

Illinois Department of Human Services (IDHS)

OJJDP FY 2021 Title II Formula Grants Program

A. Description of the Issue

1. System Description: Structure and Function of the Juvenile Justice System

The Illinois Juvenile Justice system operates similarly to most other states. The age of juvenile court jurisdiction ends at age 18, except for a limited number of serious offenses that are subject to transfer to adult court: offenses committed by youth who are under age 18 are within the jurisdiction of the juvenile court.

Youth in conflict with the law move through the juvenile justice system in the following order: Police Contact; Arrest; Screening for detention admission; Detention or shelter care hearing; Filing of formal charges by the prosecutor; Trial or negotiated agreement; Adjudication; Sentencing; and Post-trial review and monitoring. The Juvenile Court Act allows for diversion from the system at many decision points, notably through the use of station adjustments at the point of arrest, informal supervision at the point of referral to court, screening and alternatives at the point of detention, continuance under supervision at the point of adjudication, Redeploy Illinois and other community based alternatives to incarceration at the point of sentencing.

With few exceptions, youth in conflict with the law are afforded the same constitutional protections as similarly situated adults. There are occasions where juveniles are afforded expanded protections based on the current scientific understanding of brain development and the impact of trauma. Illinois strives to incorporate developmental principles and trauma informed and responsive practices into all stages of the system.

2. Analysis of Juvenile Delinquency Problems

The Illinois Juvenile Justice Commission (Commission), which functions as the Illinois State Advisory Group (SAG) continues to research, analyze and advise on juvenile delinquency problems in the State of Illinois. In the recent past, the Commission has worked and/or reported on issues such as juvenile sex offenders, preventing youth arrest through deflection, detention of children 10-12 years old, confidentiality of juvenile records, transfer reform legislation implementation and improved transfer data collection capacities. The Commission has funded Juvenile Justice Councils and Youth Serving Programs. This past year the Commission has continued its collaborative efforts with the Illinois Department of Human Services (IDHS), the Title II designated state agency. This collaboration has centered on addressing Racial and Ethnic Disparities, Reentry Services, increasing programming in Illinois for problematic sexual behavior and addressing needs of youth with incarcerated parents. These ongoing initiatives and collaborations assist the Commission and all Illinois juvenile justice stakeholders to better understand the juvenile justice youth population and environment.

Juvenile Arrest data (refer to Appendix A: Figures 2-3; Tables 2-5)

In Illinois, an arrest refers to taking into custody a youth who is believed to have committed a delinquent act. Once a youth is arrested, a juvenile police officer may release the youth without charges, initiate a station adjustment, or refer the matter to the state’s attorney’s office for prosecution or to probation for intake screening. The Commission has determined that programs to divert youth from entering the juvenile justice system will be a priority funding area.

Number of Juvenile Arrests by Age and Gender, CY 2017-2019

Year	Age	Male adolescents		Female adolescents		N	%
		n	%	n	%		
2017	10 to 12	596	4	170	4	766	4
	13	1,041	7	325	8	1,366	7
	14	1,919	13	636	15	2,555	14
	15	2,367	16	653	15	3,020	16
	16	3,278	23	1,009	24	4,287	23
	17	5,311	37	1,446	34	6,757	36

	Total	14,512	100	4,239	100	18,751	100
2018	10 to 12	369	3	153	5	522	4
	13	721	7	243	8	964	7
	14	1,539	14	564	18	2,103	15
	15	2,538	23	808	26	3,246	23
	16	2,563	24	624	20	3,187	23
	17	3,090	29	732	23	3,822	28
	Total	10,720	100	3,304	100	13,844	100
2019	10 to 12	427	4	120	4	547	4
	13	739	6	245	7	984	6
	14	1,487	12	425	13	1,912	13
	15	2,354	20	755	23	3,109	20
	16	3,140	26	884	27	4,024	26
	17	3,758	32	875	26	4,633	30
	Total	11,905	100	3,304	100	15,209	100

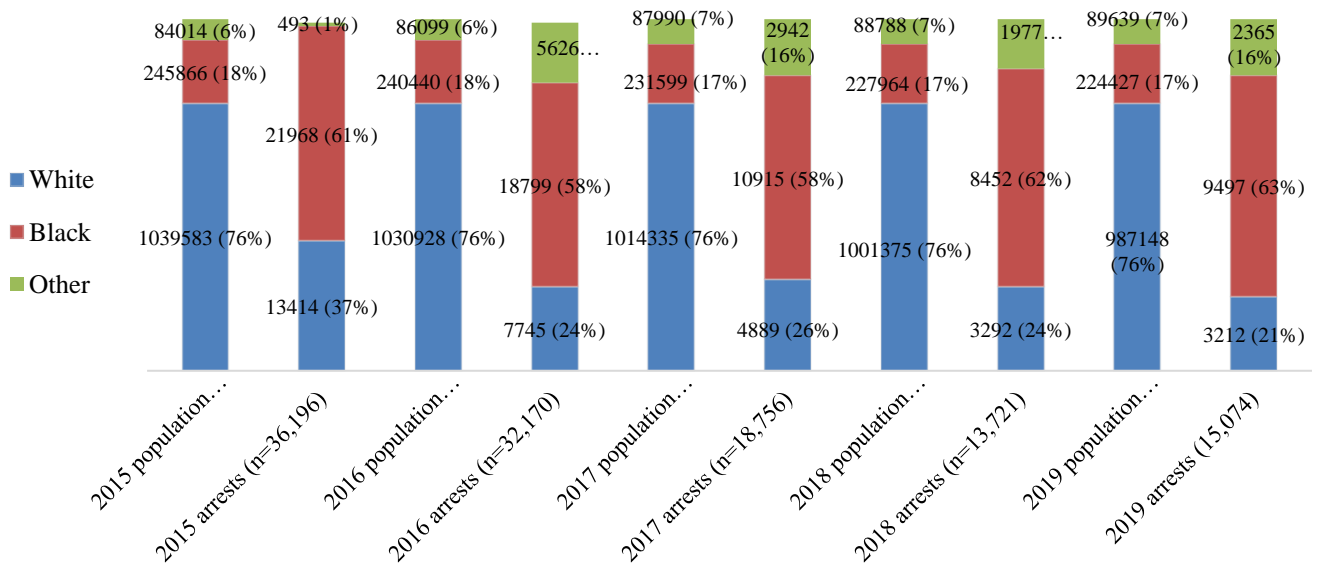
Note. ICJIA analysis of CHRI data. Totals do not include arrests of youth with unknown age

Number and Percent of Reported Arrests of Youth 10 to 17 by Offense Class, CY2017-2019

Offense Class	#	%	#	%	#	%	% change
Felony	6,400	34	5,098	37	5,433	36	-15.10%
Misdemeanor	8,583	46	6,106	44	6,888	45	-19.74%
Petty/Other	1,787	9	1,321	9	1,657	11	-7.27%
Unknown	1,986	11	1,325	10	1,235	8	-37.81%
Total	18,756	100	13,850	100	15,213	100	18.89%

Note. ICJIA analysis of CHRI data

Number and Percentage of Population and Arrests for Youth 10 to 17 by Race,



Note. ICJIA analysis of CHRI data and OJJDP EZAPop Data.

Juvenile Secure Detention Data (refer to Appendix A: Figures 5-16; Tables 6-25)

There are two basic ways detention is used. First, detention is most commonly used “pre-adjudication” (before a finding of guilt) and “pre-disposition” (before there is a sentence). Second,

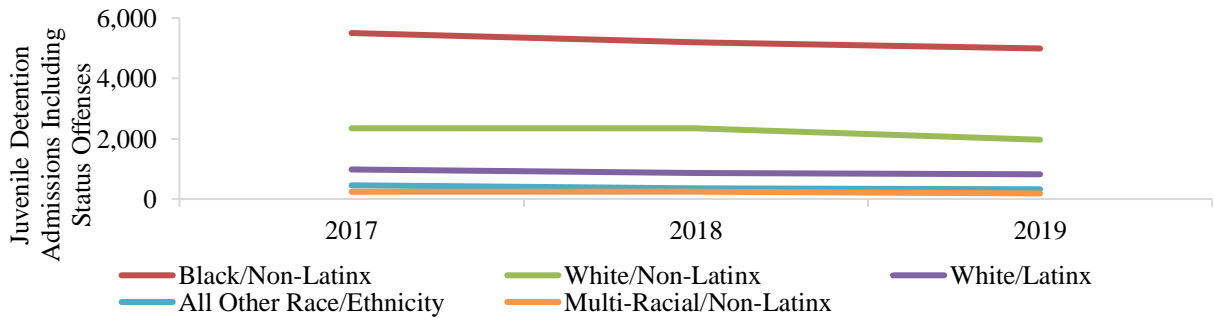
detention can also be used as part of a sentence or as a sanction for not complying with court orders. Different legal standards and time-frames apply to these different uses.

Juvenile Detention Admissions, 2017–2020

Custody Type	2017	2018	2019	2017-2019 % Decrease
All Detention Admissions	9,525	8,987	8,285	-13%

Note. CPRD analysis of JMIS data

Juvenile Detention Admissions by Race and Ethnicity



Note. CPRD analysis of JMIS data

For CY 2017 through 2019, Black Non-Latinx admissions decreased by 9% while White Non-Latinx and White Latinx admissions decreased by 16%. Black Non-Latinx Youth have consistently made up 58-60% of all admissions.

Juvenile Detention Admissions by Age

Admit Age	2017		2018		2019	
	#	%	#	%	#	%
10	3	<1	8	<1	2	<1
11	29	<1	11	<1	26	<1
12	135	1.4	103	1.2	84	1.0
13	414	4.4	462	5.2	426	5.2
14	1,004	10.6	947	10.6	924	11.2
15	1,883	19.8	1,652	18.5	1,540	18.6
16	2,551	26.9	2,421	27.0	2,217	26.8
17	2,884	30.4	2,826	31.6	2,574	31.1
18 +	593	6.2	526	5.9	476	5.8
Total	9,496	100	8,956	100	8,269	100

Note. CPRD analysis of JMIS data

The Commission completed a report and made recommendations on the use of detention for young children in Spring 2021. The Commission will continue to hold this as a priority.

Recommendations Regarding Detention.

In the last decade, Illinois has significantly reduced the use of secure detention for youth. Whereas, the detention rate and detention admissions continually decrease by an impressive percentage, the admissions of and admission rate of Black Non-Hispanic youth is still high when compared to other races. The Racial and Ethnic Disparities Committee will be examining these disparities in more detail to explore possible policy or programmatic solutions. Looking ahead, the Commission will:

- Continue to facilitate the examination/impact of detaining young children.
- Examine racial disparities and its impact on detaining Black Non-Hispanic youth.
- Promote policy and programming for families in crisis.
- Promote policy and programming to ensure access to the community-based resources.

The Commission has determined that efforts to improve detention and to create additional alternatives to detention will be a priority funding area.

Juvenile Court Data (Refer to Appendix A, Figures 17-25)

Informal Probation and Delinquency Petitions

The Administrative Office of the Illinois Courts collects aggregate-level active probation caseload information on the number of youth receiving informal supervision, those whose cases were continued under supervision, and those who are on formal county probation, from each probation department across the state. From 2015 to 2019, juvenile probation caseloads statewide declined by 15%.

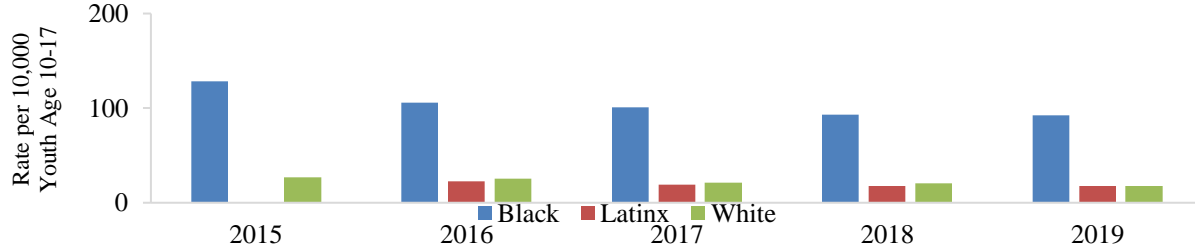
Probation Type by Year: End of Year Caseload Numbers

Case Type	2015	2016	2017	2018	2019	5 Year % Change
Informal Probation Cases	3,916	3,258	2,818	2,584	2,408	-39

Formal Probation Cases	6,904	5,975	5,297	4,936	4,612	-33
Total Cases	10,820	9,233	8,115	7,520	7,020	-35

Note. CPRD analysis of AOIC published data

Race/Ethnicity by Informal and Formal Probation (See Appendix A, Figure 19)



The Commission will continue to invest in programs that divert youth from entering the juvenile justice system or progressing more deeply than necessary.

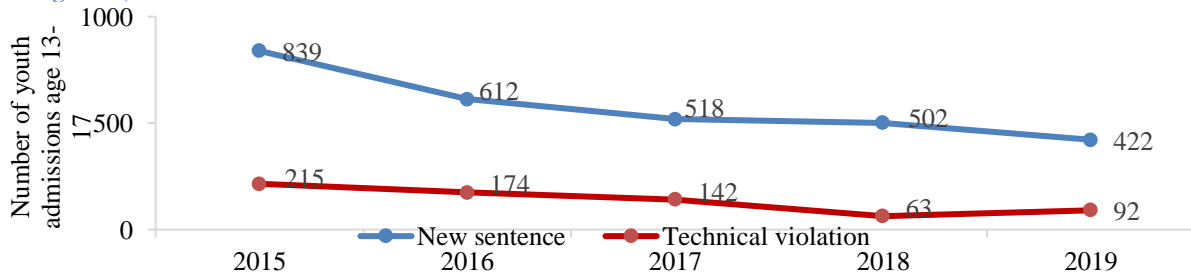
Transfers to Criminal Court

As a result of the Commission’s work and partnership with the Center for Prevention Research and Development at the University of Illinois (CPRD), Illinois now has statewide transfer data available. Initial data reports indicate sharp decreases in the trial and sentencing of youth as adults. (Public Act 99-0258; effective January 2016.)

Motion Type	2016		2017		2018	
	Female	Male	Female	Male	Female	Male
5-130 Excluded Jurisdiction	1	49	0	35	1	19
5-805 Motion for Transfer	3	67	6	58	1	20
5-810 Extended Jurisdiction	4	14	0	27	0	17
5-815 Habitual Offender	0	12	0	10	0	12
5-820 Violent Offender	0	16	0	17	0	51

The Commission will continue to report transfer data annually.

Confinement/Illinois Department of Juvenile Justice (IDJJ) Data (See Appendix A, Figures 26 through 31)



The Illinois Department of Juvenile Justice (IDJJ) currently operates five secure Illinois Youth Centers (IYC). The drop in the number of youth incarcerated in state prisons can be traced to a decline in juvenile crime, changes in Illinois statute, and increased efforts – such as programs like Redeploy Illinois – to rehabilitate young people in their home communities where rehabilitation can be most successful.

Aftercare (Parole)

From FY10 to FY20, the number of youth on parole decreased 62% statewide (from 1,581 to 599). This is largely due to the efforts to limit the length of time youth are on aftercare or parole (Illinois Senate Bill 1560). (Figure 32 in Appendix A).

Girls in the Juvenile Justice System (See Appendix A, Figures 9 through 10)

Nationally, research repeatedly shows that girls and young women represent a growing proportion of juvenile arrests, court delinquency petitions, detentions, and post-adjudication placements. OJJDP has published statistics demonstrating that for girls of color, the situation is even disproportionate. As a result of the intersection of their race, gender, and class, their risk for system involvement heightens. Nationwide, black females are nearly three times as likely as their white peers to be referred to juvenile court for a delinquency offense and 20 percent more likely to be detained. (Refer to “Implementation; Population Specific Plans” for IJJC response to Girls in the JJ system.)

- **Arrests by Gender**

Female adolescents accounted for 21.7% of all arrested youth ages 10 to 17 (where gender was known) in 2019. There was a higher proportion of female adolescents arrested for person offenses (41.1%) compared to male adolescents (29.4%). However, there was little difference in property crimes by gender – about 34% for both female adolescents and male adolescent arrests. Female

adolescents also had a higher proportion of status offenses compared to male adolescents, 1.7% and 0.9%, respectively (Table 56 in the Appendix).

- **Female Adolescents in Juvenile Detention**

For calendar year 2019, female adolescents accounted for 17% of the total number of juvenile detention admissions and male adolescents accounted for 83%. The proportion of female adolescent admissions for violent offenses were higher than male adolescents, 36% compared to 27%, and for warrant, 36% compared to 24%, respectfully (Table 57).

- **Female Adolescents Committed to IDJJ**

In SFY 2019, female adolescents accounted for 8% of commitments to IDJJ. The proportion of female adolescent commitments for person offenses to IDJJ was higher than male adolescents, 61.5% compared to 48.7% and for other offenses, 10.3% and 4.4%, respectively (Table 58).

B. Goals and Objectives

State priority juvenile justice needs

The Illinois Juvenile Justice Commission continues to focus its system reform efforts on the promotion of developmentally appropriate and rehabilitative policies, practices, and programs which protect public safety, strengthen communities and improve outcomes of youth in conflict with the law. The Commission is affirming the following overarching priorities in the 2021 three year plan, and will continues to utilize them as guideposts for funding decisions, data analyses and systemic reports and research:

Priority 1: Illinois maintains full compliance with the core requirements of the Juvenile Justice Reform Act, both to ensure continued access to federal funding and to ensure application of humane, effective, and fundamentally fair practices;

Compliance activities consume a significant portion of the Commission’s time and resources. A full discussion of compliance is contained in the annual compliance plan, submitted separately. Illinois is in compliance with three of out of the four requirements.

a. **DSO:** As discussed in this document, Illinois jurisdictions do not detain or incarcerate status offenders as a matter of policy or routine practice.

b. **Jail Removal:** Illinois did not meet the de minimus figure for “jail removal” for 2020. The Illinois Juvenile Court Act has several provisions in direct conflict with the Jail Removal requirement of the JJDP Act. The law permits county jails and municipal lockups to detain minors 12 years of age and older up to 12 hours, unless the offense is a crime of violence, in which cause the minor may be detained up to 24 hours. The second challenge to “jail removal” rates is the determination formula being utilized by OJJDP which has resulted in a significant reduction in the *de Minimis* rate. Illinois has developed a number of strategies to come into compliance with the jail removal core requirement, including the creation of a compliance committee. The committee will include institutional system partners and will review the available data to ensure strategic and targeted approaches for technical assistance, policy change, and increased understanding of compliance across the state. Current approaches include providing targeted outreach and technical assistance to the municipalities with the highest number of violations.

c. **Racial & Ethnic Disparities (RED):** Illinois continues to grapple with long-standing, institutional barriers to comprehensive RED (and overall) data collection across all decision points in all 102 counties. Although Illinois has made progress in significantly reducing the numbers of youth in the JJ system, including significant numbers of youth of color, significant racial and ethnic disparities remain at each key juvenile justice decision point in Illinois. Arrests, referrals, detention

and commitments to the Illinois Department of Juvenile Justice (IDJJ) show the highest disparities for youth of color but especially for African-American youth.

To address these disparities, the Commission has focused on and partnered with others to advance systematic changes and investments: transfer reform, reducing the use of incarceration (including but not limited to the IDHS Redeploy Program), improving aftercare and greatly expanding expungement to reduce barriers of system contact. The Commission has also invested heavily in local Juvenile Justice Councils (JJC's), with the mandate to gather data and develop RED plans. To address the challenges faced by the JJC's in developing plans, the Commission has collaborated with the Redeploy Program, to bring RED-focused training and technical assistance to both to the Councils and Redeploy Boards around the state. The Commission will continue those systemic efforts and will also focus on funding targeted RED reduction programmatic efforts to keep making progress on reducing numbers of youth of color involved in JJ system unnecessarily AND in shifting the disparities, always consistent with public safety and community needs.

Priority 2: Youth do not enter or penetrate the state's juvenile justice system unnecessarily, particularly due to unaddressed family, education, mental health, substance abuse, trauma, racial or ethnic disparities or other needs;

Illinois has made significant progress decreasing the number of youth brought into the juvenile justice system or penetrating to more restrictive and potentially more harmful settings. Progress has been made at three key decision points, arrest, detention, and secure confinement; however, there is work that remains to be done. The Commission will focus on diversion and alternatives to detention efforts in the upcoming three year cycle.

Priority 3: Youth who enter the juvenile justice system receive developmentally appropriate, individualized support and services that foster appropriate accountability while building strengths and creating positive opportunities;

This goal has encompassed (and will continue to include) multiple areas of policy and practice. One of the key areas of focus has been to keep youth out of the adult criminal justice system and instead – if they become justice involved – to utilize the more effective, rehabilitative approaches of the juvenile justice system through “raising the age” of juvenile court jurisdictions, and reform to transfer laws. The Commission has also identified a need to build stronger local capacity, collaboration and commitment to ensure that youth who do enter the system receive the services and support they need through development of a strong continuum of evidence-based, developmentally appropriate, community-based services.

Priority 4: Youth leave the juvenile justice system with positive outcomes which in turn enhance public safety.

Based on the Juvenile Needs Analysis and as discussed at its December Retreat, the Commission will focus on six specific areas that will impact one or more Priority areas:

- Alternatives to Detention
- Community Based Programs and Services (including Children with Problematic Sexual Behaviors*)
- Compliance Monitoring
- Racial and Ethnic Disparities
- Juvenile Justice Systems Improvement
- State Advisory Group Allocation

***Children with Problematic Sexual Behaviors:** Since March 2014, the Commission has been working in various capacities and has made a series of recommendations on juvenile sex

offenders to increase public safety, improve outcomes for young offenders, hold youth accountable in a manner that supports victims and families, and allocate scarce public resources effectively. During the next program period, the Commission will prioritize activities which provide individualized, community-based, family-focused services to system-involved youth with problematic sexual behaviors, based on evidence-informed assessments conducted by qualified assessors to determine each youth’s risk, needs, and strengths.

FY 2021 IDHS Title II Priorities		
I	Maintain full compliance with the core requirements of the Juvenile Justice Reform Act (formerly known as the Juvenile Justice and Delinquency Prevention Act).	
II	Youth do not enter or penetrate the state’s juvenile justice system unnecessarily.	
III	Youth who enter the juvenile justice system receive developmentally appropriate, individualized support and services, which protect their due process and human rights.	
IV	Youth leave the juvenile justice system and reenter their communities with positive outcomes which in turn enhance public safety.	
Prog. Area	Program Area Title/Objective	Priority addressed
3	Alternatives to Detention	
3	a. Support implementation of statutory changes in minimum age of secure detention in Illinois, as needed.	II, III
3	b. Support implementation of research-based, objective tools and criteria to inform detention screening and admissions and reduce racial inequities in detention.	I, II, III
5	Community Based Programs and Services	
5	a. Utilize Title II funding to expand or implement needed developmentally appropriate, individualized support and services which address gaps in Illinois’ continuum of services and /or demonstrate the impact of evidence-based, developmentally sound services.	III
5	b. The Commission will fund up to five, geographically diverse, Juvenile Justice Councils.	I, II, III, IV
5	c. The Commission will fund at least two community-based programs or activities to address children with problematic sexual behavior.	III
5	d. To identify and implement strategies to address reentry barriers. This may include, but not limited to expansion of expungement options for youth, reform of registry requirements that have been demonstrated to be counterproductive to public safety and youth well-being and other strategies as identified. It may also include an analysis of homelessness, securing employment, education and “meeting” the basic needs of the youth.	IV

19	Compliance Monitoring		
19	a.	Create and activate a compliance committee inclusive of commissioners and partners to assist in anticipating and addressing compliance concerns (particularly Jail Removal and Sight and Sound Separation).	I
19	b.	Inform/Educate the public and local jurisdictions on Illinois Compliance Monitoring efforts, e.g., Annual Compliance Score Card/Report.	I
19	c.	Examine/propose legislative solutions to alleviate compliance barriers.	I
21	Racial and Ethnic Disparities		
21	a.	Reduce racial and ethnic disparities through a collaborative, data-driven racial and ethnic disparity plan and inclusion of racial and ethnic disparity objectives/action steps in all other goal IJJC goals	I, II, III, IV
21	b.	The Commission will require each council to submit and implement a local RED plan with appropriate activities and performance measures.	I, II, III, IV
27.	Juvenile Justice System Improvement		
27.	a.	Advance innovative, equitable community opportunities, diversion, deflection and justice avoidance practices to keep youth in the community.	II
27.	b.	Establish a partnership with child welfare and education/school stakeholders to explore and act upon shared concerns, system intersection, and solutions to meet the needs of dually involved youth and families, with an emphasis on strategies that that keep youth in their communities and prevent unnecessary juvenile justice system penetration.	II
27.	c.	Examine the jurisdictional boundaries to identify opportunities to reduce delinquency system involvement and penetration.	II
27	d.	Examine Illinois law to ensure that the due process and human rights of children and youth are protected by statute and partner with Illinois stakeholders to address gaps in these protections.	III
32.	State Advisory Group Allocation		
32.	a	Fill needed vacancies on the SAG through targeted recruiting.	I, II, III, IV
32.	b	Work with Commissioners to align skills and join committees to stay active.	I, II, III, IV

(Please refer to Appendix F for the Implementation Timeline)

C. Implementation

1. Activities and Services

The Commission will address its goals and objectives by issuing two competitive notices of funding opportunities (NOFO) to potential providers; one for Juvenile Justice Councils and one

for Youth Serving Programs. The Commission will also fund Compliance and Data Collection efforts. Funding recommendations were completed in Summer 2021, with a July 1 start date.

Each NOFO states:

“The IJJC strongly emphasizes the use of data and evidence in policymaking and program development; therefore, IJJC encourages the use of evidence-based and evidence-informed programs and practices to address these issues. IJJC strongly encourages the use of research and data that points to racial disparities and the need to address them. The use of equity and racial justice research and data should be used when conducting these analyses.”

In addition, each provider agency is required by contract to commit to reflect a trauma-informed approach, which involves understanding and responding to the symptoms of chronic interpersonal trauma and traumatic stress, as well as the behavioral and mental health consequences of trauma. Providers must commit to becoming trauma-informed and demonstrate an ongoing commitment to developing/maintaining trauma informed capacity within the organization.

Juvenile Justice Councils:

The Illinois Juvenile Justice Commission is allocating Title II funding to support local juvenile justice councils and the development of data-driven, collaborative local juvenile justice plans which guide future system improvement efforts. The Council will consist of the statutorily required membership and additional members.

The council will **produce a local data scan and analysis** that includes data regarding the prevalence and characteristics of youth at each of the five key OJJDP decision points: Data and analysis will include the race and ethnicity of youth at each decision point, using local (municipal or county) or state-level data resources. The council will **produce a comprehensive system map**

which illustrates and describes the key decision points and decision-making criteria at each decision point. Each council will **complete an updated county juvenile justice plan**, which address the needs and issues identified in the local data scan and analysis and advances one or more of the aforementioned IJJC goals. Each council is encouraged to appoint a youth member to serve as a member of the IJJC Youth Advisory Board which will provide input into the Title II three year plan. Experience with the Juvenile Justice System is preferred.

Juvenile Justice Youth Serving Programs:

The Commission is allocating a portion of Title II funds to youth-serving programs which implement policies and practices that address one or more of the following program areas:

- To appropriately divert youth from further involvement in the JJ system (Diversion);
- To provide alternatives to the detention of youth (Alt. to Detention);
- To provide programmatic solutions to reduce Racial and Ethnic Disparities (RED);
- To provide programmatic services for Youth with Problematic Sexual Behaviors

In addition, each Provider must administer a pre and post assessment to each program youth to determine effectiveness of program and to measure increase or decrease in risk/protective factors for individual youth. For any of the above program areas, the provider will demonstrate how the proposed youth serving program will impact Racial and Ethnic Disparities. Finally, the provider will collect and report data on youth receiving services under this proposal in accordance with OJJDP and DHS reporting requirements and systems.

Racial and Ethnic Disparities (RED)

The Commission has submitted a plan to address Racial and Ethnic Disparities on behalf of IDHS, the designated state agency. Please refer to the plan for more details.

Compliance Monitoring:

The Commission/IDHS will contract with Youth Network Council (YNC) to provide an adequate system of monitoring through on-site inspection of secure and non-secure facilities (jails, lockups, detention facilities, and correctional facilities) to ensure compliance with the JJDP Act Core Requirements. The Commission has submitted a Compliance Report, the IJJC Juvenile Monitoring Compliance Inspection Manual and a monitoring universe. Please refer to these documents for more detail.

As concerns about Jail Removal Violations increase, the newly formed Compliance Committee of the Commission will develop a pro-active strategy to address jail violations including:

- Substantial outreach and education to the Illinois Juvenile Officer's Association (to begin in June 2021 at the annual IJOA conference);
- An evaluation of current violations, such as age/offense, geography, etc.;
- Strengthening law enforcement representation on the Commission;
- Considering potential legislative responses; and,
- Examining potential community-based interventions, as alternatives to longer holds.

[Detention and Transfer Data Collection:](#)

The Commission/IDHS anticipates contracting with the Center for Prevention and Research Design (CPRD), at the University of Illinois, Urbana-Champaign to maintain the Juvenile Monitoring Information System (JMIS) which gathers and disseminates data on detention of youth in all juvenile detention facilities in Illinois. CPRD will also be responsible to gathering and disseminating data on Illinois youth transferred to adult court. CPRD will produce an annual detention report and transfer report.

2. State Plan to Address Policies and Procedures

Interest of Justice Plan:

Illinois law and policy create strict limitations on holding youth in adult facilities. (See, for example, 705 ILCS 405/5-410.) Furthermore, the Illinois Juvenile Justice Commission recognizes the harm that results from holding youth in adult facilities. For these reasons, Illinois does not intend to utilize "In the Interests of Justice" provisions to facilitate holding youth in any adult facility.

Elimination of Restraints for Pregnant Juveniles in Custody:

The Illinois Department of Juvenile Justice (DJJ) issued an administrative directive on September 1, 2020 regarding movement and transportation of pregnant youth. According to 730 ILCS 5/3-2.5-20 and 3-6-7 and 20 III. Adm. Code 2501 Subpart B, "pregnant youth, except those youth who are in active labor or who are being transported to a medical facility for the purpose of delivery of a child, may be restrained in accordance with this directive. *Pregnant youth who are in active labor or who are being transported to a medical facility for purposes of delivery of a child shall not be restrained in any manner.*" This directive is applicable to all centers within the Department and requires that all juvenile facilities housing female youth shall establish a written procedure for identifying, monitoring, transporting and supervising pregnant youth.

Protecting Rights of Recipients of Services:

According to the IDHS grant administration policy, all parties with access to confidential information for the purposes of this grant are required to keep information confidential and are prohibited from disseminating said information except as authorized by law or written consent from the disclosing party. All data must be returned at the end of the agreement.

State Juvenile Correctional Officer Training on Dangerous Practices:

DJJ has implemented policies and trained all staff in the use of Crisis Prevention Institute procedures for verbal de-escalation and use of physical intervention as a last resort. According to 730 ILCS 5/3-2.5-20 and 3-6-4, “it shall be the policy of the Department to maintain a safe environment for youth and staff. Staff shall utilize de-escalation techniques in response to youth behavior and employ physical intervention as a last resort.” When an incident arises that threatens safety and security, staff members shall intervene to limit escalation of the threat and prevent harm as much as possible. Staff members shall utilize the procedures in this Administrative Directive to assess risks and determine the de-escalation and/or Physical Intervention techniques to utilize. DJJ shall utilize the Nonviolent Crisis Intervention Program: Integrating Positive Behavioral Interventions and Supports (PBIS) developed by CPI (Crisis Prevention Institute), and other training as designated by the Office of Professional Development and Training, for behavioral management, de-escalation, and Physical Intervention training.

Mental Health and Substance Abuse Screening:

There are several methods used by the Illinois Department of Juvenile Justice to provide mental health services. Each Program Administrator is issued a Mental Health Protocol Manual that is updated regularly. All youth are administered a mental health screening, using the Massachusetts Youth Screening Instrument-Version-2 (MAYSI-2). Recommendations for youth needing mental health services are made within 5 days of entering the facility and a Mental Health Treatment Plan will be created within 3 weeks of entering the parent facility. In regard to substance abuse, a Screening and Assessment Counselor will administer and score using the Texas Christian University Drug Screen V (TCUDS V). The counselor will look at the youth’s history through a master file and identify important factors. If the youth scores 2 or above, they will be given a Global Appraisal of Individual Needs (GAIN) Assessment and if they score less than 2 no further action is required unless their master file review indicates inconsistencies.

Reentry Planning:

DJJ has implemented a reentry case planning process that begins during the intake process with the initial administration of the Youth Assessment and Screening Instrument (YASI). The YASI identifies a youth's risk level, areas of need, and strengths. Staff work collaboratively with youth to identify priorities among their areas of need, set goals, and identify programs and services to address these areas. This case plan includes action steps that can be accomplished while in secure custody, and action steps that are reviewed as necessary and that support a successful reentry. Reentry planning will engage family members where appropriate, in the design and delivery of juvenile delinquency prevention and treatment services.

Victims of Domestic Human Trafficking:

The State of Illinois uses three tools to screen, identify, and document victims of domestic human trafficking. The STAR, West Coast Assessment Tool, and the Denver Model Human Trafficking High Risk Assessment Tool are the main tools used to screen. The Illinois Juvenile Probation department uses the Denver Model to document risk level for trafficking in the case management system C5, where both assessment tools and high risk reports are uploaded. The Children Advocate Center uses the West Coast Assessment Tool in conjunction with Forensic Interviews for both Illinois Juvenile Probation. The Illinois Department of Children and Family Services (IDCFS) keeps record of those cases and individuals who are being investigated by the Federal Bureau of Investigations (FBI) through the Cook County Multi-Disciplinary Team which is an information sharing Team that is facilitated by the Child Advocacy Center (CAC). IDCFS uses STAR and keeps record of high risk youth in care. Youth are diverted to appropriate programs and services through Reclaim 13 for housing, Selah Freedom for prevention, and Stop It for intervention.

3. Population Specific Plans

a. Gender Specific Services

On the community level, local communities and local justice systems offer a variety of other programs for girls. As one example, the CCBYS providers in DuPage County offer SPARCS groups for girls. In Chicago, the Cook County Temporary Detention Center offers a long list of gender responsive programming, including Story Catcher’s Theatre, Latino Heritage Month, Black History Month, Women’s History Month, Changing Children’s Worlds Parenting Program, Boys and Girls Club, CAASE, Singer/Songwriter workshops, Free Write Arts & Literacy, Empathize Empower Youth Program and Broadway Youth Center. A statewide strategy needs to be developed to address girls’ involvement with the justice system, based on the following principles:

- Accountability without Criminalization
- Alternatives to justice system involvement
- Individualized response based on assessment of needs and risks
- Confinement only when necessary for public safety
- A genuine commitment to fairness
- Sensitivity to disparate treatment
- Family Engagement

b. Rural Communities

Illinois provides for an equitable distribution of the assistance received within the state, including in rural local juvenile justice councils that help inform local entities as well as the state about challenges and needs throughout the state. This information, in conjunction with youth crime analysis data, helps inform funding decisions. In FFY2020, the IJJC funded 4 councils, 3 of which are in rural and semi-rural communities. Through these local Juvenile Justice Council grants, the Commission is actively involved in systems improvement in rural communities. Such issues often include how to fairly implement diversion practices over diverse small communities and how to provide evidence-based practices with large geographic distances separating youth and providers.

The Commission is also assisting IDHS with the promotion and implementation of the new OJJDP rural grant to address the lack of mental health services in the rural community for youth.

c. Mental Health Services

It is estimated that at least 20% of the youth who are arrested each year live with a serious mental health condition that remains undiagnosed and contributes to their illegal or disruptive behavior. These youth – the majority of whom have lives already impacted by racism, poverty, and violence – cycle through the justice system, without opportunities for adequate treatment or diversion. In 2018, the Illinois Mental Health Opportunities for Youth Diversion Task Force released its report, “Stemming the Tide” in spring 2018 with the following recommendations:

- Improve mental health screening for justice involved youth
- Invest in early intervention for serious mental health conditions
- Train communities in mental health awareness
- Expand Crisis Intervention Team Training for Youth (CIT-Y) programs
- Avoid the use of arrests for misdemeanor offenses committed by youth living with mental health conditions
- Evaluate the effectiveness of station adjustments for juvenile offenses
- Expand the implementation of juvenile mental health courts
- Expand funding for the Mental Health Juvenile Justice Initiative
- Ensure eligible youth are enrolled in Medicaid before release
- Alleviate the medication gap upon release
- Ensure continuum of housing and income upon release
- Track positive youth outcomes, not just recidivism

The principles and strategies set forth in this report closely align with those of the Commission and OJJDP. The Commission will continue its collaboration with these stakeholders, will continue to monitor the outcomes of the Task Force report, and will provide support and assistance with the changes needed to implement many of the recommendations.

4. Consultation and participation of units of local government

The Commission continues to invest Title II funds to support local juvenile justice councils in developing data-driven, collaborative local juvenile justice plans, policies and practices that improve the effectiveness of local juvenile justice systems. The plans provide formal consultation and participation of units of local government to the Commission. The Commission and staff maintain regular communication through attendance at meetings or conferences as well as training and technical assistance to the Councils throughout the year.

5. Collecting and sharing juvenile justice information

a. Process

In Illinois, information on youth involved in the juvenile justice system is collected in a patchwork of municipal, county and state data systems. There is also wide variety in the types of data captured, the frequency with which data is recorded and the use of that data. Sharing information on youth involved in the justice system can take two basic forms: (1) sharing information as permitted by law and best practice regarding an individual youth or family for the purposes of informing or guiding a specific set of decisions; or (2) sharing data about a group or category of youth, typically to inform policy, allocate resources effectively, understand case processing or conduct research.

b. Barriers with Information Sharing

Limited Illinois juvenile justice data is collected in a statewide fashion (juvenile arrests, detention and confinement) and these datasets have limitations. Most other juvenile justice data is collected at the local level (county, city or judicial circuit) which only provide a small snapshot and not a statewide perspective. Barriers (both positive and negative) include:

- Juvenile records are correctly provided protection and confidentiality.

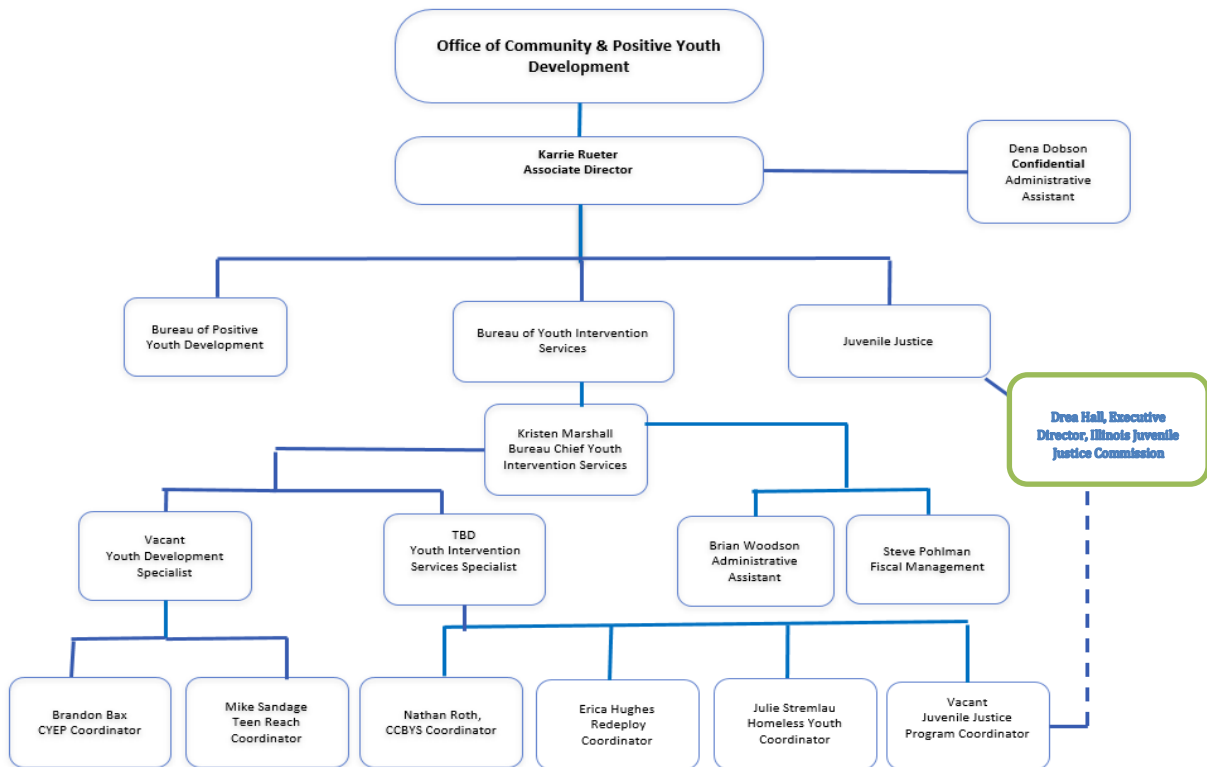
- Structured information collection and sharing on individual youth or in the aggregate is sporadic, inconsistent and varies widely across the state.
- Older data applications are not user intuitive and difficult to create reports and share data.
- Limited ability to follow juvenile offenders through the various decision points in the juvenile justice system when datasets are not linked, or identifiers are not shared.
- Department practices often inhibit the ability to track offenders across the JJ system.
- Collecting individual county data with the intent to create a statewide research dataset takes a great deal of time and expertise to get the data collection plan in place, get approval from all 102 counties, and then collect the data.
- Data are not always complete. When data collection is optional (i.e. reporting of misdemeanor station adjustments), the collected data may not tell the complete story.
- Agencies may be concerned about releasing juvenile data when they know it is not complete or potentially inaccurate, so they choose not to release any.

D. Formula Grants Program Staff

Formula Grants Program Staff

The Illinois Department of Human Services (IDHS) is the designated state agency to administer the Title II Formula Grants Program. Within IDHS, juvenile justice and delinquency prevention programs are part of the Division of Family and Community Services, Office of Community and Positive Youth Development, and the Bureau of Youth Intervention Services. The following sections describe the organization's structure, the Bureau's other programs and the IDHS staff who support the Formula Grants Program.

IDHS Bureau of Youth Intervention Services Organizational Chart



Program Staff

The Commission has one dedicated staff person, the Executive Director, who serves as Illinois' Juvenile Justice Specialist. Within the Bureau of Youth Intervention Services, the Bureau Chief and Administrative Assistant II provide Title II program administration and support.

Title	Name	Formula Grants Program Duties	FTE	Funding
Executive Director (Juvenile Justice Specialist)	Andrea Hall	Oversees and implements all aspects of the Formula Grants Program, including: grant application, and award processes; grantee and project management; and policy and programmatic initiatives; Plans and facilitates Commission and committee meetings; Provides guidance on juvenile justice matters within IDHS.	100 % FTE	Federal – Title II Formula Grants Program

Performance Measures

The Juvenile Justice Project Executive Director, is responsible for collecting standardized periodic performance reports (PPR) from providers, compiling the data, and submitting all required/mandatory performance measures to OJJDP for each applicable program area for each year of the award period through the Performance Measurement Tool (PMT). The PPRs will be available to the Commission to aid in the annual plan update and in subsequent funding decisions.

Coordination of Existing Programs

Illinois provides for the coordination and maximum utilization of juvenile delinquency programs, programs operated by public and provide agencies and organizations, and other related programs in the state in a variety of ways. One example of how this occurs is through quarterly meetings with the Illinois Juvenile Justice Leadership Council which include a wide variety of stakeholders, as well as the involvement of SAG members who have connections to various

programs throughout the state. SAG subcommittees involve representation spanning multiple departments and sectors across the state.

The IDHS Bureau of Youth Intervention Services offers the following programs, providing a coordinated approach to youth involved with the juvenile justice system:

[Comprehensive Community-Based Youth Services](#) provides services to youth in high risk situations, and their families, with a continuum of services according to their needs with the overarching goal of family preservation, reunification and/or family stabilization.

[Homeless Youth](#) serves those youth who are 14 to 24 years of age who cannot return home and/or lack the housing and skills necessary to live independently.

[Release Upon Request](#) serves youth 12-17 years of age who have been ordered released from the Cook County Temporary Juvenile Detention Center, but who remain there because a parent, guardian or custodian has failed to accept custody.

[Teen REACH](#) is an out-of-schooltime program whose goal is to enable, empower and encourage youth to achieve positive growth and development, improve expectations and capabilities for future success and avoid and/or reduce risk-taking behavior.

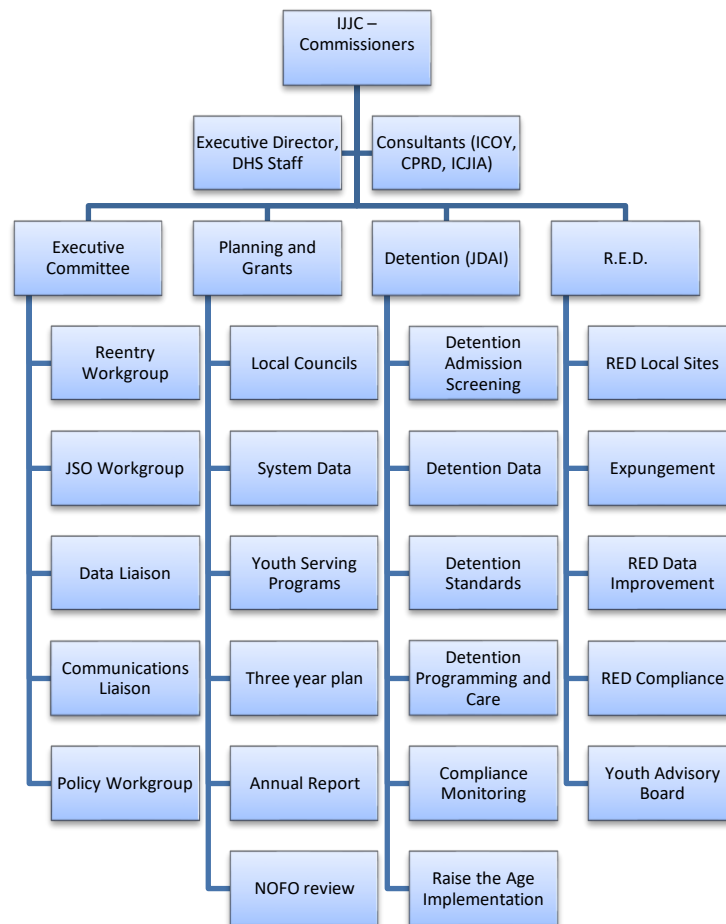
[Redeploy Illinois](#) funding gives counties the financial support to provide comprehensive services to delinquent youth, ages 13 to 18, in their home communities instead of sending youth to the Illinois Department of Juvenile Justice (IDJJ).

[Illinois Youth Investment Program](#) provides eligible youth with age-appropriate job training, life skills, counseling, work-readiness skills and supervised meaningful work experience in an effort to connect youth to the skills that are needed to enter and advance in the workforce.

SAG Membership and Responsibilities

SAG Roster- Illinois Juvenile Justice Commission

By statute, the Illinois Juvenile Justice Commission (IJJC) has 25 members appointed by the Governor. In addition to their role as the federal State Advisory Group (SAG), Commissioners advise the Governor, General Assembly, and IDHS on juvenile justice matters. *(Refer to Appendix B: Illinois SAG roster.)* The IJJC has four subcommittees; the Executive Committee, Planning and Grants, Detention, and Disproportionate Minority Contact. Each subcommittee has distinct roles as demonstrated by the chart below:



3 Year Plan

Each year, the IJJC participates in the development and review of the state’s juvenile justice 3 year plan or plan update prior to submission to the supervisory board for final action. For the

FFY 2021 plan, a SAG retreat held in early spring during which Commissioners discussed and voted on priorities for the plan. The Planning and Grants subcommittee is responsible for the construction of the three year plan and updates to the plan in the form of the Annual Report. The outline for plans and reports are completed at the committee meetings and portions of the writing are delegated to members and Commission staff. The Executive Director completes the final draft for submission to OJJDP. Refer to *Appendix: IDHS 33 Requirements* to locate each requirement within the three year plan.

Grant Applications

Each year, the IJJC is afforded the opportunity to review and comment on all juvenile justice and delinquency prevention grant applications submitted to the designated state agency. Every commissioner is invited to participate on a review team.

The State of Illinois has fully implemented its Grant Accountability and Transparency Act (GATA) with the goals of assisting State agencies and grantees in implementing the Federal guidance at 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles and Audit Requirements for Federal Awards (Uniform Requirements). Title II subawards are granted only to agencies who have complied with GATA requirements.

Advisory Capacity

One of the primary responsibilities of the IJJC is to advise IDHS regarding juvenile justice and delinquency prevention issues as contained in the three year plan. This is accomplished through a variety of methods. The IJJC Executive Director serves as liaison the IJJC and DHS and provides an annual report to the Illinois Leutenant Governor's Office. The Executive Director updates the IJJC/IDHS on activities undertaken in order to advance the priorities set forth by the IJJC as part of the three year plan. Finally, the IJJC routinely reviews proposed legislation

regarding juvenile justice matters and is afforded the opportunity to educate IDHS about the benefits and consequences of the proposed bills.

Annual Recommendations Regarding Core Compliance

Prior to FFY2019, Illinois had achieved and maintained compliance with the four core requirements of the JJDP Act for the past several years. The tables below demonstrate Illinois compliance as compared to the OJJDP Standard for the three measurable core requirements; Deinstitutionalization of Status Offenders (DSO); Removal of youth from adult jails and lockups (Jail Removal); and, Separation of juveniles from adult inmates (Separation).

FFY 2017	OJJDP Standard	Illinois Rate
DSO	9.89	0.84
Removal	8.94	7.54
Separation	0.28 (index)	0
DMC plan and action	Must be present	Present
FFY 2018	OJJDP Standard	Illinois Rate
DSO	8.5	0.44
Removal	8.41	7.79
Separation	0.32 (index)	0
DMC plan and action	Must be present	Present
FFY 2019	OJJDP Standard	Illinois Rate
DSO	4.57	0.47
Removal	4.73	4.15
Separation	2.54	0
DMC plan and action	Must be present	Present

The IJJC affirms that not less than annually, it will review its plan and submit an analysis and evaluation of the effectiveness of the programs and activities carried out under the plan, and any modifications in the plan, including the survey of State and local needs, that it considers necessary. It will also complete annual compliance data reports and any necessary recommendations regarding compliance to the chief executive officer and the legislature of the state. The IJJC will make specific recommendations to reestablish Jail Removal compliance.

Examples of Youth Input

The Commission will be partnering with a local youth development organization, Adler University Restorative Justice Hubs, to implement the Youth Advisory Board. The Board will be a youth-led effort that will provide a space for youth to have a voice in juvenile justice reform efforts in Illinois. Youth who are currently or previously involved in the justice system are welcomed and encouraged to participate. Youth will be recruited from diverse communities across the state, including youth working with the IJJC Juvenile Justice Councils. The Board will engage with the Commission by providing feedback and guidance on IJJC initiatives, implementation of the Three Year Plan, further youth engagement efforts and proposed state policies impacting youth.