
Juvenile Crime and Justice System Activities in Illinois: An Overview of Trends

Prepared for

The Illinois Juvenile Justice Commission

Prepared by

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EXECUTIVE SUMMARY

Beginning with the first juvenile court, established in Cook County more than a century ago, Illinois has historically taken the lead in championing the *parens patrie* doctrine. Juvenile justice officials have, historically, adhered to the notion that juvenile offenders were not mature enough to fully comprehend the consequences of their actions, and should be treated differently from adult offenders.

The Illinois Juvenile Justice Reform Act of 1998 has somewhat modified those operating principles with an underlying philosophy of “balanced and restorative justice” (BARJ) that seeks to provide equal attention to the needs of the juvenile offender, the victim and the community. In order to implement BARJ, it is incumbent upon state and local planners to assess the nature and magnitude of juvenile delinquency and other related problems, as well as their capacity to provide an accountability-based continuum of punitive and capacity building responses.

To assist in this effort, the Illinois Criminal Justice Information Authority’s Research and Analysis Unit developed this report for the Illinois Juvenile Justice Commission. It is a companion publication to a report with the same title that was produced by the Authority in May 1997. Most of the analyses in that earlier report have been updated, and additional analyses have been added as well. It again provides a general overview of trends in various juvenile justice indices, and focuses on particular regions of Illinois that are experiencing increases in juvenile crime or that have high rates of juvenile justice system activities.

Summarized below are some of the major findings of the analyses. Although the reader is encouraged to examine the detailed information presented in the full report, the points below provide a general sense of juvenile crime trends in Illinois and the justice system’s response.

Juveniles Arrested

Although juveniles account for approximately 18 percent of Illinois’ total population, in 1999 they accounted for 26 percent of the people arrested for property offenses, 23 percent of those arrested for violent offenses, and 11 percent of those arrested for drug offenses.

When police dispositions for juvenile arrests outside Chicago were examined, it was found that the majority of juveniles arrested were referred to court, although the degree to which this was the case varied by the severity of the offense. Similarly, males accounted for the majority of juveniles arrested, but this representation differed by offense category.

Although Cook County accounted for the majority of juveniles arrested, across all offense categories analyzed, Illinois’ urban counties (outside of Cook County and the collar counties) experienced the largest percent increase in juveniles arrested for violent, weapons, and drug offenses, and the smallest decrease for property offenses.

Juvenile Drug Use

There were triple the number of juvenile drug arrests in 1999 compared to 1990. Between 1995 and 1999, however, the number of juveniles arrested for drug offenses actually decreased 8 percent, led primarily by large decreases in Cook County and the rural region.

Besides the long-term increase in the number of juveniles arrested, there have also been significant changes in the types of drug offenses juveniles are being charged with. In the early- to mid-1980s, most juvenile arrests for drug offenses involved cannabis-related crimes. However, throughout the late-1980s and early-1990s, a smaller proportion of offenses involved cannabis and an increasing proportion involved other illicit drugs, such as cocaine and opiates. The proportion of juvenile drug offenses involving cannabis has rebounded since 1992, and in 1999 they represented 58 percent of the juvenile drug arrests.

Based on surveys by the Illinois Department of Human Services' Office of Alcohol and Substance Abuse, drug use among Illinois' junior high and high school students has recently decreased and remains relatively equal between males and females. Alcohol was the most frequently used drug in 1998. More than half the high school seniors reported drinking alcohol at some time during the past month, and about one-quarter reported using marijuana.

Juvenile Delinquency Petition Filings and Adjudications

Statewide, delinquency petition filings decreased nine percent between 1995 and 1998. Despite the fact that Cook County accounted for more than half the delinquency filings in Illinois in 1998, they experienced a 28 percent decrease since 1995. Each of the other Illinois regions experienced an increase in delinquency filings between 1995 and 1998.

The majority of counties with the highest delinquency filing rates in 1998 were Illinois' rural counties. Rural counties accounted for 32 of the 34 counties with the highest delinquency filing rates in 1998.

Statewide, the proportion of delinquency filings formally adjudicated increased from 36 percent in 1995 to 47 percent in 1998. In Cook County, which accounted for 56 percent of all delinquency adjudications in Illinois in 1998, the proportion of filings adjudicated increased from 33 percent in 1995 to 50 percent in 1998. The region with the highest proportion of filings adjudicated in 1998 was Illinois' urban counties.

Admissions to Temporary Detention Centers

Although Cook County accounted for 45 percent of all detention center admissions in 1998, Illinois' rural counties experienced, by far, the largest percent increase (57 percent) in admissions between 1995 and 1998. All regions of Illinois experienced increased detention admissions between 1995 and 1998.

With respect to the racial makeup of juveniles detained, there were considerable differences noted between regions. In Cook County, for example, 77 percent of detention admissions were African Americans, compared to 50 percent of urban region admissions, 30 percent of collar county admissions, and 19 percent of rural region admissions. On the other hand, in Cook County, 7 percent of all detention admissions were white, compared to 76 percent of the detention admissions in the rural region.

Juvenile Commitments to the Illinois Department of Corrections

Cook County not only accounted for more than 40 percent of all juvenile court commitments to the Juvenile Division of IDOC in 1998, but also had the greatest increase (100 percent) of any of the regions between 1995 and 1998. Each of the other regions, except for the collar counties, also experienced increases during that period.

In addition, each region of the state experienced an increase between 1995 and 1998 in the proportion of adjudicated delinquents committed to IDOC. In the rural counties, 27 percent of all juveniles adjudicated delinquent in 1998 were committed to IDOC, compared to 12 percent of the adjudicated youth in Cook County.

Property offenders accounted for 42 percent of juvenile court commitments to IDOC in 1998-1999. However, there was considerable variation across the regions of the state.

The number of juveniles committed to the Juvenile Division of IDOC as a result of a conviction in criminal court decreased 31 percent between 1996 and 1998. The majority (65 percent) of criminal court commitments were admitted from Cook County.

Juvenile Probation Caseloads

Between 1995 and 1998, the number of juveniles adjudicated and placed on probation in Illinois increased 10 percent. There was, in fact, a very consistent increase across all regions of Illinois during this time, ranging from 6 percent in the rural region to 11 percent in Cook County.

Males account for 79 percent of the juveniles on probation in Illinois; 58 percent are white and 33 percent are African-American.

Forty-five percent of juveniles placed on probation were adjudicated for a property crime, compared to 26 percent for violent offenses, and 12 percent for drug offenses.

Summary of County-Specific Juvenile Justice System Activity Rates

Based on county-level analyses, in 1998, Illinois rural counties accounted for the majority of counties with the highest rates of most juvenile justice system activity measures. With respect to delinquency filing rates (per 100,000 population), 32 of the 34 counties with the highest rate in 1998 were rural (Table 1). This pattern was relatively consistent across the individual juvenile justice system indicators examined. The Appendix contains the rates and rankings for each of Illinois' 102 counties.

Table 1
1998 Ranking of Illinois Counties in terms of Rates
at Various Juvenile Justice Processing Points

	34 Highest	34 Middle	34 Lowest
Delinquency Filing	Rural (32) Urban (2)	Rural (21) Urban (11) Collar (1) Cook	Rural (21) Urban (9) Collar (4)
Detention Admissions	Rural (19) Urban (12) Collar (2) Cook	Rural (21) Urban (10) Collar (3)	Rural (34)
Delinquency Adjudications (based on populations)	Rural (26) Urban (7) Cook	Rural (23) Urban (10) Collar (1)	Rural (25) Urban (5) Collar (4)
Delinquency Adjudications (percent of filings adjudicated)	Rural (20) Urban (12) Collar (2)	Rural (24) Urban (7) Collar (2) Cook	Rural (31) Urban (2) Collar (1)
Probation Caseloads	Rural (30) Urban (4)	Rural (23) Urban (10) Cook	Rural (21) Urban (8) Collar (5)
IDOC Commitments	Rural (26) Urban (8)	Rural (25) Urban (7) Collar (1) Cook	Rural (25) Urban (5) Collar (4)

I. INTRODUCTION

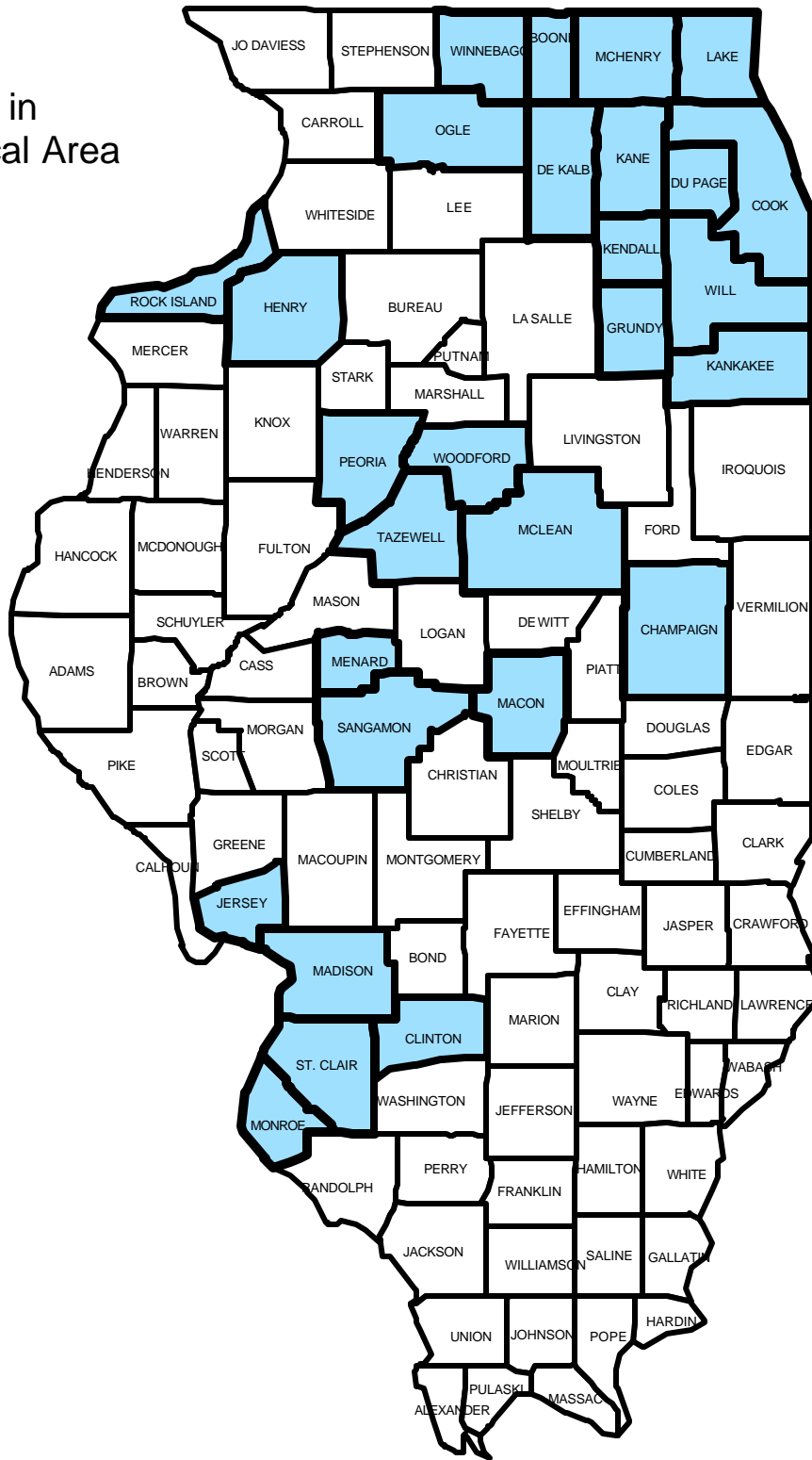
Summary of Illinois' Population Characteristics and Geography

A general description of Illinois and its population characteristics will be helpful in providing a general context for the analyses that follow. Illinois covers an area of 56,000 square miles and is the 24th largest state in terms of land mass. With a population of just over 12 million, Illinois is the fifth most populous state in the country. Extending approximately 385 miles from north to south and 200 miles across its widest point, Illinois is a complex mix of large, urban population centers and vast rural areas representing diverse cultures and lifestyles.

Like many other states, Illinois has a major population center that is home to more than one-half of the state's 12.1 million residents. The city of Chicago, ranked the third most populous city in the United States, has just over 2.8 million people, while the remainder of Cook County and the five collar counties have over 4.9 million additional residents. The remaining 4.4 million residents of Illinois are dispersed among 96 counties that range in population from less than 4,900 to more than 267,000 residents.

Many of the analyses presented in this report were structured to provide an overview of juvenile justice activity across all system components and all regions of the state. In addition to examining statewide trends, the report also examines juvenile justice system activities across four geographic regions of Illinois: 1) Cook County, separated between Chicago and suburban Cook County where data allow; 2) the collar counties; 3) urban counties; and 4) rural counties. The collar counties are the five which surround Cook County – DuPage, Lake, Kane, McHenry, and Will. An urban county is any county which lies within a Metropolitan Statistical Area (MSA) as defined by the U.S. Bureau of the Census. An area qualifies for recognition as an MSA in one of two ways: if it includes a city with a population of at least 50,000 or if it includes an urbanized area with a population of at least 50,000 with a total metropolitan population of at least 100,000. In addition to the county containing the main city or urbanized area, an MSA may include additional counties having strong economic or social ties to the central county (Department of Commerce, Bureau of the Census). In Illinois, 22 counties, outside of Cook and the collar counties are part of an MSA. These include: Boone, Champaign, Clinton, DeKalb, Grundy, Henry, Jersey, Kankakee, Kendall, McLean, Macon, Madison, Menard, Monroe, Ogle, Peoria, Rock Island, St. Clair, Sangamon, Tazewell, Winnebago, and Woodford. The remaining 74 counties in Illinois, which do not lie within an MSA, are defined as rural (See Map 1). DeKalb and Ogle counties were considered rural counties until 1993, when the U.S. Bureau of the Census changed their status to urban.

Map 1
**Counties Included in
 Metropolitan Statistical Area**



Illinois' Juvenile Population

In Illinois, a juvenile is defined as an individual under 17 years of age. According to U.S. Bureau of the Census estimates, Illinois' 1998 juvenile population (those between 5 and 16 years old) totaled 2,121,839, or 18 percent of the state's total population. This represented an 11 percent increase from 1990. In Cook County, the 1998 juvenile population totaled 882,139, eight percent higher than 1990 (Table 2), and accounted for 42 percent of Illinois' total juvenile population. From 1990 to 1998, every region in Illinois experienced growth, the largest being in the collar counties. In 1998, the juvenile population in the collar counties was 484,535, an estimated increase of 24 percent. The collar counties accounted for 23 percent of the estimated statewide juvenile population in 1998. The urban and rural counties experienced estimated growths of 8 percent and 4 percent, respectively. It is important to note that the status of DeKalb and Ogle counties changed from rural to urban in 1993.

Table 2
Juvenile Population Trends by Region

	1998 Juvenile Population Estimates	Percent Change from 1990	Percent of 1998 State Total
Cook County (1)	882,139	+8%	42%
Collar Counties (5)	484,535	+24%	23%
Urban Counties (22)	429,162	+8%	20%
Rural Counties (74)	326,003	+4%	15%
Total Illinois (102)	2,121,839	+11%	100%

Source: U.S. Bureau of the Census

Juvenile Justice in Illinois

Following years of debate over the direction and effectiveness of juvenile justice in Illinois, a major overhaul of the system took effect on January 1, 1999. The Juvenile Justice Reform Act of 1998 adopted a balanced and restorative justice (BARJ) model for Illinois' juvenile justice system. The intent of this approach is to balance the needs of the offender with those of the victim and the safety of the community. The new provisions try to strike a balance between the juvenile justice system's longstanding orientation toward rehabilitation and the more recent trend toward a more punitive system that holds juveniles accountable for their actions.

This is somewhat of a departure from the prevailing *parens patrie* doctrine in Illinois, whereby the state acts as the guardian or responsible authority for a minor to protect him or her from dangerous conduct or harmful environments. Beginning with the first juvenile court, established in Cook County in 1899, juvenile justice systems in Illinois (and later in other states) adopted the philosophy that children should be treated differently from adults. The belief was always that minors had not matured enough to be responsible for their actions and, through rehabilitative efforts, they could be rescued from the criminal path.

In the 1980s, as the behavior of the worst young offenders turned more violent, the rehabilitative sentiment began to change. Illinois, along with other states, began adopting more punitive laws for younger offenders. By the mid-1990s, Illinois had greatly expanded its provisions for transferring juveniles to adult court.

With the effectiveness of the state's juvenile justice system under scrutiny, and with sensational crimes by juveniles making headlines on a recurring basis, legislators decided to revamp Illinois' approach to juvenile justice.

The Legislative Committee on Juvenile Justice was created for that purpose in 1994, and in Spring 1996 the committee submitted its report of findings and recommendations. At about the same time, a draft version of a juvenile justice reform bill was completed. The legislature later turned to the Illinois State's Attorney's Association to redraft the proposal.

Following much debate and compromise over issues such as funding and transfers to adult court, the legislature passed Senate Bill 363 in January 1998. Gov. Jim Edgar issued an amendatory veto, which the legislature accepted in May 1998. The governor's changes focused primarily on giving judges continued discretion in considering the best interests of minors at certain points in delinquency proceedings. The bulk of the Juvenile Justice Reform Act of 1998 (Public Act 90-590) took effect on January 1, 1999.

While supporters say the Act brings much needed balance to a system that has failed to hold young offenders accountable for their actions, critics decry what they see as the continued "adultification" of the juvenile justice system.

Traditionally, terminology used in juvenile proceedings was different from that used in criminal court. But under the reform provisions, the terminology for most adult and juvenile proceedings is the same. Instead of being "taken into custody," juveniles are now arrested; an "adjudicatory hearing" is now a trial; and a "dispositional hearing" is now a sentencing hearing.

Other major changes under the Act include:

- Limits to the number of station adjustments allowed for juveniles who get in trouble with police but are not officially charged;
- Increases in the lengths of time juveniles may be held in custody and detention;
- More extensive fingerprinting of juvenile offenders;
- The creation of a statewide database to track juvenile offenders;

- The adjudicatory option of blended sentencing, or “Extended Jurisdiction Juvenile” (EJJ) prosecutions, which allow prosecutors to seek both a juvenile and adult sentence for certain juvenile offenses: The adult sentence is stayed as long as the juvenile abides by the provisions of the juvenile sentence;
- Authorization for counties to set up teen courts and community mediation panels, which include victims, along with offenders and their parents; and
- The establishment of county juvenile justice committees, or councils, to facilitate planning and coordination of services.

The term juvenile justice system may yet remain a misnomer in Illinois. Instead of functioning as a unified system, the different agencies that deal with young offenders often still operate as a loose confederation or network of state, county, and municipal agencies, including:

- Law enforcement agencies, such as municipal police departments, county sheriffs, and the Illinois State Police;
- Both juvenile and criminal courts and court services agencies, such as juvenile probation departments;
- State’s attorneys, public defenders, and private attorneys;
- The Juvenile Division of the Illinois Department of Corrections;
- Local temporary detention centers operated under the judicial or executive branches of government;
- The Illinois Department of Children and Family Services and the child welfare service providers it licenses and funds;
- Private social service organizations that provide crisis intervention, foster care, other residential placement, counseling, and other services;
- Schools; and
- Neighborhood-level groups, organizations, and coalitions.

Each of these entities has different responsibilities for different types of juvenile offenders. Some, such as law enforcement agencies, may get involved in almost every type of juvenile case. Others, such as social service organizations, may only come into contact with juveniles referred to them and who meet certain criteria. In the chapters that follow, the functions of many of these components of the juvenile justice system will be discussed in greater detail.

Analysis Methods

When reading the document, it is important to view it as a whole. Statistical measures can be open to different interpretations, and no single indicator can accurately reflect the complexity of the problems associated with juvenile delinquency. Multiple indicators, used with and taken together, however, can and do provide at least a rough indication of patterns and trends in juvenile delinquency and the juvenile justice system’s efforts.

For each specific activity measure analyzed, three separate analyses were performed: 1) long-term statewide trends, 2) short-term regional trends, and 3) county-specific rates. Although the time periods included in the analyses varied, most of the long-term trends cover the period from the mid-1980s through 1998 or, in the case of arrest data, 1999. By and large, the data sets are presented in the aggregated format of the source agency. Therefore, although most data are presented as calendar year totals, some – such as certain corrections data – are presented as state fiscal year totals. Most of the short-term, regional trend analyses cover the time period between 1995 and 1998 (1999 for arrest data). Since the 1997 edition of this report presented regional analyses through 1995, the intent of the authors is to now use 1995 as the new baseline year, thereby offering readers a seamless continuation of the previous regional trend analyses. All of the county-specific rate analyses were for the most recent year of data for that particular activity measure (1998).

Included in the short-term regional trend analyses is information that summarizes the proportion of total statewide activities accounted for by the specific geographic regions. This information is intended to provide some perspective to the percent change information that is also included in the graphics. For example, the fact that a particular region experienced the largest percent increase must be juxtaposed with information that indicates what percent of statewide activity that region accounts for. Combined, these two pieces of information can assist in directing scarce resources to specific problem areas.

The analyses of county-specific rates are also presented so as to provide a more summarative view of areas of greatest need. Rather than displaying the actual rate for each individual county, the rates were sorted and then grouped into 34 Highest, 34 Middle, and 34 Lowest categories. The intent of the analyses is to present a general understanding of which counties have relatively high rates of a particular juvenile justice activity, rather than singling out the county with the highest or lowest rate. Based on these groupings, it was then possible to summarize if specific county types (e.g., rural, urban, collar) accounted for the majority of counties with high rates relative to the other counties. All the rates and rankings used to develop the county-specific rate analyses are presented in tabular form in the Appendix.

II. JUVENILES ARRESTED IN ILLINOIS

Introduction

When a youth, age 16 and under, is arrested by police, the juvenile justice process begins. Since 1993, every police department in Illinois must have at least one juvenile officer, who is trained and certified by the Illinois Law Enforcement Training and Standards Board. When a juvenile is arrested, a juvenile officer has several options. The officer assigned to the case may recommend a station adjustment (a disposition issued by law enforcement, which is not legally binding) instead of formal court action. A station adjustment may require the juvenile to comply with a rather stringent remedial plan – such as entering a rehabilitation or counseling program, or something as basic as requiring better cooperation with parents or guardians.

Under the Juvenile Justice Reform Act, station adjustments now come in two forms, formal and informal. An informal station adjustment may be imposed when a police officer has probable cause that a minor has committed an offense. A formal station adjustment may be imposed when a juvenile officer has probable cause and an admission of involvement by the minor. The Act also lists specific conditions that a juvenile officer may attach to a station adjustment. These conditions vary little between informal and formal station adjustments, but in order for a minor to be released with a formal station adjustment, the minor and his/her parent or legal guardian must agree in writing to the station adjustment. The Act has also placed limits on the number and type of station adjustments a juvenile offender may receive without the prior approval of the state's attorney.

Data on Juveniles Arrested

Under the Illinois Uniform Crime Reporting (UCR) program, all law enforcement agencies in the state were required to report monthly offense and arrest data to the Illinois State Police (ISP), which manages the program. Until the early 1990s, Illinois was one of only a handful of states to require incident-level reporting of offenses and arrests. In other words, agencies were required to submit to ISP detailed information about every offense and arrest in their jurisdiction, not just monthly summaries of offenses and arrests.

In 1992, Illinois attempted to convert its reporting practices to an expanded reporting format called the National Incident-Based Reporting System (NIBRS). This new system, however, experienced significant reporting and data collection difficulties associated with the expanded reporting requirements. By the end of 1994, ISP suspended the collection of the revised UCR data, and it implemented a simplified reporting procedure for offense and arrest statistics beginning with 1993 data. ISP requested annual aggregate totals for crime index offenses, crime index arrests, and drug arrests for 1993 and 1994, and monthly totals in these categories beginning in January 1995.

These aggregate totals lack the detail needed for most offense and arrest analyses, including those found in this report. For example, the arrest totals reported by law enforcement agencies combine adult and juvenile arrests. As a result, the Authority has supplemented the summary arrests collected by ISP by collecting separate adult and juvenile arrest data for the years 1993-1999 from a representative sample of law enforcement agencies across regions of the state.

As it pertains to juvenile data, the Authority collected annual totals for juveniles arrested for each of the eight index crimes (murder, criminal sexual assault, robbery, aggravated assault, burglary, theft, motor vehicle theft, and arson), unlawful use of a weapon (Uuw), and specific drug offense types (possession of cannabis, manufacture/delivery of cannabis, possession of controlled substances, manufacture/delivery of controlled substances) – by gender, age group, and race, and by the police’s disposition of the case (station adjusted or referred to court).

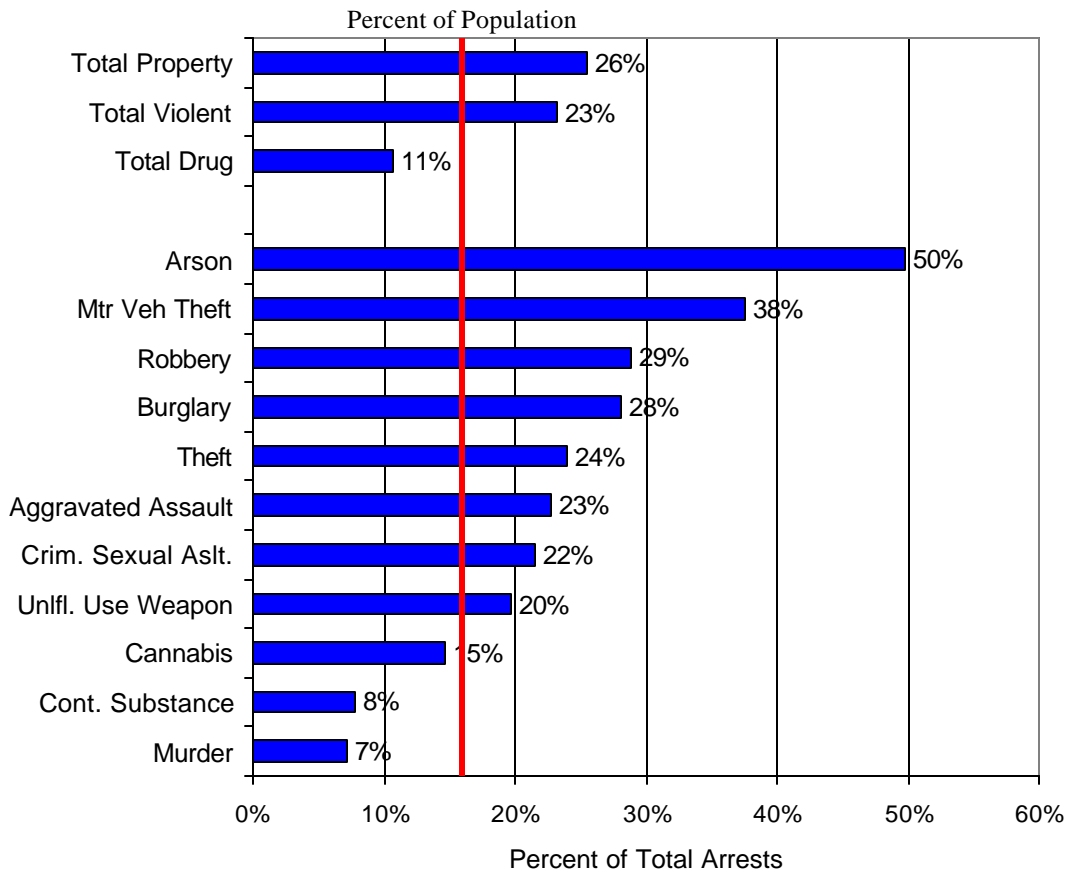
The Chicago Police Department (CPD) did not furnish arrest data for the years 1996-1998. A new automated data system became operational in that department in October 1998, during which time errors were discovered in data produced under the old system. CPD officials have determined that those errors are unfixable, so that only 1999 data could be reported with confidence. In addition, juvenile arrest dispositions were not included with the 1999 data.

Juveniles as a Percent of Total Persons Arrested in Illinois

Based on U.S. Bureau of the Census' 1998 population estimates for Illinois, juveniles (persons between the ages of 5 and 16 years old) accounted for 18 percent of the state's total population. In general, juveniles in Illinois account for a larger proportion of persons arrested for most crimes than would be expected based on their representation in the general population. In 1999, juveniles accounted for more than 26 percent of persons arrested for property index offenses (burglary, theft, motor vehicle theft, and arson), and 23 percent of persons arrested for violent index offenses (murder, criminal sexual assault, robbery, and aggravated assault) (Figure 1). Juveniles did account for a smaller proportion of the total persons arrested for both murder and drug offenses than would have been expected based on their representation in the general population.

Figure 1

Juveniles as a Percent of Total Persons Arrested in Illinois, 1999



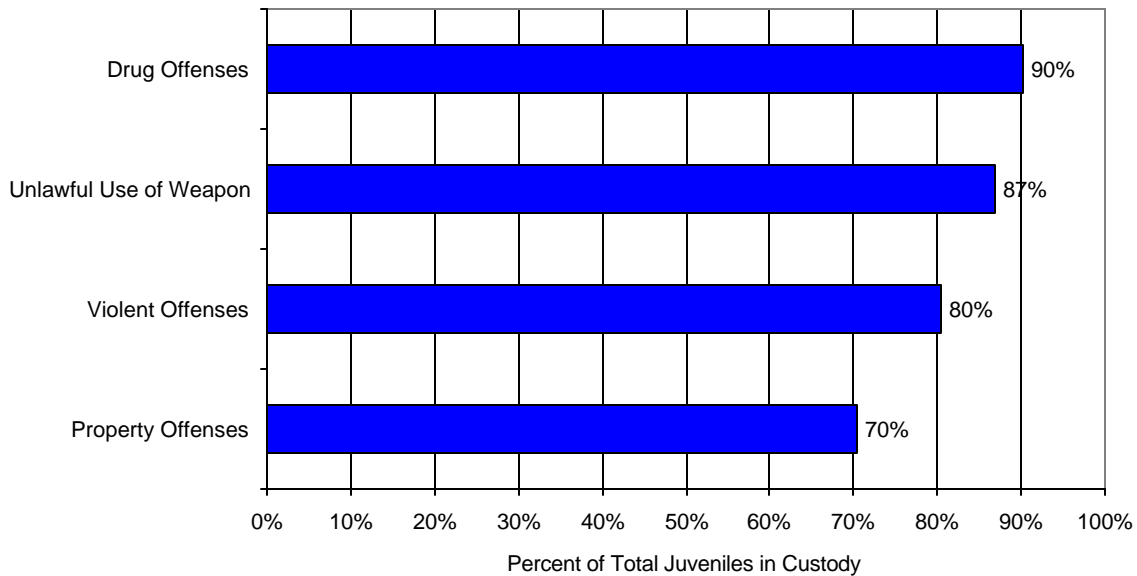
Source: Illinois Criminal Justice Information Authority

Gender Differences among Juveniles Arrested in Illinois

In general, males account for a much larger percent of juveniles arrested than would be expected based on their representation in the general juvenile population. However, the degree to which males are over-represented among juveniles arrested differs across offense categories. For example, in 1999 males accounted for 90 percent of all juveniles arrested for drug offenses, but 70 percent of juveniles arrested for property index offenses (Figure 2). By comparison, males account for approximately one-half of the total juvenile population.

Figure 2

Males as a Percent of Total Juveniles Arrested, 1999

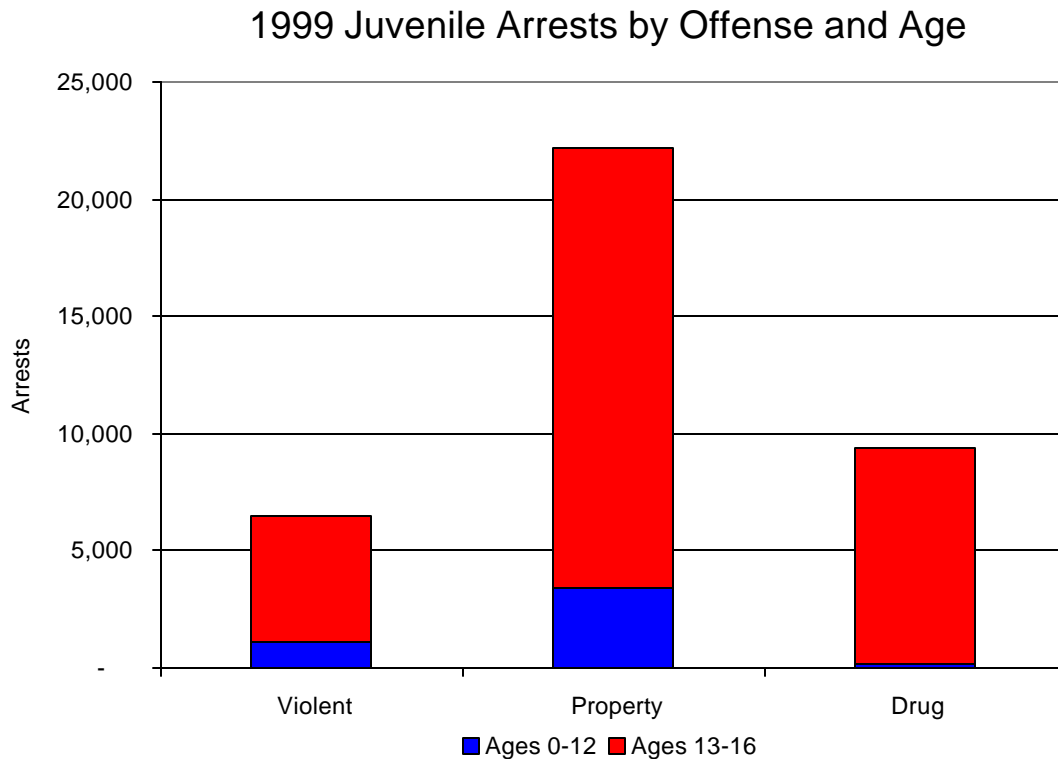


Source: Illinois Criminal Justice Information Authority

Juveniles Arrested by Age and Offense

There has been attention drawn in recent years to delinquent acts being performed by very young juveniles. In general, juveniles between the ages of 13 and 16 make up the vast majority of juveniles arrested statewide. However, this varies by offense type. For example, in 1999, juveniles under 13 years of age accounted for only two percent of all juveniles arrested for drug offenses, but 18 percent of all juveniles arrested for property index offenses (Figure 3).

Figure 3



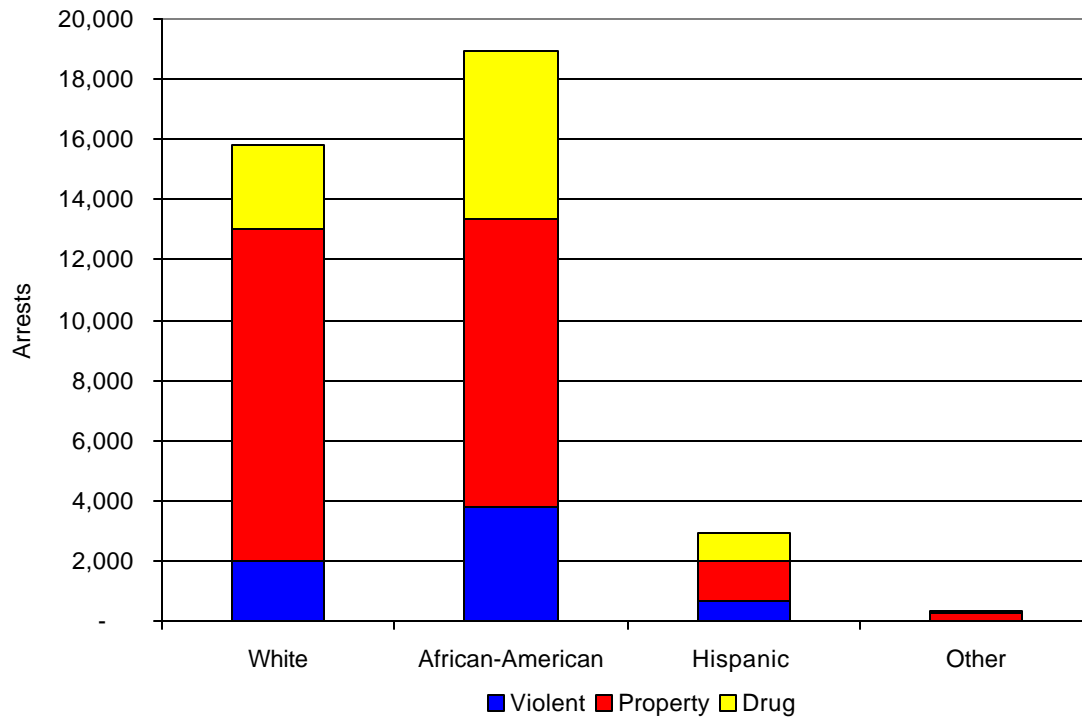
Source: Illinois Criminal Justice Information Authority

Juveniles Arrested by Race and Offense

Statewide, African-American juveniles accounted for more index crime and drug arrests in 1999 (18,906 of the 37,964 juvenile arrests) than white or Hispanic juveniles (Figure 4). However, this was not true for all offense types. For example, white juveniles accounted for the most arrests for property index crimes (11,024 or almost 50 percent of all property index arrests).

Figure 4

1999 Juvenile Arrests by Offense and Race

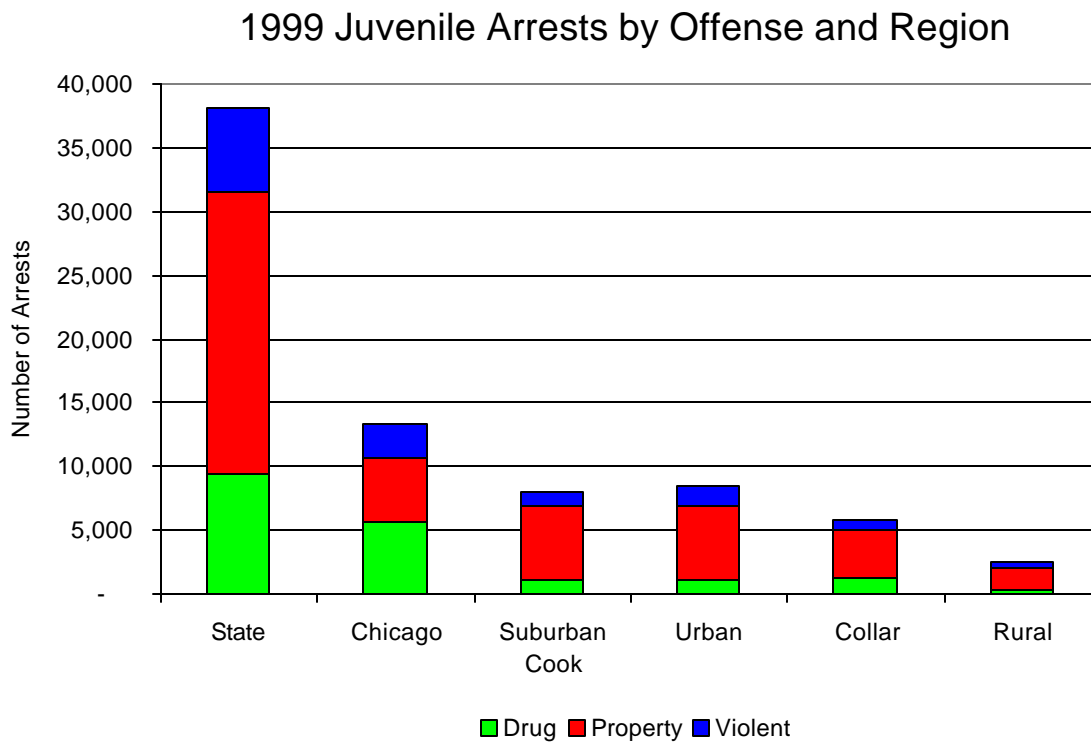


Source: Illinois Criminal Justice Information Authority

Juveniles Arrested by Region and Offense

Overall, in 1999 there were more juveniles arrested in Chicago than in any other regions of the state. However, this varied by offense type. In 1999, the urban region had a greater number of juvenile arrests for property index offenses (5,883) than Chicago (4,908). The rural counties had the fewest arrests in each of the three crime categories (Figure 5).

Figure 5



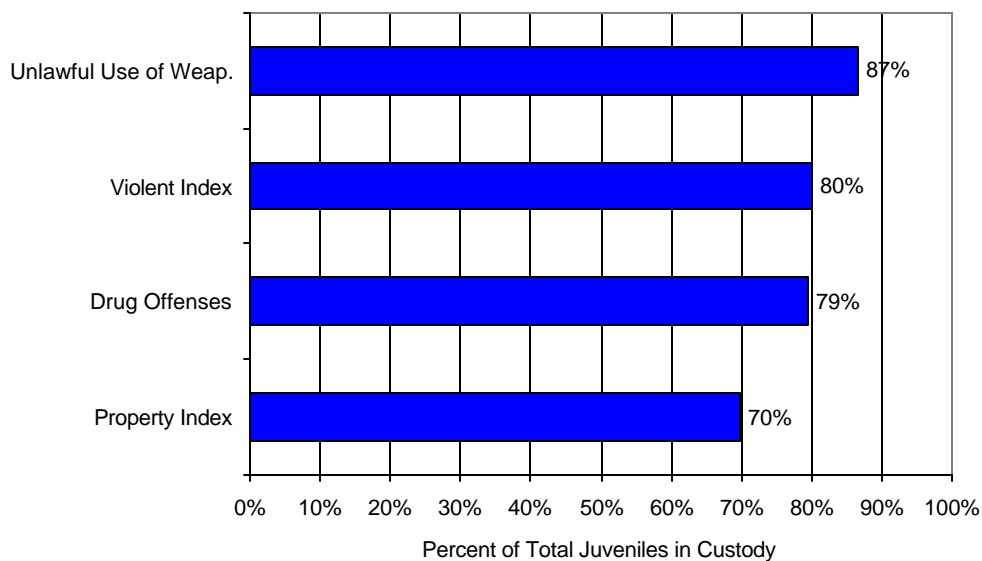
Source: Illinois Criminal Justice Information Authority

Case Outcomes of Juveniles Arrested

When juveniles are taken into police custody, a juvenile officer has several options. The officer assigned to the juvenile's case may recommend a station adjustment instead of formal court action. Beginning in 1999, officers had the ability to issue a formal station adjustment (in cases where the juvenile admits involvement in the crime) or an informal station adjustment. Generally, the seriousness of the offense determines the kind of action that will be taken. Based on those arrests for which a disposition is known, it can be seen in Figure 6 that most juveniles arrested are referred to court. The percentage varies, however, by offense type. Whereas 80 percent of juveniles arrested for violent crimes are referred to court, only 70 percent of those arrested for property crimes are referred to court.

Figure 6

Percent of Arrested Juveniles Referred to Court, 1999*



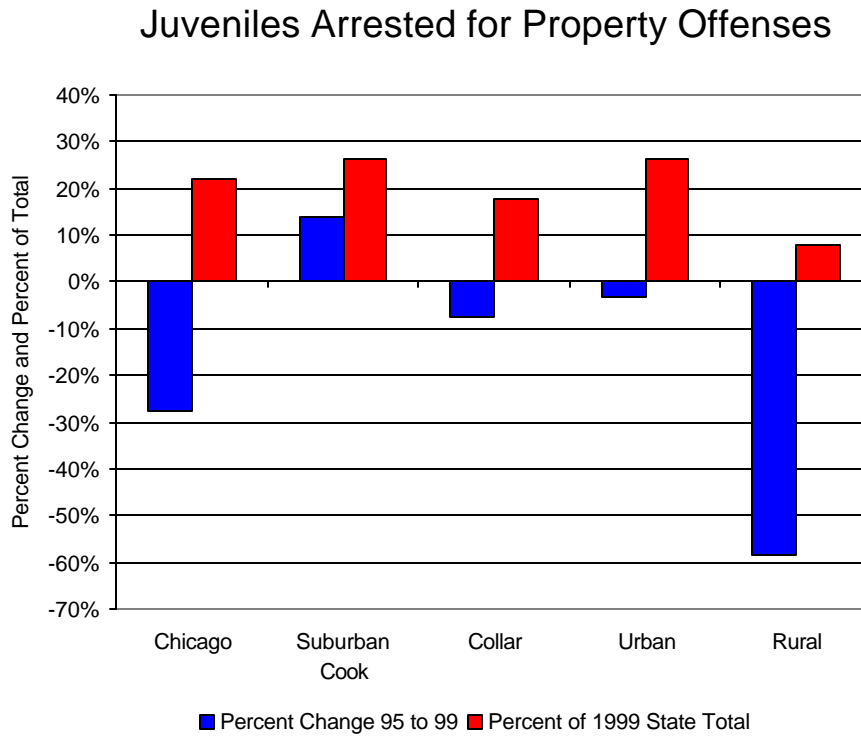
*Excludes Chicago

Source: Illinois Criminal Justice Information Authority

Juveniles Arrested for Property Index Offenses

Between 1995 and 1999, the number of juveniles arrested for property index offenses (theft, burglary, motor vehicle theft, and arson) statewide in Illinois decreased 16 percent, from 26,369 to 22,243. However, the percent change varied considerably across Illinois geographic regions (Figure 7). In Chicago, which accounted for 22 percent of the juveniles arrested for property index offenses in 1999, there was a 28 percent decrease. Conversely, in suburban Cook County there was a 14 *increase* in juveniles arrested for property index crimes between 1995 and 1999. The greatest decrease occurred in Illinois' rural counties (nearly 60 percent). The 1,736 juveniles arrested in Illinois' rural counties in 1999, however, accounted for only eight percent of the state total that year.

Figure 7

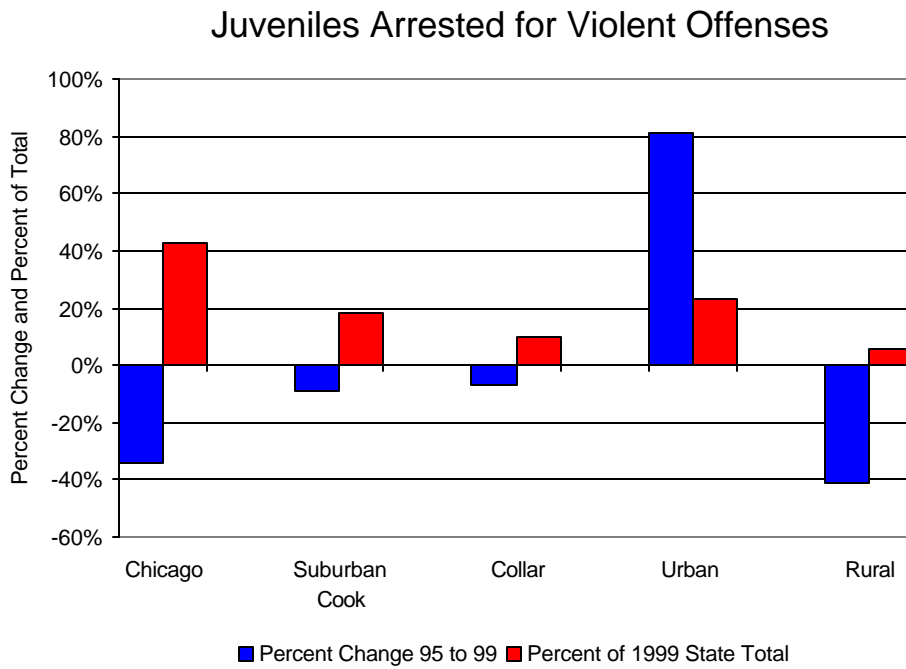


Source: Illinois Criminal Justice Information Authority

Juveniles Arrested for Violent Index Offenses

Between 1995 and 1999, the number of juveniles arrested for violent index offenses (murder, criminal sexual assault, robbery, aggravated assault) statewide in Illinois decreased 16 percent, from 7,671 to 6,447. Chicago, Suburban Cook, Collar, and rural regions of Illinois experienced decreases during that time (Figure 8). Chicago, which accounted for 43 percent of the juveniles arrested for violent index offenses statewide, experienced the biggest decrease of 34 percent. The urban region was the only one to experience an increase in arrests from 1995 to 1999 and increased substantially during that period (81 percent). The 1,474 juveniles arrested in Illinois' urban counties in 1999 accounted for 23 percent of the state total that year.

Figure 8



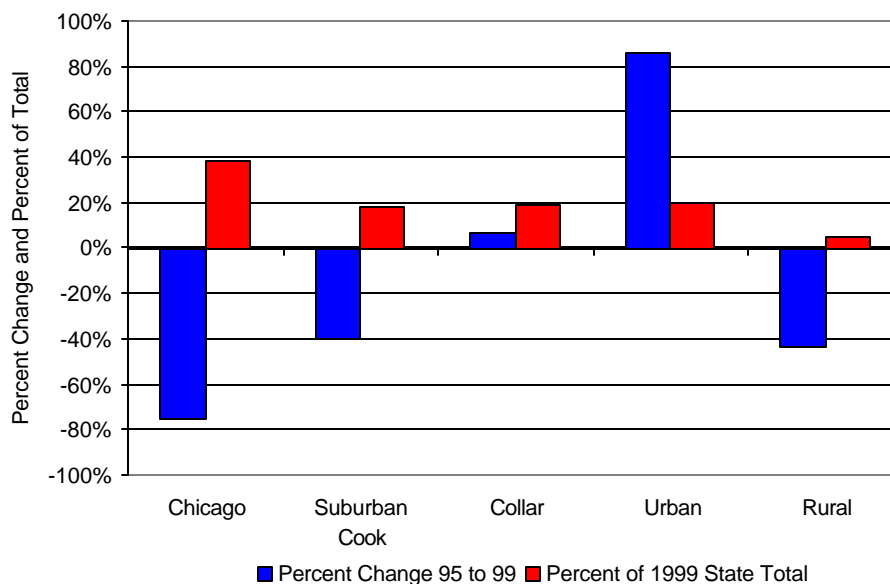
Source: Illinois Criminal Justice Information Authority

Juveniles Arrested for Unlawful Use of a Weapon

Between 1995 and 1999, the number of juveniles arrested for unlawful use of a weapon (UW) statewide in Illinois decreased 55 percent from 2,110 to 949. The percent change varied dramatically across Illinois' geographic regions (Figure 9). In Chicago, which represents 38 percent of all juveniles arrested for unlawful use of a weapon in 1999, there was a 75 percent decrease between 1995 and 1999. Suburban Cook County and the rural region also experienced large decreases (40 percent and 44 percent, respectively) in the number of juveniles arrested for this offense. Illinois urban counties experienced the largest *increase* (86 percent) in juveniles arrested for unlawful use of a weapon between 1995 and 1999.

Figure 9

Juveniles Arrested for Unlawful Use of a Weapon Offenses

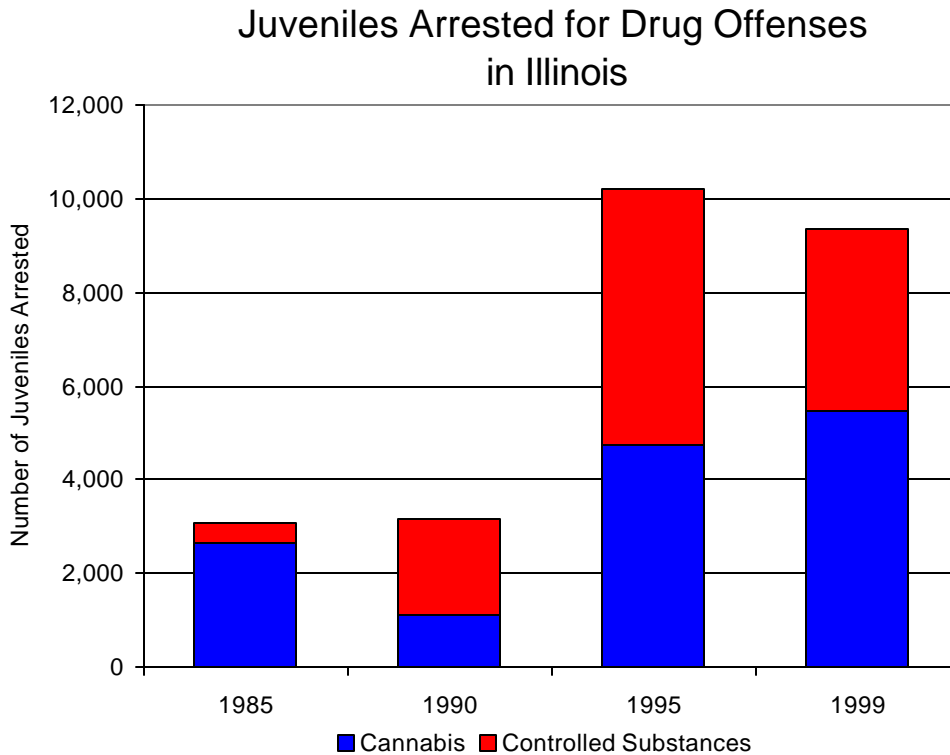


Source: Illinois Criminal Justice Information Authority

Juveniles Arrested for Drug Offenses

The number of juveniles arrested for drug offenses (including violations of the Cannabis Control Act and Controlled Substances Act) increased dramatically over the past 14 years. Between 1985 and 1999, the total number of juveniles arrested for drug offenses tripled from 3,058 to 9,359. In addition, there have been significant changes in the nature of those drug arrests. In 1985, over 87 percent of the juveniles arrested for drug offenses involved cannabis violations. Across the years, an increasing proportion of drug arrests involved controlled substance violations. By 1990, 65 percent of the total drug arrests were for controlled substance violations. There was some reversal of this trend in the mid-1990s and in 1999, 58 percent of the total drug arrests were for Cannabis Control Act violations (Figure 10).

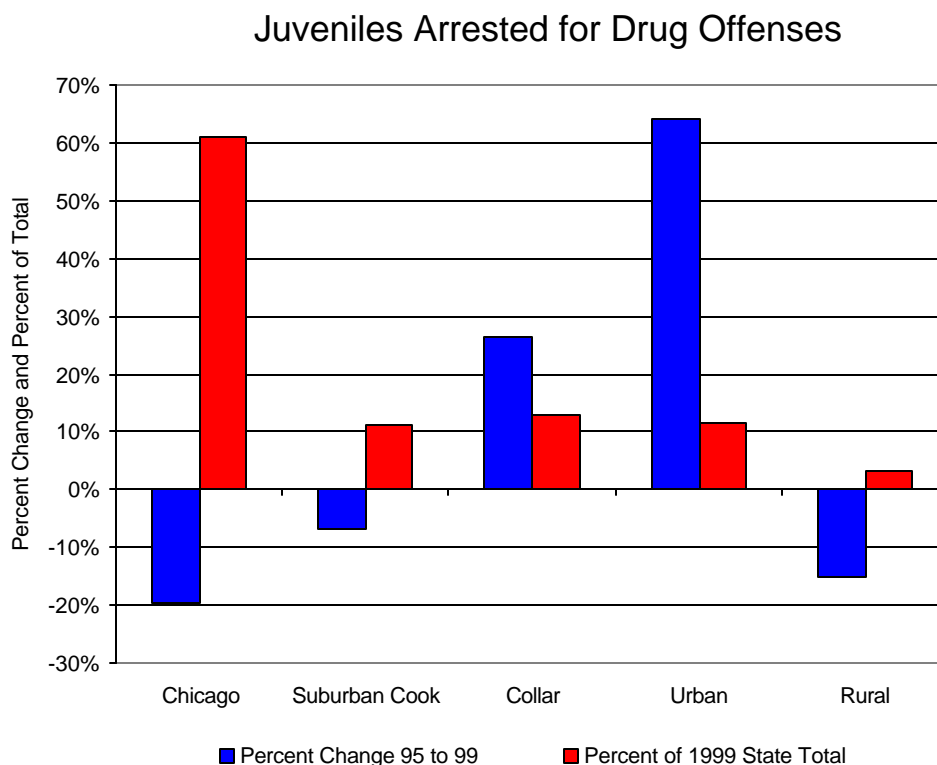
Figure 10



Source: Illinois State Police and Illinois Criminal Justice Information Authority

Between 1995 and 1999, the number of juveniles arrested for drug offenses in Illinois decreased 8 percent, from 10,221 to 9,359. However, as with other offense types, the percent change in juveniles arrested for drug offenses varied greatly across Illinois' regions (Figure 11). In Chicago, which accounted for 61 percent of the juvenile drug arrests in 1999, there was a 20 percent decrease in the number of juveniles arrested for drug offenses between 1995 and 1999. In contrast, Illinois' urban counties experienced a dramatic *increase* (64 percent).

Figure 11



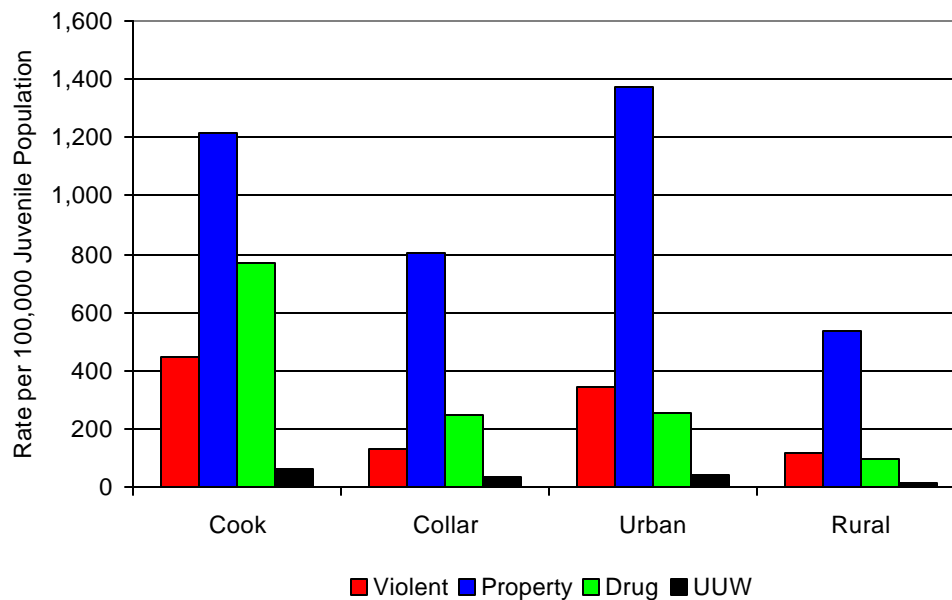
Source: Illinois Criminal Justice Information Authority

Rates of Juveniles Arrested in Illinois

Besides looking at numbers of juvenile arrests, rates can be helpful in comparing arrest volume across regions, by controlling for different population totals in those regions. In fact, Cook County experienced the highest number *and* rate of arrests across all offense categories analyzed except property offenses for which the urban region had the highest rate (Figure 12). Of the three regions besides Cook, the urban region had the highest rates of arrest across all four offense categories.

Figure 12

1999 Juvenile Arrest Rates, by Region and Offense



Source: Illinois Criminal Justice Information Authority

III. JUVENILE COURT

Introduction

All cases of juveniles being arrested that do not end with a station adjustment are referred to the county state's attorney and/or the county probation department for screening, where many options are available. During screening, it is determined whether a delinquency petition should be filed in juvenile court and, if the minor is in custody, when a detention hearing will be held. In some counties, this screening is done by a specialized unit, involving the probation department alone or in cooperation with the state's attorney's office. In other counties, the state's attorney's office completes the entire intake screening. Several possible outcomes may stem from an intake screening. The involved authorities may:

- Make a non-judicial probation adjustment;
- Suggest filing a juvenile delinquency petition; or
- Move to have the juvenile transferred to criminal court

Non-judicial probation adjustment plans may involve informal supervision either with a probation officer, within his/her family, or with release to a person other than a parent; referral to special educational, counseling, or other rehabilitative social or educative programs; referral to residential treatment programs; participation in a public or community service program; referral to a community mediation panel; or any other "appropriate action" with the consent of the minor and a parent.

If authorities decide to file a delinquency petition or move to have the juvenile transferred to criminal court, the processing moves to juvenile court. Several types of juvenile court hearings may occur after a delinquency petition is filed:

- The juvenile may be brought to court for informational matters that must be handled before the case may proceed. At any appearance of the minor before the court prior to trial, the court may conduct a hearing to determine whether the minor should be required to abide by various conditions, including: not violating any laws; refraining from possessing a firearm or other weapon; residing with his/her parents or in a foster home; attending school; attending a non-residential program for youth; complying with curfew requirements; refraining from entering certain areas; or refraining from having contact with certain specified persons.
- If the juvenile is in secure custody, the court must hold a detention or shelter care hearing within 40 hours to determine whether there is probable cause that the minor is delinquent and if detention should continue.
- The trial must take place within 30 days of the detention hearing if the juvenile is detained, or within 120 days if the juvenile is not detained. Under certain circumstances, these time limits can be extended. If the court finds delinquency, it sets a date for a sentencing hearing.

- Delinquency petition filings often do not result in an adjudication. In certain circumstances, if all parties agree, the court may place the minor under its supervision for up to 24 months (“continuance under supervision”). The court may set conditions of supervision that include all the allowable pre-trial conditions listed above and others, such as working or pursuing vocational training; attending residential treatment programs; paying costs for treatment; making restitution to victims; or performing community service.
- Prior to the sentencing hearing, the county probation department collects social background information on the juvenile and provides it to the court. The sentencing hearing considers all available information, including written and oral reports, which will help the court select an appropriate disposition.

Under Illinois’ Juvenile Court Act, a judge has a variety of disposition options available. A juvenile found delinquent in Illinois will receive one or more of the following types of dispositions or sanctions:

- Probation or conditional discharge (see Chapter V for additional details);
- Placement with someone other than the juvenile’s parents, guardian, or legal custodian;
- Drug or alcohol treatment;
- Commitment to the Illinois Department of Children and Family Services (for juveniles 12 years old or younger);
- Placement in a temporary juvenile detention center for up to 30 days (if 10 years old or older);
- Partial or complete emancipation;
- Restitution;
- Commitment to the Juvenile Division of IDOC (if at least 13 years old);
- Suspension of driving privileges;
- School or training; and
- Medical testing for sexually transmitted disease, including HIV/AIDS (for those adjudicated for sex offenses).

Sources of Juvenile Court Data

Data pertaining to juvenile court filings and adjudications for each of Illinois’ 102 counties were obtained from the Administrative Office of the Illinois Courts (AOIC) Probation Services Division’s *Annual Reports*. Counties report aggregate data on cases filed and adjudicated to AOIC, which the AOIC Probation Division then publishes in its *Annual Report*. Because of the aggregate nature of these data, however, it is not possible to determine the specific age, race, or gender of juveniles petitioned or adjudicated delinquent from this source. Similarly, data on the specific types of offenses (e.g., property, violent, drug, etc.) the petitions and adjudications involve also are not collected. Finally, it is important to note two important data reporting anomalies. First, DuPage County, Illinois’ second largest county, did not report any delinquency petition filing or adjudication data to the AOIC Probation Division during the period 1993-1995. In particular, this impacts short-term regional trend graphs for the collar county region. Authority staff have

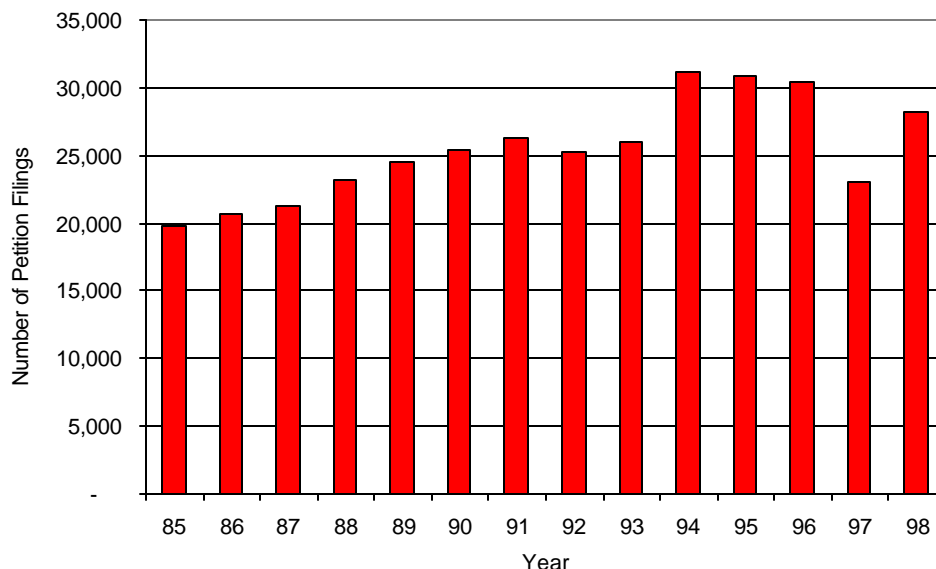
attempted, in those analyses, to describe how collar county regional data trends would appear if DuPage County were excluded. Secondly, Cook County, the largest county in the state, reported delinquency petition filing and adjudication data for only a seven-month period in 1997. This anomaly disrupts the continuity of long-term statewide trends, but not the short-term regional trends (which compare 1995 to 1998 data). In this instance, Authority staff footnoted the affected graphs to help inform readers of its impact on the data.

Juvenile Delinquency Petitions Filed in Illinois

As was described earlier, when a juvenile is taken into police custody in Illinois, the officer assigned to the case may recommend a formal or informal station adjustment or refer the case to the county state’s attorney’s office and/or the county probation department for screening. If the authorities involved decide to file a juvenile delinquency petition, the processing of the juvenile moves to the juvenile court. Between 1985 and 1998, the number of delinquency petitions increased 42 percent, from 19,813 to 28,211 (Figure 13). More recently, between 1994 and 1998, the number of delinquency petitions filed in Illinois decreased 9 percent, from 31,161 to 28,211. The noticeable dip in 1997 was the result of incomplete reporting by Cook County that year.

Figure 13

Long-Term Statewide Trends in Delinquency Petition Filings



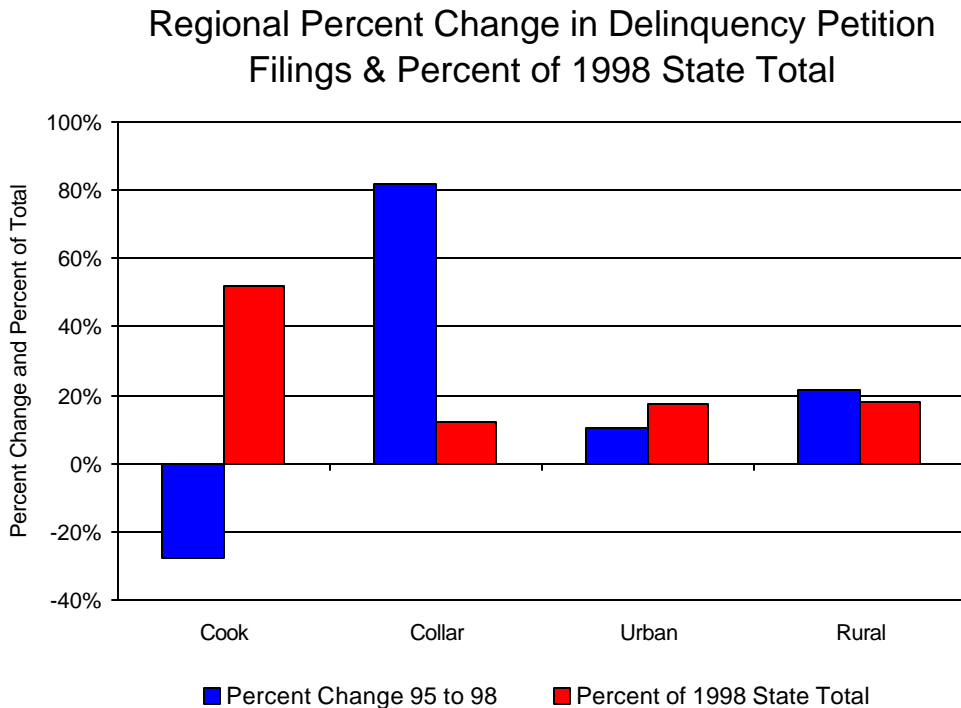
Source: Administrative Office of the Illinois Courts
 Note: Cook County reported partial data in 1997

Regional Trends in Juvenile Delinquency Petitions Filed

Although statewide juvenile delinquency petition filings decreased 9 percent between 1995 and 1998, changes in the number of delinquency petitions filed across specific geographic regions in Illinois varied. For example, Illinois collar counties experienced the largest percentage increase (82 percent), followed by rural counties (a 21 percent increase) and the urban counties which increased 10 percent. Cook County experienced a decrease in delinquency filings of 27 percent (Figure 14). The steep increase in the collar counties was due in large part to the absence of data for DuPage County in 1995. Excluding DuPage County, there was only a 15 percent increase for the remainder of the collar region.

Besides changes in delinquency petition filings experienced across the four geographic regions, it is also important to keep in mind which regions account for the majority of filings in Illinois. For example, while Cook County experienced a decrease in delinquency filings between 1995 and 1998, it still accounted for more than half of all delinquency filings in Illinois in 1998.

Figure 14

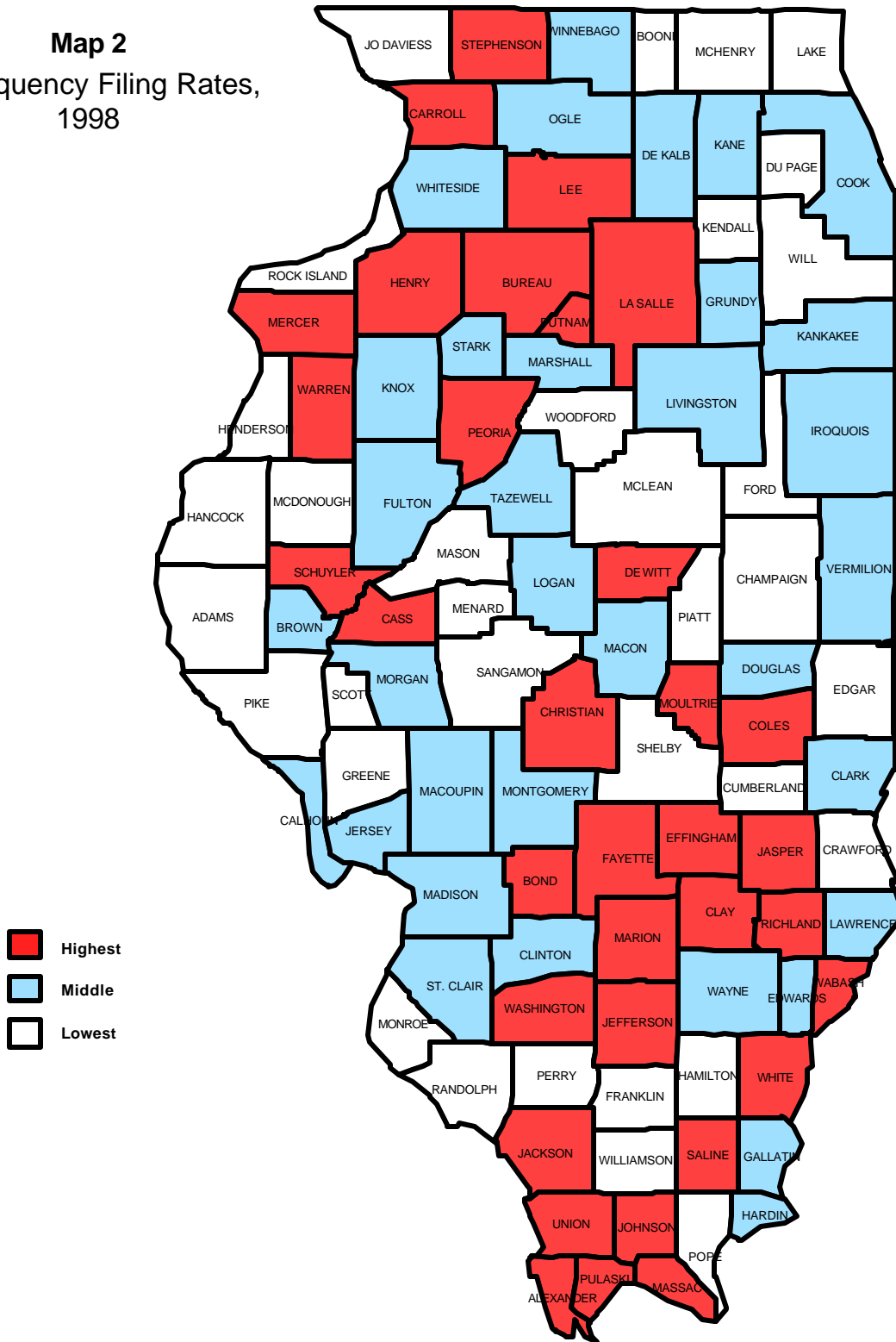


Source: Administrative Office of the Illinois Courts
Note: DuPage County did not report in 1995

Juvenile Delinquency Petition Filing Rates

In 1998, Cook County experienced the highest juvenile delinquency petition filing rate per juvenile population (1,671 per 100,000 juveniles), followed by Illinois' rural counties (1,536 per 100,000), the urban counties (1,156 per 100,000) and the collar counties (722 per 100,000). However, since these regional rates can mask underlying trends, delinquency petition filing rates were also calculated individually for each of Illinois' 102 counties (see Appendix I). In order to summarize the rates, counties were grouped into the 34 counties with the highest rate (Highest), the 34 with the lowest rate (Lowest), and the 34 counties, with rates, which fell in the middle (Middle). The counties in the "highest" group had delinquency filing rates that ranged from 1,758 per 100,000 to 4,451 per 100,000. Although the delinquency petition filing rates varied dramatically across individual counties, 32 of the 34 counties in the "highest" delinquency filing rate group in 1998 were rural counties. On the other hand, four of the five collar counties had a 1998 delinquency filing rate that place them in the "lowest" category (Map 2).

Map 2
 Delinquency Filing Rates,
 1998



Other Cases Heard in Juvenile Court

Although the majority of juvenile court cases involve delinquency petitions, Illinois juvenile courts also handle the legal needs of a number of other youth. Non-delinquency proceedings are patterned after civil cases. The burden of proof is a preponderance of evidence, not the “beyond a reasonable doubt” standard used in delinquencies and hearsay is more admissible. In addition to delinquency petitions, the Illinois Juvenile Court Act defines five other types of juvenile petitions:

Neglected or abused minors: Neglected minors are those younger than 18 who do not receive necessary support or are abandoned by their parents or guardians, or whose environments are harmful to their welfare; abused minors are those younger than 18 who have been physically or sexually abused. In 1998, there were 6,413 neglect and abuse petitions filed in Illinois’ juvenile courts, with 4,333 of these being filed in Cook County.

Dependent minors: Dependent minors are those younger than 18 whose parents or guardians are deceased or disabled, or who are without proper care (though not through the fault of the parent or guardian), or whose parents or guardians wish to relinquish all parental control. In 1998, there were 104 petitions filed for dependent minors in Illinois.

Minors requiring authoritative intervention (MRAI): MRAIs are those younger than 18 who have run away or who are beyond the control of their parents or guardians so that their physical safety is in immediate danger. In 1983, MRAI petitions replaced the previous petition category of *Minors in need of supervision (MINS)*, allowing for a narrower classification scheme for juvenile problems. In 1998, there were 205 juveniles petitioned as MRAI, with one of these juveniles in Cook County.

Truant minors in need of supervision: Truants are those minors reported by a regional school superintendent (or, in Chicago, by the Office of Chronic Truant Adjudication) to be chronically absent from school. In 1998, 483 juveniles were petitioned as truant minors. During that same year, 124 juveniles were adjudicated as truant in Illinois’ juvenile courts.

Addicted Minors: Addicted minors are those younger than 18 addicted to alcohol or drugs, as defined under Illinois’ Alcoholism and Other Drug Dependency Act. In 1998, seven petitions for addicted minors were filed in Illinois juvenile courts.

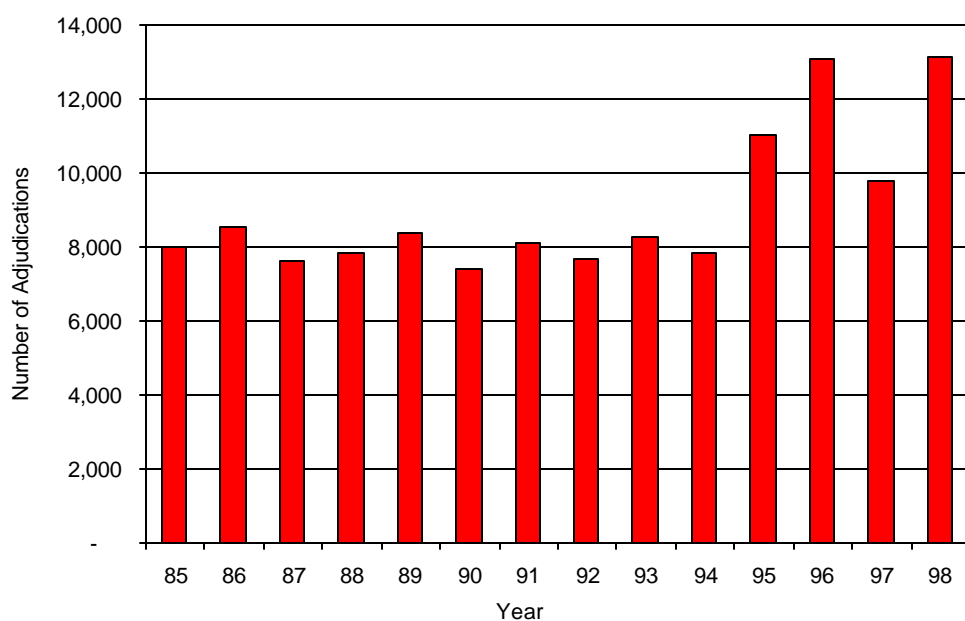
Juvenile Delinquency Petitions Adjudicated in Illinois’ Juvenile Courts

The adjudicatory hearing, which under the Juvenile Justice Reform Act is now called a trial (the same as in the adult system), generally must take place within 30 calendar days of the detention hearing if the youth is detained, or within 120 days if the juvenile is not detained. Under certain circumstances, these time limits can be extended. If the court finds delinquency, it sets a date for a dispositional hearing. Again, the new reform provisions have re-named this a sentencing hearing, to unify the language with the adult system.

Between 1985 and 1998, the number of juvenile delinquency petitions adjudicated statewide increased 64 percent, from 8,006 to 13,137. Incomplete reporting by Cook County in 1997 produced the noticeable decline that year in statewide adjudications. During most of the period analyzed, the number of delinquency adjudications hovered near 8,000 before increasing to more than 11,000 in 1995 (Figure 15). Between 1995 and 1998, the number of delinquency adjudications statewide in Illinois increased 19 percent.

Figure 15

Long-Term Statewide Trends in Delinquency Adjudications



Source: Administrative Office of the Illinois Courts

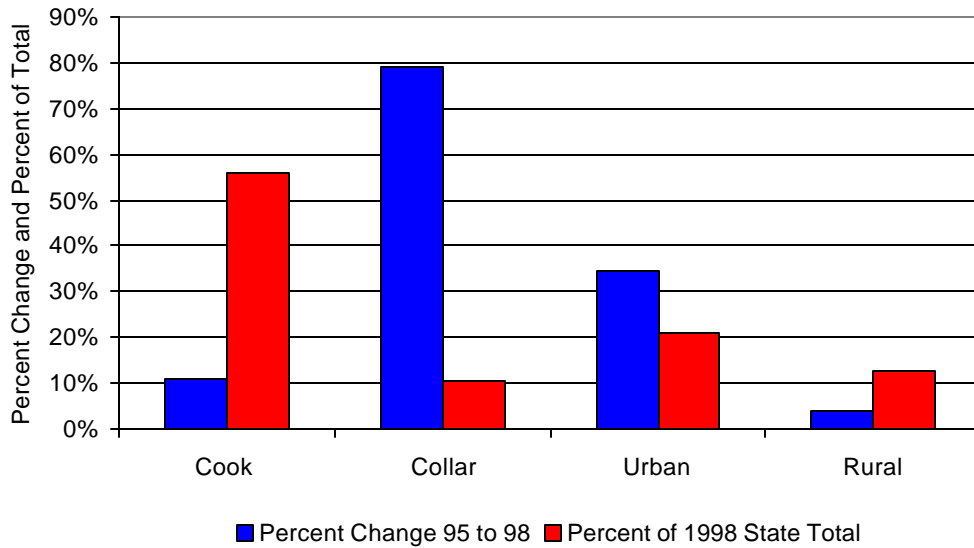
Note: Cook County reported partial data in 1997

Regional Trends in Juvenile Delinquency Petitions Adjudicated

Although there was a 19 percent increase in delinquency adjudications statewide between 1995 and 1998, the percent change in delinquency adjudications varied dramatically across the geographic regions examined (Figure 16). The large increase shown in Figure 16 for the collar counties is due to the absence of DuPage County data in 1995. Factoring out the influence of non-reporting reveals that the remainder of the region actually experienced a 28 percent *decrease* in delinquency adjudications. Cook County, which accounted for the majority (56 percent) of delinquency adjudications statewide in 1998, experienced a small increase. Illinois urban counties experienced a rather dramatic increase (34 percent) in delinquency adjudications, but accounted for only 21 percent of the adjudications statewide in 1998. During the period analyzed, Illinois rural counties experienced a slight increase in the number of delinquency adjudications (approximately 4 percent).

Figure 16

Regional Percent Change in Delinquency Adjudications & Percent of 1998 State Total



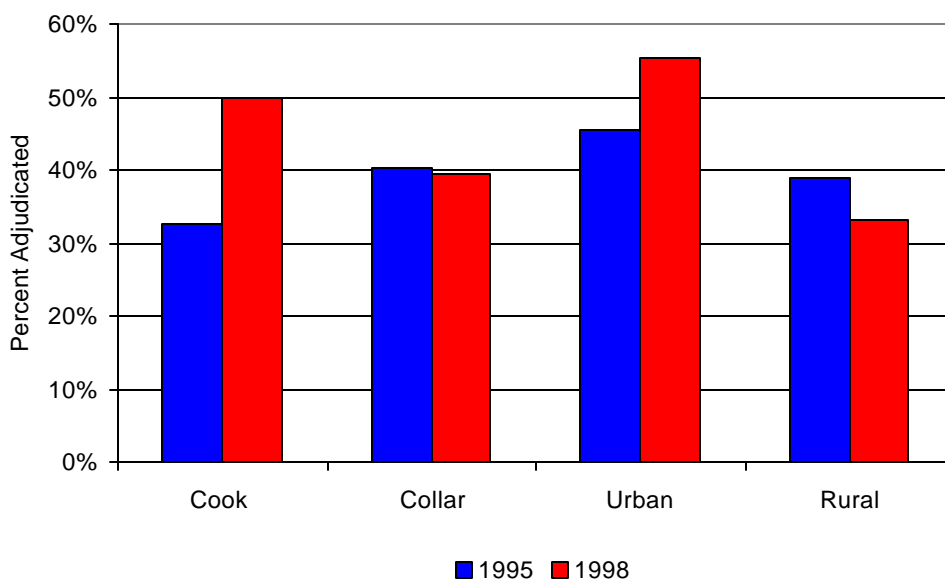
Source: Administrative Office of the Illinois Courts
Note: DuPage County did not report in 1995

Percent of Petitions Adjudicated Delinquent

While it is often useful to calculate rates per population when comparing activity levels across jurisdictions, another way to analyze delinquency adjudications is to consider the number of adjudications relative to the number of delinquency filings. In other words, what percent of delinquency filings actually result in an adjudication? Statewide, between 1985 and 1990, the proportion of delinquency petitions adjudicated in Illinois decreased from 40 percent to 29 percent. Most recently, however, between 1995 and 1998 the proportion of delinquency petitions adjudicated statewide has gradually increased from 36 percent to 47 percent in 1998. However, when specific regions of Illinois are considered, the percent of filings adjudicated, and the changes experienced over time, varied (Figure 17).

Figure 17

**Percent of Filings Adjudicated by Region,
1995 and 1998**



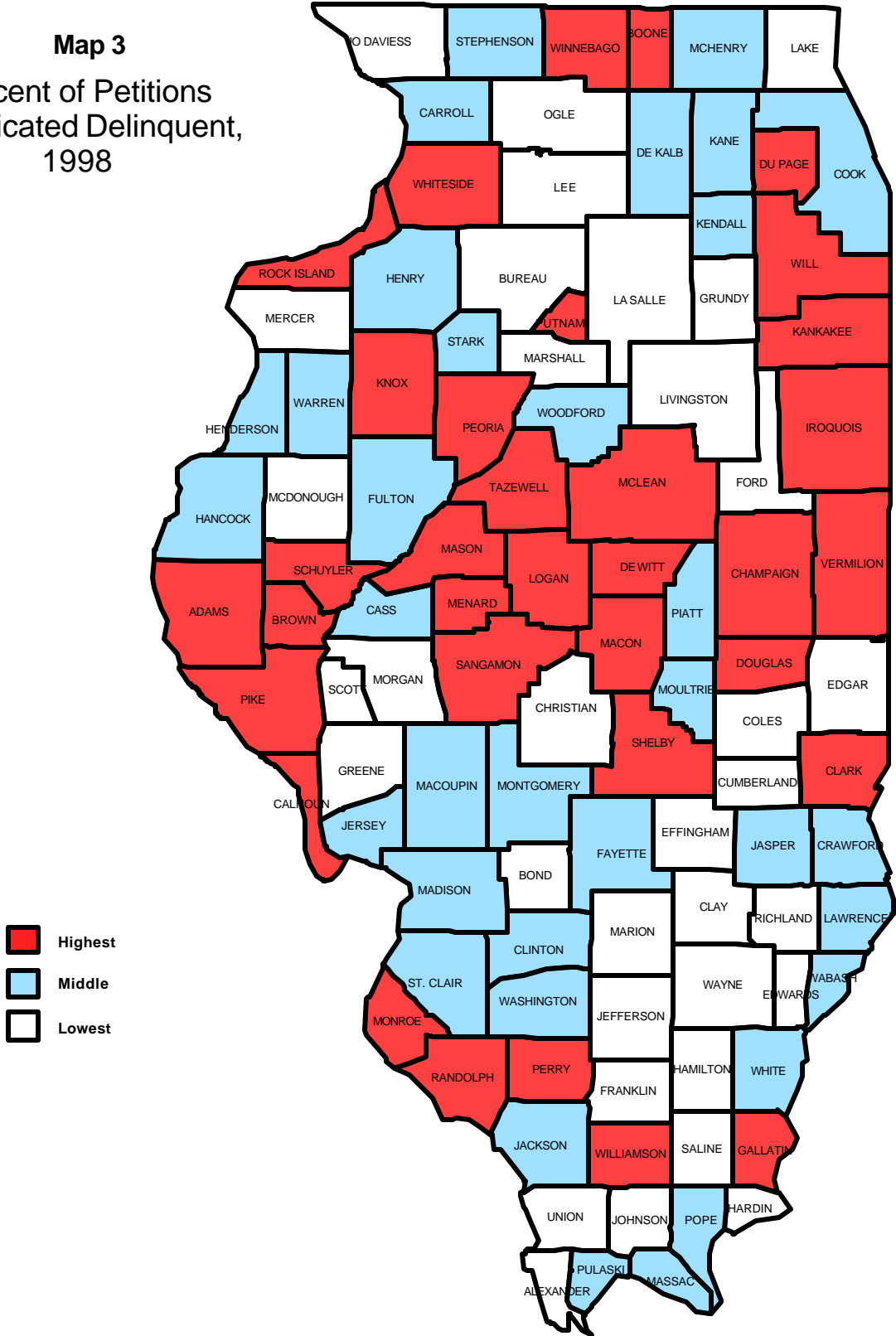
Source: ICJA calculations using data from the Administrative Office of the Illinois Courts

The proportion of delinquency petitions adjudicated between 1995 and 1998 increased in Cook County and the urban counties, and decreased in the rural counties, while the collar counties remained about the same. Specifically, in Cook County the proportion of delinquency filings adjudicated increased from 33 percent to 50 percent during this three-year period. The majority of cases not formally adjudicated are continued under

supervision for up to 24 months. In these circumstances, if all parties agree, the court may place the minor under its supervision for up to 24 months without a formal adjudication. The court may set conditions of supervision, including, but not limited to, school attendance, community service, and victim restitution. In many cases, an agreement not to adjudicate is achieved through plea-bargaining. The county probation department monitors juveniles placed under court supervision to ensure that they comply with the conditions of supervision; if the juvenile successfully completes supervision, records of the case are expunged. If the juvenile fails to satisfy the conditions, a petition to revoke supervision can be filed and the juvenile may be formally adjudicated. Besides being continued under supervision, juveniles who are not adjudicated delinquent may be found not delinquent or the case can be dropped by the state's attorney's office.

As with the analysis of delinquency petition filing rates, an analysis of the proportion of delinquency petitions adjudicated in 1998 was also conducted for each of Illinois' 102 counties (see Appendix I). Once again, county delinquency adjudication rates (the percent of filings resulting in an adjudication) were characterized as being ranked in the highest one-third, middle one-third, or lowest one-third. Map 3, on the following page, identifies those counties that experienced high, medium or low delinquency adjudication rates in 1998. Whereas with respect to delinquency *filing rates*, 32 rural counties and 2 urban counties ranked among the top 34 (see Map 2), the counties that ranked among the highest 34 in delinquency *adjudication rates* (percent of filings adjudicated) were more evenly divided; they included 20 rural, 12 urban, and 2 collar counties (see Map 3).

Map 3
Percent of Petitions
Adjudicated Delinquent,
1998



IV. JUVENILE DETENTION IN ILLINOIS

Introduction

After a juvenile is arrested, authorities decide how to handle temporary detention. In all counties, a juvenile probation officer's written authorization grants authority to the superintendent of any juvenile detention center to detain and keep a juvenile for up to 40 hours. Only juveniles 10 years of age or older can be held in a juvenile detention center. Once there is probable cause to believe that the minor is delinquent, detention authorization can be based on any of the following reasons:

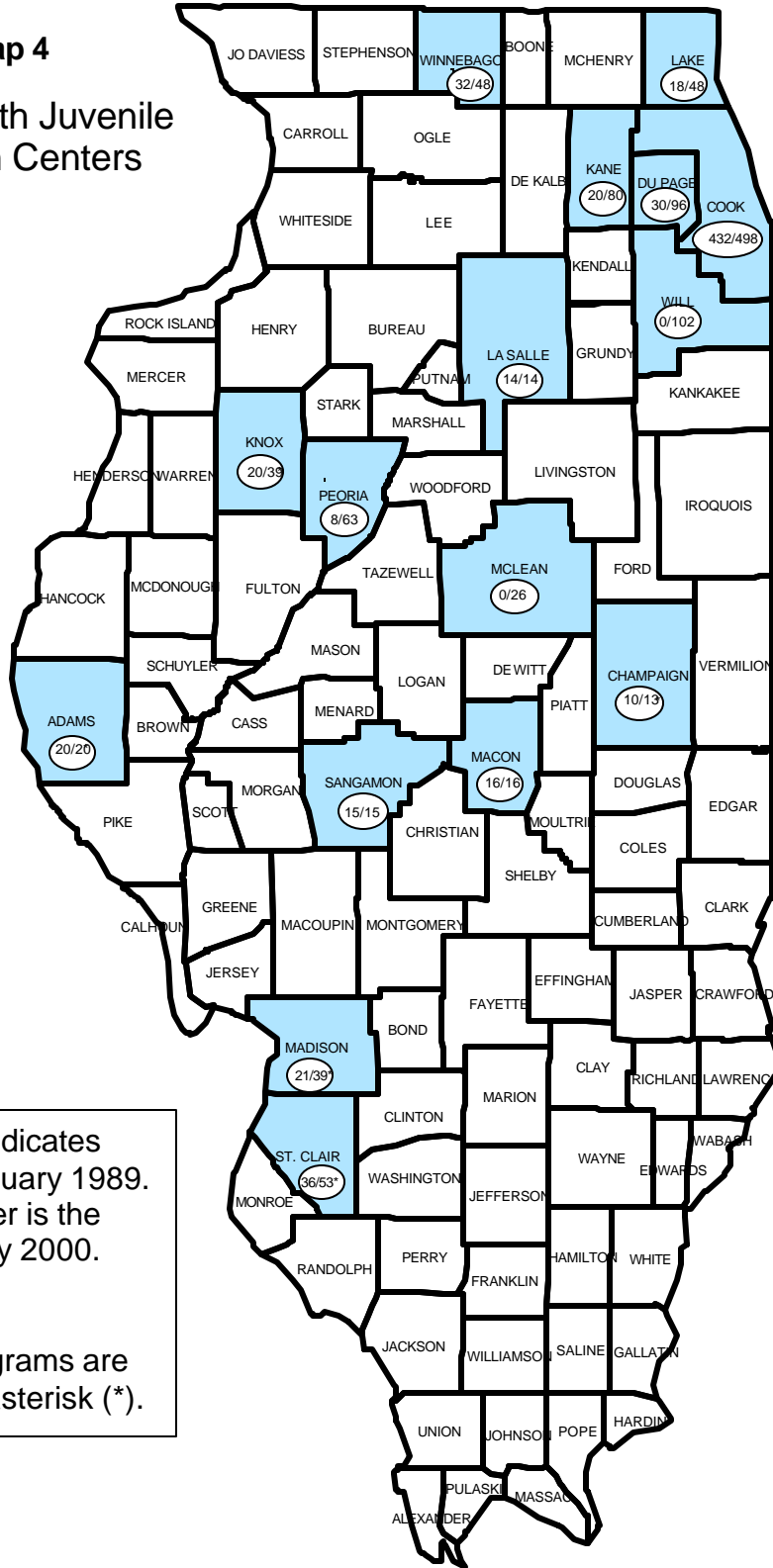
- Secure custody is of immediate and urgent necessity for the minor's protection or the protection of another person or his or her property;
- The minor is likely to flee the jurisdiction of the court; or
- The minor was arrested under a warrant.

The 16 juvenile detention centers operating in January 2000 had a capacity of 1,170 – 69 percent more than the combined capacity of juvenile detention in 1989 (Map 4), and 29 percent higher than the combined capacity in 1996. The capacity in five of these 16 detention centers is 20 or fewer. Those counties that do not operate a juvenile detention center must purchase custody services from a county that does operate such a facility. Most counties contract with those geographically closest to them; however, in many instances, because the closest centers are full, probation departments needing to detain a juvenile must call centers throughout the state to find available bed space.

In emergencies, when all available space is full, a juvenile may be briefly detained in the adult county jail. As a result of increased concern about the safety of juveniles in adult facilities, as well as potential liability issues, Illinois lawmakers have placed limits on the amount of time juveniles can be detained in a county jail. That time limit was recently expanded, however, under the new juvenile court provisions. Currently, minors under 12 years of age may be detained for no more than 6 hours, but older juveniles may be detained for up to seven days. The length of time a juvenile can be held depends on what specific standards the jail or detention center meets. Juveniles detained in a county or municipal lockup are not permitted to come into or remain in contact with adults in that building's custody.

The majority of admissions to temporary juvenile detention centers are for juveniles who have been accused of committing delinquent acts. However, juvenile detention centers can also be used for short periods of detention that are part of a sentence following a finding of delinquency. Juveniles adjudicated delinquent can be ordered to serve up to 30 days in a county juvenile detention center, which includes time served prior to sentencing. Those ordered to longer periods of incarceration are committed to the Juvenile Division of the Illinois Department of Corrections.

Map 4
Counties with Juvenile Detention Centers



The first number indicates the capacity in January 1989. The second number is the capacity in January 2000.

Five counties with transportation programs are indicated with an asterisk (*).

Source: Administrative Office of the Illinois Courts, Probation Division

Juvenile Detention Data

Data collected and published by the Administrative Office of the Illinois Courts' Probation Division were used to examine admissions to Illinois' temporary detention centers for the years 1985 to 1998. As with filing and adjudication data, only aggregate detention admission data have been collected by AOIC. In other words, the data only indicate total juvenile admissions and cannot be separated by age, race, gender, or offense type. However, there is availability of more specific and detailed data on juveniles admitted to temporary detention centers in recent years from the Juvenile Monitoring Information System (JMIS). JMIS is run by the Illinois Department of Human Services, and contains detailed case-level data reported by each of the 16 juvenile detention centers. Although the system has existed since the early 1980s, complete and accurate data are available only for 1998 and 1999. While these data do not allow for the consideration of long-term trends, it is possible to determine the age, race, and gender of juveniles admitted to detention centers for those years. In addition, information on the specific offense the juvenile was accused of, or adjudicated for, is also reported through JMIS.

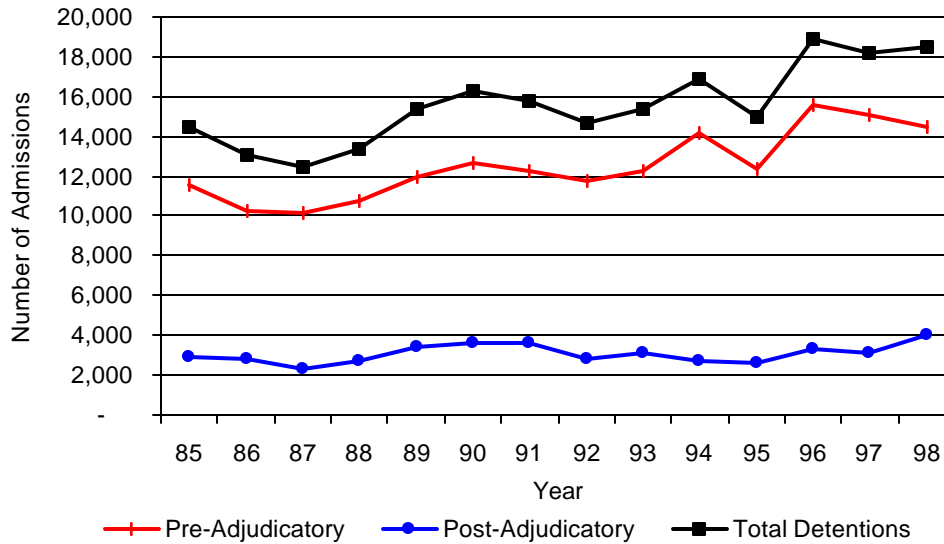
Total Juvenile Detention Center Admissions

After a juvenile is taken into police custody, authorities decide how to handle temporary detention. In all counties, a juvenile probation officer's written authorization grants authority to the superintendent of any juvenile detention center to detain and keep a juvenile for up to 40 hours. A juvenile may be placed in a temporary detention facility for up to 40 hours prior to a detention hearing, and then generally up to 30 days prior to an adjudication hearing. These two types of detention admissions are considered *pre-adjudicatory* detention. Those juveniles who have been found delinquent can be placed in a temporary facility for up to 30 days, minus any time already served, in *post-adjudicatory* detention.

Based on data reported to the AOIC, between 1985 and 1998, total juvenile admissions to detention centers in Illinois increased 28 percent, from 14,433 to 18,541 (Figure 18). Throughout the entire period analyzed, admissions for pre-adjudicatory detention accounted for the majority of admissions. In 1998, pre-adjudicatory admissions totaled 14,490, or 78 percent of all juvenile detention admissions statewide. Between 1985 and 1998, admissions for pre-adjudicatory detention admissions in Illinois increased 26 percent, from 11,545 to 14,490, while post-adjudicatory admissions increased 40 percent, from 2,888 to 4,051.

Figure 18

**Long-Term Statewide Trends in
Detention Center Admissions**



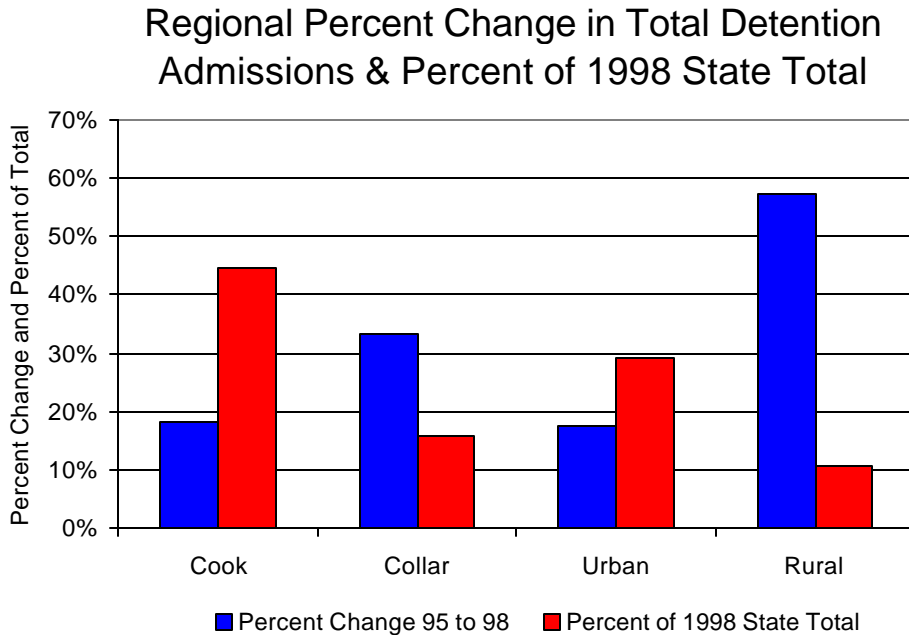
Source: Administrative Office of the Illinois Courts
 Note: 1990 and 1991 include estimated data for Cook County

Regional Trends in Total Detention Center Admissions

Although statewide detention center admissions increased moderately between 1995 and 1998, considerable differences in detention center admission trends were experienced across Illinois' geographic regions. While some of these differences may be due to increased numbers of juveniles being taken into police custody for certain crimes (see Chapter II); increased admissions may also be due to increases in available bed space (see Map 4).

All regions experienced increases in admissions between 1995 and 1998 (Figure 19). Detention admissions from the rural counties experienced the largest percentage increase (57 percent) across the regions analyzed during this time, followed by the collar counties (33 percent). The collar county increase was inflated due to non-reporting by DuPage County in 1995. The rest of the region experienced a 10 percent *decrease*. Cook County and the urban counties experienced small increases, with 18 percent and 17 percent respectively. Despite the fact that Cook County experienced only a slight increase, almost 45 percent of all detention admissions statewide in 1998 took place in Cook County.

Figure 19



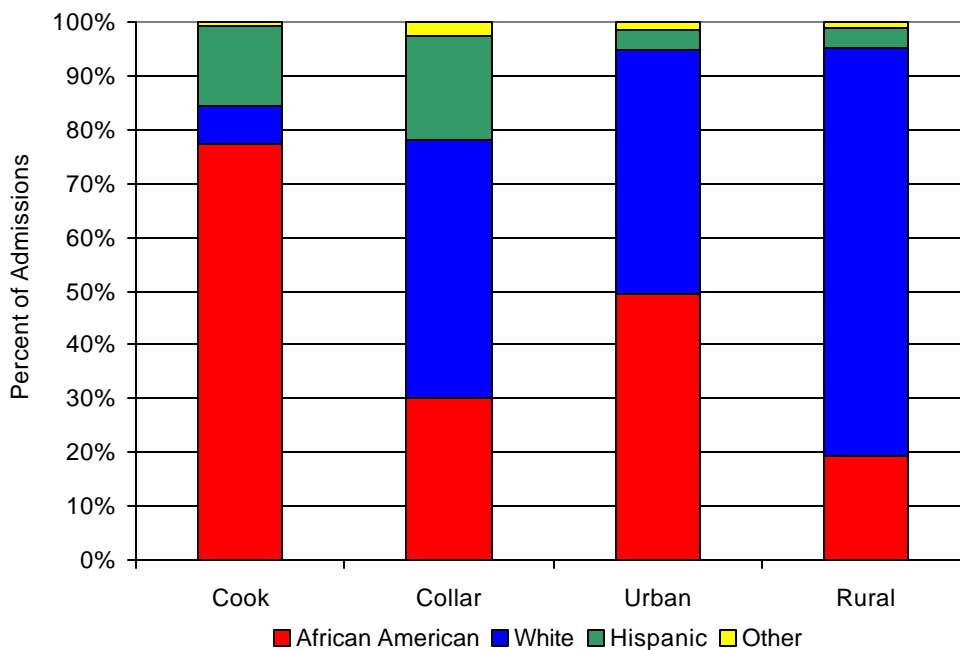
Source: Administrative Office of the Illinois Courts
Note: DuPage County did not report in 1995

Characteristics of Juvenile Detention Admissions Based on JMIS Data

Based on data available through the Juvenile Monitoring Information System (JMIS), detailed data on the demographic and offense characteristics of juveniles placed in detention are also available. In the years 1998 and 1999 the majority of the juveniles placed in detention came from Cook County (41 percent) and the urban counties (31 percent). In general, a larger proportion of admissions from Cook County were minorities (66 percent) and males (90 percent) than in other regions. In Cook County, 77 percent of the juveniles admitted to the detention center were African-American, and 15 percent were Hispanic. In the rest of the state the proportions of both African-Americans and Hispanics admitted to detention centers were lower (Figure 20). For example, African-Americans accounted for 30 percent of detention center admissions from the collar counties and 50 percent of admissions from the urban counties. Hispanics accounted for 19 percent of admissions from the collar counties and four percent of the admissions from urban counties. Lastly, in the rural counties, the proportions of minorities admitted to the detention centers were especially low, African-Americans accounted for 19 percent of admissions and Hispanics accounted for about four percent of admissions.

Figure 20

1998-1999 Admissions to Juvenile Detention Centers, Region by Race

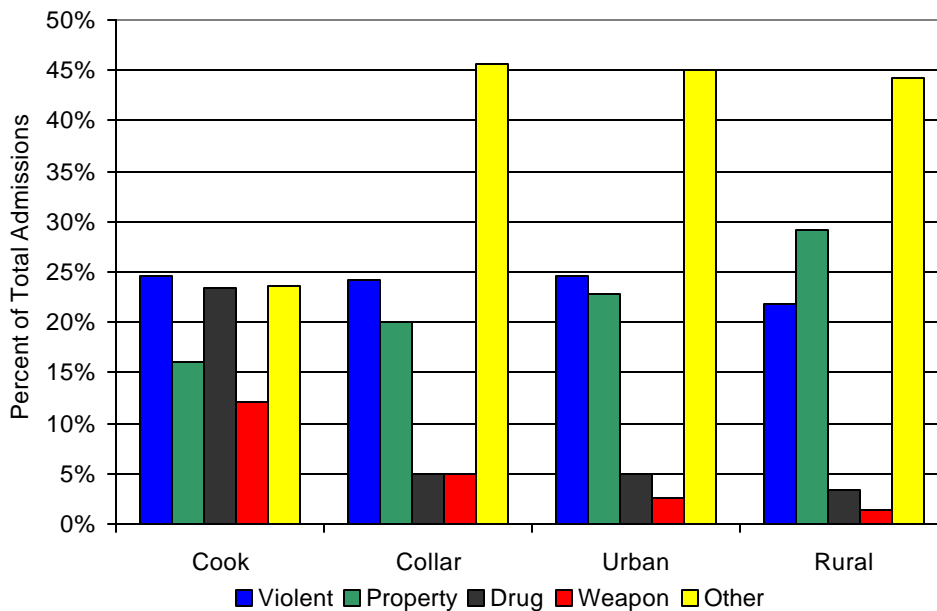


Source: Juvenile Monitoring Information System

In addition to demographic differences in detention center admissions between Cook County and the other regions of Illinois, there were also differences with respect to the type of offense for which juveniles were admitted. The single largest category of admissions to detention from Cook County during the calendar years 1998 and 1999 was violent offenses (almost 25 percent), whereas the largest category of admissions in the rest of Illinois was for the “other” category which consisted largely of probation violations and contempt of court violations (Figure 21). Whereas, approximately one-quarter of admissions across all regions were for violent crimes, there were considerable regional differences in the portions of property and drug offenses among detention admissions. For example, in Illinois’ rural counties, property offenses accounted for almost 30 percent of all admissions, compared to 16 percent in Cook County. In Cook County, on the other hand, drug offenses accounted for 24 percent of all admissions, compared to 3 percent in the rural counties.

Figure 21

1998-1999 Admissions to Juvenile Detention Centers, Region by Offense Type



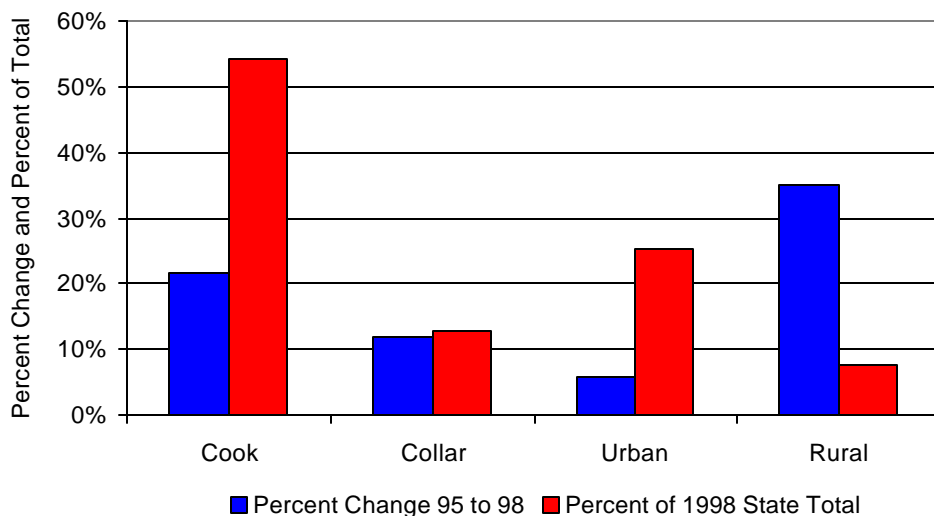
Source: Juvenile Monitoring Information System

Regional Trends in Pre-Adjudicatory Detention Center Admissions in Illinois

Although the number of admissions for pre-adjudicatory detention increased 17 percent statewide in Illinois between 1995 and 1998, the increase experienced among the regions varied (Figure 22). The highest increases in pre-adjudicatory detention admissions were experienced in Illinois' rural counties (35 percent) and in Cook County (22 percent). The collar and urban counties experienced slight increases in pre-adjudicatory detention admissions, 11 percent and 6 percent, respectively. Excluding DuPage County, the rest of the collar region had a 20 percent *decrease*. Again, the increased admissions in the other regions may be attributable to increases in juveniles being taken into police custody for specific offenses or increased availability of detention beds resulting from the expansion of several of the facilities during the past few years. During 1998, more than one-half of all pre-adjudicatory detention admissions statewide occurred in Cook County.

Figure 22

Regional Percent Change in Pre-Adjudicatory Admissions & Percent of 1998 State Total



Source: Administrative Office of the Illinois Courts

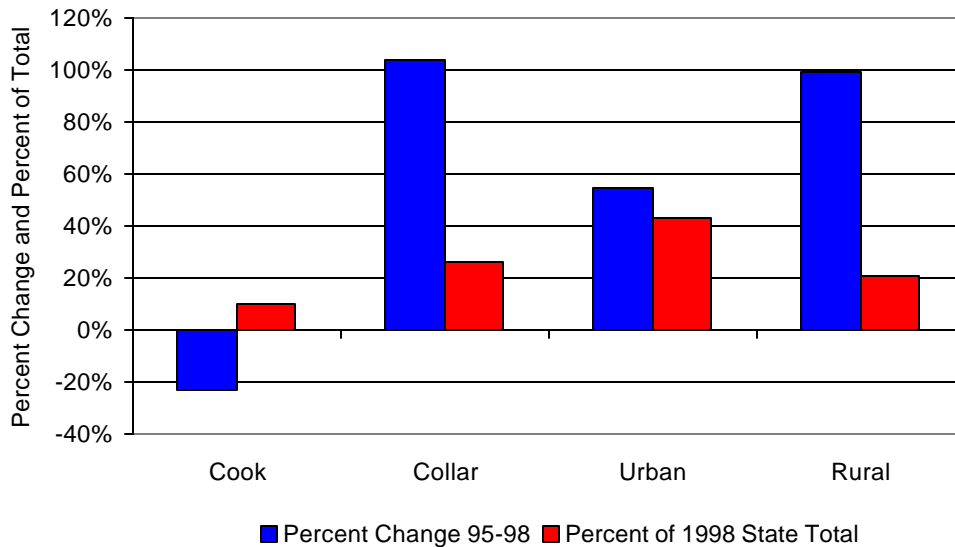
*Totals Do Not Reflect Counties Not Reporting
Note: DuPage County did not report in 1995

Regional Trends in Post-Adjudicatory Detention Center Admissions in Illinois

The number of statewide admissions for post-adjudicatory detention increased 55 percent between 1995 and 1998. However, large variations existed across the regions of the state (Figure 23). Increases in post-adjudicatory detention admissions were experienced across all the regions, except Cook County where there was a 23 percent drop in post-adjudicatory detention admissions. The collar counties and the rural counties experienced the greatest increases in post-adjudicatory detention admissions with each of these regions doubling the post-adjudicatory detention admissions between 1995 and 1998. The collar county region excluding DuPage still had a 24 percent increase. The urban counties, which accounted for 43 percent of post-adjudicatory detention admissions in 1998, experienced a 54 percent increase between 1995 and 1998.

Figure 23

Regional Percent Change in Post-Adjudicatory Admissions & Percent of 1998 State Total



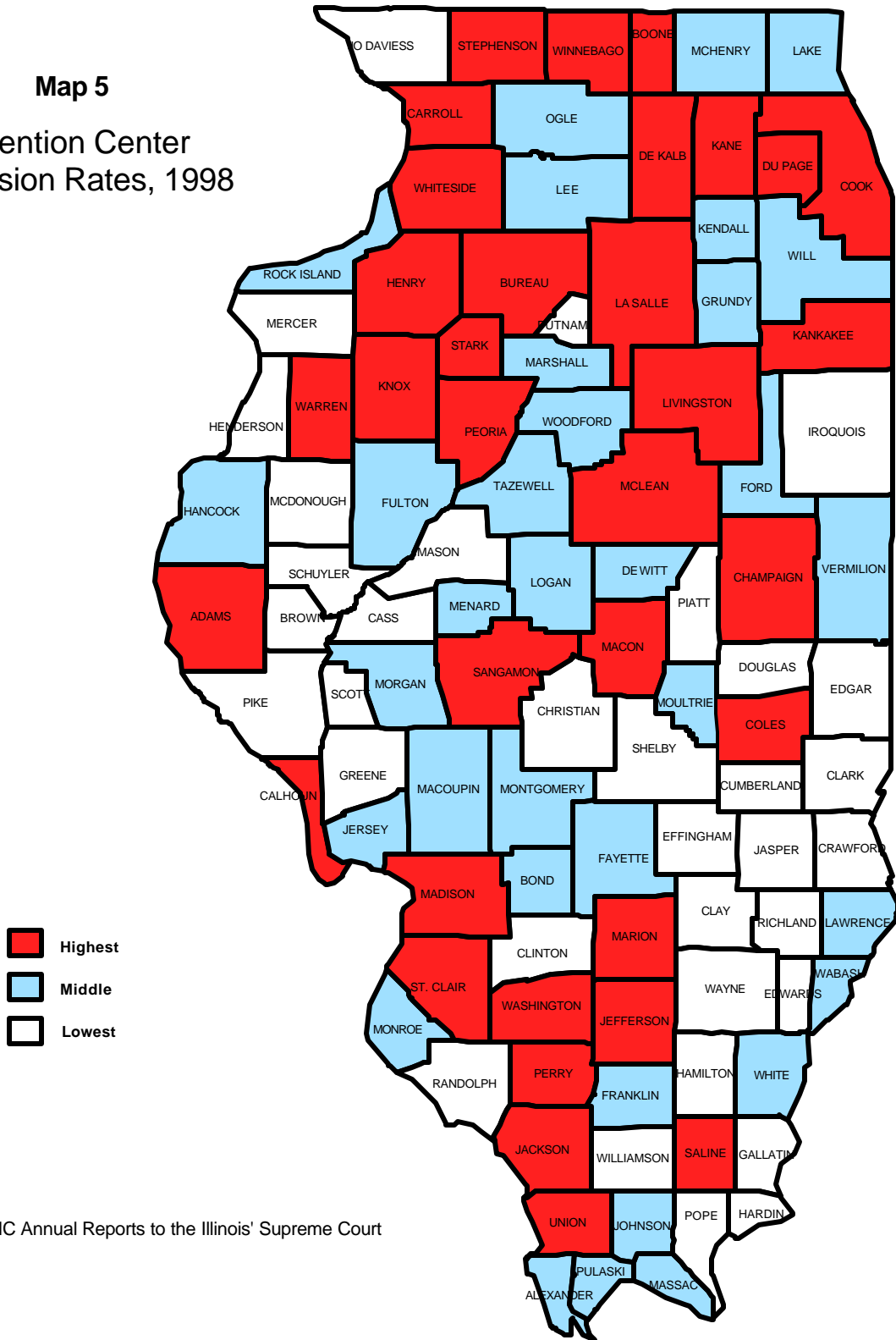
Source: Administrative Office of the Illinois Courts

*Totals Do Not Reflect Counties Not Reporting
Note: DuPage County did not report in 1995

Juvenile Detention Admission Rates

As with previous analyses, county-specific detention admission rates for 1998 were also calculated and analyzed for each of Illinois' 102 counties (see Appendix). Again, the 34 counties with the highest detention admission rate (per 100,000 juvenile population) were included in the "Highest" group, while the 34 counties with the lowest rate per juvenile population were included in the "Lowest" group. Similar to the patterns found with the other county-specific rate analyses, the rural counties made up the greatest number of the jurisdictions in the "Highest" group. Among counties with the highest 1998 juvenile detention admissions rates 19 were rural, 12 were urban, 2 were collar counties, and one was Cook County. Of the 16 counties with juvenile detention centers in Illinois, 13 were among those counties with the highest juvenile detention admission rates (Map 5).

Map 5
Detention Center
Admission Rates, 1998



Source: AOIC Annual Reports to the Illinois' Supreme Court

V. JUVENILE PROBATION IN ILLINOIS

Introduction

All circuit courts in Illinois provide juvenile probation services, which are primary services for both alleged and adjudicated delinquents. In some jurisdictions, juvenile probation departments provide pre-court intake screening services, often in collaboration with the county state's attorney's office. Probation departments may also provide supervision over juveniles for whom no delinquency petition has been filed, subsequent to a "probation adjustment," as introduced under the Juvenile Justice Reform Act. In this role, they provide a number of intervention strategies designed to divert juvenile offenders from the formal court process.

For adjudicated delinquents, the primary function of juvenile probation is to provide the court with investigative and case supervision services. Juveniles adjudicated delinquent can be placed on probation for a maximum of five years or until age 21, whichever comes first. In addition to monitoring compliance with court-imposed conditions, probation departments typically operate both direct and referral services. Direct services range from general counseling to specific treatment and supervision strategies for specialized caseloads. Referral services range from professional assessment and psychological services to placements for residential treatment services. In most jurisdictions, one or more officers supervise only juvenile cases. In small departments, however, officers may supervise mixed caseloads of adult and juvenile offenders. In addition, as discussed earlier, the majority of delinquency petitions not adjudicated are continued under supervision for up to 24 months. The county probation department also monitors these juveniles to ensure they comply with the conditions of supervision.

While probation is the most frequent disposition for juveniles who are adjudicated delinquent, Illinois' Juvenile Court Act allows the court to impose a variety of additional conditions on probationers (705 ILCS 405/5-715). The Juvenile Court Act also allows for judges to modify the conditions of probation, and the process for modification when a violation takes place is intended to hold the juvenile accountable and provide for a system of graduated sanctions. Besides not violating any statutes, the additional conditions of probation that can be imposed include:

- Work or pursue vocational training;
- Undergo medical or psychiatric treatment;
- Support his or her dependents, if any;
- Refrain from possessing a firearm or other dangerous weapon;
- Reside with his/her parents or in a foster home;
- Attend school;
- Make restitution;
- Contribute to his/her own support at home or in foster care;
- Perform community service;

- Participate in a community corrections program including Unified Delinquency Intervention Services administered by the Department of Human Services;
- Pay court costs;
- Serve a term of home confinement;
- Refrain from entering a designated geographic area;
- Refrain from having any contact with certain specified persons; and
- Refrain from having in his/her body any illicit drugs.

Juvenile Probation Data

Much of Illinois' probation data are limited to aggregate caseload measures reported to AOIC's Probation Division by county probation departments. As with the other juvenile court and detention data described earlier, it is not possible to determine specific demographic characteristics, including age, race, gender, and offense types for those placed on probation. However, some detail on the characteristics of juvenile probationers has been collected from county probation departments by the AOIC's Probation Division through exit surveys conducted between July 1997 and December 1999, and included in the report, *Juvenile Case Termination Summary: Case Exits 1997-1999*. The data collected on juveniles who were exiting probation during this period include the demographic and offense characteristics for 8,276 cases. From these data, it is possible to summarize some of the characteristics of Illinois' juvenile probation caseloads.

Juvenile Probation Caseloads

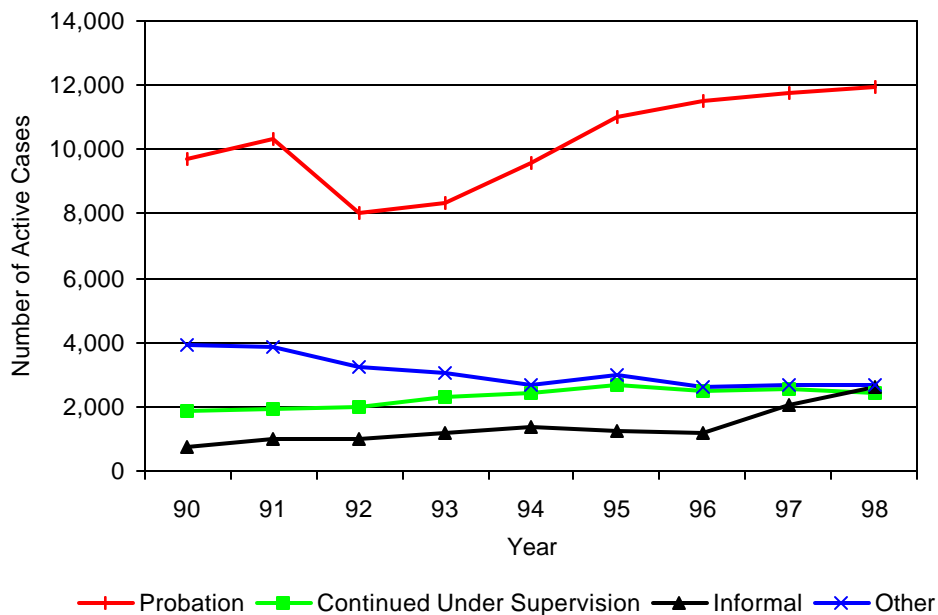
Historically, probation has been and still is the most frequent disposition for juveniles who are adjudicated delinquent in Illinois. Based on the aggregate data collected by AOIC, between 1990 and 1998, the number of juveniles on probation statewide in Illinois as a result of a delinquency adjudication increased 23 percent from 9,718 to 11,932 (Figure 24). Although juvenile probation caseloads experienced a 22 percent decrease between 1991 and 1992, much of this can be explained by the change that took place in the definition used in reporting by Cook County. Probation caseloads have continued to rise each year after 1992, increasing 49 percent between 1992 and 1998 (Figure 24).

Besides those who are adjudicated delinquent and receive a disposition of probation, there are other categories of juveniles who are part of the probation caseload as well. One such category is "juveniles continued under supervision." These are juveniles who are still in the adjudication process. A delinquency petition has been filed but if the juvenile complies with conditions set by the juvenile court judge, he/she can avoid being adjudicated delinquent. The number of juveniles continued under supervision increased by 30 percent between 1990 and 1998 from 1,864 to 2,431 (Figure 24). Between 1995 and 1998, the number of juveniles continued under supervision decreased 10 percent.

Informal probation cases are a diversion from formal court action (i.e., a delinquency petition has not been filed). They were formerly issued as part of a “preliminary conference” at the point of court intake. Since 1999, they have been referred to as “probation adjustments.” Probation adjustment plans can include: informal supervision with or without a probation officer involved; referrals to special educational, counseling, or other rehabilitative programs or residential treatment programs; and public or community service orders. Informal probation cases more than tripled between 1990 and 1998, from 758 to 2,605. In fact, between 1996 and 1998, informal probation cases more than doubled (Figure 24).

Figure 24

End-of-Year Active Juvenile Probation Caseloads



Source: Administrative Office of the Illinois Courts

Characteristics of Juvenile Probationers

Long-term trend information on the demographic characteristics and offenses for which persons are sentenced to probation is unavailable in Illinois. However, a recent snapshot of juvenile probationers is available through a *Juvenile Case Termination Summary of Case Exits, 1997-1999* conducted through the Administrative Office of the Illinois Courts’ (AOIC) Probation Division. In addition, the Illinois Criminal Justice Information Authority completed a time study in 1998 which examined the nature of juvenile probation activity throughout the state.

The time study concluded that a typical probation case in Illinois appears to involve about two hours of supervision time per month, with approximately 60 percent of the time involving actual engagement in the supervision activity. There are different levels of supervision intensity assigned to each probation case. The time study found that maximum supervision cases take an average 3.4 hours of supervision time per month, while medium supervision cases take 2.2 hours per month and minimum cases take 1.2 hours per month. An average of six contacts were made each month per case during the supervision function (for all three supervision levels), however, each increase in supervision level is associated with approximately three more contacts per month. This holds across county size, with inter-county variation being minimal.

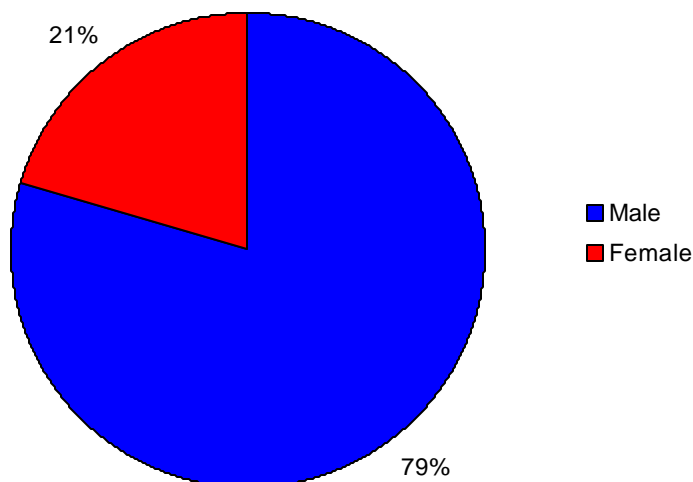
The Probation Services Division collects Juvenile Case Termination Summary forms on all active juvenile supervision cases exiting Illinois' probation departments. The Juvenile Case Termination Summary provides data on demographics, offense types, and case outcomes of juvenile probationers.

Demographic Data

The demographic profile provided by the Juvenile Case Termination Summary indicates that 79 percent of juveniles who completed their probation during the 1997-99 period were male and 21 percent were female (Figure 25).

Figure 25

Juvenile Probation Terminations by Gender July 1997 - Dec. 1999

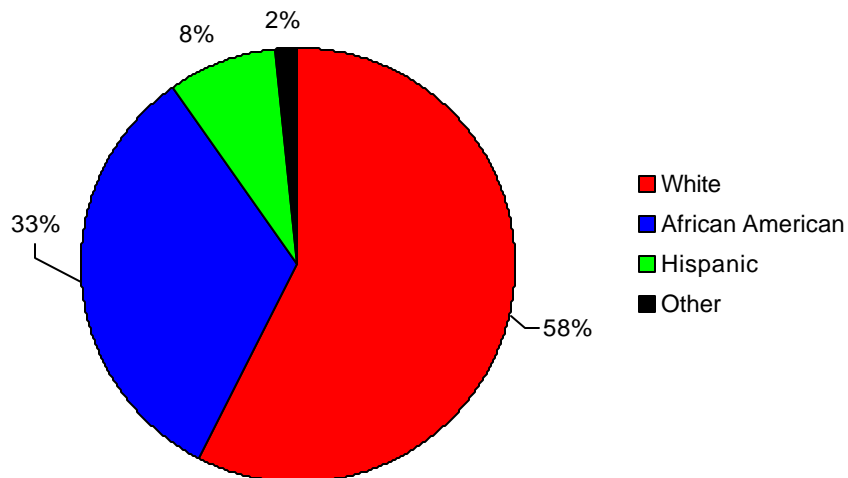


Source: Administrative Office of the Illinois Courts

Racial composition of juvenile probationers is also available through the Juvenile Case Termination Summary. Approximately one-half of the juveniles were white (58 percent), 33 percent African American, and 8 percent Hispanic (Figure 26).

Figure 26

Juvenile Probation Terminations by Race
July 1997 - Dec. 1999



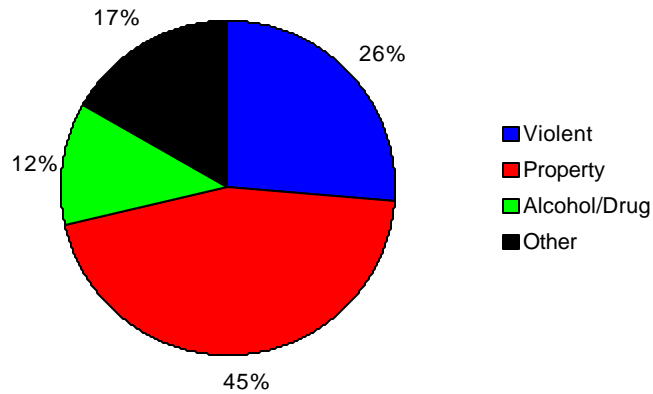
Source: Administrative Office of the Illinois Courts

Nature of Delinquent Activity

The most common offenses for juvenile probationers were property offenses (45 percent)--primarily comprised of burglary, theft and motor vehicle theft, and other property offenses, such as criminal damage to property, criminal trespass to land, etc. One quarter (26 percent) of the offenses were violent, and included assault/battery, weapons offenses, and sex offenses. Alcohol/drug violations comprised 12 percent of the offenses for this group of probationers (Figure 27).

Figure 27

Juvenile Probation Terminations by
Offense Type, July 1997 - Dec. 1999



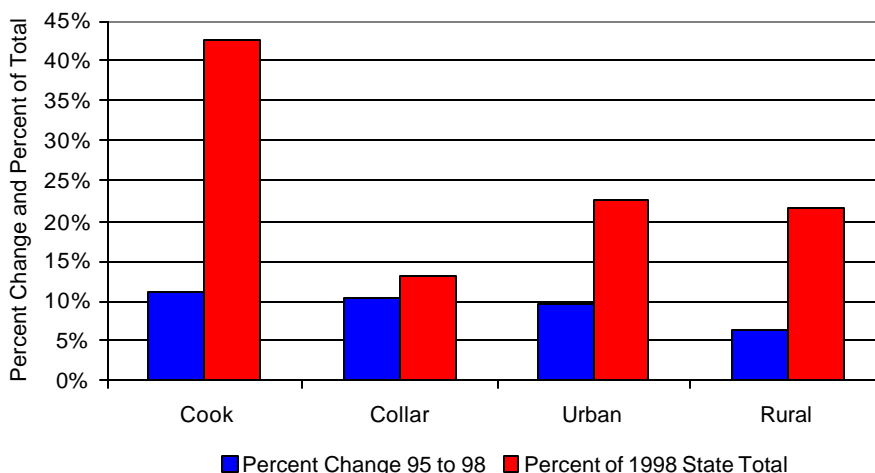
Source: Administrative Office of the Illinois Courts

Regional Trends in Juvenile Probation Cases

Based on the aggregate data reported to AOIC, there was a 10 percent statewide increase in juvenile probation cases between 1995 and 1998. There was, in fact, a consistent increase across all regions of the state during this time (Figure 28). Cook County experienced the largest percentage increase (11 percent), followed by the collar counties (10 percent), urban counties (nine percent), and rural counties (six percent). More than 40 percent of all juveniles on probation in Illinois in 1998 were being supervised in Cook County.

Figure 28

Regional Percent Change in Active Juvenile Probation Caseloads & Percent of 1998 State Total

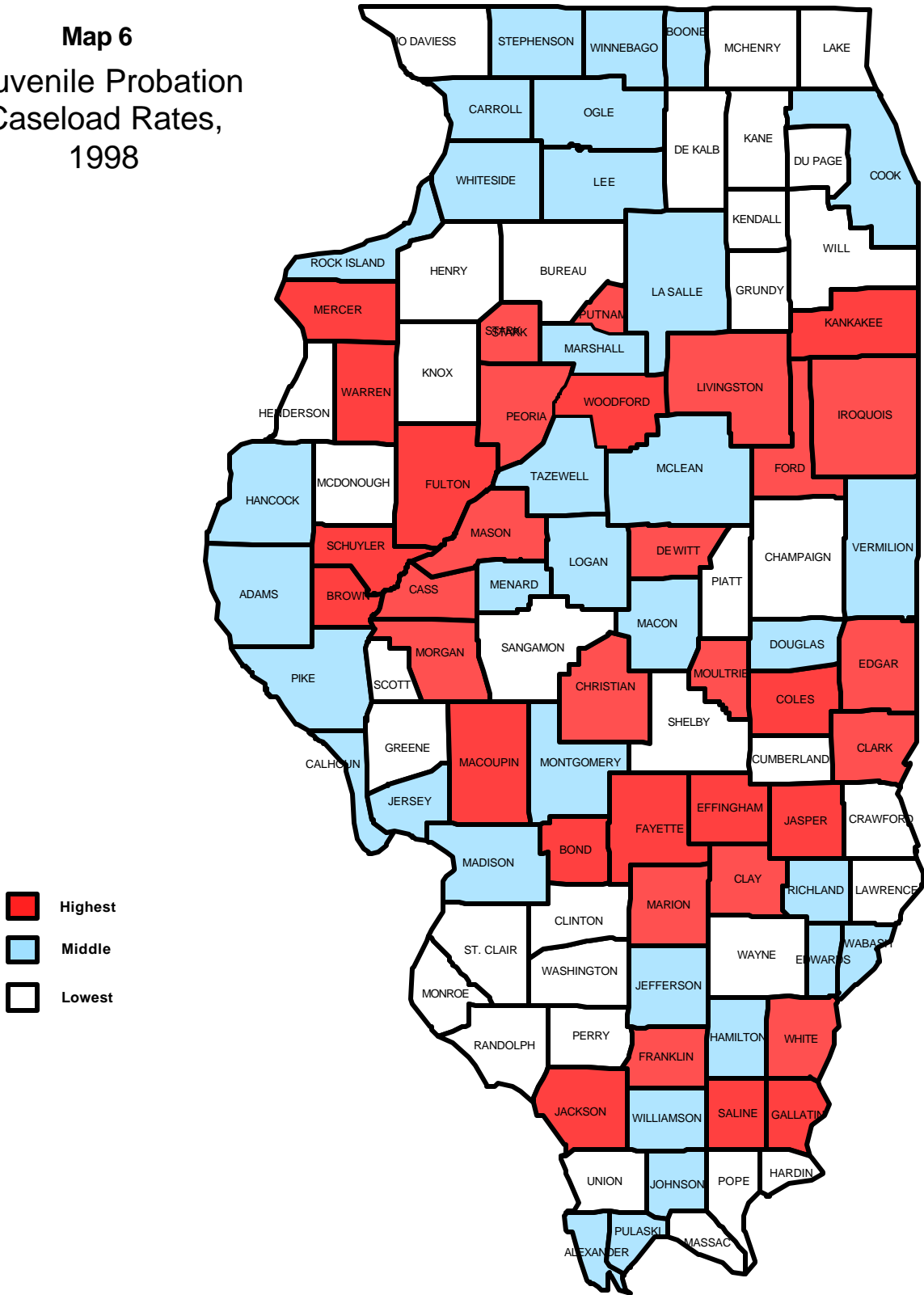


Source: Administrative Office of the Illinois Courts

Juvenile Probation Caseload Rates

County-specific juvenile probation caseload rates per juvenile population were also calculated for 1998 (see Appendix I). Summarized in the map on the following page are those counties that were ranked among the 34 “Highest”, “Middle”, and “Lowest” juvenile probation caseload rates. As with most previous county-specific analyses of juvenile justice activity rates, the majority of counties with the highest juvenile probation caseload rates were rural. Of the 34 counties with the highest juvenile probation caseload rates, 31 were rural counties and three were urban counties (Map 6).

Map 6
Juvenile Probation
Caseload Rates,
1998



VI. JUVENILE COMMITMENTS TO THE ILLINOIS DEPARTMENT OF CORRECTIONS' JUVENILE DIVISION

Introduction

While county-level secure juvenile detention is relatively short-term, the Illinois Department of Corrections' Juvenile Division provides long-term custody for youths 13 to 21 years old (depending on the type of commitment). The court can also send a youth to the Juvenile Division of IDOC for a maximum 90-day court evaluation period. After the evaluation period, the youth is brought back to the juvenile court and reviewed based on his/her evaluation. The court then determines whether the youth is to be released (usually to probation) or returned to IDOC for an indeterminate term. The Juvenile Division's mission is to provide secure custody, rehabilitative programs, and aftercare for youths committed. Both public safety and the youthful offender's needs are considered in making program decisions.

IDOC operates seven juvenile correctional facilities throughout the state. All male juveniles committed to IDOC are first sent to the intake center at St. Charles, while females are brought to the female intake center at Warrenville. At intake, a caseworker assesses and evaluates the juvenile's court documents, as well as educational, medical, behavioral, and mental health history. This assessment determines the youth's level of risk, appropriate programming, and any special needs. Officials then decide to which facility and living unit they will send the juvenile, and specific programs in which the juvenile needs to participate. 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.

Juveniles adjudicated delinquent can be committed to the Juvenile Division of IDOC for either a court evaluation or as a full commitment. A full commitment is not a determinate sentence, but rather an indeterminate sentence assessed at Administrative Review Dates (ARDs). The ARD for a juvenile delinquent is based on the youth's offense, previous delinquent history, and need. The ARD may be extended depending on the youth's progress.

The age at which a juvenile can be transferred to the Adult Division or must be released from IDOC supervision depends on whether or not the juvenile was committed as a delinquent from the juvenile court, or as a felon from the criminal court, as a Violent Juvenile Offender or Habitual Juvenile Offender, or for first degree murder. Juveniles adjudicated delinquent and committed to IDOC can never be transferred to the Adult Division. On the other hand, juveniles convicted in criminal court and committed to IDOC can be transferred to the Adult Division at age 17 and must be transferred when they reach age 21. Youths committed from the juvenile court for first degree murder, as a *Violent Juvenile Offender* (having been previously adjudicated for a Class 2 or greater felony involving violence against an individual or use of a firearm and then adjudicated for the same offenses) or a *Habitual Juvenile Offender* (having been twice adjudicated a

delinquent minor for felony offenses and adjudicated for a third time for certain specific offenses) can be held in the Juvenile Division until age 21 if their sentence warrants it, but cannot be transferred to the Adult Division.

Data

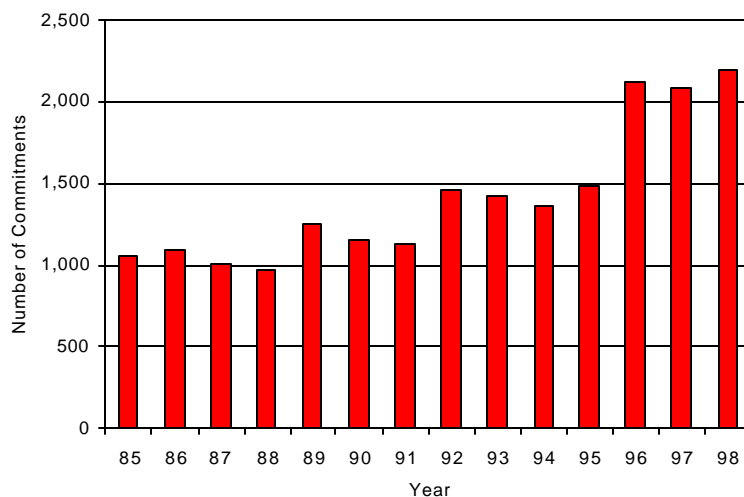
A number of data sources were used to examine trends and characteristics of those committed to the Juvenile Division of the Illinois Department of Corrections. Analyses of long-term and regional commitments from Illinois' juvenile courts, and long-term statewide trends in admissions from adult and juvenile courts, those committed for court evaluations, and those re-admitted for parole violations were based on aggregate data published in IDOC's *Human Services Plan* and from IDOC's *Statistical Summary of the Juvenile Division*. In addition, case-level data provided by IDOC were used to examine the offense types of those admitted to IDOC's Juvenile Division by region and admission type, as well as other regional breakdowns.

Juvenile Court Commitments to the Illinois Department of Corrections' Juvenile Division

A juvenile found delinquent in Illinois may receive any one, or combination of, dispositions. In general, a relatively small portion of juveniles adjudicated delinquent are committed to the Juvenile Division of IDOC. Based on data from IDOC, between 1985 and 1998, more than 19,000 juveniles were committed to the IDOC Juvenile Division from the juvenile courts in Illinois. During this period, the annual number of commitments more than doubled from 1,058 to 2,191 (Figure 29). Most recently, between 1995 and 1998, commitments to the Juvenile Division of IDOC from juvenile courts increased 48 percent.

Figure 29

Long-Term Statewide Trends of Juvenile Court Commitments to IDOC



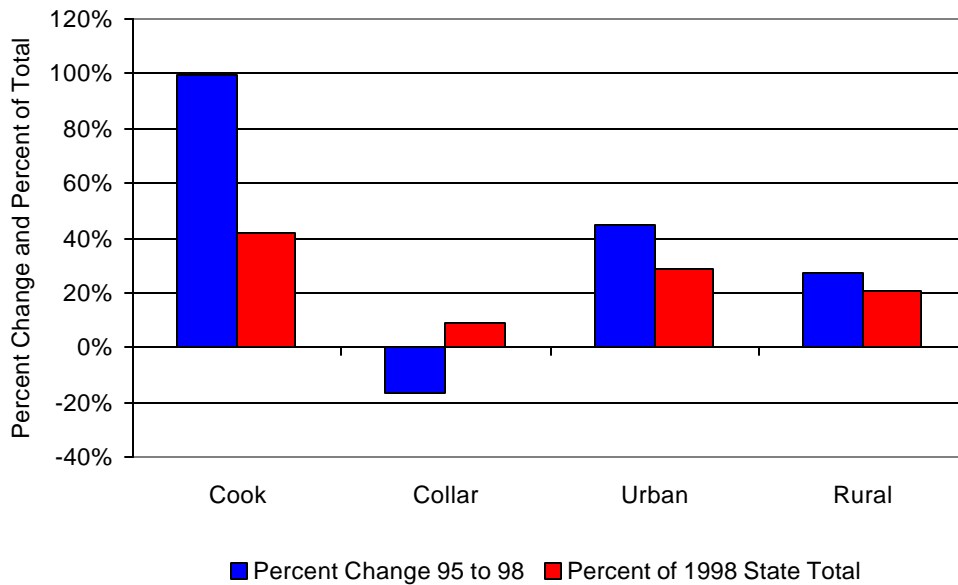
Source: Illinois Department of Corrections

Regional Trends in Juvenile Court Commitments to the Illinois Department of Corrections' Juvenile Division

Recent trends in the number of juvenile commitments across specific geographic regions in Illinois varied dramatically (Figure 30). During the period from 1995 to 1998, Cook County, which accounted for 42 percent of the statewide commitments to the IDOC Juvenile Division, also accounted for the largest percentage increase (100 percent) in juvenile court commitments to the IDOC Juvenile Division, followed by urban counties (45 percent) and Illinois' rural counties (28 percent). On the other hand, juvenile court commitments from the collar counties decreased 17 percent between 1995 and 1998.

Figure 30

Regional Percent Change in Juvenile Court IDOC Commitments & Percent of 1998 State Total



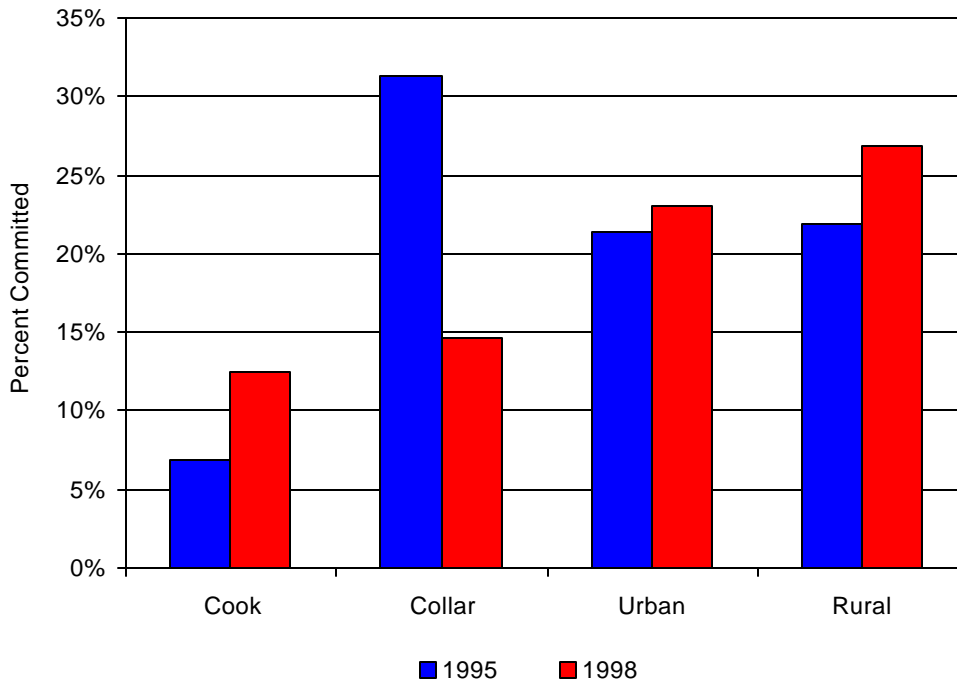
Source: Illinois Department of Corrections

Percent of Adjudications Committed to IDOC

Another way to consider commitments to the Juvenile Division of IDOC is to compare commitments to delinquency adjudications. In other words, what percent of juveniles adjudicated delinquent are committed to IDOC? Statewide, between 1985 and 1998, an estimated 16 percent of all juveniles adjudicated delinquent were committed to IDOC. Between 1995 and 1998, the proportion of adjudicated delinquents committed to IDOC statewide increased, from 13 percent of all adjudicated youths to 17 percent. As with other activities examined, trends differed dramatically across Illinois' geographic regions (Figure 31). For example, the proportion of juveniles adjudicated delinquent and committed to IDOC in Cook County increased from seven percent to 12 percent between 1995 and 1998. In Illinois' collar counties the proportion of adjudicated juveniles committed to IDOC decreased, from 31 percent to 15 percent between 1995 and 1998. Rural counties increased from 22 percent to 27 percent and urban counties increased from 21 to 23 percent.

Figure 31

**Percent of Adjudications Committed to IDOC,
by Region, 1995 and 1998**



Source: ICJIA calculations using Illinois Department of Corrections data

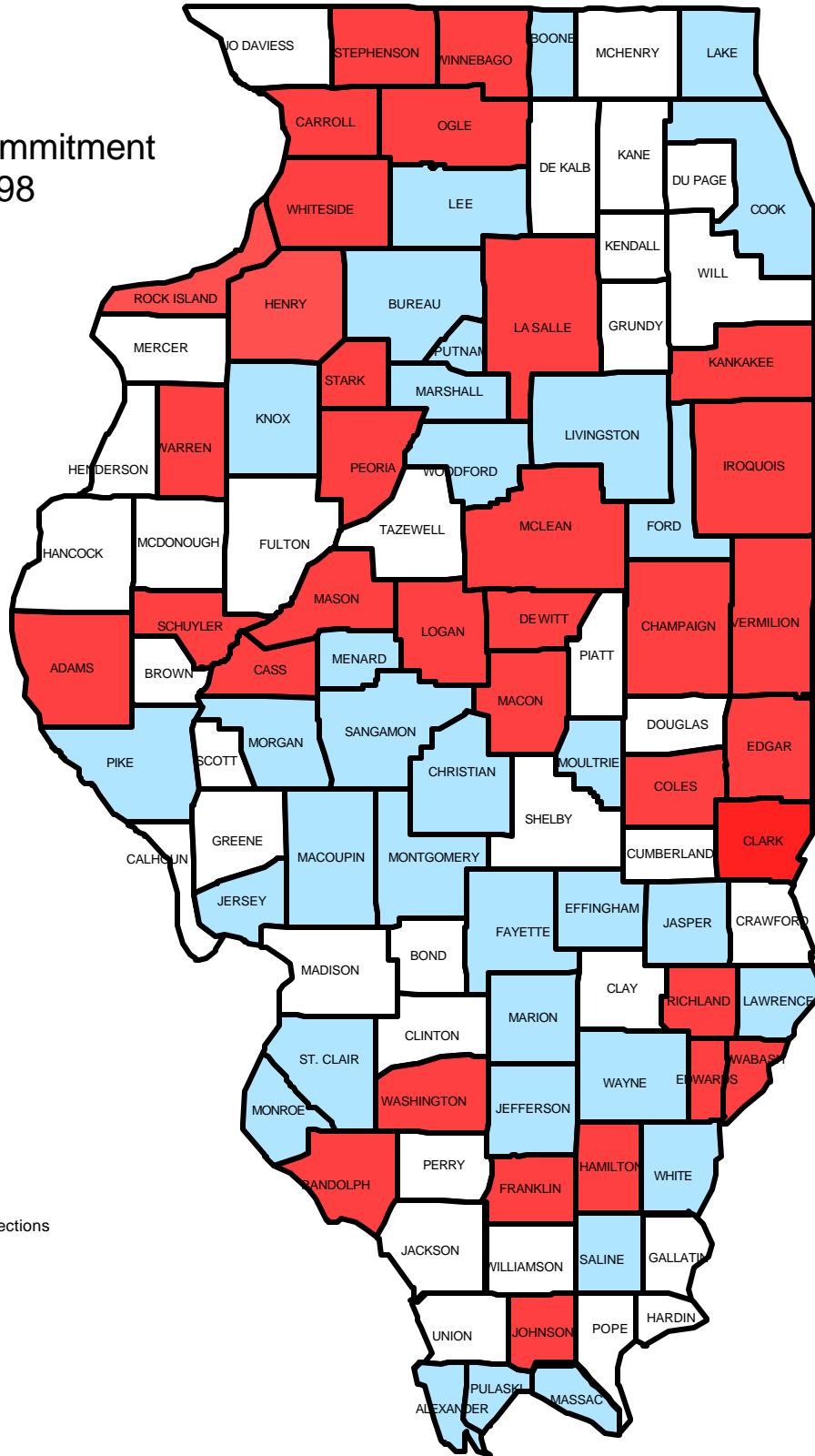
Juvenile IDOC Commitment Rates

Unlike most juvenile justice activities analyzed, in which Cook County experienced the highest rates of juvenile justice system activities, the regional-aggregate rates of commitment (per juvenile population) to IDOC were highest in Illinois' rural counties. In 1998, the IDOC commitment rate from juvenile courts in the rural counties was 107 per 100,000 juveniles, followed by Illinois urban counties (102 per 100,000 juvenile population), Cook County (52 per 100,000) and collar counties (50 per 100,000).

However, these regional-aggregate rates can be misleading. Therefore, IDOC commitment rates in 1998 were also calculated for each individual county in Illinois (See Appendix I). As with the previous county-specific analyses of rates, the rates of commitments to the IDOC Juvenile Division in 1998 were categorized as "Highest," "Middle," and "Lowest." Counties included in the "Highest" category had commitment rates that ranged from 92 per 100,000 juveniles to 439 per 100,000 juvenile population. Among the 34 individual counties with the highest IDOC commitment rates, 26 were rural. Neither Cook, nor any of the five collar counties were categorized as experiencing a high IDOC commitment rate (Map 7).

Map 7
Juvenile IDOC Commitment Rates, 1998

- Highest
- Middle
- Lowest



Source: Illinois Department of Corrections

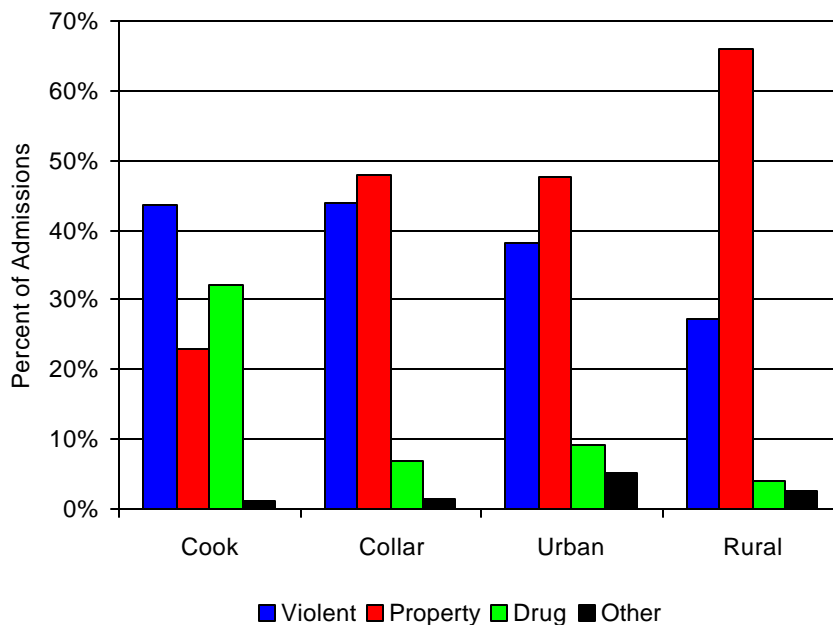
Offense Categories of IDOC Juvenile Division Commitments

The following information is based on case-level data provided to the Authority from IDOC. While the single largest category of admissions to the Juvenile Division of IDOC from Cook County in SFY 1999 was for violent crimes, property offenses accounted for the largest category of admissions from the other regions of Illinois (Figure 32). In SFY 1999, 44 percent of the juveniles committed to the IDOC Juvenile Division from Cook County were for violent crimes. These percentages were lower outside the Chicago metropolitan area. Thirty-eight percent of urban counties' admissions and 27 percent of rural counties' admissions were for violent crimes. Drug offense admissions accounted for a relatively small proportion of admissions for all counties, with urban counties having the largest amount (five percent), followed by Illinois' rural counties (three percent), and Cook and the collar counties (one percent for both).

Combining all offense types and regions of Illinois, African-Americans accounted for 58 percent of all SFY 1999 IDOC Juvenile Division admissions, while white juveniles accounted for 30 percent of all admissions and Hispanics approximately 12 percent of all admissions.

Figure 32

FY1998 Admissions to the IDOC Juvenile Division, Region by Offense Type



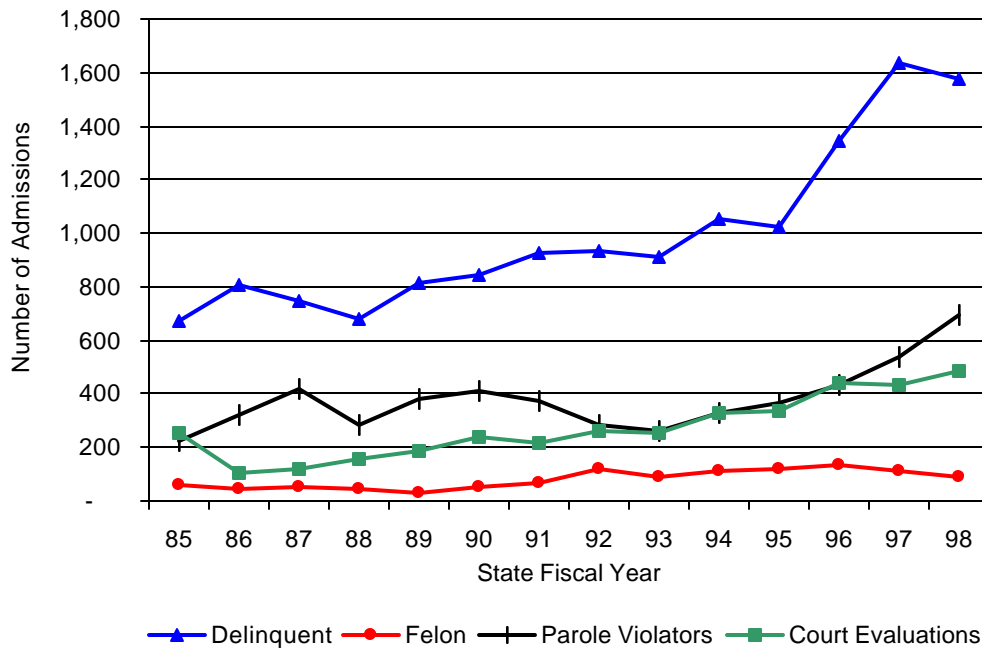
Source: Illinois Department of Corrections

Admissions to the Juvenile Division of IDOC by Admission Type

Between SFY 1985 and 1998, total admissions to the Juvenile Division of IDOC more than doubled, from just over 1,200 to more than 2,800. During that period, juveniles admitted as delinquents from the juvenile court accounted for almost 58 percent of total admissions, followed by parole violators (22 percent of total admissions), court evaluations (approximately 16 percent) and felons/criminal court (approximately five percent). Although juveniles admitted as delinquents was the highest category for admissions to the Juvenile Division of IDOC, during the period between 1985 and 1998 juveniles admitted for parole violations accounted for the largest percentage increase (213 percent), followed by juveniles admitted as delinquents (135 percent), admissions for court evaluation (94 percent), and felon/criminal court admissions (50 percent) (Figure 33).

Figure 33

**Admissions to the Juvenile Division of IDOC,
by Admission Type**



Source: Illinois Department of Corrections

Delinquent Admissions to the IDOC Juvenile Division

Delinquents accounted for the single largest category of admissions to the IDOC Juvenile Division during SFY 1999. Of the more than 1,600 delinquents admitted during that period, approximately 39 percent were committed for property crimes, while 38 percent were committed for a crime against a person. Approximately 20 percent of the juveniles committed as delinquents were adjudicated for a drug offense. The remaining admission types were categorized as "other." Of the delinquent admissions in 1998, 47 percent were from Cook County and 43 percent were from Illinois' downstate urban and rural counties. On average, juveniles admitted as delinquents and released from the institutional custody of IDOC in SFY 1998 spent just under nine months in the Juvenile Division. Of those committed as delinquent, juveniles committed for sex offenses had the longest length of stay (15.7 months), followed by those committed for offenses against a person (9.9 months), those committed for drug offenses (7.8 months), and those committed for property offenses (7.7 months).

Court Evaluation Admissions to the IDOC Juvenile Division

As was described earlier, while juveniles committed to the IDOC Juvenile Division for a court evaluation accounted for a relatively small proportion of total admissions, these types of admissions increased dramatically (94 percent) since 1985. Of all the juveniles admitted as a court evaluation in 1998, 59 percent were adjudicated for property crime. A much smaller proportion of court evaluation admissions were adjudicated for a violent crime (29 percent) or a drug offense (7 percent). The majority (87 percent) of juveniles committed for a court evaluation were from outside Cook and the collar county region. On average, juveniles committed as a court evaluation and released in SFY 1998 spent about two months under the custody of the IDOC Juvenile Division.

Criminal Court/Felon Admissions to the IDOC Juvenile Division

Although admissions to the Juvenile Division of IDOC from criminal court accounted for a relatively small proportion of total admissions, there has been an increase in the number of these admissions. Of the 104 admissions from criminal court in SFY 1999, 80 (77 percent) were for violent offenses, 3 (three percent) for property offenses, and 18 (17 percent) for drug offenses. Of the SFY 1999 admissions from criminal court, 56 (54 percent) were from Cook County and 27 (26 percent) were from urban counties outside of Cook and the collar region. In SFY 1999, there were only 15 (14 percent) criminal court admissions from the collar counties and 6 (6 percent) from Illinois' rural counties. Admissions from criminal court that were released from institutional custody of IDOC in SFY 1998 tended to spend, on average, just over 16 months under the custody of the IDOC Juvenile Division, as compared with nine months for those committed for delinquent offenses. This statistic is misleading, however, since length of stay is calculated as time spent in the Juvenile Division only. Because a transfer to the Adult Division can occur immediately after a youth has turned 17 and the average admission age is about 16 years old, juvenile felons will spend most of their time in the Adult Division. As with those committed as delinquent or for a court evaluation, those committed for a sex offense in this category had the longest lengths of stay.

VII. JUVENILE TRANSFERS TO CRIMINAL COURT IN ILLINOIS

Introduction

While the majority of juvenile arrestees in Illinois are handled by the juvenile court, those charges with specific serious crimes can be transferred to criminal court. There are three circumstances when the court will order a juvenile to be tried in the Illinois criminal courts:

- Petitioned transfer: When a motion has been made to and granted by the juvenile court to transfer the case to criminal court;
- Automatic transfer/Excluded jurisdiction: When Illinois law mandates that the juvenile be excluded from the jurisdiction of the juvenile court;
- Presumptive transfer: When there is probable cause that a juvenile has committed a Class X felony, and the juvenile is unable to convince a juvenile court judge that he/she is amendable to the care, treatment, and training programs available to the juvenile court.

Since 1973, in the case of juvenile who are at least 13 years old, that state's attorney or the juvenile (with consent of counsel), may petition the juvenile court judge to transfer a delinquency case to criminal court. If the adjudicatory hearing proceeds in juvenile court, the judge may later order a transfer if he or she determines it is in the best interest of the juvenile and the public not to proceed in juvenile court. As of January 1, 1990, the juvenile court judge is required to consider possession of a deadly weapon during the commission of the offense to be an aggravating factor when considering transferring the case to criminal court.

Since 1982, Illinois law has required automatic transfer of juveniles charged with specific offenses to criminal court for prosecution upon petition by the state's attorney. Automatic transfer was first required for any juvenile who is at least 15 years old with:

- First degree murder;
- Aggravated criminal sexual assault; or,
- Armed robbery with a firearm.

Since then, the state has added numerous offenses that qualify for automatic transfer, including certain drug and weapon violations if they occur on either public school or public housing grounds, and certain gang-related crimes. Since January 1995, the state's attorney has been empowered to petition for a presumptive transfer for most Class X felonies and some other limited circumstances. This type of transfer shifts to the minor the burden of rebutting the presumption, which is created by finding of probable cause, that the minor should be transferred.

The Illinois Juvenile Justice Reform Act of 1998 changed the terminology for this type of transfer to "excluded jurisdiction" and added to the eligibility list minors who are at least

13 years old and charged with murder committed during the course of a rape or kidnapping, bail jumping, or violation of bail bond. Rather than a transfer provision per se, these circumstances will establish criminal court as the *original* court of jurisdiction.

Data on Juvenile Transfers to the Criminal Court

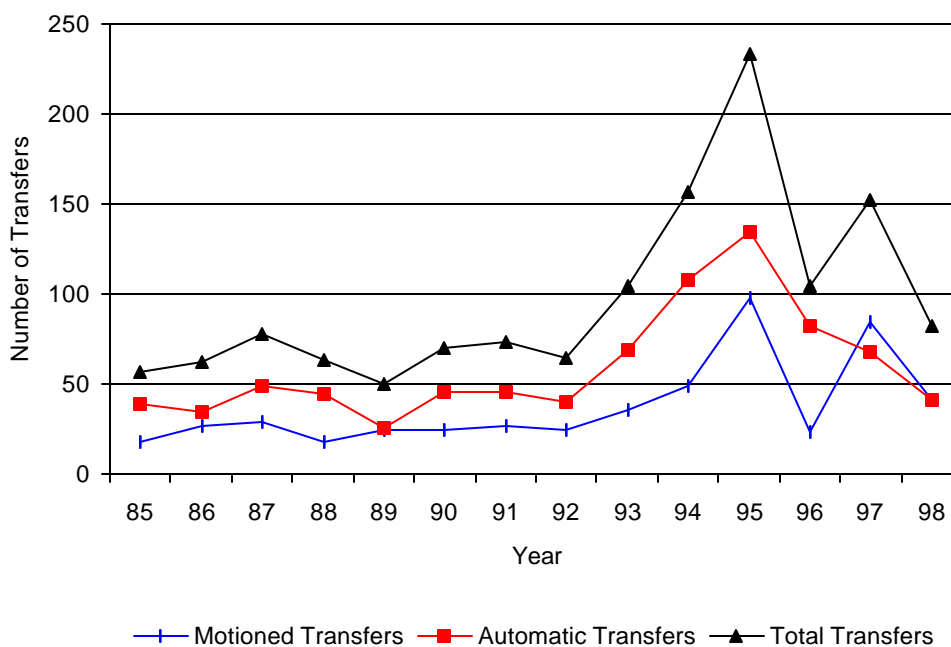
As with other data sources in Illinois, the availability of detailed information on juveniles transferred to criminal court is limited. The AOIC Probation Division collects aggregate information on the number of juvenile transferred to criminal court, but it is not possible to determine the offense for which the transfer took place, the eventual disposition of the case once it was transferred, or the demographic characteristics of the juvenile transferred. While data are available at the county level, collecting such information from each of Illinois' 102 counties is difficult. In addition, Cook County has not reported juvenile transfer data to AOIC in a consistent manner during the period of the 1990s. Therefore, data from the Juvenile Monitoring Information System (JMIS), maintained by the Illinois Department of Human Services (DHS) was used as a source of transfer data for Cook County at least those who were detained at the Cook County Temporary Detention Center (presumably most). In addition, information on juveniles committed to the Illinois Department of Corrections from criminal court were derived from *IDOC's Statistical Summary of the Juvenile Division* to provide some sense of the dispositions of juvenile cases transferred to criminal courts.

Trends in Juvenile Transfers Outside of Cook County

In 1998, the number of juveniles transferred to Illinois' criminal courts excluding Cook County, totaled 82, just over one-third of the total in 1995 (Figure 34). In the past automatic transfers accounted for the majority of juveniles transferred to criminal court in, however in the past two years that trend has changed slightly. In 1998, the number of automatic transfers in Illinois totaled 41, or 50 percent of all juvenile transfers. Between 1995 and 1998, the number of automatic transfers outside of Cook County steadily declined from 135 to 41. During that time period, juvenile transfers resulting from motions showed fluctuations, but declined overall from 98 to 41.

Figure 34

Long-Term Statewide Trends of Juvenile Transfers to Criminal Court (non-Cook County)



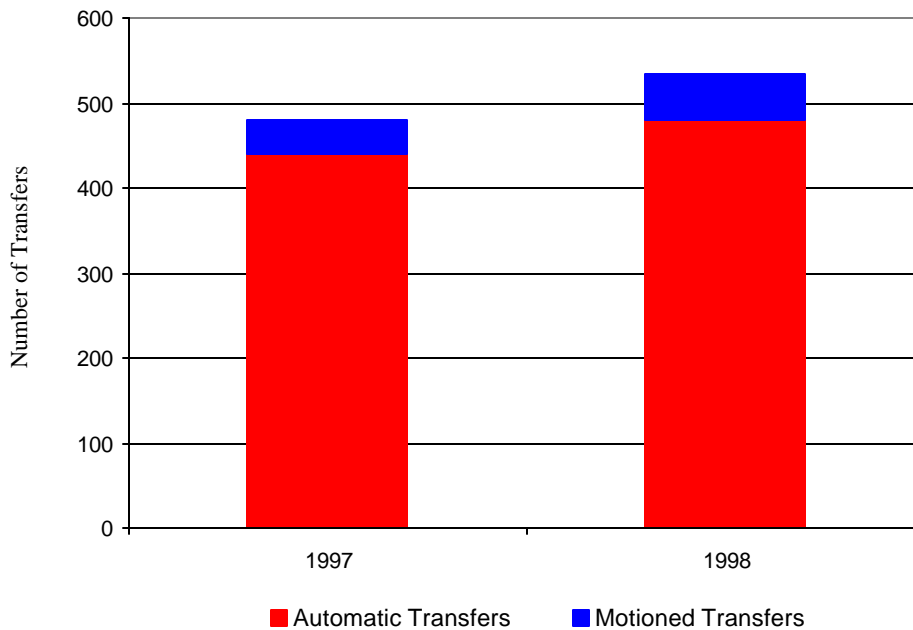
Source: Administrative Office of the Illinois Courts

Juvenile Transfers in Cook County

Cook County had by far the largest number of transfers in 1997 and 1998 of any region of the state. During the two-year period, 81 percent of all juvenile transfers took place there. Also unlike the rest of the rest of the state, automatic transfer predominated. Automatic transfers comprised 92 percent of Cook County total in 1997 and 90 percent in 1998 (Figure 35).

Figure 35

Cook County Juvenile Transfers to Criminal Court



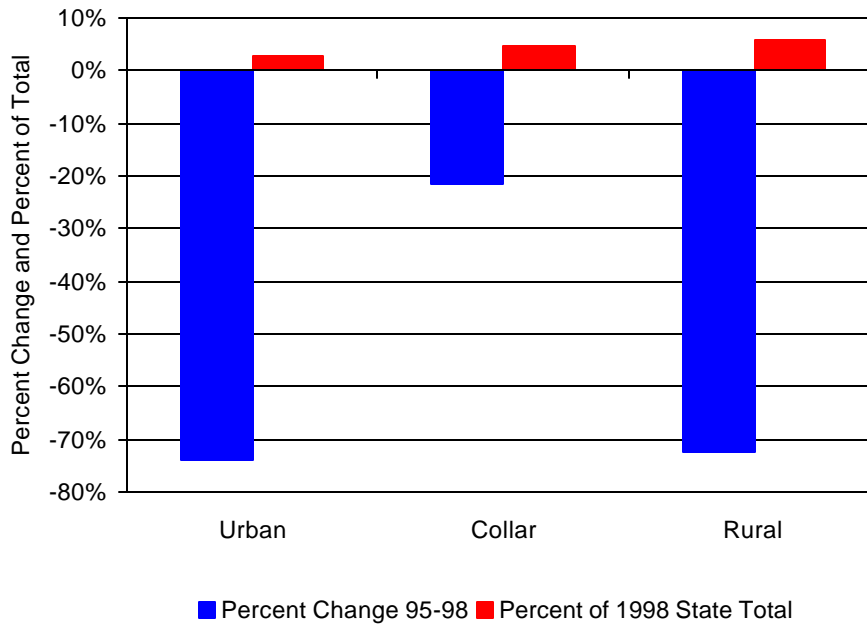
Source: Juvenile Monitoring Information System

Regional Trends in Juvenile Transfers to the Criminal Court

Although the number of transfers dropped in Illinois outside of Cook County between 1995 and 1998, the changes experienced across regions of Illinois varied dramatically. Illinois' rural and urban counties experienced the most substantial reductions in juvenile transfers during this period, with each dropping almost 75 percent, from 127 to 35 in rural counties and from 69 to 18 in urban counties (Figure 36).

Figure 36

Percent Change in Juvenile Transfers to Criminal Court & Percent of 1998 State Total (non-Cook County)



Source: Administrative Office of the Illinois Courts

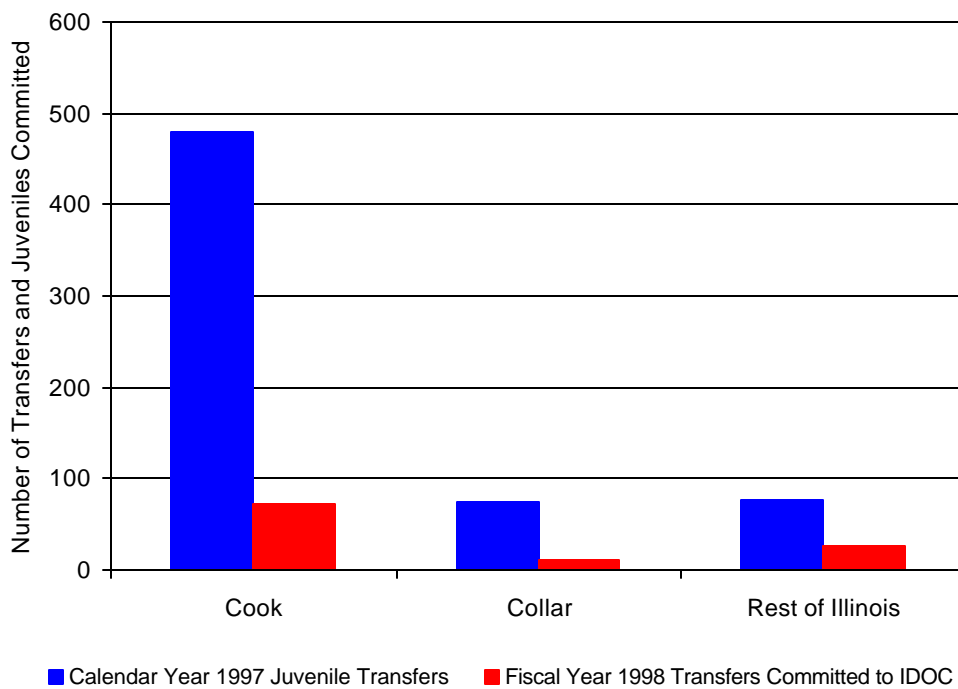
Disposition of Juvenile Transfers

Although data are not collected that would allow for the determination of the case outcomes of those juveniles transferred to criminal court in Illinois, it is possible to estimate the extent to which they resulted in a sentence to the Juvenile Division of IDOC by combining data from AOIC, the Juvenile Monitoring Information System, and IDOC on juvenile transfer cases. For example, the AOIC collects information from counties on the number of juveniles transferred to criminal court each year. Similarly, JMIS serves as a source of juvenile transfer data in Cook County (at least for those juveniles who were detained). The Juvenile Division of IDOC records information pertaining to whether or not a juvenile being committed was convicted in criminal court or adjudicated in juvenile court. Combining these sources of information provides a rough estimate of the extent to which transfers result in incarceration. The fact that AOIC data is aggregated by calendar year and IDOC data is aggregated by fiscal year is advantageous for this analysis, allowing for a “natural staggering” of study periods. In other words, juveniles transferred to adult court during Calendar Year 1997, if committed to IDOC, may well be admitted during SFY 1998 (July 1997-June 1998).

In 1997, 631 juveniles were transferred to criminal court. During SFY 1998, only 111 transferred juveniles (18 percent) were admitted to the Juvenile Division of the IDOC (Figure 37). This percentage was even lower in Cook County and the collar counties (15 percent) than the rest of the state (35 percent).

Figure 37

Calendar Year 1997 Juvenile Transfers to Criminal Court and Number Admitted to IDOC in Fiscal Year 1998



Source: Administrative Office of the Illinois Courts, Juvenile Monitoring Information System, and the Illinois Department of Corrections

VIII. JUVENILE RISK INDICATORS AND THEIR IMPLICATIONS FOR JUVENILE CRIME IN ILLINOIS

Introduction

While the preceding analyses have provided a comprehensive overview of past trends in juvenile crime and justice system activities, how do we best address future delinquency and violence? If we could confidently predict which youth would be prone to commit violent acts and at which stage in their development such delinquency was most likely to erupt, it would significantly strengthen our efforts to prevent juvenile violence. Identifying and addressing the predictors of youth violence at appropriate points in youth development is important for prevention. While rates of violent offending are hard to predict, a review of some of the risk factors juveniles in Illinois are being exposed to provides additional perspective on the future.

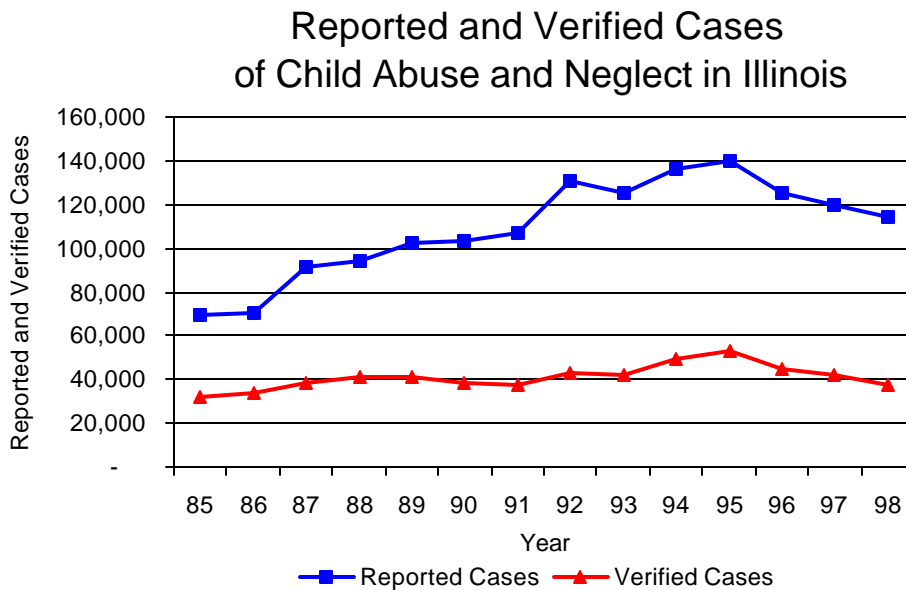
Following is a discussion of trends and levels in reported/verified cases of child abuse and substance affected infants, school drop-out, unemployment, and drug use by junior high and high school students – all of which have serious implications for current and future rates of delinquency. After this discussion is a summary of some of Illinois' efforts to intervene in the lives of juveniles to prevent delinquency, and programs and options available to justice system personnel once a juvenile has been formally handled by the juvenile justice system.

Child Abuse and Neglect in Illinois

There is a clear link between the juvenile justice system and child abuse and neglect. From an operational perspective, the juvenile courts in Illinois hear petitions of Neglected and Abused Minors. In addition, patterns of abuse and neglect have also become recognized as risk factors that may result in juveniles becoming involved in crime and future violence. Therefore, examining trends in cases of child abuse and neglect not only serves as an indicator of the demands placed on child welfare agencies, but also may be an early warning of problems that need to be addressed to prevent future crime.

Between state fiscal years (SFYs) 1985 and 1998, the number of child abuse and neglect cases *reported* statewide to the Department of Children and Family Services (DCFS) in Illinois increased 64 percent, from 69,659 to 113,994 (Figure 38). More recently, between SFYs 1995 and 1998, the number of reported cases of child abuse and neglect decreased 18 percent statewide. During the 1985-1998 timeframe, the number of *verified* cases of child abuse and neglect increased 14 percent, from 32,448 to 37,042. Between SFYs 1995 and 1998, the number of verified cases of child abuse and neglect decreased 31 percent statewide. In 1998, about one-third of reported abuse and neglect cases were verified by DCFS.

Figure 38



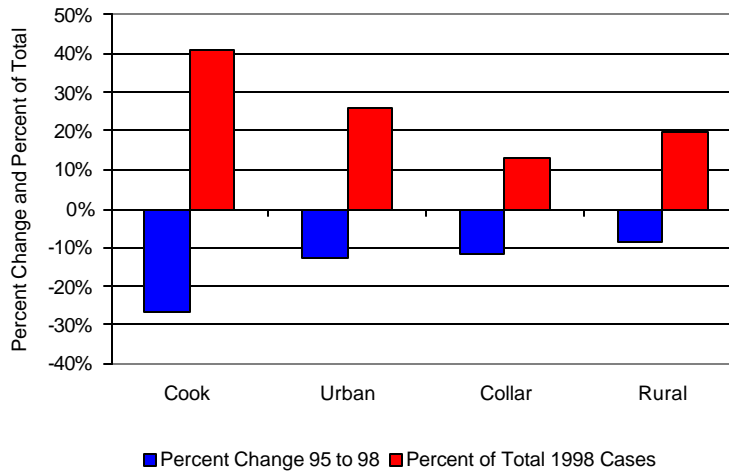
Source: Illinois Department of Children and Family Services

Regional Trends in Child Abuse and Neglect Cases

Although the number of *reported* child abuse and neglect cases decreased moderately statewide between SFYs 1995 and 1998, different degrees were noted across specific regions of the state (Figure 39). For example, the number of cases reported for Cook County (which accounted for more than 40 percent of total cases reported in Illinois in 1998) decreased 27 percent between SFYs 1995 and 1998. On the other hand, reported cases of child abuse and neglect in Illinois rural counties decreased by only 8 percent during the same period. Similar patterns were evident in recent trends of *verified* cases of child abuse and neglect across Illinois geographic regions (Figure 40).

Figure 39

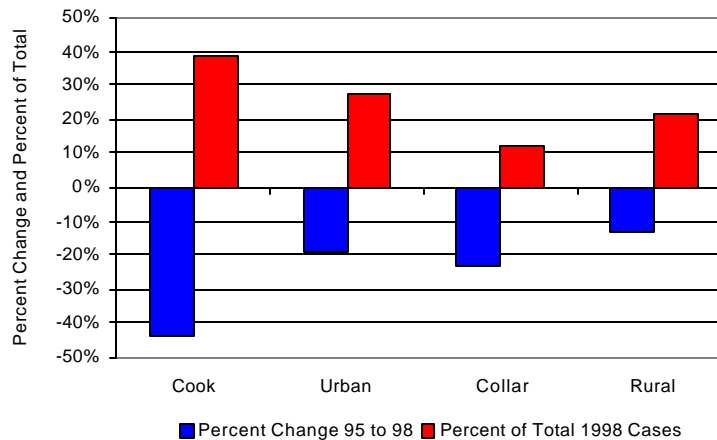
Regional Percent Change in Reported Cases of Child Abuse and Neglect and Percent of 1998 State Total



Source: Illinois Department of Children and Family Services

Figure 40

Regional Percent Change in Verified Cases of Child Abuse and Neglect and Percent of 1998 State Total



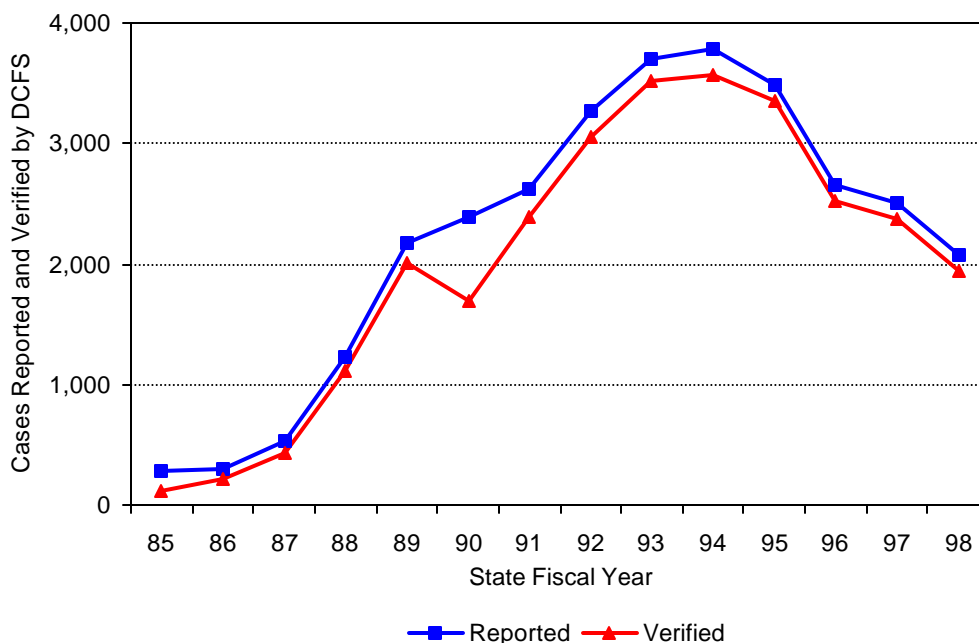
Source: Illinois Department of Children and Family Services

Substance-Affected Births in Illinois

In many instances, forms of child abuse and neglect begin before a child is even born. An alarming number of children in Illinois are exposed to illicit drugs before birth. Between SFYs 1985 and 1998, the number of cases of substance exposed infants reported to DCFS increased dramatically, from 181 to 2,071 (Figure 41). More recently, between SFYs 1994 and 1998, the number of cases reported to DCFS fell 45 percent. Between SFYs 1985 and 1998, 90 percent of the 31,013 reported cases were verified through subsequent DCFS investigations. In SFY 1998, the majority (81 percent) of substance affected births in Illinois were reported in Cook County, predominantly in Chicago (71 percent of state total). However, one-half of the 102 counties in Illinois reported at least one case that year.

Figure 41

Reported and Verified Cases of Substance Exposed Infants in Illinois

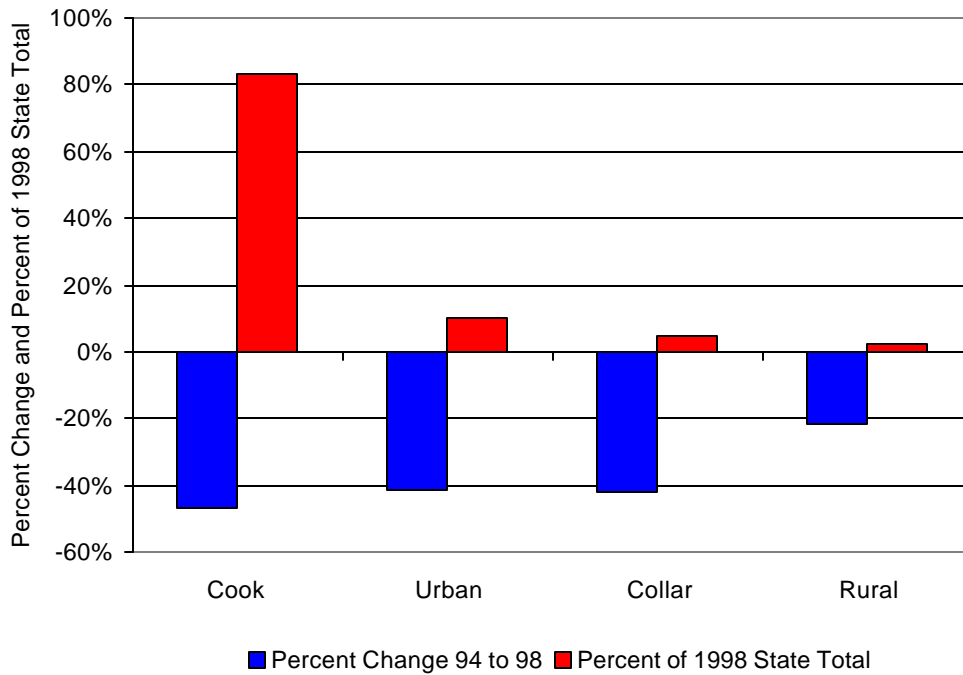


Source: Illinois Department of Children and Family Services

The recent decrease in verified cases of substance-affected infants was fairly consistent across regions. Cook County, the collar counties, and the urban counties all experienced decreases of about 43 percent. The rural counties had a smaller decrease (Figure 42).

Figure 42

Regional Percent Change in Verified Cases of Substance Affected Infants and Percent of 1998 State Total

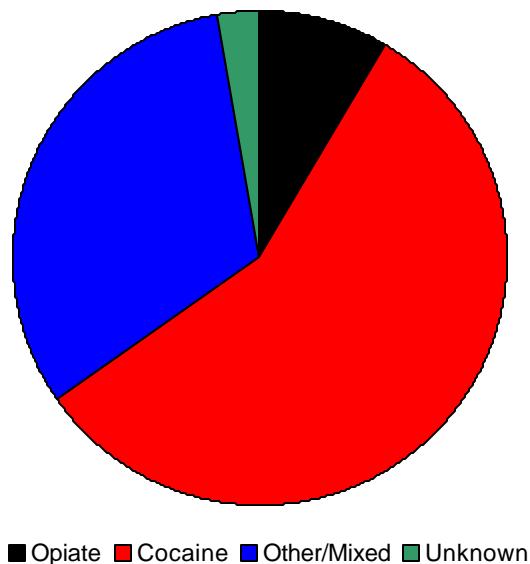


Source: Illinois Department of Children and Family Services

Another indicator of the nature of substance affected births is the Illinois Department of Public Health's (IDPH) Adverse Outcomes Reporting System (APORS). APORS data is particularly important because it identifies through blood tests the types of illegal drugs detected in newborns. Of the 1,612 infants who tested positive for illegal drugs in 1998 the majority (57 percent) had traces of cocaine in their systems, 19 percent tested positive for more than one substance, 9 percent tested positive for opiates, and 8 percent tested positive for cannabis (Figure 43).

Figure 43

**Substance Affected Infants in 1998
by Drug Category**



Source: Illinois Department of Public Health - APORS

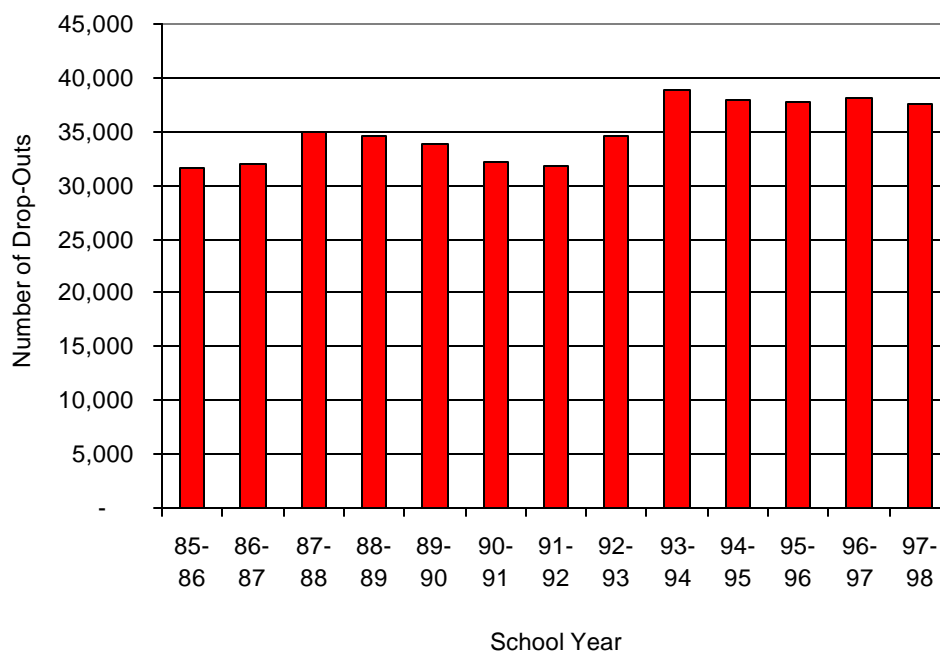
Teen Pregnancy in Illinois

According to the Illinois Department of Public Health, in 1997 there were 22,646 infants born to mothers under the age of 20, or approximately 13 percent of all live births that year. Among those infants born to teenage mothers, 59 percent were white and 40 percent were African American. Twenty-three percent were of Hispanic ethnicity and were also included in the African American or white categories. Forty-one percent of births to mothers under the age of 20 were born in Chicago.

Youths with behavioral problems as a result of being exposed to risk factors also have trouble succeeding in school. In addition, rates of delinquency are far higher among youth who drop out of school than among those who stay in school, and the association between dropping out and later criminal behavior has been shown to persist into early adulthood. The Illinois State Board of Education was created to serve as the state's primary educational policy making and administrative body, with responsibilities for all public primary and secondary education in Illinois. During the 1997-98 school year, there were 37,588 drop-outs in Illinois (Figure 44). Since the 1985-86 school year there has been a 19 percent increase, but a 3 percent decrease since the 1993-94 school year. Areas outside of Cook County have led that recent trend. During that four-year period, dropouts have decreased by 11 percent in the collar counties, 7 percent in the rural counties and 6 percent in the urban counties.

Figure 44

Long-Term Statewide Trends in School Drop-Outs

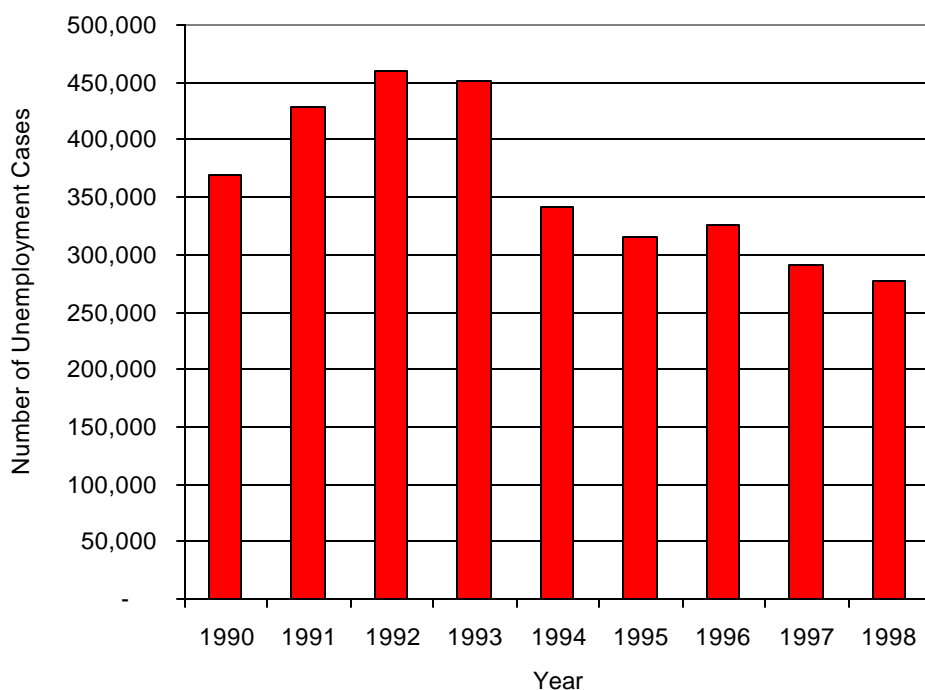


Source: Illinois Board of Education

Unemployment in Illinois

Lack of sufficient economic opportunity has also been identified through research as one of the strongest indicators of risks associated with delinquency. In 1998, there were 227,442 unemployment cases handled by the Illinois Department of Employment Security (Figure 45). That number represents a 40 percent decrease from 1992. Fifty-five percent of the unemployment cases in 1998 were in Cook County.

Figure 45
Long-Term Statewide Trends in
Unemployment



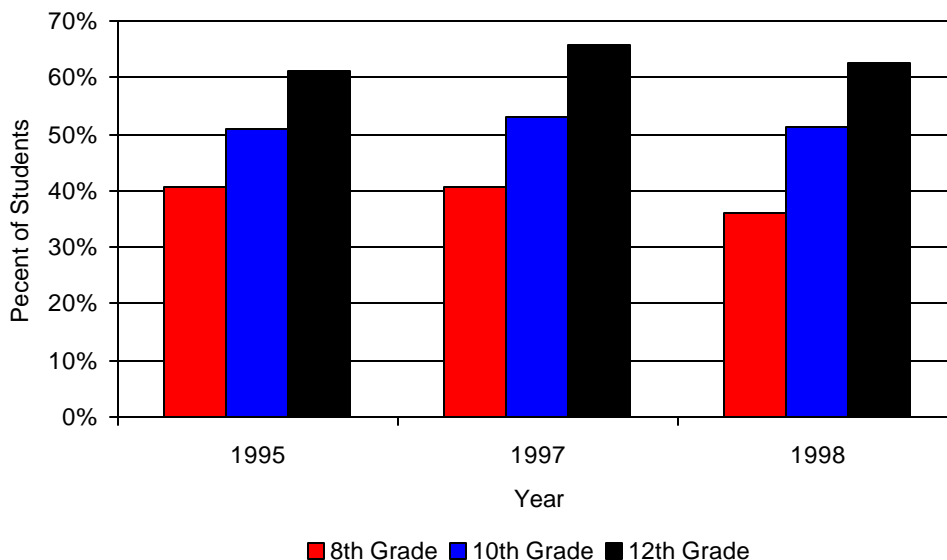
Source: Illinois Department of Employment Security

Indicators of Drug Use Among Illinois' Juveniles

As stated earlier, Illinois has seen a long-term increase in the number of juveniles arrested for drug offenses. Based on a survey conducted by the Illinois Department of Human Services, substance use has remained steady across the three years in which self-reports on recent use among 8th, 10th, and 12th grade students were collected (1995, 1997, and 1998). Eighth graders were the only group to experience a decrease in the use of “any drug,” from 41 percent in 1995 to 36 percent in 1998. Substance use among the 10th and 12th graders, on the other hand, remained fairly constant at levels of about 52 percent and 63 percent, respectively (Figure 46).

Figure 46

Percent of Illinois Students Using Any Drug in the Past Month (Includes Alcohol and Tobacco)



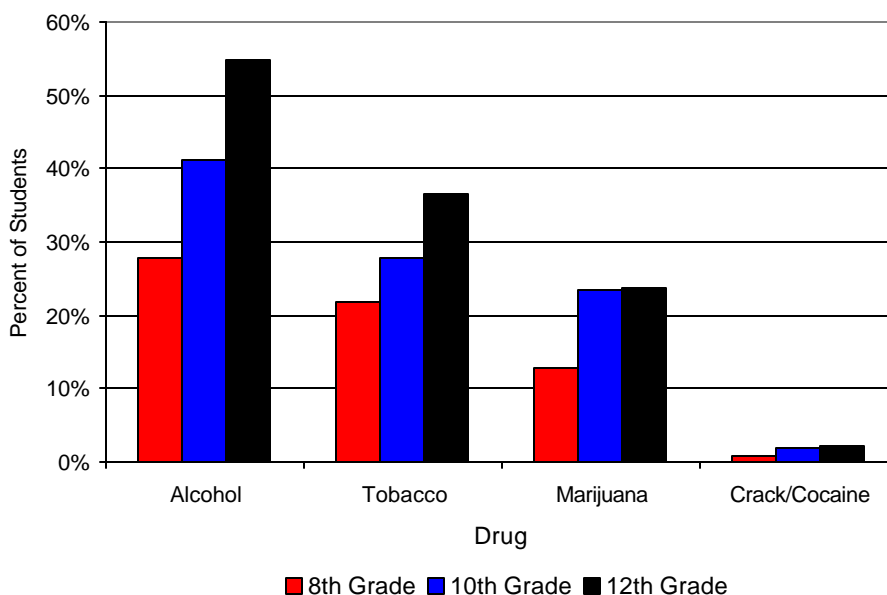
Source: Illinois Department of Human Services

The survey indicates greater substance use as students age. In 1998, self-reported substance use in the past month for 10th graders was 15 percent higher than reports from the 8th graders, and use among 12th graders was 11 percent higher than that reported by 10th graders.

In 1998, self-reported use of alcohol, tobacco, marijuana, and crack/cocaine during the past month each increased with grade level. Alcohol use was highest across the grade levels followed by tobacco use. Among illicit drugs, nearly one quarter of 10th graders and 12th graders reported recent use of marijuana in 1998. Reports of crack and cocaine were low, with only about two percent of 10th graders and 12th graders indicating recent use (Figure 47).

Figure 47

Percent of Illinois Students Using Specific Drugs in the Past Month - 1998

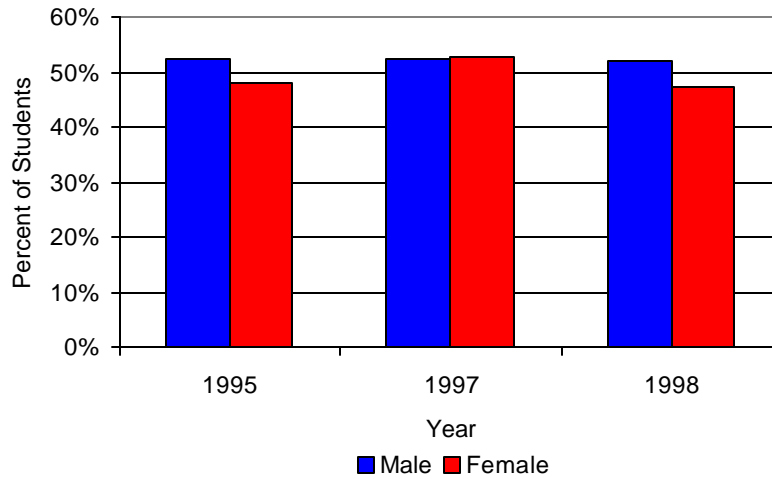


Source: Illinois Department of Human Services

In each of the years surveyed, male and female students reported similar levels of recent use of substances. In 1998, use by males was higher than that of females by approximately 5 percent (52 percent versus 47 percent) (Figure 48).

Figure 48

**Percent of Illinois Students Using Any Substance in the Past Month, by Gender
(Includes Alcohol and Tobacco)**

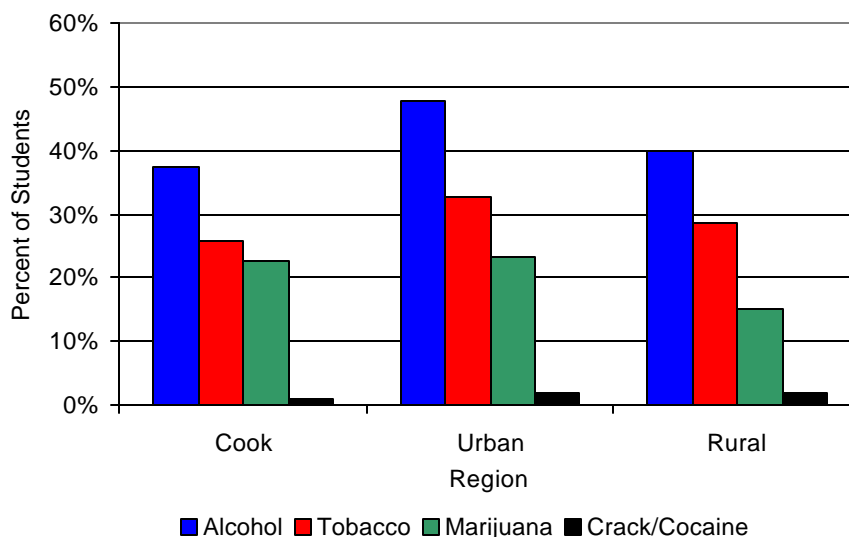


Source Illinois Department of Human Services

In 1998, alcohol was consistently reported, across regions, as the most prevalent substance used by Illinois students, followed by tobacco. The urban region (which, for DHS, includes the five collar counties) reported the highest use for all drugs except crack/cocaine (for which the rural region had the highest percentage of use). Cook and the urban region had nearly the same reported use of marijuana, higher than in the rural region. Cook and the urban region had nearly the same reported use of marijuana, higher than in the rural region. The rural region, however, had higher reports of alcohol and tobacco use than Cook County (Figure 49).

Figure 49

**Percent of Illinois Students Using Specific Drugs
in the Past Month, by Region - 1998**



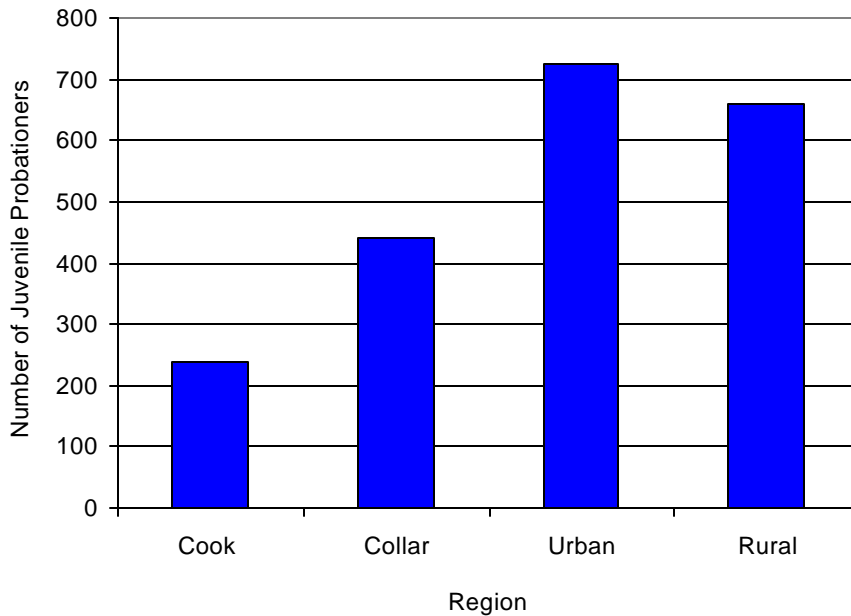
Source: Illinois Department of Human Services

Juvenile Probationers Ordered to Alcohol and/or Drug Treatment

Many juveniles who have substance abuse problems are referred to treatment by school personnel, family members, and/or juvenile justice system professionals. For example, in SFY 1999, 11,088 youth (defined as persons between 12 and 17) were admitted to a DHS/OASA-funded substance abuse treatment program, 56 percent of whom were referred from either police, court, probation, or correctional agencies. Some juveniles adjudicated delinquents are ordered by the court to participate in substance abuse treatment. In 1998, a total of 2,064 juvenile probationers were ordered to drug, alcohol, or drug *and* alcohol treatment. As seen in Figure 50, there were more probationers receiving substance abuse treatment in the urban and rural regions than in Cook and the collar counties. Given the fact that there were more than 19,000 juvenile probationers at the end of 1998, it would appear that a very small percentage are receiving substance abuse treatment. The number of juvenile probationers ordered to drug treatment by the court serves as another indicator of the extent to which those involved in the juvenile justice system are involved in illicit substance abuse.

Figure 50

Juvenile Probationers Ordered to Alcohol and/or Drug Treatment, by Region - 1998



Source: Administrative Office of the Illinois Courts

Risk-Focused Prevention and Intervention

Over the past three decades, and especially more recently, research has identified many precursors of juvenile delinquency and violence, called risk factors, as well as protective factors that buffer exposure to risks. The Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Study Group on Serious and Violent Juvenile Offenders analyzed the body of research in this area and compiled a comprehensive list of these predictors of violence, and categorized them into five domains: individual, family, school, peer-related, and community and neighborhood factors. They include factors such as hyperactivity, early initiation of violent behavior, and involvement in other forms of anti-social behavior (**Individual**); parental criminality, low levels of parental involvement, and poor family bonding (**Family**); academic failure, truancy, and dropping out of school (**School**); delinquent siblings, delinquent peers, and gang membership (**Peer-related**); and poverty, availability of drugs and firearms, and exposure to violence (**Community and Neighborhood**) – just to name a few.

Protective factors fall into three classes – factors inherent in the individual, factors related to social bonding, and healthy beliefs and clear standards for behavior.

Research also suggests that reducing serious, violent, and chronic juvenile delinquency requires a multi-faceted, coordinated approach that includes prevention and intervention. Prevention approaches that reduce risk factors and enhance protective factors have been found to be most effective. Intervention efforts must be swift and certain. They should incorporate a continuum of sanctions based on accountability, increasingly intensive treatment and rehabilitative services. As the severity of sanctions increases, so must the intensity of treatment. An effective continuum includes immediate sanctions for more serious offenders; and secure care programs for the most violent offenders. At each level, offenders are aware that they will be subjected to more severe sanctions should they continue to violate the law.

Summarized below are some of the efforts being made in Illinois, specifically through the Illinois Department of Human Services (DHS), to prevent youth from becoming involved in delinquent behavior, and the programs and services being utilized for those who have come to the attention of the juvenile justice system.

COMMUNITIES FOR YOUTH

The Communities for Youth initiative was created in response to the new Juvenile Justice Reform Act, which seeks to:

- Protect citizens from juvenile crime;
- Hold each juvenile offender directly accountable for his or her acts;
- Provide individualized assessment of each delinquent juvenile; and
- Provide due process

Communities for Youth programs are provided in various communities across the state. DHS, based upon the principles of Balanced and Restorative Justice, set forth three priority areas for programming:

Prevention programs are designed to keep children from entering the Juvenile Justice System and to reduce the number of youth arrests.

Diversion programs target youth who have been station adjusted or placed on probation supervision to prevent further involvement in the juvenile justice system. The goal of diversion programs is to reduce the number of delinquency petitions filed in juvenile court and increase the number of youth who successfully complete sanctions brought about by informal or formal station adjustments.

Intervention programs which focus on youth who have been placed on probation, seek to prevent these young people from violating probation and/or re-offending. The goal for this type of program is to reduce the number of youth committed to IDOC and increase the number of youth who successfully complete probation.

COMMUNITY YOUTH SERVICES

Community Youth Services programs are aimed at reducing and preventing juvenile delinquency. They are built on organizing community members into committees to deal with the youth problems in their area.

Services are provided to youth and their families who are identified as part of a target group. The community committees are independent, autonomous units composed of concerned community volunteers endeavoring to change the community environment in which children develop and to improve the lives of all community residents.

COMPREHENSIVE COMMUNITY-BASED YOUTH SERVICES

Comprehensive Community-Based Youth Services (CCBYS) is a statewide program serving youth ages 10-17 who are at risk of involvement in the child welfare and/or juvenile justice system. Youth are provided with a continuum of services according to their needs. A 24-hour crisis intervention response system is available in emergency situations for referrals from the police, courts, and DCFS' Child Welfare and Protection staff.

All youth receiving comprehensive services have included in their goals family preservation, reunification, or independence. The mandated population for crisis intervention is served on a no-decline basis.

The following categories are mandated service populations for CCBYS services:

- 1) Youth who have been taken into limited custody by the police as potential Minors Requiring Authoritative Intervention because they:

- Are absent from home without parental consent, or
 - Are beyond the control of parents in circumstances which constitute a substantial or immediate danger to their physical safety.
- 2) Youth absent from home without parental consent or beyond the control of parents in circumstances which constitute a substantial or immediate danger to their physical safety who are referred by DCFS field offices, child protective teams or the State Central Register, including youth whose parents refuse to take custody.
 - 3) Self-referred homeless youth under 18 years of age, including youth who are absent from home without parental consent or beyond the control of parents in circumstances which constitute a substantial or immediate danger (e.g., sexual exploitation, involvement with criminal activity) to the youth's safety.

DELINQUENCY PREVENTION

DHS' Delinquency Prevention programs are operational in 15 Illinois communities, mostly in Cook County and surrounding collar counties.

Youth who have committed a delinquent offense are referred by local law enforcement and probation departments. The services provided by this program include community outreach, advocacy, individual and family counseling, intake assessment, employment, and recreation.

The goal of the program is to divert youth who have committed a delinquent offense from further involvement in the juvenile justice system. Services are provided by local community-based agencies.

These programs were developed as a community response to delinquent youth. They rely on the cooperation of the courts and probation officers and on working agreements with other service providers.

RELEASE UPON REQUEST

The Release Upon Request program is operational in Cook County only and is the result of a consent decree. The program serves youth who have been ordered released from the Cook County Temporary Juvenile Detention Center but remain there because a parent, guardian, or custodian has failed to accept custody.

Community-based providers see that the young person is removed from detention within 24 hours of referral and then focus on reunifying the family. Youth may be placed in group homes or foster care for up to 21 days, but remain in the legal custody of the parent or guardian. Local providers work closely to coordinate services with the court, the detention center, probation officials and the family.

UNIFIED DELINQUENCY INTERVENTION SERVICES

The Unified Delinquency Intervention Services (UDIS) program provides intensive, community-based services to divert young people from deeper involvement in the criminal justice system.

Eligible youth are those who have been adjudicated delinquent at least once and are in violation of probation for another delinquent act, or youth who have had at least two delinquent adjudications in the juvenile court or have committed an extremely serious offense warranting their commitment to IDOC.

These programs are driven by referrals from the local courts. The contractors are community agencies with volunteer boards of directors. Providers rely heavily on their ability to get cooperation from other agencies serving their communities as they advocate for youth and their families.

APPENDIX

Rate per 100,000 Juveniles Age 5-16 of Delinquency Petitions Filed, Detention Admissions, Delinquency Adjudications, Probation Caseloads, and IDOC Commitments, by county, 1998

R=Rural U=Urban C=Collar	Delinquency Filings (1998) see Map 2	Detention Admissions (1998) see Map 5	Delinquency Adjudications (1998)	Delinquency Adjudications (1998) % of filings adjudicated see Map 3	Probation Caseloads (1998) see Map 6	IDOC Commitments (1998) see Map 7
bold (highest) <i>italic</i> (middle) regular (lowest)						
	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)
Adams (R)	751 (75)	2,036 (3)	<i>534 (43)</i>	71% (18)	<i>1,304 (38)</i>	225 (13)
Alexander (R)	2,413 (16)	<i>315 (65)</i>	210 (78)	9% (88)	<i>1,257 (44)</i>	<i>105 (47)</i>
Bond (R)	1,973 (26)	<i>322 (64)</i>	<i>362 (60)</i>	18% (76)	1,342 (32)	40 (80)
Boone (U)	869 (70)	682 (28)	<i>548 (40)</i>	63% (26)	<i>1,027 (57)</i>	<i>80(62)</i>
Brown(R)	<i>1,253 (49)</i>	209 (76)	835 (22)	67% (22)	1502 (23)	0
Bureau (R)	2,228 (19)	888 (18)	<i>376 (58)</i>	17% (77)	643 (85)	<i>90 (56)</i>
Calhoun (R)	<i>1,570 (41)</i>	845 (20)	966 (14)	62% (27)	<i>1,319 (36)</i>	0
Carroll (R)	2,189 (21)	640 (31)	640 (31)	<i>29%(58)</i>	<i>1,134 (46)</i>	236 (11)
Cass (R)	2,438 (13)	0	661 (28)	<i>27%(60)</i>	1,661 (17)	165 (24)
Champaign (U)	603 (82)	2418 (2)	<i>616 (35)</i>	102% (6)	835 (72)	217 (16)
Christian(R)	3,739 (3)	100 (88)	<i>601 (38)</i>	16% (80)	3,990 (1)	<i>117 (40)</i>
Clark (R)	<i>1,063 (59)</i>	0	1,139 (10)	107% (4)	1,627 (18)	152 (29)
Clay (R)	1,758 (34)	150 (84)	<i>374 (59)</i>	21% (73)	2,471 (5)	37 (81)
Clinton (U)	<i>,648 (39)</i>	195 (79)	<i>419 (53)</i>	<i>25%(65)</i>	669 (82)	30 (84)
Coles (R)	2,192 (20)	797 (24)	0	0	1445 (24)	133 (33)
Cook	<i>1,671(38)</i>	939 (15)	834 (23)	<i>50%(36)</i>	975 (62)	<i>103 (48)</i>
Crawford (R)	804 (73)	115 (86)	<i>345 (63)</i>	<i>43%(43)</i>	681 (81)	29 (85)
Cumberland (R)	0	0	0	0	321 (100)	46 (79)

	Delinquency Filings (1998) see Map 2	Detention Admissions (1998) See Map 5	Delinquency Adjudications (1998)	Delinquency Adjudications (1998) % of filings adjudicated see Map 3	Probation Caseloads (1998) see Map 6	IDOC Commitments (1998) see Map 7
	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)
DeKalb (R)	1,169 (54)	948 (14)	308 (66)	26% (62)	769 (74)	63 (70)
DeWitt (R)	2,422 (15)	398 (55)	1,327 (4)	55% (33)	1,923 (11)	166 (23)
Douglas (R)	1,074 (57)	256 (71)	537 (42)	50% (34)	990 (67)	51 (77)
DuPage (C)	846 (71)	619 (33)	544 (41)	64% (25)	467 (94)	25 (88)
Edgar (R)	0	0 (96)	0	0	1,887 (12)	226 (12)
Edwards (R)	1,740 (36)	166 (83)	414 (54)	24% (69)	1,314 (37)	331 (5)
Effingham (R)	2,735 (7)	102 (87)	0	0	1,522 (22)	88 (58)
Fayette (R)	2,525 (9)	390 (56)	625 (33)	25% (67)	1,379 (31)	78 (63)
Ford (R)	0	349 (59)	0	0	1,978 (10)	77 (64)
Franklin (R)	188 (93)	464 (47)	29 (89)	15% (83)	1,771 (14)	188 (19)
Fulton (R)	1,064 (58)	330 (62)	360 (61)	34% (50)	1,425 (26)	15 (90)
Gallatin (R)	1,286 (48)	0 (97)	918 (17)	71% (16)	1,390 (30)	0
Greene (R)	0	0 (98)	0	0	175 (101)	35 (82)
Grundy (U)	1,191 (53)	280 (68)	266 (71)	22% (72)	836 (71)	56 (74)
Hamilton (R)	0	198 (78)	0	0	880 (68)	132 (34)
Hancock (R)	718 (77)	333 (61)	282 (69)	39% (45)	950 (64)	51 (76)
Hardin (R)	1,079 (56)	0	0	0	708 (78)	0
Henderson (R)	383 (89)	256 (72)	128 (84)	33% (51)	766 (75)	0
Henry (U)	1,848 (32)	620 (32)	477 (48)	26% (64)	628 (86)	213 (17)
Iroquois (R)	1,692 (37)	264 (69)	1145 (9)	68% (20)	2,119 (8)	164 (18)
Jackson (R)	2,361 (17)	606 (34)	1162 (8)	49% (37)	1,428 (25)	49 (78)
Jasper (R)	1,931 (29)	46 (91)	506 (45)	26% (63)	1,416 (27)	92 (55)

	Delinquency Filings (1998) see Map 2	Detention Admissions (1998) see Map 5	Delinquency Adjudications (1998) see Map 4	Delinquency Adjudications (1998) % of filings adjudicated see Map 3	Probation Caseloads (1998) see Map 6	IDOC Commitments (1998) see Map 7
	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)
Jefferson (R)	1,852 (31)	1,882 (6)	0	0	986 (61)	75 (66)
Jersey (U)	1,045 (60)	299 (67)	348 (62)	33% (52)	1,050 (53)	124 (38)
Jo Davies (R)	465 (86)	77 (89)	0	0	572 (89)	26 (87)
Johnson (R)	3,702 (4)	436 (51)	435 (52)	12% (85)	898 (67)	218 (15)
Kane (C)	1,111 (55)	795 (25)	280 (70)	25% (66)	699 (79)	17 (89)
Kankakee (U)	926 (67)	837 (21)	619 (34)	67% (21)	1,340 (33)	253 (8)
Kendall (U)	686 (79)	454 (48)	185 (81)	27% (61)	650 (84)	28 (86)
Knox (R)	942 (66)	1,960 (5)	646 (30)	69% (19)	778 (73)	109 (46)
Lake (C)	575 (83)	536 (42)	29 (90)	5% (90)	473 (93)	74 (67)
LaSalle (R)	2,243 (18)	1,078 (11)	531 (44)	24% (71)	1,006 (58)	169 (22)
Lawrence (R)	958 (65)	307 (66)	460 (49)	48% (40)	725 (77)	75 (65)
Lee (R)	1,975 (25)	560 (37)	404 (55)	20% (74)	1,028 (56)	93 (54)
Livingston (R)	1,229 (51)	901 (17)	0	0	2,021 (9)	86 (59)
Logan (R)	1,534 (43)	558 (38)	936 (15)	61% (29)	971 (63)	219 (14)
Macon (U)	1,204 (52)	1,749 (7)	1,066 (11)	89% (10)	1,093 (48)	152 (28)
Macoupin (R)	1,034 (61)	467 (46)	289 (68)	28% (59)	1,536 (20)	100 (50)
Madison (U)	1,586 (40)	1,165 (10)	385 (57)	24% (68)	1,073 (51)	60 (60)
Marion (R)	2,035 (24)	819 (22)	128 (84)	6% (89)	2,500 (4)	90 (57)
Marshall (R)	907 (68)	389 (57)	216 (77)	24% (70)	1,036 (55)	130 (37)
Mason (R)	551 (84)	259 (70)	876 (20)	159% (3)	1,846 (13)	162 (25)

	Delinquency Filings (1998) see Map 2	Detention Admissions (1998) See Map 5	Delinquency Adjudications (1998)	Delinquency Adjudications (1998) % of filings adjudicated see Map 3	Probation Caseloads (1998) see Map 6	IDOC Commitments (1998) see Map 7
	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)
Massac (R)	1,853 (30)	333 (61)	889 (18)	48% (41)	872 (69)	111 (43)
McDonough (R)	528 (85)	220 (74)	88 (87)	17% (78)	854 (70)	0
McHenry (C)	734 (76)	385 (58)	226 (76)	31% (56)	685 (80)	32 (83)
McLean (U)	634 (81)	669 (29)	453 (50)	71% (17)	994 (59)	181 (20)
Menard (U)	122 (94)	405 (54)	243 (74)	200% (2)	1,039 (54)	81 (72)
Mercer (R)	2,070 (23)	180 (81)	330 (64)	16% (82)	1,534 (21)	0
Monroe (U)	889 (69)	445 (50)	828 (25)	93% (8)	351 (98)	81 (61)
Montgomery (R)	1,549 (42)	414 (52)	576 (39)	37% (46)	1,090 (49)	72 (68)
Morgan (R)	1,355 (47)	528 (43)	264 (73)	19% (75)	2,183 (7)	123 (39)
Moultrie (R)	2,435 (14)	406 (53)	1,033 (13)	42% (44)	2,211 (6)	111 (45)
Ogle (R)	1,416 (45)	568 (36)	145 (82)	10% (86)	1,294 (39)	152 (27)
Peoria (U)	2,455 (12)	2,003 (4)	1,403 (3)	57% (31)	1,767 (15)	284 (7)
Perry (R)	288 (92)	1,049 (12)	236 (75)	82% (11)	739 (76)	52 (75)
Piatt (R)	68 (96)	238 (73)	34 (88)	50% (35)	501 (92)	0
Pike (R)	97 (95)	32 (92)	324 (65)	333% (1)	1,089 (49)	130 (36)
Pope (R)	393 (88)	131 (85)	131 (83)	33% (53)	136 (102)	0
Pulaski (R)	2,468 (11)	519 (44)	844 (21)	34% (49)	1,069 (52)	130 (35)
Putnam (R)	2,107 (22)	192 (80)	1,628 (2)	77% (13)	3,371 (2)	96 (52)
Randolph (R)	710 (78)	208 (77)	693 (27)	98% (7)	409 (95)	156 (26)
Richland (R)	2,645 (8)	0 (100)	392 (56)	15% (84)	1,333 (35)	359 (3)
Rock Island (U)	639 (80)	551 (39)	481 (47)	75% (15)	924 (66)	146 (30)

	Delinquency Filings (1998) see Map 2	Detention Admissions (1998) See Map 5	Delinquency Adjudications (1998)	Delinquency Adjudications (1998) % of filings adjudicated see Map 3	Probation Caseloads (1998) see Map 6	IDOC Commitments (1998) see Map 7
	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)	Rate (Rank)
Saline (R)	3,044 (5)	911 (16)	489 (46)	16% (80)	1,334 (34)	111 (44)
Sangamon (U)	399 (87)	804 (23)	301 (67)	75% (14)	590 (88)	116 (41)
Schuyler (R)	1,962 (28)	0	1,308 (5)	67% (23)	1,398 (29)	145 (31)
Scott (R)	0	0	0	0	389 (96)	0
Shelby (R)	290 (91)	48 (90)	193 (80)	67% (24)	342 (99)	0
St. Clair (U)	1,394 (46)	1,346 (8)	633 (32)	45% (42)	653 (83)	93 (53)
Stark (R)	1,745 (35)	785 (26)	611 (36)	35% (48)	2,513 (3)	175 (21)
Stephenson (R)	1,829 (33)	1,019 (13)	880 (19)	48% (39)	1,276 (43)	544 (1)
Tazewell (U)	1,239 (50)	539 (40)	758 (26)	61% (28)	1,280 (41)	70 (69)
Union (R)	2,756 (6)	851 (19)	442 (51)	16% (81)	518 (91)	0
Vermilion (R)	1,435 (44)	322 (63)	829 (24)	58% (30)	1,110 (47)	244 (10)
Wabash (R)	4,51 (1)	475 (45)	1,642 (1)	37% (47)	1,267 (43)	303 (6)
Warren (R)	2,485 (10)	1,228 (9)	1,199 (7)	48% (38)	1,575 (19)	409 (2)
Washington (R)	1,966 (27)	690 (27)	655 (29)	33% (54)	627 (87)	345 (4)
Wayne (R)	1,028 (62)	171 (82)	103 (86)	10% (87)	378 (97)	103 (49)
White (R)	4,334 (2)	537 (41)	1,304 (6)	30% (57)	1,762 (16)	115 (42)
Whiteside (R)	1,022 (63)	642 (30)	932 (16)	91% (9)	1,219 (45)	145 (32)
Will (C)	360 (90)	600 (35)	204 (79)	57% (32)	524 (90)	56 (73)
Williamson (R)	778 (74)	209 (75)	608 (37)	78% (12)	932 (65)	60 (71)
Winnebago (U)	996 (64)	2,713 (1)	1,064 (12)	107% (4)	1,284 (40)	250 (9)
Woodford (U)	838 (72)	447 (49)	265 (72)	32% (55)	1,401 (28)	98 (51)
State Total	1,330	874	619	47%	935	103

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