

Redeploy Illinois Annual Report  
to the  
Governor and General Assembly

January 2010

## **Acknowledgments**

The Redeploy Illinois Oversight Board expresses its thanks to former Illinois Department of Human Services Secretary Dr. Carol Adams for her careful and foresightful establishment and administration of the Redeploy Illinois initiative. Under her leadership, the Redeploy Illinois Oversight Board was empowered to actively engage in the formation and evaluation of Redeploy Illinois, and to engage with local communities so that their perspectives were not lost in the overall administrative effort. She also recruited and appointed an excellent staff to support her in this endeavor.

The Oversight Board extends its sincere thanks to staff at the Illinois Department of Human Services, including Karrie Rueter and James Reynolds, and Hon. John Payne (ret.) of Youth Network Council, who have worked energetically and creatively to support Redeploy Illinois and the efforts of the Board. Several individuals from other agencies contributed significantly to this report and to our efforts this past year; they include: Janice Shallcross at the Illinois Department of Juvenile Justice; Sharon Shipinski and Steven Karr at the Illinois Department of Corrections; Mark Myrent, Erica Hughes, and Lindsay Bostwick at the Illinois Criminal Justice Information Authority; and Esther Franco-Payne at Chicago Metropolis 2020.

Finally, the Oversight Board expresses sincere thanks to the locally based Redeploy Illinois program staff and administrators, and to the many professionals working in the juvenile justice systems in their respective communities, who not only worked strenuously to implement quality programs, but who also tolerated our many questions, requests, and intrusions, so that the best information and the true stories about local experiences make their way into our evaluation and decision making processes.

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## Executive Summary

Every year, hundreds of Illinois teenagers enter the juvenile justice system by engaging in risk taking or illegal behavior. The effect of the justice system's response on the lives of these youth can be negative and injurious, especially when incarceration is involved, and the cost to the State's taxpayers is enormous. With the passage of Redeploy Illinois in 2004, the Illinois General Assembly and the Executive Branch set Illinois on a new course of action to improve the juvenile justice system's handling of troublesome youth and meet the needs of these youth and their families.

In a few short years, Redeploy Illinois has emerged as a national model for juvenile justice system reform. The Redeploy Illinois model has been presented, by invitation, to juvenile justice system and policy leadership in several states, and as recently as November 2009 was featured in a multi-state juvenile justice reform symposium organized by the National Conference of State Legislatures.

The Redeploy Illinois initiative gives counties financial support to provide comprehensive services to delinquent youth in their home communities who might otherwise be sent to the Illinois Department of Juvenile Justice (IDJJ). Prior research provides solid evidence that community-based services for delinquent youth are more effective and less expensive than a sentence to secure confinement for a certain profile of youth offenders who are deemed likely to benefit from such services, since the cost of community-based programs is lower than the cost of incarceration. Unfortunately, many counties in Illinois lack the necessary programs and services to effectively serve delinquent youth locally while maintaining public safety. This lack of local programs and services often plays a significant role in the Court's decision to commit a youth to IDJJ. The funds provided to the Redeploy Illinois pilot sites help to fill gaps in the continuum of programs and services locally available for delinquent youth and their families, allowing local authorities to cost-effectively serve youth locally and reduce their reliance on IDJJ.

To date, nine Redeploy Illinois programs have served youth in over 20 counties. The first Redeploy Illinois pilot sites in the 2<sup>nd</sup> Judicial Circuit, Macon County, Peoria County and St. Clair County began their work in 2005, and they continue to successfully prevent the incarceration of hundreds of Illinois youth. Drawing from the successful pilot programs, the Phase II Redeploy Illinois programs in the 4<sup>th</sup> Judicial Circuit, Kankakee County, Lee County, McLean County, and Madison County began delivering services to youth and families in Fiscal Year 2009. The implementation studies completed in each of these program sites provide assurance of strong prospects for success.

The Redeploy Illinois sites provide a range of assessment, treatment, and follow-up services that include, but are not limited to, the following:

- Aggression Replacement Training (ART)
- Cognitive education and treatment
- Community restorative boards
- Employment-related services
- Gender-specific services
- Global positioning system monitoring
- Home detention
- Housing
- Individualized staffing and case management plans
- Mental health treatment

- Multidisciplinary case review meetings
- Multi-Systemic Therapy (MST)
- Parent/family support services
- Positive recreational and mentoring services
- Psychological and psychiatric evaluation
- Substance abuse treatment
- Teen court
- Tele-psychiatry
- Transportation
- Tutoring and educational advocacy
- Victim-related services
- Washington Aggression Interruption Training (WAIT).

The Redeploy Illinois Oversight Board studies trends in utilization of IDJJ by Redeploy Illinois counties, as well as trends in utilization of local detention, as a means of monitoring program implementation and system impact.

Table 1 below summarizes overall trends in total Redeploy eligible commitments (excludes murder and class X forcible felonies) to IDJJ for youth adjudicated as delinquent in the Redeploy Illinois pilot sites for calendar years 2001 through 2007, covering a time period before and after enactment of the Redeploy Illinois legislation. Table 1 further breaks down those commitments by court evaluation commitments (youth sent to IDJJ for temporary periods of time under ‘bring back’ orders) and court evaluation returns (return of youth to IDJJ following a temporary commitment--for example, when a youth does not display an appropriate ‘adjustment’ to incarceration). During this time, total Redeploy eligible commitments to IDJJ (and the former Illinois Department of Corrections Juvenile Division) in the four Redeploy Illinois pilot sites decreased by 55 percent, from 212 in 2004 to 96 in 2007.

From 2001 to 2004, court evaluation commitments increased 60 percent from 72 in 2001 to 115 in 2004. Since that time, court evaluation commitments, the primary target for reduction by the Redeploy Illinois legislation, decreased by 94 percent, from 115 in 2004 to seven in 2007. These data suggest that the Redeploy Illinois initiative has been successful in reducing the number of temporary court evaluation commitments in the pilot counties. Table 1 further shows that court evaluation returns (return of youth to IDJJ following a temporary commitment--for example, when a youth does not display an appropriate ‘adjustment’ to incarceration) also reduced significantly in the four Redeploy Illinois pilot sites, demonstrating a 91 percent reduction.

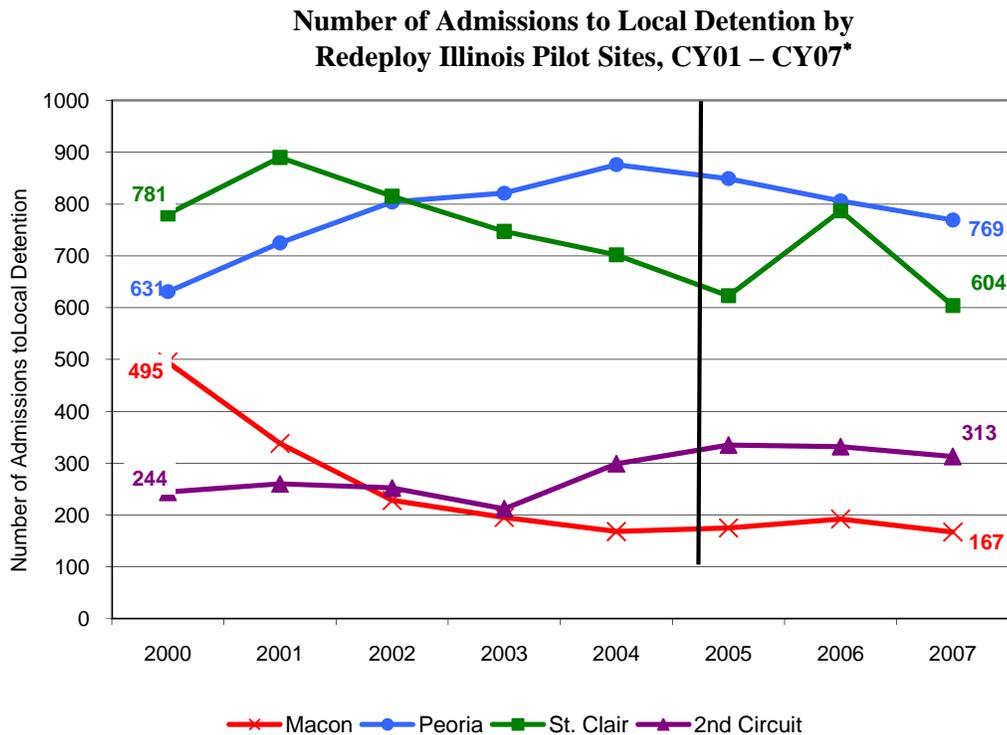
**Table 1**

**Number of Commitments to IDJJ by Redeploy Illinois Pilot Sites  
Calendar Year 2001 to 2007**

	Calendar Year							% change 01-04	% change 04-07
	01	02	03	04	05	06	07		
<b>Redeploy Eligible Commitments</b>	167	218	230	212	175	127	96	+27%	-55%
<b>Court Evaluations</b>	72	108	133	115	62	13	7	+60%	-94%
<b>Court Evaluation Returns</b>	36	41	40	35	27	16	3	-3%	-91%

Figure 1 below summarizes the extent to which the four Redeploy Illinois pilot sites have utilized local juvenile detention from 2001 to 2007. This information is important, because it monitors whether the pilot sites replace state incarceration (e.g., in IDJJ) with local incarceration (e.g., in a local juvenile detention center). With the exception of one increase in utilization of local detention by St. Clair County in 2006, the Redeploy Illinois pilot sites did not show an overall increase in the number of local detention days following the implementation of Redeploy Illinois. Peoria and St. Clair counties showed decreases in the use of local detention from 2004 to 2007, while the 2<sup>nd</sup> Circuit and Macon County show no change, although Macon County experienced a slight increase from 2005 to 2006.

**Figure 1**



### Conclusions and Recommendations

Redeploy Illinois continues to improve the Illinois juvenile justice system and provide a more cost effective option than youth incarceration while maintaining public safety. The four initial pilot sites continue to operate effective community-based treatment and intervention programs and maintain reductions in the use of youth incarceration. Redeploy Illinois program evaluation evidence and statistical evidence supports this conclusion. The Phase II Redeploy Illinois sites have successfully implemented new, innovative approaches to the local challenges they face regarding juvenile delinquency. The Phase II sites, according to evidence from the implementation studies, are programmatically sound and operating in accordance with legislative intent and local program goals and objectives.

\* Black vertical line denotes beginning of Redeploy Illinois program.

Redeploy Illinois has significantly improved the lives of children and families in Illinois since its inception in 2005. It has improved the treatment and rehabilitation of delinquent youth; it has removed the once popular fiscal incentive to send youth to state correctional facilities; it has strengthened local capacities to assess and manage delinquent youth; and it has improved the range of alternatives available for communities to respond to delinquent behavior.

To remain successful, Redeploy Illinois must take several significant steps, and must continually adapt to changes in local and state-level conditions. The Redeploy Illinois Oversight Board recommends that the Department of Human Services (DHS or the Department) and Redeploy Illinois take the following steps to expand this successful program, and ensure its success in the immediate future as well as in the long term:

**Recommendation #1:** Redeploy Illinois should increase its budget to provide for full statewide expansion of the initiative.

**Recommendation #2:** Redeploy Illinois should conduct a policy analysis of Redeploy Illinois that includes three key components: 1) a cost-benefit analysis comparing the true costs of Redeploy Illinois to the true costs of youth incarceration and local detention; 2) a system-impact study to determine the justice system impacts of statewide implementation of Redeploy Illinois on the juvenile justice system; and 3) a recidivism study to determine the extent to which youth participating in Redeploy Illinois improve their competencies and behaviors and cease to be a burden to taxpayers, compared to recidivism in other programs and approaches.<sup>1</sup>

**Recommendation #3:** Redeploy Illinois should work with the local sites, IDJJ, and IDOC to improve the collection of data regarding program activities, administration and evaluation. Specifically, Redeploy Illinois should collect more complete quarterly report data from each local site, and should assess whether the current system is effective or burdensome for the sites. Statistical information regarding IDJJ commitments and releases of various types, and across such categories as gender, race/ethnicity, offense type, admission type, and release type, including former IDJJ or Redeploy Illinois youth committed to IDOC, should be routinely accessible to the Department from these agencies.

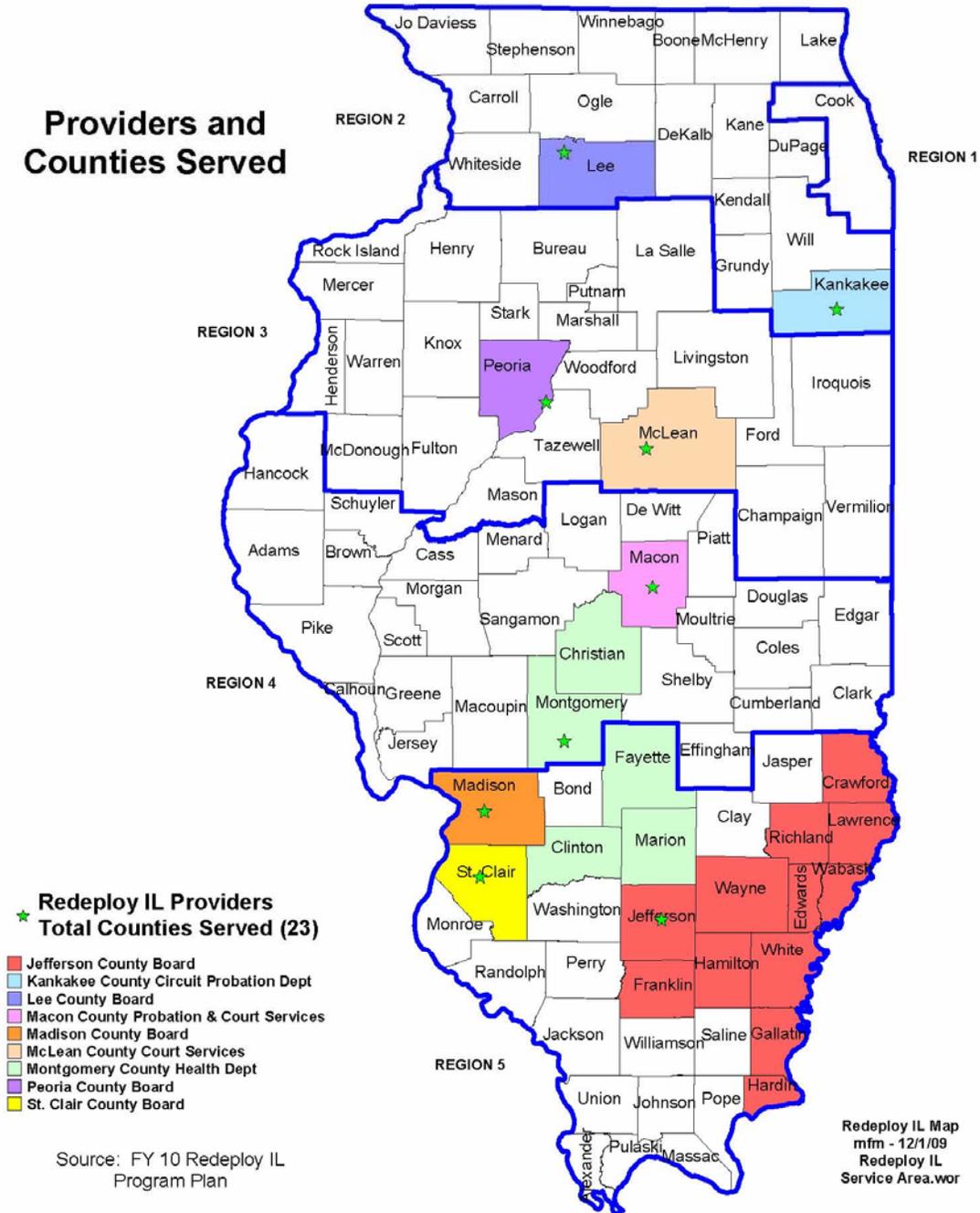
**Recommendation #4:** The expansion of Redeploy Illinois should continue the practice of awarding planning grants prior to the development of Redeploy Program proposals by local sites. This would build upon existing sites' experience and help to foster program success in additional communities in Illinois.

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<sup>1</sup> The Redeploy Illinois Oversight Board provided for a recidivism study during the fiscal year covered by this report. The analysis of the data collected continues, and a recidivism report is expected in the upcoming year. This recommendation stresses the need to continue collecting and analyzing recidivism data throughout the life of the initiative, as an integral part of a comprehensive policy analysis strategy.

# REDEPLOY IL FISCAL YEAR 2010 SERVICE AREA MAP

## Providers and Counties Served



## **Introduction**

Every year, hundreds of Illinois teenagers enter the juvenile justice system by engaging in risk taking or illegal behavior. The effect of the justice system's response on the lives of these youth can be negative and injurious, especially when incarceration is involved, and the cost to the State's taxpayers is enormous. With the passage of Redeploy Illinois in 2004, the Illinois General Assembly and the Executive Branch set Illinois on a new course of action to improve the juvenile justice system's handling of troublesome youth and meet the needs of these youth and their families.

In a few short years, Redeploy Illinois has emerged as a national model for juvenile justice system reform. The Redeploy Illinois model has been presented, by invitation, to juvenile justice system and policy leadership in several states, and as recently as November 2009 was featured in a multi-state juvenile justice reform symposium organized by the National Conference of State Legislatures.

The Redeploy Illinois initiative gives counties financial support to provide needed social services to delinquent youth in their home communities who might otherwise be sent to the Illinois Department of Juvenile Justice (IDJJ - formerly the Juvenile Division of the Illinois Department of Corrections, IDOC). Prior research provides solid evidence that community-based services for delinquent youth are more effective than a sentence to secure confinement for a certain profile of youth offenders who are deemed likely to benefit from such services. In addition, community-based programs cost less than secure incarceration. Unfortunately, many counties in Illinois lack the necessary programs and services to effectively serve delinquent youth locally while maintaining public safety. This lack of local programs and services often plays a significant role in the Court's decision to commit a youth to IDJJ. The funds provided to the Redeploy Illinois pilot sites help to fill gaps in the continuum of programs and services locally available for delinquent youth and their families, allowing local authorities to cost-effectively serve youth locally and reduce their reliance on IDJJ.

Redeploy Illinois builds on the successful work done in other states such as Ohio and Pennsylvania that have reduced juvenile incarceration rates through similarly structured efforts, and it is paying off. Redeploy Illinois successfully treats youth in their own communities and keeps them from expensive IDJJ incarceration.

Although research suggests that community-based assessment and treatment services are less costly than incarceration, the sentencing county must cover the cost of those services. On the other hand, if a county sends a youth to IDJJ, the State assumes the financial burden for the services. This creates an inappropriate fiscal incentive for counties to commit youth to IDJJ for assessment, treatment, and supervision in order to avoid spending local resources for those same services, especially when those services do not exist locally, or are not adequate to meet the demand.

In 2004, the Illinois General Assembly established the Redeploy Illinois pilot program in state statute (730 ILCS 110/16.1) as a mechanism to change this fiscal incentive to send juveniles to IDJJ. Research demonstrates that non-violent youth are less likely to become further involved in delinquent or criminal behavior if they remain in their home communities and receive appropriate services that address underlying needs such as mental illness, substance abuse, learning disabilities, poor decision making, unstable living arrangements, and poor parenting. Additionally, research on balanced and restorative justice (BARJ) has shown that offenders who participate in BARJ programming have a greater

appreciation of the harm their actions caused their victims and communities, that working to repair the harm is therapeutic and promotes positive behavior change, and that victims express satisfaction with the justice system.

According to the Redeploy Illinois legislation, local jurisdictions that participate as Redeploy Illinois sites must develop plans for community-based treatment for juvenile offenders that protect their communities, promote accountability for the harm caused to their victims and communities, and equip youth with the necessary competencies to live responsibly and productively.

Redeploy Illinois began in 2004 with four pilot sites:

- 2nd Judicial Circuit
- Macon County
- Peoria County
- St. Clair County.

In 2008, five new jurisdictions became Redeploy Illinois sites<sup>2</sup>, following a concerted outreach and planning effort coordinated by the Redeploy Illinois Oversight Board and staff:

- 4<sup>th</sup> Judicial Circuit
- Kankakee County
- Lee County
- McLean County
- Madison County.

### **The Redeploy Illinois Program Sites<sup>3</sup>**

#### *The 2<sup>nd</sup> Judicial Circuit*

The Second Judicial Circuit comprises 12 rural counties in southeastern Illinois: Crawford, Edwards, Franklin, Gallatin, Hamilton, Hardin, Jefferson, Lawrence, Richland, Wabash, Wayne and White. The goal of the 2<sup>nd</sup> Judicial Circuit Redeploy Illinois program is to utilize individualized and evidence-based practices to address the needs of medium- and high-risk juvenile offenders. The five major service options supported by the 2<sup>nd</sup> Judicial Circuit's Redeploy Illinois program include:

- Aggression Replacement Training (ART)
- Functional Family Therapy (FFT)
- Global Positioning System (GPS) monitoring
- Multi-Systemic Therapy (MST)
- Psychological and psychiatric evaluation.

The expected outcomes of these services, which are provided by probation department staff and community-based service providers, are increased public safety and enhanced alternatives for positive change for youth who are involved in the juvenile justice system.

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<sup>2</sup> These counties constitute the "Phase II" Redeploy Illinois initiative (see below, page ##, for further discussion of this Phase).

<sup>3</sup> The map attached at the end of this report identifies the current Redeploy Illinois program sites.

### *The 4<sup>th</sup> Judicial Circuit*

The 4<sup>th</sup> Judicial Circuit comprises five counties in south central Illinois: Christian, Clinton, Fayette, Marion, and Montgomery. The 4<sup>th</sup> Judicial Circuit Redeploy Illinois Pilot Program addresses the needs of youth who are at risk of commitment to IDJJ. This program provides community-based services, targeting nonviolent youth 13 to 17 years of age with a Youth Assessment Screening Instrument (YASI)<sup>4</sup> score of medium to high risk. Services delivered by the 4<sup>th</sup> Circuit Redeploy Illinois program include:

- Aggression Replacement Training (ART)
- Educational programs
- Functional Family Therapy (FFT)
- Housing
- Inpatient and outpatient substance abuse treatment
- Mental Health/Juvenile Justice (MHJJ) services
- Psychological evaluations
- Transportation.

### *Kankakee County*

The Kankakee County Redeploy Illinois program utilizes a decentralized model that matches participating youth and their families to service providers contingent on the specific needs assessed. Most of the services provided in the Kankakee Redeploy Illinois Program reflected an expansion of existing services rather than an introduction of new services. These include “Parenting with Love and Limits” (PLL), Moral Reconciliation Therapy (MRT), and anger management therapy (“Thinking for a Change”). Other services offered in Kankakee emphasize the importance of providing services to the youth’s parents or guardians as well as the youth, and include:

- Educational, vocational and tutoring services offered through the Kankakee Regional Office of Education and Kankakee Community College
- In home therapy services for the youth and their families
- GPS monitoring as an intermediate sanction for youth demonstrating noncompliance with Redeploy Illinois
- Parent/support resource group offered at the Helen Wheeler Center to help the youth’s parents or guardians better manage school problems and to access other community resources.

### *Lee County*

The Lee County Redeploy Illinois program addresses the needs of youth between the ages of 11 and 18 assessed as high risk on the YASI, and who have demonstrated serious, chronic, criminal behavior. Between 2005 and 2007, 95 percent of the youth committed to IDJJ from Lee County were high risk by these standards, demonstrating that the target population is the correct one for reducing the number of committed youth in Lee County.

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<sup>4</sup> YASI™ assesses static and dynamic risk and protective factors in high risk youth. The measurement of protective factors helps caseworkers build on the strengths of youth to buffer the negative impact of risk (Orbis, 2009).

Youth assigned to the Lee County Redeploy Illinois program participate in a family-oriented intervention called “Parenting with Love and Limits,” which is provided locally by therapists on staff at Sinnissippi Centers Inc., a treatment provider in Lee County with a history of providing mental health services to juvenile probationers.

In addition to PLL, which lasts at least 12 months, the Lee County Redeploy Illinois program utilizes a number of other services and systemic changes, including:

- Case management services
- Employment assistance
- Individualized staffing plan for each high risk minor
- Mentoring and tutoring services
- Multidisciplinary staff meetings (benchmark meetings) to review the progress of youth participating in Redeploy and make recommendations for ongoing services and support
- Structured free time and family strengthening activities provided by a local faith-based organization
- “Thinking for a Change,” a National Institute of Corrections curriculum.

### *Macon County*

Macon County’s Redeploy Illinois program is locally referred to as “Community ACCESS” (Alternative Collaborative Change Education Support Success). The goal of this program is to create a collaborative and community-based approach to increasing access to community-based services for juveniles, their families, victims and the community. In addition, juveniles served by this Redeploy Illinois program receive a continuum of services based upon their specific needs and risk levels. Services are provided to both individual offenders and their families.

The continuum of services provided by the Macon County Redeploy Illinois program consists of strategies and sanctions ranging from least restrictive to most restrictive including:

- Cognitive education and treatment
- Community restorative boards
- Gender-specific services
- Home detention
- Life skills training
- Mental health treatment
- Parent/family support services
- Quality assessment process (initial and ongoing)
- Substance abuse treatment
- Teen court
- Victim-related services
- Violence reduction treatment.

### *Madison County*

The Madison County Redeploy Illinois program aims to reduce or eliminate the practice of sending youth to IDJJ for the purpose of psychological and risk evaluation. Between 2005 and 2007, commitments to IDOC/IDJJ in Madison County averaged 40 youth per year. The County intends to reduce these commitments by at least 27 percent. Madison County will accomplish this by working with youth who are 13 to 17 years old, have at least one prior delinquency offense, are currently adjudicated for an offense punishable by commitment to IDJJ, score medium to high risk on the YASI, and who have not been charged with a Class X felony. The Madison County Redeploy Illinois program will also provide services to an additional 400 youth through a court/community liaison initiative.

The Madison County Redeploy Illinois program selected Children's Home and Aid as the lead agency for the initiative. Program/services that comprise the Madison County Redeploy Illinois program include:

- Employment-related services,
- Functional Family Therapy (FFT),
- Intensive case management
- Positive recreational and mentoring services
- Psychological assessments
- Tutoring and educational advocacy
- Washington Aggression Interruption Training (WAIT).

### *McLean County*

The McLean County Redeploy Illinois program offers individualized, focused services, collaboratively designed for youth who are at risk of commitment to IDJJ. The McLean County Redeploy Illinois program works in concert with the Redeploy Illinois team at the court to provide an array of services for high-risk youth and their families, including:

- Adolescent Community Reinforcement Approach (ACRA)
- Family advocacy
- GED programming
- Intensive substance abuse treatment
- Residential substance abuse treatment
- Tele-psychiatry
- Unified Delinquency Intervention Services (UDIS)
- Washington Aggression Interruption Training (WAIT)
- Washington Regional Alcohol Program (WRAP).

### *Peoria County*

The Peoria County Redeploy Illinois program is a collaborative partnership between Peoria County Court Services and Children's Home Association of Illinois. The program serves youth on probation who are at greatest risk of being sent to IDJJ for a court evaluation as well as youth who are at risk of being sent to IDJJ for a full commitment.

A staff member from the Children's Home Association conducts a thorough assessment on each youth participating in the Redeploy Illinois program to obtain the information that will assist in developing an individualized service plan for the youth and his/her family. The staff member then collaborates with Peoria County probation staff who work directly with delinquent youth and their families to provide the identified services or link them to resources within the community.

Once the referral to the program has been made and the assessment completed, program staff provide the following services:

- A minimum of three contacts per week with the youth. These three contacts consist of counseling, skill building, collateral contact, curfew checks, and/or staffings with the Probation Officer.
- Transportation for the youth to and from court hearings, meetings with Probation Officers, treatment sessions/meetings, or other related appointments/meetings.
- Linkage to community resources.
- Aggression Replacement Training group counseling sessions.

Services are provided on an annual basis to approximately 80 youth. The youth receive needed services for a period of time ranging from six months to the time when the youth is no longer on probation, depending on need or as specified by Probation. Additionally, if the youth is in need of a psychological evaluation, there are program funds set aside to pay for this service through the Antioch Group or John R. Day & Associates. Both of these organizations also provide therapy for youth who need more intense mental health treatment. When it is determined that a youth could benefit from a residential program, as opposed to being sent to IDJJ for an evaluation, males are referred to the Youth Farm and females to the Children's Home Residential Services. Youth receive evaluation and assessment during this 21-day stabilization period and then transition into the program group.

### *St. Clair County*

The St. Clair County Redeploy Illinois program aims to positively impact the lives of youth and their families through local comprehensive evaluations and the provision of evidence-based treatment alternatives in the least restrictive setting.

The Prevention Policy Board of the St. Clair County Youth Coalition serves as the oversight board and lead agency. The target population includes youth between 13 and 17 years of age with at least one prior delinquent offense who are currently adjudicated for an offense that is punishable by an IDJJ commitment, and who are at medium or high risk for re-offending. Youth who are involved in both the juvenile justice system and the child welfare system are given priority.

The St. Clair County Redeploy Illinois program supports the following services:

- Aggression Replacement Training (ART)
- Family group conferencing
- Functional Family Therapy (MFT)
- Multi-Systemic Therapy (MST).

## The Redeploy Illinois Legislation

In the 1990s, it became clear that communities were relying far too heavily on incarceration of youth as response to risk-taking and/or illegal behavior, and that this situation was often due to a lack of local alternatives. “Technical” juvenile parole violations<sup>5</sup> accounted for 40 percent of commitments to the Juvenile Division of IDOC. In addition, mental health evaluations and “impact incarceration”<sup>6</sup> accounted for an additional 30 percent of the juveniles committed to incarceration. These practices had devastating effects on the lives of the incarcerated youth (demonstrated, in part, by overall recidivism rates of at least 50 percent), and the cost to the State was enormous. In addition, as described earlier, counties experienced a fiscal incentive to commit youth to state-funded corrections rather than develop community-based alternatives for which the county would be fiscally responsible.

Juvenile justice reforms swept the nation during and after the 1990s, and research demonstrated success of alternatives to detention in Illinois, particularly evening reporting centers. It was also found that community-based services for delinquent youth can be more effective and less expensive than a sentence to detention. Other research began to document the success of evidence-based programming. However, many counties in Illinois lacked the resources and/or programming to effectively serve delinquent youth locally, resulting in the decision of the courts to send them to IDOC, and later to IDJJ.

From 2000 to 2004, IDOC experienced an average of 1,765 new juvenile court admissions per year, with approximately 45 percent of those admissions for a property offense and 30 percent for a court evaluation (i.e., a 30 to 90 day commitment during which time the correctional counselors evaluate a youth’s needs). During calendar year 2004 alone, IDOC experienced 1,729 new court admissions, with just under one-half (792) admitted for a property offense and approximately one-third (610) for a court evaluation. Forty-six percent (46%) of the juveniles discharged from IDOC in 2001 returned to a juvenile prison in Illinois within three years. The number of youth discharged from a juvenile prison in Illinois who later became involved with the adult criminal justice system, or a juvenile system in another jurisdiction, is unknown.

Youth and justice system reform advocates saw the need to develop a broad consensus for change. Northwestern University’s Children and Family Justice Center held a summit in Chicago in the mid-1990’s with speakers from Ohio who presented the concept of RECLAIM Ohio, a fiscal incentive program to reduce reliance on secure confinement, with demonstrated success. RECLAIM Ohio continued to influence juvenile justice reform meetings and conferences in Illinois thereafter, until the Redeploy Illinois legislation was drafted and passed.

Many agencies, organizations and individuals advocated for Redeploy Illinois. The Chicago Council on Urban Affairs conducted public opinion polls in Chicago neighborhoods, and concluded that the general public supported the use of community-based alternatives instead of institutionalizing youth. The Illinois Juvenile Justice Initiative (IJJI) conducted regional public hearings, and arranged for a legislative hearing on the fiscal incentive issue, through which they brought public opinion and

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<sup>5</sup> "Technical" parole violators refers to youth who have recommitted to IDJJ for lack of compliance with specific terms and conditions of their parole agreements; their re-incarceration is not the result of a conviction for a new offense.

<sup>6</sup> "Impact Incarceration" refers to youth commitments to IDJJ for the purpose of educating youthful offenders about the negative experience of incarceration in the hopes that the impact incarceration will deter the youth from future delinquent behavior.

evaluation research to the attention of legislators. IJJI also held a summit in Chicago to present the concept of Redeploy Illinois to the advocacy community.

In 2003, IJJI partnered with the John Howard Association for Prison Reform and Chicago Metropolitan 2020 to host a series of discussions with key stakeholders regarding changing current fiscal incentives to reduce the use of confinement for juveniles. The stakeholders included: IDOC, the Juvenile Advisory Board to IDOC, judges, county board members, and legislators.

Finally, in 2004 legislation establishing Redeploy Illinois passed the Illinois General Assembly with bipartisan sponsorship, without controversy and without any significant opposition. The legislation encourages the deinstitutionalization of juvenile offenders by establishing Redeploy sites in counties or groups of counties that develop a continuum of local, community-based sanctions and treatment alternatives for juvenile offenders who would be incarcerated if those local services and sanctions did not exist, and that agree to reduce the number of youth incarcerated by at least 25 percent based on the average number of youth incarcerated for the previous three years. The legislation applies only to youth charged with less serious felonies. The legislation incorporates a number of key principles and best practices in the field of juvenile justice, including Balanced and Restorative Justice (BARJ); treating youth in the least restrictive manner required to preserve public safety; and creation of a continuum of services and sanctions in every community under local responsibility. The legislation also selected counties as the local “convener” of Redeploy Illinois initiatives. The legislation charged the Illinois Department of Human Services with creating and administering the Redeploy Illinois initiative and convening the Redeploy Illinois Oversight Board.

Redeploy Illinois funding gives counties the financial support to provide comprehensive services to delinquent youth in their home communities instead of sending youth to IDJJ. The funds provided to the Redeploy Illinois sites help fill the gaps in the existing continuum of programs and services for delinquent youth, allowing counties to cost effectively serve youth locally and reduce their reliance on IDJJ. The legislation also created benchmarks (25% reduction) with consequences for failure to reduce juvenile commitments. It encouraged the use of evidence-based programs, required evaluation and required an annual report of outcomes to the General Assembly.

In fall 2004, the Legislature appropriated \$2 million dollars to support the initial Redeploy Illinois pilot phase. Since that time, the Redeploy Illinois statute (730 ILCS 110/16.1) has been revised in several ways based on the experience of the pilot programs, and on the advice of the Redeploy Illinois Oversight Board. These modifications include:

- allowing an adjustment in the 25 percent reduction requirement, in certain circumstances (for example, if a county had significantly reduced its youth incarcerations for three years prior to implementing Redeploy Illinois), and
- allowing the establishment of a special reserve of Redeploy Illinois funds, so that counties with very few IDJJ commitments, for which a 25 percent reduction is not practical, can provide Redeploy Illinois programs and services to individual youth and their families with demonstrated need.

## **Evidence Base for Redeploy Illinois**

Redeploy Illinois represents a State response to juvenile justice policies in Illinois that resulted in limited opportunities for local jurisdictions to develop youth programs for managing delinquent youth, while increasingly shifting the fiscal burden onto state agencies, particularly IDOC and now IDJJ. This response, as indicated above, represents the concerted efforts of several key statewide constituents representing youth advocates, justice system agencies, and policymakers. This response was also informed by several decades of rigorous research into juvenile justice policy and the effectiveness of juvenile justice programs. This section summarizes the research and evidence base that supported the development and implementation of Redeploy Illinois, and that continues to support its expansion and evaluation.

### *Adolescent Brain Development*

Science has established that significant brain development activity in youth occurs well into the late teen years, and that the justice system should not hold youth offenders, even some violent offenders, to the same standards of accountability applied to adult criminals. For example, the MacArthur Foundation-funded Research Network on Adolescent Development and Juvenile Justice identified “The Immaturity Gap,” demonstrating that while adolescent intellectual maturity tends to reach adult levels by age 16, adolescent psychosocial development (the source of impulse controls and other guards against delinquent behavior) continues into early adulthood, up to age 25 (MacArthur, 2006). Bennett and Baird (2006) explained that significant age-related changes in brain structure continue after the age of 18 and may represent dynamic changes related to new environmental challenges. Huffine (2002) demonstrated that many youth in the juvenile justice system are misdiagnosed. In particular, he challenges the appropriateness of conduct disorder and oppositional defiant disorder diagnoses, explaining that youth labeled with these disorders often have co-occurring mental health conditions, such as bipolar disorder or post-traumatic stress disorder. Oberstar, Andersen, and Jensen (2006) discussed the forensic implications of research about normal brain development in the context of mental illness, explaining that recent research is consistent with earlier, influential theories of cognitive and moral development, and that these research findings support treating children in the juvenile justice system differently from adults.

### *Community-based Programs vs. Incarceration*

Over the past decade, numerous studies with sound scientific designs have shown that community-based treatment is more effective than institutional treatment for delinquent youth. Gagnon and Richards, for example, in a research report prepared for the U.S. Department of Labor, affirmed that community-based programs that address several key factors – treatment and therapy, education, family outreach and counseling, and interpersonal skills training – experience lower recidivism rates than institution-based programs (Gagnon and Richards, 2008, p. 29).

The University of Cincinnati Center for Criminal Justice Research (Latessa and colleagues) conducted an extensive evaluation of the RECLAIM Ohio initiative. In a recent evaluation report, they concluded that youth correctional treatment programs under RECLAIM Ohio exhibited inconsistent recidivism outcomes (some programs reported higher or similar recidivism rates compared to traditional corrections and probation programs, and some reported significantly lower recidivism rates). They concluded that

programs like RECLAIM Ohio work best with high risk youth, and that the inconsistent recidivism outcomes were primarily linked to program implementation and program integrity, not to a flawed policy. Using the Correctional Program Assessment Inventory (CPAI), they found that youth programs with significantly lower recidivism rates scored higher on the CPAI, indicating that well managed and well structured programs typically have successful outcomes when compared with traditional corrections and probation programs (Lowenkamp, Latessa, and Lemke, 2006).

The Washington State Institute for Public Policy published a review of that state’s research-based programs for juvenile offenders, funded under the Community Juvenile Accountability Act, and reported (similar to Latessa and colleagues), as an answer to the question about whether the programs ‘work’ in a real-world setting (e.g., in Washington communities), that “...*the answer to this question is yes – when the programs are competently delivered*” (WSIPP, 2004, p. 1). WSIPP stressed in their report that Functional Family Therapy (FFT), Aggression Management Training (ART), and coordination of services were all effective in reducing recidivism and costs (WSIPP, 2004).

### *Characteristics of Effective Juvenile Justice Programs*

While several studies have dispelled arguments linking youthful predators to dramatic increases in violent crime in the United States (see, for example, Howell, Krisberg, and Jones, 1995; Kempf-Leonard, Tracy, and Howell, 2001; Howell, 2003), others provide evidence of successful juvenile justice programs, and program elements linked to successful program outcomes (e.g., reduced recidivism).

Howell (2001) describes several successful youth prevention and intervention programs, noting that they use comprehensive service models that integrate prevention, early intervention, graduated sanctions, and aftercare. Krisberg and Austin (1998) assessed Massachusetts’ removal of nearly 1,000 juveniles from State training schools and their placement in a diverse array of community programs, noting that the continued success of the Massachusetts de-institutionalization policy lies in the small size of rehabilitation programs, and the selective and cost-effective use of secure confinement.

### *Cost Effectiveness*

Lowenkamp and Latessa also examined the costs of RECLAIM Ohio programs compared to several other treatment and incarceration options in Ohio, and estimated that the cost of operating RECLAIM Ohio programs was four to seven times less expensive than other facility-based programs (Lowenkamp & Latessa, 2005, pp. 13-20).

## **Redeploy Illinois Trends**

With the assistance of IDJJ and the Illinois Criminal Justice Information Authority (ICJIA), the Redeploy Illinois Oversight Board studies trends in utilization of IDJJ by Redeploy Illinois counties, as a means of monitoring program implementation and system impact. Following is a discussion of trends in IDJJ utilization and related juvenile justice system activity in the four original Redeploy Illinois pilot sites – the 2<sup>nd</sup> Judicial Circuit, Macon County, Peoria County, and St. Clair County (see below for a review of recent implementation studies in the five Phase II Redeploy Illinois sites, referred to as “Phase II”).

Table 1 below summarizes overall trends in total Redeploy eligible commitments (excludes murder and class X forcible felonies) to IDJJ for youth adjudicated as delinquent in the Redeploy Illinois pilot sites for calendar years 2001 through 2007, covering a time period before and after enactment of the Redeploy Illinois legislation. Table 1 further breaks down those commitments by court evaluation commitments (youth sent to IDJJ for temporary periods of time under ‘bring back’ orders) and court evaluation returns (return of youth to IDJJ following a temporary commitment--for example, when a youth does not display an appropriate ‘adjustment’ to incarceration). During this time, total Redeploy eligible commitments to IDJJ (and the former Illinois Department of Corrections Juvenile Division) in the four Redeploy Illinois pilot sites decreased by 55 percent, from 212 in 2004 to 96 in 2007.

From 2001 to 2004, court evaluation commitments increased 60 percent from 72 in 2001 to 115 in 2004. Since that time, court evaluation commitments, the primary target for reduction by the Redeploy Illinois legislation, decreased by 94 percent, from 115 in 2004 to seven in 2007. These data suggest that the Redeploy Illinois initiative has been successful in reducing the number of temporary court evaluation commitments in the pilot counties. Table 1 further shows that court evaluation returns (return of youth to IDJJ following a temporary commitment--for example, when a youth does not display an appropriate ‘adjustment’ to incarceration) also reduced significantly in the four Redeploy Illinois pilot sites, demonstrating a 91 percent reduction.

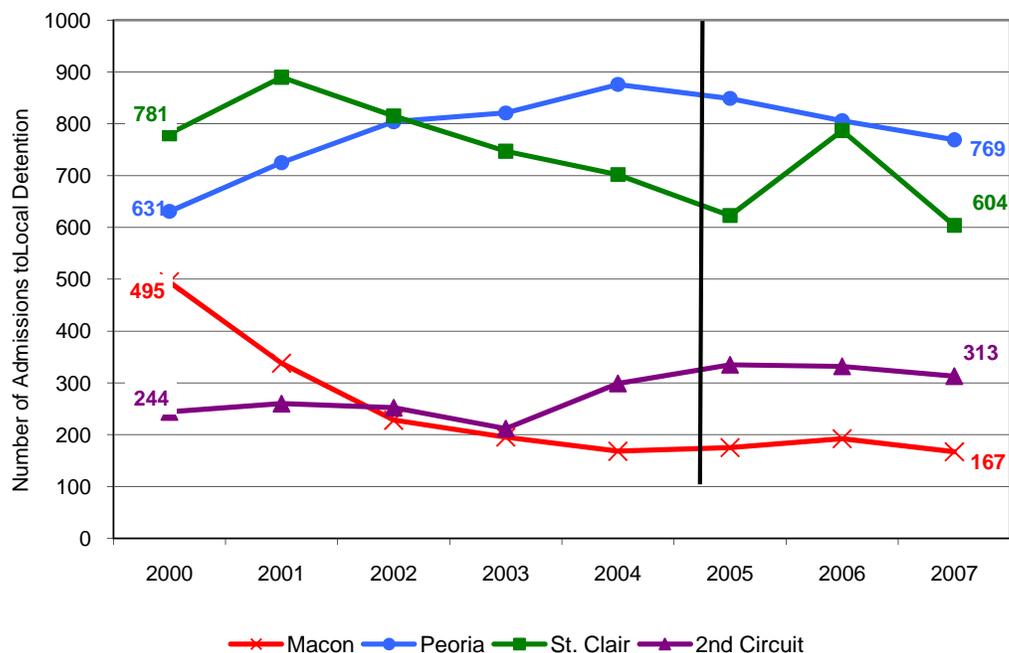
Figure 1 below summarizes the extent to which the four Redeploy Illinois pilot sites have utilized local juvenile detention from 2001 to 2007. This information is important, because it monitors whether the pilot sites replace state incarceration (e.g., in IDJJ) with local incarceration (e.g., in a local juvenile detention center). With the exception of one increase in utilization of local detention by St. Clair County in 2006, the Redeploy Illinois pilot sites did not show an overall increase in the number of local detention days following the implementation of Redeploy Illinois. Peoria and St. Clair counties showed decreases in the use of local detention from 2004 to 2007, while the 2<sup>nd</sup> Circuit and Macon County showed no change, although Macon County experienced a slight increase from 2005 to 2006.

**Table 1**  
**Number of Commitments to IDJJ by Redeploy Illinois Pilot Sites**  
**Calendar Year 2001 to 2007**

	Calendar Year							% change 01-04	% change 04-07
	01	02	03	04	05	06	07		
<b>Redeploy Eligible Commitments</b>	167	218	230	212	175	127	96	+27%	-55%
<b>Court Evaluations</b>	72	108	133	115	62	13	7	+60%	-94%
<b>Court Evaluation Returns</b>	36	41	40	35	27	16	3	-3%	-91%

Figure 1

Number of Admissions to Local Detention by Redeploy Illinois Pilot Sites, CY01 – CY07\*



### Redeploy Illinois Case Studies

This section presents two Redeploy Illinois case studies for youth served in different counties (selected from the first four pilot programs). These cases illustrate the challenges and successes that youth, their families, and the juvenile justice professionals experience through their participation in Redeploy Illinois. They do not comprise a representative sample of Redeploy Illinois cases and should not be interpreted as evaluation findings; they highlight the youth, their presenting behaviors and problems when they are assessed as potential Redeploy Illinois clients, and their experiences while participating in Redeploy Illinois.

#### *Youth A*

On January 11, 2007, Redeploy Illinois accepted a referral of an African American male convicted of hitting a teacher. Youth A cooperated with the initial YASI evaluation at the probation office. His YASI and psychosocial assessments yielded the following information: medium to high risk characteristics overall, with high risk in aggression and violence. All protective factors were assessed as low, and the diagnosis was Oppositional Defiant, substance abuse (cannabis).

\* Black vertical line denotes beginning of Redeploy Illinois program.

Youth A did not have any positive male figures in his life and demonstrated difficulty taking directions from male figures, especially in school. His family consists of two sisters, his mother, and the father of the youngest sister's baby – another Redeploy Illinois client. His mother works hard and the children respect her. Initially Youth A did not listen well to his mother. The Redeploy Illinois staff worked with her and the youth, and they made some progress on their communication problems. Youth A was assigned to an African American male home interventionist who has developed an outstanding relationship with him.

The mother has been open to all interventions, taking suggestions from staff and acting upon them. She was unable to attend the Parenting Project due to her work schedule but her home interventionist was able to provide all the information to her.

Youth A was involved with a violence prevention treatment group and also participates in individual counseling. He attended GED classes and progressed well. He is now 17 and has had no further arrests since enrolling in Redeploy Illinois. He had an altercation with another male youth at school who called him racial names, and Youth A controlled himself better than he had in the past. He was successfully discharged, with both a discharge and relapse plan in place.

#### *Youth B*

Youth B was referred to the Redeploy program after being found guilty of one count of Battery and one count of Domestic Battery. He had severe anger problems that interfered in nearly every aspect of his life including home, school, and community. After meeting with the family and Youth B, the Redeploy Illinois program staff determined that the family would benefit from participation in Multi-Systemic Therapy (MST) in order to address problematic interactions that frequently led to violence. Youth B was also to participate in individual counseling as well as anger management counseling. He was instructed to find positive outlets for recreation within the community and was placed on electronic monitoring.

Youth B participated in Redeploy Illinois services for nine months and made significant progress during that time. He and his family successfully completed MST and anger management programming. He also actively participated in individual counseling, during which he was able to address some of the issues causing his anger problems. Additionally, Youth B successfully completed the electronic monitoring requirements and actively participated in monthly Open Gym Nights hosted by the county's youth faith-based program.

At the time of his discharge from the Redeploy Illinois program, the family reported a great deal of improvement in family relationships. There were significantly fewer verbal altercations and no more physical altercations. Youth B's progress in school was noteworthy as well. He completed the school year with all passing grades and a reduction in behavioral infractions. He continues to do well since his completion of the program.

## Cost Efficiencies

The most recent data available indicate that the per capita cost for a 12-month juvenile commitment to IDJJ is \$70,827, according to information provided by IDJJ. IDJJ also reports that the average length of stay in IDJJ for a delinquency commitment is 8.8 months, and the average length of stay for a court evaluation commitment is 3.5 months. Applying these length of stay estimates to the annual cost of an IDJJ commitment reveals that the State of Illinois spends approximately \$51,940 for each delinquency commitment, and \$20,658 for each court evaluation commitment.<sup>7</sup> Current estimates suggest that, depending on several factors regarding the intensity of local treatment services, the per capita cost for treating a youth locally under Redeploy Illinois ranges from \$3,000 to \$10,000.

The Redeploy Illinois Oversight Board recognizes the need for a comprehensive cost-benefit analysis that compares the true costs of incarceration to the true costs for locally-based treatment. Even so, the Oversight Board is confident that the cost of Redeploy Illinois is significantly lower than the cost of incarceration in IDJJ, accounting for relevant factors identified in the research literature.

## Redeploy Illinois: Phase II

The Illinois legislature approved additional funds for Redeploy Illinois in Fiscal Year 2009, recognizing the successes outlined in this report. In response, the Redeploy Illinois Oversight Board provided funding to five additional Redeploy Illinois program sites, selecting them based on the results of a series of planning grants awarded in the previous year. These sites include: the 4<sup>th</sup> Judicial Circuit (Montgomery, Christian, and Marion Counties), and Kankakee, Lee, Madison, and McLean Counties. The program elements identified in the Phase II sites are listed above (see “The Redeploy Illinois Program Sites”). The Oversight Board also funded implementation studies in each of these new sites. This section reviews the results of those studies.

The implementation studies followed similar formats and similar data collection methodologies, and sought to address the same set of research questions and implementation issues, including (but not limited to):

- What programs, processes, and procedures have been put in place?
- What planning and preparation activities were conducted?
- To what extent does the program implemented meet the requirements of the Redeploy Illinois statute?
- How does the emerging profile of youth in these new programs compare with the goals of the Redeploy Illinois legislation and the specific site proposals for use of Redeploy Illinois funds?
- Are there any recommendations that would help the site, or that the Redeploy Illinois Oversight Board should consider as ways to insure successful program implementation?

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<sup>7</sup> These average costs do not reflect a broad range of incarceration costs that depend on various factors. For example, a maximum security facility costs more to operate, per capita, than a medium security facility, and youth with significant medical and mental health needs cost more to incarcerate than youth with fewer health problems. These average figures allow for general comparisons, but do not constitute definitive cost-benefit calculations.

### *Summary of Implementation Study Findings*

The implementation studies report that the development and initial implementation of Redeploy Illinois programs in each of the five Phase II sites was consistent with the mandates and purposes of the Redeploy Illinois legislation, and also consistent with the program plans and proposals submitted by each site. The greatest implementation difficulty reported concerned delays in State payments to counties for expenses incurred with their Redeploy Illinois programs.

The emerging youth profiles are consistent with the goals of Redeploy Illinois – the Phase II programs identify medium to high risk youth for participation in Redeploy Illinois (relying on the YASI assessment protocol and other information), and many of the youth accepted into Redeploy Illinois programs have prior delinquency adjudications and arrests for offenses that make them eligible for commitment to IDJJ.

The implementation studies also identified program strengths at each site, and areas for possible improvement. These two areas are summarized as follows, drawing from the implementation studies:

#### *Strengths and Areas for Improvement in the Phase II Sites*

Most of the Phase II sites have developed strong collaborations involving justice system leaders (e.g., chief judges, state’s attorneys, probation, and public defense) as well as networks of service providers. Many of the new Redeploy Illinois program plans and activities demonstrate commitment to youth and families, program flexibility, and comprehensive services. One site in particular was commended for its comprehensive policies and procedures manual and its well organized recordkeeping system.

In a few of the Phase II sites, the cooperation of the state’s attorney was not evident; this may be a cause for concern regarding program sustainability. Other areas for improvement noted in the studies included more consistent participation in training; a need for general community knowledge of, and thus support for, Redeploy Illinois; development of advisory councils; and increasing the availability of male mentors for Redeploy Illinois youth.

The Phase II programs faced a unique implementation problem as well: the strained finances of the State produced lengthy delays in reimbursement by the Department for local Redeploy Illinois program expenses. This limited the capacity to provide services in some locations and threatened the existence of the programs in others. The newer sites expressed concern over this matter.<sup>8</sup>

As might be expected at this early stage, a few Phase II sites are still experiencing some challenges with communication and collaboration. There is also a general need for thorough documentation of policies and procedures and attention to program quality control; some stakeholders have yet to commit to the initiative and there is a need to develop stronger community support for Redeploy.

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<sup>8</sup> It is likely that the other Redeploy Illinois sites experienced the same difficulties; they were not included in the implementation study sample, however.

## Conclusions and Recommendations

This report demonstrates that Redeploy Illinois continues to improve the Illinois juvenile justice system and provide a more cost effective option than youth incarceration, while maintaining public safety. The four initial pilot sites – the 2<sup>nd</sup> Judicial Circuit, Macon County, Peoria County, and St. Clair County – continue to operate effective community-based treatment and intervention programs and maintain reductions in the use of youth incarceration. Program evaluation evidence and statistical evidence supports this conclusion.

The Phase II Redeploy Illinois sites – the 4<sup>th</sup> Judicial Circuit, Kankakee County, Lee County, McLean County, and Madison County – incorporated the lessons learned from the Redeploy Illinois pilot sites and have successfully implemented new, innovative approaches to the local challenges they face regarding juvenile delinquency. The Phase II sites, according to evidence from the implementation studies, are programmatically sound and operating in accordance with legislative intent and local program goals and objectives. The current economic climates, as well as challenges to local collaboration, are cause for concern, but the Phase II programs are well positioned for success.

Redeploy Illinois has significantly improved the lives of children and families in Illinois since its inception in 2005. It has improved the treatment and rehabilitation of delinquent youth; it has removed the once popular fiscal incentive to send youth to state correctional facilities; it has strengthened local capacities to assess and manage delinquent youth; and it has improved the range of alternatives available for communities to respond to delinquent behavior.

To remain successful, Redeploy Illinois must take several significant steps, and must continually adapt to changes in local- and state-level conditions. The Redeploy Illinois Oversight Board recommends that DHS and Redeploy Illinois take the following steps to expand this successful program, and insure its success in the immediate future as well as in the long term:

**Recommendation #1:** The Redeploy Illinois budget should be increased to provide for full statewide expansion of the initiative.

**Recommendation #2:** Redeploy Illinois should conduct a policy analysis that includes three key components: 1) a cost-benefit analysis (comparing the true costs of Redeploy Illinois to the true costs of youth incarceration and local detention); 2) a system-impact study (to determine the justice system impacts of statewide implementation of Redeploy Illinois; and 3) a recidivism study (to determine the extent to which youth participating in Redeploy Illinois improve their competencies and behaviors and cease to be a burden to taxpayers, compared to recidivism in other programs and approaches).<sup>9</sup>

**Recommendation #3:** Redeploy Illinois should work with the local sites, IDJJ, and IDOC to improve the collection of data regarding program activities, administration and evaluation. Specifically, Redeploy Illinois should collect more comprehensive data from each local site in order to better assess the program's effectiveness and/or whether the current system is burdensome for the sites. Statistical

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<sup>9</sup> The Redeploy Illinois Oversight Board provided for a recidivism study during the fiscal year covered by this report. The analysis of the data collected continues, and a recidivism report is expected in the upcoming year. This recommendation stresses the need to continue collecting and analyzing recidivism data throughout the life of the initiative, as an integral part of a comprehensive policy analysis strategy.

information regarding IDJJ commitments and releases of various types, and across such categories as gender, race/ethnicity, offense type, admission type, and release type, including former IDJJ or Redeploy Illinois youth committed to IDOC, should be routinely accessible from these agencies.

**Recommendation #4:** The expansion of Redeploy Illinois should continue to include the practice of awarding planning grants to local sites prior to the development of Redeploy program proposals. This helps to insure program prospects for success, and makes good use of existing program experience among the previously funded sites.

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