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120 South Riverside Plaza • Suite 1016 • Chicago, Illinois 60606 • (312) 793-8550

Juvenile Crime Enforcement Coalition

December 17, 2007
120 South Riverside Plaza
Chicago, Illinois
2:00 p.m.

AGENDA

- ▶ Call to Order
- ▶ Chair's Remarks
- ▶ Executive Director's Welcome

- 1. Minutes of the August 17, 2007 Juvenile Crime Enforcement Coalition (JCEC) Meeting
- 2. FFY06 Juvenile Accountability Block Grants Plan Adjustment
FFY07 Juvenile Accountability Block Grants Plan Introduction

- ▶ New Business
- ▶ Old Business
- ▶ Adjourn

This meeting will be accessible to persons with disabilities in compliance with Executive Order #5 and pertinent State and Federal Laws upon anticipated attendance. Persons with disabilities planning to attend and needing special accommodations should contact by telephone or letter Mr. Hank Anthony, Associate Director, Office of Administrative Services, Illinois Criminal Justice Information Authority, 120 South Riverside Plaza, Chicago, Illinois 60606-3997 (telephone 312-793-8550). TDD services are available at 312-793-4170.



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MINUTES

JUVENILE CRIME ENFORCEMENT COALITION

August 17, 2007

120 South Riverside Plaza
Chicago, Illinois

Call to Order and Roll Call

The Juvenile Crime Enforcement Coalition (JCEC) met on August 17, 2007, at the Authority's offices located at 120 South Riverside Plaza, Chicago, Illinois. Chairman Sorosky called the meeting to order at 2:25 p.m. The Associate Director John Chojnacki, of the Authority's Federal and State Grants Unit (FSGU), called the roll. Other JCEC members and designees present were: Patricia Connell, Bridget Healy Ryan for State's Attorney Devine (via teleconference), Curtis Heaston, Steven Kossman, and Sylester Williams. A quorum was not met. Also in attendance were Juvenile Accountability Block Grants (JABG) Program Supervisor Ron Reichgelt, Authority Research and Analysis Unit Director Mark Myrent, and other Authority staff members.

Due to the fact that a quorum had not been met, no votes were taken on any agenda items. However, the agenda items were presented to the JCEC members. All JCEC members in attendance reached a consensus to support all of the items presented.

Chairman Sorosky introduced four new individuals who have been added to the JCEC:

- Hon. Mark Curran, Sheriff of Lake County,
- Hon. Curtis Heaston, Presiding Judge of the Juvenile Court of the Cook County Circuit Court,
- Steven Kossman, Director of the Peoria County Probation Department,
- Sylester Williams, Chicago Public Schools teacher (retired).

Chairman Sorosky said that all agenda items would be discussed, despite the lack of quorum. If the JCEC members present today reach a consensus on these items, then the items will be forwarded to the Budget Committee for consideration.

FFY03 - FFY05 Juvenile Accountability (Incentive) Block Grants (JABG) Plan Adjustments

JABG Program Supervisor Ron Reichgelt called attention to the memo in the meeting materials from Mr. Chojnacki, dated August 10, 2007, describing recommended adjustments to the FFY03 through FFY05 plan adjustments. Mr. Reichgelt said that the table on Pages 1 and 2 of the memo described declined funds that have been returned to the Authority. He said that the FFY03 figures are being provided for informational purposes only as these funds are no longer available for use.

At the request of Chairman Sorosky and for the benefit of the new JCEC members, Mr. Reichgelt gave a brief explanation of reasons why funds might be returned to the Authority. Chairman Sorosky also explained how issues relating to matching funds requirements and a (potential) grantee's ability to secure proper matching funds might cause a (potential) grantee to return or decline funds.

Mr. Reichgelt noted that the large amounts returned by the Illinois Department of Juvenile Justice (IDJJ) for its Staff Training and Development Program and its Intake Process Development Program were due, in part, to the fact that they were last-minute designations made in an attempt to expend as many of the FFY03 funds as possible. Neither of those programs was able to be implemented prior to the expiration of FFY03 funds, so their designated funds were returned.

Mr. Reichgelt gave a brief explanation to the new JCEC members of how JABG funds are either passed through to the grantees or designated at the Authority's discretion. He then explained that the four programs recommended for designation in the memo had received direct pass-through funding in the past, but were no longer eligible. These programs have been sustained using other available local-use funds.

The four recommended FFY05 designations are:

1. \$23,889 to the East St. Louis Police Department's Juvenile Crime Reduction Program. The program addresses the disturbing trend of habitual delinquent behavior in the city of East St. Louis and it provides appropriate sanctions.
2. \$29,700 to the Thirteenth Judicial Circuit's (LaSalle, Bureau, and Grundy Counties) Probation Department for its Youth Giving Back Program. This program provides services to hold offenders accountable, prevent further infractions of the law, and assist in making offenders productive citizens.
3. \$12,317 to Oak Park for its Education to Nullify Usage by First-Timers (ENUF) Program. The basic intent of the program is to divert first-time offenders from the court system
4. \$26,000 to the City of Evanston's Police Department for its Community Service Program. This program will aid in providing accountability-based sanctions for juvenile offenders.

Ms. Connell said that if each of these communities have been receiving funds for roughly five years, then it is likely that some of them received the funds in the form of pass-through funding and they were entitled to those funds at the time. In an open question to the JCEC, she asked if the point has been reached where some other communities that do not receive pass-through funds should now have the opportunity to develop programs. She disclosed that she is an Evanston resident, so she would rather not see Evanston's programs get cut, but in the interests of fairness, at some point perhaps these funds should be made available to other communities.

Mr. Reichgelt said that not all of these programs have been receiving direct pass-through funding for the past five years. Many such programs were picked up by their respective counties or municipalities. The designations proposed in the memo are to programs that were not picked up by another entity. The Authority has kept those programs operating by providing funding as it has become available. This is done on a year-by-year basis and none of these programs have received any promises of future funding. When considering funding a new program, it is best to be able to promise at least three years of funding. What we are looking at are new and innovative programs throughout the state that we might be able to fund. In recent conversations with Director Levin, she had suggested funding programs for female juvenile offenders. Staff would conduct a request for proposals or survey individual counties to determine need. The idea would be to fund a specific type of program and then fund that program in different places. Staff is starting to delve into research associated with such funding ideas. Any information that JCEC members might be able to provide would be more than welcome.

In response to a question from Ms. Connell regarding plans for FFY06 funds, Mr. Reichgelt said that even with some remaining FFY05 funds, the Authority is not in a position to support new programs with FFY05 or FFY06 funds. Other plans will not be addressed until the time comes to apply for FFY08 funds. Staff has made all of the FFY06 pass-through designations and the other FFY06 funds are currently undesignated. The Authority has received its FFY07 award, but FSGU staff has not yet received the formula that determines which entities get what in terms of pass-through funds and, by extension, how much will be available after the pass-through awards are made for discretionary spending. Eventually, staff will apply for the FYF08 funds, and that would be an ideal time to form plans for these funds and to address whether or not it would be prudent to consider other types of programs. However, if it is decided that other programs should be funded, the programs that are current recipients of discretionary funds would be left unfunded.

No action was taken on the FFY03 through FFY05 recommendations.

Mr. Reichgelt called attention to the documents that had been laid at the JCEC members' places. The documents included information was intended to assist in the new members' orientation, but might also be informative to the other members as well. Mr. Reichgelt described the documents, which included the Office of Juvenile Justice and Delinquency

Programs (OJJDP) JABG application form for FFY07, a copy of the completed FFY07 application that the Authority submitted, and copies of current *Attachment A's*.

Director Levin said that, as with all federal funds under the current federal administration, the award amounts for each federal fiscal year have been reduced on a yearly basis.

Chairman Sorsoky asked if the programs that the Authority has been funding, such as the ones presented for recommended designations today, have proven to be effective and good uses of these funds.

Mr. Reichgelt replied that, in part due to restricted funding, many underperforming programs have been denied funding. The programs that were recommended for designations earlier have proven successful. The only issues here are that the respective local governments, due to budget constraints, have not been able to pick these programs up. Staff monitors the programs and staff determines on a yearly basis if they will continue to receive these funds, pending fund availability.

Chairman Sorosky asked if any other programs have requested these funds and been denied.

Mr. Reichgelt said that two juvenile reporting center programs were recently moved from the Anti-Drug Abuse Act (ADAA) funds to the JABG funds. Those programs are up and running and doing very well. Staff tried to expand those programs to other counties, but no other counties wanted to adopt them. Staff actually visited these counties personally to try to convince them to set up juvenile reporting center programs, but none of the counties were interested. Some counties did not feel that they could commit the necessary personnel. Others cited problems securing matching funds or they weren't comfortable with having restrictions on the funds per the JABG federal guidelines. Mr. Reichgelt also said that the Authority would prefer to award funds for programs in a competitive manner, that way the funding is determined by a needs analysis of crime. Programming would then be selected to address those crime trends.

Chairman Sorosky asked if any disparity existed between agencies or local governments wanting funds for things and staff's feelings about how the funds should be spent. That is, does staff ever disagree with a potential grantee as to what constitutes an appropriate use of funds?

Mr. Reichgelt said that staff recently gave a lot of money to the IDJJ without being entirely certain if those designations were allowable. Staff consulted the OJJDP regarding those issues and two designations were approved by the OJJDP and the OJJDP's recommendations are pending for the other three. Staff is working to ensure that the funds are spent properly.

Director Levin said that after years of hard work the Juvenile Intervention Support Center (JISC) program is up and running, but with cuts to the JABG awards, the JISC program is not receiving the funds that they once did. She said that it was her understanding that any new (SFY08) budget proposed by the governor would include funds for the JISC programs.

Ms. Connell said that she was not in opposition to any of the program recommendations being made at this meeting. She said that she felt that the state and the communities served by JABG funds get good values for their investments. Many of these communities have significant minority populations. JABG-funded programs are succeeding in keeping youths from entering the juvenile justice system. To those ends, she said that would strongly support all four of the designations recommended in the memo.

Chairman Sorosky confirmed with the JCEC members present that it was their consensus that the funding recommendations detailed in the memo should be presented to the Budget Committee without alteration or addendum.

Ms. Connell said that staff should consider, for FFY06 and other future funds, expanding the purview of JABG programming, if possible.

Mr. Reichgelt said that the difficult thing is to find a program that will work and that will actually be implemented that can also be done in a competitive manner open to everyone.

Juvenile Justice Resources at the ICJIA

Authority Research and Analysis Unit Director Mark Myrent called attention to a document that had been distributed to the JCEC members entitled, "ICJIA Resources for Juvenile Justice." He said that the document lists a multitude of publications relating to juvenile justice. Every item listed is also available at the Authority's website. Many items have been produced within the last two or three years.

Mr. Myrent noted that newer reports include a report on the evaluation of the Redeploy Illinois program. He also highlighted a comprehensive data report for 2003 and 2004, for which a presentation at this meeting would follow shortly.

Mr. Myrent said that staff is very excited about some of the projects currently underway. Authority Research and Analysis Unit staff member Jessica Ashley has been working on an OJJDP grant-funded report on commercial sexual exploitation of children and youths. The project included focus-group discussions with sex trade workers in Chicago who talked about experiences that they had as minors, interviews with law enforcement personnel that focused on how they deal with issues of juvenile prostitution, and analysis of law enforcement data on trends in this area. This report should be released in the next month or so.

Mr. Myrent said that another project that is very close to completion is the Safe Havens Domestic Violence Program Evaluation by Authority Research and Analysis Unit staff member Erica Hughes. Safe Havens is a supervised visitation program that allows custodial parents who are also domestic violence victims to comply with court-ordered child visitation by an offending parent in a supervised environment without the fear of being victimized again by the offending parent.

Mr. Myrent said that one of the other areas that staff is getting involved in is using the state's criminal history records system to provide data for studies on recidivism, offense patterns, etc., and staff will increasingly use that data for statistical purposes. Illinois does not have reliable indicators of juvenile arrests. The uniform crime reporting system does not distinguish between juveniles and adults. The criminal history records, however, can provide such data.

Mr. Myrent said that in addition to the work that the Authority's staff performs, the Authority also oversees external evaluations and issues RFP's on research topics to universities and other researchers. For example, one study that is nearing completion is on juveniles' re-entry experiences. The analysis is being performed by the University of Chicago.

Ms. Connell asked if the criminal history record information collected so far includes data on ethnicity.

Mr. Myrent, in response to a question by Ms. Connell, said that the criminal history record information collected so far does not include data on ethnicity, and that is a problem.

Mr. Myrent, in response to a question by Chairman Sorosky regarding the usefulness of the criminal history record information, said that there is a lot of attention paid to disproportionate minority confinement and representation of youths of color throughout the juvenile justice system from arrest through incarceration, particularly in stages such as detention and transfers to adult court. Staff is trying to determine to what degree that disproportionality actually is, not only for African-American youths, but also for Hispanic youths. Due to the lack of sufficient data, staff does not have a clear idea of how many Hispanic youths are coming into the system. Another use of criminal history record information will be in analyzing immigration-related issues.

Ms. Connell said that the funds that the Authority receives from the OJJDP in the forms of Title V dollars and Title II dollars are in some ways incumbent upon the Authority reporting this information back to the federal government. In Illinois, we cannot report any kind of Hispanic information because we don't have it. There are seven contact points on which the Authority is supposed to report, and the Authority has the information on three of them.

Chairman Sorosky asked whether, from the Authority's perspective, the law needed to change or if policies and practices of police departments needed to change.

Mr. Myrent said that some additional work is needed in this area to document the implications of not having this data.

The Honorable Curtis Heaston said that our society has painted itself into a corner. We are trying to reduce disproportionate minority contact with the police both for African-American youths and Hispanic youths. It is difficult to do these things unless the youths are properly identified and the law must be changed because we are prohibited from doing that. There's an issue with the federal funding because they are making funding contingent upon information that we cannot provide. Our legislature must amend the law to allow access to such information. One could gather such information simply by going to a juvenile detention facility and counting heads, so changing the law should not create much of a problem.

Mr. Myrent said that there is an educational issue involved in incorporating these types of identification mechanisms into the data systems. When an individual's race is considered, it is often a visual determination, but specific ethnicity becomes much murkier. The United States Census Bureau relies upon self-reporting from people to make that determination. In the criminal justice system, getting people to self-report race and ethnicity information is more difficult, if not dangerous. Many problems come into play. One such problem is that mis- or non-identification of Hispanics continues downstream beyond initial contact. After a minor is arrested, the determination of ethnicity and race by probation, prosecution, detention, and courts is usually not re-established upon a face-to-face interview with a minor, it is transcribed from police documents. Whatever shortcomings exist in the police's reporting of race and ethnicity very likely wind up in other systems as well.

Ms. Connell said that the OJJDP often refers to Pennsylvania as an example of a state that does a good job of tracking this kind of data. Pennsylvania has established a protocol that asks particular questions in a particular order. The protocol has been implemented throughout Pennsylvania and it has been producing what Pennsylvania's authorities think are fairly reliable data sets. She said that Michael Mahoney and some others here in Illinois have begun to work with the Illinois State Police to see if they would 1) be willing to capture this data if it got reported and 2) move organizations such as the Illinois Law Enforcement Training and Standards Board to begin to train law enforcement officers in such a protocol.

Steven Kossman, Director of Peoria County's Probation and Court Services, said that the difficulty in local jurisdictions is the denial of the reality of how disproportionate the system really is. As long as the issues can be dealt with on an anecdotal level they can be denied. However, when there is documented hard data, sometimes that denial lessens. When we looked at our hard numbers in Peoria, those of us who have worked in the system for a long time did not think that there would be any surprises in the data. The

hard data provided a wake-up call. We always knew, anecdotally, that we had a disproportionality issue, but we had no idea of the severity of it until we looked at the hard numbers. This happens in smaller jurisdictions too. In some juvenile detention centers, 25 or 30 percent of the juveniles in the facility might be youths of color, but people of color might only make up only five percent of the jurisdiction's, or catchment area's, populations. This means that youths of color are six times more likely than Caucasian youths to have entered the justice system in these jurisdictions. What has happened in Illinois, traditionally, is efforts have been focused on jurisdictions where the sheer numbers of minorities in the justice system are large, even though the disproportionality is greater in many smaller jurisdictions. If we have this data on a statewide basis and it can be teased out, and we could compare jurisdictions. As a practitioner, I need hard data to lower the resistance in my local jurisdiction to the severity of the disproportionality issue.

2004 Juvenile Justice System and Risk Factor Data Report

Authority Research and Analysis Unit staff member Erica Hughes delivered a PowerPoint presentation on the 2004 Juvenile Justice System and Risk Factor Report.

Copies of the report are available upon request.

Adjourn

The meeting was adjourned, by general consensus, at 3:39 p.m.



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MEMORANDUM

TO: Juvenile Crime Enforcement Coalition Members

FROM: John Chojnacki, Associate Director, Federal and State Grants Unit

DATE: December 6, 2007

**RE: FFY06 Juvenile Accountability Block Grants Plan Adjustment
FFY07 Juvenile Accountability Block Grants Plan Introduction**

This memo describes proposed adjustments to the FFY06 Juvenile Accountability Block Grants (JABG) plan, and the FFY07 JABG plan introduction.

FFY06 Designation Recommendations

Illinois Violence Prevention Authority

Staff recommends designating \$250,000 in FFY06 state/discretionary-use funds to the Illinois Violence Prevention Authority as part of Governor Rod Blagojevich's soon-to-be-announced Youth Violence Prevention Initiative, "The Safety Net Works (Not One Life to Lose)." The Safety Net Works initiative is designed to stop tragic loss of life and hope experienced by too many young people in Illinois. The initiative will bring together state and community resources to help young people residing in targeted communities enhance their opportunities for positive development into healthy adulthood. It is anticipated that existing community services and new, innovative community strategies will be implemented and coordinated to make targeted communities safer for youths. The initiative brings together multiple state agencies to leverage funds and it augments existing services. Eligible communities, which were identified largely on Authority research of community and youth risk indicators, will be invited to apply for the competitive grants.

FFY07 Introduction

The FFY06 JABG federal award to Illinois is \$1,477,100, and these funds will expire May 31, 2010. Five percent of the award (\$73,855) was set aside for administrative purposes, leaving \$1,403,245 available for programming. Federal requirements for the JABG program include a 75 percent (\$1,107,825) pass-through to local units of

government. Each local unit of government's share of the FFY07 funds was determined by calculating the sum of three-fourths of the locality's relative share of law enforcement expenditures (based on the Census Bureau's Census of Government Survey) and one-fourth of the locality's relative share of Part I violent crime offenses (based on the Illinois State Police's Uniform Crime Reports) for the three most recent years for which data are available. Formula grants are awarded to entities that qualify for \$10,000 or more. Using the formula, nine entities qualified for awards of \$10,000 or more and those entities are listed in the table below. The balance of the local dollars is available to be awarded to local units of government. FFY07 JABG fund designations and remaining undesignated funds are described in the table below:

Unit of Government	County	FFY07 Allocation
Champaign County	Champaign	\$10,125
Chicago	Cook	\$165,851
Cook County	Cook	\$528,864
DuPage County	DuPage	\$32,635
Kane County	Kane	\$20,463
Lake County	Lake	\$24,334
Peoria County	Peoria	\$11,761
Will County	Will	\$21,954
Winnebago County	Winnebago	\$17,217
Local Formula Fund Allocations		\$833,204
Unallocated Local Funds		\$274,621
Local Total		\$1,107,825
Unallocated State / Discretionary Funds		\$295,420
Administrative Funds		\$73,855
GRAND TOTAL		\$1,477,100

Summary of Available FFY05, FFY06 & FFY07 Funds

The table below describes currently available funds, assuming the adoption by the Budget Committee of the recommendations described in the memo above:

Currently Available Funds	FFY05	FFY06	FFY07	Total
Local	\$68,655	\$203,647	\$274,621	\$546,923
State/Discretionary*	\$59,972	\$103,638	\$295,420	\$459,030
Total	\$128,627	\$307,285	\$570,041	\$1,005,953

* Includes interest earned as of 11/30/07.

Staff will be available at the meeting to answer any questions.