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ACQUISITIONS

## NEW DIRECTIONS FOR JUVENILE CORRECTIONS IN ILLINOIS

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## **SUMMARY OF MAJOR FINDINGS AND RECOMMENDATIONS**

### **MAJOR POPULATION TRENDS**

During the course of this study, a number of significant trends were noted on IDOC Juvenile Division population movements. Most notably was that despite a substantial increase in the number of petitions filed in Illinois juvenile courts since 1984, the proportion of petitions found delinquent (34-36 percent), the number of admissions to the IDOC (1,166 - 1,541), average length of stay (11-12 months), and average daily population (1,180 - 1,249) have remained relatively stable. The fact that petitions have increased while the institutional population has remained stable suggests a considerable amount of diversion of offenders to non-institutional settings has been occurring.

Overall, there has been little change in the social, demographic, and delinquent characteristics of youth committed to the IDOC. However, there was a sharp increase in the number of youth committed for drug offenses since FY 1987 (from 7 commitments to over 60 in FY 1990).

Surprisingly, Court Evaluations and Delinquency Commitments for misdemeanor crime comprise over 30 percent of all IDOC admissions. The use of Court Evaluations has more than doubled since 1986. More significantly, the use of Court Evaluations which is not authorized in the juvenile court statutes, is used unevenly by the counties. Recommendations are made later to help reduce and control the influx of Court Evaluations and Misdemeanant Commitments

Finally, it was found that the proportion of youth committed by Cook County has declined significantly since 1985 from 62 percent to 51 percent. This decline is in part attributable to the accelerated use of Court Evaluations by three downstate counties (Peoria, Rock Island, and St. Clair).

### **EVALUATION OF THE INSTITUTIONAL ASSESSMENT PROCESS**

Compared to most states, the IDOC conducts a thorough and professional assessment of youth committed to their care with a heavy focus on the youth's mental health status. Although a considerable amount of assessment data are collected and made available to IDOC staff at the time admission, there is some unevenness in the quality of such data provided by the committing counties and some inconsistency in the use of such information by staff in making initial placement and housing decisions. In particular information regarding the youth's behavior and mental status while detained is frequently not made available to IDOC.

The Division operates an Intensive Rehabilitation Unit (IRU) for those youth experiencing severe emotional and psychological

difficulties. NCCD's analysis found that most of the youth placed in the IRU are referred there after the initial assessment process has been completed and the youth has been transferred to another facility. This pattern suggests that the current initial assessment process that is not properly identifying youth in need of such services.

Furthermore, a systematic screening instrument for detecting possible suicides does not exist for the initial IDOC assessment process. The absence of such a screening instrument restricts the Division's capacity to identify youth at risk for suicide and the potential to take preventive actions.

Finally, the Division, thus far, has been unable to automate classification and assessment information collected during the initial and reclassification and assessment process. In a system the size of the Juvenile Division, it is imperative that classification and assessment data be automated so that managers and line staff can have access to the most complete and accurate data concerning the youth's past behavior as well as his current institutional conduct and performance.

To correct these deficiencies in the initial assessment process, the following three recommendations are made:

- Recommendation 1:     A standardized detention report for all new IDOC admissions should be developed for the counties. The Administrative Office of the Courts should be charged with developing standards and policies requiring counties to complete such a report prior to transferring a youth to the IDOC. Such a report would not only include basic social, demographic, and juvenile delinquency history data, but would also provide information on the observed behaviors and problems noted during the youth's stay in detention.
- Recommendation 2:     The IDOC should adopt the "Strategies for Juvenile Supervision (SJS)" classification and case management system. Such a system would assist staff in identifying youth with emotional problems and in making consistent decisions regarding the most appropriate placement of and level of programming for youth at the time of admission.
- Recommendation 3:     The IDOC should immediately adopt the suicide risk screening instrument developed by the U.S. Department of Justice as presented in this report.

Recommendation 4:     The IDOC should go forward with its plans to fully automate all components of the classification and assessment process.

#### DETERMINING THE YOUTH'S RELEASE DATE

The basis for determining a youth's Administrative Review Date (ARD) is predominately based upon the youth's offense and not other factors known to be associated with recidivism. Furthermore, NCCD's observations of the Prisoner Review Board (PRB) hearings suggest a very cursory review and decision-making process.

Furthermore, the PRB and Division do not utilize an objective and validated risk and needs assessment instrument to determine those youth who pose the greatest risk to public safety or are in need of special services once released from the institutions onto aftercare status. The absence of such a system means that improper decision are being made on the numbers and types of youth released from institutional care and the appropriate levels of supervision to be provided to released youth. To correct these two deficiencies in release decision-making and the delivery of field services the following recommendation is made:

Recommendation 5:     The Prisoner Review Board (PRB) should seek American Correctional Association (ACA) certification to ensure it is meeting national standards regarding the criteria used for decisions and the hearing process. Should the ACA certification process reveal deficiencies, those deficiencies should be corrected.

Recommendation 6:     The IDOC and the Prisoner Review Board (PRB) should adopt a risk based release instrument similar to the ones presented in this report to determine the appropriate length of stay and to guide the level of supervision for youth paroled to the community. Such an instrument must be first validated on a sample of IDOC youth released to the community including other factors in addition to the committing offense, and be developed in concert with other juvenile justice agencies. (Also see Recommendation 11).

#### EVALUATION OF YOUTH AFTERCARE SYSTEM

NCCD found several deficiencies in the aftercare system that require corrective actions. In general, few parolees participate in structured treatment, educational, or employment programs. Less than half (46 percent) of the youth on parole or aftercare status were

found to be enrolled in school. These low enrollment rates indicates that the public schools of Illinois are not meeting their federally required mandates of providing educational services to these youth and especially special education for youth up to age 21.

About one fourth (26 percent) of the youth were employed with about half employed full time. Only 7 percent of the youth were attending vocational training. Only 8 percent were involved in family counselling and 12 percent were involved in individual counselling. Very few youth were involved in drug treatment programs.

Parolees are contacted an average of 6.6 times per month with most contacts occurring via phone (4.2). Of the non-telephone contacts, more than half occur at the youth's home which is above national practices. It also is estimated that the parolee spend approximately two hours per month with his/her parole officer. Despite the limited number of contacts, youth are quite satisfied with their parole officers and rate them highly.

To correct these deficiencies in the aftercare system the following recommendations are made:

Recommendation 7:    The IDOC and the state needs to greatly expand the number of structured drug treatment and vocational/education training programs both within its institutions and in the community. In particular, the IDOC should expand the Kankakee employment program to other urban locations where a greater number of youth in need of such a program could participate.

Recommendation 8:    Advocacy efforts by the Division on behalf of youth desiring and requiring special educational services must be increased.  
(Also see Recommendations 6 and 11).

#### POPULATION PROJECTIONS AND POPULATION CONTROL STRATEGIES

Based on current demographic and juvenile justice trends, the IDOC institutional population will increase slightly and reach 1,364 by the June 1998. Unless alternative policies are adopted to regulate this growth or additional institutions are constructed, the system will be excessively over-crowded and will have insufficient funds to implement recommendations 1-8.

To help control population growth and reduce the projected costs of the Juvenile Division, the following recommendations for reducing admissions or reducing lengths of stay are made:

Recommendation 9: Prohibit by statute the admission of youth to IDOC if committed for a misdemeanor offense. Misdemeanor offenses, by definition, are considered to be non-violent and minor crimes. It is inappropriate for youth adjudicated for such crimes to be committed to the IDOC given the nature of these offenses. A similar restriction on sentencing offenders to state prison for misdemeanor crimes exists for adult offenders. Such a policy would reduce the projected IDOC population by approximately 166 youth and avert approximately \$5.6 million in annual operational costs (Using the FY 1991 \$34,000 per youth per year).

Recommendation 10: Restrict the use of court evaluations by requiring counties to gain approval from IDOC for such an admission prior to admission and reducing the length of stay to 21 days. Such a policy would reduce the projected IDOC population by approximately 52 youth and avert approximately \$1.7 million in annual operational costs.

Recommendation 11: Require the IDOC and the PRB to jointly develop risk based guidelines for determining the expected length of stay for all new commitments. Such a policy would reduce the IDOC population by approximately 230 youth and would avert approximately \$7.8 million in annual operational costs.

SUMMARY: Assuming that these recommendations are adopted simultaneously within the next 12-18 months, the projected IDOC population would decline by 380 youth and avert a total of \$12.9 million in operational costs each year. These savings in averted costs are more than sufficient to fund the recommended improvements in assessment, classification, and aftercare services and programs.

Adoption of these recommendations would further the Division's goal of operating a juvenile correctional system that "...provide(s) secure custody, rehabilitative programs, and after care services .... consistent with the consideration for public safety and the welfare of the youth".



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Several individuals contributed to the success of this project. Anne Studzinski, Illinois Department of Children and Family Services, served as project monitor. Her advice and active interest in the project was helpful to us throughout the grant period. James Irving, Deputy Director, (IDOC) should be credited for cultivating an atmosphere of openness and cooperation at the Juvenile Corrections Division. Staff at all levels were informative and helpful.

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## CHAPTER ONE BACKGROUND OF THE STUDY

### Introduction

The Illinois Department of Corrections (IDOC) Juvenile Division is not unlike other juvenile corrections agencies across the country. Since 1899, when the first separate juvenile court was established in Cook County, juvenile justice systems have had the increasingly complex task of maintaining the delicate balance between meting out justice and providing services to those youth who are under its jurisdiction.

In Illinois all youth under the age of 17 who commit a delinquent or criminal act are subject to the decision of the juvenile court. Each year nearly 1500 of Illinois' most serious juvenile offenders are admitted to the state-run institutions. On any given day there are over 1200 residents in those juvenile facilities. In addition to the residential population, another 1200 youth are supervised by the Juvenile Division through its field services (or parole) unit.

For the most part, these juvenile offenders have been involved in repeated delinquent and oftentimes, violent, criminal activity. In the eyes of the court the extent and nature of their criminal behavior has precluded placement on probation in the community and requires that they be placed in a secure facility for some period of time. Other offenders who find themselves under the court's jurisdiction are actually less serious offenders who have been adjudicated delinquent for property and drug offenses. Many of these youth are at risk of becoming more deeply involved in



delinquent activity and placement in the state correctional system may be seen as a stopgap to a criminal career. In either case, to be committed to the IDOC Juvenile Division is considered "a last resort", once other interventions have been exhausted.

The Juvenile Division must supervise a population which includes youth committed for relatively minor crimes as well as youth who have murdered. As is often the case, the state's juvenile corrections system is expected to undo the damage that has already been done in the youth's life. By the time that IDOC is given custody of the youth, negative patterns and lifestyles have long been developed.

Still, the Illinois Department of Corrections Juvenile Division is charged with the following mission:

To provide secure custody, rehabilitative programs and after care services for youths committed to the Juvenile Division by the courts. These services will be provided consistent with the consideration for the public safety and the welfare of the youth (IDOC, 1990:105).

The Division is structured to provide each youth who comes through the system with a rigorous evaluation, appropriate classification and treatment. Counseling, education and medical services are all to be provided to the youth committed to the Department. In addition to services provided, the IDOC has the responsibility to provide secure treatment; that is, providing safe housing for the youth inside and protecting the public outside from further criminal victimization.

The Juvenile Field Services (JFS) unit is responsible for providing services to help the youth reintegrate into the

community. Upon release the parole agent acts as both an advocate and supervisor for the youth. It is the parole agent's weighty responsibility to facilitate educational and job opportunities, as well as strengthen ties with the family, school and community. Should the offender become involved in delinquent activity while on parole, the parole agent serves as an officer of the court in returning the youth for disciplinary action and subsequent hearings.

The ideal and real are often very different. The IDOC cannot force a youth to become rehabilitated. Families may not cooperate or even be available as a support mechanism. Pressures to continue criminal activity are often overwhelming in the youth's community. In addition, limited resources and rising costs often prevent the Department from delivering the type of services that should be provided.

The cost of housing and supervising this varied population has provided an additional challenge. The projected cost for operating the IDOC Juvenile Division facilities in Fiscal Year 1990 is estimated at nearly \$40 million. This figure has grown steadily in recent years, even as the residential population has remained stable. Another \$3.7 million will be needed for the field services unit.

Illinois officials must make decisions as to how juvenile corrections dollars could best be spent in the future. In particular, a long-term plan for program development must be implemented. Based on the projected juvenile offender population,

an assessment must be made of the realistic cost of maintaining the current system and the costs and advantages of developing alternatives.

### Project Objectives

In an effort to meet the challenges of the 1990s and beyond, the Illinois Department of Children and Family Services contracted with the National Council on Crime and Delinquency (NCCD) to evaluate Illinois' current juvenile corrections system. The Illinois Juvenile Justice Commission, a 25-member board appointed by the governor, awarded funds for the NCCD study and has oversight for the project. A smaller Advisory Board was created to meet on a bi-monthly basis to supervise project activities.

The study, conducted jointly by NCCD and the IDOC Planning and Budget Unit, is designed to objectively analyze trends in admissions, classification and service delivery. In order to assess the current system and the possibilities for the future, specific research issues are addressed:

- o How many and what type of youthful offenders will the IDOC Juvenile Division receive over the next five to ten years under current demographic and policy trends?
- o What are the current classification needs of the current IDOC Juvenile Division population (both residential and field services parolees) with respect to security and program needs?
- o To what extent do current IDOC Juvenile Division resources meet the current security and program needs of this population as well as the projected populations?

- o What are the most critical gaps in security and program needs for both the institutional and community supervision populations?
- o What new programs, classification systems, administrative policies and resources are needed to close the identified gaps in programs and security needs?
- o Should these new reforms be implemented, what would be their collective impact on current projections for the IDOC Juvenile Division? Specifically, would these reforms minimize the potential for net-widening?

There are several components to the research design. First, an assessment was made of the intake process and the screening for various programs. Interviews with IDOC program staff and clients were conducted when NCCD staff made structured site visits to various facilities in order to analyze the IDOC's current classification system. The IDOC Planning and Budget Unit conducted an analysis of institutional custody levels. Disciplinary records for institutional youth were used to evaluate the security of IDOC facilities and their appropriateness for their client populations. NCCD also conducted extensive interviews with IDOC parolees and Juvenile Field Services staff to ascertain the extent and nature of services provided to youth on aftercare. Finally, NCCD developed population projections for the next ten years, based on both current policies and alternative policy scenarios.

#### Juvenile Justice Trends in Illinois

##### Increase in Petitions Filed

The juvenile courts in Illinois has become increasingly overloaded as the number of delinquency petitions has risen

steadily since 1984. The statewide figures are driven by changes in the number of Cook County petitions. In 1988 over 23,000 petitions were filed compared to 19,304 petitions in 1984; two-thirds of which originated in the Cook County courts. Cook County has been particularly overburdened as the number of petitions has increased, and the number of cases diverted from the system has decreased.

#### Fluctuation in the Proportion of Petitions Found Delinquent

About 36 percent of the all of the delinquency petitions filed from 1980 to 1988 were adjudicated delinquent. The percentage of petitions which ultimately result in a delinquency finding has not increased steadily, but rather, has fluctuated during the period. In 1988, 34 percent of all petitions were found delinquent.

#### Types of Offenses

State-wide statistics are not available on the types of offenses filed with petitions. However offense data for the Chicago area delinquents do exist even though they may not be fully representative of the state. Sixty percent of all juvenile offenses in Cook County in 1988 were property crimes; 20 percent of which were burglary or attempted burglary. Another 26 percent were violent crimes against the person. Simple assault/battery and aggravated assaults each contributed 34 percent to the sum of violent crimes.

### The Number of Juveniles Tried As Adults

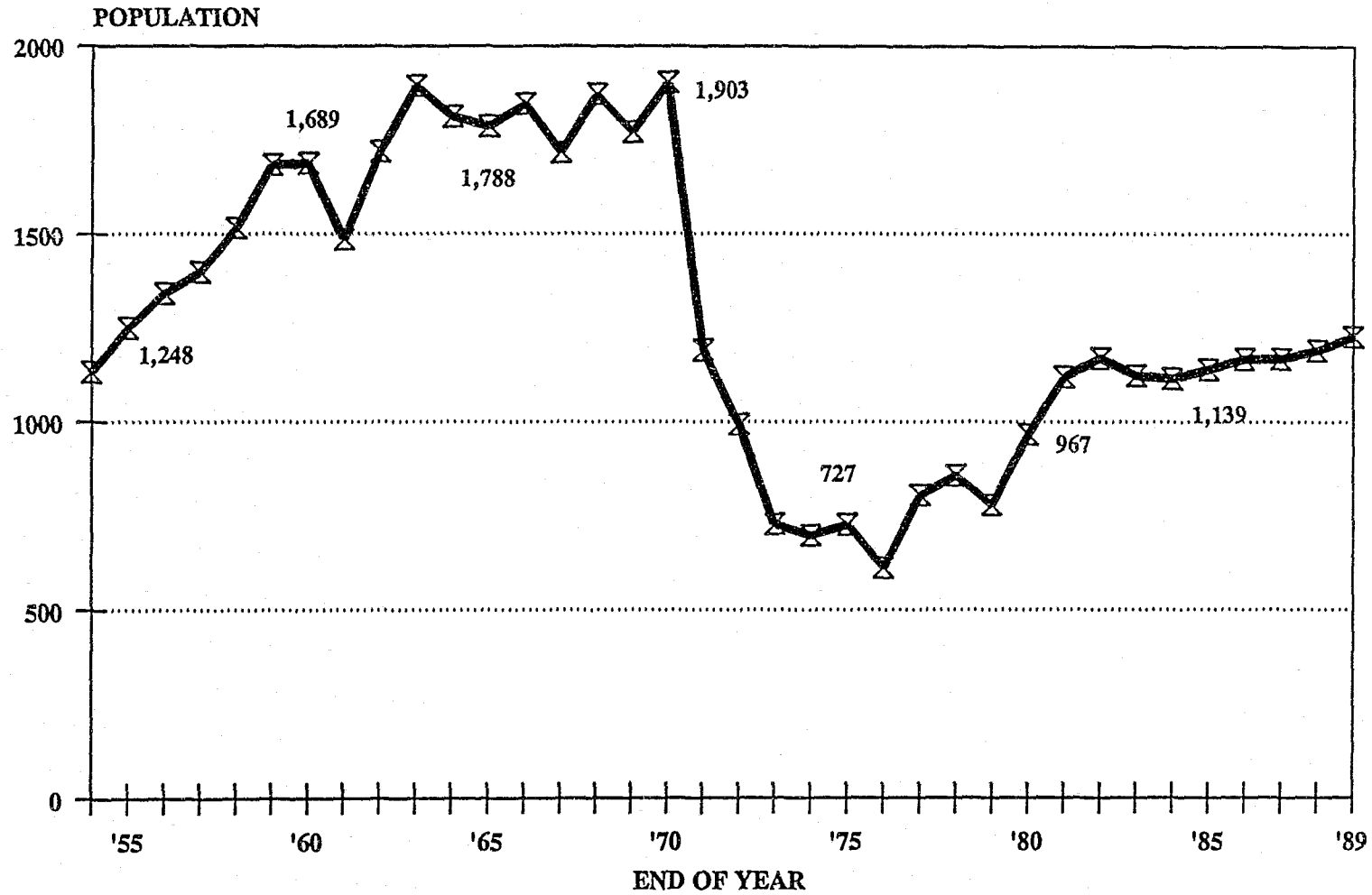
Again, the most reliable statistics are kept in Cook County. Juveniles may be transferred to adult court for trial by one of three methods in Illinois. The least often used is by request of the juvenile. Prior to 1982, the most common was the case in which the prosecution petitioned the court to have the juvenile transferred to adult court. A juvenile court judge made the decision to waive the juvenile hearing and sent the case to adult court. In 1982 Illinois passed a statute that specified a list of serious crimes that automatically qualified a youth for adult court. Since that time, the number of automatic transfers has outnumbered discretionary ones by a ratio of three to one. In 1988 220 youth were automatically sent to adult court.

### Overview of the IDOC Juvenile Division Institutional Population

#### Institutional Population Trends

During the 1980s the total residential population has remained stable at approximately 1200 youth (Exhibit 1-A). This figure rivals the number of youth incarcerated in the mid 1950s. In the time in between, however, there were dramatic changes in the size of the institutional population. During the fifties and sixties the number of incarcerated grew fairly consistently until it reached a peak of nearly 3000 youth in 1970. Two years later that number had dropped to less than half. That decline was not to last, however, as the number of incarcerated youth grew once again until it reached its current level.

**EXHIBIT 1-A**  
**IDOC JUVENILE DIVISION**  
**RESIDENTIAL POPULATION 1954 - 1989**



The seven Illinois Youth Centers, (IYCs), have been overcrowded for several years and relief is not in immediate sight (Table 1-1). In 1987 the system was short 41 beds, on average. This number decreased to six and eight in 1988 and 1989, respectively. In anticipation of an increase in the average daily population, 32 beds were added to IYC-Joliet this year bringing the designed capacity up to 1206.

**TABLE 1-1**  
**IDOC JUVENILE DIVISION**  
**JUVENILE FACILITY CAPACITY LEVELS**

	FY87	FY88	FY89	FY90	FY91 Est.
Harrisburg	200	200	200	200	280
Joliet	180	180	180	212	212
Kankakee	60	60	60	60	60
Pere Marquette	80	80	80	80	80
St. Charles	318	318	318	318	318
Valley View	228	228	228	228	228
Warrenville (DuPage)	108	108	108	108	108
<b>Total Capacity</b>	<b>1,174</b>	<b>1,174</b>	<b>1,174</b>	<b>1,206</b>	<b>1,286</b>
<b>Average Population</b>	<b>1,215</b>	<b>1,180</b>	<b>1,182</b>	<b>1,249</b>	<b>N/A</b>
<b>Percent Crowded</b>	<b>3%</b>	<b>1%</b>	<b>1%</b>	<b>4%</b>	<b>N/A</b>

Source: Illinois Department of Corrections, Human Services Plan: Fiscal Years 1989-1991.

Even this increase is not enough to keep up with a slightly growing population. The average daily population for the current



year is expected to rise to 1249. As of July 31, 1990, 1238 youths were already housed in juvenile facilities. There are plans to increase the bedspace to 1286 by Fiscal Year 1991 as 80 more beds are built into the IYC-Harrisburg facility.

#### Demographic Trends in the IDOC Youth Population

Table 1-2 profiles the IDOC institutional population for the last five years. The sex, race and age of the committed population has been consistent throughout this period. More than 90 percent of the population is male. Only IYC-Warrenville accepts female offenders; the remaining facilities house only males.

The average age of the committed youth is sixteen and a half years old. The average age at the seven facilities varies with the security level and criminal expertise of the program clients. The IYC at Pere Marquette is a minimum security facility for younger offenders (mean age = 15.6 years). IYC-Joliet houses high security youth who are seventeen and a half years old, on average.

A disproportionate number (60 percent) of all institutionalized youth are Black. Blacks make up only 19 percent of the general population age 10-19. Hispanic youths account for another 10 percent of the institutional population, which is consistent with their numbers in the general population. Less than a third of the institutionalized youth are White.

TABLE 1-2

IDOC JUVENILE DIVISION  
INSTITUTIONAL POPULATIONS FY85 - FY90

	FY85	FY86	FY87	FY88	FY89	FY90 (12/31/90)
End of Fiscal Year Population	1,409	1,304	1,329	1,220	1,289	1,296
<b>Sex</b>						
Male	93.2%	94.5%	93.2%	93.5%	94.7%	94.0%
Female	6.8%	5.5%	6.8%	6.5%	5.3%	6.0%
<b>Race</b>						
White	28.1%	29.1%	31.2%	31.1%	30.9%	30.9%
Black	62.3%	63.1%	59.3%	58.9%	59.3%	60.6%
Hispanic	8.8%	7.2%	8.9%	9.1%	8.6%	7.8%
American Asian	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%
American Indian	0.7%	0.4%	0.4%	0.3%	0.5%	0.3%
Other	0.0%	0.2%	0.2%	0.5%	0.6%	0.4%
<b>Mean Age</b>						
In Years	16.5	16.4	16.5	16.5	16.4	16.4
<b>Crime Class</b>						
Murder	3.8%	4.4%	4.1%	4.2%	3.6%	2.9%
Class X	16.4%	16.2%	16.6%	16.0%	14.5%	13.7%
Class 1	17.0%	19.4%	17.4%	16.5%	15.9%	14.7%
Class 2	23.6%	21.9%	23.9%	23.9%	27.5%	29.3%
Class 3	12.3%	11.5%	12.2%	12.1%	11.5%	11.1%
Class 4	1.3%	1.1%	1.7%	1.6%	2.9%	3.3%
Class A	20.5%	22.7%	20.2%	21.6%	19.6%	21.9%
Class B	0.5%	0.5%	0.4%	0.5%	0.5%	0.5%
Class C	0.5%	0.5%	0.5%	0.9%	1.3%	0.8%
Other	0.3%	0.5%	0.3%	0.2%	0.2%	0.0%
Missing	3.8%	1.3%	2.7%	0.5%	2.5%	1.9%
<b>Offense Type</b>						
Court Evaluation	7.2%	4.4%	2.9%	4.1%	6.6%	6.0%
Delinquent	80.1%	81.8%	82.6%	81.6%	81.2%	83.5%
Felon	12.2%	13.4%	14.1%	14.1%	12.0%	10.4%
Habitual Offender	0.6%	0.4%	0.4%	0.2%	0.2%	0.0%

Prior to FY'88, profile totals reflected resident counts, authorized and extended absences, unauthorized absences, and temporary custody counts as of the end of the fiscal year.

Profiles following the end of fiscal year 1987 no longer included extended absences, since those cases are being supervised by Field Services personnel.

### Offense Type

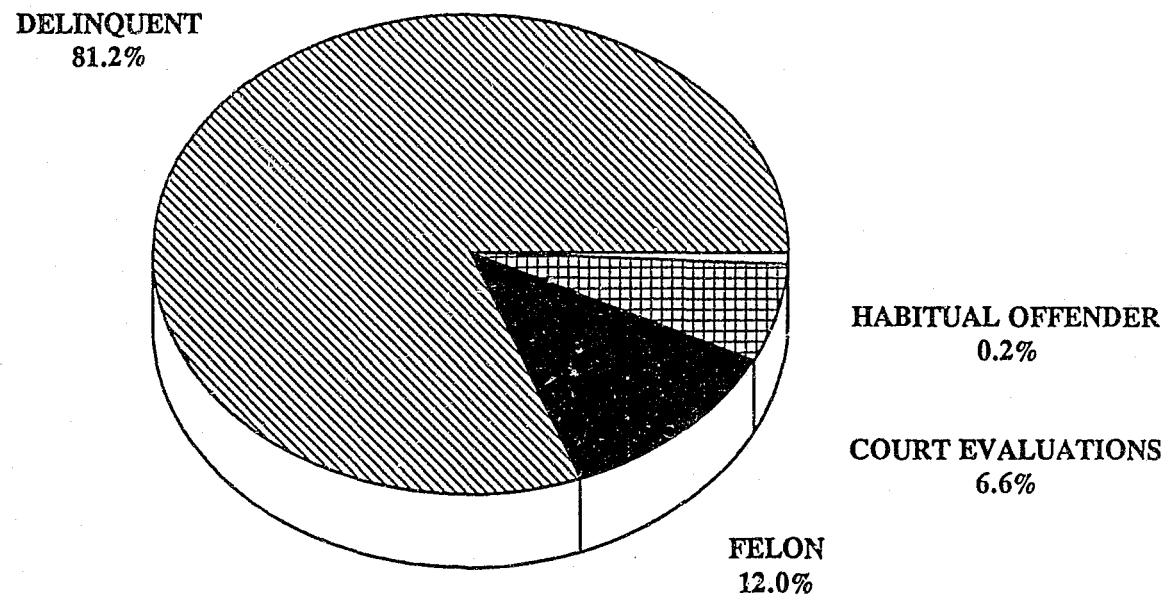
Offense type has not changed dramatically, although the number of youth committed for court evaluations has increased. In 1989 over 81 percent of the youth in IDOC institutions were delinquent offenders (Exhibit 1-B). Felons made up another 12 percent of the population, and court evaluations nearly 7 percent. Very few habitual offenders (those individuals who had been adjudicated at least three times for serious crimes) are now serving time in IDOC facilities.

The offenses for which youth are institutionalized has also remained stable over recent years, although there has been a small increase in the number of Class 2 offenses. The majority of the youth serving time in the juvenile institutions are serious offenders (Exhibit 1-C; Appendix A-1). Seventy-five percent are serving time for felony offenses. Twenty-eight percent of the youth in the IDOC facilities had committed Class 2 offenses, which include arson, burglary, robbery and theft (over \$300). At the same time, there are a considerable number of youth (25 percent) who are in institutions for misdemeanor offenses, primarily Class A offenses. These offenders would be the target of any alternative programs.

### Length of Stay

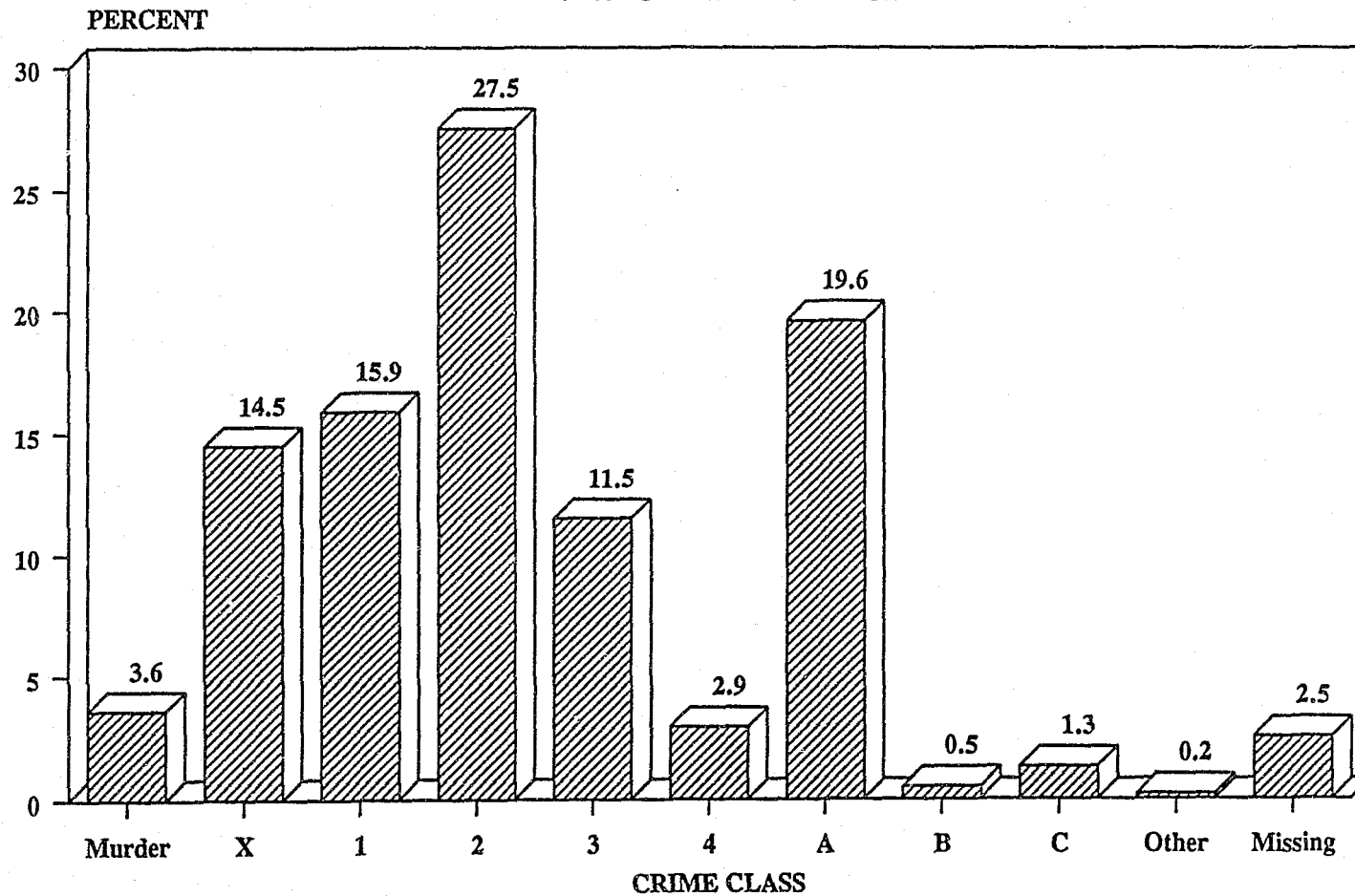
For youths committed for "delinquent offenses", the length of stay is determined by the Prisoner Review Board with input from IDOC. During the intake process, IDOC staff recommends a release

**EXHIBIT 1-B**  
**IDOC JUVENILE DIVISION**  
**INSTITUTIONAL POPULATION**  
**FY '89**



\* Habitual Offenders are those individuals who have been committed three times.

**EXHIBIT 1-C**  
**IDOC JUVENILE DIVISION**  
**INSTITUTIONAL POPULATION FY89**  
**BY CRIME CLASS**



Note: For a list of selected offenses  
for each crime category, see Appendix

date, based on the nature of the offense. Theoretically, this date may change depending upon the youth's behavior while in the IDOC program, but rarely does, in practice. For youths committed as determinate cases, the release occurs once the fixed term is served less whatever good-time credits are earned.

Length of stay varies according to offense status and type of commitment offense (Tables 1-3 and 1-4). Court evaluations currently spend the shortest time in confinement -- approximately 90 days. This figure has declined over the years. It is now less than half of what it was in 1987. On the other hand, felons are spending six months more than they were in 1985. The average length of stay is nearly three years. The delinquent youths who make up the majority of the population, spend approximately one year in the institution. When the length of stay is assessed across crime categories, it is clear that over the years, sentences have become more lengthy for the most serious offenders and have shortened considerably for the less serious offender.

TABLE 1-3  
INSTITUTIONAL LENGTH OF STAY IN MONTHS  
BY OFFENDER CODE

	FY84	FY85	FY86	FY87	FY88	FY89
Court Evaluation	3.7	6.0	6.8	7.4	3.8	3.3
Delinquent	13.6	15.8	14.4	13.2	12.3	11.8
Felon	23.7	28.1	27.3	30.9	35.5	35.0
Habitual	20.4	34.1	18.6	N/A	42.9	N/A

TABLE 1-4  
INSTITUTIONAL LENGTH OF STAY IN MONTHS  
BY CLASS OF CRIME

	FY84	FY85	FY86	FY87	FY88	FY89
Class M	29.5	40.6	40.4	43.4	48.2	45.1
Class X	23.3	24.8	23.6	28.2	29.0	27.8
Class 1	10.0	13.0	12.7	11.9	12.9	11.3
Class 2	11.7	15.4	5.1	13.0	12.1	10.6
Class 3	11.9	14.0	14.1	13.6	12.5	11.9
Class 4	10.8	10.9	13.1	10.8	9.5	4.0
Misdemeanant	9.3	11.8	11.4	10.5	11.3	8.6

Prepared By: Planning and Budget, June 1989

The disparity in sentencing is complicated by a dual track system of release and parole supervision. Juveniles who have been committed as felons may be transferred to the Adult Division upon turning 17 years old or may remain in the Juvenile Division up to age 21. In addition, when released, these youth are supervised by the Juvenile Field Services unit (but not after age 21). If they violate their parole, the court has the option to return the youth to either an adult or juvenile facility.

#### New Admission Trends

While the overall population has remained fairly stable, there has been an increase in the number of admissions in the last two years. Having remained stable from 1982 to 1988, the number of new admissions rose to 1421 in 1989 and is expected to increase to over

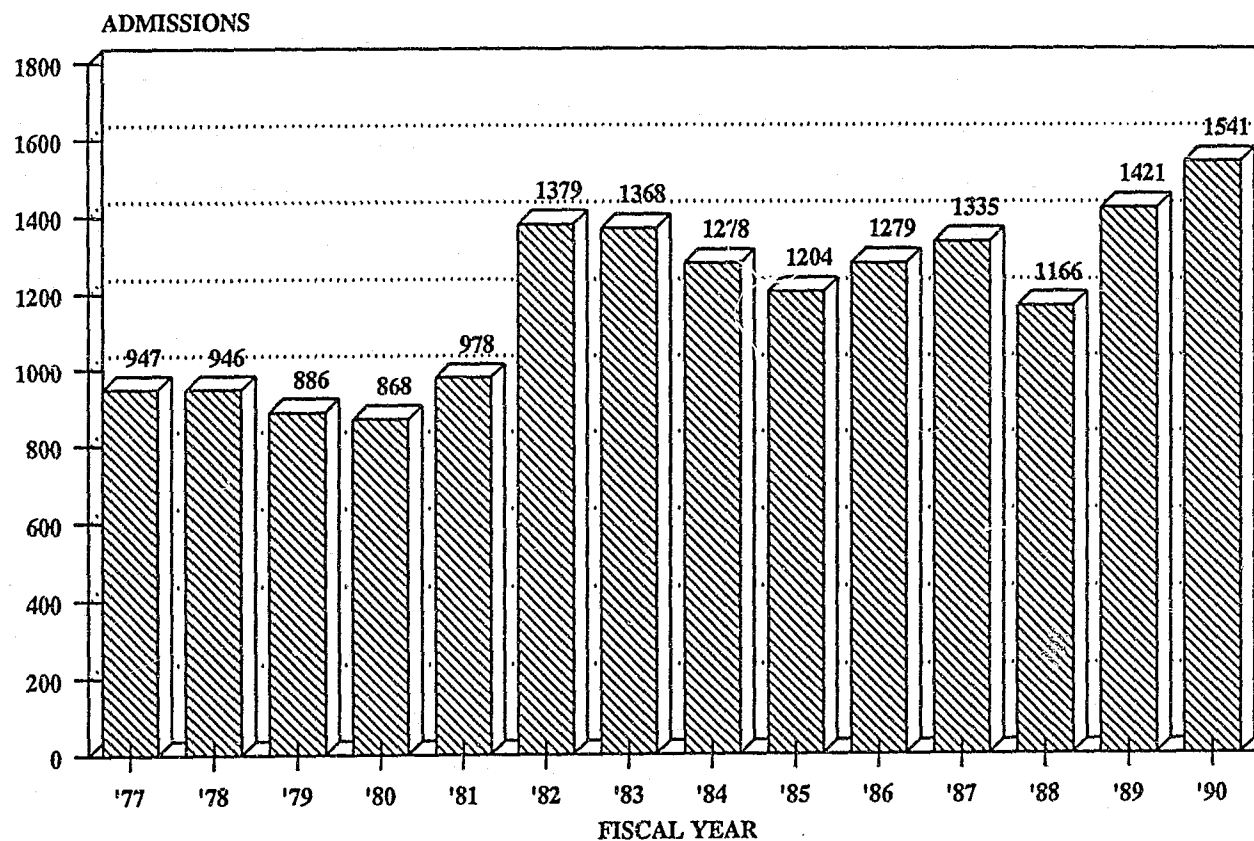
1500 in 1990 (Exhibit 1-D). This upswing in admissions is due, in part, to an increase in drug commitments (Appendix A-2). The number of new delinquents and new felons has not changed considerably over the last five years (Exhibit 1-E). Approximately half of the admissions to facilities have been new delinquents. Very few of the admissions have been new felons and this number is not expected to increase dramatically in the next few years.

Parole violators account for a considerable proportion of the admissions (27 percent). The IDOC Planning and Budget Division conducted a study of youths paroled in 1985 and found that 55 percent were reincarcerated in an adult or juvenile facility within 36 months of their initial release. While this figure is higher than Illinois officials would like, it is not extraordinarily high in comparison with other state agencies (Exhibit 1-F). Still, these parole violators are returning to a system which was supposed to have had a deterrent effect on their criminal behavior.

The number of youth recommitted (court evaluations) has increased from 8 percent of the total admissions in 1986 to 13 percent in 1989. Originally designed as a 30-day, short-term diagnostic placement, youth spend three times that long in IDOC facilities. There is also variation among the county courts as to how placement for court evaluation is used. As seen in Table 1-5, Cook County rarely uses a commitment for a court evaluation (only 3 percent). On the other hand, 17 percent of the commitments in the St. Clair county courts are admitted for court evaluation.



**EXHIBIT 1-D**  
**IDOC JUVENILE DIVISION**  
**ADMISSIONS FY77 - FY90**

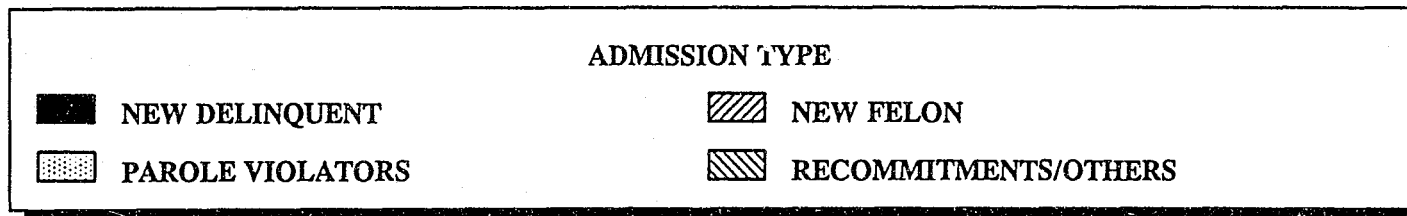
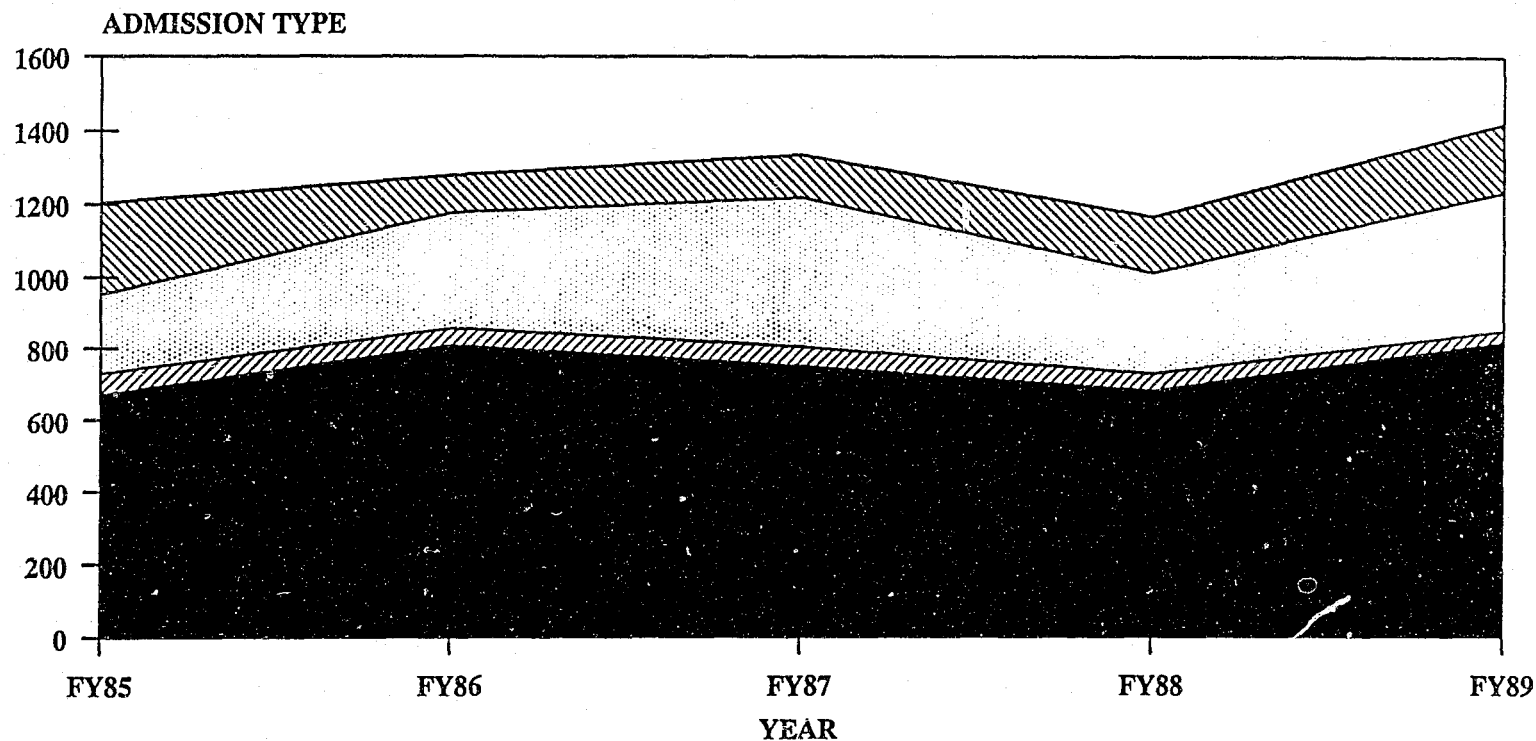


**Sources:** Population & Capacity Report, Illinois Human Services Data Report, FY82  
Human Services Data Report, Part I: 1982-1984  
Human Services Plan FY85-FY87  
Human Services Plan FY89-91  
Juvenile Institutions Monthly Population Summary FY90

# EXHIBIT 1-E

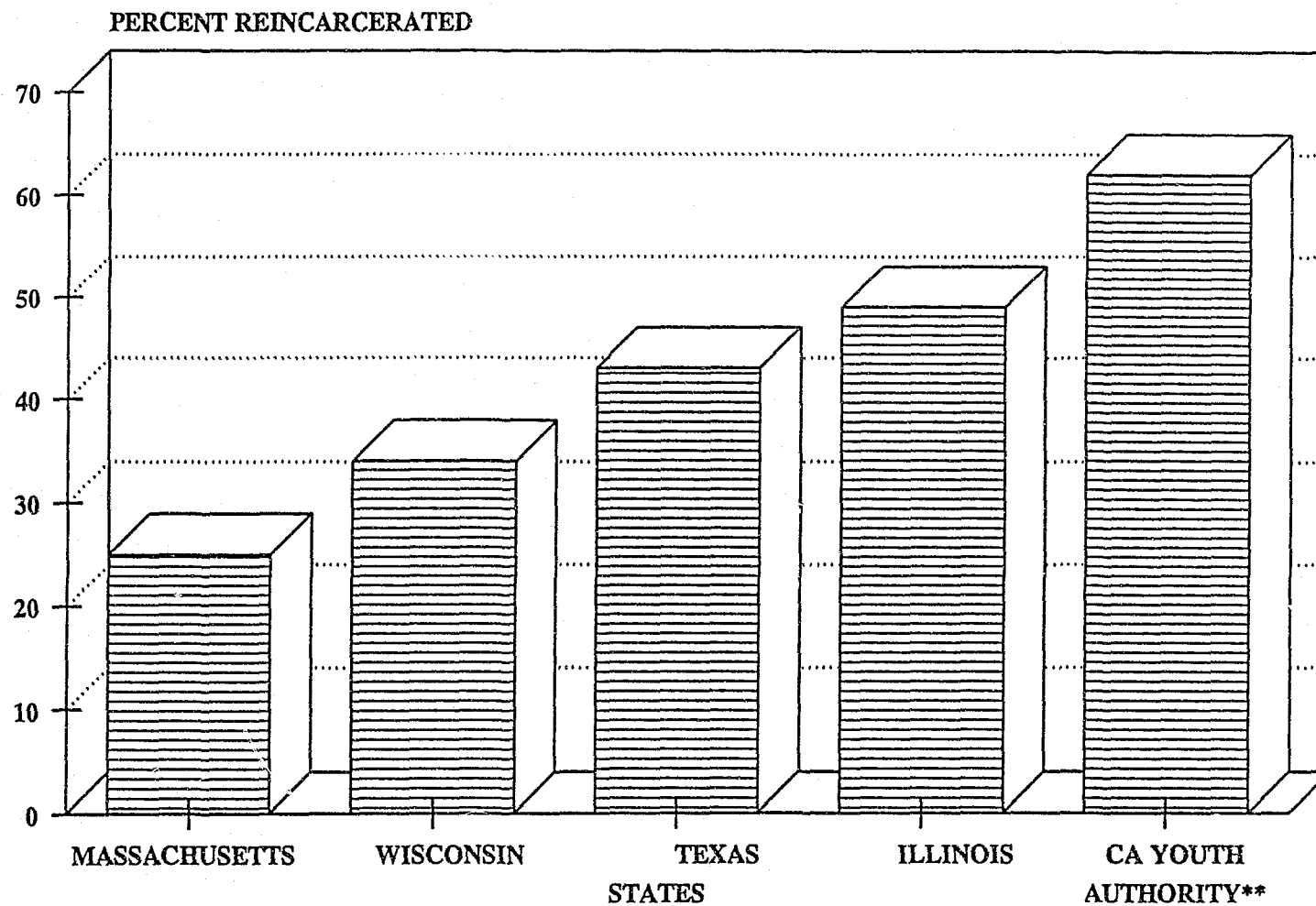
## IDOC JUVENILE DIVISION

### ADMISSIONS TO FACILITIES FY85 - FY89



Note: In 1989, "Recommitments" became "Court Evaluations."

**EXHIBIT 1-F**  
**PROPORTION OF YOUTH REINCARCERATED\***  
**WITHIN 36 MONTHS**



\* Covers Incarceration in state adult or juvenile facilities

\*\* Juvenile commitments only; 24 month follow-up.

TABLE 1-5

PROPORTION OF ADMISSIONS TO JUVENILE DIVISION  
BY SELECTED COUNTIES

JULY 1, 1989 - MAY 30, 1990

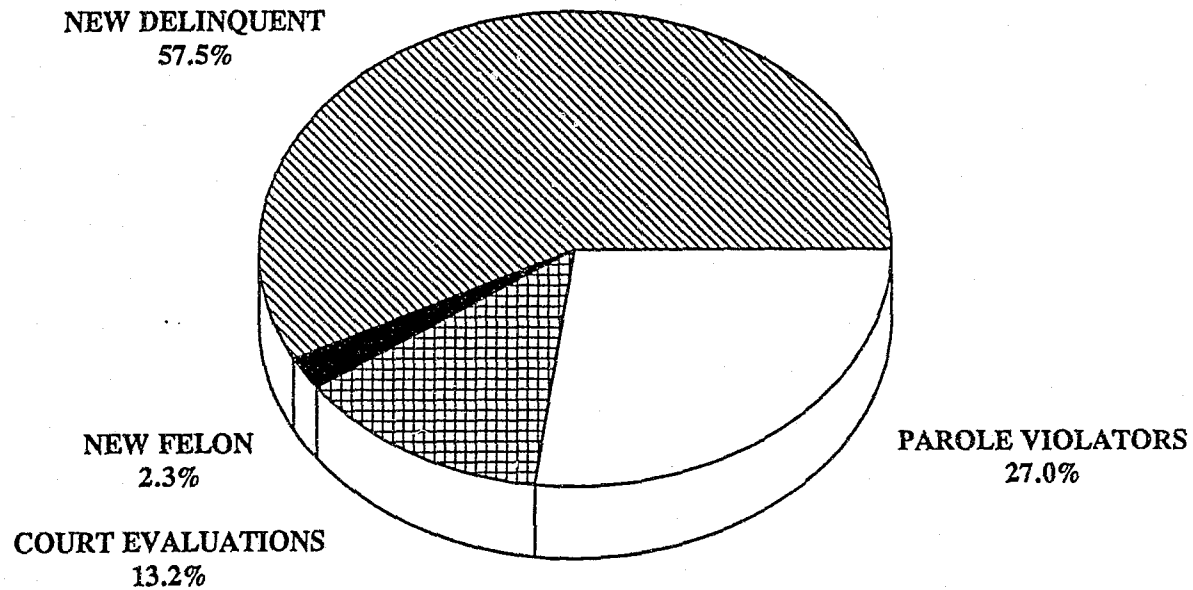
County	Court Evaluations		Misdemeanants	
	N	%	N	%
Cook	6	2.5%	126	39.6%
Peoria	33	13.9%	23	7.2%
Rock Island	19	8.0%	6	1.9%
St. Clair	40	16.8%	20	6.3%
Statewide	238	20.8%	318	27.8%

Note: County percentages reflect proportion of total statewide totals for court evaluations and misdemeanor commitment attributed to each county. Statewide percentages reflect proportion of total commitments to IDOC attributed to court evaluations and misdemeanor admissions.

Nearly forty percent of all of Cook County's commitments are Delinquents whose offenses would be misdemeanors if they were convicted as adults. This far exceeds the state average of 28 percent. Together, statewide, these two type of commitments make up 48 percent of the admissions to IDOC juvenile facilities.

Compare the admission profile for 1989 (Exhibit 1-G) with the population profile on page 13. Fifty-eight percent were new delinquents, 27 percent were parole violators, 13 percent were admitted for court evaluation and only 2 percent were new felons.

**EXHIBIT 1-G**  
**IDOC JUVENILE DIVISION**  
**ADMISSIONS TO FACILITIES**  
**FY '89**



One interesting development in recent years is the gradual decline in Cook County commitments and corresponding increase in commitments from other areas. The structure of the IDOC Juvenile Division has been clearly driven by the dichotomous nature of the client population, e.g. urban Chicago and the rest of the state. All but two of the Youth Centers are located in the greater Chicago area.

This gap between Cook and other counties across the state is shrinking as the number of commitments from the urban Chicago area decreases. In 1985 the number of Cook County commitments in the institutional population outweighed Downstate commitments by 24 percent (Exhibit 1-H). In 1989 the gap had narrowed to only 2 percent. In 1989 the number of commitments coming from Cook County and its Downstate counterparts has approached the fifty percent point and is expected to be virtually the same in 1990. Such a trend is important to the IDOC Juvenile Division in the appropriations of funds and services.

#### Juvenile Field Services

The second arm of the IDOC Juvenile Division is the Juvenile Field Services (JFS) unit. Six district offices operate across the state, three of which are in located in the Chicago city limits. The JFS unit has the responsibility of supervising the youth's activities once released from the institution. Each year the Prisoner Review Board releases approximately 1200 youth to parole (Table 1-6). The average length of stay on parole is 11.6 months.

# **EXHIBIT 1-H** **JUVENILE INSTITUTIONAL POPULATION** **FY85 - FY90 COMMITMENT BY COUNTY**

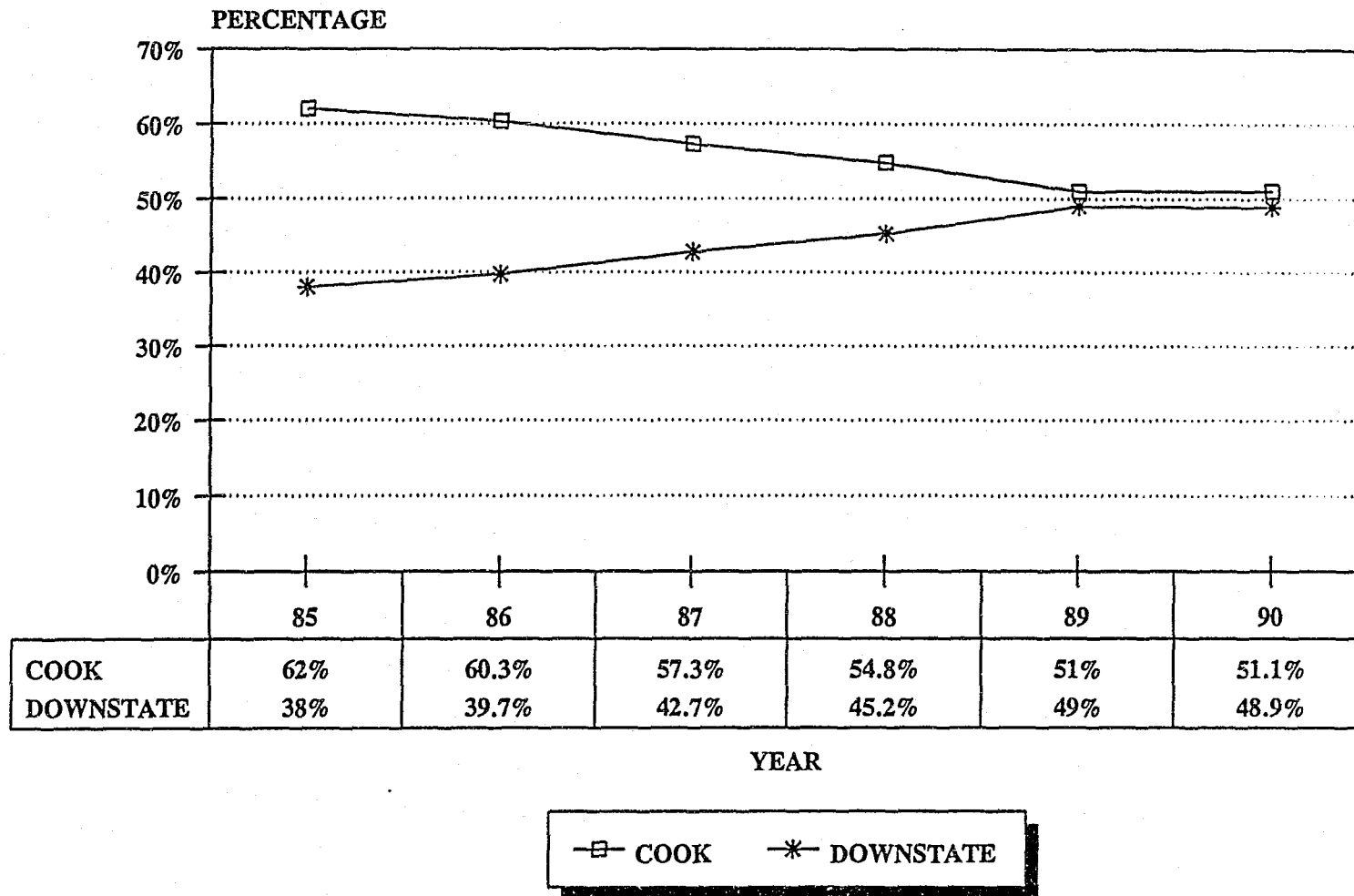


TABLE 1-6

IDOC JUVENILE DIVISION  
FIELD SERVICES UNIT FY85 - FY89

FIELD SERVICES					
	FY85	FY86	FY87	FY88	FY89
<b>ADMISSIONS TO FIELD SERVICES</b>					
Paroled to Field Supervision	1,001	1,031	1,172	1,087	1,110
Transferred in from Another State	43	35	38	130	105
Other	57	63	69	0	0
<b>Total</b>	<b>1,101</b>	<b>1,129</b>	<b>1,279</b>	<b>1,217</b>	<b>1,215</b>
<b>EXITS FROM FIELD SERVICES</b>					
Discharged Favorable	485	426	461	606	458
Discharged to Adult	215	283	184	165	193
Discharged Other	50	65	59	69	38
Returned Parole violators	221	321	415	281	384
Interstate - Out	62	64	72	93	103
<b>Total</b>	<b>1,033</b>	<b>1,159</b>	<b>1,191</b>	<b>1,214</b>	<b>1,176</b>
<b>AVERAGE POPULATION</b>	<b>1,004</b>	<b>1,166</b>	<b>1,148</b>	<b>1,174</b>	<b>1,149</b>

Source: Illinois Department of Corrections, Human Services Plan: Fiscal Years 1989 - 1991, p. 119

Between 36 percent (1985) and 50 percent (1988) have successfully completed parole in recent years. Sixteen percent of parolees were discharged from parole supervision and transferred to adult court jurisdiction. A high percentage of youth are discharged from field services because of violations of parole. As many as 35 percent of the parolees in 1987 were returned because of parole violations. In 1989, this proportion was 32 percent. The aforementioned study of parole failure points out the need for



improved aftercare services, which would, in turn, change the profile of the youth admitted and readmitted to the juvenile facilities.

#### The Cost of Maintaining the System

The cost of operating the IDOC Juvenile Division is ever-increasing (Table 1-7). In 1989 nearly 2600 youth went through IDOC facilities at a average cost of thirty-one thousand dollars. Similar figures are projected for this year. This expenditure is expected to increase seventeen percent by 1991. The cost to maintain the average daily population is expected to increase, although the population is expected to remain fairly stable.

The field services unit, which is responsible for community supervision, has a budget of \$3.7 million for the coming year. Only \$880,00 of that is contracted out to private agencies who provide services to IDOC juvenile parolees. The balance is used for field services agents' salaries. At \$2.7 million in 1989, JFS costs are expected to be fifty-one percent higher in 1991.

#### Summary

Illinois has cause for concern for its juvenile corrections system. The Department has been given a great responsibility to administer justice to juveniles who are at the end of juvenile court jurisdiction. For the most part, these are serious juvenile offenders who have a long history with the juvenile court.

TABLE 1-7

IDOC JUVENILE DIVISION  
PROGRAM SERVICES DATA

	FY89 Actual	FY90 Estimated	FY91 Projected
<b>JUVENILE INSTITUTIONS</b>			
Expenditures & Appropriations (\$ thousands)	\$36,773.7	\$39,032.9	\$42,498.6
Average Daily Resident Population	1,182	1,249	1,248
Total Residents Served	2,583	2,604	2,516
Total Number of Staff (EOY)	941	1,032	1,037
Total Number of Security Staff (EOY)	594	664	669
Performance Indicators:			
Cost/Average Daily Population	\$31,111	\$31,251	\$34,053
Total Staff/Youth	0.796	0.826	0.831
Security Staff/Youth	0.503	0.532	0.536
<b>JUVENILE FIELD SERVICES</b>			
Expenditures & Appropriations (\$ thousands)	\$2,718.2	\$3,676.4	\$4,124.2
Average Daily Parole Population (Excludes AP/AC)	1,149	1,264	1,254
Total Number of Staff	62	79	79
Performance Indicator:			
Cost/Average Daily Population	\$2,366	\$2,909	\$3,289

Source: Illinois Department of Corrections, Human Services Plan Fiscal Years 1989 - 1991, p. 118.

The IDOC juvenile facilities have been overcrowded and there is no expectation that the population will decline in the near

future, given current policies. Instead, new admissions are on the rise, the result of which will be seen in the mid 1990s.

Although theoretically the IDOC facilities are reserved for the "last chance" offender, more than one quarter of the population is serving time for misdemeanor offenses. An increasing number of youth are spending time in facilities for court evaluations.

The field services unit is also overburdened, having the task of reintegrating these serious juvenile offenders into the community and preventing them from reoffending. A high percentage of youth, do, indeed, fail and return to either for technical violations or because they have committed new crimes.

The cost of maintaining the current system is increasing at a rapid pace and a great deal of capital will be needed to maintain even its current level. Illinois must look at financial constraints seriously and create ways to use their available resources more effectively.

The study taken on by NCCD was clearly warranted. In the following chapters the various areas of evaluation and subsequent recommendations are described.

## CHAPTER TWO RESEARCH DESIGN AND METHODOLOGY

The project was designed to produce valuable and practical information for the Illinois Department of Corrections Juvenile Division. The collaborative study between the IDOC Planning and Budget Unit and NCCD was structured to evaluate all major aspects of juvenile corrections and to assess the future needs of the IDOC population. Specific recommendations were made which IDOC can now use to improve their existing system and to create new programming options.

In this chapter, we describe the data and research methods utilized to address each of the major questions posed by the research objectives.

### Relevant Background Materials

The first step in conducting the NCCD study was to become familiar with the Illinois Juvenile Division Population. NCCD gathered IDOC published reports, interdepartmental documents, and statistics to generate the tables and exhibits that appear in Chapter One. IDOC was very helpful in supplying up-to-date information and clarification. Significant trends in the number of admissions, types of offenders and length of stay became readily apparent. Once the nature of the IDOC population was more clearly understood, analyses targeting specific issues were undertaken. Existing data were also helpful in developing the population forecasts. NCCD was able to compare new projections with IDOC figures.

Institutional Classification and Assessment Process

Crucial to the efficient use of bedspace and resources is a rigorous intake and assessment process. NCCD conducted a series of structured site visits and interviews with administrators, staff, and residents at Illinois Youth Centers. NCCD gathered information about the intake procedure and learned more about the factors important to the determination of subsequent placement. Finally, NCCD talked with program staff about the gaps between prescribed programming and available services. In addition, NCCD researchers were able to observe each of the IYC facility's operations during a "typical" day.

NCCD made a concerted effort to visit facilities that represented a variety of settings and security levels. The intake and evaluation process was investigated at IYC-St. Charles, the state's central reception center. All male youth committed to IDOC are first sent to the 108-bed Reception and Classification Unit. After intake, the youth are placed in of IDOC's programs. Two other programs operate on the St. Charles grounds -- a small, (26 bed), intense counseling program for youth with special needs and a medium security program for 184 youths.

NCCD staff made two trips to IYC-Warrenville, a coed facility which is also the only facility in which females are housed. IYC-Warrenville also has the only reception center facilities for female offenders. Youth classified in all security levels reside at this 108-bed facility.

A visit was also made to IYC-Kankakee, which is a smaller, 60-bed facility for older, low risk, male offenders. Because the average age of the offenders is nearly 17, the department has plans to develop a reintegration program to prepare youth for their return to the community.

The activities at IYC-Valley View, a 228-bed minimum security facility, were also observed by NCCD staff. The program provides academic and vocational training in a behavior modification environment. Youth earn privileges as they advance through a level system.

NCCD staff also visited IYC-Joliet, which houses the Juvenile Division's most serious offenders. Thirty-two beds were added to the facility this year, which brought the rated capacity to 212 beds. The facility houses both serious juvenile offenders who have been committed by the juvenile court and youth committed as juvenile felons by the adult court. Those offenders committed under the jurisdiction of the juvenile court have indeterminate sentences, based on their capacity to become rehabilitated within the juvenile corrections system. Those offenders committed under adult court jurisdiction are serving lengthy sentences within the statutory guidelines. Many of these offenders are eventually transferred to adult facilities in order to serve the remainder of their time.

Through a rigorous evaluation of the current system and assessment of the needs of the youth housed in residential facilities, NCCD formulated a list of recommendations. In order to

relieve the crush of new admissions, NCCD developed an objective screening instrument which, if adopted, could screen out less serious offenders who may not require secure confinement. NCCD tested the effect of such an instrument with a three-month cohort of admissions.

#### Institutional Custody Study

The IDOC Planning and Budget Unit took the next step in the research. IDOC researchers utilized their automated data files to collect demographic, offense history and disposition data for 385 youths who were admitted to IDOC facilities July through September 1989. This sample was chosen 1) because its size was large enough to provide statistically significant results and 2) because six-month follow-up data could be tracked and analyzed within the time constraints of the study.

IDOC staff searched through the 385 files to uncover any record of disciplinary action taken during the first six months of confinement. Movement history, that is, records of any placement changes, were also utilized to determine the outcome of any disciplinary action. The standardized data collection forms used appear in Appendix B-1.

Having collected all of this information, IDOC conducted a number of analyses to determine the effectiveness of the Juvenile Division's current system of custody level assignment. The analyses also tapped into the issue of providing safe, secure programming for juvenile offenders.

### Evaluation of Youth Aftercare System

The project was not only designed to profile the needs of the institutional population. The fourth part of the study focused on the aftercare population; those youth who have been released from institutions, but who are still under supervision of the Juvenile Field Services (JFS) Unit. Recall from Chapter One that JFS officers have the difficult task of facilitating parolees' successful return to the community. NCCD set out to determine whether the current system enables the officers to meet their mandate. A series of interviews were conducted with both parolees and JFS officers to ascertain the nature and extent of supervision while on parole.

NCCD began with a random sample of youth on aftercare (or parole) status. In lieu of being able to interview every single member of a particular population, the researcher often selects a sample of subjects who are not believed to be systematically different from the general population. Results of the random sample can then be generalized to the larger population.

Due to time and logistic limitations, it was not possible to interview a statewide random sample of aftercare status youth. Instead, it was agreed by the Advisory Board and NCCD to draw a random sample of such youth located in Cook County, the surrounding "collar" counties and East St. Louis. Although the selection of these areas was not random, the process by which the computer program generated the names was.



A number of youth on the original list were not able to take part in the interviews because they were at work or at school. NCCD was determined to find out more about the aftercare services, so a second, non-random sample of parolees was interviewed. While the data collected from this group cannot be generalized to all parolees, they do provide a snapshot of youth on aftercare. A third group of youth who were currently residing in group homes provided additional information about the transition from institution to aftercare.

A total of 196 youths were interviewed in a semi-structured format. Although the interview included specific questions, the respondents were allowed to expound on various issues that arose (See Appendix B-2). The instrument measured both actual behaviors, (i.e. number of contacts, types of programs in which they were involved), but also asked attitudinal questions about such things as problems they may have encountered upon returning to the community and the degree to which their parole officer has been helpful.

Twenty-three parole officers were also interviewed. Each officer was asked about the size and make-up of his/her caseload, the level of satisfaction with the services they are able to provide, and any frustrations they have with the system and availability of resources. In addition to the individual interviews, a group staff meeting was held in which various issues were discussed. For a more detailed discussion of the methodology and sample selection for the aftercare study, see Chapter Five.

Future System Needs and Recommendations: Population Projections

The last aspect of the research design is perhaps the most important in terms of sheer numbers and allocation of resources. In 1987 IDOC contracted with NCCD to develop population projections for its Juvenile Division. Since that time, IDOC has maintained its own projections model on its mainframe system. Until recently, the IDOC projections tracked fairly well against the actual population. In the last six months or so, the projected numbers were too low, due to the recent increases in admissions and longer lengths of stay.

In light of recent trends, IDOC Planning and Budget has a vested interest in new, updated projections. In the years since 1987, NCCD has developed a projection model which can be used on the smaller personal computer (PROPHET). The PROPHET model does not need to rely on the larger mainframe system because all analyses are run through the self-contained microcomputer. IDOC sent NCCD data files that had been kept on their mainframe system and then NCCD used the PC model to generate the projections.

The NCCD forecasting model employs "stochastic entity simulation". The computer program models future populations using data from the current system, in this case, IDOC Juvenile Division admission and population statistics. Statistical probabilities are assigned to all movements into and through the system. NCCD is able to generate projections for the next ten years.

The initial projections are always based on current practices and the present population (known as the "stock" population).

These figures are the ones we know to be true. However, practices and subsequent populations may change. For example, the number of admissions may increase and the average length of stay may get longer, (as they did in Illinois). Changes in police and/or court practices may change the face of the kind of offenders coming into the system. All of these factors would effect the profile of the IDOC population.

The NCCD model has the flexibility to account for such scenarios. In addition to the "base" projections, which were built on the assumption that policies will remain the same, NCCD also developed ten-year projections for a number of scenarios of interest to IDOC. From these projected numbers juvenile justice officials will be able to see how changes in policy create different demands on available resources.

### CHAPTER THREE INSTITUTIONAL ASSESSMENT PROCESS

#### Overview of the Current Classification and Assessment Process

The reception and classification process in the Illinois Department of Corrections, Juvenile Division occurs at two locations. Males are processed at St. Charles; girls are received at the Warrenville facility. The Warrenville classification process is somewhat less elaborate than that of St. Charles, principally because fewer placement options exist for girls.

The overall goal of the classification system is to move youths through the system in the most efficient and effective manner to promote rehabilitation and reduce recidivism.

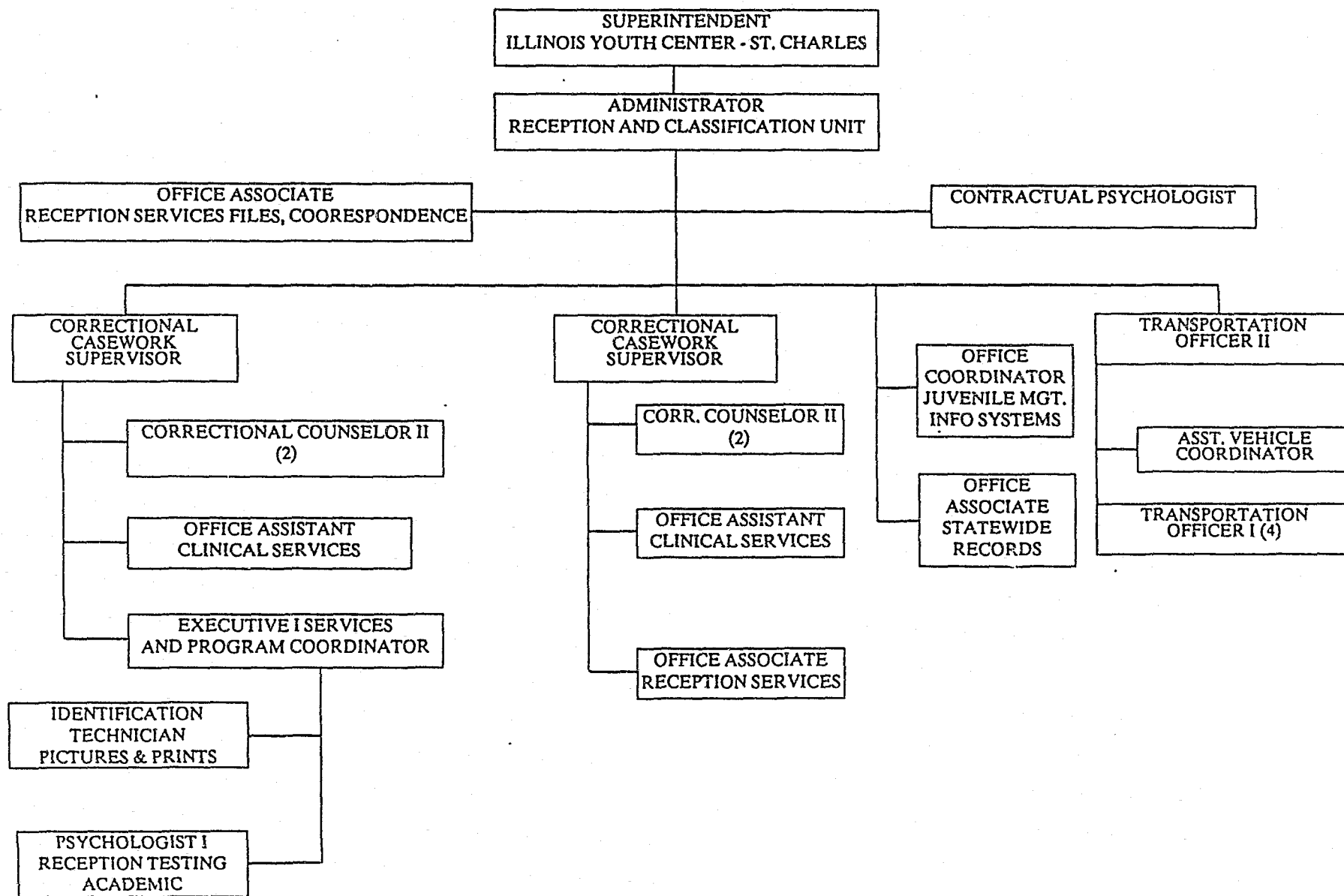
The initial assessment process has four primary objectives:

- o Screen youth for emergency problems (suicide risk, serious emotional problems, etc.);
- o To place youth in the least secure environment necessary while matching program needs with available resources;
- o Effectively identify program needs, particularly in the area of mental health; and
- o Determine the youth's Administrative Review Date (ARD) - (i.e., earliest release date).

A table of organization depicting functional titles of staff working at the reception and classification unit at St. Charles is presented on the following page (Exhibit 3-A). In addition, clinical evaluations and/or treatment can be provided by clinical staff assigned to the St. Charles Youth Center.

As indicated earlier, four types of youths enter the Illinois Reception Centers: Juvenile Delinquents, Felons (youths charged as adults but placed in the Juvenile Division due to their age),

EXHIBIT 3-A  
ILLINOIS YOUTH CENTER - ST. CHARLES  
RECEPTION AND CLASSIFICATION UNIT  
TABLE OF ORGANIZATION



youths sent to IDOC for court evaluations only and parole violators. The court evaluations return to court for sentencing with recommendations developed at the reception center. This group comprised 13 percent of all 1989 admissions but as shown in Chapter One is growing because of the shortage of detention center space, on-going jail removal efforts, and the lack of sufficient funding to evaluate youths in the community.

During the initial reception process, a substantial amount of information is gathered on each youth. Sources include court reports (social histories completed by county probation workers), interviews conducted by counselors at the reception center, evaluations done by clinical staff, and various academic achievement and intellectual capability tests administered at reception. Evaluations completed on all youth include:

- o A thorough medical evaluation;
- o Academic and intelligence testing; and
- o Counselor assessment of issues and problems (interview; social history).

In addition, for youth identified with potential mental health problems, referrals are made to clinical staff (psychologist or psychiatrist, depending on problem) for evaluation. Based on assessments completed at reception, all youth receive a mental health rating. Each of the four levels of the rating system indicate a specific level of need for mental health treatment. Information gathered from all the assessment processes serves as the basis for a staffing, chaired by the assignment coordinator, to

identify the most appropriate placement and develop an initial service plan.

Attempts are now underway to automate these data, making results of the assessments readily available to staff throughout the division and enhancing IDOC's ability to track program participation and progress. At present, monitoring capabilities are somewhat limited, but the information system provides the potential for significantly improving data utilization in the Juvenile Division.

Due to the automation effort, data collection, summarization, and reporting procedures are somewhat in flux at this point in time. Risk and need assessment forms, as well as a form that summarized family stability data, have been replaced by a series of questionnaires. The original plan appears to have been to enter all data from these questionnaires into a computer file which would generate a comprehensive Assessment and Assignment Report. This system has, in fact, been piloted, but there are indications that the amount of computer space required to store all variables will overtax the proposed data system. While some improvements in the report content could enhance its utility to line staff, the overall concept represents a significant step forward and is clearly on the cutting edge of current assessment practice in juvenile justice. It should be noted that, at present, this document merely summarizes data on each youth, and does not directly result in specific placement recommendations.

In sum, the current intake and classification system collects and assesses considerable data regarding each youth. It places considerable emphasis on the identification of mental health problems. In accordance with such emphasis, specialized programs in the institutions tend to focus on emotional problems. The system is relatively efficient and most classifications are completed within 20 days of admissions.

Key questions to be addressed in this section of our report are:

1. Is adequate and appropriate information gathered at the reception centers?
2. Are youth with special needs identified before moving out into the various institutions?
3. Are youths who need special mental health treatment being properly identified? Could an instrument or system be devised which would improve the assessment process?
4. Is information gathered at the reception center used appropriately by institutional staff?
5. Do institutional programs affect parole adjustment?
6. Are linkages between reception, the institutions, and parole sufficient?
7. Can paperwork be reduced to make the system more efficient?

#### Criteria for Evaluating the Current Classification and Assessment Process

There are three primary elements to be addressed in evaluating any classification process. These are:

1. The amount and quality of information used to assess cases;



2. The degree to which assessment data actually influence placement, program, and release decisions; and
3. The existence of a systematic process for updating service plans, monitoring progress, and evaluating the effectiveness of recommended interventions.

It is relatively simple to design an assessment system built on high quality data with an efficient flow of information to staff who need it. It is considerably more difficult to implement such systems in large, complex organizations with limited resources and the pressure of dealing with frequent crises, both individual and systemic. As a result, problems are more often encountered with operations than with system design. Classification generally entails a concerted effort to collect and analyze information about youth entering the system. It often relies on the expertise of highly qualified staff and structured assessment processes. In short, substantial resources are allocated to classification, but in many agencies these data have little to do with how individual cases are subsequently handled in the system. The challenge is to design a system that drives all subsequent actions; in a sense, the classification process needs to be empowered.

To ensure that classification drives placement, program, and release decisions, it must be carefully integrated into a comprehensive case management process. Classification assesses the needs and risk of each youth; case management represents the agency response to that assessment. This is a relatively simple straightforward concept, but this is the level at which most systems break down. Therefore, our report will not only focus on the assessment process, but will also recommend changes needed to

establish an integrated approach to case management. Each of the three criteria for evaluating the process listed earlier in this chapter are addressed below.

#### Evaluation of Classification and Assessment Information Sources

The three primary information sources used for classification purposes by IDOC are the court report (or social history); interviews conducted by counselors and, in some cases, clinicians; and intelligence and achievement test results.<sup>1</sup>

Social history data are especially critical to the classification process, but court reports received by IDOC vary in quality and content. Probation officers prepare these reports and, because there is no direct line authority from IDOC to these workers, improvements are based on cooperation rather than mandate. There is no standard format, but completion of the court report is required by statute. In general, it was reported that Cook County provides good background data, but while most counties try to cooperate, the quality of information received from other courts ranges from quite good to inadequate.

The uneven quality of court reports increases the importance of the interview process, as self reports and counselor insight become a primary source of assessment information. Two interview

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<sup>1</sup> Medical evaluations, case identification procedures, and other typical intake functions all appear to be well developed, and assessments of these processes are generally beyond the scope of expertise of the consultants. Our attention to these processes is focused only on reporting results in an effective and efficient manner.

sessions, conducted by Correctional Counselor IIs, are identified on the flow chart. The first interview follows the counselor's review of existing case data and is focused on immediate needs of the youth. It, in effect, serves as a screen to identify cases requiring immediate mental health evaluations and/or treatment, special placement, or observation. The intent is to identify youth who represent a risk to themselves or others or are vulnerable and require protection from others in the general population. The second interview is more in-depth and collects data for development of a service plan.

While there is no established format for either interview, the questionnaires (noted above) filled out by the counselor for the computerized tracking system serve as a guide for the in-depth interview. These questionnaires cover the following areas:

- o Criminal History
- o Special Treatment Needs/History
- o Management Information
- o Medical Report
- o Educational Report

Despite the problems noted, sources utilized meet or exceed practices of most other jurisdictions. The questionnaires provide some structure to the interview process, and court reports, although of uneven quality, are completed on nearly all cases. In addition, while it is widely recognized by staff who were interviewed that better communication between probation,

institutions, and the field is needed, the current level of dialogue surpasses that encountered in many states.

Recommendations For Improving The Quality of Classification Assessment Information

Based upon the above analysis, a three major recommendations are made here based on the best practices discovered in our search of relevant literature and in on-site assessments of other state and county systems. These recommendations are designed to enhance the quality of data used for classification and assessment purposes, but also to restructure the entire organizational structure for conducting a detailed and on-going assessment of all youth committed to the IDOC.

First, although cooperation would be required from the county courts and county probation departments, IDOC should initiate an effort to review current court report formats and develop a standard format for use statewide. This report must meet the needs of several agencies, the court, probation, and IDOC and, therefore, may take considerable time and effort to work out necessary agreements. However, the Administrative Office of the Illinois Courts have, for some time now, emphasized the need to base decisions on quality data consistently applied to all cases. Adoption of a standard format for court reports would be in everyone's best interest.

The second recommendation is that a standard reporting format be adopted to provide data on behaviors and problems noted during the youth's stay in detention. Although some information may be

conveyed via telephone or by the staff member delivering the youth to IDOC, this unsystematic approach invites oversights and, perhaps on occasion, the omission of critical information. Some other jurisdictions require that simple information forms be completed on each youth delivered to the state system. Areas covered include attempts to harm self or others, escape attempts, medication requirements, and special problems noted during the stay in detention. An example of such a form is presented in Exhibit 3-B. Before a final format is adopted, Illinois staff may want to add or delete specific items from this example. However, the form should remain relatively short and simple to complete in order to ensure a high rate of compliance and enhance the reliability of the data provided.

The third recommendation, if adopted, will significantly strengthen the interview process and result in better identification of mental health needs and other problems of youth entering Illinois reception centers. If fully implemented, it will also assist custodial and program staff with supervision tasks as it provides methods for best dealing with different types of youth. We recommend adoption of a classification and case management system called "Strategies for Juvenile Supervision (SJS)".

A parallel system designed for adult offenders is widely recognized as the best structured case supervision system developed to date. Three separate evaluations were conducted during the 1980s, each indicating that the system significantly reduced

**EXHIBIT 3-B**  
**DETENTION QUESTIONNAIRE**  
**(Example)**

Youth's Name: \_\_\_\_\_ Admitting County: \_\_\_\_\_

Dates in Detention             /        /             to             /        /         
   mo    dy    yr     mo    dy    yr

Did youth ever attempt to harm self? \_\_\_\_\_ No \_\_\_\_\_ Yes

If yes, explain: \_\_\_\_\_

Did youth ever attempt to harm others? \_\_\_\_\_ No \_\_\_\_\_ Yes

If yes, explain: \_\_\_\_\_

Was youth involved in any of the following during his/her stay in detention?

\_\_\_\_\_ escape  
\_\_\_\_\_ fights  
\_\_\_\_\_ contraband  
\_\_\_\_\_ drugs  
\_\_\_\_\_ alcohol  
\_\_\_\_\_ weapons  
\_\_\_\_\_ other (list) \_\_\_\_\_

Does youth require special protection or special treatment of any kind?                      No                      Yes

If yes, explain: \_\_\_\_\_

Form Completed By: \_\_\_\_\_

Date Completed: \_\_\_\_\_

Telephone Contact Number: \_\_\_\_\_

recidivism among probationers and parolees. The juvenile system is relatively new and, as such, has not been thoroughly evaluated in terms of its effectiveness in reducing criminal behavior among youths on probation or parole. However, it is excellent as an information gathering tool and has been enthusiastically received by staff in Texas, Colorado, and North Dakota.

Strategies for Juvenile Supervision (SJS) is a case assessment and correctional management process which has been designed to assist those who work with juvenile offenders in both community and institution settings. The system provides a structured means for gathering and organizing information about the juvenile and for translating that information into an appropriate case management strategy.

SJS addresses the qualitative aspects of juvenile supervision by suggesting specific strategies which are most likely to result in positive change on the part of the individual juvenile offender. The system was designed to compliment and enhance the professional judgement of the caseworker. As such, SJS works both for and with the caseworker in prioritizing problem areas and suggesting approaches to solving those problems.

For example, drug use is a problem commonly observed in the juvenile correctional population. With some, drug abuse may be the key issue from which a variety of other problems stem, such as friction at home, failing school performance, illegal activities to support the drug habit, etc. With others, the drug abuse may be only part of a symptom constellation, and a manifestation of quite

another root problem. SJS can assist in making such differentiation and can provide specific recommendations as to which of a variety of qualitatively different supervision approaches will be most effective with the juvenile in question. For example, some juveniles may respond most positively to a counseling/problem solving type of casework, while another is most effectively handled with clear statements of behavioral expectation and strict enforcement of sanctions.

#### Evaluation of the Organizational Structure for Classification and Assessment

The results of the classification and assessment process should drive all subsequent actions regarding placement, treatment, and release. In order for this to occur, classification and assessment must be integrated into a comprehensive case management system with the following properties:

- o An efficient method for summarizing assessment data, producing explicit recommendations on placement and program, and effectively communicating those recommendations to appropriate staff.
- o An efficient method for matching facility and program placements with the risk (however defined) and needs of each youth.
- o Ability to monitor compliance with recommendations that emanate from the assessment process, allowing managers to take corrective action when programs are not provided as needed.
- o The capability to routinely aggregate information linking assessments to programs and programs to outcomes. This provides the basis for modification of the assessment process (as appropriate), agency planning, program evaluation, and budgeting.



In an agency as large and complex as IDOC, this requirement implies the need to fully automate all components of the system. Given recent technological advances, this should be neither difficult nor expensive.

Key decision points addressed in this section of the report are:

- o Initial Screening for Placement at the Reception Center
- o Establishing the need for Secure Care and the Administrative Review Date for each youth
- o Program Needs Assessment with specific recommendations regarding mental health needs, academic standing, health problems, and substance abuse issues
- o Reclassification to systematically rate progress, address new problems and issues that emerge, and adjust case plans as appropriate
- o Development of release criteria to help ensure appropriate handling of cases by the Prisoner Review Board
- o Establishment of a level of supervision commensurate with risk to community and service needs identified

To accomplish this, some existing procedures should be modified and new assessment techniques adopted. Specific recommendations covering each step of the process are presented below.

#### Recommendations

- o Initial Screening for Placement in the Reception Center

When youth are brought to the reception center, staff need to ascertain if certain problems or issues require immediate attention. Basically, it needs to be determined if the youth has any medical problems that require on-going attention or immediate action and if the youth represents a risk of harm to self or others.

The screening process is currently comprised of a medical exam, an interview by a counselor, and follow-up referral to a clinician if the interviewing counselor deems it necessary.

It is recommended that a suicide screening instrument be added to the process and incorporated into the initial interview process. The federal government has recently developed such a screen for youth (see Exhibit 3-C). It is an "expert" system -- that is, it is based largely on the knowledge and experience of clinicians who work with youth rather than a longitudinal research endeavor -- and, as such, its actual potential for correctly identifying youths with high suicide potential has not been established. However, consultation with staff from the University of Wisconsin Hospitals indicates that it is well developed and should serve as a good tool for identifying suicide-prone youth.

In addition to the suicide screen, the prior behavior report from the detention center (explained in the information source section) should help identify assaultive youths.

o     Assessing the Need for Secure Care and Appropriate Length of Stay

Youth are committed to corrections from 102 different counties in Illinois, ranging from densely populated areas with large minority populations to very rural counties with a paucity of community services. This situation is shared by a large number of states throughout the nation. As a result, youths come to corrections based on a wide variety of circumstances: Some are serious offenders in need of incapacitation; others are simply troubled youth with many service needs who represent little risk to the community. Appropriate sorting of these youth could help IDOC place youth in programs in accordance with the goals of the classification system: (1) To place youth in the least secure environment necessary while matching program needs with available services, and (2) To move youth through the correctional system in

EXHIBIT 3-C

SUICIDE SCREENING CHECKLIST (SSC)  
FOR ADOLESCENTS AND YOUNG ADULTS

	Yes	No	Uncertain
<b>Suicide history: (max. = 18)</b>			
1. Prior attempt			
2. Two or more prior attempts in past year (highly lethal = x 2)			
3. Prior suicide threats, ideation			
4. Suicidal attempts in family (x 2)			
5. Completed attempts in family (x 3)			
6. Current suicidal preoccupation, threats, attempt (x 2); detailed, highly lethal <sup>2</sup> plan (x 2); access to weapon, medication in home (x 4); all three "yes" = 8			
7. Preoccupation with death			
<b>Psychiatric History: (11)</b>			
8. Psychosis and hospitalization (x 3)			
9. Diagnosis of schizophrenia or manic depressive illness (x 3)			
10. Poor impulse control (current = x 3)			
11. Explosive rage episodes (underline: chronic, single, recent, single past)			
12. Accident-proneness (frequency, examples)			
<b>School (when relevant): -(9)</b>			
13. Grade failure			
14. Rejection			
15. Poor social relations			
16. On probation or dropped out of school (x 2)			
17. Disciplinary crisis (x 2)			
18. Anticipation of severe punishment			
19. Unwanted change of schools			
<b>Family: (27)</b>			
20. Recent major negative change, usually a loss (death, divorce, serious health problem); (irreversible loss = x 3; divorce = x 3; both "yes" = x 6)			
21. Loss of emotional support, estranged; early loss of parent (x 3)			
22. Loss of employment (parent or self)			
23. Major depression in parent, sibling (x 2)			
24. Alcoholism in family member (x 2)			
25. Psychiatric illness in family member (x 2); (23-25 Yes = 6 x 2)			
26. History of sexual abuse			

<sup>2</sup> "High Lethality" defined as method with low degree of reversibility, low risk for rescue (46,47), substantial medical injury, e.g., comatose.

Yes

No

Uncertain

**Societal: (3)**

- 27. "Contagion" suicide episode
- 28. Economic down-shift in community
- 29. Loss of major support system (group, job, career problems)

**Personality and Behavior; cognitive style: (60)**

- 30. Anger, rage (intense = x 2); held in = x 4; both = 6)
- 31. Depression (intensely depressed = x 2; agitated depression = x 4; both = 6)
- 32. Hopelessness (x 4)  
(30, 31, 32 all Yes = 6 + 6 + 4 = 16)
- 33. Mistrust (paranoid = x 2)
- 34. Disgust, despair
- 35. Withdrawn, isolate (2)
- 36. Low "future time" perspective (x 2)
- 37. High "past" orientation (x 2)  
(yes on 36, 37 = 4 x 2 = 8)
- 38. Rigidity or perfectionism (x 2) (both = 4)
- 39. Lack of belonging (x 2)
- 40. Indifference, lack of motivation  
(boredom = x 2)
- 41. Worthlessness, no one cares
- 42. Shame or guilt (both = x 2)
- 43. Helplessness
- 44. Inability to have fun (x 2)
- 45. Extreme mood or energy fluctuation (both = x 2)
- 46. Giving away valuables

**Physical: (14)**

- 47. Male (x 3); Caucasian (x 2); (both "yes" = 5)
- 48. Significantly delayed puberty
- 49. Recent physical injury resulting in deformity, impairment (permanent = x 2)
- 50. Marked obesity (+20%)<sup>3</sup>
- 51. Marked recent underweight or anorexia (-15%)<sup>3</sup>  
(more than 20% = x 3)<sup>3</sup>
- 52. Sleep disturbed (onset, middle, early awakening)
- 53. Ongoing physical pain

**Interview behavior: (20)**

- 54. Non-communicative, encapsulated (x 4)
- 55. Negative reaction of patient to interviewer (x 4)
- 56. Negative reaction of interviewer to patient
- 57. Increasing "distance" during interview (x 3)
- 58. Increasing hostility, non-cooperation (x 2)
- 59. Highly self critical, self pitying (both = x 2)
- 60. Discusses death, suicide (x 4)

Total Score: \_\_\_\_\_ (Max = 162)  
 Severe (110 to 162)  
 Moderate (60 to 109)  
 Low (below 60)

Suicide Potential Range Risk Guidelines:  
 (Tentative ranges - to be evaluated by field testing):

Confidence Level: \_\_\_\_ High \_\_\_\_ Low      Reasons for low confidence rating:

<sup>3</sup> Use standard height-weight tables per appropriate age range.

the most effective and efficient manner to promote rehabilitation and reduce recidivism.

Because the cost of secure care is so high, exceeding \$35,000 per year in several jurisdictions, many states have implemented structured decision systems to accomplish two objectives: (1) to screen out youth who do not need secure care and (2) to set presumed or recommended lengths of stay for youth determined to require secure confinement. A variety of screening methods have emerged, some of which use a matrix approach which couples risk assessment with offense severity to reach a recommendation. Others weight crime, criminal history, a few other measures of youth behavior, and prior attempts at treatment to determine which youth need secure care. Both of these approaches represent an expansion of current IDOC Administrative Review Date (ARD) guidelines.<sup>4</sup> The expansion occurs in two ways: First, youths who can be immediately placed in community-based programs (presuming availability) are identified. Second, length of stay recommendations consider factors other than the commitment offense.

The decision matrix recently adopted by the Michigan Office of Children and Youth Services represents an excellent example of how risk and offense severity can be combined to guide decisions (Exhibit 3-D). Similar instruments have been applied to juvenile offender populations in Colorado, Delaware, Oregon, and Wisconsin. Both approaches result in less use of secure care and significantly

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<sup>4</sup> The ARD represents the earliest date at which a youth may appear before the Prisoner Review Board. The guidelines are based on the class of the commitment offense.

reduce length of stay without jeopardizing public safety. One caution must be noted. While these systems offer great potential for improving juvenile correctional systems, they depend on high quality community-based programs to replace the control imposed by training schools. There is obviously a shortage of such programs currently available in Illinois as indicated in our analysis of the current aftercare system in Chapter Five.

We should also point out that the means by which ARD dates are currently being set by the Prisoner Review Board are lacking. Although this project did not attempt to evaluate the parole process, NCCD analysts did have the opportunity to observe the PRB at the Valley View facility. Three members of the Board were present and between 40 and 50 cases were scheduled for review the day we were on-site. Cases were divided among the three members, with each member responsible for conducting approximately 15 hearings.

The reviews seemed cursory at best with all hearings and paperwork completed in less than 90 minutes. To our knowledge, there was no review of case material completed prior to the hearings, nor did there seem to be any consultation among members during the hearings. Members merely "signed off" on each others' decision without much, if any, examination of file material. The average case received about four to five minutes of attention. This in no way should be construed as a comment on the quality of release decisions. No study was conducted in this area as it was beyond the scope of this project. The process, however, leaves

EXHIBIT 3-D  
INITIAL SECURITY LEVEL

MATRIX

(Most Serious)		<u>Risk Score</u>			
<u>Offense Category</u>			Low	Medium	High
Class I & II	P R I O R	YES	High	High	High
		NO	Medium	Medium	High
Class III	C L A S S	YES	Low	Medium	Medium
		I or 2			
Class IV & V	A D J U D I C A T I O N	NO	Community Based	Community Based	Low
		YES	Community Based	Community Based	Low
		NO	Community Based	Community Based	Community Based

much to be desired. If it is to be an independent review of Department recommendations, it should be afforded greater attention. If it is merely an administrative "rubber stamp", it represents a misuse of resources and ought to be discontinued. To estimate how the implementation of such a system would affect placements in the IDOC, the instrument presented in Exhibit 3-E was applied to a three-month cohort of 1989 IDOC admissions (with cases admitted for court evaluations omitted) with the following results:

Score	Decision	Percent
0 - 5	Direct Community Placement	12.1%
6 - 9	Short-term secure care (60-90 days)	37.0%
10+	Long-term secure care	50.9%

Using such a system could reduce current institutional populations, allowing the Department to concentrate resources on youth who most require them. Obviously, community-based resources need to be expanded to serve youth returned to the community. Hence, assuming the cohort used in this study is representative of all 1989 admissions, one of every eight youths could be retained in the community, and only half of all admissions need to be programmed for long-term care in the training schools.

#### Evaluation of the Custody Assessment Process

For youths requiring secure care, it is necessary to determine the level of control and supervision needed to ensure the safety of



EXHIBIT 3-E  
NCCD Juvenile Classification Scale

Score

- |                 |   |          |
|-----------------|---|----------|
| 1.              | <b>Severity of Current Offense</b>                                  |          |
|                 | Murder, Rape, Kidnapping . . . . .                                  | 10 _____ |
|                 | Other Offenses Involving Use of a Weapon,<br>Use of Force . . . . . | 5 _____  |
| 2.              | <b>Most Serious Prior Adjudication</b>                              |          |
|                 | Any Offense Involving Use of a Weapon<br>or Use of Force . . . . .  | 5 _____  |
|                 | No Priors or Property Only . . . . .                                | 0 _____  |
| 3.              | <b>Number of Prior Out-of-Home Placements</b>                       |          |
|                 | Three or More . . . . .   | 5 _____  |
|                 | Two or Less . . . . .   | 0 _____  |
| TOTAL ITEMS 1-3 |   | _____    |

Total Items 1-3. If score is 10 or higher, secure placement is recommended. If less than 10, score the remaining items.

- |                 |  |         |
|-----------------|--|---------|
| 4.              | <b>Prior Placement in a Juvenile Correctional Institution</b>                  |         |
|                 | Yes . . . . .  | 2 _____ |
|                 | No . . . . .   | 0 _____ |
| 5.              | <b>Age at First Delinquent Adjudication</b>                                    |         |
|                 | 14 or Under . . . . .  | 2 _____ |
|                 | 15 or Over . . . . .   | 0 _____ |
| 6.              | <b>History of Mental Health Outpatient or Alcohol or Other Drug Abuse Care</b> |         |
|                 | Yes . . . . .  | 1 _____ |
|                 | No . . . . .   | 0 _____ |
| 7.              | <b>Prior Runaways</b>  |         |
|                 | Three or More . . . . .  | 1 _____ |
|                 | Two or Fewer . . . . .   | 0 _____ |
| TOTAL ITEMS 1-7 |  | _____   |

**Recommendations:**

- 10 or above Secure Placement
- 5 - 9 Short-Term Secure Care
- 0 - 4 Community Placement

*It should be noted that this scale was not designed to be used as the final screening instrument, but rather to determine if a proportion of the Wisconsin Juvenile Institutional Population could be safely and effectively supervised in community-based programs. Further refinement of such an instrument may be warranted prior to use as a screening device.*

staff, other youths in the institution, and the general public. In the past, most formal classification systems used in juvenile facilities have focused on treatment needs. However, it has become increasingly evident that housing and supervision decisions are critical to order and safety in juvenile institutions. Removal of status offenders and an increase in diversion programs at the court level has resulted in populations that, in the judgement of many experienced correctional administrators, contain more assaultive and potentially assaultive youths. For the safety of other wards and staff as well, increased supervision requirements are obviously necessary for some youths while others function well with limited direct supervision.

Most juvenile correctional institutions have utilized "level systems" for many years. Based on behavior, wards are given more or less freedom of movement and concomitant privileges. However, examination of these systems often indicate that they are not consistently applied to all youths. Criteria for level assignments are sometimes vague and often interpreted differently among cottages and staff members. In addition, because they are often totally based on behavior within the institution, important community-based factors regarding assaultive potential may be ignored.

The purpose of custody classification instruments is to lend consistency and validity to placement decisions. When coupled with a comprehensive needs assessment and treatment plan, classification forms the basis establishing supervision requirements, program

participation and goals, and for monitoring progress of each youth in the system.

The IDOC Planning and Budget Division has developed a risk assessment instrument to assess custody requirements (see Chapter Four). This instrument will categorize youth based on proclivities for institutional misconduct and escape, indicating the level of supervision/surveillance required while incarcerated as well as the level of security needed. This research and development effort is presented in detail in Chapter Four.

#### Needs Assessment

##### Mental Health

The current assessment process puts considerable emphasis on the identification and treatment of mental health needs. As noted earlier in this report, the system relies heavily on the skills of counselors to discover needs during the interview process and then make referrals to clinical staff who for psychological or psychiatric examinations. Youths with the most serious emotional problems are placed in the Intensive Rehabilitation Unit (IRU) at Joliet or in other specialized programs at St. Charles and Warrenville (younger males and females). However, only about one-third of the youths in the IRU at Joliet were identified at the reception center. The remaining two-thirds came to the IRU described as "out of control" and "unmanageable" in other institutions. Most are either severely aggressive or suicidal. Often they have accrued large amounts of "set time" (delays in

administrative review dates). Treatment is individualized and staffing ratios are very high. Most often, these youths are paroled directly from the IRU without being "mainstreamed" back into the general population.

The fact that so many IRU placements must first fail in general population programs indicates that better mental health screening could prove beneficial.

Two recommended enhancements for the current system should improve these problem areas. First, the suicide screen cited earlier should assist in identifying youths for referral to clinical staff. Second, the classification component of SJS will help identify the specific treatment needs (including mental health problems) of youth entering IDOC. Both systems will increase both the consistency and appropriateness of referrals to clinical services and provide counselors with concrete suggestions regarding intervention strategies and approaches to working with each youth.

#### Academic Testing

While current testing is adequate, implementation of a state-of-the-art computer adaptive model will improve both the knowledge of youth deficits and needs and the efficiency of the testing module. Such systems key directly on abilities of each student in specific areas of reading skills, math, and language arts. In effect, testing becomes much more individualized, permitting specific deficits to be identified and more accurately assess current capabilities of each youth.

The use of a computerized system to test youths should not only lead to better assessments of current achievement levels, but should also prove to be an efficient method of gathering these critical data, freeing staff to focus on other tasks.

#### Needs Assessment Summary

The final enhancement recommended in the needs assessment area is the implementation of a comprehensive needs assessment summary. This summary should be used in both the institutions and parole. Its primary functions are as follows:

1. Ensure that certain categories of needs are assessed for every youth at established intervals;
2. Serve as the basis for a comprehensive case plan and as the basis for communicating case needs among IDOC staff;
3. Forces a qualitative review of every case through periodic reassessments and provides a basis for judging the effectiveness of the case plan;
4. Serve as a means for matching needs to services;
5. Assist in establishing priorities for services;
6. Provide aggregate information on service needs to IDOC administration for program planning, budget development, and program evaluation.

Need assessments are generally rather straightforward systems for rating the severity of problems commonly found in delinquent youths. An example of a widely used needs assessment is presented in Exhibit 3-F.

**EXHIBIT 3-F  
NEEDS ASSESSMENT**

Client Name	Last	First	M.I.	Client No.

For each item below, select the single appropriate answer and enter the associated number in the adjacent blank.

**DRUG/CHEMICAL ABUSE**

- |                                       |  |  |       |
|---------------------------------------|--|--|-------|
| 0    No interference with functioning | 4    Occasional abuse, some disruption of functioning, unwilling to participate in treatment program | 6    Frequent abuse, serious disruption, needs immediate treatment | _____ |
|---------------------------------------|--|--|-------|

**ALCOHOL ABUSE**

- |                   |  |  |       |
|-------------------|--|--|-------|
| 0    No known use | 4    Occasional abuse, some disruption of functioning, unwilling to participate in treatment program | 6    Frequent abuse, serious disruption, needs immediate treatment | _____ |
|-------------------|--|--|-------|

**PRIMARY FAMILY RELATIONSHIPS**

- |  |   |                                      |       |
|--|---|--------------------------------------|-------|
| 0    Relatively stable relationships or not applicable | 3    Some disorganization or stress but potential for improvement | 5    Major disorganization or stress | _____ |
|--|---|--------------------------------------|-------|

**ALTERNATIVE FAMILY RELATIONSHIPS**

- |  |   |   |       |
|--|---|---|-------|
| 0    Relatively stable relationships or not applicable | 3    Some disorganization or stress but potential for improvement | 5    Major disorganization or stress, unwilling to comply with family rules | _____ |
|--|---|---|-------|

**EMOTIONAL STABILITY**

- |                                       |  |  |       |
|---------------------------------------|--|--|-------|
| 0    Appropriate adolescent responses | 3    Exaggerated periodic or sporadic responses e.g., aggressive acting out or depressive withdrawal | 6    Excessive responses; prohibits or limits adequate functioning | _____ |
|---------------------------------------|--|--|-------|

**INTELLECTUAL ABILITY**

- |                                     |  |  |       |
|-------------------------------------|--|--|-------|
| 0    Able to function independently | 3    Some need for assistance, potential for adequate adjustment; mild retardation | 5    Deficiencies severely limit independent functioning, moderate retardation | _____ |
|-------------------------------------|--|--|-------|

## LEARNING DISABILITY

- |   |      |   |   |   |  |       |
|---|------|---|---|---|--|-------|
| 0 | None | 3 | Mild disability, able to function in class-room | 5 | Serious disability, interferes with social functioning | _____ |
|---|------|---|---|---|--|-------|

## EMPLOYMENT

- |   |                                  |   |   |   |                  |       |
|---|----------------------------------|---|---|---|------------------|-------|
| 0 | Not needed or currently employed | 3 | Currently employed but poor work habits | 4 | Needs employment | _____ |
|---|----------------------------------|---|---|---|------------------|-------|

## VOCATIONAL/TECHNICAL SKILLS

- |   |                                       |   |                                   |       |
|---|---------------------------------------|---|-----------------------------------|-------|
| 0 | Currently developing marketable skill | 3 | Needs to develop marketable skill | _____ |
|---|---------------------------------------|---|-----------------------------------|-------|

Enter the value 1 for each characteristic which applies to this case.

## EDUCATIONAL ADJUSTMENT

- Not working to potential . \_\_\_\_\_
- Poor attendance record . . \_\_\_\_\_
- Refusal to participate in any educational program . . . \_\_\_\_\_
- Program not appropriate for needs, age, and/or ability \_\_\_\_\_
- Disruptive school behavior \_\_\_\_\_

TOTAL \_\_\_\_\_

## PEER RELATIONSHIPS

- Socially inept . . . . . \_\_\_\_\_
- Loner behavior . . . . . \_\_\_\_\_
- Receives basically negative influence from peers . . \_\_\_\_\_
- Dependent upon others . . \_\_\_\_\_
- Exploits and/or manipulates others . . . . . \_\_\_\_\_

TOTAL \_\_\_\_\_

## HEALTH AND HYGIENE

- Medical or Dental referral needed . . . . . \_\_\_\_\_
- Needs health or hygiene education . . . . . \_\_\_\_\_
- Handicap or illness limits functioning . . . . . \_\_\_\_\_

TOTAL \_\_\_\_\_

## SEXUAL ADJUSTMENT

- Lacks knowledge (sex education) . . . . . \_\_\_\_\_
- Avoidance of the opposite sex . . . . . \_\_\_\_\_
- Promiscuity (not prostitution) . . . . . \_\_\_\_\_
- Sexual deviant (not prostitution) . . . . . \_\_\_\_\_
- Unwed parent . . . . . \_\_\_\_\_
- Prostitution . . . . . \_\_\_\_\_

TOTAL \_\_\_\_\_

TOTAL NEEDS SCORE \_\_\_\_\_

### Case Plan

Assessment results should be summarized in an initial case plan completed by reception center staff. In addition to designating where the youth will be placed, this plan should be viewed as instructions to IDOC staff and provide specific recommendations regarding

- o Custody Level
- o Housing Assignment
- o Program Assignments
- o Counseling Requirements
- o Administrative Review Date

A copy of this plan should be forwarded to the youth's parole officer so that parole staff will know what goals were established for the case and what the program plan is for each youth. Parole can then assume a proactive approach to establishing a community program that will continue the institutional effort at problem amelioration and rehabilitation.

The following flow chart schematically illustrates the proposed process (Exhibit 3-G).

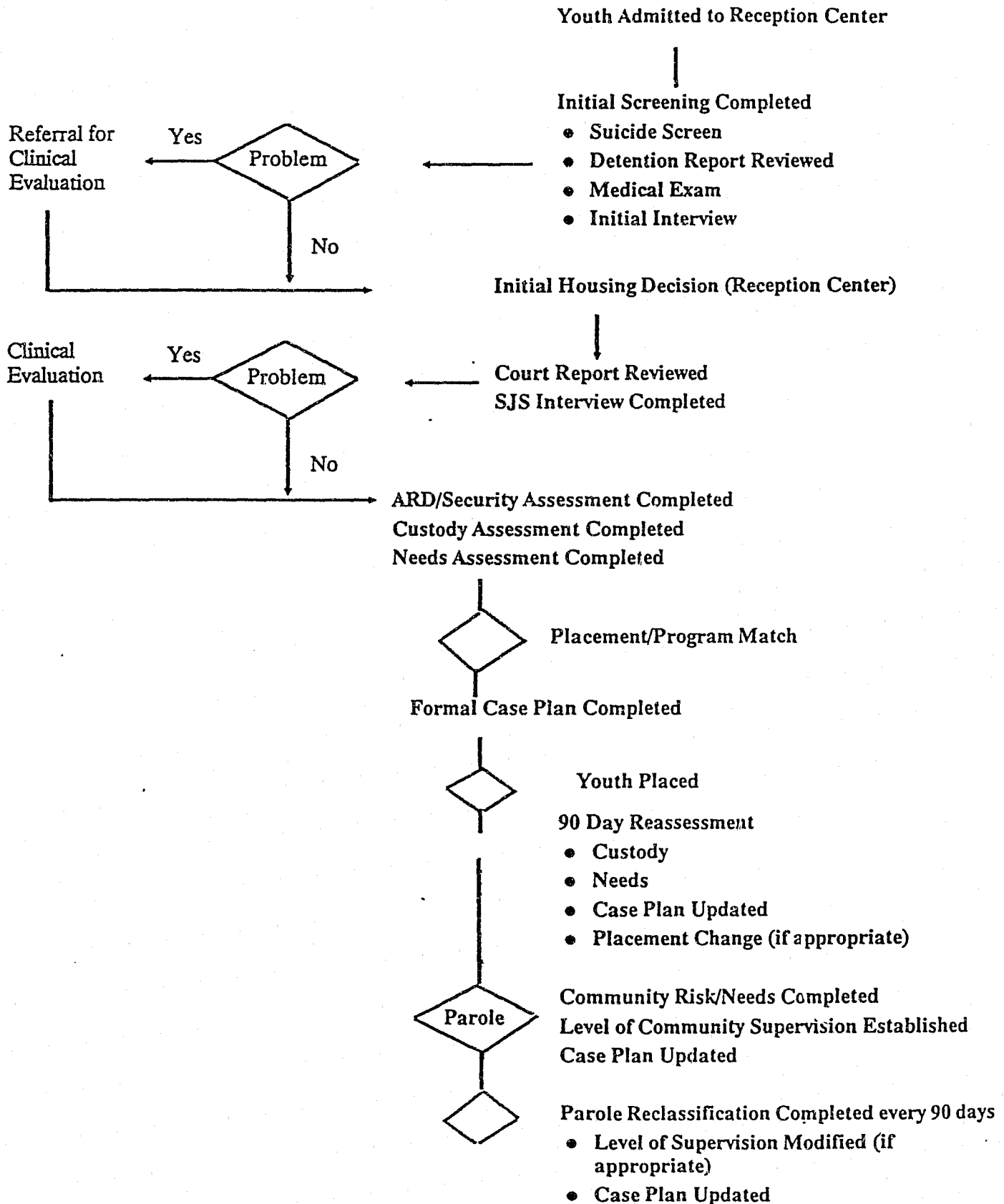
### Parole Classification

It is also recommended that risk and need assessments be integrated into the parole process to establish a system of differential supervision for youths following release from the



EXHIBIT 3-G

## Recommended Assessment Process



institutions. The needs assessment developed for the institutional classification system should be used for parole supervision, but the risk instrument should be based on potential for re-offending.

The use of risk assessment instruments in adult probation and parole has expanded dramatically in recent years. Often, agencies adopt scales developed elsewhere and this has raised concerns regarding transferability. Close examination of the more successful scales, however, indicates that there is considerable similarity among instruments no matter where they were developed. While items, definitions, and weights do vary somewhat, all the better scales generally contain some combination of factors related to prior criminal history, stability, substance abuse, and employment or school records. Based on these similarities and supported by a recent study which demonstrated that several different risk assessment instruments were about equally predictive when tested on a single offender population, the National Institute of Corrections has advocated that jurisdictions adopt an existing validated instrument rather than undertake an extensive developmental effort.

Several assumptions, which served as the basis for the NIC classification project, were adopted as the foundation for this model. These assumptions are:

1. Well-constructed risk assessment instruments provide reasonably accurate estimates of risk for aggregate populations. Such information is vital to effective and efficient management of probation and aftercare agencies.
2. Probation and aftercare agencies should adopt a proven risk assessment instrument rather than undertaking expensive and time consuming developmental efforts. The

scale should be incorporated in the agency information system to provide data so that it can be routinely evaluated and modified if appropriate.

3. While the prediction of violence is an important concept, it is extremely difficult to do with any degree of accuracy. Therefore, the types of instruments advocated in the model deal more generally with the risk of recidivism.
4. Risk assessment instruments and the manner in which they are utilized can and should reflect agency policy. Policy statements can, in fact, be incorporated into risk scales. Higher supervision levels can thus be assigned to violent offenders within the parameters of the system even though the relationship between severity of the commitment offense and recidivism is generally inverse.

Two risk instruments -- one that assesses general recidivism potential, the other that differentiates groups based on rates of violence reported during a 36-month follow-up -- are presented in Exhibits 3-H, 3-I. These instruments resulted from a major NCCD/California Youth Authority (CYA) study and are presented here only as examples of parole risk assessment instruments. General recidivism scales developed for other jurisdictions are fairly similar to CYA recidivism scales, but the high base of violence among CYA parolees also allowed for the construction of a violence prediction scale.

#### Case Management

To ensure full benefit of the recommended assessment process, it must be integrated into a comprehensive case management system. The function of case management is to monitor the agency response to assessment, flag problems when they emerge, and to hold the

EXHIBIT 3-H  
RECIDIVISM RISK ASSESSMENT SCALE

Score

- |     |  |   |       |
|-----|--|---|-------|
| 1.  | Age at First Delinquent Contact  |   | _____ |
|     | 15 or under . . . . .  | 1 |       |
|     | 16 or over . . . . .   | 0 |       |
| 2.  | Number of Prior Arrests  |   | _____ |
|     | None . . . . .   | 0 |       |
|     | One to Three . . . . .   | 1 |       |
|     | Four to Eight . . . . .  | 2 |       |
|     | Nine or more . . . . .   | 3 |       |
| 3.  | Number of Prior Petitions Sustained  |   | _____ |
|     | None . . . . .   | 0 |       |
|     | One or Two . . . . .   | 1 |       |
|     | Three or more . . . . .  | 3 |       |
| 4.  | Number of Prior Sustained Petitions for Burglary,<br>Theft, or Auto Theft      |   | _____ |
|     | None . . . . .   | 0 |       |
|     | One . . . . .  | 1 |       |
|     | Two or more . . . . .  | 2 |       |
| 5.  | Number of Prior Commitments of Ten Days or More                                |   | _____ |
|     | None . . . . .   | 0 |       |
|     | One or more . . . . .  | 2 |       |
| 6.  | Number of Prior Parole Violations  |   | _____ |
|     | None . . . . .   | 0 |       |
|     | One or more . . . . .  | 3 |       |
| 7.  | Returns to YA as a Parole Violator or Recommitment                             |   | _____ |
|     | None . . . . .   | 0 |       |
|     | One or more . . . . .  | 1 |       |
| 8.  | Number of Major (Level B) Disciplinary Reports<br>Received During Last YA Stay |   | _____ |
|     | None . . . . .   | 0 |       |
|     | One or Two . . . . .   | 1 |       |
|     | Three or more . . . . .  | 2 |       |
| 9.  | Misconduct Reported During Prior Placements (County<br>Facilities)             |   | _____ |
|     | None . . . . .   | 0 |       |
|     | Minor . . . . .  | 1 |       |
|     | Major . . . . .  | 2 |       |
| 10. | School Disciplinary Problems Reported  |   | _____ |
|     | No . . . . .   | 0 |       |
|     | Yes . . . . .  | 1 |       |

TOTAL \_\_\_\_\_

0 - 5 = Low Risk  
6 - 12 = Moderate Risk  
13 - 20 = High Risk

EXHIBIT 3-I  
ASSAULTIVE RISK ASSESSMENT SCALE

			<u>Score</u>
1.	Age at First Delinquency Commitment		_____
	15 or under . . . . .	1	
	16 or over . . . . .	0	
2.	Number of Prior Arrests		_____
	None . . . . .	0	
	One to Three . . . . .	1	
	Four to Eight . . . . .	2	
	Nine or more . . . . .	3	
3.	Number of Prior Commitments of Ten Days or More		_____
	None . . . . .	0	
	One or more . . . . .	2	
4.	Most Serious Prior Offense		_____
	Rape, Armed Robbery . . . . .	3	
	Other Violent Offenses . . . . .	1	
	None or Other Non-Violent Offenses . . . . .	0	
5.	Prior Gang Activity (Community)		_____
	None, Minor . . . . .	0	
	Major . . . . .	2	
6.	Gang Activity During YA Stay		_____
	None . . . . .	0	
	Activity Reported . . . . .	2	
7.	Major Assaultive Incidents During Last YA Confinement Period		_____
	None . . . . .	0	
	One or more . . . . .	2	
8.	Overt Aggression Report Prior to Last YA Confinement Period		_____
	None . . . . .	0	
	Minor . . . . .	1	
	Major . . . . .	2	
9.	School Disciplinary Problems Reported		_____
	No . . . . .	0	
	Yes . . . . .	1	
	TOTAL		_____

0 - 5 = Low Risk  
6 - 9 = Moderate Risk  
10 - 18 = High Risk

agency accountable for meeting the program needs and schedule of events outlined in the initial case plan.

A good case management process provides considerable help to staff as well as system accountability. Due dates are routinely tracked and lists of required activities are provided to staff. In addition, program data can be stored, relieving staff of the burden of attempting to be somewhat knowledgeable of all the program possibilities available.

Finally, it recommended that the Illinois classification and case management process be fully automated. In an automated environment, many of the assessment instruments presented earlier in this report would become computer screens, reducing paperwork and providing for better and more timely transfer of data among institutions and parole offices. Computerizing these data allows for:

- o Systematic matching of youths to programs
- o Establishing prioritized waiting lists for programs with limited slots available
- o Routine aggregation of data for program planning and evaluation
- o Automated production of reports and due lists to help staff manage their caseloads effectively.

Some excellent automated case management systems have been established in juvenile justice and the process outlined in this report is ideally suited to automation. If properly designed, such a system can be of significant benefit to all staff and administrators, providing accurate and timely information while reducing paperwork and substantially streamlining operations.

## CHAPTER FOUR INSTITUTIONAL CUSTODY

### The Development of the Juvenile Initial Classification Instrument

The Juvenile Division has had in place since 1983 a risk and needs assessment of youths.<sup>5</sup> This assessment reviewed a variety of youth characteristics from criminal history to family relations. A process study conducted by the IDOC indicated that many of the items were not readily available to the counselor and security and placement decisions were made independent of this information. Consequently, a decision was made by the IDOC to conduct a study to refine and improve the Juvenile Division's risk and needs assessment process.

The Division, in conjunction with the Planning and Budget Section, began a three year process in identifying and developing an Initial Classification Instrument designed to help identify youth's security needs. This process began by meeting with experts in juvenile corrections in the State of Illinois. From these meetings, the goals of the Juvenile Classification System were identified.

To move youths through the correctional system in the most efficient and effective manner to promote rehabilitation and reduce recidivism.

To place youths in the least secure environment possible while matching program needs with available services.

Items were also identified that have and could play a role in making security and placement decisions. Table 4-1 lists the items

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<sup>5</sup> This Chapter was written by Brenda Eich and Nola Joyce, IDOC, Planning and Budget Division. Only slight editorial changes were made by NCCD staff to the original manuscript received by NCCD.

Table 4-1

## POTENTIAL FACTORS EFFECTING SECURITY AND PLACEMENT

Risk Assessment	Family Stability/ Community Involvement	Special Needs Assessment
Alcohol Abuse Drug Abuse Relationships/Opposite Sex Relationships w/Same Sex Sexual Adjustment Severity of Commitment & Offense Number of Prior Non-Traffic Arrests Number of Traffic Arrests Most Serious Prior Offense Number of Prior Offenses Current Age Age at First Arrest Prior Probation Terms Age at First Adjudication Court Adjudications (Delinquent or Neglect) Assaultive Behavior Assault Leading to Adjudication Assault on Authority Figure Prior Runs From Home Prior Runs From Foster/Group Homes Prior Escapes From a Secure Facility Patterns of Aggressive Behavior Prior Disciplinary Transfers Gang Association/Involvement Length of Sentence Assault on Peers Assault on Staff Assaultive Behavior at Reception Weapon Used in Instant Offense Pending Warrants	School Attendance Academic Achievement Vocational Skills Employment/Work Performance Family Disorganization Number of Address Changes Lack of Parental Control Peer Relations Attitude (Motivation) Recreation/Leisure Time Residential/Community Stability Life Skills Communication Skills Family Finances Community Treatment Programs Health/Hygiene Committing County/Cook/Downstate Residence County Siblings Involved in Committing Offense Last with Mother/Father/ Foster Home Family Relations Involvement w/Social Service Agencies Current Guardian History of Child Abuse History of Neglect	Learning Disabilities Emotional Stability Aggressive Behavior Psychotropic Drugs Mental Health Needs/Concerns Suicidal Tendencies Medical Indices Chronic Medical Conditions Acute Medical Conditions Achievement Level Intelligence Measure Learning Disabilities Management (Placement Variable)



identified by a review of the literature and the committee which could be possibly used for classification purposes. A primary goal of classification research is to identify salient factors that are related to institutional behavior. An associated goal is that the instrument be parsimonious or identify the minimum number of factors that produce the strongest association with institutional misconduct.

#### Description of the Sample and Data Used for the Study

The next step was to collect data on these potential classification items. The decision was made to develop an interim data base that would allow the collection of the data and at the same time provide information to staff on these items.

A sample of 203 male delinquents and felons committed to the Juvenile Division from July 1, 1989 to October 1, 1989 were used for the analysis. Since the proposed Initial Classification Instrument would not be used for parole violators or court evaluation cases, these types of admissions were not included in the final sample.

The sample was tracked for six months or less if their incarceration period ended prior to six months. Disciplinary data was collected over this time period. In addition to disciplinary data, criminal history, social history, demographics, and substance abuse history also were collected. A profile of the sample is provided in Appendix C.

### Outcome Variable

The outcome variable, used as an indicator of institutional behavior, was disciplinary tickets earned and associated sanctions received by the youth. This approach weighs the seriousness of the behavior which resulted in the disciplinary ticket.

Sanctions used in the weighing scale included confinement days, time extension to board hearing, and lose of privileges. The number of days sentenced to each sanction was collected for each guilty ticket. A mathematical formula was developed that produced the weight for each ticket. Also contained in the Appendix C is a table that shows the disciplinary tickets and the associated weights. A log transformation was done on the dependent variable so that the assumptions for regression modeling were met.

The most serious tickets are arson, escape, assault, dangerous disturbance, and sexual misconduct. All received a weight of 20 or more, while behaviors such as insolence, unauthorized movement, and disobeying a direct order had a weight of less than one. Thus a youth that had numerous tickets for minor infraction will score lower on the outcome variable than a youth who violated a major rule. This interprets into the security decision that youths with minor rule violations are minimum security candidates.

The goal of the research was to identify what factors, known at reception, are associated with the outcome variable. If the desire is to place youths at the lowest security level possible, while reducing the risk of major rule violations, then the task was to identify what factors might help make that decision.

### Major Findings

The statistical analysis of regression was used to identify predictor variables. The variables that came into the equation were prior aggressive behavior, the number of petitions filed, delinquency declared, or felony conviction for a property offense, the degree of assessed parental control, and psychological needs level. The multiple  $r^2$  was .2310 for the equation meaning that 23 percent of the variation in disciplinary misconduct is "explained" by the items use in the formula to predict institutional misconduct. The correlation matrix is provided below in the Table 4-2.

The next step was to determine the cutting point for interval data to convert them into nominal data and weights for each item. The Beta was used to determine the weights. Through a series of sensitivity analysis the best cutting points and weights were determined. To determine the "best", the regression runs with the weighted variables were compared with the original run in Table 4-2. The resulting instrument is given in Table 4-3. The regression run of the instrument items against the outcome variable is given in Table 4-4.

As you can see the order of the variables and their influence is very close to the original regression. The multiple  $r^2$  for this run is .2247, only .0063 less than the original run.

To determine what factors in the instrument influences the final score, a regression of item scores against the total score

Table 4-2

SUMMARY TABLE FOR THE MULTIPLE REGRESSION

Step	Variable	Multiple R	R Square	R Square Change	Beta	Correlation
1	PRAGGRS	.3550	.1260	.1260	.3550	.3550
2	SUMPROP	.4244	.1801	.0541	.2344	.2754
3	RNOCNTRL				.1078	.1579
4	NEEDSLVL	.4806	.2310	.0509	.2118	.2929

Table 4-3

JUVENILE INITIAL CLASSIFICATION INSTRUMENT

NAME: \_\_\_\_\_ YIN: \_\_\_\_\_

1. Prior Aggressive Behaviors \_\_\_\_\_

- a. No prior aggressive behaviors 0
- b. Aggressive behaviors toward peers in school, detention, or R&C 2
- c. Aggressive behaviors toward staff, in school, detention, or R&C 6
- d. Aggressive behaviors toward peers and staff, in school, detention, or R&C 8

2. Property Offenses \_\_\_\_\_

The number of property arrests resulting in either a petition filed, delinquency, or felony commitment.

- a. Less than 11 0
- b. 11 or more 6

3. Parental Control \_\_\_\_\_

Parent/surrogate parent, regardless of attempts,  
have no control over youth or they support anti-  
social activity or there is no parental involvement.

If parent has some control 0

If parent has no control 3

4. Needs Level \_\_\_\_\_

Based on the clinical evaluation

a. No Need: No clinical done or no need 0

b. Minimal: In need of twice monthly to one  
weekly contact with mental health  
professional 1

c. Moderate: In need of weekly  
contact 2

d. Urgent: In need of at least  
or more weekly contacts 3

5. TOTAL SCORE \_\_\_\_\_

6. Scored Security Level

0 - 2 Minimum

3 - 9 Medium

10 + Maximum \_\_\_\_\_

ESCAPE/SECURITY RISK

Minimum Medium Maximum

1. Nature of the Offense

Comments:

2. Run History

Comments:

3. Outstanding Charges/Warrants \_\_\_\_\_

Comments: \_\_\_\_\_

4. Time to Serve \_\_\_\_\_

Comments: \_\_\_\_\_

Escape Risk Level \_\_\_\_\_

Scored Security Level \_\_\_\_\_

Assessed Security Level \_\_\_\_\_

Recommended Override: \_\_\_\_\_

Comments: \_\_\_\_\_

FINAL SECURITY LEVEL \_\_\_\_\_

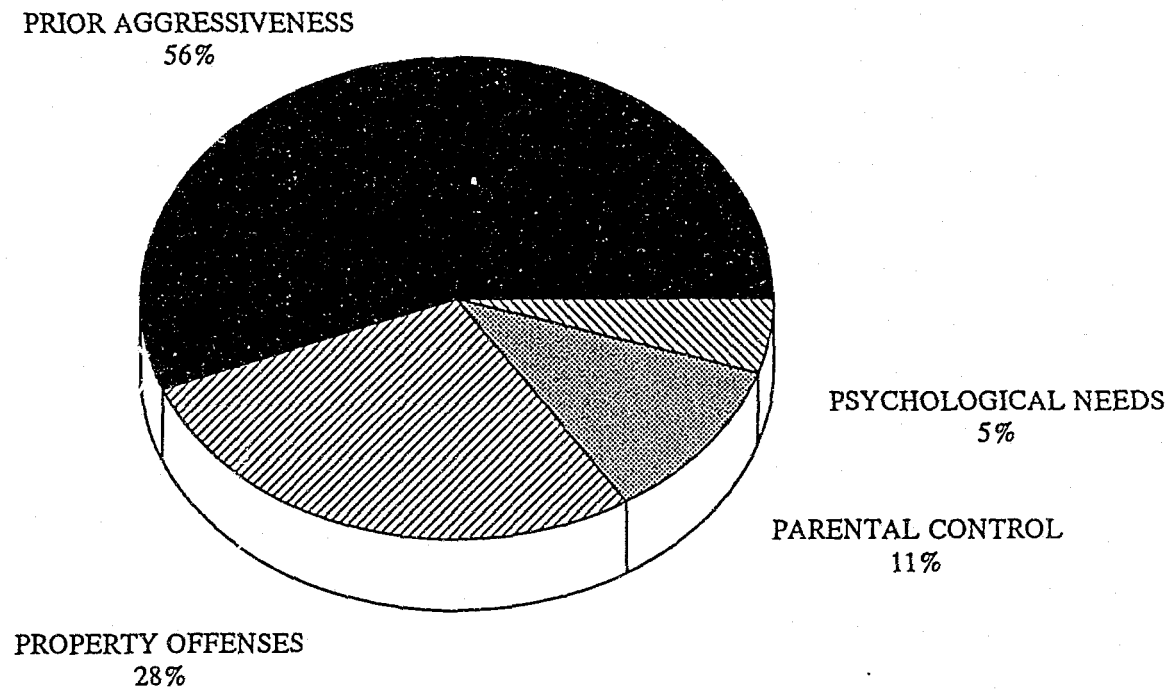
TABLE 4-4

MULTIPLE REGRESSION SUMMARY FOR INSTRUMENT

Step	Variable	Multiple R	R Square	R Square Change	Beta	Correlation
1	AGGRSCRE	.3322	.1104	.1104	.3322	.3322
2	PROPSCRE	.4104	.1684	.0581	.2410	.2317
3	CNTRLSCR				.1251	.1583
4	NEEDSLVL	.4741	.2247	.0563	.2150	.2742

was done. Exhibit 4-A illustrates the influence of each of the instrument items. Prior aggressiveness in school, detention, or R&C determines 55 percent of the total score. This is appropriate since one of the major tasks of correctional administration is to protect the vulnerable from the aggressive.

**EXHIBIT 4-A**  
**PERCENT OF THE TOTAL SCORE**  
**ACCOUNTED BY EACH FACTOR**



The number of property offenses accounts for 28 percent of the score. Property offenders in other classification studies in Illinois have been found to be the most problematic offender. It held true for community supervision, they have highest recidivism rate, and for institutional behavior. A possibility is that these offenders are impulsive and more involved in substance abuse. The property offense is an indicator of these other factors that are crucial to security decisions.

The degree of parental control accounts for 11 percent, while psychological needs level contributes 5 percent. These items tap into socialization and psychological factors. A youth whose parents have no control over him will also be difficult to control in the institution. Psychological factors contribute to behaviors that may be disruptive or dangerous, especially if they are combined with any of the above items.

This instrument attempts to identify youths who have a history of aggressive behaviors in controlled settings, impulsivity, lack of socialization and psychological needs. It is the youths that have a combination of these factors that need the more secure settings.

#### Instrument Cutting Points

The final step was to determine the cutting points for the instrument score that correspond to security level. Cutting points were determined by examining "success rates." A "successful" youth was one who earned tickets at a rate slightly above the minimum



institution rate. Table 4-5 shows the cutting points by a measure of success.

TABLE 4-5  
SECURITY LEVEL BY SUCCESS MEASURE

	Success	Failure	Total
Minimum	63	5	68
0 - 2	93%	7%	33%
Medium	79	20	99
3 - 9	80%	20%	49%
Maximum	21	15	36
10 +	58%	42%	18%

Thirty-three percent of the sample scored minimum with a 93 percent chance of being successful. This compares to 18 percent scoring minimum with 58 percent chance of being successful. Cutting points can be adjusted to place more youths in minimum custody. The guiding decision criteria should be the degree of risk encountered when cutting points are changed.

An analysis of variance test was used to determine if there was a statistical significance between total scores for white and non-white youths and between younger (13-15) and older (16 and older) youths. The ANOVA analysis is shown in Table 4-6. A youth's age or race is not significantly associated with total

Table 4-6  
ANOVA FOR TOTAL SCORE BY AGE AND RACE

Source of Variation	Sum of Squares	DF	Mean Square	F	Sig of F
Main Effects	17.236	2	8.618	.399	.672
ADMTAGE	16.135	1	16.135	.747	.389
RACE	1.779	1	1.779	.082	.775
2-Way Interactions	.356	1	.356	.016	.898
ADMTAGE RACE	.356	1	.356	.016	.898
Explained	17.592	3	5.864	.271	.846
Residual	3847.001	17 8	21.612		
Total	3864.593	18 1	21.351		

\* 203 cases were processed

\*\* 21 cases (10.3 percent) were missing

score. Therefore, the instrument appears to be equitable to different groups of youths.

#### Escape Risks and Administrative Concerns

The bottom portion of the instrument contains potential factors that are considered in determining a youth's escape risk. Due to the low base rate for escapes, it is not feasible to mathematically determine what factors are associated with escape behavior. We must rely on the professional judgments of the correctional staff.

This portion allows for the codification of the decision process that determines a youth's escape risk. The counselor will

indicate which factors and seriousness of the factors he considered in determining escape risk. This will allow a review of that decision making process and eventually data for analysis.

The assessed security score will be determined by a combination of the classification score and the escape risk assessment. The assessed security score will reflect the higher of the two factors.

Finally, it must be emphasized that an excellent classification instrument is expected to work for 80-85 percent of the cases. The instrument does not eliminate the need for the counselor's professional judgment. It is recognized that there are cases which are beyond the measures of the classification instrument. An override provision is necessary to account for such situations.

#### Summary

This pilot study has laid the groundwork for a new objective custody system to be implemented by the Division over the next 12 months. This study found that using validated classification criteria, approximately 33 percent of new commitments are minimum custody, 49 percent scored as medium custody, and 18 percent maximum custody. These data further support that a substantial number of IDOC commitments are low risk cases and could be managed in low security or non-institutional settings.

The next step is to work with Juvenile Division Classification Committee to further pilot test the instrument to help refine the

weights and cutting points. The pilot test will also be used to test the reliability of the instrument. Once this work is completed, the Division will be prepared to implement the new custody system which can then be used for management and planning purposes.

## CHAPTER FIVE EVALUATION OF YOUTH AFTERCARE SYSTEM

### Introduction

This section of the report discusses the findings from interviews conducted with juvenile parolees to obtain qualitative data about the strengths and weaknesses of the current IDOC aftercare system. One hundred ninety-six interviews were conducted during April, May, and June of this year. The interviews were designed to examine:

1. Respondent participation in and satisfaction with post-parole programs or services.
2. The location, frequency, and perceived helpfulness of contacts between parole officers and their juvenile clients.
3. Respondent participation in IDOC institutional programs prior to release on parole.
4. Program participation of juveniles paroled to a group home environment.

### Methodology

Initially, random samples of juvenile parolees were selected from Cook County and the three "collar" counties (Kane, DuPage and Kendall). Interviews were to be conducted at the Juvenile Field Services (JFS) offices in Chicago and St. Charles. Unfortunately, many parolees in these samples were not available to be interviewed. Many had conflicts with work and/or school schedules. Others were simply not available and could not be present in the JFS offices.

Table 5-1 shows the number of completed interviews and the reasons why others in the initial random sample were not

TABLE 5-1  
INITIAL RANDOM SAMPLE  
COMPLETED INTERVIEWS

	"Collar" Counties		Cook County	
	Males	Females	Males	Females
TOTAL Listed in Random Sample	75	19	75	24
INTERVIEWED	15	6	42	13
TOTAL UNAVAILABLE	60	13	33	11
Reason Given				
Jail/Prison/RPV	15	1	8	0
AWOL	5	5	2	2
No Show	0	0	1	1
Work/School	23	3	0	0
Out of Juvenile DOC	6	1	1	0
Unavailable/ Reason Unknown	11	3	21	8

interviewed. Compliance with the original interview schedule was significantly better in Cook County than in the outlying areas. Forty-two (56 percent) of the 75 males scheduled to be interviewed out of the Cook County office were actually interviewed, while only 20 percent of the "collar" county males completed interviews. Undoubtedly, the low interview rate for the "collar" counties reflected the difficulty in scheduling youth dispersed over a wide geographical area.

When all available respondents in the initial random sample had been interviewed, a non-random supplementary sample was drawn

to secure additional respondents. This second sample was concentrated in the Chicago area where the close proximity of cases and the large parole population gave parole officers greater flexibility in scheduling interviews. Eighteen parolees who resided in group homes in Lake County, a group not well represented in the initial random sample but still important to this study, was also included in the supplementary sample. Table 5-2 shows the location of all parolees interviewed by NCCD staff.

TABLE 5-2  
BREAKDOWN OF PAROLEES BY INTERVIEW LOCATION

Location	Number Interviewed	
	Random Sample	Non Random Sample
St. Charles/Rockford	21	0
Chicago	55	102
Lake County - Group Home Residents	0	18
TOTAL (N=196)	76	120

Comparisons of characteristics of the random and non random samples from Cook County indicated no significant age or living arrangement differences, nor were non randomly selected cases more likely to be involved in substance abuse treatment. A significantly higher proportion of the non random sample, however, was comprised of Black Males. Youths that were randomly selected were also more likely to be attending school full time. School or

work attendance was a principal reason why so many randomly selected youths could not be interviewed. Hence, school and employment statistics reported here probably under-represent actual rates for parolees.

In addition to the 196 juvenile parolees interviewed, staff met with a group of 23 parole officers to discuss problems and issues. Each officer also completed a short questionnaire. They were questioned about caseload size, contacts with parolees, types of services provided, and their evaluation of the programs and services provided their clients. Copies of the survey instruments for both office and parolee interviews appear in Appendix B-2.

Both types of interviews employed semi-structured format. This format is used in exploratory or qualitative research where the objective is to identify the range of attitudes, preferences, or behaviors that exist in a population, rather than collecting data to address a specific hypothesis or evaluation criterion. A semi-structured interview covers a specified set of topics, but researchers are given the flexibility to spend more or less time on any one topic and to pursue relevant topics that arise during the course of the questioning.

Before describing the interview findings, it is important to note that they represent only the range of attitudes and program experiences of parolees selected by each area office. While every effort was made to convey that the interviewers were not associated with the IDOC, there may have been a tendency for respondents to give perceived, "right" responses. The reader should also remain



cognizant of this study's inherent sampling bias. Because the majority of the sample used in this study was not randomly drawn and the total sample is relatively small, caution should be used when generalizing a specific percentage or numerical finding to the population of IDOC juvenile parolees. The results do, however, provide general indications of the strengths and weaknesses of the current parole system, particularly in the Chicago area.

Most (90 percent) of the juveniles interviewed were male and a majority (65 percent) were Black. This coincides with the 1989 Illinois Institutional admissions statistics. Of the 1989 admissions, 90 percent of the admissions were male and about half of all admissions were Black. A larger percentage of Blacks are represented in this study because the majority (80 percent) of the interviews were conducted with Cook County parolees where a high percentage of youths committed to IDOC are Black. The juvenile parolees ranged in age from 14 to 21, with a mean age of 18. Most youth come from single family households; 67 percent of those interviewed lived with at least one parent, but only nine percent lived with both. The remainder (24 percent) lived with another family member or in a group home.

The remainder of this report discusses the key findings from each of the four major topics described above.

## Findings

### School Attendance

Forty-six percent of the juveniles reported attending school while on parole. Of those in educational programs, 40 percent were in GED training, 31 percent were in a special or alternative school, while only 19 percent were attending regular high school classes. Ninety percent reported going to these classes at least four times a week. Twenty-five percent of the youths reported that they were enrolled in their current school program before being released from the IDOC institution.

Of the 53 percent not attending school, only one in twenty had a high school diploma while 23 percent had their GED certificates. Twenty-eight percent reported officially dropping out of school. Over half of those not attending school said they could get back into school if they so desired. The major reasons cited for not attending school was being too old or not being accepted back into the school system for past behavior.

Interestingly, a slightly higher percentage of respondents (50 percent) said they thought school was a condition of their parole than were actually attending school. The average satisfaction rating for those attending school was 3.8 on a scale of 1 to 5. Only 15 percent were dissatisfied with their educational program. Blacks (53 percent) were more likely to attend school than Whites (21 percent) and females (55 percent) were more likely to attend school than males (45 percent). In general, this is a population with low academic achievement and

limited interest in education. Although the Juvenile Division stresses educational programming in its institutions, top flight vocational training coupled with survival skills instruction may prove more beneficial to many youths in IDOC. Programs like that recently begun at Kankakee should perhaps be expanded, particularly for older youth with serious academic deficits.

#### Employment

Twenty-six percent of the parolees were working at the time the interview was conducted; another 18 percent had worked previously but were currently unemployed. Of those employed, about half 51 percent worked full-time. In total, employed parolees worked an average of 31 hours per week and, on average, earned \$5.18 per hour. Parolees expressed general satisfaction with their jobs, rating them 3.9 on the 5-point satisfaction scale. However, one in five employed parolees said they were dissatisfied or very dissatisfied. Employment was a condition of parole for 31 percent of the parolees. Black respondents were more often employed than White respondents.

#### Vocational/Educational Training

Despite an obvious need for better job skills, only seven percent of the parolees interviewed were attending vocational training, and only five percent said vocational training was a condition of their parole. The lack of vocational training and good employment opportunities was an obvious concern of parole

staff. When asked generally about the types of programs needed in the community, 74 percent of the parole officers felt more employment and vocational training were needed to assist parolees in the community.

#### Treatment Programs

Each parolee was asked about program participation during the last 30 days of parole. Surprisingly, only eight percent attended some kind of drug treatment program during that period. Admission statistics (1989) indicate that 30 percent of IDOC youth had serious drug abuse problems at the time of commitment and another 38.5 percent were occasional abusers. Hence, the lack of involvement in drug treatment programs by parolees may constitute a major area of concern. Among juveniles enrolled in a drug treatment program since their release, 72 percent were satisfied or very satisfied. Significant racial disparity was noted in drug treatment. Twenty-four percent of Whites were participating in a drug program compared to only four percent of Blacks (see Table 5-3). Drug treatment was a condition of parole for the majority of those attending such programs.

Similar results were found regarding alcohol treatment programs. Only two percent of respondents attended such programs and attendance in all instances was reportedly a required condition of parole. Again, 1989 admission statistics reported that one in four youths had a serious alcohol abuse problem and nearly half were occasional abusers. Twenty-six percent of the

TABLE 5-3

PROGRAM PARTICIPATION RATES BY RACE AND SEX

Percent of Program Participation	Total	Race		Sex	
		Black	White	Male	Female
<b>School</b>					
Institution	74%	73%	76%	73%	80%
Parole	46%	53%	21%	45%	55%
<b>Employment</b>					
Institution	86%	88%	79%	85%	90%
Parole	26%	36%	20%	28%	15%
<b>Vocational Training</b>					
Institution	51%	56%	33%	48%	45%
Parole	7%	9%	2%	6%	15%
<b>Drug/Alcohol Treatment</b>					
Drug/Alcohol Ins.	15%	6%	45%	14%	25%
Drug Parole	8%	4%	24%	8%	10%
Alcohol Parole	2%	2%	5%	2%	5%
Other D/A Parole	3%	2%	5%	2%	5%
<b>Family Counseling</b>					
Institution	6%	6%	10%	6%	5%
Parole	8%	9%	7%	7%	10%
<b>Individual Counseling</b>					
Institution	28%	27%	33%	25%	55%
Parole	12%	9%	26%	12%	15%

parole officers felt a need for more drug and alcohol programs. Some officers expressed a concern about program availability and several mentioned the high cost of these programs as the reason why the programs were not more widely available.

### Counseling

Only 8 percent of the parolees were involved in family counseling. Those in counseling attended sessions about twice a month. Counseling was cited as a condition of parole for less than half of those attending. Among parolees attending family counseling since release, the satisfaction rating was 3.6 and only 13 percent expressed some level of dissatisfaction with the service. Service to families has always been a weakness in the American juvenile correctional system where focus has been on the youth rather than the family environment. Some recent innovations are attempting to deal with this dilemma, but to date there are no major models of success to emulate.

A number of jurisdictions throughout the country, however, have begun to utilize a family-focused treatment approach with delinquency cases. To date, most of these are viewed as alternatives to incarceration rather than parole or continuum of care programs. One program model, exemplified by the Families in Transition (FIT) and DELTA (Directing Energies for Life Transitions through Adolescence) programs in Dane County, Wisconsin, serve families whose delinquent children are at risk of institutional placement. The programs provide intensive (two to five contacts

per week), short-term (90 day) home-based family treatment and intervention services. The goal of these programs is to prevent institutionalization of the youth by identifying and treating problems within the family structure, by enhancing the strengths and resources of the family, by developing support systems for the family, and by helping the family change destructive interactional patterns. Because of the intensity and brevity of the treatment, a strong aftercare component is necessary.

Other family-based services approaches are not as intense or treatment oriented, but like the intensive family therapy model, operate under the philosophy that comprehensive family treatment utilizing community resources is needed to alleviate the causes of delinquent behavior. Examples of family-based services programs include the Spectrum In-Home Services program in Wayne County, Michigan, the Home and Community Services program in Dane County, Wisconsin, and the Pilgrim Center in Massachusetts.

Twelve percent of the sample interviewed received some individual counseling within the last 30 days (an average of three times a month). However, nearly half of the participating parolees were required to attend individual counseling as a condition of parole. The difference between parole board requirements and actual practice was not explained although, in many systems, the term "counseling" is rather vaguely defined and covers a wide range of activities. Hence, regular meetings between parole officer and youth may, from the officer's viewpoint, constitute formal counseling sessions. Data reported later in this section support

the notion that "help" provided by officers with family issues was not considered "counseling" by the youths interviewed (officer help with family problems was cited by 54.6 percent of the youths interviewed). In total, about 27 percent stated they had received counseling from their parole officer at some point during parole. Again, some racial differences were noted. Whites (26 percent) were more likely to receive individual counseling than Blacks (9 percent). Hence, actual involvement appears to fall well short of the mandate. Parolees that attended individual counseling rated it 3.8 on the satisfaction scale and 61 percent were satisfied or very satisfied with the service. Only 11 percent of the parolees were dissatisfied. Table 5-3 summarizes the program participation and program satisfaction level of parolees interviewed.

It should be noted that the questionnaire recorded participation during the last 30 days of parole. Program participation at any time during parole may, therefore, be somewhat higher than the figures noted in Table 5-4. In fact, when youths were asked about areas where parole officers provided help, entry to school and other programs was cited at a higher rate than participation rates. Hence, youths could well have been in programs but dropped out more than 30 days before the interview was conducted. Attrition rates are undoubtedly high in this population.

In sum, based on our limited sample, it appears that few parolees participate in structured treatment programs in the community. This is a population with extensive criminal histories,



TABLE 5-4

PROGRAMS/SERVICE PARTICIPATION DURING PAROLE

Program/Service	Percent Participating	Mean Level of Satisfaction*
Education	45.9%	3.88
Employment	26.3%	3.91
Vocational Training	6.6%	3.92
Drug Treatment	8.2%	3.90
Alcohol Treatment	2.0%	4.00
Family Counseling	7.7%	3.60
Individual Counseling	12.2%	3.85
Other Drug/Alcohol Program	2.6%	3.33

\* Satisfaction Scale

- 1 Very Dissatisfied
- 2 Dissatisfied
- 3 Neutral
- 4 Satisfied
- 5 Very Satisfied

significant deficits and a pronounced need for services. The relative paucity of program involvement does not translate into much hope for increasing success rates following return to the community.

Juvenile Contacts With Their Parole Officer

Caseload

The average caseload size for the 23 parole officers interviewed was 34.5 parolees. Their caseloads ranged in size from

13 to 55 parolees. This compares most unfavorably with some neighboring states (Wisconsin, for example, where parole caseloads average 9-15) but is well below average in some other major metropolitan areas (i.e., Los Angeles where caseloads average 150). Fifty-five percent felt their caseload size was "about right". Of officers interviewed, nine percent felt their caseload was "too small", while 36 percent had a caseload that was, in their opinion, "too large". These opinions coincided with where their caseloads fell in the range.

#### Parole Contacts

Parolees were contacted by their agents an average of 6.62 times a month. Most of these contacts were by phone (4.19). Face-to-face contacts occurred an average of 2.43 times per month. The contact data is summarized in Table 5-5.

TABLE 5-5  
AVERAGE NUMBER OF PAROLE OFFICER CONTACTS  
WITH PAROLEES

Total Contacts	Phone Contacts	Face-to-Face Contacts
6.62	4.19	2.43

The majority of the face-to-face contacts occurred at the parolee's home or at the agent's office. Fifty-six percent of the juveniles said they were contacted at home by their parole officer and 52 percent had met with the officer in the parole office. The

average number of monthly contacts was 1.14 at the parolee's home and 1.11 at the agent's office. Table 5-6 presents a location breakdown of all face-to-face meetings.

**TABLE 5-6**  
**LOCATION OF FACE-TO-FACE MEETINGS BETWEEN JUVENILES**  
**AND THEIR PAROLE OFFICER**

Meeting Location	Percent of juveniles reporting contact	Average contacts per month
In office	51.7%	1.11
In parolee's home	55.6%	1.14
At school	8.4%	.12
At work	1.1%	.02
On street	2.8%	.03

Data from 15 time studies of juvenile agencies conducted by NCCD between 1984 and 1990 indicated that when two or three face-to-face contacts are required each month, the average time spent with the client is approximately 45 minutes per occurrence. If these figures hold for Illinois (and the 2.43 face-to-face contact estimate is accurate), the average parolee spends 1 hour and 50 minutes per month with his/her parole officer. Total time devoted to each case -- again if averages from these 15 studies can be applied to Illinois cases -- would amount to approximately five hours per month.

These estimates should be viewed with extreme caution, as they are only a weak attempt to determine how much time is devoted to

each parolee based on averages from 15 other jurisdictions. Obviously, there could be substantial differences in practice and procedures in Illinois that would result in very different results.

It is also important to note that if reported home contacts are accurate, Illinois officers make greater use of home visits than staff do in many other jurisdictions. Review of the time studies noted above indicate that it is rare to have the average number of home visits exceed the number of face-to-face office contacts.

Only 40.3 percent of the parolees reported being "ordered" to report to their officer a certain number of times each month. "Ordered" meetings accounted for 1.77 of the 2.43 face-to-face meetings per month. This suggests that meetings with parole officers, on average, exceed requirements.

Fifty-four percent of the parolees received telephone calls from their officers. An average of 1.7 calls were made by officers to parolees each month. In addition, 76.5 percent of the parolees reportedly initiated an average of 5.3 calls per month to their parole officer. About 40 percent of the parolees were ordered to call their officer.

#### Perceived Helpfulness of Parole Contacts

Table 5-7 shows a list of areas where parolees indicated that their parole officers were helpful. Officers were reported as being most frequently helpful with finding a job and getting into school. In addition, over half of the juveniles reported their

TABLE 5-7

AREAS IN WHICH PAROLE OFFICERS WERE SEEN  
AS HELPFUL TO JUVENILES

Area of Helpfulness	Percent Indicating Help was Received
Finding a Job	60.2%
Getting into School	66.3%
Working with Family	54.6%
Finding a Residence	18.9%
Counseling	26.8%
Drug/Alcohol Program	12.8%
Other	22.4%

officers were also helpful working with their families. Help with residence, counseling, or drug and/or alcohol programs was noted less frequently. The area of "other" included almost exclusively "being available to talk".

Comparing these answers to participation rates reported in Table 5-3 indicates that youths were enrolled in programs, especially school, but had dropped out prior to our interview session. Long-term commitment to programs is difficult to attain but appears to be a significant need.

Parolees were asked to rate their officers overall helpfulness on a scale of 1 to 3. Generally, parolees expressed considerable satisfaction with their officers; 40 percent rated their officer helpful, while 55 percent said their PO was very helpful. Only five percent reported their parole officer as being not helpful at

all. This represents an excellent overall evaluation of parole staff.

Participation/Satisfaction of Programs While in IDOC Institutions

Table 5-8 shows the institutions from which sample respondents were paroled. Institutional stays ranged from 2 to 42 months. The median length of stay was 9 months. The juveniles interviewed had been on parole from 1 to 42 months, with a median stay on parole of 6 months.

TABLE 5-8

INSTITUTION FROM WHICH RESPONDENTS WERE PAROLED

Institution	Juveniles	Percent
Valley View	65	33.2%
St. Charles	48	24.5%
Kankakee	20	10.2%
Harrisburg	20	10.2%
Warrenville	20	10.2%
Joliet	15	7.7%
Pere Marquette	7	3.6%
Other	1	.5%
<b>TOTAL</b>	<b>196</b>	<b>100.0%</b>

Table 5-9 shows the programs which respondents reported participating in during their institutional stay. Program participants were asked to rate their level of satisfaction on a scale of 1 to 5. Participation rates ranged between 6.1 percent

TABLE 5-9

PROGRAM PARTICIPATION/SATISFACTION DURING INSTITUTIONAL STAY

	Percent Participating	Mean Level of Satisfaction*
Special Education	16.8%	3.67
Regular School	73.5%	3.65
GED Prep	28.6%	3.70
Vocational Trade	47.4%	4.28
Work	85.7%	3.82**
Individual Psychotherapy	28.1%	3.58
Family Therapy	6.1%	3.42
Drug/Alcohol Counseling	15.3%	4.03
Medication for Emotional Disorder	14.3%	3.39
Anger Management/Violence Control Counseling	13.8%	2.63

\* Satisfaction Scale

- 1 Very Dissatisfied
- 2 Somewhat Dissatisfied
- 3 Neutral
- 4 Satisfied
- 5 Very Satisfied

\*\* Average for 353 work experiences by 168 parolees, up to 3 experiences in the institution.

(Family therapy) to 85.7 percent (Work). Most programs were rated between 3 (neutral) and 4 (satisfied) on the 1 to 5 satisfaction scale. Roughly half of the parolees were involved in a vocational program and, on average, rated this experience between satisfactory and very satisfactory. Only one in seven took part in some form of drug or alcohol program, again well below the proportion of 1989

admissions reported to have serious substance abuse problems. Those that did were, on average, satisfied with the program. The anger management/violence control counseling program was the only item with any significant level of dissatisfaction.

### School

Education is the primary program of the Juvenile Division and our survey indicates that a regular school program was attended by 73.5 percent of the respondents. Another 16.8 percent of the population participates in special education. Statistics from the 1989 admissions show 51.4 percent of the admissions had an achievement level below seventh grade. In addition, 20 percent had attained a seventh to ninth grade achievement level and that a majority exhibited evidence of a learning disability. These data clearly indicate that this is a population with serious educational deficits. While improving skills and helping youth obtain GED's and high school diplomas is obviously important, vocational programming may be of even greater importance. These results also suggest that the Juvenile Division needs to escalate its advocacy efforts to ensure that youth who qualify for special education services under Federal regulations are receiving such service.

### Treatment

Institutional drug/alcohol counseling was attended by only 15 percent of those interviewed. Substantial differences were noted when comparing treatment rates for Blacks and Whites. Forty-



five percent of Whites attended drug/alcohol counseling compared to only six percent of Blacks. Because drug abuse data were not delineated, we do not know if serious substance abuse problems are more frequently reported for White youths in IDOC. Field staff, however, state that while intercity youths who come into corrections often sell drugs, they are not frequent users. Females (25 percent) had higher participation rates in substance abuse programs than males (14 percent). See Table 5-3 for the summary of these race and sex statistics. Admissions data show 25 percent of the admissions were frequent users of or addicted to alcohol, while 45 percent indicated occasional abuse. Thirty percent of admissions were frequent users of or addicted to drugs, while 38 percent were occasional users. Hence, it appears that a substantial number of youth with serious problems do not participate in treatment.

#### Vocational Training

Vocational training can play an important role in helping parolees find employment after they are released. Forty-seven percent were enrolled in some vocational training program while they were in DOC. Auto mechanics and woodworking were the most popular skills enrolled. Each program enrolled 25 percent of the parolees interviewed. On a satisfaction scale of 1 to 5, with 1 meaning very dissatisfied and 5 meaning very satisfied, parolees rated the vocational training programs an average of 4.3. Only five percent were dissatisfied or very dissatisfied with the

programs. Table 5-3 shows Blacks (56 percent) were more likely than Whites (33 percent) to participate in vocational training.

### Counseling

Admission data suggest that 48 percent of the juveniles had major family disorganization and 34 percent had some disorganization and stress in their family relations. Child abuse was documented in 14 percent of admissions and neglect was documented in 15 percent. Yet only six percent of the parolees used the family counseling offered in the institution. Family involvement is difficult at best in correctional settings, but returning youth to the same environment that they come from is a serious issue that requires more emphasis on the part of correctional agencies. Individual counseling was used by more females (55 percent) than males (25 percent), reflecting the emphasis placed on mental health program at Warrenville. Gang affiliation and gang involvement was reported for only 10 percent of the 1989 admissions, but another 57 percent of admissions were involved with delinquent peers.

In summary, treatment and counseling programs, both in the institution and in parole do not appear to be offered to all youth who need these programs. The Juvenile Division should focus on increasing substance abuse programs and individual and family counseling programs to help youth deal with serious issues they are facing.

### Group Home Experience

Twenty parolees living in a group home arrangement were interviewed for this study. All of the residents interviewed were males. Sixty percent were White, 30 percent Black, and 10 percent Hispanic. The residents' average age was 17 years, with their ages ranging from 15 to 19 years. Results for this group are reported separately because their parole experience is significantly different than that of parolees who return home.

### Caseworker Assistance

Residents of group homes reported that caseworkers were most frequently helpful in the areas of emotional problems (65 percent) and family issues (60 percent). An additional 40 percent assisted with youth or gang problems or other problems. Overall, residents were satisfied with the group home program. Only 20 percent of the residents were dissatisfied while 35 percent of the residents interviewed said that they were very satisfied with the program. The average satisfaction rating was 3.8 on a scale of 1 to 5.

### Group Home Program Participation

Group homes seemingly provide more counseling than youths obtain from regular parole. This may be a function of the higher problem profiles of youths placed in group homes. Youths placed in group homes were also more likely to participate in individual counseling (40 percent) and drug/alcohol counseling programs (35 percent) during their IDOC stay.

Group home residents were asked about their participation and satisfaction in programs used since they were released from DOC. A summary of this information is contained in Table 5-10. In general, they expressed satisfaction with the programs. Forty percent of the residents were enrolled in school and none were dissatisfied with their school program. The drug program enrollment is unusually high since drug treatment was part of the group home treatment modality. Alcohol abuse treatment is not a focus of the group home where these youths were placed. Consequently, none were enrolled in such programs. Employment and other drug/alcohol counseling were rated the highest on the satisfaction scale, while vocational training received the lowest rating from residents.

#### Summary

Data obtained in this phase of the project paint a good news/bad news picture. On the positive side, youths are quite satisfied with their parole officers and rate them highly. There appears to be a substantial amount of contact between officer and parolee, much of which occurs outside the office. In general, our study indicates that officers are "on top" of their cases.

The bad news is in the program/treatment area. Given the serious problem profile of a juvenile correctional population, few parolees are involved in programs that provide the type of assistance needed. When highly structured programs are needed, IDOC often has to rely on out-of-state placements. Funding for

TABLE 5-10

GROUP HOME RESIDENT'S PROGRAM PARTICIPATION  
AND SATISFACTION LEVEL

	Percent	Mean Level of Satisfaction*
School	40%	4.45
Employment	35%	4.50
Vocational Training	30%	3.83
Drug**	50%	4.00
Alcohol	0%	0
Family Counseling	15%	4.00
Individual Counseling	30%	4.14
Other Drug/Alcohol Counseling	20%	5.00

\* Satisfaction Scale

- 1 Very dissatisfied
- 2 Dissatisfied
- 3 Neutral
- 4 Satisfied
- 5 Very Satisfied

\*\* All participants included in the drug treatment category received this treatment in the group home.

this type of placement is woefully inadequate. Reportedly, about one million dollars are available annually to purchase specialized placement services. This is obviously not a large enough pool to attract private providers with track records for serving youth with special needs to the state. Other large urban states (e.g., Michigan, Ohio) spend many times this amount on private placements for delinquent youth.

In addition, a more structured system of parole classification would prove beneficial, helping to ensure services to those youth who most need them and documenting service needs in a systematic fashion for management. Additionally, while communication between institutions and parole staff is better than that found in many jurisdictions, improvements are still needed. The initial treatment plan developed at the reception center should include a parole module to insure that a continuum of care program is implemented for each youth in the system.

A continuum of care system assures that youths receive the most appropriate care at any point in the system, with support available to youth and their families as they move through placements and levels of care. Such a continuum of care system for delinquent youth would include the following elements:

- o matches services (primary and ancillary) to the needs of the youth and family;
- o assures continuity of services;
- o is more cost effective since case needs are more precisely matched to service and placement;
- o maintains focus on the least restrictive care which most closely approximates family life; and
- o maintains the focus on and has the necessary options to provide effective care in the closest geographical proximity to the youth's home community.

## CHAPTER SIX

### POPULATION FORECASTS AND POPULATION CONTROL OPTIONS

In this final chapter ten year IDOC population forecasts are presented to indicate the likely direction population growth based on current demographic trends and current juvenile justice policies. This "base" forecast is separated into both institutional and parole populations so that one can anticipate changes in both correctional populations.

Given the current crowding situation and that these projections reflect a slightly growing institutional population over the next decade, a number of alternative forecasts are shown that highlight how population growth can be curtailed with the implementation of certain policies that would serve to either reduce intake from their current levels and/or reduce the current lengths of stay. For each policy option, we provide the magnitude of the impact in terms of reducing the projected institutional population and provide an estimated savings in averted operational costs using the projected FY 1991 figure of \$34,000. The \$34,000 figure is on the conservative side, since inflation will have an unknown impact upon the actual operational cost per youth in the future. At the close of this report we summarize the cumulative effects of these various policy options on the ten year forecast.

#### Overview of the Projection Methodology

Since 1987, the IDOC Planning and Budget Unit has been utilizing a forecasting model developed by NCCD and operating on the state's IBM mainframe computer. In simple terms the NCCD

forecasting model allows one to effectively "mimic" the flow of youth through the IDOC institutional and parole populations. The model is also designed to disaggregate the flow of the youth by key offense groups so that changes in policies and laws can be simulated to assess the impact of such proposed reforms.<sup>5</sup>

In developing the base projection several levels of analysis were completed. We first analyzed the recent trends in new commitments.<sup>6</sup> Specifically, we used the last 12 months of admissions available from IDOC and disaggregated them by sex, race, age, and offense type. In so doing we are able to establish probabilities for an Illinois youth to be admitted to IDOC for one of the classes of crimes as shown in Table 6-1.

These classes of offenses are then further separated according to felony, delinquency and court evaluation groups or "statuses". This level of disaggregation mirrors the admission flow of IDOC and allows one to simulate changes affecting any one of these admission categories.

For each of these offense groups, lengths of stay distributions were calculated and loaded into the model as indicated in Table 6-1. These lengths of stay were again based on the most recent data made available by IDOC. They include not only

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<sup>5</sup> For purposes of this study, NCCD developed a micro-computer application of the main-frame model which will be forwarded to the IDOC for their use in the future.

<sup>6</sup> Only new commitments are being modelled at this point of the forecast. Those youth who return to IDOC (i.e., are re-admitted) are handled by the model's ability to assign chances for failing parole supervision.



TABLE 6-1

## OVERVIEW OF KEY INPUT PARAMETERS FOR PROJECTION MODEL

Offense Class	Admission Probability	Current LOS
1. Class X and M	(9.3 percent)	28.6 mos
2. Class 1	(13.5 percent)	11.3 mos
3. Class 2	(30.0 percent)	10.6 mos
4. Class 3 and 4	(15.3 percent)	9.4 mos
5. Misdemeanant	(29.0 percent)	8.6 mos
6. Unknown	(2.8 percent)	8.6 mos

institutional lengths of stay but also the period of parole supervision for both those who success and those who fail parole supervision.

Once all of these offense distributions and associated length of stay are compiled and loaded into the model, an assumption must be made regarding the number of youth expected to be admitted into the IDOC over the next ten years. This is clearly a difficult and tenuous task as one must try to anticipate not only future policies of law enforcement and the courts, but also the overall well-being of our youth population in terms of their educational performance, quality of family life, extent of drug abuse, and employment opportunities.

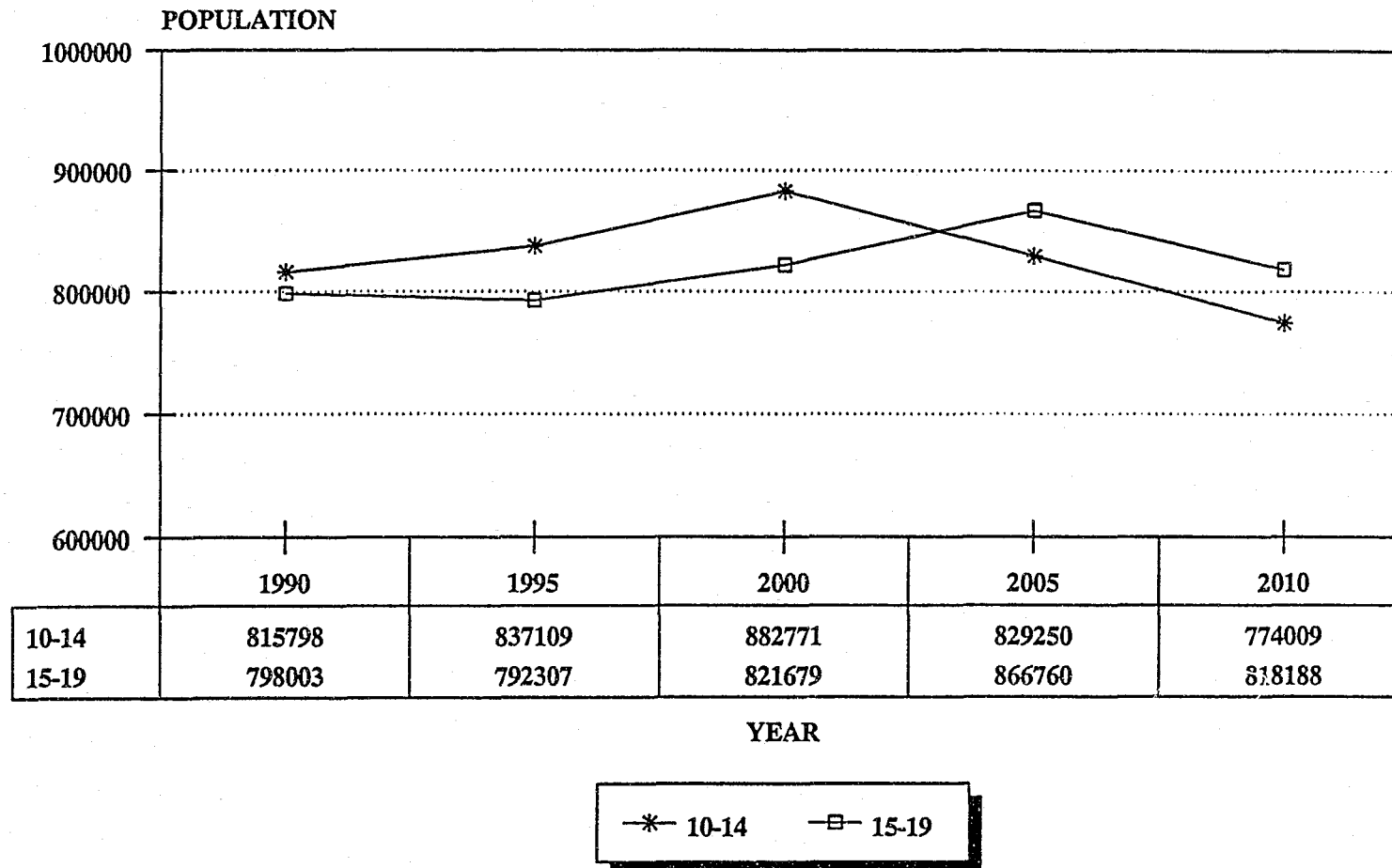
One factor affecting admissions that is known and should be used in making projections of future intake is the projected growth in the youth population. Specifically, if the size of the "at-risk" population is growing, then one can reasonably expect

associated increases in delinquency, arrests, petitions, and eventually, IDOC admissions. The state's Bureau of the Budget (BOB) forecasts the state's population and disaggregates these forecasts by sex, race and age groups. For IDOC admissions, the most relevant demographic groups are Black and Hispanic males between the ages of 15-17 as they have the highest chances of being admitted to IDOC. As that demographic group changes over the next decade in terms of its size, one can anticipate associated effects on IDOC admissions.

The BOB population projections do not provide for precise age categories that would directly mirror the age of juvenile court jurisdiction. Instead, projections are made for the two age categories: 10-14 and 15-19. However, these forecasts can be disaggregated by sex and race. Exhibits 6-A through 6-D summarize the youth population forecasts by age and race. With the exception of the Hispanic population, there is little change in the youth population growth over the next decade.

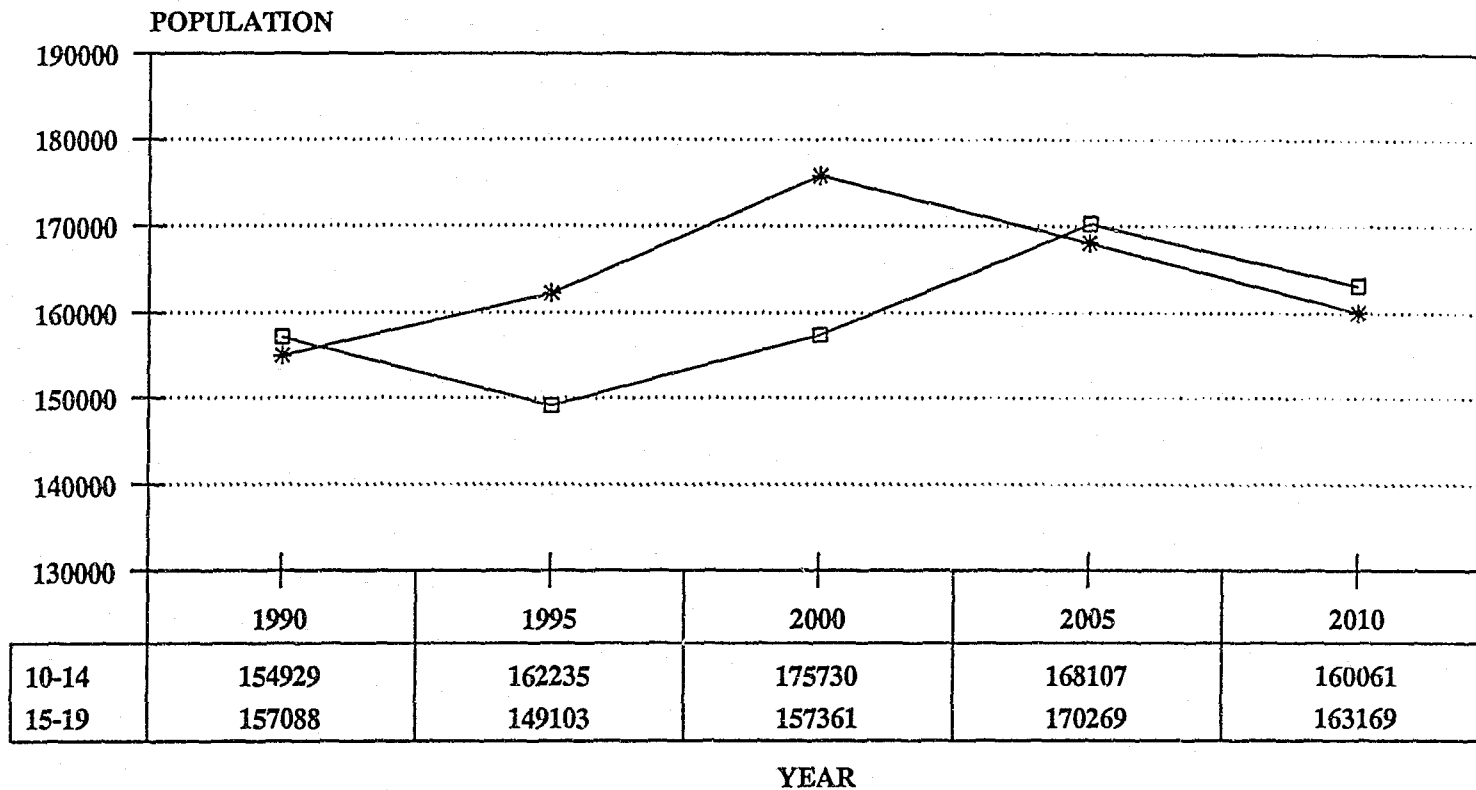
These demographic trends were then used to compute future admission trends for new commitments only. The results of these computations are shown in Table 6-2. It must be emphasized that these new commitment forecasts assume that juvenile justice trends will remain stable over the next decade. In other words, we are not assuming that rates of delinquency, arrests, and court dispositions involving commitment to IDOC per youth population will change during the next decade. As shown in Table 6-2, there is

# **EXHIBIT 6-A** **PROJECTED ILLINOIS YOUTH POPULATION** **1990 - 2010 ALL RACES**



Source: State of Illinois  
 Bureau of the Budget  
 June 1987

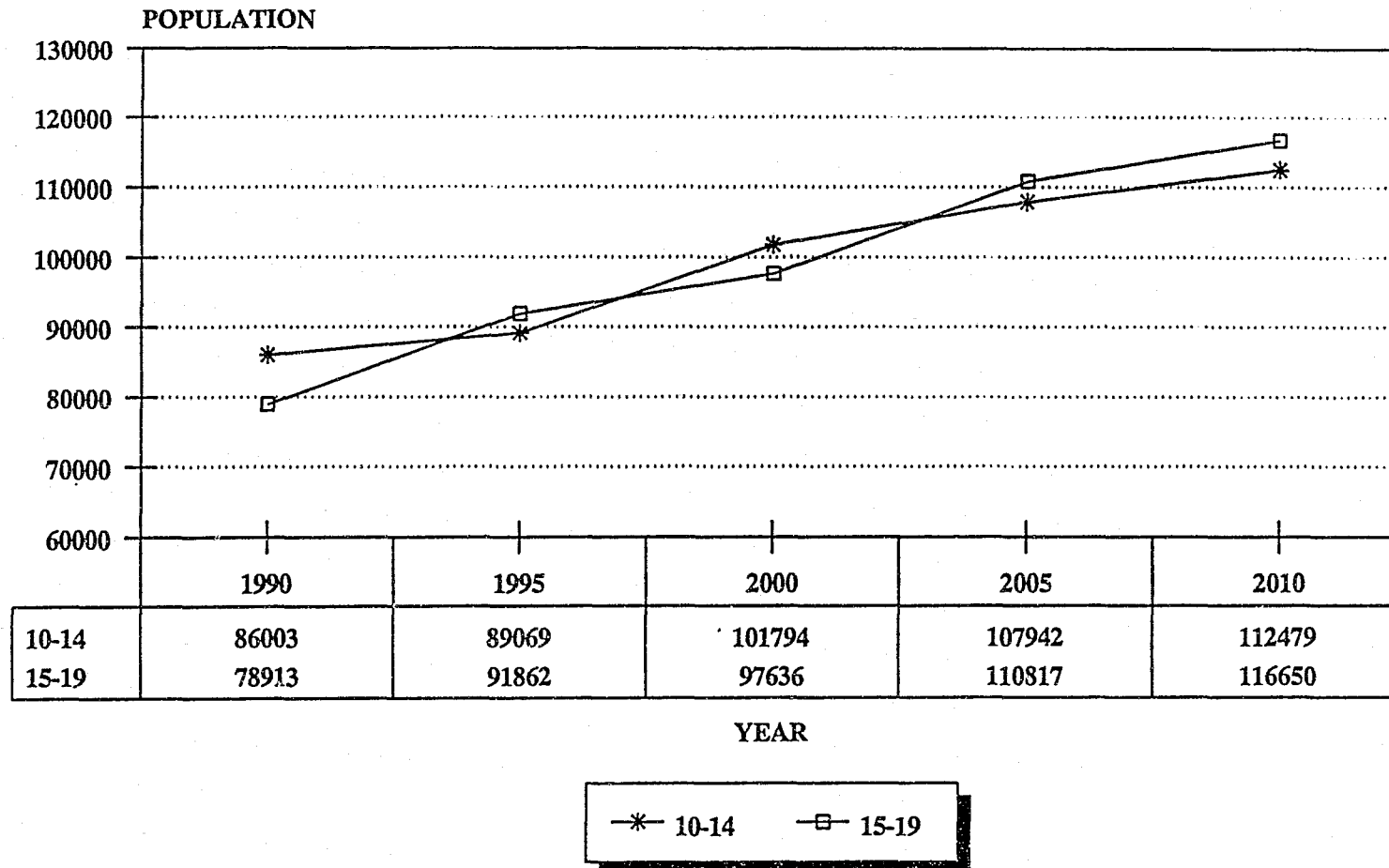
# **EXHIBIT 6-B** **PROJECTED ILLINOIS YOUTH POPULATION** **1990 - 2010 BLACK**



—\*— 10-14    —□— 15-19

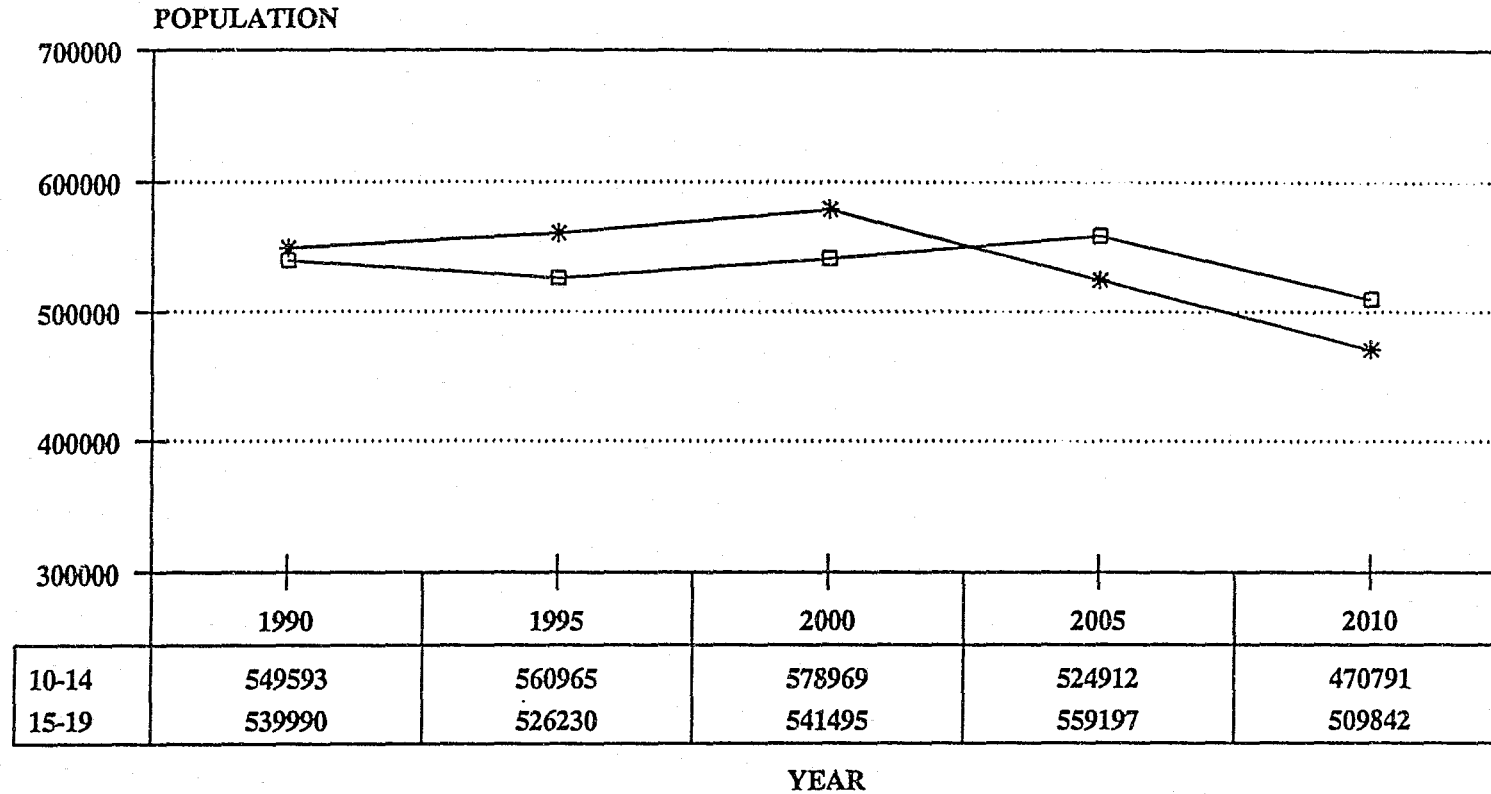
Source: State of Illinois  
 Bureau of the Budget  
 June 1987

# **EXHIBIT 6-C** **PROJECTED ILLINOIS YOUTH POPULATION** **1990 - 2010 HISPANIC**



Source: State of Illinois  
 Bureau of the Budget  
 June 1987

# **EXHIBIT 6-D** **PROJECTED ILLINOIS YOUTH POPULATION** **1990 - 2010 WHITE**



\* 10-14    □ 15-19

Source: State of Illinois  
 Bureau of the Budget  
 June 1987

TABLE 6-2

FUTURE ADMISSION TRENDS FOR NEW COMMITMENTS

Fiscal Year	Admissions	Percent Change
1989-1990	1,129	0.0
1990-1991	1,120	-0.8
1991-1992	1,115	-1.2
1992-1993	1,114	-1.3
1993-1994	1,115	-1.2
1994-1995	1,120	-0.8
1995-1996	1,127	-0.2
1996-1997	1,137	0.7
1997-1998	1,149	1.8
1998-1999	1,162	2.9

virtually no change projected in new court commitments based on this disaggregated demographic intake computation.

Summary of Population Forecasts

Base Projection

The base projection uses the assumptions previously outlined, and shows a 10.0 percent increase in the Juvenile Institutional Population to 1,367 on June 30, 1999 from 1,243 on June 30, 1990. The Juvenile Field Services Population shows a 17.9 percent increase to 1,530 on June 30, 1999 from 1,298 on June 30, 1990.

The fact that both the institutional and parole populations increase by 10 percent or more while the new court admissions grow by less than three percent is attributable to recent changes in

lengths of stay and increases in the number of returns from aftercare. There was a 22 percent increase of 255 in total admissions from fiscal 1988 (1,166) to fiscal 1989 (1,421). This increase resulted in shorter lengths of stay between fiscal 1989 and fiscal 1988 (refer to Tables 1-3 and 1-4), as the population only grew by 5.6 percent. The base projection uses fiscal 1989 data for lengths of stay and assumes that new commitment rates have stabilized at the fiscal 1989 levels. The result of this is to delay the increase to the institutional population that the increase in admissions would have had immediately if lengths of stay had not been changed, mainly due to future increases in parole returns.

The number of parole violators admitted in fiscal year 1989 was 384, 103 higher than fiscal year 1988. With the increase in the parole population, the number of returns can be expected to continue to increase, causing total admissions to increase while new commitments remain stable.

The even more dramatic increases in the parole population (nearly 18 percent) is related to the shortened length of stay in the institutional population, and earlier release to aftercare, which results in an apparent increase in lengths of stay on aftercare status before reaching maximum age for remaining in the juvenile system.



#### Diversion of Court Evaluations

This projection assumes a reduction of Court Evaluation admissions of one-third, which reduces new court admissions by 6.8 percent overall. This policy reflects the desire of the Advisory Committee to restrict the unwarranted use of court evaluations by selected counties. Also, the length of stay for those Court Evaluation admissions that are eventually vacated is reduced to 21 days, from approximately 39 days. All other assumptions are the same as the Base Projection.

The changes in assumptions immediately reduce the Juvenile Institutional Population by an average of 52 based on end of June numbers from 1991 to 1999, which would avert approximately \$1.7 million in annual operational costs. The Juvenile Field Services Population still increases to 1,467 by June 30, 1999, since this policy has no direct impact on that population.

#### Prohibition of Misdemeanant Commitments

During the current study, there was considerable discussion regarding the appropriateness of committing youth to IDOC for the less serious misdemeanor offenses. For some, youth committed to IDOC for these crimes represents an inappropriate use of long-term secure confinement. The length of stay for these commitments is nearly nine months on average. For others, these youth often represent more difficult and disturbed youth than reflected by their committing offense. Indeed, a more thorough analysis by the IDOC Planning and Budget staff showed that a significant number

(approximately half) of misdemeanor commitments have extensive prior serious felony crimes. Consequently, one must assume that should a statute be adopted by the state prohibiting the confinement of offenders for misdemeanor crimes, not all these youth would be affected.

This projection assumes a reduction in Misdemeanant admissions of fifty percent, which reduces new court commitments by 11.4 percent overall. All other assumptions are the same as the Base Projection.

The Juvenile Institutional Population is 166 lower than the base projection on average based on end of June numbers for 1991 to 1999. This gives a potential savings of \$5.6 million in annual operational costs. The Juvenile Field Services Population decreases slightly to 1,255 on June 30, 1999.

Adoption of Risk Assessment Guidelines by the  
Prisoner Review Board (PRB)

The final policy simulation executed assumes the use of a risk guideline instrument by the PRB in determining how long a youth would remain in secure confinement after commitment to IDOC. The PRB has considerable discretion over those youth committed as delinquents or for misdemeanor offenses. We have already noted that the PRB relies heavily upon the nature of the crime for setting the youth's ARD. Should the PRB adopt a risk based instrument similar to the one presented in Chapter Three, what would be the effects on population growth?

In this policy simulation youth classified as low risk would spend 30 days on average in IDOC before being released to community based programs. Those classified as moderate risk would spend 6 months on average prior to release, and those classified as high risks would spend their current lengths of stay of one year or more. If such a policy were adopted it would have a significant impact in lowering the projected population since many youth now serving 6 to 12 months would spend only 1 to 6 months in secure confinement. The results of the simulation show a reduction in the projection of an average of 229 youth based on end of June numbers for 1991 to 1999. This population reduction translates into a potential savings of \$7.8 million in annual operational costs. The Juvenile Field Services Population would increase by approximately 37, in part due to the increased number of youth being paroled earlier, but assuming the average length of stay on parole would not change. This may underestimate the size of the parole population, because lengths of stay on parole would potentially increase by six months or more for given youths.

#### Cumulative Effects of Policy Options

Table 6-3 summarizes these various projections presented so far, and adds a final projection that shows the cumulative effect of assuming that all of the policies were to be adopted simultaneously. If such an event were to occur, the 1991 to 1999 June 30 institutional population would be reduced by 379 from the base projection. This would result in a \$12.9 million savings in

TABLE 6-3

SUMMARY OF INSTITUTIONAL PROJECTIONS  
JUNE 10, 1991 TO 1999

Year	Capacity	Base	Court Eval.	Misd.	Risk	Cum.
1991	1,286	1,248	1,191	1,117	1,089	941
1992	1,286	1,265	1,198	1,081	1,077	902
1993	1,286	1,266	1,218	1,091	1,065	895
1994	1,286	1,313	1,228	1,110	1,093	899
1995	1,286	1,305	1,272	1,145	1,071	940
1996	1,286	1,350	1,281	1,163	1,037	915
1997	1,286	1,362	1,301	1,178	1,086	925
1998	1,286	1,364	1,349	1,203	1,090	978
1999	1,286	1,367	1,278	1,198	1,109	970
AVERAGE	1,286	1,309	1,257	1,143	1,079	930

annual operating costs. The parole population would also be reduced by 199 from the base projection, thus producing further savings in averted costs.

Finally, we present, in Table 6-4, the projected institutional projections taking into account a five percent peaking or crowding factor. This peaking factor recognizes that seasonal variations occur which in turn cause periods of excessive crowding. By using the peaking factor, one is more confident that extreme periods of crowding will not occur.

TABLE 6-4

SUMMARY OF INSTITUTIONAL PROJECTIONS  
JUNE 30, 1991 TO 1999  
WITH FIVE PERCENT PEAKING

Year	Capacity	Base	Court Eval.	Misd.	Risk	Cum.
1991	1,286	1,310	1,251	1,173	1,143	988
1992	1,286	1,328	1,258	1,135	1,131	902
1993	1,286	1,329	1,279	1,146	1,118	940
1994	1,286	1,379	1,289	1,166	1,148	944
1995	1,286	1,370	1,336	1,202	1,125	987
1996	1,286	1,418	1,345	1,221	1,089	961
1997	1,286	1,431	1,366	1,237	1,140	971
1998	1,286	1,432	1,416	1,263	1,145	1,027
1999	1,286	1,435	1,341	1,258	1,164	1,019
AVERAGE	1,286	1,374	1,320	1,200	1,133	977

## REFERENCES

Alternatives for Youth: Juvenile Justice Task Force Report, 1989,  
Office of Children and Youth Services: Lansing, MI.

**APPENDICES A-1 AND A-2**  
**Offense Categories and Statistics**

APPENDIX A-1

IDOC INSTITUTIONAL POPULATION - CRIME CLASS DEFINITIONS -		
Murder	-	Murder
Class X	-	Aggravated Arson, Aggravated Kidnapping - Ransom, Armed Robbery, Armed Violence, Attempted Murder, Delivery of Controlled Substances - X, home Invasion, Aggravated Criminal Sexual Assault
Class 1	-	Aggravated Kidnapping - Other, Armed Robbery, Delivery of Controlled Substances - Narcotics, Possession of Controlled Substances - GR, Residential Burglary, Criminal Sexual Assault
Class 2	-	Arson, Burglary, Delivery of Controlled Substances - Non-narcotic, Kidnapping, Possession of Explosives, Robbery, Theft (Over \$300), Residential Burglary, Aggravated Criminal Sexual Abuse, Vehicle Felonies
Class 3	-	Aggravated Battery, Burglary, Delivery of Controlled Substances - SC III, Forgery, Intimidation, Involuntary Manslaughter, Robbery, Theft (Over \$300), Retail theft (Over \$150)
Class 4	-	Possession of Controlled Substances - LS, CDTP, \$150+, Obstructing Justice, Possession of Burglary Tools, Theft of a Firearm, Theft of Services, Unlawful Restraint
Class A	-	Aggravated Assault, Battery, Cannabis - Delivery - 30, Cannabis - Possession - 30, Possession Controlled Substance - GR, CDTP \$150, CTTV, Escape - Peace Officer, Escape - Misdemeanor, Prostitution, Reckless Conduct, Resisting an Officer, Theft (Under \$300), Theft (Under \$300) - 2nd, Theft (Over \$300), Theft Coin Machine, Retail Theft (Under \$150), Retail Theft (Under \$150 - 2nd), Theft (Additional Information Required), Unlawful Possession of a Weapon, UUW, Vehicle Misdemeanor, Criminal Trespassing - Residence
Class B	-	Retail theft (Under \$150), Cannabis Possession 2.5-10.0
Class C	-	CTTL, Illegal C-P Alcohol (Consumption, Possession), Cannabis Possession 0-2.5
Other	-	Class V: Other Violations Ch 38, Other Violations Ch 56; 1-2
Missing	-	Missing



# APPENDIX A-2

## DRUG ADMISSIONS BY OFFENSE FY83 THRU FY90

	FY83	FY84	FY85	FY86	FY87	FY88	FY89	FY90
Cannabis-Deliv. +500	2	2	1	1	-	-	17	-
Cannabis-Deliv. -30	1	1	2	2	-	2	-	1
Cannabis Poss. -30	2	1	-	-	1	2	2	1
Poss Cont Subs-LS	3	6	3	1	2	8	25	29
Poss Hypo Syringe	1	1	-	-	-	2	-	-
Cannabis-Poss 30-500	-	-	-	1	2	-	1	-
Cannabis Other	-	-	-	-	1	-	-	-
Poss Contr Subs-GR	-	-	-	-	1	1	5	3
Deliv Cont Subs X	-	-	-	-	-	1	5	3
Deliv Cont Subs-Narc	-	-	-	-	-	1	3	7
Deliv Cont Subs-Nonnarc	-	-	-	-	-	1	5	7
Deliv Cont Subs Sc III	-	-	-	-	-	1	4	1
Cannabis-Poss 2,5-10	-	-	-	-	-	-	1	5
Cannabis-Poss 0-2,5	-	-	-	-	-	-	3	3
Cannabis-Poss +500	-	-	-	-	-	-	-	-
<b>Total</b>	<b>9</b>	<b>11</b>	<b>6</b>	<b>5</b>	<b>7</b>	<b>21</b>	<b>55</b>	<b>60*</b>

\* This FY90 number represents July through May. June data has not yet been added to the file.

**APPENDICES B-1 AND B-2**

**Data Collection Instruments**

**APPENDIX B-1**

### DISCIPLINARY HISTORY

Data Collectors Initials \_\_\_\_\_

Date of Collection      /      /     

\*\*\*\*\*

[illegible]

### Definitions

1. Youth's Name: Enter last name, first name. (Item 1 on the Adjustment Committee Summary.)
2. Youth's ID: Enter the six digit code found in item 2. If the document you're working off of does not include the leading zero(s), please be sure to do so.
3. Suffix: Item 2, if available or if not, find the youth's suffix from the admission's document.
4. IYC Loc: Use the following codes:
  - IHB = IYC-Harrisburg
  - IJO = IYC-Joliet
  - IRU = Intensive Reintegration Unit
  - IKK = IYC-Kankakee
  - IPM = IYC-Pere Marquette
  - ISC = IYC-St. Charles
  - IWV = IYC-Warrenville
  - RSC = Reception-St. Charles
5. Offense Date: The date the offense was committed as found in item 5.
6. Offense Number: The number of the offense as found in the narrative or on the Disciplinary Report under "Offense: 504"
7. Confinement: Enter the number of confinement days as found in item <sup>7</sup>10.
8. Time adjustment in days: Enter the number of "Revoke Good Conduct Credits" days, if applicable or the number of days entered under "delay in Recommended Parole to Prisoner Review Board". If none in either category, enter zero.
9. Loss of privileges: Enter "Y" for yes or "N" for no.
10. Restitution: Enter "Y" for yes or "N" for no.
11. Other: Enter "Y" for yes or "N" for no.

## MOVEMENT HISTORY

Youth's Id     /    /    /    /    /    

Date	Location	Reason
------	----------	--------

Figure 1 is a schematic representation of the experimental design. It shows a sequence of events: a subject is presented with a stimulus (a line), then a response is recorded (a line with a vertical tick), and finally, the subject is presented with a stimulus (a line) and a response is recorded (a line with a vertical tick). The sequence is labeled 'Stimulus' and 'Response'.

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**Figure 1**

**QUESTION**







[illegible]

① ② ③ ④ ⑤ ⑥ ⑦ ⑧ ⑨ ⑩ ⑪ ⑫ ⑬ ⑭ ⑮ ⑯ ⑰ ⑱ ⑲ ⑳ ㉑ ㉒ ㉓ ㉔ ㉕ ㉖ ㉗ ㉘ ㉙ ㉚ ㉛ ㉜ ㉝ ㉞ ㉟ ㊱ ㊲ ㊳ ㊴ ㊵ ㊶ ㊷ ㊸ ㊹ ㊺ ㊻ ㊼ ㊽ ㊾ ㊿





[illegible]





1.  $\frac{1}{2} \times \frac{1}{2} = \frac{1}{4}$

\_\_\_\_\_

1.  $\frac{1}{2} \times \frac{1}{2} = \frac{1}{4}$

\_\_\_\_\_

\_\_\_\_\_

11

11

11

11

## APPENDIX B-2

Standard Intro

Intro: Hello, \_\_\_\_\_ (first name) \_\_\_\_\_, my name is \_\_\_\_\_ (first name) \_\_\_\_\_, and I am from the National Council on Crime and Delinquency (NCCD). We are helping the Illinois Department of Corrections review its programs to see if improvements can be made. Your input can be very valuable to the study. We would like to ask you some questions about the services you have received and the programs you have been involved in.

THE INFORMATION YOU GIVE US IS COMPLETELY CONFIDENTIAL; IT WILL NOT GO INTO YOUR RECORD OR AFFECT YOU IN ANY WAY.

It should take only about 20 minutes of your time. Thanks for your help.



## INTERVIEW SCHEDULE

Interviewer \_\_\_\_\_  
(initials)

Last Name \_\_\_\_\_ First Name \_\_\_\_\_ M.I. \_\_\_\_\_

DOC number \_\_\_\_\_ (from file) DOB \_\_\_\_/\_\_\_\_/\_\_\_\_ Sex 1. Male  
2. Female

Race 1. White  
2. Black  
3. Hispanic  
4. Other (specify) \_\_\_\_\_

## I. "First, we need to know a little about your current situation."

Where do you currently live?

City/Area: \_\_\_\_\_ Neighborhood: \_\_\_\_\_  
(Chicago only)

Who do you live with:

1. With both parents
2. With mother
3. With father
4. With other family member
5. In a foster home
- \*6. In a group home
- \*7. In a treatment placement
8. Alone, independent living
- \*9. Other (describe) \_\_\_\_\_

*If the youth is in a community residential setting (group home - #6 above, treatment facility - #7 above, halfway house, etc.), ask:*

- How many other kids are in your facility? \_\_\_\_\_
- Do you have a caseworker assigned to you? 1. Yes 2. No  
How many staff are there in total? \_\_\_\_\_
- Is the facility locked at night? 1. Yes 2. No
- Do you leave the facility to go to school? 1. Yes 2. No  
Do you leave the facility to go to work? 1. Yes 2. No  
Do you leave the facility to go to treatment programs? 1. Yes 2. No

- Do you have a curfew? 1. Yes 2. No
- Do you have your own room? 1. Yes 2. No
- What issues does your caseworker help you with? (check all that apply)
  - \_\_\_ family problems
  - \_\_\_ drug/alcohol problems
  - \_\_\_ problems with other youths/gangs
  - \_\_\_ emotional problems
  - \_\_\_ other (specify) \_\_\_\_\_
- How satisfied are you with the program? (Circle one)
  - 5. Very satisfied
  - 4. Satisfied
  - 3. Neutral
  - 2. Somewhat dissatisfied
  - 1. Very dissatisfied\*

## II. "Now I want to ask a few questions about your stay in the institution:"

What institution were you paroled from? \_\_\_\_\_

When were you released from (previous) \_\_\_\_\_ institution? \_\_\_\_/\_\_\_\_ (mo/yr)

How long were you there? \_\_\_\_\_ months

Did you spend time in any others? (If yes, list institution and Length Of Stay)

- 1. \_\_\_\_\_ months  
LOS \_\_\_\_\_
- 2. \_\_\_\_\_ months  
LOS \_\_\_\_\_
- 3. \_\_\_\_\_ months  
LOS \_\_\_\_\_
- 4. \_\_\_\_\_ months  
LOS \_\_\_\_\_
- How long were you in correctional facilities altogether? \_\_\_\_\_ months

What programs/help did you receive during your institutional stay? (check all that apply)

	Satisfaction
_____ Special education	_____
_____ Regular school	_____
_____ GED prep	_____
_____ Vocational trade	_____
_____ Work (list) 1. _____	1. _____
2. _____	2. _____
3. _____	3. _____
_____ Individual psychotherapy (did you see a psychologist or psychiatrist on a regular basis?) 1. Yes 2. No	_____
_____ Family therapy	_____
_____ Drug/alcohol counseling	_____
_____ Medication for emotional disorder	_____
_____ Anger management/violence control counseling	_____

Not Checked = 0  
 Very Satisfied = 5  
 Satisfied = 4  
 Neutral = 3  
 Somewhat dissatisfied = 2  
 Very dissatisfied = 1

III. "Now we would like to ask you some questions about how often you are in contact with your parole officer in the last 30 days."

1. How often do you see your parole officer each month? \_\_\_\_\_ times/month

Where do you meet your parole officer?

_____ in his/her office	_____ times (estimate)
_____ in your house	_____ times
_____ at school	_____ times
_____ at your job (work)	_____ times
_____ on the street, in the neighborhood	_____ times

2. Have you been ordered to meet with your parole officer a certain number of times each month?

1. Yes \_\_\_\_\_ times/month

2. No

3. How often does your parole officer call you?

\_\_\_\_\_ times/month

How often do you call in to your parole officer?

\_\_\_\_\_ times/month

4. Are you ordered to call your parole officer a certain number of times each month?

1. Yes \_\_\_\_\_ times/month

2. No

5. In which of the following areas has your parole officer been helpful? (Check all that apply)

_____ finding a job
_____ getting into school
_____ working with family
_____ finding a residence
_____ counselling
_____ drug/alcohol program
_____ other (specify) _____

6. In general, would you say your parole officer has been:

3. Very helpful

2. Helpful

1. Not helpful

- IV. "We would like to find out more about the kind of services and programs you are involved in now that you are on parole from \_\_\_\_\_ (previous) institution."

School/Education

7. Do you attend any kind of school program?

1. Yes      2. No

If "yes,"

- What kind of program? (Circle one)

1. Regular high school classes
2. Special (alternative) school
3. GED training
4. Community College Programs
5. Other (specify) \_\_\_\_\_

- How often do you attend classes each week?

\_\_\_\_\_ times/week

- How long have you been enrolled in the program?

\_\_\_\_\_ months  
-or- \_\_\_\_\_ weeks

- Were you enrolled in this program before you were released from the DOC?

1. Yes      2. No

If "no,"

- Do you have a regular high school diploma?

1. Yes      2. No

- Do you have your GED already?

1. Yes      2. No

- Have you officially dropped out of school?

1. Yes      2. No

- Could you get back into school if you wanted to? (ask all youths not in high school who did not graduate)

1. Yes      2. No

If "no," why not? \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

8. Is attending school one of the conditions of your parole?

1. Yes      2. No

Employment

9. Are you working?

1. Yes    2. No    3. Was working, current unemployed

■ If "yes," are you working:

1. full time    # hours/week \_\_\_\_\_  
2. part time    # hours/week \_\_\_\_\_

■ Where are you working? \_\_\_\_\_

■ How much do you earn per hour? \_\_\_\_\_  
-or- per week? \_\_\_\_\_

10. Is being employed one of the conditions of your parole?

1. Yes    2. No

Vocational Training

11. Were you enrolled in a vocational program before you were released from the DOC?

1. Yes    2. No

12. Were you enrolled in any vocational training program while you were in the DOC?

1. Yes    2. No    \_\_\_\_\_ skill, trade

■ If "yes," how would you rate the program:

5. Very good  
4. Good  
3. Neutral  
2. Somewhat dissatisfied  
1. Very dissatisfied

13. Do you attend any kind of vocational program?

1. Yes    2. No

■ If "yes," what kind of training are you receiving (skill)?

\_\_\_\_\_  
\_\_\_\_\_

14. How often do you attend classes each week? \_\_\_\_\_ times/week

15. Is being in a vocational training program a condition of your parole?

1. Yes    2. No

Additional Services

"Now we'd like to ask you questions about any other services you have received in the last 30 days while on parole. I will read off a list of different kinds of programs. Please tell me:

1. Which services you are using;
2. How often you participated during the last 30 days; and
3. Whether your participation is required by the conditions of your parole."

## PROGRAM

# of Times    Check if REQ?

\_\_\_ Drug Treatment/Rehab Program  
 \_\_\_ Program Name \_\_\_\_\_

\_\_\_    \_\_\_

\_\_\_ Alcohol Treatment (AA, ALANON, ALATEEN)  
 \_\_\_ Program Name \_\_\_\_\_

\_\_\_    \_\_\_

## Health Care

\_\_\_ Doctor/clinical visits

\_\_\_    \_\_\_

\_\_\_ Nutrition classes

\_\_\_    \_\_\_

\_\_\_ Physical therapy

\_\_\_    \_\_\_

(Girls only) \_\_\_ Prenatal care, pregnancy counselling

\_\_\_    \_\_\_

\_\_\_ Parenting classes

\_\_\_    \_\_\_

## Counselling

\_\_\_ Family

\_\_\_    \_\_\_

\_\_\_ Individual

\_\_\_    \_\_\_

\_\_\_ Drug/Alcohol separate from any other  
 rehabilitation program

\_\_\_    \_\_\_

Are you on any medications?

1. Yes            2. No

If yes, type of medication? \_\_\_\_\_

Are there any other programs that you would like to be involved in that you think would be helpful to you?

\_\_\_\_\_

What would you say are the biggest problems you have today in the community?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

- V. "Finally, I will review each of the programs in which you participated while on parole. For each, please rank them according to the following scale:

0 = not applicable  
5 = very satisfied (excellent program)  
4 = satisfied (good program)  
3 = neutral  
2 = somewhat dissatisfied  
1 = very dissatisfied

Rank    Program

\_\_\_ School/Education  
\_\_\_ Employment  
\_\_\_ Vocational Training  
\_\_\_ Drug Treatment  
\_\_\_ Alcohol Treatment  
\_\_\_ Nutrition Classes  
(Girls only) \_\_\_ Prenatal care, pregnancy counselling  
\_\_\_ Family Counselling  
\_\_\_ Individual Counselling  
\_\_\_ Drug/Alcohol Counselling

"Thank you for your time. You have been very helpful. Good luck to you."



## ISSUES FOR MEETING WITH PAROLE STAFF:

### Caseload Size

1. What is the approximate size of your caseloads? \_\_\_\_\_
2. What is the range in caseload size?  
Smallest \_\_\_\_\_ Largest \_\_\_\_\_
3. What are the reasons for having a smaller or larger caseload?
  1. \_\_\_\_\_
  2. \_\_\_\_\_
  3. \_\_\_\_\_
4. Do you think the caseload size is:
  1. Too Large
  2. Too Small
  3. About Right

Comments about Caseload Size: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

### Number of Contacts

5. What is the average number of face-to-face contacts with any one parolee?  
\_\_\_\_\_ Weekly -or- \_\_\_\_\_ Monthly
6. What is the average number of phone contacts with any one parolee?  
\_\_\_\_\_ Weekly -or- \_\_\_\_\_ Monthly
7. What is the purpose of the phone contacts?
  1. Regular contacts (primary form of contact)
  2. Used primarily when youth has not called in or shown up
  3. Used when there is some sort of emergency or problem
8. Do the number of contacts differ based on:
  1. Type of offender
  2. Length of time on parole
  3. Type of placement (ie. home, group home, or treatment placement)
  4. Other factors

Comments about Contacts: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Kinds of Services Provided

9. What do you see as your primary role?
1. Law enforcement
  2. Service provider
  3. Both
10. Does this role vary from parole officer to parole officer?
1. Yes
  2. No

11. How much of your time is spent

1. Keeping track of kids \_\_\_\_\_
2. Providing direct services  
(ie. enrolling youth in school,  
finding youth a job) \_\_\_\_\_
3. Brokering services  
(monitoring youth's progress  
in another program) \_\_\_\_\_
4. Doing paperwork \_\_\_\_\_

1. Less than 10%
2. 10% - 25%
3. 26% - 50%
4. 51% - 75%
5. 76% - 100%

Comments about Services Provided and Time Spent: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Evaluation of Programs, Services Available

12. Do you feel that there are adequate programs available for the parolees on your caseload?

1. Yes
2. No

If no, explain \_\_\_\_\_

\_\_\_\_\_

13. What kinds of programs are most needed in the community?

\_\_\_\_\_

\_\_\_\_\_

14. What is the most common reason for not being able to enroll a youth in a particular program?

1. Budget
2. Criteria for admission into program
3. Other (specify) \_\_\_\_\_

15. What kinds of programs or combinations of programs do you believe are most successful?

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16. What is the most common reason youth fail on parole?

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17. Additional Comments:

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APPENDICES C-1 TO C-5

IDOC Juvenile Classification  
Validation Study Documents

**APPENDIX C-1**

APPENIDIX C-1  
ASSESSMENT & ASSIGNMENT REPORT

REPORT DATE:

NAME:	YIN:	FIELD CODE:	STATUS: DELINQUENT
DATE OF COMMITMENT:	COUNTY OF COMMITMENT:	COUNSELOR:	
DATE OF ADMISSION:	ADMT TYPE:	RC CNTR:	AGENT:
DATE OF BURTH:	WEIGHT:	HEIGHT:	
GUARDIAN:	RACE:		

I. LEGAL INFORMATION (CRIMINAL HISTORY)

TOTAL CHARGES ON THIS COMMITMENT: 02

COMMITMENT CHARGE/S: FELONY PSMV & C.T.T.V.

YOUTH WAS ON PROBATION BUT COMMITTED ON A NEW OFFENSE.

DESCRIPTION OF OFFENSE:

WEAPON: NONE  
LOCATION: STREETS

NUMBER OF ASSOCIATES INVOLVED IN THE OFFENSE: 3  
YOUTH FUNCTIONED AS EQUAL PARTNER

LENGTH OF ARD (OR SENTENCE) BASED ON CHARGES: 02/12/1991

PENDING COURT CHARGES:

AUDY COURT FOR ADD'L CHARGE ON 05/04/90 AT 9:30 COURT: 002

CRIMINAL HISTORY:

AGE AT FIRST ARREST WAS 07  
YOUTH HAS A HISTORY OF 19 ARRESTS  
YOUTH HAS A DOCUMENTED HISTORY OF CARRYING WEAPONS

NARRATIVE: AROUND THE AGE OF 5, THE YOUTH ATTEMPTED TO MURDER HIS MOTHER WITH AN AX & BY SETTING HER HOUSE ON FIRE, HE ATTEMPTED TO SET HIS YOUNGER BROTHER ON FIRE, HE CHASED ANOTHER YOUTH WITH A MACHETE, & THERE ARE OTHER ASSAULTIVE ACTS.

II. BEHAVIOR/AGGRESSION ASSESSMENT

COMMUNITY SCHOOL:

BEHAVIORAL PROBLEMS INCLUDED:  
NUISANCE  
TRUANCY  
AGGRESSION AGAINST BOTH PEERS AND STAFF

COUNTY DETENTION FACILITY:

DATE OF DETENTION SUMMARY: 01/12/90  
LENGTH OF STAY IN COUNTY DETENTION: 40 DAYS  
MINOR ADJUSTMENT PROBLEMS  
YOUTH WAS AGGRESSIVE TOWARD STAFF

RECEPTION CENTER:

MAJOR RULE INFRACTIONS  
REQUIRED EXTENSIONS TO THE ARD  
REQUIRED DISCIPLINARY CONFINEMENT  
VERBAL AGGRESSION NOTED AGAINST PEERS  
PHYSICAL AGGRESSION NOTED AGAINST PEERS  
BOTH VERBAL AND PHYSICAL AGGRESSION NOTED AGAINST PEERS  
YOUTH REQUIRED 02 EXTENSIONS TO THE ARD WHILE AT RECEPTION  
TOTAL DAYS EXTENDED WERE: 120  
RELEASE DATE FROM MOST RECENT CONFINEMENT: 02/08/90

RUN HISTORY:

DOCUMENTED ++ RUNS FROM FAMILY/RELATIVE HOME. LAST RUN ON: 00/00/85  
DOCUMENTED ++ RUNS FROM FOSTER/GROUP HOME. LAST RUN ON: 00/00/89  
DOCUMENTED ++ RUNS FROM RESIDENTIAL FACILITY. LAST RUN ON: 00/00/89  
YOUTH HAS RECEIVED NEW CHARGES WHILE ON RUNAWAY STATUS

PEER RELATIONS:

YOUTH APPEARS TO BE EASILY INFLUENCED BY OTHERS  
YOUTH CAN BE PLACED WITH MORE AGGRESSIVE PEERS  
YOUTH HAS DOCUMENTED ARSON HISTORY

NARRATIVE: "++" = NUMEROUS, FREQUENT, & CHRONIC RUNAWAYS FROM ALL PLACEMENTS,  
AT R&C: ARD WAS EXTENDED BY 120 DAYS DUE TO MISCONDUCT.

III. MEDICAL INFORMATION:

DENTAL:	VISION:
HEARING:	ENURESIS:
SPEECH:	MOTOR SKILLS IMPAIRMENT:
SEIZURE DISORDER:	DIABETES:
ALLERGIES:	ASTHMA:
TB-PROPHYLAXIS:	HYPERTENSION/CARDIOVASCULAR:

\* SEE MEDICAL FILE FOR ADDITIONAL INFORMATION

NARRATIVE: HISTORY OF HYPERACTIVITY WITH RX OF RITALIN. BORN A C-SECTION  
BABY WITH THE UMBILICAL CORD WRAPPED AROUND HIS NECK. PANCREAS  
LINING IS "WEAK."

IV. SPECIAL TREATMENT NEEDS:

STAGE OF ALCOHOL USE/ABUSE: DEPENDENCY

NO PAST TREATMENT IDENTIFIED

STAGE OF DRUG USE/ABUSE: DEPENDENCY

YOUTH HAS REPORTEDLY USED: MARIJUANA

NO PROGRAM COMPLETED

SUICIDE HISTORY:

NO INDICATORS

SUICIDE POTENTIAL:

HAPLESSNESS IS MILD

HOPELESSNESS IS MILD  
HELPLESSNESS IS MILD

PSYCHIATRIC HISTORY:

YOUTH HAS BEEN TREATED WITH PSYCHOTROPICS IN THE PAST, BUT NOT WITHIN  
THE PAST YEAR.  
RECORDS INDICATE SUSPICION OF SEXUAL ABUSE  
YOUTH REPORTS PHYSICAL ABUSE  
RECORDS INDICATE SUSPICION OF SOCIAL AND/OR PSYCHOLOGICAL ABUSE  
DOCUMENTED HISTORY OF NEGLECT  
YOUTH HAS EXPERIENCED A SIGNIFICANT TRAUMA  
YOUTH HAS BEEN FOR PSYCHIATRIC EVALUATION ONLY  
YOUTH HAS BEEN IN OUTPATIENT TREATMENT

CLINICAL EVALUATION:

NO TREATMENT NEEDS WERE IDENTIFIED

BEHAVIORAL CLASSIFICATION LEVELS OF SEVERITY:

DISABLED/BORDERLINE PSYCHOTIC -- LEVEL: 2  
HAZARDOUS/UNSTABLE IMPULSIVE -- LEVEL: 2  
INADEQUATE/VULNERABLE -- LEVEL: 2  
DYSSOCIAL/CHARACTER DISORDER -- LEVEL: 2

CLASSIFICATION OF NEEDS AND SERVICE LEVELS:

YOUTH'S NEEDS WERE FOUND TO BE MODERATE ON LAST MENTAL HEALTH LEVEL REVIEW,  
LAST LEVEL REVIEW WAS PERFORMED BY AJR ON 02/09/90

NARRATIVE PRIOR CLINICAL EVALS INDICATE VIOLENT & HOMICIDAL POTENTIALS. RX OF  
RITALIN FOR HYPERACTIVITY AROUND AGE 9 OR 10.

V. SOCIAL HISTORY:

NUMBER OF SIBLINGS: 01  
NUMBER OF CHILDREN IN THE HOME: 00  
LAST LIVED WITH GRANDPARENT(S)

MOTHER:

NOT ACTIVELY INVOLVED WITH THE YOUTH  
HISTORY OF  
SERIOUS ILLNESS (DOCUMENTED)

FATHER:

DECEASED  
HISTORY OF  
OTHER \_\_\_\_\_ (DOCUMENTED)

GUARDIAN:

PARENTAL RIGHTS REVOKED

FAMILY RELATIONSHIPS:

SOURCE OF INCOME:

SOCIAL SECURITY BENEFITS  
DISABILITY INCOME



APPROXIMATE MONTHLY INCOME: 442.0

DESCRIPTION OF NEIGHBORHOOD: URBAN

FAMILY HOUSING: SINGLE-FAMILY HOUSING  
CRIME LEVEL: MODERATE

OTHER AGENCY INVOLVEMENT:

DEPT OF CHILDREN AND FAMILY SERVICES  
PROBATION

PLACEMENT ISSUES:

LEVEL: 2  
ALTERNATIVE PLACEMENT PROBABLE WITH EVENTUAL INDEPENDENT LIVING LONG-  
TERM GROUP OR FOSTER HOME ANTICIPATED

NARRATIVE:

VI. PROGRAM INTERESTS/NEEDS:

RELIGIOUS PREFERENCE: CATHOLIC

EDUCATIONAL:

IQ: 118	TEST USED: REVISED BETA	TEST DATE: 01/17/90
ACHIEVEMENT TEST: TASK I		FORM: E
READING LEVEL: 4.7	TEST DATE: 01/17/90	
MATH LEVEL: 5.4	TEST DATE: 01/17/90	

PREVIOUS SPECIAL EDUCATION STUDENT TYPE: BEHAVIOR & LEARNING DISORDERS

VOCATIONAL:

YOUTH CLAIMS VOCATIONAL SKILLS. SPECIFY: \_\_\_\_\_  
YOUTH HAS SOME VOCATIONAL GOALS. SPECIFY: \_\_\_\_\_

NARRATIVE: SKILLS: AUTO MECHANICS & ART WORK. GOAL: TO BE A CONSTRUCTION  
WORKER. THE YOUTH HAS A CHRONIC HISTORY OF TRUANCY & A LACK OF ACADEMIC  
MOTIVATION.

\*\*\*\*\*

VII. COUNSELOR'S RECOMMENDATIONS:

RECOMMENDED SECURITY LEVEL: \_\_\_\_\_ PLACEMENT: \_\_\_\_\_

PREPARED BY: \_\_\_\_\_ DATE: \_\_\_\_\_

REVIEWED BY: \_\_\_\_\_ DATE: \_\_\_\_\_

\*\*\*\*\*

VIII. ASSIGNMENT COORDINATOR'S ACTION

SECURITY LEVEL: \_\_\_\_\_

PLACEMENT: \_\_\_\_\_

COMMENTS:

SIGNATURE: \_\_\_\_\_ DATE: \_\_\_\_\_

\*\*\*\*\*

REVIEWING INSTITUTION STAFF: \_\_\_\_\_ DATE: \_\_\_\_\_

**APPENDIX C-2**

APPENDIX C-2  
JUVENILE CLASSIFICATION SYSTEM

Components:           Initial Classification  
                      Reclassification  
                      Parole Classification

Overall Goal:   To move youths through the correctional system in the most efficient and effective manner to promote rehabilitation and reduce recidivism.

\* Any recommended classification instrument must meet current social scientific standards of reliability, validity, and equity.

Initial Classification

Goal:           To place youths in the least secure environment necessary while matching program needs with available services.

Objectives:

1.   Security screening of the youth based on an objective, validated, instrument.

Research Tasks:

1.   Develop a reliable, objective, validated, equitable initial classification instrument that recommends placement in the least secure environment.
  - a.   Objective = factors/decisions are not based on emotion, surmise, or personal prejudices.
  - b.   Reliable = same youth would receive same score by different counselors.
  - c.   Validated = factors/decisions are producing the desired result of recommending placement in the least secure environment.
  - d.   Least secure environment = youth is at the lowest security level possible without receiving a significant number of negative adjustments to A.R.D.'s, confinements, no escapes, and no movement for disciplinary reasons.
  - e.   Equitable = doesn't discriminate on basis of race, age, or sex.

Methodologies:

1.   Inter-rater reliability tests
2.   Comparison of scores by race, age, and sex
3.   Post-dictative validations
4.   Pre-test of the recommended instrument

**APPENDIX C-3**

APPENDIX C-3  
PROFILE OF THE SAMPLE  
FOR JUVENILE CLASSIFICATION PROJECT

DEMOGRAPHICS:

The average age at first arrest: 12.6 years

The average age at admission: 15.5 years

The racial composition of the sample:

	Number	Percent
White	59	26%
Black	143	63%
Hispanic	25	11%

CRIMINAL HISTORY:

The Total Number of Petitions Filed, Declared Delinquent, or Felony Convictions:

Count	Number	Percent
One	15	6.6%
Two-Three	27	11.9%
Four-Six	38	16.7%
Seven-Nine	46	20.3%
Ten-Twelve	41	18.1%
Thirteen-Fifteen	31	13.7%
16+	29	12.8%

Number of Violent Offenses Resulting in Petitions Filed, Delinquency, or Felony Convictions:

Count	Number	Percent
None	85	37.4%
One-Two	88	38.8%
Three-Four	32	14.1%
Five +	22	9.7%

The Number of Property Offenses Resulting in Petitions Filed, Delinquent, or Felony Convictions:

Count	Number	Percent
None	31	13.7%
One-Four	66	29.1%
Five-Eight	74	32.6%
Nine+	56	24.7%

Number of Drug Offenses Resulting in Petitions Filed, Delinquency, or Felony Convictions:

Count	Number	Percent
None	185	81.5%
One-Two	37	16.3%
Three-Four	5	2.2%

Committing Offense by Categories:

Offense	Count	Percent
Assaultive/Violent	48	21.2%
Sex Offenses	10	4.4%
Arson	1	.4%
Weapon	11	4.8%
Property	135	59.5%
Drug	18	7.9%
Other	3	1.3%

Class of Crime of the Committing Offense:

Class	Number	Percent
Murder	1	.4%
Class X	17	7.5%
Class 1	35	15.4%
Class 2	78	34.4%
Class 3	25	11.0%
Class 4	11	4.8%
Misdemeanor	60	26.4%

AGGRESSION HISTORY:

Prior Aggressive Acts in:

	Number	Percent
School	60	26.4%

Detention or R&C	23	10.1%
School and Detention, or R&C	35	15.4%

Involved in A Gang:

	Number	Percent
No Indication	88	38.3%
Self-Reported	48	21.1%
Denied But Observed	28	12.3%
Documented	59	26.0%

Involved in Gang Activities in Secured Settings:

	Number	Percent
Yes	29	13.0%

History of Weapon Used in Commission of a Crime:

	Number	Percent
Yes	54	23.8%

Use of Force in Commission of a Crime:

	Number	Percent
Threat of Force	31	13.7%
Premeditated Force	19	8.4%
Spontaneous Force	33	14.5%

RUN HISTORY:

Has Run From:

	Number	Percent
Family or Foster Home	66	29.1%
Residential Treatment	21	9.3%
Secure Setting	19	8.4%



### FAMILY HISTORY:

#### Parents or Guardians Involved in:

	Number	Percent
Substance Abuse	10	4.4%
Violent/Criminal Behavior	3	1.3%
Substance Abuse and Violent/Criminal Behavior	34	15.0%

#### Parents Have No Control Over Youth:

	Number	Percent
Yes	101	44.5%

### SUBSTANCE ABUSE:

#### How Involved Are Youths in Alcohol?

##### Stages of Alcohol Use:

	Number	Percent
No Indication of Use	65	28.6%
Experimental	60	26.4%
More Regular Use	72	31.7%
Daily Preoccupation	18	7.9%
Dependency	8	3.5%

#### How Involved are Youths in Drugs?

##### Stages of Drug Use:

	Number	Percent
No Indication of Use	84	37.0%
Experimental	38	16.7%
More Regular Use	57	25.1%
Daily Preoccupation	32	14.1%
Dependency	12	5.3%

How Many Youths Were Under Chemical Influence at the Time  
of the Committing Offense?

	Number	Percent
Not Under Influence	173	76.2%
Alcohol	18	7.9%
Drugs	16	7.0%
Drugs and Alcohol	16	7.0%

**APPENDIX C-4**

APPENDIX C-4  
INITIAL CLASSIFICATION VALIDATION STUDY  
Development of Dependent Variables

1. Youth Disciplinary Reports (YDR's) containing disciplinary infractions identified in DR504 were selected as the base variable for all analysis. YDR's have four primary advantages as a base variable:
  - o They are a direct measurement of specific behaviors.
  - o They are fully documented in the Youth Master File.
  - o No subjective interpretation of data is required.
  - o They are quantifiable on a ratio level of measurement. This allows the use of sophisticated statistical techniques developed for prediction and classification.
2. All YDR's incurred during the six-month follow-up period after reception with guilty outcomes were collected. If an YDR contained multiple offenses, the most serious offense, as reflected in the DR504, was collected.
3. From the base YDR data, three dependent variables were developed:

- o A "unified" measure called NEWTICK. NEWTICK was used as the dependent variable in the development of the additive model. NEWTICK was calculated for each inmate using the following formula:

$$\text{NEWTICK} = W_{A101}(O_{A101}) = \dots + W_{A601}(O_{A601}) + \\ W_{P101}(O_{P101}) + \dots + W_{P601}(O_{P601})$$

where:

- $W_{Ai}$  is the "Offense Weight" of each offense heard by the Adjustment Committee,
- $OA_i$  is the total number of occurrences of each offense heard by the Adjustment Committee for the youth,
- $W_{Pi}$  is the "Offense Weight" of each offense heard by the Program Team, and
- $OP_i$  is the total number of occurrences of each offense heard by the Program Team for the youth.

4. The "Offense Weight" was developed by first calculating an "Occurrence Ratio" for three potential disciplinary sanctions for an offense: confinement, time extension for board hearing, and loss of privileges. The formula for the "Occurrence Ratio" for each sanction was:

$$OR_{CN} = N_{CN} / N_T$$

where:  $OR_{CN}$  is the "Occurrence Ratio" for confinement placements,

$N_{CN}$  is the number of occurrences in which a confinement placement was a disposition for the offense, and

$N_T$  is the total number of occurrences of the offense.

The "Occurrence Ratio" calculated for time reductions and loss of privileges for each offense used the same formula.

A "Raw Score" for each offense was then calculated using the following formula:

$$RS_0 = OR_{CN}(X_{CN}) + OR_{TE}(X_{TE}) + OR_{LP}(X_{LP})$$

where:  $RS_0$  is the "Raw Score" for the offense,

$OR_{CN}$  is the "Occurrence Ratio" for confinement placement,

$X_{CN}$  is the mean number of days sentence to confinement for all segregation placements for the offense,

$OR_{TE}$  is the "Occurrence Ratio" for time extension,

$X_{TE}$  is the mean number of days for all time extension for the offense,

$OR_{LP}$  is the "Occurrence Ratio" for loss of privileges,

$X_{LP}$  is the mean number of days for all C loss of privileges for the offense,

Finally, the "Raw Score" was converted to the "Offense Weight" using the following formula:

$$W_0 = RS_0 / RS_{MD}$$

where:  $W_0$  is the offense weight,

$RS_0$  is the "Raw Score" for the offense, and

$RS_{MD}$  is the median raw score for all offenses.

**APPENDIX C-5**

APPENDIX C-5  
JUVENILE CLASSIFICATION: DEVELOPMENT OF WEIGHTS  
FOR DEPENDENT VARIABLE

TICKET NO	DESCRIPTION	NO OF TICKETS	WEIGHT
101	Arson	5	75.83
102	Assault	221	30.00
103	Bribery/Extortion	1	5.42
104	Dangerous Contraband	15	7.08
105	Dangerous Disturbance	42	23.33
106	Escape	5	39.17
107	Sexual Misconduct	22	19.92
201	Concealment of I.D.	11	.42
202	damage/misuse of Property	173	2.08
203	Drugs/Paraphernalia	2	1.67
204	Forgery	3	.83
205	Gang	99	1.67
206	Intimidation	358	2.08
207	Possession of Money	4	2.92
301	Fighting	255	1.67
302	Gambling	9	.42
303	False Information	40	.83
304	Insolence	741	.42
305	Theft	35	.83
306	Transfer of Funds	1	.01
307	Unauthorized Move	194	.42
308	Unauthorized Property	87	.01
309	Petitions/Bus Ventures	0	0 *
401	Misuse of Privileges	23	.00
402	Safety Violations	88	.42
403	Disobeying a Direct Order	356	.42
404	Violation of Rules	42	.01
405	Failure to Report	7	.01
406	Trading	8	.42
501	Violating State Law	0	0 *
601	Aiding & Abetting	27	.01

\* No Cases