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DATE: 5/11/26

MEMORANDUM

TO: The Honorable Don Harmon, Senate President
The Honorable John F. Curran, Senate Minority Leader
The Honorable Emanuel "Chris" Welch, Speaker of the House
The Honorable Tony McCombie, House Minority Leader

FROM: Dulce Quintero
Secretary
Illinois Department of Human Services
Dulce M. Quintero
by Steves

SUBJECT: Redeploy Illinois Annual Report

The Illinois Department of Human Services respectfully submits the Redeploy Illinois Annual Report on behalf of the Division of Family and Community Services in order to fulfill the requirements set forth in 730 ILCS 110/16.1.

If you have any questions or comments, please contact Kristen Marshall, Bureau Chief, Bureau of Youth Intervention Services at Kristen.Marshall@illinois.gov.

cc: The Honorable JB Pritzker, Governor
John W. Hollman, Clerk of the House
Tim Anderson, Secretary of the Illinois Senate
Legislative Research Unit
State Government Report Center



ABSTRACT

Each year, many young people face possible commitment to the Illinois Department of Juvenile Justice. Redeploy Illinois provides a community-based alternative that will lead to long-term, positive outcomes.

Redeploy Illinois FY25 Annual Report 20 Year Anniversary Edition

Report to the Illinois Governor's Office and General Assembly



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Executive Summary

Juvenile Redeploy Illinois (JRI) is a statewide, community-based alternative to incarceration that has transformed Illinois' juvenile justice system over the past two decades.

Established in 2005 to address the high fiscal and human costs of youth confinement, JRI reallocates state resources to support locally designed, evidence-informed programs that safely reduce commitments to the Illinois Department of Juvenile Justice (IDJJ) while improving outcomes for youth and families.

Since its inception, JRI has expanded from a four-site pilot to 13 active program sites serving 47 counties, with an additional planning site launching in FY26. Over 20 years, JRI programs have served 6,829 youth and their families, helped reduce IDJJ commitments by 70 percent, and diverted 5,453 youth from incarceration. These efforts have generated more than \$200 million in cost avoidance for Illinois taxpayers. In FY25, the average annual cost to serve a youth through JRI was approximately \$9,381—less than one-sixth the cost of a year in state custody—demonstrating that community-based alternatives are both fiscally responsible and more effective than confinement.

JRI's success is rooted in a strong statutory foundation, flexible grant structure, local governance, and robust oversight by the Redeploy Illinois Oversight Board (RIOB). The program has consistently adapted to emerging research, stakeholder feedback, and system challenges, including the State Budget Impasse and the COVID-19 pandemic. These experiences underscored the importance of addressing youth and family needs holistically and led to a major evolution in the JRI program model.

Beginning in FY21, JRI formally shifted to a holistic, strengths-based, and trauma-informed framework grounded in Positive Youth Justice and positive youth development principles. The adoption of the Core Service Area Matrix reframed success beyond reduced recidivism to include progress across seven life domains critical to long-term stability and well-being. This shift clarified JRI's role: supporting youth and families in achieving lasting, positive outcomes rather than solely managing risk.

To support this model, JRI developed new tools to improve assessment, planning, and accountability. The Goals, Outcomes, and Long-Term Success (GOALS) assessment and the CaseWorks case management system—implemented beginning in FY24—enable programs to track youth strengths, needs, and progress across life domains and to measure meaningful change over time. These investments address longstanding gaps in outcome measurement and position JRI for more rigorous evaluation and continuous improvement.

JRI's flexible funding model remains a defining strength. Programs use grant dollars not only for clinical and therapeutic services, but also for "flex funds" that stabilize families, address basic needs, and incentivize youth engagement. This approach has proven essential for sustaining participation, strengthening family relationships, and removing barriers to success.

Today, JRI stands as a national model for how states can reduce incarceration, improve public safety, and invest in youth potential through community-based solutions. With continued expansion, enhanced data capacity, and a focus on equity, evaluation, and youth voice, Juvenile Redeploy Illinois is well positioned to remain a cornerstone of Illinois' juvenile justice system—delivering better outcomes for youth, families, and communities while ensuring responsible stewardship of public resources.

Pre-Redeploy Illinois

Illinois has long recognized that youth who commit offenses require a different approach than adults. The first juvenile court in the United States was established in Cook County under the Illinois Juvenile Court Act of 1899, shifting the justice system toward individualized treatment, rehabilitation, and probation. In 1953, the Illinois Youth Commission was created to oversee the care, custody, and rehabilitation of youth committed to state correctional institutions. In 1970, Illinois reorganized its correctional system, and the Youth Commission was abolished. Its responsibilities were transferred to the Illinois Department of Corrections, which established a Youth Division to manage juvenile correctional facilities and services. This restructuring was part of a broader effort to modernize and centralize Illinois' adult and juvenile correctional systems under one agency.

Over time, however, the youth division of IDOC shifted away from rehabilitation, offering less programming and fewer constructive opportunities for youth. When the Illinois Department of Juvenile Justice (IDJJ) was established in FY06, the state renewed its commitment to a system focused on public safety, positive youth outcomes, and developmentally appropriate interventions.

Over time, agency reforms improved IDJJ operations. However, large correctional institutions continued to undermine the efforts of trauma-informed, family-centered, and community-based approaches. The negative impacts of youth incarceration were (and still are) well documented. Research consistently showed (and still does) that community-based services for delinquent youth are more effective and less costly than confinement. Balanced and restorative justice (BARJ) research also demonstrates that youth engaged in restorative practices gain greater awareness of the harm caused and experience therapeutic benefits.

Although there was continued push to serve youth in their communities unless it posed a safety risk, many Illinois counties lacked sufficient resources to serve delinquent youth locally. In addition, counties had to pay directly for community-based services, while the state paid for incarceration—providing little incentive to keep youth in their home communities. As a result, judges frequently used IDOC for assessment, treatment, and supervision.

With bipartisan support, the 93rd General Assembly amended the Probation and Probation Officers Act in 2003 (HB2545), to create Redeploy Illinois. The statute reallocated state funds to incentivize counties to reduce reliance on IDJJ through locally developed, community-based alternatives. The JRI Pilot Program was enacted in November 2003 and operationalized at the beginning of 2005. The legislation incorporated BARJ principles, emphasized least-restrictive treatment, required evidence-based practices, and charged DHS with administering the program and convening the Redeploy Illinois Oversight Board (RIOB)¹.

The Pilot Years

In 2004, the first Juvenile Redeploy Illinois (JRI) pilot program was launched in the 2nd Judicial Circuit, which comprises 12 counties along the Indiana border in Southern Illinois. The Redeploy Illinois statute established the program's core principles:

- Protect communities, support victim and community accountability, and equip youth with skills to live responsibly.
- Provide treatment for young people in the least restrictive manner that maintains community safety.
- Ensure every community has a continuum of services and sanctions.
- Promote strong local authority for planning, organizing, and coordinating service resources.
- Clearly define the responsibilities of state and local government.

¹ IDHS staff are responsible for issuing funding notices, monitoring program activities, and ensuring fidelity to the service model. DHS staff maintain regular communication with JRI Program sites and the RIOB to provide ongoing support and technical assistance. The DHS JRI Program Administrator is responsible for ensuring that JRI Program sites have the tools and resources necessary to operate effective programs and that grant funds are used efficiently and in accordance with program requirements. The RIOB develops policy and makes formal decisions to guide and advance the JRI Program. For example, the RIOB formally adopted the JRI Core Service Area Matrix as a standardized tool for developing youth success plans. The Board monitors commitment trends and cost per youth served, approves program plans and budgets at its annual April meetings, and actively participates in JRI Program site visits and JRI All Sites meetings to support oversight and continuous improvement.

In 2005, St. Clair, Macon, and Peoria Counties joined the pilot effort. Early results were strong: youth thrived in community-based programs, commitments to IDJJ dropped, and the state saved substantial incarceration costs. Importantly, youth were diverted from the cycle of arrest and incarceration. The first four sites also underwent implementation evaluations. The findings primarily reinforced the importance of continuing evaluation efforts as the programs mature, which further underscored the commitment to ongoing assessment, continuous improvement, and ensuring program effectiveness over time.

Long-term success required expansion. As JRI demonstrated its effectiveness, the Governor and General Assembly increased support. More dollars were allocated as years passed, which meant JRI efforts could expand into other counties and existing sites could build on their programs.

The Early Years (FY06–FY14)

Annual program planning and evaluation quickly became integral components of JRI. Every year sites identified strengths and challenges, and DHS, with RIOB oversight, established program standards, reporting expectations, and regular monitoring calendars. Each year JRI Program sites developed local plans detailing strategies to reduce secure confinement and expand individualized assessment, treatment, restorative justice programs, and community-based interventions. DHS reviewed plans for compliance and fiscal soundness, and the RIOB was charged with monitoring, evaluating, and submitting annual reports to the Governor and General Assembly.

The RIOB adopted recommended practices (FY07) to assist sites with incorporating effective strategies and approved Site Assessment Protocols (FY08) to monitor compliance and provide support when challenges were identified. In FY13, the RIOB adopted the JRI Program's first logic model. These practices strengthened the JRI model and led to increased fidelity.

In FY10, Public Act 95-1050 made Redeploy Illinois permanent. It also created "Focus Funding" for non-Redeploy counties, which created a pot of money to support individual high-need youth in areas where standing programs did not exist². The Act also expanded RIOB membership to include probation, public defenders, and subject-matter experts.

While planning and evaluating those early years, it became clear that locally designed programs differed by necessity. The JRI Program sites had demonstrated in their plans that the youth they were serving had different needs and to best serve them, a menu of service options had to be available. The flexibility of the JRI grant allowed sites to create programs

² Counties or groups of counties/areas that commit, on average, 10 or more young people to IDJJ a year are eligible for funding to create a standing program. Counties that do not meet this threshold are eligible for Redeploy Illinois money on a case-by-case basis upon request.

that addressed the specific needs of young people in their communities and partner with multiple agencies to provide a host of individualized services for young people.

In FY08, strong early results generated significant interest: 12 planning grant applications were submitted, and five new programs launched (Kankakee, Lee, Madison, McLean, and the 4th Judicial Circuit) so that by FY09, nine programs were operating. Winnebago County and the 1st Judicial Circuit joined in FY14 to bring the total number of counties with JRI Programs to 32.

The Middle Years (FY15–FY20)

FY15 began amid significant fiscal uncertainty due to the State Budget Impasse, which left Illinois without a full budget for FY16, FY17, and part of FY18. This prolonged disruption had a profound effect on JRI and many other human service programs statewide.

Without timely state appropriations and reimbursements, agencies serving JRI youth were forced to scale back operations, rely on local funds to stay afloat, or cease services entirely. As a result:

- JRI sites limited intake of new youth.
- Contracted providers reduced services, resulting in fewer referrals and participants, and some discontinued services altogether.
- Vacant positions went unfilled, leading to staffing shortages and loss of experienced personnel.
- In several counties—particularly those with limited local resources—programs were discontinued because they could not sustain operations without state funding.

Reimbursement delays placed considerable strain on county cash flow, and some jurisdictions ultimately withdrew from the program because they could not continue paying providers while awaiting state reimbursement. For others, continued participation required careful coordination with local partners and providers, operating with the expectation of eventual repayment.

Despite these challenges, the program continued to evolve. During this same period of fiscal instability, Redeploy advanced key system improvements, including the development of the new Core Service Area Matrix. This progress underscored a sustained commitment to strengthening program design, clarifying service expectations, and enhancing accountability—even in the face of significant funding uncertainty.

In August of 2018, the State of Illinois Budget Impasse came to an end. Funding started to flow again and JRI Program sites began re-establishing services, re-engaging stakeholders, and rebuilding their programs, which took significant time and effort. Additionally, while trying to rebuild, changes in the law resulted in fewer youth being eligible for Redeploy

services³. However, overall, JRI Program sites did an exceptional job doing what they could during the Budget Impasse and grew even stronger once funding started to flow again.

Soon after JRI Program sites started implementing principles and practices reflected in the Core Service Area Matrix (January 2020), the COVID-19 Pandemic struck (March 2020). This experience accelerated the shift to a holistic model:

- Families suddenly needed basic-needs support, including food, technology, and remote-learning resources.
- JRI programs demonstrated remarkable adaptability, providing concrete assistance to stabilize families.
- Staff saw firsthand that addressing basic needs promoted youth engagement, stability, and goal attainment.

Key Turning Points

Staffing Enhancements

From FY05 to FY17, JRI oversight was one of several youth intervention programs handled by a single DHS staff member. Duties became overwhelming and there was a clear need for each program to have its own staff to provide support. Adding a new Bureau Chief and individual program administrators greatly expanded DHS' capacity for technical assistance, monitoring, coaching, providing fidelity assurance, and supporting each grantee. A JRI Program Administrator was hired in March of 2017.

Additionally, IDHS began to partner with outside agencies (currently Illinois Collaboration on Youth, or ICOY) to provide additional support with staff and retired judicial personnel. The supporting agency also manages the training for JRI Program sites and communicate regularly with IDHS and JRI Program staff through monthly phone calls and bi-annual All Sites meetings. Information learned is also shared with RIOB members at their meetings to ensure JRI Program input is considered when making decisions about the JRI Program.

The current support provider, ICOY, ensures all JRI Programs use a trauma-informed approach and go through their CBAT-O process so that anyone who encounters JRI Program participants is properly trained in providing trauma-informed care.

Data System Improvements

As the JRI program grew, the RIOB increasingly asked a central question: **Are youth getting better after time in the JRI Program?** It became clear that past data systems could not fully answer this.

³ Youth charged with misdemeanor offenses were no longer eligible for commitment ([Public Act 99-0268](#)), and 17 year olds were moved from adult jurisdiction to juvenile jurisdiction.

In FY20, an Illinois Criminal Justice Information Authority (ICJIA) evaluation found that the two main data collection systems used by JRI did not adequately measure youth-level outcomes or demonstrate long-term change.

- FY12–FY14: Programs used an Access database for basic case tracking. General demographic information was collected, as well as information on increases and decreases in protective and risk factors.
- FY15–FY23: DHS launched eCornerstone, a statewide web-based system to collect data for multiple youth intervention programs, including JRI. This system collected demographic data as well as minimum program outcome data.
- FY24–Present: While eCornerstone improved data consistency, it did not provide the robust functionality needed to effectively demonstrate youth progress across multiple life domains. In response, the CaseWorks case management system was developed specifically for JRI, with plans to expand its use to other IDHS youth intervention programs in the near future. CaseWorks enables sites to track and measure youth progress across all domains of the Core Service Area Matrix.

Assessment Tool Discussions

Historically, JRI programs used the same criminogenic risk assessment as probation—the Youth Assessment and Screening Instrument (YASI). In FY17, probation switched to the Juvenile Risk Assessment (JRA), which, unlike the YASI, could not be shared with JRI staff.

This exposed a fundamental issue: Using two criminogenic assessments was redundant and ineffective. This change triggered a reevaluation of the JRI model and the need for a youth-centered, holistic approach. It became clear that probation’s role is to monitor risk and compliance while the JRI role is to support long-term positive outcome youth development.

JRI Program Experience and RIOB Reflection

Through discussions with staff, families, and youth, the RIOB recognized that:

- Many youth’s needs extended far beyond criminogenic risk.
- Families often struggled with basic needs—housing stability, food access, transportation, and other challenges not historically addressed by JRI or probation.
- True long-term positive outcomes for young people required redefining “success” beyond avoiding reoffending.

The RIOB adopted a new vision: Recognize that in the context of a holistic approach, the responsibility for change, for meeting expectations, and achieving goals does not fall solely on the young people. In this model, the young people, their family, friends, and community all have specific but interconnected roles and responsibilities in helping the young people achieve positive outcomes. The main role of JRI programs should be to develop and

implement strategies to assist these entities in helping the young people succeed long-term, with supports in place for them and their families post-JRI Program participation.

JRI should support the whole youth and family to achieve long-term, positive outcomes - not just reduce crime.

The shift in focus to the whole youth led to the development of the Core Service Area Matrix (the Matrix), adopted in December 2020, which identifies seven essential life domains that influence long-term outcomes for young people in the JRI Program and their families. The Matrix formally positioned the JRI Program as strengths-based, developmentally appropriate, and family-centered. By focusing on these seven critical domains, the Matrix guides JRI staff in addressing underlying challenges that contribute to problematic behaviors and in establishing appropriate services to support positive, long-term outcomes for youth and their families.

The Later Years (FY21–FY25)

The RIOB adopted the **Positive Youth Justice (PYJ)** framework for the new JRI Program model, developed by Jeffrey A. Butts and colleagues at John Jay College. PYJ draws on positive youth development science to emphasize protective factors, skill-building, relationship-building, and supportive transitions to adulthood.

A trauma-informed approach—grounded in the “Four R’s” (Realize, Recognize, Respond, Resist re-traumatization)—became a core program expectation. Given the prevalence of trauma, community violence, poverty, and instability among JRI youth, a trauma-informed design was essential.

A defining characteristic of Positive Youth Development and Positive Youth Justice is that youth are treated as equal partners and engage with their communities, schools, organizations, peer groups, and families in ways that are constructive and productive. To help prepare youth to succeed, all aspects of a positive youth development approach create a culture infused with the belief that young people can change, and the emphasis is on personal accountability and skill development (Barton & Butts, 2008).

Implementation of the New JRI Model

A shift in probation’s assessment tool, insights from JRI staff, clients, and courtroom stakeholders, and emerging research on best practices—along with the recognition that the definition of success, success measures, and the program assessment and data systems needed to evolve—collectively drove the development of a new JRI Program model. The new model centers on:

- Developmentally appropriate learning environments
- Strong, trusting relationships

- Addressing basic needs, keeping everyone safe
- Academic, career, and life skill-building
- Trauma-informed support
- Youth- and family-centered success planning
- Motivational Interviewing as the primary engagement method

Youth voice and family involvement are embedded throughout. Program length is individualized - youth complete the program when they are ready, not when probation terms end.

In FY21, JRI Program sites began implementing services and supports aligned with the Core Service Area Matrix to address identified needs. This shift encouraged staff to recognize and build upon each young person's strengths and assets, while intentionally integrating support and therapeutic services.

Flex Funds

Flex funds are a vital component of the JRI Program, providing both clinical support and flexible resources that stabilize families and remove barriers to participation. By addressing immediate needs such as food, housing, utilities, transportation, and educational expenses, these funds strengthen family stability and enable youth and caregivers to fully engage in services and focus on success plan goals.

Flex funds also serve as powerful engagement and motivation tools. Incentive-based strategies—such as the 17th Circuit's Redeploy Racks program—reward youth for participation, progress, and personal achievements while reinforcing accountability, life skills, financial literacy, and delayed gratification. Programs also use flex funds to support positive youth development opportunities, including summer activities and community engagement, as well as unique supports such as family retreats in the 1st Circuit.

Overall, flex funds reduce financial stress, promote relationship-building and wellness, and support education and life skills development in alignment with the Core Service Area Matrix. By combining stabilization assistance with motivational incentives, they help youth and families move toward long-term self-sufficiency and success.

Principles of the New Model

There are important guiding principles used to increase success: These guidelines reflect the core values of the JRI Program and are at the heart of the work. The RIOB adopted them soon after the Core Service Area Matrix was approved and implemented.

- Success is a shared responsibility of staff, youth, families, and community support.
- Programs must address immediate needs, including food and housing insecurity.
- Collaboration with probation and courtroom stakeholders is essential.

- Supports must continue beyond formal JRI participation.

This model reflects a belief that young people can change when they are supported, valued, and equipped.

The GOALS Assessment and CaseWorks System

The shift to a holistic model required new tools. Over FY23–FY24, DHS and Orbis Partners—with extensive input from JRI Program staff, JRI Program participants, DHS staff, and RIOB members—designed the **GOALS (Goals, Outcomes, and Long-Term Success) Assessment** and began developing **CaseWorks**, a new case management platform.

In FY24, the new GOALS assessment tool was finalized, staff were fully trained, and the tool was implemented on July 1, 2024. All new JRI participants began receiving a GOALS assessment at intake, and all youth already enrolled in the program were reassessed using the new tool.

Unlike the YASI assessment, the GOALS tool:

- Aligns directly with the Core Service Area Matrix
- Identifies needs, vulnerabilities, strengths, and assets
- Tracks progress in meaningful increments
- Supports individualized success planning

Unlike the eCornerstone system, CaseWorks:

- Integrates assessment, goal-setting, progress monitoring, and reporting
- Improves data quality and program evaluation capacity
- Allows earlier detection of challenges so supports can be adjusted—not so youth are penalized

The CaseWorks Case Management System was completed in FY25, and comprehensive training was planned for JRI Program staff who manage success plans. The case management system was not ready at the start of FY24 when JRI Program sites began using the GOALS tool. Additionally, GOALS data could not be entered in eCornerstone. As a result, sites manually compiled FY25 reporting—demonstrating deep commitment to the model and program fidelity.

FY25 Commitment and Program Data Analysis

JRI IDJJ Commitment Data Analysis

Monitoring commitments to the IDJJ) is critical for several reasons:

- **Ensuring program effectiveness** Tracking commitments demonstrates whether JRI is diverting youth from IDJJ and achieving its intended impact.

- **Accountability and Compliance** Monitoring commitments ensures sites are meeting these requirements and using public funds as intended.
- **Identifying System Gaps** If youth are still being committed at high rates, it can signal gaps such as delays in services, insufficient treatment intensity, and/or lack of appropriate programming. This allows programs to adjust and improve.
- **Improving Individual Outcomes** Tracking which youth are committed—and why—helps identify risk factors (e.g., violations, unmet needs). This supports better case planning and more targeted interventions.
- **Cost Control** Incarceration is significantly more expensive than community-based care. Monitoring commitments helps ensure cost savings are being realized and resources are used efficiently.
- **Equity and Fairness** Data on commitments can reveal disparities (e.g., by race, geography, or offense type), helping systems address inequities in who is being incarcerated versus diverted.
- **Strengthening Public Safety** Reducing unnecessary incarceration while ensuring appropriate supervision improves long-term public safety. Monitoring helps confirm that youth are being safely managed in the community.
- **Continuous Quality Improvement** Regular tracking allows programs to evaluate trends over time, measure progress, and make data-driven decisions. This leads to stronger, more responsive programs.

Monitoring commitments ensures JRI is working, accountable, equitable, and continuously improving—while keeping youth in the least restrictive, most effective setting.

Two baselines are used to measure compliance with IDJJ commitment reduction requirements. New sites begin with a fixed baseline based on the three years prior to implementation and must achieve at least a 25% reduction. This baseline remains unchanged until the site attains Established Status, which is granted after five consecutive years of meeting reduction targets.

Established sites are held to a rolling baseline that is updated annually and must maintain or further reduce commitments. Although most Redeploy Illinois sites are now Established and use a rolling baseline for compliance, original baselines are used for the following calculations.

The eight Established JRI program sites represent the longest-running implementations of Redeploy Illinois. Four of these sites date back to the program's inception in 2005. Established sites include the 1st, 2nd, 4th, 13th, and 17th Judicial Circuits, as well as Macon, Madison, and St. Clair Counties. Each has consistently achieved at least a 25% reduction in commitments to the Illinois Department of Juvenile Justice (IDJJ) for five or more consecutive years.

These experienced sites are permitted to serve an expanded population, including youth in pre-adjudication status and those charged with misdemeanor offenses who demonstrate high levels of need. While they are no longer required to reduce commitments from their original baseline, they must maintain or improve upon a more current rolling baseline. If a site exceeds its baseline, corrective action is required. Despite the ability to serve a broader population, most referrals continue to involve youth charged with serious felony offenses, consistent with the program’s original focus.

Newer JRI sites, or those operating for fewer than five years, include Lake, Sangamon, Champaign, Cook, and Peoria Counties (the latter having rejoined after exiting in FY17). These sites are required to focus on the original target population: youth charged with offenses eligible for IDJJ commitment. They must achieve a minimum 25% reduction based on a fixed, established baseline.

Rock Island County, the final jurisdiction eligible for full program funding, has completed its planning grant process and is expected to begin serving youth in the 14th Judicial Circuit in FY26.

IDJJ Commitment Trends

Since 2005, when JRI was implemented, the number of young people committed to IDJJ has decreased dramatically across Illinois. This decline is not due to one factor—it’s the result of a coordinated shift toward community-based services, policy reform, and reduced system entry (fewer arrests), with JRI playing the central role.

The table below shows the overall decrease in commitments from JRI Program sites compared to the baseline calculated for each. Note that original baselines are calculated by averaging the number of commitments to IDJJ for the most recent previous 3-year time-period prior to JRI Program implementation.

Number of Young People from JRI Program Sites Committed to IDJJ in FY24 Compared to Their Original Baselines

Program Site	Program Start Date	Original Baseline	FY25 IDJJ Commitments	Percent Change
2nd Circuit	2005	40	7	-82.5%
Macon County	2005	51	4	-92.2%
Peoria County	2005-2017, 2024	44	1	-97.9%
St. Clair County	2005	83	2	-97.6%
4th Circuit	2009	47	5	-89.4%
Madison County	2009	33	11	-66.7%
13th Circuit	2012	27	3	-88.9%
17th Circuit	2014	78	8	-89.7%
1st Circuit	2014	12	2	-83.3%
Sangamon County	2016-2017, 2022	22	13	-40.9%
Lake County	2022	10	4	-60.0%

Champaign County	2024	26	17	-34.6%
Cook County	2024	39	20	-48.7%
JRI Site total		512	97	-80.3%

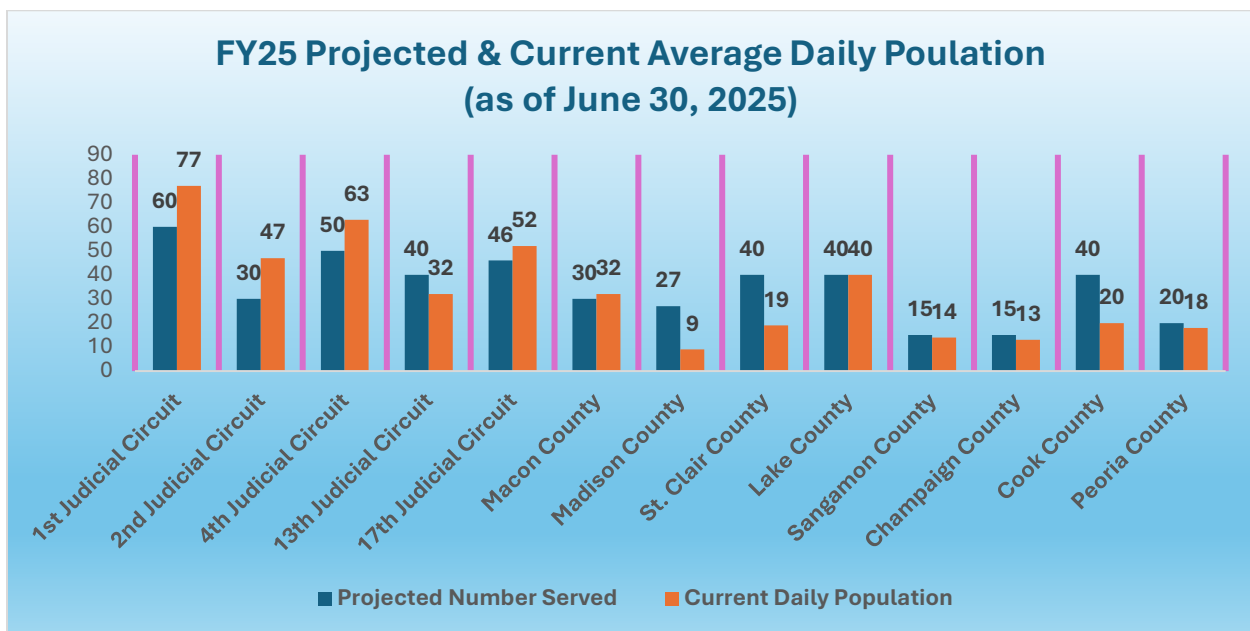
Source: IDJJ data

JRI Program Data Analysis – FY2025 snapshot

Monthly program data is also submitted by each site. They report the number of young people served the previous month, the number of them who were newly enrolled, the number of commitments to IDJJ, and contextual information to better understand what leads to the incarceration of young people in JRI Program sites.

According to monthly data reported by JRI Program sites, **528 young people were served in FY25**, all of whom received at least one day of service, including those who completed a GOALS assessment. Additionally, while two sites went slightly over their baseline, the reduction in commitments **overall was 80%**.

The data below show the number of clients in JRI Programs as of the last day of FY25 and FY25 commitments compared to their baselines.



It is important to note that Madison and St. Clair Counties experienced a transition in primary service providers during the year, which temporarily resulted in a decrease in referrals. However, preliminary FY26 data reflect a stabilization of services and a return to referral levels consistent with those observed prior to the transition.

DHS staff and the RIOB rely on the monthly data to monitor trends over the course of the year.

To better understand the actual experiences of youth in the program, DHS staff, the RIOB, and JRI Program staff rely on two primary data sources: structured data analysis through CaseWorks and ongoing communication with youth and families. While quantitative data provides insight into service delivery and outcomes, direct feedback from participants remains the most reliable source for understanding program impact. Youth consistently report valuing the flexibility, individual support, and positive relationships fostered within JRI Programs.

FY25 CaseWorks Data: Important Context and Limitations

FY25 represents the **first full year of CaseWorks implementation**, and findings should be interpreted accordingly.

Early Implementation Period

- Data collection processes are still stabilizing.
- Staff are refining workflows, definitions, and documentation practices.
- Some findings may reflect system adoption effects rather than true program trends.

Data Completeness and Consistency

Beginning July 1, 2025, sites transitioned existing clients into CaseWorks at their next GOALS assessment while simultaneously entering all new participants. As a result:

- Some fields may be incomplete or unevenly populated.
- Missing data does not necessarily indicate absence of services or outcomes.
- Data quality is expected to improve with ongoing training and technical assistance.

Limited Trend Analysis

- One year of data is insufficient to establish trends or causal relationships.
- Differences between CaseWorks and the previously used eCornerstone system limit direct historical comparisons.
- Findings should be considered descriptive, not predictive.

Purpose of Year One Data

FY25 primarily establishes a **baseline** for future evaluation. Its greatest value lies in understanding who is being served, how services are documented, and where refinements are needed.

CaseWorks Program Data for FY25

Referrals and Admissions

The data presented demonstrates a decrease in referrals from prior years. However, because FY25 marked the first year of implementation of the new **CaseWorks data system**, this is not unexpected. Throughout the course of the year, sites were

simultaneously transitioning existing clients and entering new referrals. Early implementation challenges were identified and addressed throughout the year.

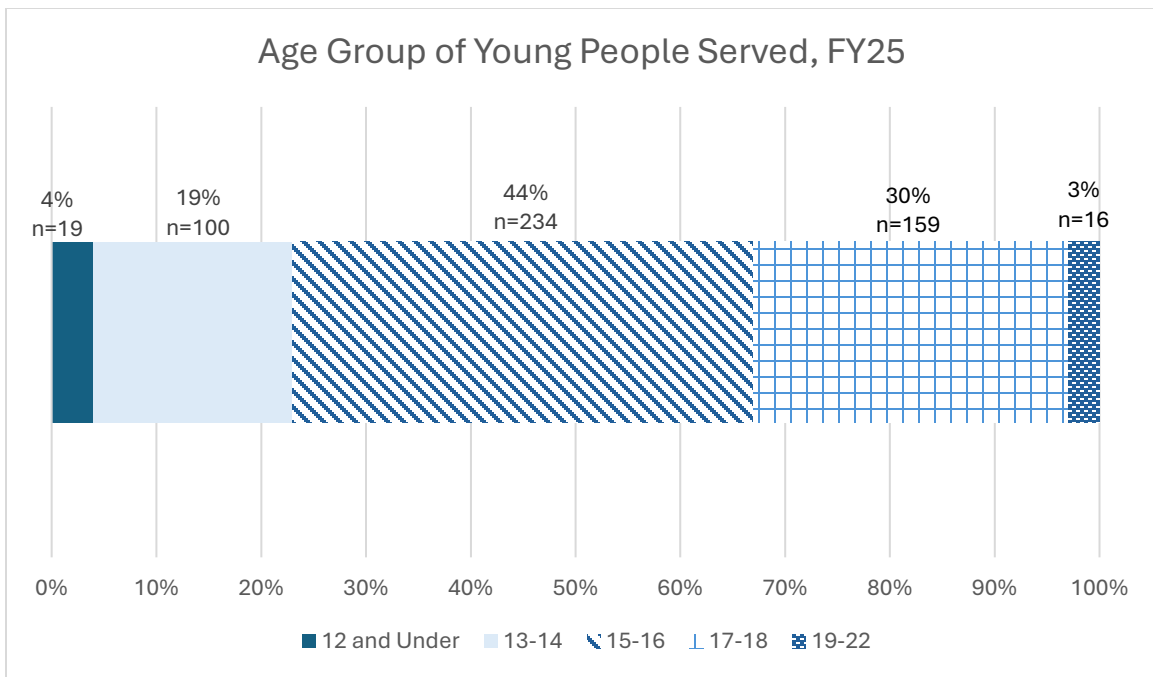
Based on CaseWorks data, In FY25:

- 528 youth were served.
- Youth were most often referred to JRI by probation (72%) and judges (22%)
- Of the youth referred, 95% were accepted into the program, 4% were pending acceptance at the end of the year (in the middle of the assessment process). One youth (1%) was briefly put on a waiting list until a spot in the program opened.
- Of those referred, 89% (468) received an initial GOALS assessment

Though numbers appear low, this is likely the result of using the new data system and not an actual significant decrease in referrals. In fact, since 2017, referrals and admissions have steadily increased due to geographic expansion and broader eligibility in established sites. Notably, referrals increased during the COVID-19 pandemic despite declining overall arrests, suggesting a higher proportion of youth entering the system with more serious offenses and greater needs.

Descriptive Information on Young People Served

FY25 marked the first year of implementation of the CaseWorks data system, during which 467 youth received services through JRI. While data collection processes are still stabilizing, the year establishes an important baseline for understanding who is being served and how services are delivered. Most referred youth were accepted into the program, and participants were primarily older teens, with significant representation of Black youth compared to their proportion in the general population. Youth often presented with mental health, substance use, trauma, educational, and developmental needs, which were largely addressed through individualized success plans.



- 83% were male
- Most were 15-16 years old (44%)
- Many older participants were working toward independence due to unstable home environments.
- 52% were Black or African American (compared to 17% of the general youth population in JRI areas)
- 42% were White (compared to 82% of the general youth population)
- 6% were Hispanic (aligned with population representation)
- <1% were Asian
- 2% were unknown

These figures continue to reflect disproportionate system involvement among Black youth. JRI Program sites continue to work towards equity and inclusion and have an indirect effect by decreasing the chances of recidivism and increasing the likelihood of success.

Needs and Services

Common identified challenges youth deal with include:

- Mental health needs
- Substance use
- Trauma exposure
- Truancy
- Learning or developmental disabilities

Most identified needs are addressed through individualized success plans. Young people were connected to a wide variety of therapeutic services and additional support to increase chances of positive progress. When needs are not addressed, it is usually because the need was unrelated to the presenting issue, had already been addressed through JRI or another provider, or services were unavailable or limited locally.

Progress and Outcomes

In FY25:

- Over 72% of participants received GOALS assessments.
- 10% had individualized success plans. It is important to note that the case management system part of the project was not complete in FY25. Therefore, the system was unable to generate success plans for most of the year.
- Family engagement was incorporated in the vast majority of cases.

Positive Progress Towards Goals	N=125
<i>Positive progress towards 1 success plan goal</i>	20
<i>Positive progress towards 2 success plan goals</i>	12
<i>Positive progress towards 3 success plan goals</i>	17
<i>Positive progress towards 4 success plan goals</i>	6
<i>Positive progress towards more than 4 success plan goals</i>	27

Of the **125 youth discharged**:

- 52 successfully completed program goals.
- 82 made measurable positive progress.
- 37 showed no positive progress (not necessarily regression).
- 20 were committed to IDJJ.
- 8 transferred to adult court.
- 13 failed to comply with program rules.
- Others moved or withdrew.

Positive progress included improvement in one or more success plan goals, with 27 youth improving in more than four goal areas.

Defining Success

JRI's individualized structure makes defining success complex. Progress varies by youth and may include:

- Increased strengths and assets
- Reduced challenges and barriers
- Improved education engagement

- Strengthened family relationships
- Employment or credential attainment

Historically, juvenile justice success has focused heavily on compliance. CaseWorks shifts the focus toward measuring incremental, strengths-based growth across life domains. This allows youth, families, courts, and communities to see tangible positive development—not simply the absence of failure.

Diversity, Equity, and Inclusion

JRI inherently advances equity by serving as a community-based alternative to incarceration, contributing to reductions in minority representation in IDJJ custody.

Staff already:

- Participate in DEI and cultural responsiveness training.
- Incorporate youth and family voice.
- Utilize credible messengers and culturally relevant supports.

The next phase involves strengthening race- and ethnicity-based data analysis within CaseWorks to:

- Identify disparities.
- Establish measurable equity goals.
- Increase transparency and accountability.
- Track progress over time

JRI Programming and Impact on Commitments and Cost Avoidance

Since 2005:

- JRI counties have served **6,886 youth**
- IDJJ commitments reduced by **70%**
- **5,453** fewer youth committed than projected
- More than **\$200 million in incarceration costs avoided**

The average annual JRI cost per youth: **\$9,149**

Estimated IDJJ per-capita cost (2016 unofficial estimate): **\$161,000**

Even using conservative 2005 IDJJ cost figures, JRI represents approximately **6% of the cost of incarceration.**

Commitment and Detention Trends

All JRI sites have reduced IDJJ commitments compared to their original baselines. Eight of thirteen sites reduced commitments by 75% or more.

Detention admissions have also generally declined, demonstrating that detention is not being used as a substitute for IDJJ commitments.

While broader legislative changes and system reforms influenced statewide trends, the magnitude and consistency of reductions in JRI sites demonstrate sustained impact.

Key Takeaways

FY25 marks a transitional year as JRI implemented the CaseWorks system and strengthened its ability to measure individualized progress and equity outcomes.

Despite early system limitations, data demonstrate:

- Continued reductions in IDJJ commitments
- Significant cost avoidance
- Strong referral acceptance rates
- High service engagement
- Measurable progress for the majority of youth served

As CaseWorks matures, JRI will be positioned to provide even more robust analysis of youth outcomes, equity impact, and long-term effectiveness.

Tips for Success

Redeploy Illinois' long-term success is attributed to several key elements:

Statutory Foundation

The program's existence in statute creates stability and legitimacy as an alternative to IDJJ commitment. Social service programs that exist by law are generally more stable because legal frameworks provide a clear and consistent structure for delivering funds and ensure provisions are clearly defined. It also protects youth by facilitating access to alternatives to incarceration⁴.

Effective Oversight

Having a Board to oversee the JRI Program is beneficial in many ways:

- Board members bring insights and expert knowledge about the causes they support and the work they do, which helps all board members make informed decisions.
- Board members bring leadership skills that are essential for effective governance and decision-making.

⁴ [Policy Issues](#)

- Having a Board who meets regularly in open meetings means greater community involvement and engagement, which leads to better collaboration among stakeholders
- Boards are comprised of strong leaders which fosters collaboration and innovation⁵.

The RIOB's diverse membership—advocates, system partners, policy leaders, and practitioners—ensures balanced guidance, robust monitoring, and continuous improvement. The RIOB develops policies and makes official decisions to move the JRI Program forward. For example, the RIOB officially adopted the JRI Core Service Area Matrix as a tool for creating JRI Program youth success plans. They monitor commitment trends and cost per youth served. They approve program plans and budgets at every April RIOB meeting. They attend JRI Program site visits and JRI All Sites meetings.

Flexible Grant Model

One reason the JRI Program is so successful is because the funding is flexible. Flexibility in funding allows each applicant to adapt to the specific needs and goals of their local JRI Program, ensuring that the services provided are relevant and effective to that specific service area.

Support for various services: The flexibility of funds means a wide range of services can be offered, including those aimed at economic self-sufficiency, preventing neglect, and reducing inappropriate institutionalization.

Extensive resource allocation: JRI Grant money provides the necessary resources to support the development and implementation of the program, allowing for the allocation of funds to the most impactful areas.

Community, social service & justice system engagement: The flexibility of the grant encourages engagement and collaboration among social service providers, courtroom stakeholders, and the community, which fosters a sense of ownership and commitment among the youth and the program's stakeholders.

The long-term impact of a flexible grant program can be significant, leading to improved outcomes for justice-involved youth and a stronger community.

These benefits highlight the importance of flexible grants in building effective social service programs for justice-involved youth, ensuring that the services provided are not only beneficial but also sustainable and impactful.

A county-based purchase-of-service approach allows sites to:

- Partner with multiple providers

⁵ [what are the benefits of having a Board oversee a social service program? - Search](#)

- Tailor services to local needs
- Use flex funding to support youth strengths and family stability

Local Governance

Local governance is crucial for the effective implementation and success of programs like JRI. It ensures they are tailored to the specific needs of the community, leading to better outcomes for youth. Local governance also facilitates collaboration among various service providers, which is essential for providing comprehensive, holistic support to youth and their families. Additionally, local governance helps to address the unique challenges and disparities that exist in the community, making sure programs are inclusive and responsive to the needs of all youth being served. Local ownership ensures responsiveness and alignment with community values.

Strong Stakeholder Relationships

Judges, State’s Attorneys, Public Defenders, and probation officers all play essential roles in determining the most appropriate response for young people deeply involved in the juvenile justice system. Court culture and local priorities significantly influence referral patterns and decisions about whether a youth is committed to IDJJ or referred to the JRI Program.

Across JRI sites, courtroom stakeholders and probation staff have consistently observed that community-based alternatives lead to far better outcomes than incarceration. They have seen meaningful improvement among youth participating in JRI programming. JRI Program staff work closely with probation to support each youth’s goals, and courtroom stakeholders receive regular updates on participant progress.

It is critical to regularly incorporate stakeholder voice and feedback. DHS staff and RIOB members conduct Intensive Site Visits every three years to gain an in-depth understanding of how each JRI Program functions. These visits create opportunities for open dialogue among JRI Program staff, probation, courtroom stakeholders, and, at many sites, JRI participants and their families. DHS and the RIOB use this feedback to address concerns and recognize strong program practices.

Stakeholders and probation are also active partners in the annual JRI Program planning process. Together, they assess each program’s structure, policies, practices, strengths, and emerging needs. This collaborative approach results in program plans that evolve each year to meet the current needs of young people and their families.

Through coordinated efforts, the JRI Program model strengthens collaboration between local juvenile justice stakeholders and social service providers, reshaping how the juvenile justice system works with—and for—youth and the communities they live in.

Continuous Evaluation

The program consistently uses data to track progress, identify needs, evaluate new initiatives, and refine practice. From seeing monthly trend data by program site to funding multi-level evaluations, it is important to stay informed of program trends. By continuously evaluating juvenile justice programs, stakeholders can ensure that these programs are effective, efficient, and aligned with the needs of at-risk youth and their families.

Continual evaluation of a program like JRI offers several benefits, including:

- **Improved Program Effectiveness:** Continual evaluation helps identify strengths and weaknesses in the program, allowing for targeted improvements and enhancements.
- **Resource Allocation:** Evaluations inform the allocation of resources to ensure funds are used to support interventions that yield the best outcomes.
- **Community Support:** Evaluations foster community support by demonstrating the program's impact and effectiveness, which can lead to increased public trust and acceptance of the program.
- **Policy Guidance:** Evaluations provide valuable data for policy decisions, helping to inform the development of effective policies that support juvenile justice initiatives like JRI.
- **Disparity Addressing:** Evaluations can help address disparities in outcomes among different demographic groups, ensuring that all children and communities are served fairly and equitably.

Equitable Access

JRI Focus Funding ensures youth in non-program areas still receive services—affirming JRI's commitment to equity.

Non-Criminal Justice Related Granting Agency

Housing JRI under IDHS rather than a criminal justice state agency is important for several reasons:

Focus on Rehabilitation: Social service agencies prioritize rehabilitation and education, which are key components of restorative justice and community service programs. This approach aims to rehabilitate youth and prevent them from re-entering the juvenile and/or criminal justice system.

Restorative Justice: Social service agencies often implement restorative justice practices, which involve repairing the harm caused by the offense and restoring relationships. This approach seeks to address the root causes of crimes and fosters empathy and change among youth.

Community Involvement: Social service agencies emphasize community involvement and mentorship, which are crucial for the development and well-being of youth involved in the juvenile justice system. These relationships can improve self-esteem, academic achievement, and peer relationships.

Preventing Recidivism: By focusing on rehabilitation and community service, social service agencies aim to reduce recidivism and promote successful reintegration of youth into society. This can lead to fewer youth being sentenced to lifelong criminal records and a more positive impact on the community.

In summary, housing social service programs for juvenile offenders in a social service state agency rather than a criminal justice state agency is essential for promoting rehabilitation, restorative justice, community involvement, and preventing recidivism.

FY25 Highlights

- 655 youth and families received intensive holistic services in FY25.
 - The Illinois Criminal Justice Information Authority (ICJIA) initiated an evaluation to assess the effectiveness of the revised program model. Findings from this evaluation will help inform ongoing improvements to the model and strengthen the ability to measure program impact. This evaluation:
 - Examines whether the domains in the Core Service Area Matrix are appropriate and comprehensive
 - Assesses whether the GOALS assessment effectively captures youths' strengths and needs across those domains
 - Evaluates whether the CaseWorks case management system accurately reflects youths' experiences in JRI programs
 - Determines whether available data can reliably demonstrate measurable improvements in outcomes following program participation
- In FY25, Rock Island County—the final eligible county—applied for a planning grant and will begin implementation in late FY26. With its addition, JRI or Focus funding is available to all eligible Illinois youth outside northern Cook County.

Looking Forward

The goals for the JRI Program in the future include:

- Using findings from the ICJIA evaluation of the Core Service Area Matrix, GOALS assessment, and CaseWorks system to strengthen the revised model and refine data collection practices, incorporating recommendations to enhance clarity, accuracy, and outcome measurement.

- Collecting enough data to start a JRI Program evaluation to determine if youth achieve their goals after their time in the program.
- Continue to increase efforts to measure short and long-term positive outcomes by building capacity in the new case management system.
- Develop DEI matrices to better understand and address DEI issues that impact young people and their families.
- Increase funding to expand the JRI Program into all of Cook County without impacting other sites.
- Expand JRI Focus initiatives by raising the visibility of the Focus Program to attract more referrals and encourage greater use of Focus funds.
- Offer competitive pay to employees, especially therapists and case workers, to decrease staff turnover. Relationships with case workers and therapists build with young people and families is essential to success.
- Develop standard reports for the new CaseWorks data system.
- Find more ways for young participants to share their voices.
 - Create Youth Advisory Boards and provide incentives to participate.
 - Implement Restorative Circles focused on youth experience in the JRI Program.
- Assist with the development of marketing materials for JRI Program sites to provide quick and easy ways to encourage use of the JRI program.
- Develop educational materials to help explain the JRI Program to young people and their families early in the process, ideally in the courtroom as soon as young people are referred to JRI Programs.
- Encourage all JRI Program sites to develop a JRI Program Orientation for new employees and courtroom stakeholders.
- Develop and offer professional development workshops for JRI Program employees.
- Provide JRI Program sites de-escalation trainings, which is specialized instruction that teaches staff strategies to prevent, reduce, or safely manage conflict and aggressive behavior in youth. It focuses on recognizing early signs of tension, using verbal and nonverbal techniques to calm situations, and maintaining safety for both youth and staff, while promoting positive relationships and supportive interventions.

Bottom Line

Since its launch in 2005, the Juvenile Redeploy Illinois (JRI) Program has transformed the state's juvenile justice system from one centered on incarceration to one grounded in community-based intervention. What began as a pilot initiative has grown into a statewide, evidence-informed model that reduces reliance on confinement while improving outcomes for youth and families. Participating counties have reduced commitments to the Illinois Department of Juvenile Justice by approximately 70 percent, diverted thousands of young

people from incarceration, and avoided more than \$200 million in costs, all while delivering services at a fraction of the cost of confinement.

JRI's impact is rooted in strong statutory authority, collaborative governance through the Redeploy Illinois Oversight Board, flexible funding that supports local innovation, and close coordination with probation and courtroom stakeholders. Over time, the program has evolved in response to research, stakeholder input, and lived experience, adopting a holistic, strength-based, and trauma-informed approach. Tools such as the Core Service Area Matrix, the Positive Youth Justice framework, and the GOALS assessment reflect a commitment to measuring meaningful youth development rather than focusing solely on compliance or risk.

Today, JRI emphasizes individualized planning, culturally responsive services, and family engagement, recognizing that youth achieve lasting success when their strengths are nurtured and their underlying needs are addressed. By continuing to prioritize equity, accountability, and evidence-based practice, JRI stands as a national model for how states can responsibly reduce incarceration while promoting public safety and long-term positive outcomes for young people and communities.