

# Special issues

## Disproportionate minority contact

Of increasing concern to lawmakers and policymakers is **disproportionate minority contact** (DMC) in the juvenile justice system. DMC refers to an empirical finding across the U.S. that a higher percentage of minority youth are involved in the juvenile justice system than their representation in the general population. For example, in 1987 minority youth comprised 32 percent of all youth in the U.S. yet they constituted 53 percent of youth in secure detention and correctional facilities.<sup>17</sup> By 1997, minority youth comprised 34 percent of all youth in the U.S., 62 percent of youth in secure detention, and 67 percent of youth in secure correctional facilities.<sup>18</sup> The rate of minority overrepresentation in juvenile justice systems across the country has contributed to greater scrutiny of juvenile justice system decision-making and the examination of how other factors correlated with race, such as poverty, contribute to the overrepresentation of minorities.

The federal Juvenile Justice and Delinquency Prevention (JJDP) Act, amended in 1988, requires each state participating in formula grant programs administered by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) to assess the extent of over-representation of confined minority youth (**disproportionate minority confinement**). In 1992, Congress expanded the mandate regarding DMC and required states with an over-representation of minorities in the juvenile justice system to develop and implement plans to reduce it. The JJDP Act of 2002 broadened the DMC initiative from disproportionate minority *confinement* to disproportionate minority *contact* to cover minority youth at all decision points in the juvenile justice system.

From FY03 to FY05, the Illinois Juvenile Justice Commission funded initiatives to reduce DMC in Peoria County, St. Clair County, south suburbs of Cook County, and Chicago's Lawndale neighborhood. Each program site hired a local DMC coordinator to work with the W. Haywood Burns Institute, a leading national organization working to reduce the over-representation of youth of color in the juvenile justice system.

Another project impacting DMC, Juvenile Detention Alternatives Initiative, funded by the Annie E. Casey Foundation, is described in detail in the "state initiatives" section of this report.

### Representation index

Several methods have been utilized to assess minority representation in the juvenile justice system. One method for assessing DMC is to calculate a **representation index (RI)**. A RI compares the percentage of all minority youth at a specific stage of the juvenile justice process to the percentage of that same minority group in the general youth population of the jurisdiction of interest.

Data elements required to calculate the RI include the number of youth in the reference group (usually white youth) at the specific stage, the number of youth in the minority group at the

specific stage, the total number of youth at the stage, the population of the reference group in the jurisdiction, the population of the minority group in the jurisdiction, and the total youth population in the jurisdiction.

### *Gathering local data*

Before calculating the RI, raw data must be gathered about the justice stage of interest (*Table 3.1*) as well as the population (*Table 3.2*). *Table 3.1* illustrates calculations used to determine the arrest RI in three hypothetical Illinois counties. *Table 3.2* shows raw population data in three hypothetical Illinois counties.

**Table 3.1**  
**Raw youth arrest data**

County	Number of black youth arrests	Number of white youth arrests	Total number of youth arrests
<i>County A</i>	21	67	90
<i>County B</i>	142	46	192
<i>County C</i>	16	246	267

**Table 3.2**  
**Raw population data**

County	Black youth population in county	White youth population in county	Total youth population
<i>County A</i>	352	6,096	6,491
<i>County B</i>	2,469	8,009	10,614
<i>County C</i>	98	3,352	3,478

Calculating the RI requires first calculating the percentages of a minority group at the specific stage of the justice process, as well as the percentage of the minority group in the general population. To calculate a percentage, divide the number of youth arrests in the minority group by the total number of youth arrests for the jurisdiction. Multiply the total by 100 to get the percentage (*Table 3.3*).

**Table 3.3**  
**Percent calculations for black youth arrests and black youth population**

County	% of arrests that are black youth	% black youth in pop
<i>County A</i>	$(21 \div 90) \times 100 = 23\%$	$(352 \div 6,491) \times 100 = 5\%$
<i>County B</i>	$(142 \div 192) \times 100 = 74\%$	$(2,469 \div 10,614) \times 100 = 23\%$
<i>County C</i>	$(16 \div 267) \times 100 = 6\%$	$(98 \div 3,478) \times 100 = 3\%$

Representation index =

$$\frac{\text{Percent of a minority group at a stage of the justice process in jurisdiction of interest}}{\text{Percent of the same minority group in jurisdiction of interest}}$$

County arrest RI =

$$\frac{\text{Percent of black youth arrests for county}}{\text{Percent of black youth in county population}}$$

**Table 3.4**  
**County arrest RI calculations**

County	RI
County A	$(23 \div 5) = 4.6$
County B	$(74 \div 23) = 3.0$
County C	$(6 \div 3) = 2.0$

This calculation results in a number representing a ratio. If the ratio is greater than one, over-representation exists. Ratios less than one indicate under-representation. An over-representation of minorities at the arrest stage is seen in County A, County B, and County C.

The ratio of youth at a particular stage of the juvenile justice system is dependent on the percentage of minority youth in the population. Because one county minority populations differ, RIs cannot always be fairly compared across jurisdictions and RI's do not necessarily indicate the extent of the disparity. . In *Table 3.4*, County A's over-representation *cannot* be interpreted as being over two times worse than County C's.

### Relative rate index

In an attempt to address the weaknesses of the RI, OJJDP convened a workgroup that was charged with identifying a more effective measure of disproportionate minority contact. Using the same data needed to calculate the representation index, the workgroup developed a **relative rate index (RRI)** that is independent of the size of the minority population across jurisdictions. The relative rate index compares the rate at which a minority group is represented at a particular juvenile justice stage to the rate a reference group is represented at the same stage.

The RRI is determined by calculating the rates of both the minority group and the reference group at the juvenile justice stage of interest.

RRI rates are calculated per 1,000 youth in the jurisdictional population (not per 100,000 youth as previously calculated). This is to be consistent with the way OJJDP measures RRI nationally.

Rates are calculated by taking the number of youth at a specific stage of the justice process, multiplying it by 1,000, and dividing that total by the total number of the youth group in the jurisdictional population.

Rate =

$$\frac{\text{Number of youth group at specific stage of the justice process} \times 1,000}{\text{Number of youth group in jurisdictional population}}$$

Using the raw data provided in *Table 3.1* and *Table 3.2*, arrest rates for black and white youth are calculated as follows:

Black youth arrest rate for County A =

$$\frac{(21 \text{ black youth arrests}) \times 1,000}{352 \text{ black youth in County A}}$$

**Table 3.5**  
**Black and white youth arrest rates**

County	Black youth arrest rate	White youth arrest rate
County A	$(21 \times 1,000) \div 352 = 60$	$(67 \times 1,000) \div 6,096 = 11$
County B	$(142 \times 1,000) \div 2,469 = 58$	$(46 \times 1,000) \div 8,009 = 6$
County C	$(16 \times 1,000) \div 98 = 163$	$(246 \times 1,000) \div 3,352 = 73$

Using white youth as the reference group, the RRI can be calculated for each county.

RRI =

$$\frac{\text{Rate per 1,000 of a minority group at a specific stage in a jurisdiction of interest}}{\text{Rate per 1,000 of reference group (white) at the same stage in jurisdiction of interest}}$$

**Table 3.6**  
**RRI calculations for black youth arrests**

County	RRI Calculation
County A	$(60 \div 11) = 5.45$
County B	$(58 \div 6) = 9.67$
County C	$(163 \div 73) = 2.23$

County A has an RRI of 5.45 for black youth. Therefore, black youth in County A are arrested more than five times as often as their white counterparts. County C has an arrest RRI of 2.23 for their black youth. Therefore, black youth in County C are arrested approximately twice as often as their white counterparts. There is an over-representation of black youth at the arrest stage in both counties, and County A's problem is more than twice that of County C's. County B's over-representation of black youth is almost twice that of County A's.

#### Disproportionate representation index

Minority representation can be examined at specific points in the juvenile justice system relative to their representation at the previous point in the system using a **disproportionate representation index (DRI)**. The DRI assess the degree to which a stage of the juvenile justice system process contributes to over- or under-representation of a minority group. For example, one could compare the percentage of black youth whose cases are referred to the state's attorney's office for prosecution to the percentage of black youth at the arrest stage to understand whether the referral process disproportionately impacts black youth. DRI for any stage of the juvenile justice process is calculated by comparing the percentage of all youth who are of a particular minority group at one stage of the juvenile justice system to that same minority group's representation at the previous stage using the RI formula. The interpretation of this ratio is similar to the representation index. If the ratio is greater than one, the stage increased the representation of the minority group. If less than one, the stage decreased the representation of the minority group.

#### **Data summary**

The lack of data on the number of youth in each race and ethnic group involved with the system across all stages of the process prevents calculation of measures of racial and ethnic disparity for the entire juvenile justice system. In most cases, these data are collected informally and maintained at the local level. Data are available that allows us to calculate the RI and RRI for arrests, detention admissions, and commitments to IDOC in all Illinois counties. Tables that report the county-level RIs and RRIs are located in the data tables section of Appendix H.

Neither an RI nor an RRI was calculated when the county's minority group population was less than one percent. When working with very small numbers and percentages, the formulas used to assess minority representation can result in extremely large indices that are difficult to interpret. In addition, Hispanic representation among arrested youth cannot be assessed as reporting requirements do not include data on ethnicity.

*Representation index*Arrests

An RI of 1.0 would be equal representation in the general population and in the system, an RI over 1.0 is over-representation, and an RI under 1.0 is under-representation. In 2005, the Illinois arrest representation index was 3.04 for black youth, 0.12 for Asian youth, and 0.51 for white youth.

The data revealed that black youth ages 10 to 16 were arrested at a level that was more than three times their representation in the general Illinois youth population. Asian youth were arrested at a level less their representation in the general youth population. White youth in Illinois were arrested at a level that was about 51 percent of their representation in the general youth population (*Table 4*).

**Table 4**  
**Youth arrest representation indices by race in Illinois, 2005**

	<i>RI</i>	Percent of population ages 10-16	Percent arrested
<i>Black</i>	3.04	20.11%	60.94%
<i>Asian</i>	0.12	3.62%	0.44%
<i>White</i>	0.51	75.82%	38.26%

Note: Totals may not equal 100 percent due to rounding.  
Sources: Criminal History Record Information and U.S. Census Bureau

Detention

In 2005, the state detention RI for black youth was 2.97, 0.61 for Hispanic youth, 0.06 for Asian youth, and 0.36 for white youth.

Black youth were admitted to detention at a level that was almost three times their representation in the general youth population ages 10 to 16. Hispanic youth were detained at a level 61 percent of their representation; Asian youth were detained at a level 6 percent of their representation; and white youth were detained at a level that was about one-third of their representation in the general youth population (*Table 5*).

**Table 5**  
**Youth detention representation indices by race and ethnicity in Illinois, 2005**

	<i>RI</i>	Percent of population ages 10-16	Percent detained
<i>Black</i>	2.97	20.11%	59.81%
<i>Hispanic</i>	0.61	17.51%	10.76%
<i>Asian</i>	0.06	3.62%	0.23%
<i>White</i>	0.36	75.82%	27.66%

Note: Totals may not equal 100 percent due to rounding.  
Sources: Juvenile Monitoring Information System and U.S. Census Bureau

IDOC commitments

In FY04, the most recent year that data were available, the IDOC commitment representation index for black youth ages 13 to 16 was 2.62. In contrast, the IDOC commitment RI was 0.66 for Hispanic youth, 0.02 for Asian youth, and 0.49 for white youth.

Black youth were committed to IDOC at a level that was more than two and a half times their representation in the general youth population. Hispanic youth were committed at a level just more than 60 percent of their representation, and Asian youth were committed at a level less than 2 percent of their representation. White youth were committed at a level less than half of their representation (*Table 6*). In none of the counties where Asian youth ages 13 to 16 accounted for at least 1 percent of their youth population were these youth over-represented.

**Table 6**  
**Youth IDOC commitment representation indices by race and ethnicity, 2004**

	RI	Percent of population Ages 13-16	Percent in IDOC
<i>Black</i>	2.62	19.80%	51.86%
<i>Hispanic</i>	0.66	15.96%	10.47%
<i>Asian</i>	0.02	3.52%	0.06%
<i>White</i>	0.49	76.23%	37.37%

Note: Totals may not equal 100 percent due to rounding.  
Sources: Illinois Department of Corrections and U.S. Census Bureau

Relative rate indexArrests

In 2005, the arrest relative rate index for black youth ages 10 to 16 was 6.0. For Asians, the rate was 0.24. A black youth was six times more likely to be arrested than a white youth in Illinois. Asian youth were arrested at a rate about one-fourth that of their white counterparts (*Table 7*).

**Table 7**  
**Youth arrest relative rate indices by race 2005**

	Black	Asian	White
<i>RRI</i>	6.00	0.24	--
<i>Arrest rate/1,000</i>	23.64	0.17	14.84

Sources: Juvenile Monitoring Information System and U.S. Census Bureau

*Map 10* illustrates the relative rate indices for black youth at the arrest stage by county in 2005.



Detention

In 2005, the relative rate index for detained youth ages 10 to 16 was 8.15 for blacks, 1.68 for Hispanics, and 0.17 for Asians. Black youth were eight times more likely to be committed to a secure detention center than white youth. Hispanic youth were slightly more likely than white youth to be committed to detention. Asian youth were committed to detention at one-sixth the rate of a white youth (*Table 8*).

**Table 8**  
**Youth detention relative rate indices in Illinois, 2005**

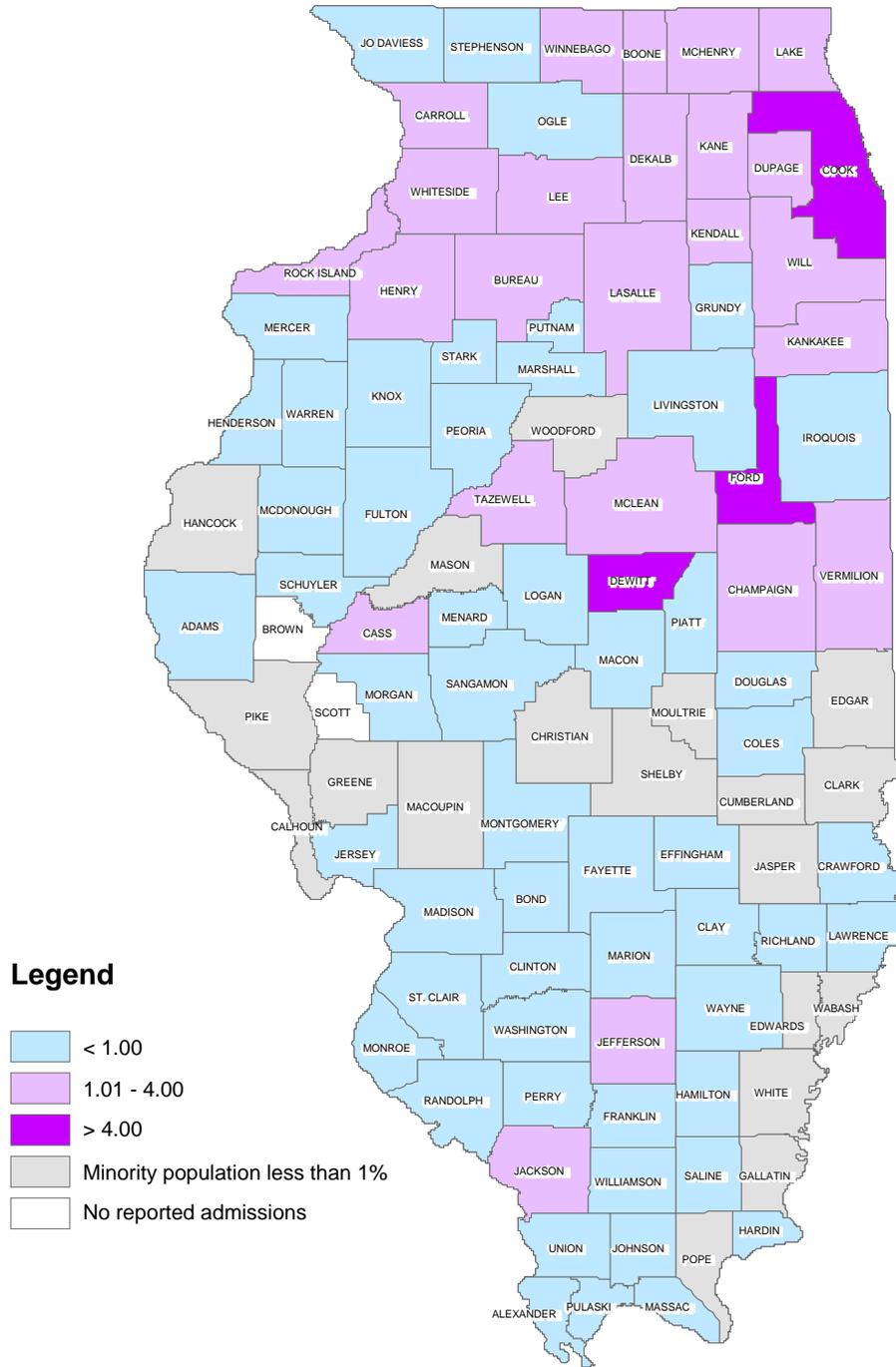
	Black	Asian	Hispanic	White
<i>RRI</i>	8.15	0.17	1.68	--
<i>Detention rate/1,000</i>	37.66	0.80	7.78	4.62

Sources: Juvenile Monitoring Information System and U.S. Census Bureau

*Map 11* and *Map 12* highlight the counties where black and Hispanic youth, respectively, made up at least one percent of the youth population 10 to 16 years old and their detention relative rate indices for 2005.



**Map 12**  
**Hispanic youth detention relative rate indices, 2005**



Sources: Juvenile Monitoring Information System and U.S. Census Bureau

Corrections

In FY04, the IDOC relative rate index for youth ages 10 to 16 who were committed by the courts was 5.34 for blacks, 1.34 for Hispanics, and 0.03 for Asians. Black youth were five times more likely than white youth to be committed to IDOC. Hispanic youth were about as likely as white youth to be committed to IDOC. Asian youth were committed to IDOC at a rate that was one-thirtieth the rate of white youth. *Table 9* shows the relative rate indices and commitment rates per 1,000 youth for youth ages 10 to 16 by race and ethnicity.

**Table 9**  
**Youth IDOC relative rate indices, FY04\***

	Black	Asian	Hispanic	White
<i>RRI</i>	5.34	0.03	1.34**	--
<i>Commitment rate per 1,000</i>	6.00	0.04	1.12	1.50

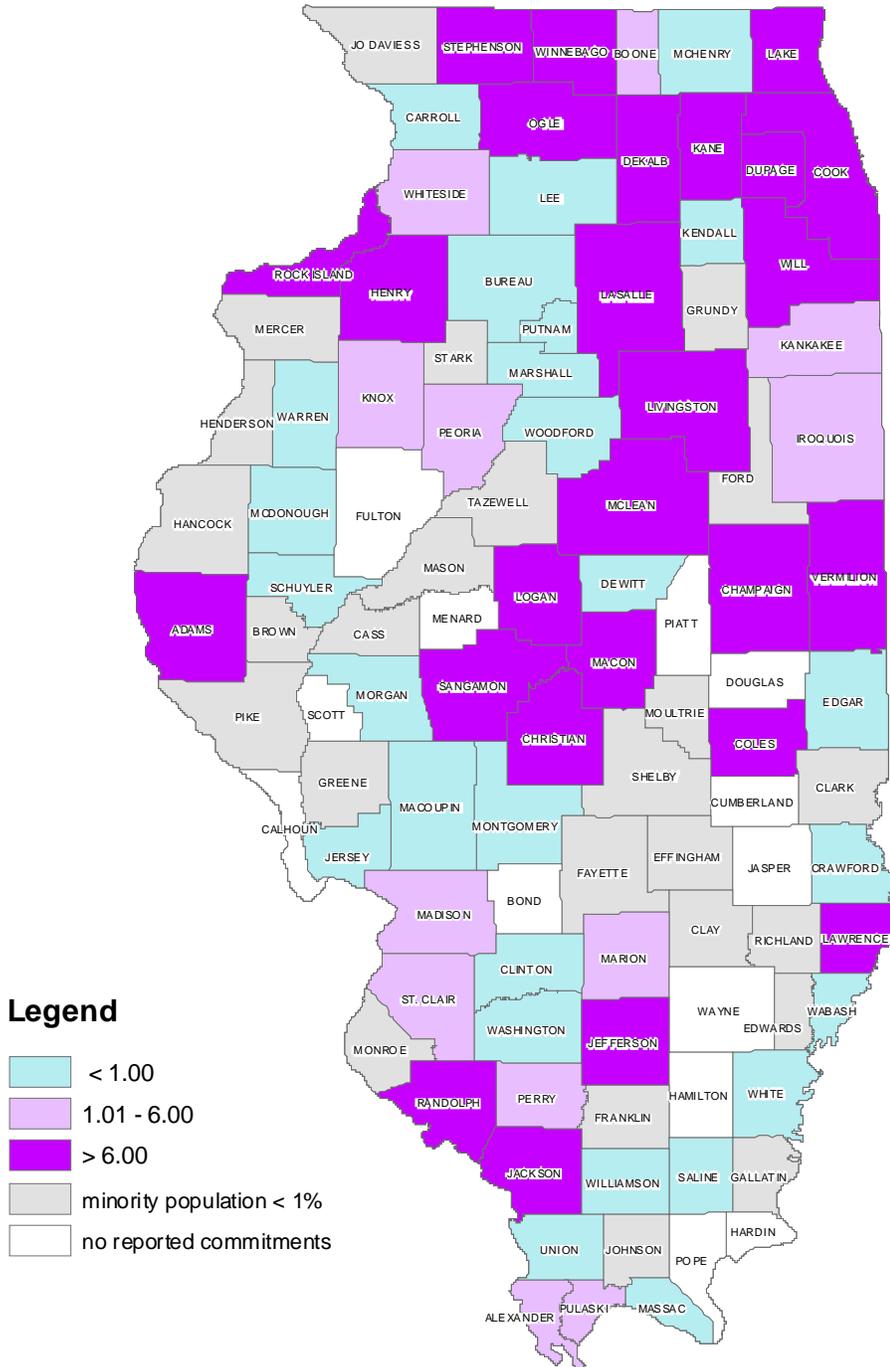
Sources: Illinois Department of Corrections and U.S. Census Bureau

\*The population used for corrections calculations is between 13 and 16 years of age.

\*\* Not statistically significant.

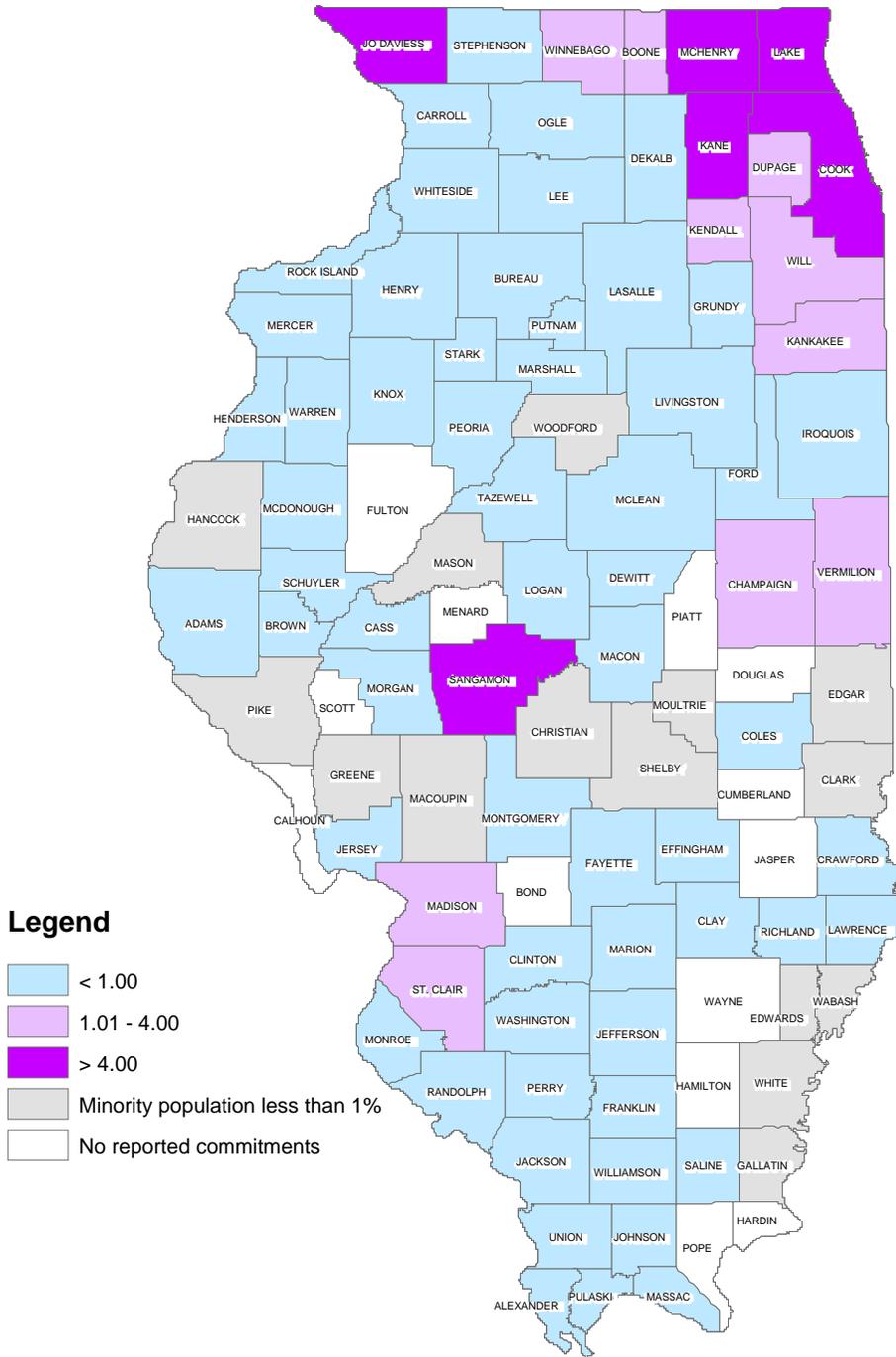
*Map 13* and *Map 14* highlight counties where black and Hispanic youth, respectively, made up at least one percent of the youth population 13 to 16 years old, and indicate their IDOC relative rate indices in FY04. In none of the 20 counties where Asian youth constituted more than one percent of the general youth population were they over-represented.

**Map 13**  
**Black youth IDOC relative rate indices, FY04**



Sources: Illinois Department of Corrections and U.S. Census Bureau

**Map 14**  
**Hispanic youth IDOC relative rate indices, FY04**



Sources: Illinois Department of Corrections and U.S. Census Bureau

Table 10 shows the 2005 population, population rates, and RRIs for various stages in the juvenile justice system of youth ages 10 to 16, by race and ethnicity.

**Table 10**  
**Illinois juvenile justice system relative rate indices by race and ethnicity, 2005**

Stages	Black			Asian			Hispanic			White		
	Number	Rate	RRI	Number	Rate	RRI	Number	Rate	RRI	Number	Rate	RRI
<i>Population (ages 10-16)</i>	258,607	201	--	46,507	36	--	225,104	175	--	974,824	758	--
<i>Arrest</i>	30,399	117.55	6.00	221	4.75	0.24	N/A	N/A	N/A	19,084	14.58	--
<i>Detention</i>	9,740	37.66	8.15	37	0.80	0.17	1,752	7.78	1.68	4,504	4.62	--
<i>Corrections**</i>	877	6.00	5.34	1	0.04	0.03	177	1.12	1.34	632	1.50	--

Sources: U.S. Census Bureau, Criminal History Record Information System, Juvenile Monitoring Information System, and Illinois Department of Corrections

Note: Corrections data for 2005 were unavailable; 2004 were used.

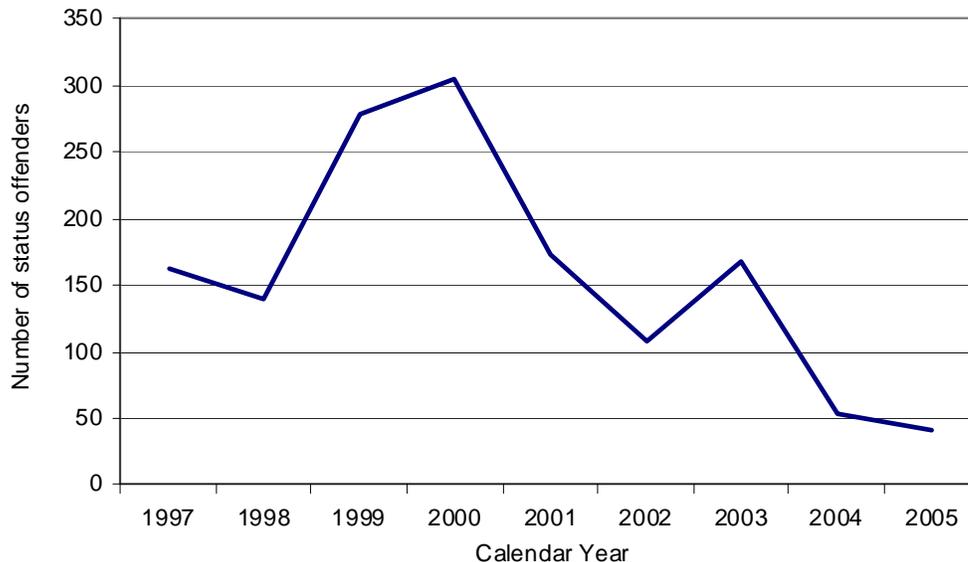
\*\* The population used in corrections calculations included only youth ages 13-16.

## Status offenders in secure detention

States must meet four core requirements to receive federal **Juvenile Justice and Delinquency Prevention (JJDP) Act** funding. They include deinstitutionalization of status offenders, sight and sound separation of youth and adult offenders, removal of youth from adult jails and lockups, and reduction of minority over-representation in the juvenile justice system.

The deinstitutionalization of status offenders in Illinois is primarily a matter of keeping status offenders out of Illinois' detention centers. A **status offender** is a youth who commits a crime that would not be a crime if committed by an adult. Status offenses include underage drinking, truancy, smoking, or breaking curfew. *Figure 21* shows a declining number of institutionalized status offenders. The number of detained status offenders prior to 1997 was unavailable.

**Figure 21**  
Youth status offenders detained in Illinois, 1997-2005



Source: Illinois Department of Human Services

**Table 11**  
**Juvenile Justice and Delinquency Prevention Act status offender violations in**  
**detention facilities, 2005**

County facility	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Adams	0	1	2	1	0	0	0	0	1	0	0	0	5
Champaign	0	1	2	1	0	0	0	0	0	0	0	0	4
Cook	0	0	0	0	0	0	0	0	0	0	0	0	0
DuPage	0	0	0	0	0	1	0	0	0	0	0	0	1
Franklin	0	0	0	0	1	0	0	0	0	0	0	0	1
Kane	0	0	0	0	0	0	0	0	0	0	2	2	4
Knox	0	0	0	0	0	0	0	0	0	0	0	0	0
Lake	0	0	0	0	0	0	0	0	0	0	0	0	0
LaSalle	0	0	0	0	0	0	0	0	0	0	0	0	0
Madison	0	0	0	0	0	0	0	0	0	0	0	0	0
McLean	0	3	0	0	0	0	2	0	0	0	0	1	6
Peoria	0	0	0	0	0	0	0	0	0	0	0	0	0
Sangamon	0	0	0	0	0	0	0	0	0	0	0	0	0
St. Clair	0	0	0	0	0	0	0	0	1	0	0	0	1
Vermilion	0	0	0	0	0	0	0	0	1	1	1	0	3
Will	1	0	0	1	0	1	0	0	0	2	0	0	5
Winnebago	0	1	2	4	0	2	1	1	0	0	0	0	11
<b>Total</b>	<b>1</b>	<b>6</b>	<b>6</b>	<b>7</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>1</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>3</b>	<b>41</b>

Source: Illinois Department of Human Services

Illinois recorded 41 violations for the detainment of status offenders in 2005. From 1997 to 2005, a 75 percent reduction was seen in the number of status offenders detained in Illinois. A total of 188 violations per year in this category would make Illinois non-compliant with the core requirement and ineligible for a portion of federal funding. *Table 11* shows the number of status offenders detained in violation of the JJDP Act in 2005.

**Table 12**  
**Juvenile Justice and Delinquency Prevention Act jail removal violations in**  
**municipal lock-ups, 2005**

Municipal lockup	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
Alton	0	0	1	0	0	0	1	1	1	0	0	0	4
Arlington Heights	0	0	0	0	0	0	0	0	1	0	0	0	1
Aurora	0	0	2	1	2	1	1	4	1	1	1	2	16
Berwyn	1	0	2	0	1	0	0	0	1	0	0	1	6
Broadview	0	0	0	0	0	0	0	1	0	0	0	0	1
Carol Stream	0	0	0	0	0	0	0	1	0	0	0	0	1
Chicago	0	0	1	8	0	0	3	1	0	0	0	0	13
Chicago Heights	1	0	1	0	0	0	3	0	0	0	0	0	5
Chicago Ridge	0	0	0	0	0	0	0	0	0	1	0	0	1
Cicero	0	0	0	2	1	0	0	3	2	0	2	1	11
Evanston	0	0	1	1	1	3	0	0	0	0	0	0	6
Glendale Heights	0	0	0	0	1	0	0	2	0	0	1	0	4
Granite City	0	0	1	0	0	0	0	0	0	0	0	0	1
Gurnee	0	0	0	0	1	0	0	2	0	0	1	0	4
Hodgkins	0	0	0	1	0	0	0	0	0	0	0	0	1
Hoffman Estates	0	0	0	0	0	0	1	0	0	0	1	0	2
Markham	1	0	0	0	0	0	0	0	0	0	0	0	1
Matteson	0	0	0	0	1	0	0	0	0	0	0	0	1
Maywood	1	2	1	1	1	0	0	1	0	0	0	0	7
Naperville	0	2	3	0	0	2	2	1	3	3	1	1	18
Orland Park	0	0	0	0	0	0	1	0	0	0	0	0	1
Peoria	1	2	1	0	0	0	0	0	0	0	0	0	4
Riverdale	0	0	0	0	1	4	0	0	0	0	0	1	6
Sauk Village	4	2	0	0	0	0	0	0	0	0	0	0	6
Skokie	0	1	0	0	0	0	0	0	0	0	0	0	1
Streamwood	0	0	0	2	0	0	0	0	0	0	1	0	3
Wauconda	0	0	0	2	0	0	0	0	1	0	0	0	3
Woodridge	0	0	0	0	0	0	0	0	1	0	0	0	1
<b>Total</b>	<b>9</b>	<b>9</b>	<b>15</b>	<b>18</b>	<b>11</b>	<b>10</b>	<b>12</b>	<b>16</b>	<b>11</b>	<b>5</b>	<b>7</b>	<b>6</b>	<b>129</b>

Source: Illinois Department of Human Services

*Table 12* shows the number of youth placed in municipal jails and lockups in 2005 in violation of the Jail Removal Act (part of the JJDP Act). Violations of the Jail Removal Act occur when youth are held in municipal lock-ups for more than six hours.

**Table 13**  
**Juvenile Justice and Delinquency Prevention Act jail removal violations**  
**in county jails, 2005**

County jail	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
DeWitt	1	0	3	2	0	0	0	0	4	3	0	1	14
Iroquois	0	0	0	0	0	0	0	0	0	0	0	1	1
Jasper	0	0	1	0	0	1	0	0	0	0	1	0	3
Jersey	0	1	0	0	0	0	0	0	0	0	0	0	1
Logan	0	0	0	0	0	0	0	0	1	0	0	0	1
Marion	0	0	0	0	0	0	0	0	0	3	0	1	4
Mason	0	0	0	1	0	0	0	0	0	0	0	1	2
Massac	0	0	0	0	0	3	0	0	0	0	0	0	3
Ogle	0	0	0	0	0	2	0	0	0	0	0	0	2
Perry	1	0	0	0	0	0	0	0	0	0	0	0	1
Rock Island	0	0	1	0	0	0	0	0	0	0	0	0	1
Schuyler	1	0	1	0	1	0	0	0	0	1	0	0	4
Stark	0	0	0	0	0	0	0	0	0	0	1	0	1
Washington	0	1	0	0	1	0	0	0	1	1	0	0	4
Woodford	0	0	1	0	1	0	0	2	1	1	0	1	7
<b>Total</b>	<b>3</b>	<b>2</b>	<b>7</b>	<b>3</b>	<b>4</b>	<b>6</b>	<b>0</b>	<b>2</b>	<b>7</b>	<b>9</b>	<b>2</b>	<b>5</b>	<b>50</b>

Source: Illinois Department of Human Services

Table 13 shows the number of youth placed in county jails in 2005 in violation of the Jail Removal Act.

### Females in the juvenile justice system

Although fewer females enter the juvenile justice system than males, the past decade has brought an increase in female involvement with the juvenile justice system. In 2007, National Center for Juvenile Justice research found that female involvement at several points in the juvenile justice system had increased significantly across the nation.<sup>19</sup>

This increase signals a greater need for female-specific programming. But before a complete understanding of the breadth and depth of the need for gender-specific programming can be established, the extent to which females are involved in the juvenile justice system must be understood.

The Cook County Bureau of Public Safety established the GIRLS LINK Collaborative to address this issue by changing policies that affect girls in Cook County's juvenile justice system.<sup>22</sup> Although GIRLS LINK does not provide services to delinquent females, the program does work to create avenues for participating agencies to be more responsive to gender-based issues. OJJDP has recognized GIRLS LINK as a national model.

The Cook County Juvenile Probation and Court Services Department established Project RENEW (Reclaim Empower Nurture Embrace Womanhood) in 1998. The purpose of Project RENEW is to create female-responsive programming for female probationers. In each RENEW unit, specifically trained probation officers provide gender sensitive services to female

probationers. In addition to trained officers, RENEW also offers special judges to hear RENEW units' cases.

## Data summary

### *Female arrests*

Females accounted for 21 percent of all arrests statewide in 2005. A total of 39 percent of all female arrests in 2005 were for violent offenses. In comparison, 28 percent of all male arrests were for violent offenses. However, virtually no difference was seen by gender in property crimes—33.5 percent of female arrests and 33.4 percent of male arrests were for property offenses. *Table 14* depicts the type of offenses for which female youth in Illinois were arrested in 2005.

**Table 14**  
**Number and percentage of male and female youth arrests**  
**by offense category, 2005**

Type of offense	Male		Female		Total
	<i>Number</i>	<i>Percent of total</i>	<i>Number</i>	<i>Percent of total</i>	
Violent/person	11,136	28.1%	4,039	39.4%	15,175
Property	13,229	33.4%	3,436	33.5%	16,676
Sex	376	0.9%	18	0.2%	396
Drug	6,665	16.8%	641	6.2%	7,308
Status offense	526	1.3%	348	3.4%	875
Weapons	893	2.3%	109	1.1%	1,002
Other	6,785	17.1%	1,667	16.3%	8,454
<b>Total</b>	<b>39,610</b>	<b>100%</b>	<b>10,258</b>	<b>100%</b>	<b>49,886</b>

Source: Computerized Criminal History System

### *Females in secure detention*

Females accounted for 2,927 of 16,916 admissions to secure detention statewide in 2005 (17 percent). *Table 15* depicts the percentage of male and female detainees by type of offense in 2005.

**Table 15**  
**Number of youth detainees by gender and type of offense in Illinois, 2005**

Type of Offense	Male		Female		Total*
	Number	Percent of total	Number	Percent of total	
Violent/Person	1,661	23.3%	667	33.4%	2,328
Property	1,749	24.5%	310	15.5%	2,059
Sex	194	2.7%	5	0.3%	199
Drug	370	5.2%	50	2.5%	420
Status Offense	24	0.3%	7	0.4%	31
Warrant	1,459	20.5%	554	27.7%	2,013
Violations	741	10.4%	183	9.2%	924
Other	936	13.1%	223	11.2%	1,159
<b>Total</b>	<b>7,134</b>	<b>100%</b>	<b>1,999</b>	<b>100%</b>	<b>9,133*</b>

Source: Juvenile Monitoring System

\* Cook County data by offense type were unavailable.

### *Females in corrections*

While the percentages of females arrested and detained were 21 and 17 percent respectively, the percentage of females committed to IDOC is much lower. In FY04, females accounted for 11 percent of commitments to IDOC (191 of 1,691 commitments). This finding seems to suggest that the offenses committed by female delinquents are not severe enough to warrant a commitment to IDOC. However, as shown by the analysis on arrests for violent offenses, the percentage of violent offenses allegedly committed by females is slightly higher. These data seem to indicate that females are either diverted from IDOC more often than their male counterparts or commit crimes that are less violent than those committed by males.

Due to the way data is reported in Illinois, comparisons over time by gender could only be conducted on corrections data. Although overall the number of females committed to IDOC had remained relatively low, the number had increased 65 percent, from 116 in FY95 to 191 in FY04. That same year, the number of male commitments increased 9 percent, from 1,376 to 1,500.

**Table 16**  
**Number of youth commitments to IDOC by gender, FY95– FY05**

Fiscal Year	Male		Female		Total
	Number	Percent of total	Number	Percent of total	
1995	1,384	93%	102	7%	1,486
1996	1,774	93%	139	7%	1,913
1997	1,982	91%	201	9%	2,183
1998	1,958	90%	205	10%	2,153
1999	1,962	90%	225	10%	2,187
2000	1,633	88%	219	12%	1,852
2001	1,457	87%	222	13%	1,679
2002	1,537	89%	187	11%	1,724
2003	1,500	89%	188	11%	1,687
2004	1,500	89%	191	11%	1,691
2005	1,325	92%	109	8%	1,434
<b>Total</b>	<b>18,012</b>	<b>90%</b>	<b>1,988</b>	<b>10%</b>	<b>20,000</b>

Source: Illinois Department of Corrections

The percentage of females committed also increased from FY95 to FY05. Female offenders made up only 7 percent of IDOC's youth population in 1995. The female population peaked in FY01 at 13 percent before slowly dropping to 8 percent in FY05. *Table 16* outlines the number of youth commitments to IDOC by gender from FY95 to FY05.

## Mental health issues

Studies conducted in the 1990s documented a clear and increasing reliance on the adult justice system to care for the mentally ill. This trend also is seen in the juvenile justice system. According to OJJDP, research has shown that youth involved in the juvenile justice system have higher rates of mental illness than youth in the general population. At least 20 percent of youth in the juvenile justice system have a serious mental health problem.<sup>20</sup> Most of these disorders are diagnosable but tend to remain untreated or mistreated. Strategies promoted by OJJDP to address the issue include community-based alternatives to detention and developing mental health treatment plans and services in correctional facilities.

The Mental Health and Juvenile Justice Initiative allows counties to refer mentally ill youth in detention to community-based mental health services. However, in 2006, the initiative removed detention as a requirement for eligibility. Referrals may come from any juvenile justice contact, including probation officers, court officials, and **court services**, within six months of a youth's initial contact.

The initiative began in January 2000 when the Illinois Department of Human Services awarded contracts to providers for case monitoring of youth in detention identified as having a mental illness. The program operates in all counties in Illinois that house youth detention centers. Eligibility is based on the presence of a psychotic or affective disorder. Youth with behavioral

disorders are excluded from the program unless they occur with a psychotic or affective disorder. Wards of Illinois Department of Children and Family Services are not eligible. Court staff may refer youth to the program, but the screening tool, Childhood Severity of Psychiatric Illness (CSPI), determines who receives services. A program liaison conducts the initial eligibility screening after referral from a juvenile justice professional. The liaison then develops a treatment plan and connects the youth to appropriate treatment services.

### Data summary

The number of referrals made to the Mental Health and Juvenile Justice Initiative varied widely across counties, mostly due to issues of eligibility. Of the number of youth screened and deemed eligible, the state recorded a 91 percent participation rate. Eight counties had 100 percent participation rates. Madison County had the lowest participation rate, with 62 percent of their eligible youths participating (*Table 17*).

**Table 17**  
**Illinois Mental Health and Juvenile Justice Initiative participation, FY06**

Detention center	Number of referrals	Number Screened	Number eligible	Number that participated	Percent eligible that participated
Adams	32	31	31	31	100%
Boone	66	52	52	46	88%
Champaign	54	54	24	21	87%
Cook	185	128	126	121	96%
DuPage	58	57	57	57	100%
Franklin	44	44	42	42	100%
Kane	33	21	21	21	100%
Knox	4	4	4	4	100%
Lake	96	56	56	56	100%
LaSalle	25	25	25	25	100%
McLean	56	56	53	38	72%
Macon	61	52	48	44	92%
Madison	170	166	66	41	62%
Peoria	43	43	43	42	98%
St. Clair	33	29	28	27	96%
Sangamon	59	58	33	29	88%
Vermilion	25	25	25	25	100%
Will	20	20	20	19	95%
<b>Total</b>	<b>1,064</b>	<b>924</b>	<b>754</b>	<b>684</b>	<b>91%</b>

Adapted from Lyons, John S., et al., *The Evaluation of the Mental Health Juvenile Justice Initiative: Results from the Third Year of a Statewide Demonstration Project*, Chicago, IL: Northwestern University, Mental Health Services & Policy Program, July 2004

An evaluation of the initiative revealed that participants have lower rates of recidivism compared to detained youth who do not receive mental health treatment. Recidivism was defined by the rate at which youth detained are re-arrested. The study showed 27 percent of participants were rearrested in FY05, and 28 percent were rearrested in FY06, while non-participants had a 72 percent recidivism rate.<sup>21</sup>

## Dually involved youth

Dually involved youth are involved in the state's child welfare and juvenile justice systems. Research has found that children with at least one placement in foster care are significantly more likely to have a delinquency petition filed against them than those not in foster care.<sup>22</sup> Although there have been attempts to address the issue of youth entering both systems, such as the convening of the Cook County Dually Involved DCFS Youth Advisory Board, the number of dually involved youth and the circumstances that lead to their involvement in both systems are still largely unknown.

Research on the issue is stymied by confidentiality mandates and poor data reporting and collection, but involvement in the child welfare system may be a risk factor for delinquency.<sup>23</sup> Others counter that more troubled and violent DCFS wards are often committed to Illinois Youth Centers because of a lack of more appropriate resources in DCFS facilities.

## Data summary

*Table 18* shows the numbers of DCFS wards in IDOC and county-run detention facilities on Dec. 31, 2005. The number of DCFS wards in confinement is often underreported. Detention screeners are not required to report that a youth is a DCFS ward, and would only know of the designation if the youth volunteered the information. The Juvenile Monitoring Information System includes a field to enter a youth's DCFS status, the entry of that data is not a requirement. Additionally, DCFS reports the data from a single day. Since placements in detention are often short-term, a point-in-time report fails to capture the full number of youth who pass through both the child welfare and juvenile justice systems in any given year.

**Table 18**  
**Number of dually involved youth ages 10-21 in Illinois, 2005**

Placement type	Total cases
County facility	170
Adult IDOC	88
Youth IDOC	123
Total	381

Source: Department of Child and Family Services  
Note: These totals were logged on Dec. 31, 2005.

Despite data reporting and collection problems, the number of youth in both systems on December 31, 2005, provides an estimate of the scope of this issue.

## Specialized courts

### Juvenile drug courts

**Juvenile drug courts** focus either on substance-abusing youth in juvenile justice cases or substance abusing family members in child protection cases. The Illinois Juvenile Drug Court Act recognizes the need to create specialized drug courts with the flexibility to address the drug problems of Illinois youth (705 *ILCS* 410/1). The goals of juvenile drug courts are to offer immediate intervention in the lives of youth using drugs or those exposed to substance abuse addiction, and to provide structure for youth through the ongoing, active oversight and involvement of the drug court and judge. Research has shown that juvenile drug courts contribute to substantial reductions in recidivism and reduced drug use.<sup>24</sup>

Four juvenile drug courts are active or in the planning stages in Cook, Peoria, Kane, and Will counties. The Cook County Juvenile Drug Court Program was implemented in 1996, and reported that in 2004 it served 331 youth ages 12 to 16.

### ***Juvenile justice councils***

When the Juvenile Justice Reform Provisions of 1998 were enacted, they included a recommendation that counties or groups of counties create **juvenile justice councils**. Juvenile justice councils are collaborative groups of practitioners and community representatives who come together to address youth crime in their communities. The duties and responsibilities of juvenile justice councils include developing a plan for addressing youth crime, and developing a local resource guide listing services available for minors. Juvenile justice councils also serve as a mechanism for involving the community in the juvenile justice system and as a vehicle for promoting balanced and restorative justice as the philosophy guiding their local juvenile justice system.

In 2001, the Authority published the *Juvenile Justice Council Guidebook and Evaluation Manual* to guide counties and **judicial circuits** in implementing juvenile justice councils. The document summarizes the six duties and responsibilities of juvenile justice councils as set forth by the legislation, and provides guidance on how these duties might be accomplished [705 *ILCS* 405/6-12 (3) (a-f)]. These duties and responsibilities are:

- Develop a juvenile justice plan.
- Enter into an interagency agreement specifying contributions of each agency to the council.
- Apply for and receive grants to administer portions of the juvenile justice plan.
- Provide a forum for presentation of recommendations and resolutions of disputes over the interagency agreement.
- Assist local efforts to provide services and programs for youth.
- Develop and distribute a juvenile justice resource guide.

## Data summary

In 2001, the Authority conducted an evaluation of the implementation of the Juvenile Justice Reform Provisions of 1998 that included an assessment of which counties in Illinois had convened juvenile justice councils. Researchers found that 29 of 102 counties in Illinois had convened juvenile justice councils, 28 percent of all counties. The majority of these councils had not yet developed a juvenile justice plan or local resource guide for their county.

In 2003, the Administrative Office of the Illinois Courts (AOIC) conducted additional research on the number and activities of juvenile justice councils. AOIC found that 50 counties had convened councils of their own or were participating on circuit-wide juvenile justice councils. Of them, 19 counties and two circuits had formed a juvenile justice plan and five counties and one circuit had developed local resource guides (*Table 19*).

**Table 19**  
**Juvenile justice council duties completed in Illinois, FY03**

Circuit or county	Plan	Agreement	Grants	Forum	Assist locals	Guide
Second Circuit						
Fourth Circuit						
Fifteenth Circuit	✓		✓			
Twenty-First Circuit	✓	✓	✓	✓	✓	✓
Adams						✓
Bureau	✓				✓	
Cook						
DeKalb						
DuPage	✓	✓	✓	✓	✓	
Ford	✓			✓	✓	
Franklin						
Grundy	✓				✓	
Jefferson	✓		✓	✓		
Jo Daviess	✓		✓			
Kane	✓		✓			
Kendall	✓		✓			
Knox	✓	✓	✓	✓	✓	
Lake						
LaSalle	✓		✓		✓	
Lawrence						
Lee	✓		✓			
Livingston			✓		✓	
Madison	✓		✓	✓	✓	✓
McHenry				✓		✓
McLean	✓	✓	✓	✓	✓	
Ogle	✓		✓			
Peoria	✓	✓	✓	✓	✓	
St. Clair	✓	✓	✓	✓	✓	✓
Stephenson	✓		✓			
Vermilion				✓		
Will	✓				✓	✓
Winnebago	✓		✓			
Woodford						

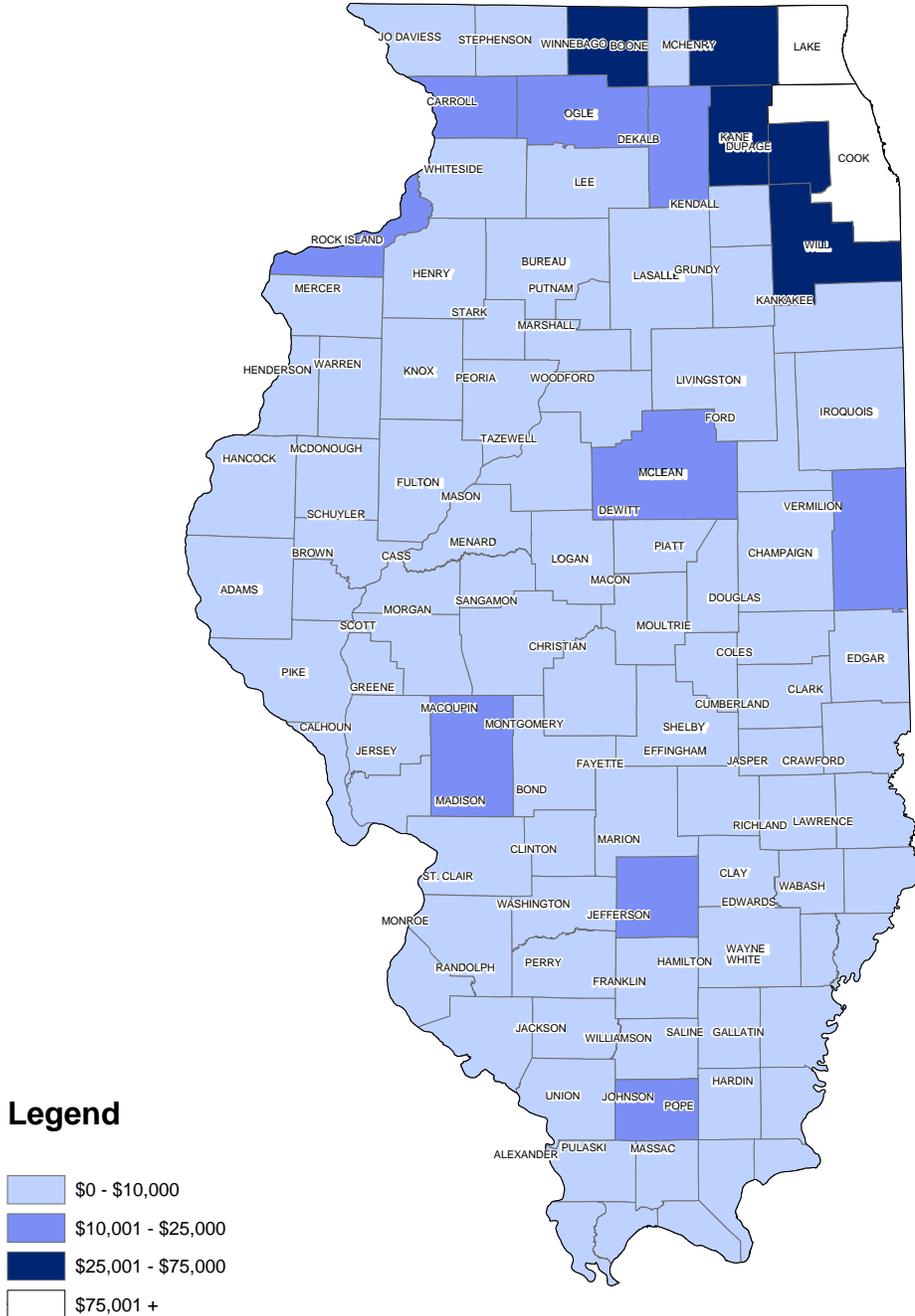
Source: Administrative Office of the Illinois Courts

## Restitution

The most recent year for which restitution data are available is 2002. In 2002, just more than \$729,000 in restitution was collected from youth offenders. In 1993, about \$722,000 in restitution was collected. During that 10-year time period, restitution collected ranged from a low of \$644,000 in 1999 to a high of \$766,000 in 1995.

Many counties did not report the amount of restitution collected from youth in their county during the latter portion of that time period. Currently, no agency is gathering data on the amount of restitution collected in the state. *Map 15* shows the amounts of restitution collected by county in 2002.

**Map 15**  
**Restitution collected from youth in Illinois, 2002\***



Source: Administrative Office of the Illinois Courts  
 Data for 2003 and 2005 were not available

## Community service

Data on completed community service hours in 2002 were the only data of this type analyzed due to significant data quality concerns. In 1995, Cook County reported to AOIC that youth offenders completed about 22,000 hours of community service. In 1996, Cook County reported 70,000 completed hours, and by 1999, more than 412,000 completed hours were reported. By 2002, completed hours reported by Cook County had dropped to 39,000. Data indicating that one county could have an 18-fold increase in community service in three years, followed by community service levels less than one-tenth of what they were four years earlier, seems questionable. This dramatically illustrates the challenge in capturing and reporting juvenile justice data in Illinois.

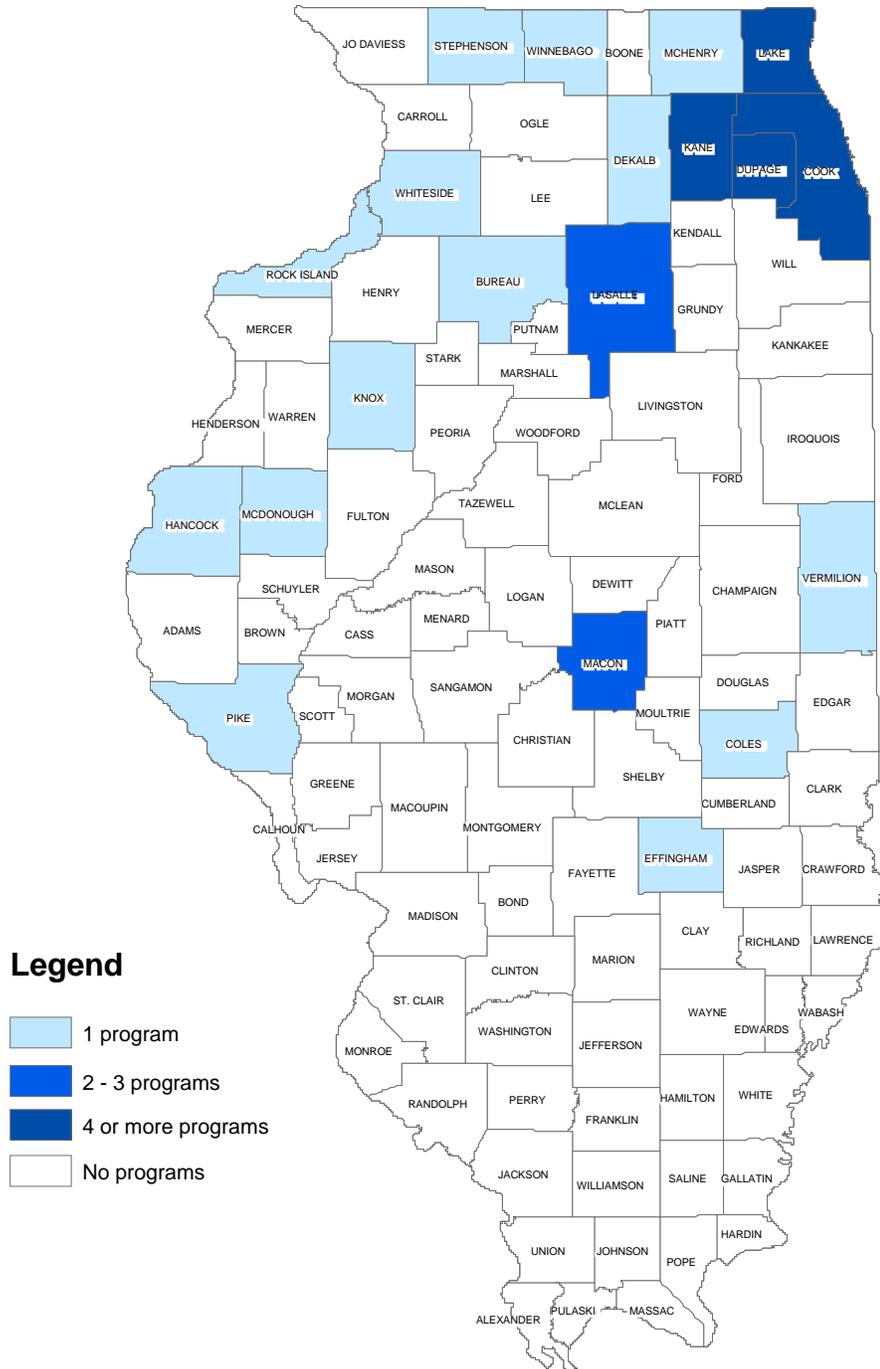
In 2002, youth completed 274,625 hours of community service work statewide. At the 2002 minimum wage rate of \$5.15 per hour, delinquent youth performed more than \$1.4 million dollars worth of community service work in communities across Illinois.

## Youth courts

Youth courts, also called teen courts and peer juries, are programs in which youth volunteers hear cases of delinquency, and develop sentences or agreements. These agreements may include community service, substance abuse assessments, apology letters, essays, mentoring, and tutoring. In Illinois, most youth courts operate as a diversion from juvenile court through police or probation departments serving station-adjusted youth (705 *ILCS* 405/5-330).

Counties are authorized to pass resolutions increasing financial penalties for vehicular and other criminal offenses to generate funds that can be used for youth courts and other diversion programs (Public Act 93-0892). In FY05, 95 operational youth court programs operated in 20 Illinois counties. This includes 23 schools statewide that operate youth courts to hear cases of school misconduct. The Illinois Youth Court Association was established by the Office of the Attorney General in February 2000. *Map 16* depicts number and locations of youth court programs in Illinois in 2005.

**Map 16**  
**Number of youth court programs in Illinois, 2005**



Source: Office of the Illinois Attorney General

## Record expungement

In Illinois, after a youth arrest, juvenile records kept by the courts and law enforcement agencies. Expungement laws allow for the erasure or destruction of juvenile records once the youth turns 18. Once sealed, juvenile records are removed from review or examination except by court order or by designated officials.

All states have laws allowing expungement or sealing of records for certain youth offenders based on age or types of crime.<sup>25</sup> In August 2004, the Juvenile Court Act was amended to require judges to inform eligible juveniles of their right to record expungement (705 ILCS 405/5-915). Expungement is a valuable tool because the existence of a juvenile record can be a barrier to individuals trying to gain employment, housing, credit, scholarships, and certain licensing. In order to expunge a record, an individual must file the appropriate forms with the circuit court in the county of arrest, show proof of identification, and pay a fee. ISP tallies record expungements but does not separate adult and juvenile expungement data. The number of juvenile expungements annually is unknown.

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## Notes

<sup>17</sup> Pope, Carl E., and William Feyerherm, *Minorities and the Juvenile Justice System*, Research Summary, Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, July 1995, NCJ 145849: iii.

<sup>18</sup> Hsia, Heidi M., George S. Bridges, Rosalie McHale, *Disproportionate Minority Confinement: 2002 Update*, Summary, Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, September 2004, NCJ 201240: 1.

<sup>19</sup> Stahl, Anne L., Charles Puzanchera, Sarah Livsey, Anthony Sladky, Terrence A. Finnegan, Nancy Tierney, and Howard N. Snyder, *Juvenile Court Statistics 2003–2004*. Pittsburgh, PA: National Center for Juvenile Justice, March 2007.

<sup>20</sup> Cocozza, Joseph J., and Kathleen Skowrya, *Youth with Mental Health Disorders: Issues and Emerging Responses*, Juvenile Justice, Washington, DC: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, 7(1) (April 2000), NCJ 178256: 5.

<sup>21</sup> Lyons, John S., et al., “Clinical and Forensic Outcomes from the Illinois Mental Health Juvenile Justice Initiative,” 1632.

<sup>22</sup> Ryan, Joseph and Mark Testa, “Child Maltreatment and Juvenile Delinquency: Investigating the Role of Placement and Placement Instability,” *Children and Youth Services Review* 27 (2005): 227.

<sup>23</sup> Fusco, Chris, “1 in 4 Boys in Foster Care Get Charged with Crimes,” *Chicago Sun-Times*, January 14, 2004, News Special Edition 31.

<sup>24</sup> OJP Drug Court Clearinghouse and Technical Assistance Project, *Juvenile Drug Court Activity Update*, Washington, DC: American University, School of Public Affairs, OJP Drug Court Clearinghouse and Technical Assistance Project, 2001: 25-26.

<sup>25</sup> National Criminal Justice Association, *Juvenile Justice Reform Initiatives in the States: 1994-1996*, Program Report, Washington, DC: U.S. Department of Justice Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention, October 1997, NCJ 165697.