

The Compiler

Illinois Criminal Justice Information Authority

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William Mahin

The juvenile justice system in Illinois

The goal of juvenile justice in Illinois is to meet the needs of youthful offenders in ways that are not provided by the adult justice system. With increasing numbers of young offenders entering the system, the question becomes how best to meet their needs, while continuing to provide protection for their communities.

This issue of *The Compiler* includes an overview of the juvenile justice system, an examination of the state of detention and detention facilities in Illinois, and a look at an alternative to detention that is unique in Illinois. It also includes a discussion of the process of building effective juvenile justice information systems.

Agencies join police systems

The Illinois Criminal Justice Information Authority's Area-wide Law Enforcement Radio Terminal System (ALERTS) has added several new users in recent months. The in-car terminal network provides police officers with instant access to national, state, and local crime information.

A new expansion area has developed in the Rockford area. The Sheriff's Departments of Boone and Winnebago Counties, along with the Cherry Valley, Loves Park, and Rockford police departments are included. Also joining ALERTS, in the Chicago area, is the Golf Police Department.

From the editor:

After more than seven years with the Illinois Criminal Justice Information Authority, I am leaving the agency—and *The Compiler*—to tackle corporate communications in private industry and to spend more time with my young son. I am proud to have been a part of bringing you this publication, and appreciate your support over the years.

Maureen Hickey

The Compiler

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State and federal prisoner population reaches new high in 1992

The total number of state and federal prisoners in the United States had reached a new high of 883,593 at the end of 1992, according to the federal Bureau of Justice Statistics (BJS).

The 1992 figures are a 7.2-percent increase from 1991. The increase was in line with the overall growth of prisoner population from 1980 to 1992. That 12-year period has seen a 168-percent increase.

The major source of increased prison population has been drug offenders. In 1990, the latest year for which nationwide statistics are available, 103,800 people went to prison for drug offenses. It was the first year that more offenders were admitted to prison for drug crimes than for property crimes (102,400), violent crimes (87,200), or public-order offenses (26,200).

Likewise, there was an increase in the number imprisoned for serious crimes of murder, non-negligent manslaughter, sexual assault, robbery, aggravated assault, and burglary.

The BJS study showed an increase in state prison population by 6.8 percent overall. The five states of Maine, New Jersey, North Dakota, Oregon, and Wyoming witnessed decreases in their prison populations. Conversely, the highest increase was seen in Texas at 18.4 percent, followed by West Virginia, 16.2; New Hampshire, 15.9; Idaho, 15.5; and Wisconsin, 15.4. Illinois experienced an 8.7-percent rise.

The continued increase in prisoner population has pressured both the federal and state prison systems. BJS estimated that the federal system operates at 52 percent above capacity, while state systems run 18 to 31 percent above capacity.

Copies of the bulletin, *Prisoners in 1992*, can be obtained by contacting the National Criminal Justice Reference Service at 800-732-3277.

New council takes on growing problem of violence

A group of Illinois citizens has joined together to fight the growing problem of violence throughout the state. They will address the problem through the newly formed Illinois Council for the Prevention of Violence.

"The toll violence takes on individuals, families, and communities is devastating to society in terms of human lives and is extremely costly," said Wendy Taylor, chairperson of the council.

Organized in 1992, the council was created to prevent violence of all forms: family (child, spouse, and elder abuse), sexual assault, gang, gun and drug-related, hate crimes, and other forms of violent behavior. Its approach will be similar to other public health campaigns against drunk driving and cigarette smoking.

The council offers individual memberships and is developing an affiliate membership status for organizations. For more information, write to: Illinois Council for the Prevention of Violence, 123 South Seventh Street, Suite 500, Springfield, IL 62701, or fax your request to 217-753-8229.

New legislation targets recidivism, prison crowding

In August, Governor Jim Edgar signed into law a bill that makes wide-ranging changes in Illinois' Unified Code of Corrections and the state's Alcoholism and Other Drug Dependency Act. Senate Bill 956 amends Illinois law to include programs geared toward reducing recidivism and relieving prison crowding, as recommended by the Governor's Task Force on Crime and Corrections (see *The Compiler*, Winter 1993).

The bill also includes an increased penalty for aggravated assault against a correctional officer and permission for defendants to make pre- and post-trial appearances via closed circuit television.

Recommendations from the Task Force call for the Illinois Department of Corrections to expand its impact incarceration program (boot camp), earned good-conduct credit programs, and electronic home detention. In addition, it authorizes the operation of a super-maximum security prison, and allows judges to order additional conditions of probation for substance abuse offenders.

The amendment raises the number of inmates eligible for boot camp by increasing the maximum age of a participant from 29 to 35 years old, increasing the maximum sentence length of a participant from 5 to 8 years, and by allowing inmates with prior records of incarceration to participate.

The amendment increases the amount of good-conduct credit eligible inmates may earn for participation in various education programs from 1/4 day to 1/2 day. The amendment expands the pool of educational programs to include substance abuse treatment programs, correctional industries assignments, and allows inmates convicted of second-degree murder to earn good-conduct credit.

The amendment opens the electronic home detention system to include certain Class X and Class 1 felony inmates. Offenses excluded from this expansion are first-degree murder, escape, aggravated criminal sexual assault, criminal sexual assault, aggravated battery with a firearm, bringing or possessing a firearm in a penal institution, and various drug offenses.

In addition to the amendments based on the Crime and Corrections Task Force recommendations, the bill also changes the Criminal Code, increasing the penalty for aggravated assault against a correctional officer. The penalty, a Class A misdemeanor (1 year/\$1,000), now becomes a Class 4 felony (1-3 years/\$10,000).

The Code of Criminal Procedure is altered to provide that, if a defendant's appearance is not constitutionally required, he or she may appear during a pre- or post-trial proceeding via closed circuit television in appropriate situations.

Survey of inmates shows figures on gun use, gang involvement

Sixteen percent of inmates in state prisons nationwide carried a gun when committing the offense for which they served time, according to the report, *Survey of State Prison Inmates, 1991*, by the federal Bureau of Justice Statistics (BJS). About half of those prisoners actually fired their guns during the crime.

Findings were based on a 1991 study of 14,000 state prisoners (about 20 percent of all state inmates) in 277 facilities of 45 states.

BJS noted an association between weapon use and age. From the group of inmates 24 years old or younger, 52 percent carried or used some weapon, compared with 33 percent of those inmates 45 years old or older.

Of inmates convicted of violent crimes, 46 percent carried or used a weapon in the process of the crime. Handguns were the most commonly used weapon, making up roughly half of this percentage. Inmates obtained their handguns from three main sources: family or friends (31 percent), the black market (28 percent), or a retail outlet (27 percent).

In addition, BJS found that 6 percent of inmates belonged to a gang before entering prison. A profile of gang inmates showed that the average initiation age was 14 years. Half belonged to a gang at the time they committed their current offense, and 91 percent had served a previous sentence.

The report also contains data on family status, gang membership, prison programs, and other topics. Copies can be obtained from the National Criminal Justice Reference Service; for information call 800-732-3277.

Nationwide, employment in law enforcement rises

State and local police forces and sheriff's departments throughout the nation employed a total of 840,647 full-time personnel as of June 30, 1992. According to the federal Bureau of Justice Statistics' (BJS) new bulletin, *Census of State and Local Law Enforcement Agencies, 1992*, full-time sworn officers with general arrest authority made up 72 percent of this total, while 28 percent were non-sworn civilian employees.

In the last six years, according to the BJS Acting Director Lawrence A. Greenfeld, a trend has developed. From 1986 to 1992, total full-time employment in police and sheriff's agencies increased 13 percent in the number of full-time sworn officers, and 28 percent in civilian personnel.

The study shows that, of the 17,360 total state and local law enforcement agencies in the United States in 1992, the Chicago Police Department ranked as the second largest agency in the nation with over 15,000 civilian employees and 12,605 sworn police officers. The Cook County Sheriff's Department was eighth, with more than 5,000 civilian employees and nearly 5,000 officers.

Nationwide there was an average of 24 full-time officers for every 10,000 residents. Among local departments, Washington, D.C., led with 89 officers per 10,000 residents. New York State had the highest ratio among the state police departments with 38 per 10,000 inhabitants. Illinois was fourth with 31 per 10,000.

Copies of the BJS bulletin can be obtained from the National Criminal Justice Reference Service; for information call 800-732-3277.

Juvenile justice in Illinois: An overview

The first goal of juvenile justice for young offenders in Illinois is rehabilitation, a marked difference from the more punishment-oriented adult criminal justice system. Here is an overview of the state of juvenile justice in Illinois.

By Sarah Dowse Wortham

Illinois has been at the forefront of juvenile justice since it established the country's first juvenile court, in Cook County, in 1899. Nearly a century later, the system is struggling to respond to the many complexities of modern society that are reflected in today's young offenders.

The mission of the juvenile court was, and is, to provide law-breaking minors with special handling that adult criminals do not receive, and to help ensure that an encounter with the criminal justice system does not impair their ability to develop into well-adjusted, law-abiding adults. In fact, the idea of punitive sanctions is not a factor in juvenile justice; rather, treatment and guidance are the goals for minors who come into the system.

Many juvenile justice experts reject the popular notion that young offenders are just "little adults," already hardened and destined to a life of crime. They believe that the reasons youngsters break laws are inextricably linked to the social and developmental factors that have formed them. Nevertheless, some juveniles' cases, either because of a legislative mandate or a judge's decision, must be handled within the adult system, especially for youngsters charged with more serious crimes.

Keeping juveniles out of the justice system when they are young seems, theoretically, to be the best way to prevent them from becoming tomorrow's adult criminals. But counties across Illinois, which have discretion in how they fund programs and facilities that serve juveniles, often find they

must spend their scarce resources elsewhere. Absence of community support for juvenile facilities and services, many experts believe, compounds the lack of understanding about juvenile offenders and reduces sympathy for them. This lack of attention and sympathy is shortsighted, according to Elizabeth Clark of the Cook County Public Defender's Office.

"To fail to view juvenile offenders as 'all of our' children is to jeopardize our own safety when they return to the communities from which they came," said Ms. Clark.

In addition, lack of resources makes it impossible for law enforcement officers—usually a delinquent youngster's first point of contact with the criminal justice system—to put weight behind their words. According to Detective Richard Walsh of the Matteson Police Department, who is also executive director of the Illinois Juvenile Officers Association, because there is no room to detain many juveniles who are brought into custody, many are let go when they shouldn't be.

"Juveniles get the message at a very young age that nothing happens to them. Children have to learn at an early age that they're going to be held accountable for their actions," he said. "Even if they violate probation and you threaten them with [detention in] the Audy Home [now called the Cook County Juvenile Temporary Detention Center], they know they're not going to go there. It's a joke. If you wait until the 10th or 11th run-in with the law, it's not going to work."

How the system works

Despite variations from county to county—and from region to region—in the services available to juveniles, the overall structure of the juvenile justice system is uniform throughout the state. It differs, however, in several key aspects, from the adult criminal justice system. To begin with, Illinois' juvenile court generally operates in a more informal manner than its adult (criminal) court; authorities who deal with minors have much more latitude in deciding how to handle them. Also, the terminology used to describe juveniles and their proceedings is more sensitive than with adult offenders. Juveniles are "taken into custody" rather than "arrested"; "petitions of delinquency," instead of "criminal complaints," are filed before a judge; young offenders are "adjudicated delinquent," not "found guilty of crimes"; and the resulting court action is a "disposition" rather than a "sentence."

It is important to note that in addition to delinquency cases, juvenile courts in Illinois handle the legal needs of a number of other youth. Neglected or abused minors; dependent minors (those without parents or guardians); minors requiring authoritative intervention (MRAI), most often runaways; truants in need of supervision; and addicted minors also fall under the jurisdiction of the juvenile court.

However, the majority of all juvenile court cases involve breaking the law. When a youth is taken into police or sheriffs' custody, the officer assigned to the case may recommend a station adjustment—an informal disposition issued by law enforcement—instead of formal court action. A station adjustment may require the juvenile to enter a rehabilitation or counseling program, or even just to cooperate more with parents or guardians.

When the situation necessitates more than a station adjustment, the officer will refer the juvenile to intake screening. If the officer believes the juvenile is in need of immediate secure detention, he or she will recommend to the juvenile probation officer on call that the youngster be detained.

Administered by the juvenile probation office in cooperation with the state's

attorney's office, the intake screening process determines whether a petition should be filed in juvenile court, and, for minors in custody, the time of the detention hearing.

Several possible outcomes may stem from an intake screening. The authorities involved may:

- 1) make an informal adjustment.
- 2) place the juvenile under informal supervision for up to six months.
- 3) suggest filing a juvenile court case
- 4) move to have the juvenile transferred to adult court.

After the juvenile is taken into custody, temporary detention must be arranged. In all counties except Cook, a minor 10 years or older may be detained up to 36 hours upon written authorization of a probation officer to the superintendent of one of Illinois' 15 juvenile detention centers. In 1989 it became illegal in Illinois to detain juve-

niles in a jail or lockup for more than six hours. This legislation was passed in response to concern over the safety and propriety of juveniles in adult facilities, as well as potential liability issues.

If a delinquency petition is filed in juvenile court, one of several types of hearings may ensue. Delinquency proceedings for juveniles are patterned after those in the criminal courts, but most juvenile cases do

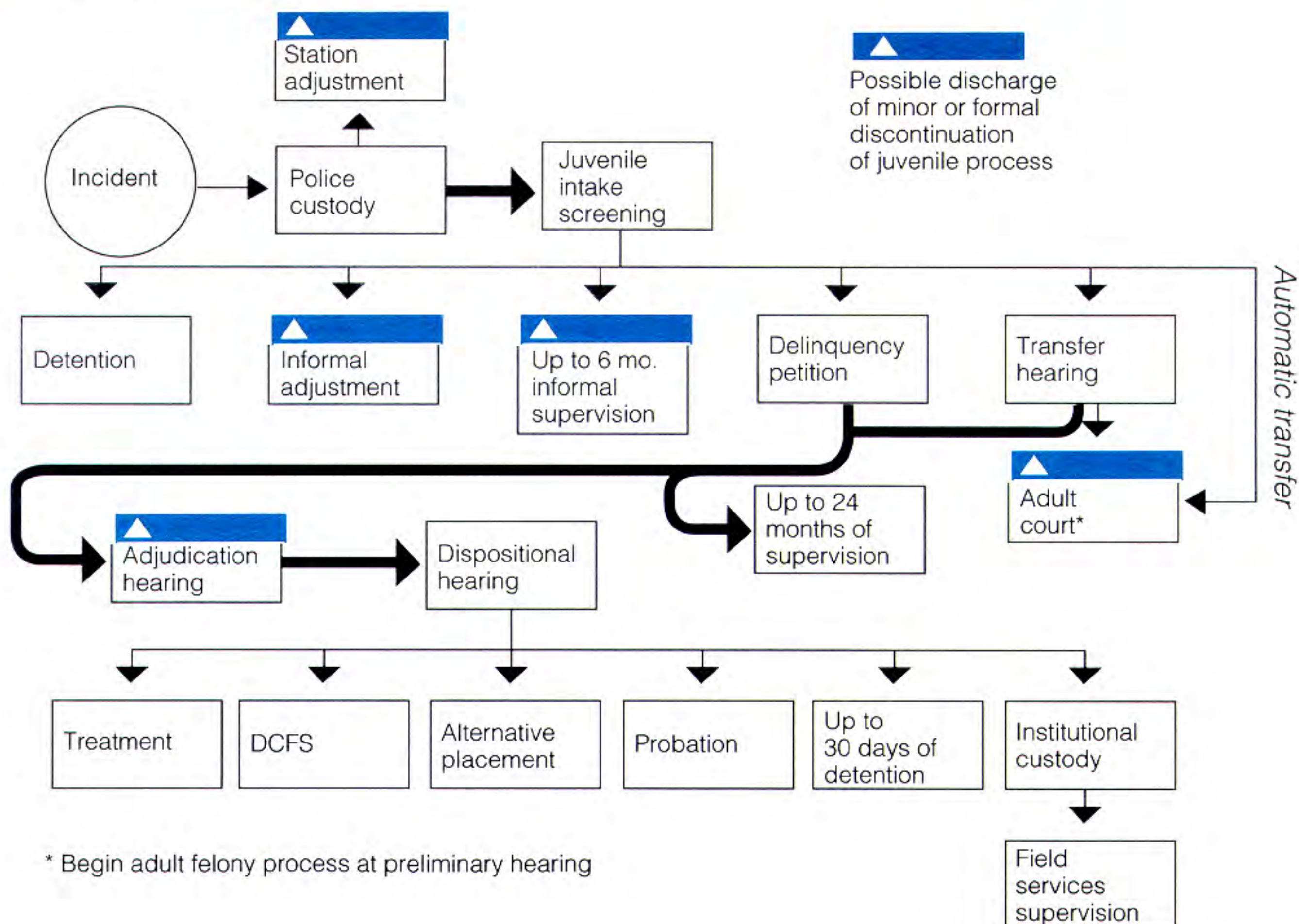
not go to trial. Plea bargaining is common, and most youths admit to one or more offenses on the petition.

Nevertheless, juveniles' hearings are comparable to those for adults. In addition to informational hearings, a delinquency petition may result in a detention hearing in which probable cause of delinquency, and thus justification for continued detention, is determined. The adjudicatory hearing—

The six-hour rule

As a result of increased safety concerns for juveniles detained in adult facilities, as well as liability issues, Illinois lawmakers, as of July 1, 1989, have made it illegal to detain juveniles in a jail or lockup for more than six hours (ILES, Ch. 705, sec. 405, par. 5-7). Juveniles detained in a county or municipal lockup cannot be permitted sight or sound contact with adults in custody in that building. In addition to detention in an actual cell, detention means locking any door that would not otherwise be secured or handcuffing the juvenile to a stationary object. Transportation time is not included in the six hours.

Juvenile processing in Illinois



much like an adult trial—must occur within 10 days of the detention hearing, if the minor was in custody, or within 120 days if the juvenile had not been detained. Sometimes the adjudicatory hearing is bypassed and the minor is placed under court supervision for up to 24 months. If the juvenile successfully completes supervision, there is no record.

Adjudicated cases are followed by a dispositional hearing, similar to an adult sentencing hearing. The juvenile court may order dispositions including probation, conditional discharge, placement outside the juvenile's home, drug or alcohol treatment, commitment to the Illinois Department of Children and Family Services (DCFS) (for juveniles aged 12 or under), partial or complete emancipation, restitution, order of protection, detention for up to 30 days in a county facility (for juveniles aged 10 and older), or commitment to the Juvenile Division of the Illinois Department of Corrections (IDOC) if the youth is 13 or older.

A system under strain

More youngsters are becoming involved in crime. In a typical example, arrests of youths aged 10 through 16 for aggravated battery in DuPage County rose from 36 in 1987 to 87 in 1991—a 141-percent in-

crease. In 1983, DuPage County's juvenile detention center was so underused that county officials tried to turn it over to DCFS for foster children. Ten years later the facility is like many of Illinois' juvenile detention centers: filled to capacity, with residents playing musical beds and the overflow being sent to other counties' facilities.

No one can say why the number of juveniles in the system has grown steadily over the past few years. Nor are there explanations for the increase in serious crime. Statewide, arrests are up for offenses in almost all categories. The Illinois Juvenile Justice Commission (IJJC) reports large increases in juveniles taken into custody statewide for a number of violations and offenses.

From 1987 to 1990, youngsters aged 16 or under taken into custody for truancy increased 65 percent statewide, from 252 to 417. In the same period, juvenile arrests for weapons offenses rose 66 percent, from 1,205 to 2,000; aggravated assault climbed 247 percent, from 520 to 1,802. Juvenile arrests for murder increased 40 percent, from 50 to 70, and arrests for drug offenses involving controlled substances rose 209 percent, from 683 to 2,113.

Not surprisingly, Cook County—and

within it, Chicago—accounts for the majority of delinquent activity in Illinois. But increases have also taken place in other areas. A comparison of juveniles taken into custody for index crimes against persons in the period 1987 to 1990 shows a 27 percent increase in Chicago. Yet urban, mid-urban, and urban/rural areas also posted increases: 19, 27, and 48 percent, respectively. Rural areas and suburban Cook County remained stable.

Since 1982, Illinois law has had an automatic transfer provision requiring juveniles aged 15 or older and charged with first-degree murder, aggravated criminal sexual assault, or armed robbery with a fire-

Definitions

In 1984 the Illinois Juvenile Justice Commission divided Illinois' 102 counties into demographic areas based on their populations. The Common Characteristic Groups (CCGs) allow the commission to interpret juvenile justice issues within the context of a county's population characteristics.

The six CCGs are Rural, Urban/Rural, Mid-Urban, Urban, Cook County, and Suburban Cook and Chicago.

Rural: 60 counties ranging in population from 4,000 to 38,000. Each county has fewer than 10,000 youths aged 16 and under.

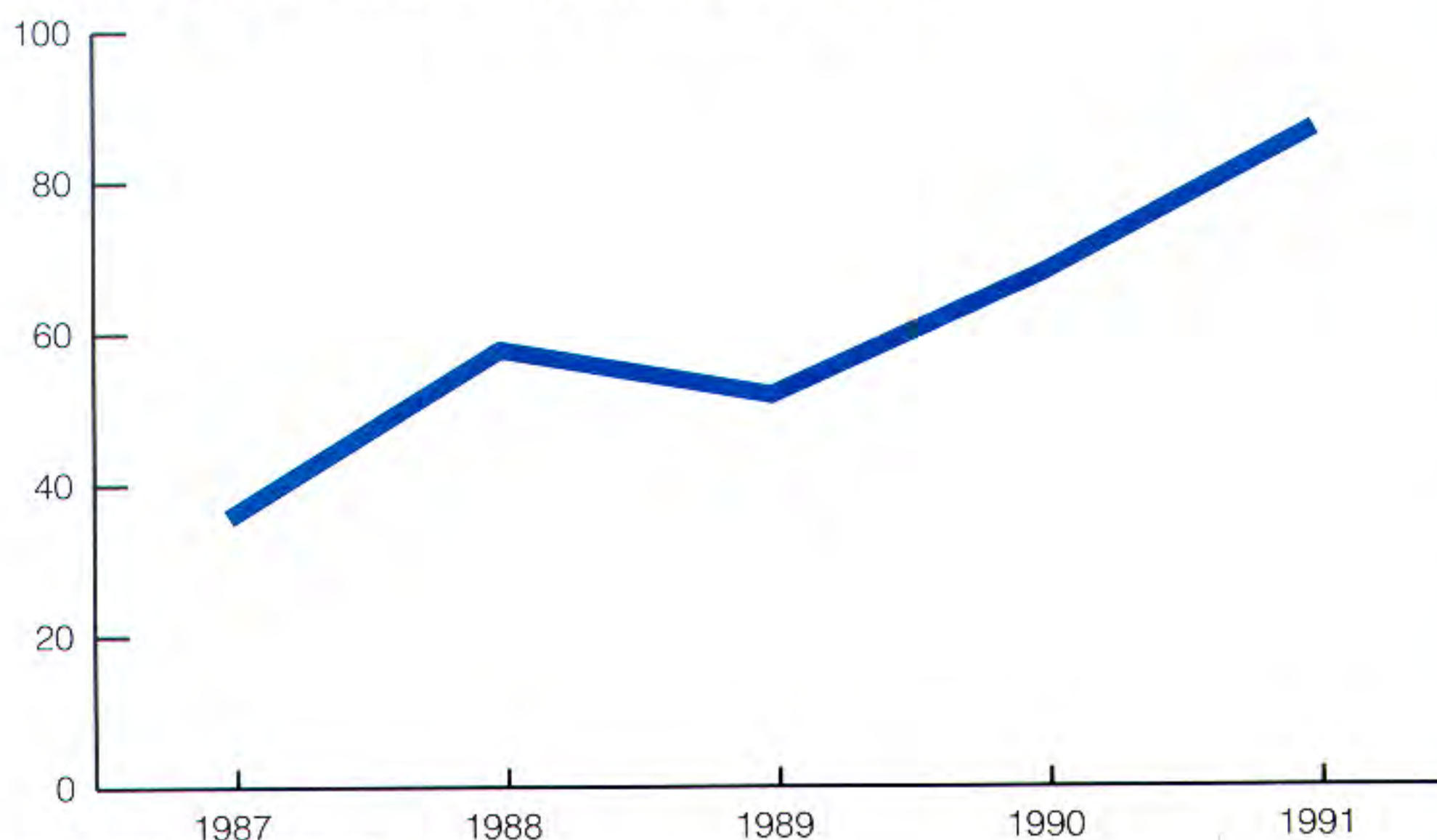
Urban/Rural: 23 counties with a population range of 32,000 to 76,000. Each county has more than 10,000 youths aged 16 and under.

Mid-Urban: 10 counties with a population range of 93,000 to 176,000. These counties have an urban area or other contiguous population of at least 55,000 persons; all but two have a city of at least 25,000 persons.

Urban: 8 counties having populations in excess of 200,000 persons.

Cook County: An individual CCG because Chicago is within its boundaries, having a population and socio-economic conditions unique to the county.

Juveniles, aged 10-16, arrested for aggravated battery in DuPage County from 1987-1991



Source: ICJIA modified I-UCR Data

arm to stand trial in adult court. Being charged with possessing a deadly weapon when committing an offense or with committing drug offenses in or near a school became an automatic transfer offense in 1986, and those offenses on public-housing property became automatic transfer offenses in 1990.

In addition to automatic transfer, juvenile court judges have the discretion to transfer any youngster 13 years old or older to adult court if he or she is charged with an offense that would be criminal if committed by an adult, if the judge deems that the best course of action.

In line with the increases in juveniles taken into custody, delinquency petitions have increased annually. According to the Administrative Office of the Illinois Courts, between 1987 and 1991 delinquency petitions filed in juvenile court increased 23 percent statewide, with the biggest increase (34 percent) coming from Cook County.

Naturally, when caseloads go up, the system must respond. The ideal short-term solution would be to better accommodate the influx of more, and more serious, offenders by adding facilities and staff. Yet this is often not possible. Cash-strapped counties lack the resources to meet the growing demand, and people who work in the system are expected to do more with less.

Many problems stem from this strain on the juvenile courts. First is lack of specialized training for those handling juveniles, according to Anne Studzinski, Administrator of the Illinois Juvenile Justice Commission. Many counties do not have sufficient financial resources to provide police, probation officers, and detention workers, she said. And judges, assistant state's attorneys, and public defenders with juvenile-specific training can be particularly hard to find.

"You get very few law school graduates who have taken jobs in juvenile justice," Ms. Studzinski said. "The Juvenile Court Act is not the same as the Criminal Code; it takes time to get used to the nuances."

The thorny issue of juvenile detention

is compounded by a number of factors.

Though juvenile facilities in Illinois are not yet overburdened to the level of their adult counterparts, the need for space is evidenced by the number of facilities that routinely must send their overflow to other counties' facilities. Admission to detention facilities grew between 1990 and 1991 from 19,349 to 19,747; Cook County accounted for nearly 60 percent of the increase.

Many in the juvenile justice field discourage the use of detention when other, perhaps better options for treatment exist. Putting a youth who has been adjudicated delinquent for a relatively minor offense in

detention with more serious juvenile offenders may have a lasting impact on the child that runs counter to the overriding goals of treatment and guidance.

Another problem confounding public officials is the overrepresentation of minorities in Illinois' juvenile justice system. Minorities, most notably blacks, represent a disproportionate number of juveniles taken into custody and confined in detention facilities. According to the federal Office of Juvenile Justice and Delinquency Prevention, black and Hispanic youth made up 61 percent of youths detained nationwide. The percentage of juveniles confined in facili-

What makes a juvenile break the law?

No look at juvenile justice in Illinois is complete without an examination of the factors that cause kids to commit crimes in the first place. Unfortunately, the problems that lead juveniles to break laws often surpass the ability of the court system to help them, especially for those who commit violent crimes.

Experts dispute the relationship of mental or physical disabilities to a tendency to commit offenses. Some link low IQ, head trauma as infants, and physical abuse to a predisposition to delinquent activity, while others refute those claims based on lack of concrete proof.

Dr. Nancy Feys, chief psychologist at the Juvenile Division of Cook County Circuit Court, said she has not seen a measurable connection between these factors and the children who enter the juvenile justice system. Nevertheless, her impressions are that unstable family lives, the strong lure of gangs, and easy access to firearms all contribute to delinquent activity.

"Most of the minority kids come from families that are in complete chaos. They have no support systems at home to guide them. They know right and wrong but it's not incorporated in the traditional sense. Rather, it fits what they do on the street."

Surprisingly, Feys said many juvenile offenders have "a positive outlook on life. Those are the ones we would like to get into treatment."

Because many children who commit crimes come from impoverished backgrounds with little or no recorded medical history, measuring prenatal neglect, inadequate nutrition, or physical or emotional abuse is often difficult. "There are probably some medical issues that are undetectable," Feys said.

As for their intelligence, Feys said her research does not substantiate claims that juvenile offenders tend to be mentally retarded, although they may score below average on IQ tests. "Most of the boys test out in the 70s," she said. "But by and large we find that kids' IQs are underestimated 10 to 15 points." Some experts believe certain skills have to be developed at different times, most before kids go to school, she said, and these may affect IQ test results. So can the development that takes place in a classroom.

"Most of these kids have not been involved in school," she said. "Occasionally we see numbers in the average range, 90 to 109. Some who test out lower are not educated; some are functionally illiterate. It's a confusing picture, and they defy our ability to pigeonhole them."

ties who were black increased from 37 percent in 1987 to 44 percent in 1991; Hispanics increased from 13 percent to 17 percent.

Ms. Studzinski noted several possible explanations for this situation. "My sense is if we could take a minority kid and a non-minority kid and give them the same 'jacket' [record history], they may not end up in the same place. Though decision makers in juvenile justice believe they look at kids as individuals, there may be an unconscious bias."

Lack of community resources in impoverished minority neighborhoods may also contribute to the racial imbalance in the system, Ms. Studzinski said.

"People talk about communities breaking down," she said. "If kids feel like they belong in a community they will be less apt to victimize it."

Detective Walsh reiterates the idea of a fragmented society as a key reason for increased juvenile delinquency.

"To start with, you have the problem of so many young children having children," he said. "You have single parents who are not responsible for their own actions, much less their kids'. We have situations constantly where parents are caught shoplifting with their own children. And even in two-parent families, everybody has to work. No one is there to be a role model for their kids."

Law enforcement personnel, legal advocates, and others dealing with juveniles often disagree on the best way to treat kids who come into the system. But they do agree on one point: "We can deal with them when they're juveniles or deal with them as adults," as Ms. Studzinski said.

Dealing with them sensitively is difficult, at best, in a society where one out of every four people will become a crime victim in his or her lifetime, Detective Walsh said. "People are sick and tired of being victimized. They just want to see all the criminals locked up."

There are no easy answers, but somehow Illinois must strike a balance that keeps everyone's best interests—both those of juveniles and those of the communities that are affected by their delinquent actions—in mind. ■

Juvenile rights

With a separate set of rules for juveniles come a different set of rights. In some ways, juveniles have more rights than adults. But in other ways, because the law views them as less than fully accountable for their own actions, their rights are circumscribed.

Some states report problems complying with due process for juveniles who come into the system. Illinois' problem is more complex. "Right to counsel is pretty routinely granted in Illinois," said Elizabeth Clark of the Cook County Public Defender's Office. "But timing of the appointment is often an issue."

"In Cook County, caseloads are so overwhelming and training is so inadequate that counsel is rendered less than effective" since it is not always assigned at the beginning of proceedings, Clark said. "In rural areas, juvenile justice is such a small part of the attorneys' practice that many minors are left without counsel."

The issue of confidentiality also affects minors' rights, Ms. Clark said. "Bills passed over the last few years are cutting into confidentiality in Illinois," she said. "Sometimes you begin to wonder whether the trade-off [between rights and protection] is still valid."

Automatic transfer changes the legal rights picture for juveniles, by requiring that they be tried as adults—thereby trying them under a different set of rules—before proving that they have committed the offenses they are charged with.

"More and more legislation is carving out an automatic transfer system that is reducing the due process of kids," Ms. Clark said.

For example, take a 14-year-old and a 15-year-old, Ms. Clark said. Both are brought in on suspicion of committing the same offense: armed robbery with a firearm. What happens after they are taken into custody illustrates the discrimination that takes place, she said. The 14-year-old has the right to counsel and will receive a hearing to discuss his situation. But the 15-year-old—who might be only a day older than the younger child—is automatically taken out of the juvenile court system "where he might see some rehab" and transferred into adult court, due to the severity of the offense...before he has been adjudicated delinquent for the offense.

"This practice is stripping away due process based on a perceived threat of a class of youth of a certain age and charged with a certain offense, rather than treating them on an individual basis," Clark said.

"I think it's shortsighted," she said. "It reflects a growing trend with serious offenders to treat them en masse rather than as individuals requiring treatment."

Joseph V. Collina, the Lake County public defender, takes issue with another piece of legislation affecting juveniles. Collina criticized the Habitual Juvenile Offender Act as a well-intentioned but flawed statute designed to "put teeth in the juvenile justice system" but which has other, unintended consequences. Collina, writing in the *Chicago Daily Law Bulletin* in April, said the act denies the trial court discretion in deciding what to do with juveniles determined to be habitual.

Collina believes the statute, by requiring fixed mandatory sentences that send the offender to IDOC until his 21st birthday, discriminates against younger offenders determined to be habitual. Thus a 13-year-old who is adjudged habitual will spend eight years in IDOC before he turns 21, whereas a 16-year-old only has five years to serve.

Collina said he also believes the Habitual Juvenile Offender Act violates the purpose of the Juvenile Court act by precluding the rehabilitation of habitual offenders. And the act makes the "habitual" adjudication the likely result of a jury trial since, by definition, every minor accused under it has several prior delinquency adjudications.

Detention in the juvenile justice system

Temporary juvenile detention facilities provide secure detention for youngsters who are waiting for hearings and for delinquents who have been sentenced to detention for up to 30 days. Here's how detention works in Illinois.

By Shannon McNulty

Illinois' 15 secure juvenile detention facilities play a key role in the state's juvenile justice system. Youngsters may be placed in these facilities at a number of different stages during the juvenile justice process. For instance, probation officers may decide, for public safety reasons, to detain a juvenile who is charged with committing a delinquent offense, while the juvenile waits for a preliminary hearing to decide whether he or she should remain in detention—for up to 36 hours. Or, juveniles may be detained for up to 10 days prior to an adjudication hearing, and may also be detained following an adjudication hearing while waiting for a disposition. Juvenile offenders who have been found delinquent can also be "sentenced" to up to 30 days in a detention center following a disposition hearing.

In addition, juveniles may be held in detention for varying lengths of time for reasons apart from juvenile court procedures. A youngster whose case has been transferred to adult court may be held in juvenile detention for periods similar to those an adult would face in jail while the case proceeds through the various delays and continuances of adult criminal court. Youngsters found in contempt of court for violating a judge's orders—such as mandatory school attendance—may be ordered by the judge to serve time in detention.

A brief "snapshot" telephone survey

conducted on July 19 by the Illinois Criminal Justice Information Authority found that 58 percent of the 280 juveniles being held in the 14 secure detention facilities outside Cook County were awaiting adjudication hearings. Forty-two percent were serving dispositional detention.

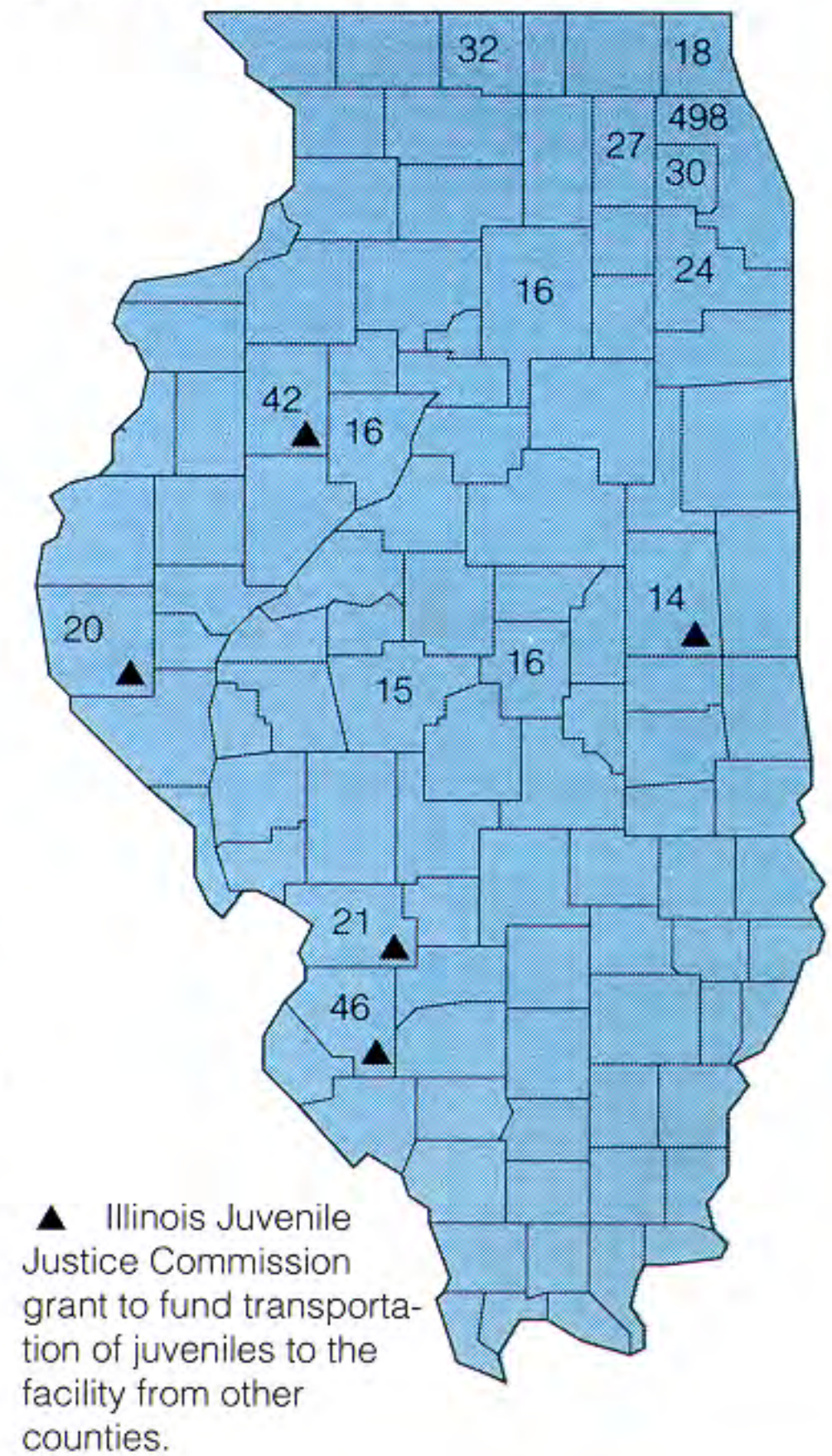
According to Anne Studzinski, administrator for the Illinois Juvenile Justice Commission, the variety of situations from which the juvenile detention population is drawn—from youngsters awaiting preliminary hearings to adjudicated delinquents—often results in a group of youngsters in detention with a wide range of needs, which can be difficult for a facility to meet. "Detention populations are diverse, disparate, and transient," Ms. Studzinski said.

"Detention is utilized for a variety of populations in some communities because it is viewed as the only available alternative," said Peg Robertson, Juvenile Justice Coordinator at the Administrative Office of the Illinois Courts. "Judges frequently express

"Detention is utilized for a variety of populations in some communities because it is viewed as the only available alternative."

—Peg Robertson, Juvenile Justice Coordinator
Administrative Office of the Illinois Courts

Capacities of Illinois' 15 juvenile detention facilities



Source: Administrative Office of the Illinois Courts

concern over the limited accessible resources to meet the needs of minors who are a risk to themselves or the community."

Detention providers

Currently, there are 15 juvenile detention facilities serving Illinois counties: Adams, Champaign, Cook, DuPage, Kane, Knox, Lake, LaSalle, Macon, Madison, Peoria, St. Clair, Sangamon, Will, and Winnebago. Cook County's facility is financed and administered by its county board alone, and detains exclusively its own county's juveniles. The other 14 facilities are adminis-

The daily rate charged by juvenile detention facilities for one individual ranges from \$50 to \$150.

“Even the high end of this range does not entirely cover the genuine cost of juvenile detention in Illinois”

—Peg Robertson

tered by the circuit courts. In addition to using county revenue, they receive funds from Administrative Office of the Illinois Courts. These facilities also contract bed space on a per diem basis to counties that do not have their own facilities. Five of those counties receive transportation grants from the Illinois Juvenile Justice Commission to defray the cost of transporting juveniles assigned to a detention facility outside of their home county.

The daily rate charged by juvenile detention facilities for one individual ranges from \$50 in Macon and Sangamon counties to \$150 in Champaign County.

“Even the high end of this range does not entirely cover the genuine cost of juvenile detention in Illinois,” said Ms. Robertson.

Who is detained?

There are approximately 830 beds in the entire state for secure juvenile detention, with 60 percent of those beds at the Cook County Juvenile Temporary Detention Center. In state fiscal year 1991, according to the Illinois Department of Corrections (which was responsible for monitoring Illinois detention centers until June, 1991), a total of 19,742 juveniles were detained in Illinois’ detention facilities, with 63 percent of the detention population detained in the Cook County facility. The average length of stay for juveniles in detention outside Cook County was 13 days, 14 days in Cook County. A recent study by the National Center for Juvenile Justice found that youngsters who had passed a detention

hearing in Cook County were held for an average of 45 days.

The statewide average daily detention population in 1991 was 756 juveniles, filling approximately 91 percent of the available bed space. There were 806 juvenile detention beds available in fiscal 1991, and an average of almost 94 percent of the bed space was filled for that year.

“Of course, an average of 94 percent indicates that some facilities were frequently over capacity, since there is a natural fluctuation from one month to the next,” said Ms. Robertson. “There is also a difference from one facility to another; some facilities are overcrowded most of the time while others are rarely over capacity.”

According to the Illinois Department of Corrections, the Cook County detention center used 99 percent of its available detention days in fiscal 1991.

Ninety-nine percent of detainees in Illinois in 1991 were admitted as delinquents. Less than one percent were non-delinquent or status offenders. The detention population was overwhelmingly male—88 percent of juveniles detained in Illinois in 1991

Juvenile Division of the Illinois Department of Corrections

While county-level secure juvenile detention is temporary, the Illinois Department of Corrections Juvenile Division provides long-term custody for youths, aged 13 to 17, who have been found delinquent by the juvenile court or convicted of serious crimes in adult court. Youths may remain in IDOC custody until age 21, at which point, if their sentence requires it, they are transferred to an IDOC adult facility. Under a new Illinois law, youngsters whose delinquency petition was filed after July 24, 1992, may be held in IDOC custody only until age 19.

The IDOC Juvenile Division’s mission is to provide secure custody, rehabilitative programs, and aftercare services for youths committed to the Juvenile Division by the court. Both public safety and the youthful offender’s needs are considered in making program decisions. There are six Illinois Youth Centers throughout the state.

Upon entering an Illinois Youth Center, a juvenile’s court documents are compiled, along with the youth’s educational, medical, behavioral, and mental health history. This evaluation determines the youth’s level of risk as well as any special needs. At this point, the evaluation staff assign a caseworker, determine appropriate programming, and designate a living unit to the youth. Programming includes a core academic curriculum, work, religion, counseling services, crafts, and leisure time. An individual’s programming is reviewed approximately every 30 days, with adjustments made accordingly. The youth are also provided clinical and medical services. The average length of stay at the youth centers is 18 months, compared to an average length of stay of about two weeks in temporary juvenile detention.

At the end of 1992, 1,402 juveniles were being held in the Illinois Youth Centers. As with detention, the youth center population for 1992 was largely male (95 percent). A majority of the 1992 population was black (61 percent), 28 percent was white, and 10 percent was Hispanic. The bulk of the population—79 percent—was aged 15 through 17. Cook County commitments accounted for 52 percent of the 1992 youth center population. Eighty-two percent of the 1992 youth center population had been adjudicated delinquent, 15 percent had been convicted of a felony in adult court, and 3 percent were awaiting the outcome of a court evaluation. There were no habitual offenders within the 1992 youth center population.

were boys. Boys also tended to remain in detention longer than girls. Outside Cook County, boys stayed an average of 13.7 days and girls an average of 11.4 days. In Cook County, boys stayed an average of 14.8 days and girls an average of 10.5 days.

Although children as young as 10 years old can be held in detention, secure juvenile detention facilities largely house older youths, primarily ages 15 and 16, according to Ms. Studzinski.

Because youngsters from several different counties may be held at a single county's facility, the demographics of the facility's population do not necessarily reflect the demographics of the county.

"Typically, because kids come from so many different courts, there is a de facto 'regionalism' in our detention system. Specific demographic information has been difficult to collect and evaluate," Ms. Studzinski said.

The total number of detention days served by juveniles in 1991 was approximately 275,818, according to the Illinois Department of Corrections. However, less than 10 percent (1,935) of those detained spent more than 30 days in detention. Ninety percent of the youngsters who spent more than 30 days in detention were male.

Programs for juveniles in detention

Because the average stay in a detention facility is so brief, what a juvenile does in the facility is of necessity short-term and limited. A typical day in Illinois' detention facilities generally includes classroom

schoolwork, group meals, recreation (depending upon the availability of facilities), and educational films or speakers that address subjects such as conflict resolution, decision-making, and substance abuse.

At many detention centers, staff members actively develop programs or classes; this helps maintain a range of outlets for the youngsters while they are incarcerated. However, although some education and treatment services may exist, the transience of detention populations limits the impact those programs can have.

"With careful educational programming, however, the seed is still planted," Ms. Studzinski said.

Detention staffing

The success of a detention center's programs depends on the availability of staff and their qualifications. All detention center line staff outside Cook County must be qualified probation officers with a college degree and must participate in a 40-hour juvenile detention training seminar within the first year of employment. Individual facilities are responsible for orientation of new officers in their institutions. Juvenile detention staff are also encouraged by the Administrative Office of the Illinois Courts to participate in advanced in-service training.

Recently, however, some facilities have been unable to provide continuing in-service training to their staffs. Because of tight budgets and rising detention center populations, many facilities have barely enough staff to cover day-to-day opera-

Disparity between educational programs

In a 1990 survey of county juvenile detention administrators, the Administrative Office of the Illinois Courts found a wide disparity between educational programs from one jurisdiction to another. The survey found inconsistencies in funding, level of staffing, class size, number of hours of instruction, and availability of special education services. In the worst cases, students were found to be in class only a few hours a day. The survey found few follow-up services to help juveniles make the transition back to a community school.

The study found no clear lines of responsibility for providing educational services to detainees. In some cases the program was provided by the local school district, in some by the regional superintendent's office, and in at least one program the teacher was an employee of the court, with a salary paid with a combination of state and county funds.

The future of secure detention

In an extensive telephone survey of all probation departments across the state, conducted from June 4 to June 29, 1993, the Authority asked what juvenile detention issues should be further addressed in Illinois' counties. Responses varied, but nearly 85 percent of the counties faced some detention problems that the respondents believed needed to be addressed.

Some counties said they needed additional resources for staff and programming, as well as space for added secure detention, or regional detention facilities. The 15 counties operating facilities said they needed more bed space, larger staffs, or more selectivity in placing individuals in detention.

More than 23 percent of the counties named non-secure alternatives to detention as a concern, although many other counties already employ non-secure alternatives in combination with secure detention.

tions. Though training seminars are available, many facilities cannot spare the staff time away from the facility to attend them.

The Administrative Office of the Illinois Courts recommends a one-to-seven staff-to-resident ratio for secure detention, but according to Ms. Robertson, most facilities cannot meet that staffing level, with some institutions having ratios as high as one staff member for every 16 residents.

"In spite of the obstacles, detention center administrators, line staff, and support staff make every attempt to balance both the needs of the juvenile and the needs of the community, within the parameters of temporary secure juvenile detention," Ms. Robertson said. "However, as the juvenile system becomes over-burdened, the need for a continuum of services which includes viable alternatives to detention as well as an adequate number of detention beds becomes more and more apparent." ■

Extended Day: A unique alternative

As juvenile crime increases, so does the demand for sentencing choices. McLean County justice officials have an option unlike any other in Illinois. It's called Extended Day, and it offers youths an opportunity to get back on track in their communities and in their lives.

By Stephen Anzaldi and Maureen Hickey

Increases in juvenile crime are forcing juvenile justice officials to consider new ways to serve young offenders. Ideally, these new approaches should take into account the developmental needs of children.

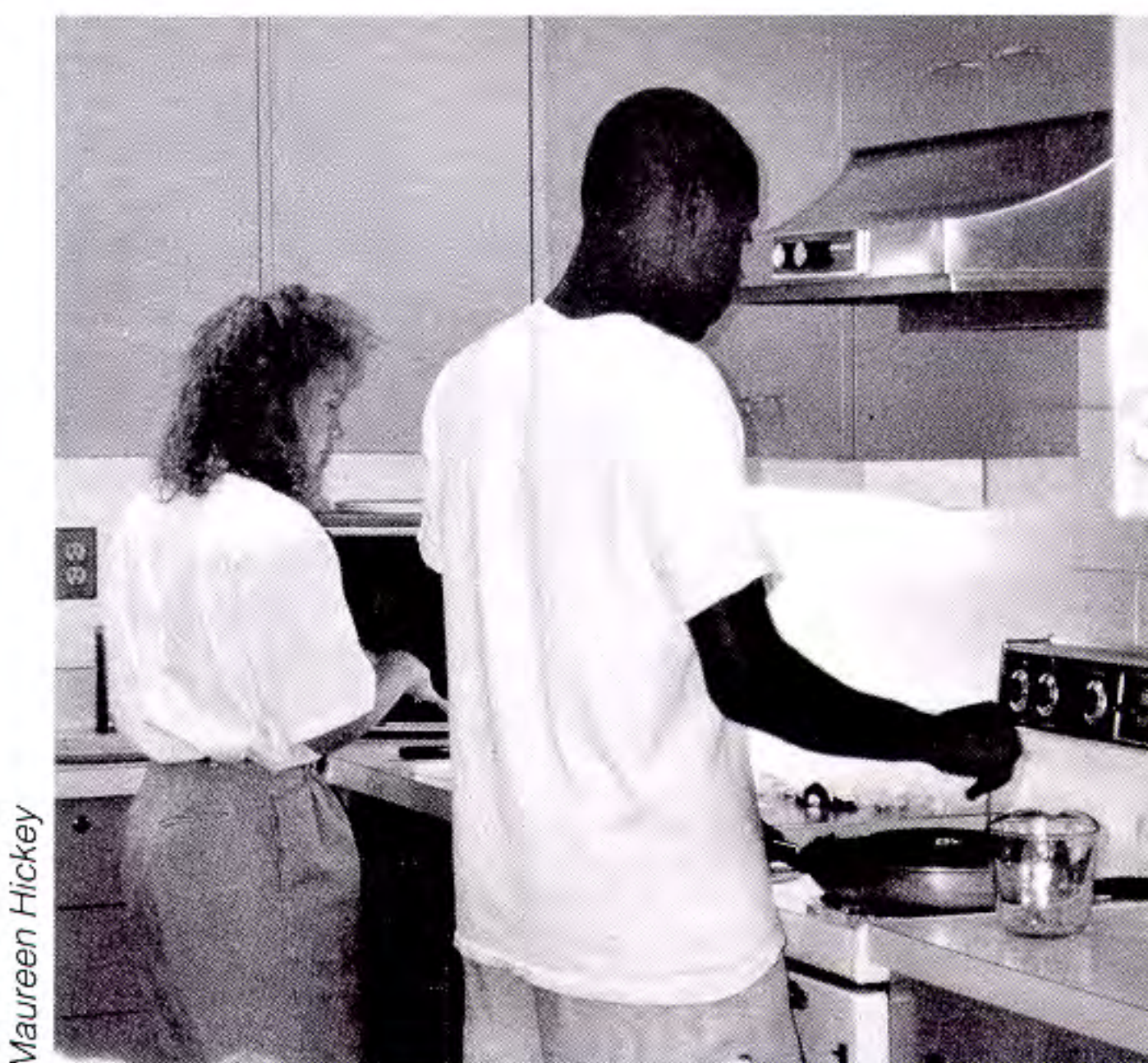
"They should provide a structured environment [in situations] where there is a lack of stability, in areas of education, tutoring, and counseling," explained Judge John P. Freese of McLean County.

To do this, judges should have available a range of disposition options, from treatment in a non-restrictive setting to secure detention. In many Illinois counties, however, the dispositional choices are lim-

ited to either home detention or to secure detention, often in another county's juvenile detention facility. In these counties, judges and probation officers have no choice but to send all but the least difficult cases to secure detention facilities, making reintegration of those youngsters into their communities difficult, and further taxing the space available in those facilities.

Some counties, however, are looking for a middle ground. Nearly 50 percent use electronic monitoring to increase the security of home detention. And one county has developed an extended-day program that is unique in this state.

Extended Day officer Carmen Merkel guides a participant through the process of preparing lunch, one of the many skills taught in the program.



Maureen Hickey

Establishing Extended Day

On October 1, 1990, the Illinois Juvenile Justice Commission provided McLean County with a \$100,000 grant to establish the Extended Day program. Managed by the court services department in Bloomington and located in the lower level of the McLean County Law and Justice Center, the program is an alternative to secure detention that allows young offenders to continue living at home and going to school while under court supervision. Youngsters report to the program for five and a half hours after school—or during the day in the summertime—where they are supervised by juvenile probation officers. The day's activities include homework; cooking, eating, and cleaning up after a meal as a group; and group counseling sessions. Participants also frequently perform community service—especially in the summer months in lieu of school work.

"This is a very conservative community, but they understand that not every youth needs to be in detention, some can benefit from alternative programs," said Roxanne Castleman, Court Services Director.

Extended Day's principal objective is to reduce the number of juveniles admitted to detention centers. The program has thus far succeeded in that respect. After three years, the number of youth detained went down from 96 in calendar year 1989 to 23 during the nine months ending June 30, 1993, a 76-percent drop. The number of detention days fell from 1,226 to 212 between the same two periods, an 83-percent decrease. But more than that, the program offers counseling and services frequently unavailable in detention facilities. "The program gives kids a chance to be successful at *something*," Deputy Director of Court Services Lori McCormick added.

Managing the program

While Ms. Castleman and Ms. McCormick manage the program from the administrative office, the daily sessions are held in the lower level of Bloomington's Law and Justice Center. There, David Bronke and Carmen Merkel work with the youngsters in

Electronic monitoring

Electronic monitoring employs electronic technology to track the whereabouts of an individual. With this system, some young offenders, who would otherwise have been placed in secure detention, can remain at home under court or correctional supervision.

In 1990, Illinois lawmakers made it legal to use electronic monitoring devices on juvenile offenders. In 1991, the latest year for which statewide statistics are available, 282 juveniles were electronically monitored while serving sentences of home confinement in Illinois. They represented 36.6 percent of all home confinement sentences that year.

The state's largest program operated in Will County, where 186 of 226 juveniles under home confinement used electronic monitoring. Other counties using electronic monitoring include Coles, Cumberland, Woodford, McHenry, and Vermilion.

A grant, received in 1990 from the Illinois Juvenile Justice Commission, provided the Vermilion County Courthouse in Danville with a full-time probation officer and electronic monitoring, consisting of both a continuously signalling (24-hours-a-day) system and a programmed contact (intermittent) system.

Electronic monitoring is not a detention system in and of itself. "It is used as a tool to increase security," Chief Probation Officer Gerald Chrisman remarked. The Vermilion program is a multi-step operation, tailored to each different case. It may be as flexible as having the individual report to a probation officer periodically, combined with random telephone checks. Or, it could be as restrictive as combining electronically monitored home confinement and regular meetings with a probation officer.

The Illinois Criminal Justice Information Authority estimates that about 50 percent of Illinois' 102 counties are currently using an electronic monitoring device for non-secure detention of juveniles.

the Extended Day program. Ms. Merkel, a graduate of Illinois State University, developed an interest in working with juveniles as a criminal justice student. She came to work on the program after a friend, an Extended Day volunteer, introduced her to it.

Mr. Bronke, also a criminal justice graduate, became involved with the court services department after completing an internship in the juvenile intake office. Working with children in youth sport leagues gave Mr. Bronke the experience needed to move into his current position as an Extended Day officer.

"Sports are a good way for kids to channel their energy in a positive way," Mr. Bronke said. That concept carries over to the program, where he has implemented various games and trips to the local YMCA into the daily schedule.

In addition, the court officers receive help from sources within the Bloomington-Normal community. Citizen volunteers, often retired teachers, support by assisting participants with school work. Students in education and criminal justice from Illinois State and Illinois Wesleyan University lend assistance while gaining valuable experience in the juvenile justice system. Occasionally, program participants are treated to special visitors.

"Once a year, the Illinois State basketball team comes to a group session," Ms. Castleman explained. They advise groups on the pressures of growing up and making the right decisions, bringing the message "look at what I made of myself."

"The kids are in awe," said Ms. McCormick, "not only because of how big the players are but because they're the same

kind of people they are. They've maybe grown up with the same kind of problems and have conquered them."

Extended Day participants

The court officers work with a variety of juveniles who come through McLean County's Law and Justice Center. Approximately 215 juveniles participated in the program in its first three years. These individuals had committed a wide range of offenses, from retail theft to manslaughter.

Gangs are becoming a problem as well. Ms. Castleman noted, "We are starting to see a lot of gang-related activity. Many of the kids have a mob action or a weapons charge."

At any one time, a group can consist of 12 participants, with an average of about nine. The majority of offenders, four in five, are male. They range in age from 10 years old to 17 years old. While not all juveniles ordered to the Extended Day program are adjudicated delinquent, all are eligible for secure detention. Others serve concurrent sentences of home confinement. In those cases, the offender leaves his or her home only to attend school and the program. An advocate from Catholic Social Services, or a parent, supervises the youth on the weekends. The average sentence lasts 17 days, with a possible maximum of 30 days.

A constant challenge faced by the court services staff is group dynamics. Each week some participants complete the program and others come in. Just as each youth has a unique personality, so too does each group. The personality of the group as a whole determines its behavior. To help the youngsters learn to work together, incentives are offered that encourage group effort and cooperation. These include athletic activities, field trips, and movies.

Extended Day in action

Youth assigned to the Extended Day program during the school year attend Monday through Friday, from 3:00 to 8:30, for a predetermined number of days.

The typical day begins with a homework session. Individuals complete their

school assignments or receive help in problem areas. For some, it is time to do school work that may not have been done at all in the past.

Tours, taken as a group, explore local institutions for cultural and educational value. Visits to places like the county morgue give youth a hard look at the harshness of life and their own mortality. On the other hand, places such as the historical society offer juveniles a chance to develop new interests as staff members look on.

"It is amazing to see, one on one, that these kids are talented and interested in so many different things. They are not delinquents, they are real people," said Ms. McCormick.

On days when there is no excursion planned, the youths spend their free time playing games—often on one of the program's computers. "This was the first time I had ever used a computer before," said Jon, a past participant.

Dinner, a popular part of the daily schedule, provides hands-on involvement for participants. The group is guided through the entire process of planning meals, purchasing and preparing food, and cleaning up afterward. For some, this is more than just a chore. "I learned how to cook and clean here, which are things I never did at home," admitted Jon.

After dinner, youth receive education and advice in values clarification, drug use, self-esteem, and other wellness issues. Guest speakers offer insight on these topics. Likewise, private citizens share personal testimonies on the pressures of being young, using drugs, and joining gangs.

The focus of this portion of the program is to break down barriers. "We try to teach kids to respect people, and to show them that the guy behind the badge is a real person," said Ms. McCormick. In turn, the speaker, a police officer perhaps, is able to see the youth in a different light.

Participants in the program also contribute to community service projects. A common indoor task is folding and labeling bulletins for a local church. Outdoor work, undertaken mainly in the summer, gets the children out into area parks and schools.

They clean up parks, repaint benches, and prepare athletic fields for play, among other things. Although these duties are not always relished, Adam, an Extended Day participant, admitted, "It's just a way of helping us grow. We're gaining skills and becoming independent."

The summer schedule varies from that of the school year. "Summer is much more flexible than fall as far as planning activities and counseling sessions," Ms. Merkel explained. The focus shifts from work on academics to work in the community. Meals and free time remain the same, however. The program meets during afternoon hours three days a week and during after-school hours for the other two days.

Not a detention center

Extended Day differs from a detention facility in many ways, the most obvious being that participants are free to go home each night. However, a less noticeable difference was noted by Judge Freese. "[Youth] are provided with the needed structures, methodologies, and counseling on high-priority issues of gangs, family, and peers," he said.

Further, physical labor and community service provide discipline and experience to those who do not like to work or who have never worked before. The various activities and free time, spent at places like the YMCA, give energetic youth the proper channels for their energy and frustration. "In detention, you're locked up all day, with no visitors," Gerald, an Extended Day participant said.

The group counseling sessions provide valuable emotional rehabilitation, according to Shirley, mother of a three-time participant. After serving a sentence at the Illinois Department of Corrections youth center in St. Charles, her son spoke to a group about his experiences in the two settings. He explained that participants in Extended Day were fortunate to have court officers (Mr. Bronke and Ms. Merkel) to talk with and receive help from. Conversely, at the Department of Corrections, they would each be on their own.

Because juveniles return to their homes

after each extended day, they are able to keep on track with the normal school routine. They attend their respective schools each day and receive tutoring from court officers or volunteers when appropriate.

Youths are not the only ones to receive help from the Extended Day program, though. Parenting groups bring together parents and their children, or parents with other parents. As Shirley explained, parenting group sessions are an outlet for discussion and learning. "We discussed our kids and our feelings about their behavior. There were also ideas about how to correct the behavior," she said.

Originally, parenting groups met once a month. Their success prompted many to request more time together. "They asked us if they could meet every week," Ms. McCormick said. Currently sessions are held twice a month.

Measuring success

There has been no formal statistical evaluation of the effectiveness of Extended Day in changing long-term behavior of participants. Illinois Wesleyan University is currently studying recidivism rates and improvement in participants.

The various elements of the program make it successful in meeting its own internal goal, however. That goal, to provide a child with stability in one or more aspects of life, is what juvenile justice officials, such as Judge Freese, consider when adjudicating a disposition.

Youth assigned to the program often need only the personal contact that they cannot receive in a detention facility. Nelissa, a past participant who lives with her great-grandmother, said, "It [the program] felt like a family, only at the Law and Justice Center."

Court officials say the success of each individual has to be measured in small parts. "Everybody judges success differently," said Ms. Castleman. "Several of the youth have asked if they can come back to see a speaker or for dinner, so you know you've made a connection. They've connected with an adult in a positive manner—I would call that success." ■

Juvenile justice information systems

In this article, Howard N. Snyder, director of systems research for the National Center for Juvenile Justice, outlines the process of developing information systems for juvenile justice agencies.

An effective information system is an essential part of a successful juvenile justice agency. For 20 years the National Center for Juvenile Justice has been involved in the design of juvenile justice information systems at the local, state and national levels. Recently, the Center was awarded a grant by the Office of Juvenile Justice and Delinquency Prevention to apply what has been learned about the development of information systems. As part of the Juvenile Justice Statistics and Systems Development (SSD) Program, the Center is outlining a structured process which will guide juvenile justice agencies through the steps necessary to identify and fulfill their information needs.

Before this project began, some believed that a generic information system could be designed and disseminated to juvenile justice agencies across the country. But this idea was abandoned by its supporters soon after it was realized how diverse the information needs of juvenile justice agencies are. So, instead of attempting to design a model information system, the Center's SSD Program is working to develop a process for local agencies to uncover their unique set of information needs and the data required to support them.

From this experience, we have learned some principles that everyone involved in the development, use, and enhancement of information systems should know and follow. The following comments briefly review some of these principles. To many, these ideas may be common sense; but experience has shown that even the most dedicated professionals can lose sight of them, often to the detriment of their agency.

Different needs

Each agency's information needs are unique. Our experience shows that a supportive information system in one agency may be totally inadequate in another. Juvenile justice information systems that meet your needs can't be purchased off the shelf or simply copied from another jurisdiction. However, designers of new information systems can learn from the products of others.

With few exceptions, others have been down the same path and their experiences can be helpful in the design of a new system. But the experience of others can only carry you so far. Consequently, system designers should not only study the information systems developed in other, similar agencies, but they should spend a significant amount of energy assembling the information needs identified by the future users of their system.

If funds are limited and the best you can do is duplicate another information system, it is best to look close to home. Similar agencies in neighboring jurisdictions are more likely than agencies in other states to have many of the same structural characteristics, reporting requirements, and information needs. However, when the system is installed, the inadequacies will soon become apparent. Therefore, even if you adopt someone else's system, be prepared to make at least some modifications.

Ever-changing systems

Information system development is a continuous process. Each agency's information needs are constantly evolving. Many agencies expend considerable effort during the design phase of an information system. User groups are established and numerous meetings are held. But once the design is implemented, little if any energy is directed toward improving the system. The system runs on its own, gradually losing its ability to support the information needs of the agency. Eventually those who use the information system are so dissatisfied with its capabilities that pressure builds to scrap or ignore the old system.

What must be recognized is that over this time period the capabilities of the information system have not changed, but the needs of the user community have. Recently, I learned that the programming staff of a local juvenile court with one of the best information systems in the nation makes, on average, 15 changes to the system each day. The system has been up and running since the early 1980s, so these changes are not to correct bugs or design defects. The changes are enhancements requested by court staff to increase the system's ability to meet their changing information needs.

A vital, productive information system is constantly growing and maturing. A standing user group should be established and meet periodically to review system enhancements and monitor changing information needs. In addition, the system should be structured so that most enhancements can be easily made by agency staff.

First priority

An information system's first priority should be operational support. Generally, information systems are designed for one of two purposes. Some are designed to meet (internal or external) statistical reporting requirements. The FBI's Uniform Crime Reporting Program, as originally designed, is a

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What must be recognized is that the capabilities of the information system have not changed, but the needs of the user community have. A vital, productive information system is constantly growing and maturing.

good example of such a system. Today, in most law enforcement agencies the Uniform Crime Reporting data are a by-product of operationally supportive information systems. The data collected had little, if any, immediate value to those submitting the information. Such systems are prone to inaccuracies and falling user confidence in the quality of the information. Without a strong motivation to maintain a statistical reporting system, the effort generally collapses from neglect and diminishing relevance.

Other systems are designed to meet daily operational needs, such as case tracking. In a juvenile court setting such systems would generate a complete court history (or rap sheet) on each youth referred to intake, so that the state attorney could make an informed judgment on an appropriate response to the referral.

The strength of an operationally based information system is that those who enter the data know that accurate and timely entries will benefit them directly and/or those who work with them. The data are not being collected and sent into a black hole as with many reporting systems. In an operationally based system, if data are entered correctly, the output is accurate and the case proceeds with minimal delay. If it is discovered the data entries are in error, the data are revised and the data entry person is made aware of the mistake. In operationally supportive system environments, accurate and timely data are expected and required.

Developmental stages

Information systems pass through developmental stages. Another strength of operationally based systems is that as they mature, they can support other information needs as well. A successful information system passes through three developmental

stages. In the first, its primary function is case tracking. The breadth of data needed to support this use is large and the data are used within a short time of entry.

After this need is largely met, the system can then focus its development energies on enhancing its ability to support management, evaluation and statistical reporting functions. For example, a court information system supportive of management functions may produce petitions, daily detention rosters and court dockets. It would also be able to prepare statistical reports required by the state office of court administration or county government. The amount of raw data required to support these activities is much less than needed by a case tracking system. However, with few exceptions the data needed to support management, evaluation and reporting functions are contained in the set of data collected to track cases. This means that little, if any, new data need be collected for these second-level functions. To support these functions, system developers must add to the system not new data, but new analyses of existing data.

After operational and management needs are largely met, the system can then move into the final stage of maturation, a system supportive of the administrative, research, and planning functions. For example, a mature court information system should be able to support the daily decision making activities of the judge by providing predictions of the effectiveness of various dispositional options based on the court's experience with similar cases in the past. As with the management and reporting functions, no new data need be collected, but new uses of existing data must be conceptualized and implemented.

Two points must be emphasized about the system maturation process. First, the three are not clearly separated. Second- and third-level functions can be addressed while

operational capabilities are being improved, but not before a core of operations support is implemented.

Secondly, the successful system developer must prepare for system maturation at the early stages of system design, even though the more mature uses of the data will not be widely acknowledged for years. It is possible that a good case tracking system may be unable to support the other two functions. Decisions made early on may limit the system's ability to grow. For example, while unique individual identification may be unnecessary in many case tracking systems that handle each crime incident as a separate and unrelated event, a law enforcement system that is unable to uniquely identify victims, offenders, and witnesses will be unable to support higher-level crime analyses and investigation activities. The system designer must maintain a clear concept of where the system is heading and prepare the path for development.

Wide potential

Juvenile justice information systems generally have a wider range of potential users than most designers realize or accommodate. The juvenile justice "system" is, in reality, a loosely structured set of agencies all working toward a common goal, and often handling the same youth and the same families. It could easily be argued that the best interest of the child and the protection of the community require a sharing of information among these agencies. Consequently, juvenile justice information systems must be designed with a capacity to accommodate the information needs of those outside the host agency.

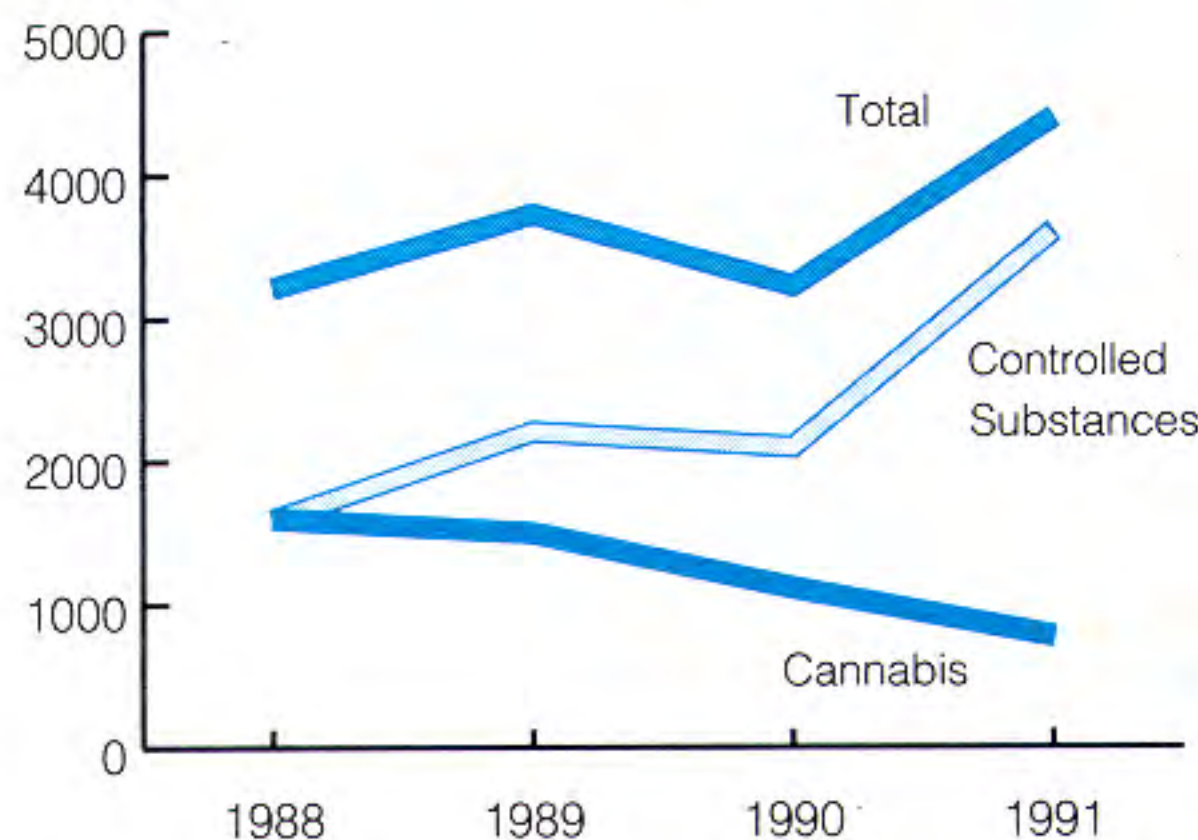
This means, at minimum, that outside information needs should be considered in the design work. It is also likely in the near future, as the technical limitations are removed, information systems will be asked to share data with other systems in other agencies. Those system designers who are in it for the long haul must expand their view of system users. These demands present developers with complex design issues, but will enable their systems to support the information needs of the future. ■

Juvenile drug crime

While the number of juveniles taken into custody in Illinois for cannabis violations decreased from 1988 to 1991, the number arrested for other drug crimes increased in the same period. Here's a look at these and other juvenile drug crime statistics.

Juvenile arrests for drug offenses in Illinois, by drug type

From 1988 to 1991, the number of juveniles arrested for cannabis violations fell 51 percent, while juvenile arrests for controlled substances violations rose 125 percent.



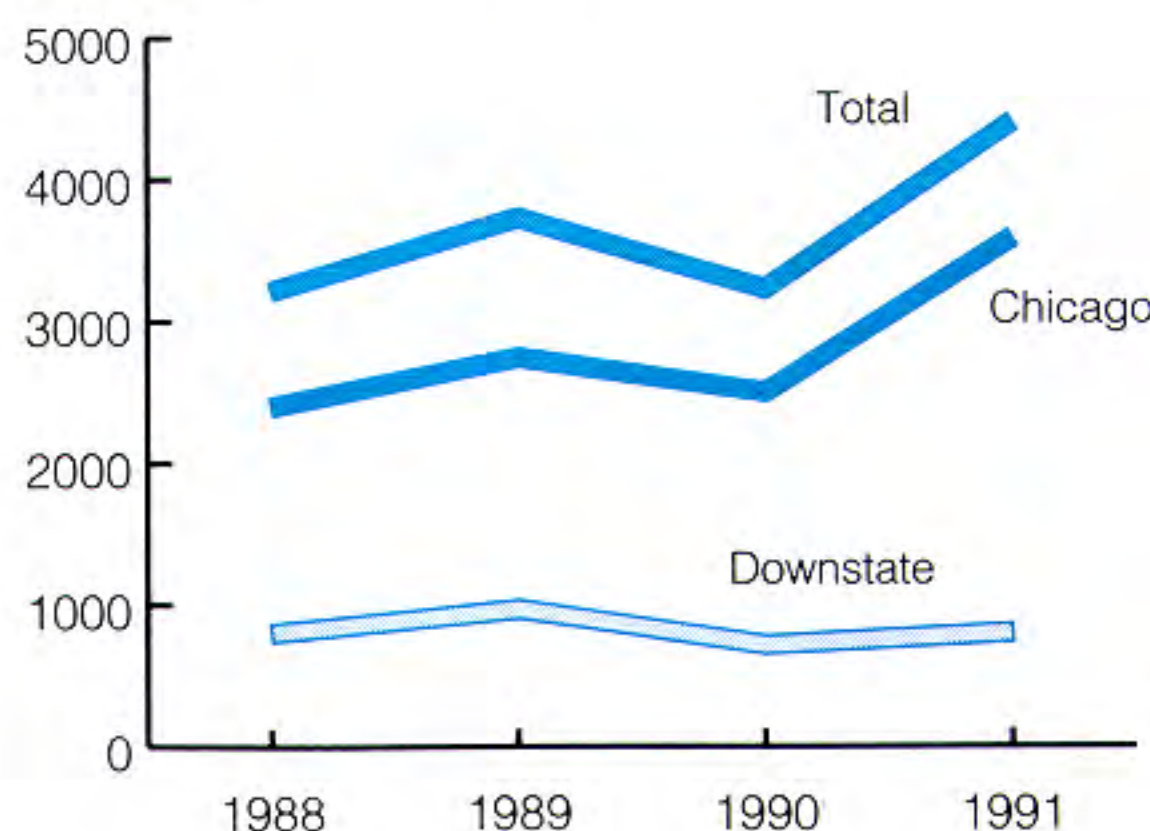
Source: *Crime in Illinois, 1988-1991*

Percent change in drug arrests in Illinois between 1988 and 1991

	Cannabis Control Act			Controlled Substances Act		
	1988	1991	Percent change	1988	1991	Percent change
Juvenile	1,611	785	-51	1,605	3,614	+125
Adult	19,646	13,259	-31	26,563	35,995	+30

Juvenile arrests for drug offenses in Illinois

Between 1988 and 1991, juvenile drug arrests in Chicago increased nearly 50 percent, from 2,410 to 3,596. In 1991, these accounted for 82 percent of all juvenile drug arrests.



Source: *Crime in Illinois, 1988-1991*

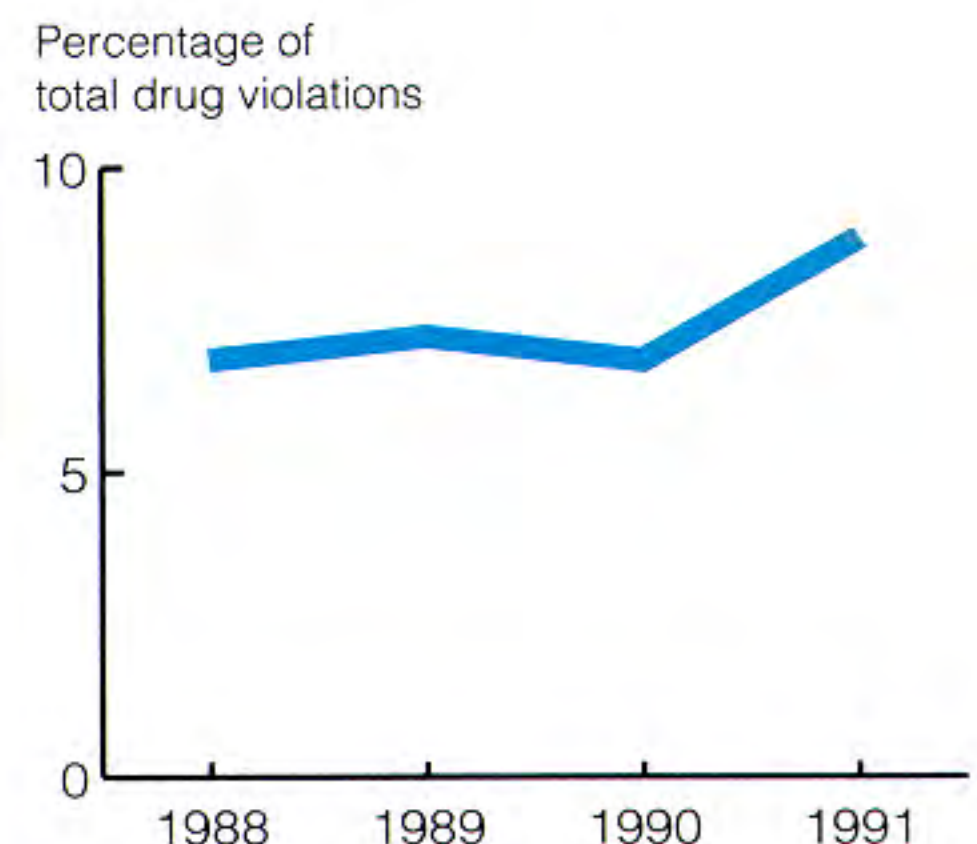
Juvenile "arrests": a note on terminology

Officially, juveniles are not "arrested" in Illinois, they are "taken into custody." Under the Illinois Uniform Crime Report program, however, the total number of juveniles handled within a police department and released; summoned, cited, or notified; or referred to a welfare agency, juvenile court, criminal/adult court, or another agency are counted as juvenile "arrests." (Illinois State Police, *Crime in Illinois 1991*, page 31.) For the purposes of comparison with adult arrests, UCR juvenile "arrest" figures are used for this page.

In addition, because Illinois' Metropolitan Enforcement Groups do not report juvenile arrests separately from adult arrests, juvenile arrests made by these agencies are not included in the figures.

Juvenile drug arrests in Illinois as a percent of total

From 1988 to 1991, the number of juveniles arrested for violations of Illinois drug laws rose from 3,224 to 4,411, a 37-percent increase. Juvenile arrests still accounted for less than 9 percent of all arrests for drug law violations.



Source: *Crime in Illinois, 1988-1991*

Federal drug-free school zone initiatives

Using federal drug-free/gun-free school zone laws, communities can add even tougher sanctions to those provided by Illinois law.

Anyone convicted under Illinois' drug-free/gun-free school zone laws faces a mandatory prison sentence of six to 30 years. However, under federal drug-free/gun-free law, sentencing is much stiffer. A person convicted of a drug or weapons offense on or within 1,000 feet of school property faces up to twice the term of imprisonment or the fine that he or she would otherwise obtain for a conviction for drug trafficking, with a minimum term imprisonment of one year.

Under federal sentencing guidelines, there is no parole. The offender must serve the entire prison sentence. In addition, all firearm violations run consecutively to any other prison sentence imposed. For example, selling five grams or more of crack cocaine in a drug-free/gun-free school zone carries a mandatory minimum sentence of five years. Possession of a weapon while selling cocaine in a school zone can enhance the sentence by an additional five years.

East St. Louis School District #189

In 1992, former United States Attorney Frederick J. Hess approached 38 counties in the southern region of Illinois to encourage the development of drug-free/gun-free school zone initiatives. Using federal and state laws, Mr. Hess enlisted the help of state's attorneys, Illinois State Police, and law enforcement agencies.

St. Clair County's East St. Louis School District #189 was important to secure early because it is the largest school district in the southern region, according to Deirdre A. Durborow, special assistant United States Attorney for the Southern District of Illinois.

"Our goal is to bring in as many counties as possible," she said. "East St. Louis was a test run to see how the people of the commu-



U.S. Attorney's Office, Southern District

Students of McHenry Elementary School in East St. Louis, with their Principal, Louis Williams, form a human chain around their school building, along the perimeter of the drug-free/gun-free school zone.

nity, how educators and how students would react and feel about [the program].

The U.S. Attorney's Office staff trained local police and Illinois State Police about the enhanced penalties for possessing or discharging a weapon and selling drugs on or near school property. They worked with the school administrators to discover what their needs were, and attended several community meetings.

"The community was overwhelmingly excited about the program," Ms. Durborow said. "There were older people coming up to us saying that they were afraid to walk in the neighborhood. Imagine how the children walking to school felt?"

In addition, local churches served as points of distribution for drug house surveys. About 500 surveys were distributed with people giving "very detailed" responses about illegal drug activity in the community.

The East St. Louis Community Fund purchased about 120 drug-free/gun-free school zone signs that were displayed to mark the boundary zones of 30 area schools.

One of the kick-off programs took place at McHenry Elementary School where 500 students formed a human chain around the building, denoting the area a drug-free/gun-free school zone.

Creating safe school zones alone will not end the problem, said Ms. Durborow, but "it carves out little drug-free areas" for the children.

Ms. Durborow said she hopes law enforcement officials will expand the program into other county school districts. Currently, she is working to involve all three Illinois United States Attorney's Office districts in developing a statewide drug-free/gun-free school zone initiative.

For additional information on drug-free/gun-free school zones, contact the Authority's *Legal Consequences of Drug Abuse* campaign at 312-793-8550.

Jamilah Owens

Keeping schools safe

According to the National Coalition for Drug-Free School Zones, state and federal laws should protect children and their schools from illegal drug activity by:

- Increasing penalties for the manufacture, sales, and trafficking of illegal substances on or near a school.
- Toughening criminal penalties for adults engaging juveniles in drug enterprises, including mandatory minimum sentencing, cash penalties, driver's license revocation, community service, probationary drug-testing, and rehabilitation.
 - Adding law enforcement to protect safe school zones.
 - Producing greater auxiliary drug control efforts, such as improved street lighting, drug-free/gun-free school zone signs, graffiti eradication, and broken glass repair.
 - Encouraging involvement among students, parents, and teachers in drug-prevention education.
 - Providing greater collaboration between leaders in criminal justice, education, and the community.

OJJDP to hold teleconference on conditions of juvenile confinement

The Office of Juvenile Justice and Delinquency Prevention will hold its first national satellite teleconference, *Conditions of Confinement in Juvenile Corrections and Detention*, from 1:30-3:30 p.m. EST on September 17.

The 90-minute event will present an overview of the issues arising from the recently released OJJDP-funded study to evaluate the conditions of confinement in juvenile detention and correctional facilities, conducted by Abt Associates, Inc.

The teleconference will be produced in conjunction with the Eastern Kentucky University Training Resource Center. For information about participating in the teleconference, contact the Training Resource Center at 606-622-6293.

BJS reports on drugs, crime

Drugs, crime, and drug control efforts are examined in a new statistical report released by the federal Bureau of Justice Statistics (BJS).

In *Drugs, Crime and the Justice System*, BJS looks at the drug-crime link, the extent of drug use, illicit drug trafficking, the history of domestic drug control, public opinion, testing, policy, and other aspects of the national problem.

The 224-page publication, in a non-technical news magazine format, presents statistics and data from public and private sources.

Copies of the BJS report, as well as other BJS statistical information and publications, may be obtained from the National Criminal Justice Reference Service at 800-732-3277.

NIJ studies intensive probation supervision programs

The National Institute of Justice has recently released its findings from an examination of intensive probation supervision programs nationwide. The booklet, *Evaluating Intensive Supervision Probation/Parole: Results of a Nationwide Experiment*, explains the programs, their effectiveness, cost benefits, and many other features.

McConnell Clark Foundation publishes criminal justice fact kit

The Edna McConnell Clark Foundation has published *Americans Behind Bars*, a statistical and analytical fact kit aimed at explaining the debates involving prisoners and the criminal justice system.

Criminal justice officials, policymakers, the media, and the public can find crime and punishment statistics, overviews of major issues, and contacts in the publication.

Americans Behind Bars is the Clark Foundation's response to recent Department of Justice statistics which show prisoner population in the United States up over one million, a 160 percent increase since 1980. For more information, contact the Edna McConnell Clark Foundation at 212-551-9100.

Coalition releases book on sexual violence facts, statistics

The Illinois Coalition Against Sexual Assault, a non-profit coalition of 30 Illinois rape crisis centers, has published a new book. *Sexual Violence Facts and Statistics* gives answers to questions on AIDS and sexual assault, economic costs of sexual violence, sexual harassment, and other related issues in 12 subject areas. For information, contact the Illinois Coalition Against Sexual Assault at 217-753-4117.

Gang information center created

The Office of Juvenile Justice and Delinquency Prevention has created the National Youth Gang Information Center. The center will provide communities and justice system professionals with information, in the form of manuals, referrals to gang-related professionals, and government documents to aid them in their fight against gang problems. The center's information number is 800-446-4264.

Council produces booklet for Crime Prevention Month

To help communities throughout the nation observe Crime Prevention Month this October, the National Crime Prevention Council has produced *Sending Kids Into a Safer World*. The booklet offers celebration suggestions and program ideas to help make communities and their children safe. Free copies of the booklet are available from the National Crime Prevention Council at 202-466-6272 or fax 202-296-1356.

BJS, JRSA hold conference in October

The Bureau of Justice Statistics and the Justice Research and Statistics Association will hold their 1993 National Conference, *Enhancing Capacities and Confronting Controversies in Criminal Justice*, from October 12-15. Taking place in Albuquerque, New Mexico, the event will address the current issues facing the nation's justice system, such as the national drug policy, domestic violence, intermediate sanctions to sentencing guidelines, anti-crime initiatives, and responses to prison crowding.

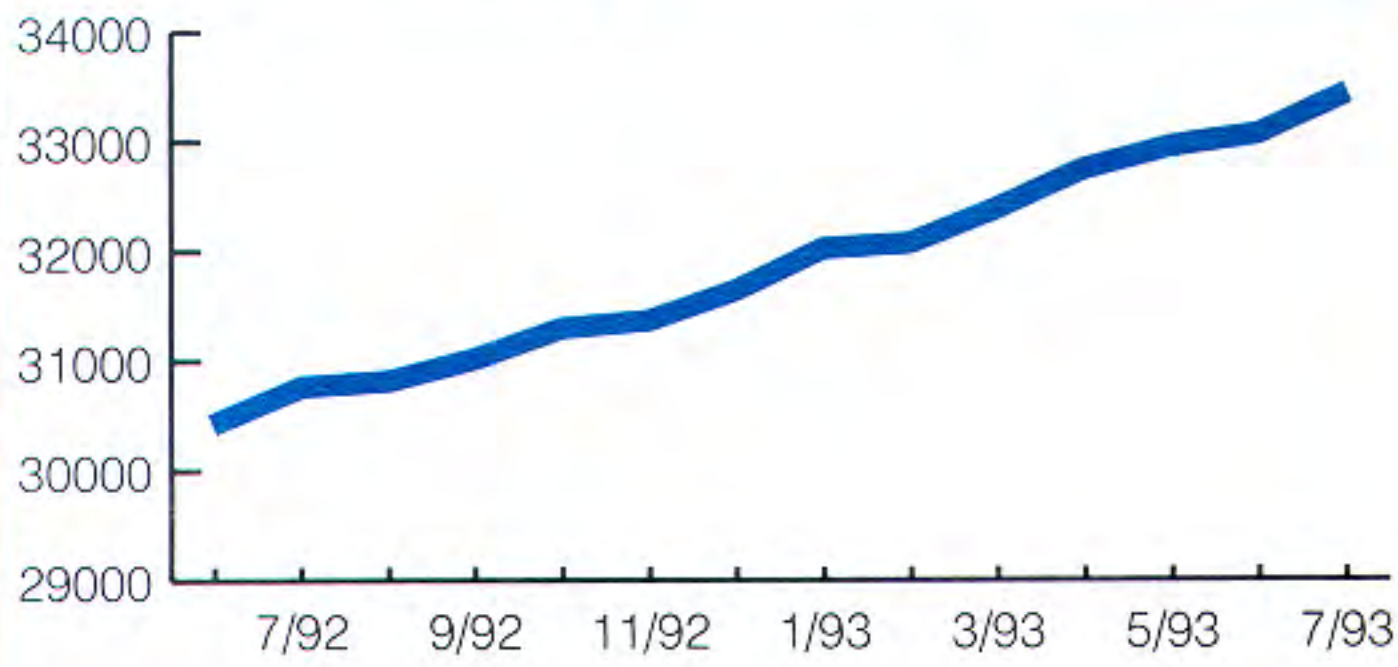
Workshops and discussions will include: data presentation for publications and briefings, race and gender bias in the criminal justice system, and the unification of databases.

Publication introduces children's violence prevention effort

An educational comic-activity book, *Scruff Beats the Scary Streets*, is being offered by the Advertising Council, the National Crime Prevention Council, and the U.S. Department of Justice. The publication, accompanied by animated public service messages, is part of a joint campaign addressing the growing problem of violence against youngsters. For more information on the campaign or the comic-activity book, contact NCPC at 202-466-6272.

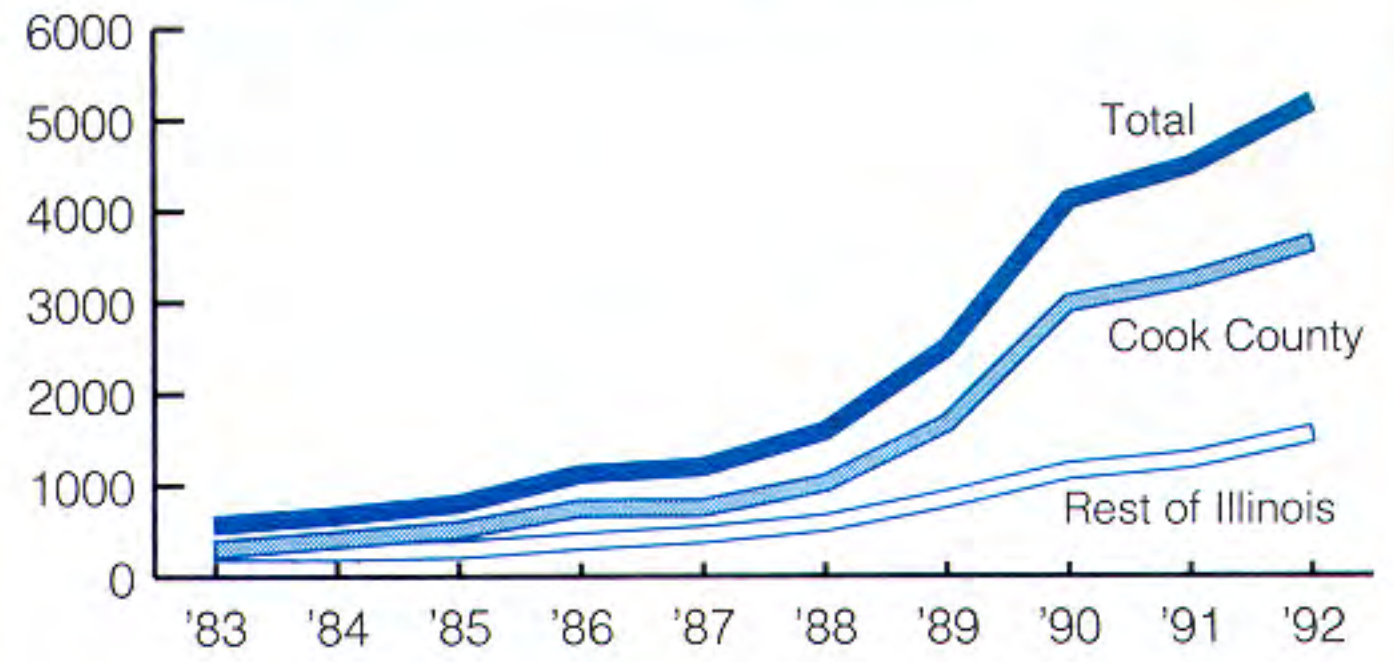
Trends

State adult inmate population (end of month)



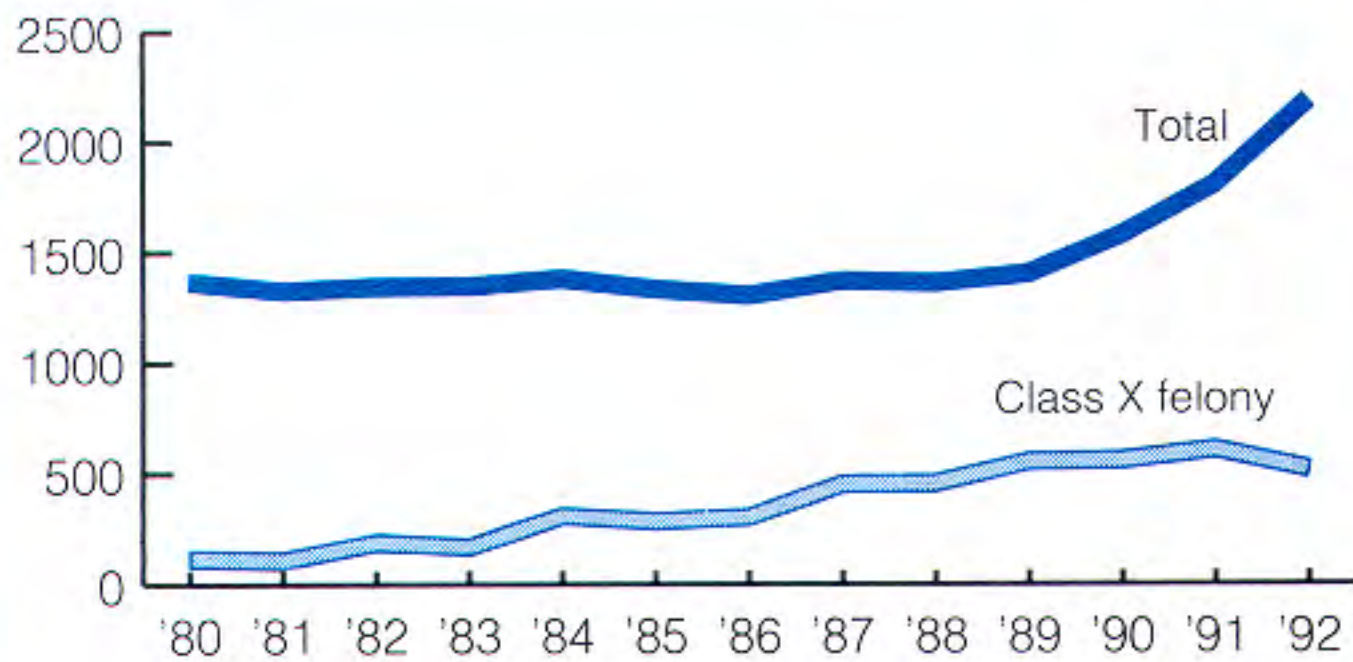
Source: Illinois Department of Corrections
(Includes inmates in state and federal prisons and work release centers)

Drug offense admissions to IDOC



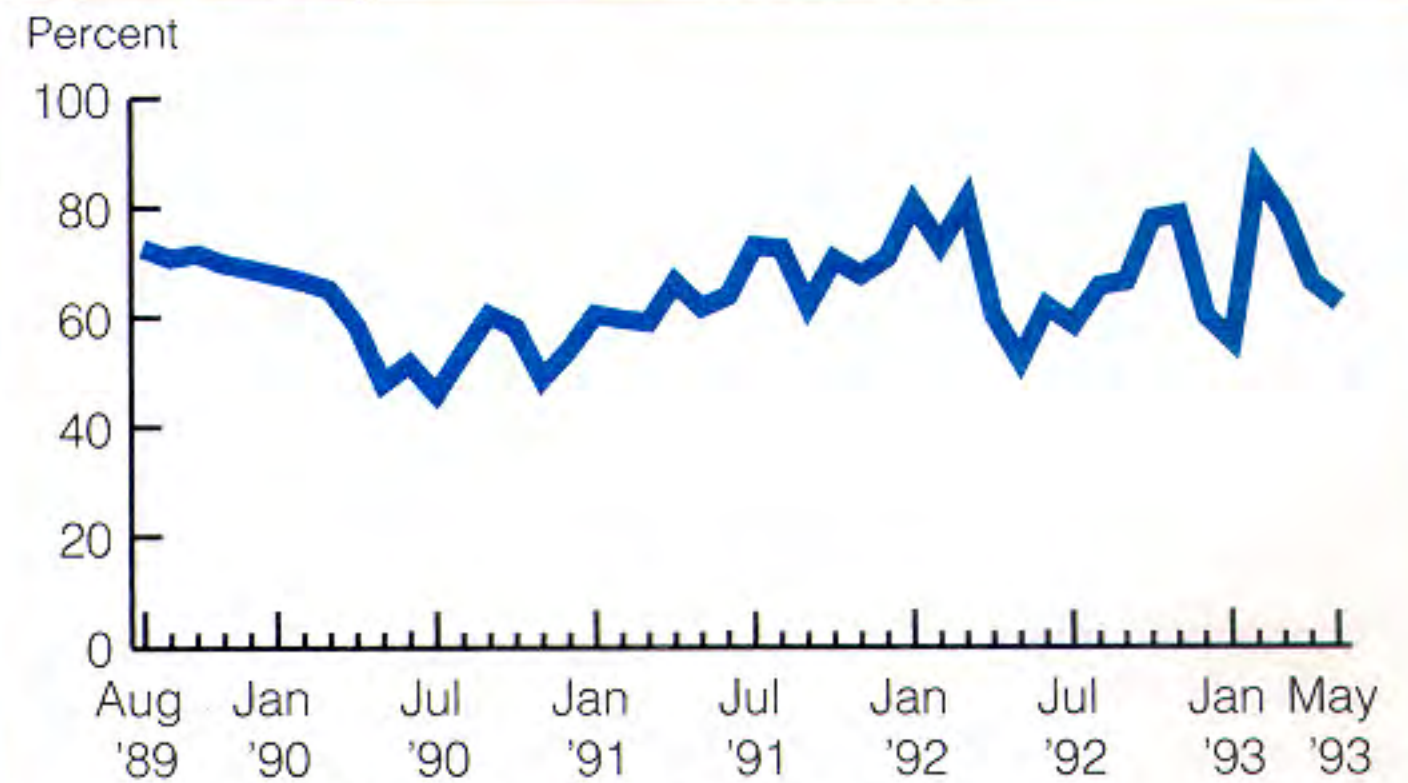
Source: Illinois Department of Corrections

Drug arrests by Metropolitan Enforcement Groups



Source: Illinois Metropolitan Enforcement Groups Annual Report

Average purity of cocaine



Based on 2.1 to 24 gram cocaine seizures by law enforcement agencies, quantitated by Illinois State Police Crime Labs



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