you?
16. At what point did the scoring for the assessment instrument change?

**Questions for AGDAU Administrators
Spring 2001**

1. What do you believe are the strongest components of your program?
2. What do you believe are the weakest components of your program?
3. If you were given an extra \$20,000 during the past year of program operation, how would you have used the money? What if it had been \$50,000?
4. As this phase of your program (and perhaps your program) is coming to a close, in retrospect, what if anything would you have done differently (e.g., staffing, programming, design, etc.)?
 - 4a. If you had to do it all over again, would you still have targeted the most serious youth in the community?
5. How well do you think the judges, police, schools, and key city board members have understood the program?
6. How well do you think your supervisors have understood/understand what has been involved in the operation of this program?
7. What do you think the Bridges program is accomplishing? Do you have any suggestions as to how it could be improved?
8. How would you respond to someone that may say there should be a point in which you should stop utilizing resources on kids who are just too far gone (cat and mouse game)?
9. Given the fact that the AGDAU officer no longer can work after 5:00 PM (and thus the youths are not "supervised" during the time in which most juvenile crimes occur), how is this program different from regular probation?
10. In retrospect, can you think of any other mechanisms that could have been enacted to increase community support for AGDAU?
11. "administrative support" for AGDAU – Barry . . . I wasn't sure what you wanted to ask, so I hope this prompt helps you recall.
12. Do you have any advice for others who are starting programs like this one and are in positions similar to yours?
13. Given the past few years and the problems you've faced, if you had to do it all over again, would you?
14. At what point did the scoring for the assessment instrument change?

**Questions for WDRS Program Staff and Administrators
Fall 2000**

1. Please describe any significant changes in the program's structure or operation (e.g., goals, procedures, staff, facility, resources, etc.), since you've been involved with the program. When did they occur? Why do you think these changes were made?
2. Please describe any changes in the target clientele since you've been involved with the program. When did these changes occur?
3. Are the program participants' interactions with probation officers and program staff different from the interactions of "regular" probationers? If so, in what way?
4. What (if any) impact do you believe this program has on "regular" probation caseloads"?
5. How are program participants and their parents/guardians informed of youth progress (both positive and negative)?
6. Describe the program's process for responding to:
 - a. investigational inquiries from police and/or school officials
 - b. program rule violations
 - c. "status" and/or misdemeanor charges
 - d. serious offense charges
7. What characteristics would describe those youth who respond most favorable to the program?
8. What characteristics would describe those youths who respond least favorably to the program?
9. Is there any particular point or stage in the program that participants seem to have more trouble with?
10. Is there any particular part of the program that seems to have a strong impact on the participants?
11. If resources were not an issue, what do you think would improve or strengthen the program (e.g., program level, community level, etc.)?
12. Are you aware of any issues which might complicate full local funding of the program?

WDRC Program Staff and Administrators
Fall 2000
Interview Questions

13. Please describe any issues you are aware of related to the staffing of the program (e.g., training, qualifications, collective bargaining, turnover, 'burn-out', etc.).
14. How are the public and key players in the county/city administrations kept informed of the program's benefits to the participants and the community?
15. If a similar program was going to be implemented in another county, what advice would give them (e.g., staffing, program structure, external resources available within the community, etc.)?

**Questions for WDRRC Program Staff
Spring 2001**

1. What do you believe are the strongest components of your program?
2. What do you believe are the weakest components of your program?
3. In a number of interviews, people negatively commented on the degree to which the youth spend time engaged in recreational activities. What is your response?
4. Some kids, despite their vocal protest said that they would not cooperate, nonetheless were placed in the DRC. Not surprisingly, they failed to appear and were terminated as "unsuccessful" from the program. Because this negatively affects your "success rate" do you think you should have had more selectivity in youth placement?
5. If you were given an extra \$20,000 during the past year of program operation, how would you have used the money? What if it had been \$50,000?
6. As this phase of your program (and perhaps your program) is coming to a close, in retrospect, what if anything would you have done differently (e.g., staffing, programming, design, etc.)?
 - 6a. If you had to do it all over again, would you still have targeted the most serious youth in the community?
7. How well do you think your supervisors have understood/understand what has been involved in the operation of this program?
8. How well do you think the judges, police, schools, and key city board members have understood the program?
9. In retrospect, can you think of any other mechanisms that could have been enacted to increase community support for the DRC?
10. What do expect our study will find in terms of outcomes for program participants compared to a matched sample of non-participants?
11. Do you have any advice for others who are starting programs like this one and are in positions similar to yours?
12. Given the past few years and the problems you've faced, if you had to do it all over again, would you?

**Questions for WDRC Program Administrators
Spring 2001**

1. What do you believe are the strongest components of your program?
2. What do you believe are the weakest components of your program?
3. In a number of interviews, people negatively commented on the degree to which the youth spend time engaged in recreational activities. What is your response?
4. Some kids, despite their vocal protest said that they would not cooperate, nonetheless were placed in the DRC. Not surprisingly, they failed to appear and were terminated as "unsuccessful" from the program. Because this negatively affects your "success rate" do you think you should have had more selectivity in youth placement?
5. If you were given an extra \$20,000 during the past year of program operation, how would you have used the money? What if it had been \$50,000?
6. As this phase of your program (and perhaps your program) is coming to a close, in retrospect, what if anything would you have done differently (e.g., staffing, programming, design, etc.)?
 - 6a. If you had to do it all over again, would you still have targeted the most serious youth in the community?
7. How well do you think your supervisors have understood/understand what has been involved in the operation of this program?
8. How well do you think the judges, police, schools, and key city board members have understood the program?
9. In retrospect, can you think of any other mechanisms that could have been enacted to increase community support for the DRC?
10. What do expect our study will find in terms of outcomes for program participants compared to a matched sample of non-participants?
11. Do you have any advice for others who are starting programs like this one and are in positions similar to yours?

**Questions for EDP Staff and Administrators
Fall 2000**

1. Please describe any significant changes in the program's structure or operation (e.g., goals, procedures, staff, facility, resources, etc.), since you've been involved with the program. When did they occur? Why do you think these changes were made?
2. Please describe any changes in the target clientele since you've been involved with the program. When did these changes occur?
3. Are the program participants' interactions with probation officers, treatment and program staff different from the interactions of "regular" probationers? If so, in what way?
4. What (if any) impact do you believe this program has on "regular" probation caseloads"?
5. How are program participants and their parents/guardians informed of youth progress (both positive and negative)?
6. Describe the program's process for responding to:
 - a. investigational inquiries from police and/or school officials
 - b. program rule violations
 - c. "status" and/or misdemeanor charges
 - d. serious offense charges
 - e. progress reports from treatment providers
7. What characteristics would describe those youth who respond most favorable to the program?
8. What characteristics would describe those youths who respond least favorably to the program?
9. Is there any particular point or stage in the program that participants seem to have more trouble with?
10. Is there any particular part of the program that seems to have a strong impact on the participants?
11. If resources were not an issues, what do you think would improve or strengthen the program (e.g., program level, community level, etc.)?

EDP Staff and Administrators
Fall 2000
Interview Questions

12. Are you aware of any issues which might complicate full local funding of the program?
13. Please describe any issues you are aware of related to the staffing of the program (e.g., training, qualifications, collective bargaining, turnover, 'burn-out', etc.).
14. How are the public and key players in the county/city administrations kept informed of the program's benefits to the participants and the community?
15. If a similar program was going to be implemented in another county, what advice would give them (e.g., staffing, program structure, external resources available within the community, etc.)?

**Questions for EDP Staff/Administrators
Spring 2001**

1. What do you believe are the strongest components of your program?
2. What do you believe are the weakest components of your program?
3. What is your perception of the Life Skills component?
4. What do you think the MRT component is accomplishing?
5. What do you think is the optimal number of kids to have in a group?
6. As the screening instrument is modified to bring more kids into the program, do you think there will be a problem with mixing the more serious/entrenched and less serious/entranced in together (i.e., providing the less serious kids with a negative peer group)?
7. If you were given an extra \$20,000 during the past year of program operation, how would you have used the money? What if it had been \$50,000?
8. As this phase of your program is coming to a close, in retrospect, what if anything would you have done differently (e.g., staffing, programming, design, etc.)?
9. How well do you think your supervisors have understood/understand what has been involved in the operation of this program?
10. How well do you think the police, schools, and key city board members have understood the program?
11. Do you have any advice for others who are starting programs like this one and are in positions similar to yours?
12. Compared to similar programs, sanctions appear to be used less often with these kids. How do you handle problematic kids?
13. From our interviews, it appears that few people in the legal system truly understand what EDP is. Can you think of ways to educate them about program requirements and components, and inform them of changes that occur?
14. Do you have any suggestions how to get them more interested in the components or operation of the program?

CASE DATA COLLECTION FORM

Case ID Number: _____
 Date Coded: ____/____/____
 Last Date in file: ____/____/____
 County: _____

1. Juvenile's date of birth: ____/____/____
2. Is juvenile currently in school: ____ no ____ yes
 - 2a. Last school grade completed: _____
 - 2b. If juvenile is not in school, is he/she pursuing GED? ____ no ____ yes
3. Juvenile's gender: ____ female ____ male
4. Juveniles race/ethnic identification:
 - ____ Black/African-American
 - ____ White/Caucasian
 - ____ Hispanic
 - ____ Asian/Pacific Islander
 - ____ Mixed
 - ____ Other (If other, describe: _____)
5. Does the file indicate the juvenile had a criminal record prior to the offense leading to program participation?
 - ____ no information in file
 - ____ information in file, no criminal record
 - ____ yes, criminal record
 - 5a. If the file indicates the juvenile had a previous criminal record, list date of previous arrests, the offense for which they were arrested, and the disposition. (If extra space is needed, continue on back of sheet.)

Prior #	Date	Offense	Disposition
1			
2			
3			
4			

Prior #	Date	Offense	Disposition
5			
6			
7			
8			
9			
10			
11			
12			
13			
14			
15			

5b. Was the juvenile serving a term of probation/supervision when he/she committed the offense leading to program participation? ____ no ____yes

5c. If the juvenile was serving a term of probation/supervision, on what date did that term begin? ____/____/____

5d. How long was the term of probation/supervision: _____ (months)

6. List all offenses or technical violations that lead to the program referral:

Date	Offense/Violation Description	Outcome
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

7. Was juvenile referred to the program:
 as part of original sentence
 as the result of a petition to revoke probation/supervision
 other (Please explain other: _____)

Date of court referral to the program: ___/___/___

8. Is there a social history report available in the youth's file?
 yes
 no

8a. If yes, what is the date of the social history report? ___/___/___

9. Does the youth's social history indicate a history of substance abuse?
 yes
 no

9a. If yes, what substances?

- alcohol
 cannabis
 crack
 cocaine
 other

9b. If other, please identify: _____

9c. If yes, please elaborate on the level of severity. Include course of treatment recommended.

10. Does the youth's social history indicate a history of mental health problems?
 yes
 no

10a. If yes, what are/were the problems?

10b. If yes, please estimate the level of severity. Include course of treatment recommended.

11. What is the youth's most recent address (including zip code)?

12. While in the program, with whom did the youth reside?

- two parents
- one parent
- other

12a. If other, please identify: _____

13. Does the youth have a history of residing with different people?

- yes
- no

13a. If yes, please record all changes to the youth's living structure (including timeframes).

14. Does the social history report indicate criminal involvement for any person with whom the youth resides?

- yes
- no

Notes: _____

15. Does the social history report indicate any substance abuse problems for any person with whom the youth resides?

- yes
- no

Notes: _____

17. Does the social history report indicate any mental health problems for any person with whom the youth resides?

___ yes
___ no

Notes: _____

18. List the youth's risk assessment information.

Initial Classification

Date: ___ / ___ / ___

Academic Problems	Behavioral Problems	Truancy	Suspensions	Expulsions	Drop-Out
No History of Problems in School	1 to 2 School Related Problems		3 or 4 School Related Problems		5 or 6 School Related Problems

Is the offense a Class X felony, a Sexual Assault or Abuse, an offense involving a firearm, or an offense causing serious bodily harm to the victim YES NO

Final Classification: Minimum Medium Maximum

Was an override requested: Yes No (if yes, from _____)

If yes, why was an override requested? _____

Reclassification(s)

Date: ___ / ___ / ___

Compliant No Arrest/Rev.	Non-Compliant But No Arrest/Rev.	Complaint, But Arrests/Rev.	Non-Compliant and Arrest/Rev.
--------------------------	----------------------------------	-----------------------------	-------------------------------

Final Classification: Minimum Medium Maximum

Was an override requested: Yes No (if yes, from _____)

If yes, why was an override requested? _____

Date: ___ / ___ / ___

Compliant No Arrest/Rev.	Non-Compliant But No Arrest/Rev.	Complaint, But Arrests/Rev.	Non-Compliant and Arrest/Rev.
-----------------------------	-------------------------------------	--------------------------------	----------------------------------

Final Classification: Minimum Medium Maximum

Was an override requested: Yes No (if yes, from _____)

If yes, why was an override requested? _____

Date: ___ / ___ / ___

Compliant No Arrest/Rev.	Non-Compliant But No Arrest/Rev.	Complaint, But Arrests/Rev.	Non-Compliant and Arrest/Rev.
-----------------------------	-------------------------------------	--------------------------------	----------------------------------

Final Classification: Minimum Medium Maximum

Was an override requested: Yes No (if yes, from _____)

If yes, why was an override requested? _____

Date: ___ / ___ / ___

Compliant No Arrest/Rev.	Non-Compliant But No Arrest/Rev.	Complaint, But Arrests/Rev.	Non-Compliant and Arrest/Rev.
-----------------------------	-------------------------------------	--------------------------------	----------------------------------

Final Classification: Minimum Medium Maximum

Was an override requested: Yes No (if yes, from _____)

If yes, why was an override requested? _____

Date: ___ / ___ / ___

Compliant No Arrest/Rev.	Non-Compliant But No Arrest/Rev.	Complaint, But Arrests/Rev.	Non-Compliant and Arrest/Rev.
-----------------------------	-------------------------------------	--------------------------------	----------------------------------

Final Classification: Minimum Medium Maximum

Was an override requested: Yes No (if yes, from _____)

If yes, why was an override requested? _____

Date: ___ / ___ / ___

Compliant No Arrest/Rev.	Non-Compliant But No Arrest/Rev.	Complaint, But Arrests/Rev.	Non-Compliant and Arrest/Rev.
-----------------------------	-------------------------------------	--------------------------------	----------------------------------

Final Classification: Minimum Medium Maximum

Was an override requested: Yes No (if yes, from _____)

If yes, why was an override requested? _____

19. List the youth's SJS classification category and the date on which the assessment was made.

Date			Category					
_____	___	CC	___	LS	___	SI	___	ES
_____	___	CC	___	LS	___	SI	___	ES
_____	___	CC	___	LS	___	SI	___	ES
_____	___	CC	___	LS	___	SI	___	ES

20. Date entering the program: _____ / _____ / _____

23. List all technical violations by juvenile **while at the program**. List date of violation, type of violation, disposition. (If extra space is needed, continue on back of sheet.)

<u>Date</u>	<u>Violation</u>	<u>Disposition</u>	<u>Date of Disp.</u>
___/___/___	DTst Treat Cur Appts Grp Tru Other	_____	___/___/___
___/___/___	DTst Treat Cur Appts Grp Tru Other	_____	___/___/___
___/___/___	DTst Treat Cur Appts Grp Tru Other	_____	___/___/___
___/___/___	DTst Treat Cur Appts Grp Tru Other	_____	___/___/___
___/___/___	DTst Treat Cur Appts Grp Tru Other	_____	___/___/___

Urin = positive urinalysis Treat = treatment noncompliance Cur = curfew violation
 Appts = PO appointments Grp = not attending group Tru = truancy

24. List all new offenses by juvenile **while at the program**. List date of violation, violation, disposition. (If extra space is needed, continue on back of sheet.)

<u>Date of Offense</u>	<u>Offense</u>	<u>Disposition</u>	<u>Date of Disposition</u>
___/___/___	_____	_____	___/___/___
___/___/___	_____	_____	___/___/___
___/___/___	_____	_____	___/___/___
___/___/___	_____	_____	___/___/___
___/___/___	_____	_____	___/___/___

25. Has juvenile been discharged from the program: ___ no ___ yes

25a. If juvenile has been discharged, was that discharge:

___ successful
 ___ unsuccessful

25b. If juvenile was discharged, were they:

___ returned to regular probation
 ___ released from probation
 ___ other (Please describe other: _____)

25c. Date of discharge: _____/_____/_____

26. If juvenile was discharged from the program, did juvenile have post-program arrests:

___ no ___ yes ___ unknown

Post 4. ___/___/___ _____

Post 5. ___/___/___ _____

26b. List all post-program terms of incarceration, beginning dates and ending dates.

	<u>Begin Date</u>	<u>End Date</u>	<u>Location</u>
Incarceration 1.	___/___/___	___/___/___	_____
Incarceration 2.	___/___/___	___/___/___	_____

Christian County Only

27. Program Attendance Record

Event	Number of Times Present	Number Excused of Absences	Number of Unexcused Absences	Other (include explanation)
27a. Daily Group				
27b. Individual EDP Appt.				
27c. Other				

26a. List all post-program arrest dates and offenses.

Date of Arrests **Offense Code**

Winnebago Only

28. Log juvenile's attendance, random drug test results, parental attendance at Parent Empowerment Groups, and any disciplinary action taken against the participant. Use back of sheet for additional space.
29. Log all visits conducted by the field probation officer with the DRC participant while the youth was in the DRC.

Peoria Only

30. List the youth's AGDAU screening points:
_____ drug points
_____ gang points
_____ school points
_____ total points
31. Please list all office visits with AGDAU officers:

CRIMINAL OFFENSE CODES BY CRIME TYPE

PERSON	PROPERTY	DRUG	DRIVING RELATED	WEAPON	OTHER	SEX OFFENSES	PROCEDURAL
100-other person off	200-other property off	300-other drug off	400-other driving off	500-other weapon off	600-other off	700-other sex off	800-other proced off
101-agg arson	201-arson	301-unspecified cannabis off	401-unspecified driver violation	501-discharge weapon	601-animal cruelty	701-contrib sexual delinq of child	801-bond violation
102-aid child neglect	202- att arson	302- calc crim cann conspiracy	402- driving w/o valid license	502- agg discharge weapon	605-contraband in prison	705-criminal sexual abuse	810-contempt
110-assault	203-auto theft	303- cann trafficking	403- impropr/defect/ no lights	503- reckless disc weapon	606-curfew violation	706- agg crim sex abuse	815-fail to appear (FTA)/warrant
111- agg assault	204- att auto theft	304- mfg/d/int cann	404- invalid title	504- unlawful disc weapon	608-tobacco youth	707- att crim sex abuse	820-fail to pay fine
112- simple assault	210-burglary	305- poss cann	405- loud music	510-armed violence	609-runaway		821-fail to pay support
120-battery	211- att burglary	310-unspecified cs off	406- no registration	511- armed violence	610-disorderly conduct	710-criminal sexual assault (rape)	822-fail to report
121- agg battery	212- residential burg	311- calc crim drug	407- no seatbelts	512- CAT I weapon	611-disturb peace	711- agg crim sex assault	823-fail to return from furlough
122- agg battery-fetus, child, senior	213- att resid burg	312- cs trafficking	408- operate uninsured veh	513- armed violence	620-gambling	712- att crim sex assault	830-juvenile charge (unknown)
123- agg battery w/gun	214- poss burg tools	313- crim drug	420-unspecified moving violation	520-deface weapon	630-ill sale fireworks	713- predatory crim sex assault-child	840-parole violation
124- att agg battery	216- burg to vehicle	314- mfg/d/int cs	421- accident w/dmg	525-FOID violation	631-ill use fireworks	725-public indecency	845-perjury
125- battery of fetus	220-criminal damage	315- poss cs	422- accident w/ injury/death	530- poss weapon	632-poss incendiary device	730-sex relations w/ families	860-violate order of protection
126- domestic batt	221- crim dam prop	320-poss drug paraphernalia	423- leave accident	531- poss weapon felon	640-littering	750-viol sex off reg	861-violate probation or comm service
127- domestic batt w/bodily harm	222- crim dam	321-mfg/d/p by school	424- fail to report	540-uuw	641-local ordinance violation		862-violate work release
128- simple battery	223- state prop	322-mfg/d/p lookalike	425- accident w/injry	541- uuw felon	645-mob action		
129- reckless conduct	224- to vehicle	323-mfg/d/p non-narcotic	426- drive off road		650-obstruct justice		
135-contrib delinq minor	225-criminal trespass	324-mfg/d to minor	427- DUI		651- att obs justice		
136-disarm police officer	226-crim trespass	325-use intoxicating compound	428- agg DUI		660-officer related		
137-endanger child	227- crim trespass	330-forgo prescription	429- excess speed		661- conceal/aid		
140-harassment	228- state land	350-other alcohol off	430- fled/felude		662- elude officer		
141- harass by phone	229- crim tres resid	351-carry alcohol	431- ill transp		663- escape		
142- harass jurors	235-forgery	352-ill alcohol sales	432- ill lane use		664- flee		
143- harass witness	240-fraud	353-minor poss alcohol	433- no yield emerg vehicle		667- impersonate officer		
144- harass witness	241- credit crd fraud	354-unlawful delivery alcohol	434- pass bus		668- refuse to aid officer		
145-hate crime	242- deceptive practices	355-violate liquor control act	435- reckless driving		669- resist officer		
146-home invasion	243- insurance fraud		436- unsafe backup		675-ped on highway		
147-intimidation	244- fraud		450-parking violations		676-prostitution/pimping		
150-kidnaping	251- plr stol vehicle		460-careless boat		677- solicit prostitut		
155-murder	252- receive goods				680-prowling		
156- 1 st degree murder	255-prohibited deposit				690-warrant		
157- 2 nd degree murder	260-property damage						
158- reckless homicide	261- prop damage						
159- invol manslaughter	262- \$300-10K						
160- vol manslaughter	265-tempering						
161- conceal homicide	270-theft						
162- solicit murder	271- <\$300						
163- att murder	272- >\$300						
164- conspiracy to	273- +\$10K						
170-robbery	274- theft lost prop						
171- agg robb	275- labor/services						
172- armed robb	276- att theft						
173- att robb	277- retail theft						
174- att agg robb							
175- att armed robb							
180-theft from person							
181-transmit obscene message							
182-unlawful restraint							
185-vehicle hijacking							
186- agg veh hijack							
187- att agg veh hijack							999-unknown crime & unknown type

TREATMENT DATA COLLECTION FORM

AGDAU & Christian EDP Evaluations

Case ID Number: _____
 Date Coded: ____/____/____
 Last Date in file: ____/____/____

Client's DOB: ____/____/____
 County: _____

1. Date entering treatment: ____/____/____
2. Beginning Diagnosis
 - a. DSM IV diagnosis at admission
 - b. Global assessment of functioning _____

3. Prior Treatments

Treatment Provider	Beginning Date	Ending Date	Completed?	Successful?

4. Course of Treatment

- 4a. Number of outpatient **sessions** (Level 1) _____
 Facility: _____
 Beginning date: ____/____/____ Ending Date: ____/____/____
- 4b. Number of **sessions** intensive outpatient care (Level 2) _____
 Facility: _____
 Beginning date: ____/____/____ Ending Date: ____/____/____
- 4c. Number of **days** inpatient care (Level 3 and 3+) _____
 Facility: _____
 Beginning date: ____/____/____ Ending date: ____/____/____
- 4d. Number of **days** detoxification (Levels 4 or 3.7) _____
 Facility: _____
 Beginning date: ____/____/____ Ending date: ____/____/____

Parent/Guardian Focus Group Protocol
Center for Legal Studies
The University of Illinois, Springfield

You do not have to answer any of the questions we ask. We are not keeping a record of who is at this meeting. We aren't writing down who answers which questions. The program staff and your child's probation officer will not know who answered our questions. If you don't want to answer any questions, you can just sit and listen.

We are not tape recording this meeting. We will take notes so we can remember what you tell us. When we write our report, we will write in a way that does not let any one know who made what comments at this meeting. If we get information a child is being abused or neglected, we have to report that information.

1. Do you each understand what I have just read to you? Do you want to continue with the meeting?
2. Who first talked to you about the Program?
3. How long has your child been a client of the Program?
4. What do you think the purpose of the Program is? What do you expect them to do with your child?
5. Has the Program helped you deal with your child at home? Please explain.
6. Do you think your child's participation in the Program has changed his/her behavior at school?
7. What, if anything, do you *like* about the Program?
8. What, if anything, do you *not like* about the Program?
9. Do you think the Program is a good idea?
 - 9a. Please tell us why you feel that way.
10. Is there anything the Program should change to do a better job?
11. Is there anything else you would like to tell us?
12. It is important to get information from parents and their children when programs like this one are evaluated. Sometimes it is hard to get parents or their children to talk to the researchers. What do you think would work best?

If you would like a copy of the summary of our evaluation of this program, please put your name and address on the page I am sending around.

Thank You.

Juvenile Client Focus Group Protocol
Center for Legal Studies
The University of Illinois, Springfield

You do not have to answer any of the questions we ask. Your parent/guardian has given us permission to talk to you. We are not keeping a record of who is at this meeting. We aren't writing down who answers which questions. The program staff, your parents/guardians and your probation officer will not know who answered our questions. If you don't want to answer any questions, you can just sit and listen.

We are not tape-recording this meeting but we will take notes so we can remember what you tell us. When we write our report, we will write in a way that does not let any one know who made what comments at this meeting. If we get information that you or some other child is being abused or neglected, we have to report that information.

1. Do you each understand what I have just read to you? Do you want to continue with the meeting?
2. Who first told to you about the Program?
3. How long have you been in the Program?
4. What do you think the purpose of the Program is?
5. Do you think the Program has changed the way your deal with your family? School? Other things?
6. What, if anything, do you *like* about the Program?
7. What, if anything, do you *not like* about the Program?
8. Do you think the Program is a good idea?
 - 8a. Please tell us why you feel that way.
9. Is there anything the Program should change to do a better job?
10. Is there anything else you would like to tell us?

If you would like a copy of the summary of our evaluation, please put your name and address on the page I am sending around.

Thank You.

APPENDIX B

- AGDAU Screening Form

AGDAU SCREENING SHEET

Name _____ Date _____

- 1. Drug related offense.....15
- 2. Gang related offense.....15
- 3. Prior adjudication.....5
- 4. **VALIDATED REPORTS OF GANG BEHAVIOR**
 - Police.....15
 - School.....10
 - Probation.....15
 - Parents.....10
 - Self.....15
- 5. **VALIDATED REPORTS OF SUBSTANCE ABUSE**
 - Police.....15
 - School.....10
 - Probation.....15
 - Parent.....10
 - Self.....15
- 6. **PRIOR HISTORY OF PROGRAMS OR TREATMENT**
 - Yes.....10
 - No.....0
- 7. **SCHOOL PROBLEMS IN THE LAST 6 MONTHS.**
 - Suspensions.....2
 - Expulsions.....5

30 or above = AGDAU

Score

- Accepted
- Rejected

Comments: _____

P.O. _____

APPENDIX C

- Court Orders
- Human Subjects Statement

IN THE CIRCUIT COURT FOR THE TENTH JUDICIAL CIRCUIT
PEORIA COUNTY ILLINOIS

ORDER

WHEREAS, the Center for legal Studies at the University of Illinois at Springfield has been awarded a contract from the Illinois Criminal Justice Information Authority to conduct a study of the Anti-Gang and Drug Abuse Unit (AGDAU), and

WHEREAS, 705 ILCS 405/1-8 (A) (8) authorizes release of juvenile court information to "persons engaged in bona fide research, with the permission of the presiding judge of the juvenile court and the chief executive of the agency that prepared the particular records; provided that publication of such research results in no disclosure of a minor's identity and protects the confidentiality of the record."

WHEREAS, the Court has been provided assurances from the Center for Legal Studies that its research will not result in the disclosure of any minor's identity and that confidentiality will be protected as set forth in Exhibit A which is attached to and made a part of this Order.

NOW THEREFORE, IT IS ORDERED, ADJUDGED AND DECREES AS FOLLOWS:

Permission is granted to the Office of the Circuit Clerk, Probation Office, State's Attorney's Office, and agencies contracting with the AGDAU unit to provide services to AGDAU clients to allow access to and the ability to record data from any juvenile delinquency files for cases originating in calendar year 1997 or after to Pinky Wassenberg, Laura Dorman, Michael Luke Raymond, Joy Syrcle, or Lou Ann McGahey of the Center for Legal Studies, University of Illinois at Springfield. Permission is further granted for staff of these respective offices to discuss the cases with the named representatives of the Center for Legal Studies.

Dated: Oct. 12, 2000



Judge Bruce W. Black, Chief Judge

IN THE CIRCUIT COURT FOR THE SEVENTEENTH JUDICIAL CIRCUIT
WINNEBAGO COUNTY ILLINOIS

ORDER

WHEREAS, the Center for legal Studies at the University of Illinois at Springfield has been awarded a contract from the Illinois Criminal Justice Information Authority to conduct a study of juvenile day reporting centers, and

WHEREAS, 705 ILCS 405/1-8 (A) (8) authorizes release of juvenile court information to "persons engaged in bona fide research, with the permission of the presiding judge of the juvenile court and the chief executive of the agency that prepared the particular records; provided that publication of such research results in no disclosure of a minor's identity and protects the confidentiality of the record."

WHEREAS, the Court has been provided assurances from the Center for Legal Studies that its research will not result in the disclosure of any minor's identity and that confidentiality will be protected as set forth in Exhibit A which is attached to and made a part of this Order.

NOW THEREFORE, IT IS ORDERED, ADJUDGED AND DECREES AS FOLLOWS:

Permission is granted to the Office of the Circuit Clerk, Probation Office, State's Attorney's Office to allow access to and the ability to record data from any juvenile delinquency files for cases originating in calendar year 1997 or after to Pinky Wassenberg, Laura Dorman, Michael Luke Raymond, Joy Syrcle, or Lou Ann McGahey of the Center for Legal Studies, University of Illinois at Springfield. Permission is further granted for staff of these respective offices to discuss the cases with the named representatives of the Center for Legal Studies.

Dated: 10-5, 2000



Judge

IN THE CIRCUIT COURT FOR THE FOURTH JUDICIAL CIRCUIT
CHRISTIAN COUNTY ILLINOIS

ORDER

WHEREAS, the Center for legal Studies at the University of Illinois at Springfield has been awarded a contract from the Illinois Criminal Justice Information Authority to conduct a study of juvenile day reporting centers, and

WHEREAS, 705 ILCS 405/1-8 (A) (8) authorizes release of juvenile court information to "persons engaged in bona fide research, with the permission of the presiding judge of the juvenile court and the chief executive of the agency that prepared the particular records; provided that publication of such research results in no disclosure of a minor's identity and protects the confidentiality of the record."

WHEREAS, the Court has been provided assurances from the Center for Legal Studies that its research will not result in the disclosure of any minor's identity and that confidentiality will be protected as set forth in Exhibit A which is attached to and made a part of this Order.

NOW THEREFORE, IT IS ORDERED, ADJUDGED AND DECREES AS FOLLOWS:

Permission is granted to the Office of the Circuit Clerk, Probation Office, State's Attorney's Office, and agencies contracting with the Extended Day Program to provide services to program clients to allow access to and the ability to record data from any juvenile delinquency files for cases originating in calendar year 1997 or after to Pinky Wassenberg, Laura Dorman, Michael Luke Raymond, Joy Syrcle, or Lou Ann McGahey of the Center for Legal Studies, University of Illinois at Springfield. Permission is further granted for staff of these respective offices to discuss the cases with the named representatives of the Center for Legal Studies.

Dated: 9 Oct, 2000



Judge

Human Subjects Statement

Project: The Evaluation of Juvenile Day Reporting Centers in Christian, Peoria and Winnebago Counties: Phase 2

1. **Names:** Laura Gransky Dorman and Pinky Wassenberg **Phone:** 217-206-6343
Position: Co-principal Investigators **Dept.:** Center for Legal Studies
2. **Address:** Center for Legal Studies; UIS
3. **Project title:** The Evaluation of Juvenile Day Reporting Centers in Christian, Peoria and Winnebago Counties: Phase 2
4. **Type of research:** Sponsored Research funded by the Illinois Criminal Justice Information Authority
5. **Anticipated starting and completion dates:** August 1, 2000 - July 31, 2001 (The contract will not be signed until September 1, 2000 but it will cover work from August 1, 2000.)
6. **What this study attempts to investigate:** The Center for Legal Studies of the University of Illinois, Springfield requests \$74,785 to conduct a one-year impact evaluation of the juvenile day reporting centers operating in Christian and Winnebago Counties, and the Anti-Gang and Drug Abuse Unit in Peoria County. While conducting the summative evaluation, the evaluation team will provide each county with ongoing feedback to assist in program development. The purpose of this proposed evaluation is to determine how and to what extent the three programs ultimately are affecting their respective target populations. Specific attention will be given to determining the extent to which each program has been able to meet its goals and objectives. During the academic year 1998-1999, the research team completed a process evaluation of the three programs.
7. **What are the potential benefits of this research:** The research will assist the three programs in fine-tuning their operation. In addition, the evaluation will provide information useful to those considering the creation of similar programs.
8. **Who are the participants and how are they recruited?** There are three groups of persons participating in this research:
 - Group 1:** The first human subjects being contacted are the personnel of the public agencies in the three counties (Christian, Peoria and Winnebago) whose operations relate to the process of administering the programs. These agencies include the courts, public defenders' offices, state's attorneys' offices, local law enforcement, juvenile probation offices, and substance abuse treatment facility personnel. None of these individuals are under 18 years of age. All individuals contacted for interviews have the option of refusing to participate. Individuals are recruited because they hold specific positions as individuals in public service. (The interview protocol for these subjects is included as Attachment A.)

Group 2: The second group of human subjects being contacted is the parents/guardians of juveniles who are or have been participants in the three programs. The parents/guardians of juveniles in the programs will be invited to participate in a focus group during the evaluation. Program staff will be asked to provide the parents with a letter from the CLES research team inviting them to meet with the evaluation team at the program offices.

An incentive of \$20 will be offered to encourage participation in this meeting.

The \$20 will be sent by check to those parents/guardians who are present for the entire focus group meeting. The parents/guardians will be asked to sign assent forms prior to focus group participation and to provide a mailing address and social security number (required to pay the incentive). The purpose of this meeting is two-fold. First, the parents/guardians will be asked if they would be willing to discuss the program with the evaluation team. Second, after that discussion, those remaining will be asked if they would consent to their children being invited to a similar focus group. If so, they will be asked to sign the necessary consent forms. (A copy of the invitation letters and consent form are included as attachment B.)

The focus groups will be conducted at the juvenile day reporting center. No one except members of the evaluation team and juvenile volunteers will be present at the focus groups. Evaluation team members will take notes during the session; recordings will not be made. No record of who attended the focus groups will be made.

Group 3: The third group of research participants includes all juveniles who have ever participated in one of the programs. Because the day reporting centers are relatively new programs, the research team anticipates that most of these subjects still will be less than 18 years of age during the evaluation time frame. The purpose of using the juveniles as research subjects is to obtain their input regarding the evaluation of the juvenile day reporting centers and the center programs. **We are not evaluating the juveniles.** Three types of information will be sought from these juveniles:

- a. **Program File Data.** Data will be coded from the juvenile day reporting centers' case files for all juvenile participants since the creation of the centers. With the assistance of program personnel, the evaluation team will obtain program file data for all juvenile participants. These data will be analyzed to determine the extent to which participants satisfy the requirements for program participation, to identify the content of their individual programs, to track participants' progress through the programs, to determine the number and duration of parent/guardian contacts with the program, to gauge participants' educational progress while involved with the program, to ascertain the level of contact program staff have made with the participants, and to determine the level of contact program staff have made with the various treatment providers. (The case data coding form is included as Attachment C.)

- b. **Treatment file data.** With the assistance of the substance abuse treatment providers, the evaluation team will obtain data regarding each participant's record while in treatment. (This portion of the research applies only to juveniles in the Peoria and Christian County Programs. The Winnebago County Program does not accept juveniles diagnosed as requiring substance abuse treatment.) Specific elements of data collected include: beginning and ending diagnosis, number of days/hours of treatment, UA results, and discharge status. These data will be combined with participant program data and criminal history data to determine various indicators of treatment success. (The treatment file data coding form is included as Attachment D.) These juveniles' files are sealed files under the Illinois' Juvenile Court Act. Before the research team can have access to these files, we will have to receive a court order from the chief judge in each county.
- c. **Juvenile Focus Groups.** Only those juveniles whose parents/guardians sign consent forms will be invited to participate in the focus group. Program staff will be asked to provide the juveniles with a letter explaining the purpose of the focus groups and inviting them to attend. The juveniles will not be asked to sign assent forms prior to focus group participation because the signed forms would provide evidence of which juveniles had attended the focus group meeting. However, they will be given a second copy of the invitation letter to keep in case they should have questions after their focus group participation. The juvenile will be asked orally if they are attending voluntarily. Pizza and soda will be provided at the focus group meetings as an incentive for the juveniles to attend. (A copy of the invitation letter is included as Attachment E.)

The purpose of this focus group will be to elicit the juvenile's evaluation of the centers and their programs. **It will not be to evaluate the juveniles.** The focus groups will be conducted at the juvenile day reporting center. No one except members of the evaluation team and juvenile volunteers will be present at the focus groups. Evaluation team members will take notes during the session; recordings will not be made. No record of who attended the focus groups will be made.

9. **Where will the research be conducted:** Most of the research activity will take place in the three counties listed above.
10. **What feedback will be given to participants?**

Group 1 - juvenile justice system personnel: These individuals will be asked to review and comment on a draft of the final evaluation report.

Group 2 – juvenile participants in the day reporting centers: These individuals will be told copies of the final evaluation report will be available from the Center for Legal Studies at the conclusion of the contract. A copy of the executive summary will be sent to those who indicate a desire to receive one.

Group 3 – parents/guardians of juvenile participants in the day reporting centers: These individuals will be told copies of the final evaluation report will be available from the Center for Legal Studies at the conclusion of the contract. A copy of the executive summary will be sent to those who indicate a desire to receive one.

11. What are the potential risks to the participants?

Group 1: juvenile justice system personnel: The potential risk to these individuals would be retaliation at work or in their relations with other agencies for critical comments made during these interviews. Interview subjects will not be named when the results of interviews are reported. However, the professional communities involved are sufficiently small that an informed individual could make reasonably accurate guesses regarding the identity of some subjects. This risk is unavoidable.

Groups 2 and 3: juvenile participants in the day reporting centers, their parents/guardians: One risk to these individuals would be disclosure of information from the case or treatment files. To protect against this danger, confidentiality precautions outlined below will be taken. In addition, Illinois' Juvenile Court Act requires the permission of the Chief Judge of the applicable circuit before juvenile court case files are accessed.

The second risk would be that failure to participate in the focus group criticism of the centers might be used against the juveniles or their families by juvenile day reporting center personnel. Subjects will be protected from this risk by procedures described below.

The third foreseeable risk would be a perception of duress by the juveniles or their parents/guardians. The wording of the invitation letters and the focus group procedures are designed to control this to the extent possible. When the evaluation team used similar procedures in Phase 1 of this research, few parents/guardians and even fewer juveniles chose to participate. That makes us think there was not a perception that participation was in any way compulsory. We are offering an incentive of \$20 for parents/guardians who participate and pizza with soda for juveniles who participate. The \$20 will be provided by check to those parents/guardians who are present for the entire focus group meeting. These incentives are seen as small enough to encourage attendance yet not large enough to present a risk of over riding the voluntary nature of participation.

12. Will deception be used? No.

13. Confidentiality of data records:

Case data information: The name of each juvenile will be placed on a list with an identification number and the juvenile's birth date. (The birth date is useful to guard against mistakes in writing the identification number.) Information from the program and treatment files will be recorded on paper case data coding sheets. The juveniles' identification number and birth date will be included on the case data coding sheet. The list combining identification numbers with names will be kept separate from the paper case data coding forms. Both the identification number list and paper case data coding forms will be shredded after data entry is verified. Until that time, the list and coding forms are kept in a locked file cabinet in the office of one of the principle investigators. Data entry personnel will be full-time CLES employees who are used to handling confidential information. All case data files will be kept in CLES computers in offices with controlled access.

Focus group information: The focus groups will be conducted at the juvenile day reporting center facilities. This creates a danger that program personnel may see who chooses to participate or overhear focus group proceedings. No one except members of the evaluation team and juvenile volunteers will be present at the focus groups. A location at each facility will be chosen to ensure that program personnel will not see those who enter or leave the focus group. Evaluation team members will take notes during the session; recordings will not be made. No record of who attended the focus groups will be maintained. The names of juveniles will be checked to make sure we have consent forms signed by their parents. At the beginning of each focus group, the parents/guardians will be told that any information about the abuse/neglect of juveniles must be reported to the proper authorities.

Laura Gransky Dorman, Co-principal Investigator

Pinky S. Wassenberg, Co-principal Investigator