

State of Illinois

Rod R. Blagojevich, Governor

Illinois Criminal Justice Information Authority

Lori G. Levin, Executive Director



Implementing balanced and restorative justice

Victim • Offender • Community



A guide for law enforcement officers

ACKNOWLEDGMENTS

The Illinois Criminal Justice Information Authority would like to thank the following groups and agencies for their assistance in developing this guide:

*The Balanced and Restorative Justice Project,
Florida Atlantic University*

Champaign Police Department

Champaign County Regional Planning Commission

Community Justice for Youth Institute

*Cook County Circuit Court- Juvenile and Child Protection
Resource Section*

Cook County State's Attorney's Office

Illinois Balanced and Restorative Justice Initiative

Matteson Police Department

Public Safety Department of Woodbury, Minnesota

*Implementing balanced and restorative justice: A guide for law
enforcement was written by:*

Jessica Ashley, ICJIA research analyst

Phillip Stevenson, ICJIA senior research analyst

This project was supported by grant #02-DB-BX-0017 awarded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, and grant #01-JB-BX-0017G awarded by the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice. Points of view or opinions contained within this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.



TABLE OF CONTENTS

FOREWORD	4
ABOUT THIS GUIDE	5
BALANCED AND RESTORATIVE JUSTICE	6
<i>Principles of restorative justice</i>	6
<i>Benefits of balanced and restorative justice</i>	8
THE COMMUNITY JUSTICE MOVEMENT	10
<i>Community policing</i>	10
<i>Improving community relations</i>	11
PUTTING BALANCED AND RESTORATIVE JUSTICE INTO PRACTICE IN LAW ENFORCEMENT	12
<i>Law enforcement and victims</i>	13
BALANCED AND RESTORATIVE PRACTICES FOR LAW ENFORCEMENT OFFICERS	14
<i>Current justice practices</i>	14
<i>Formal and informal station adjustments</i>	14
<i>Community service</i>	14
<i>Restitution</i>	14
<i>Victim impact panels</i>	15
<i>Victim impact statements</i>	16
<i>Apology letters</i>	16
<i>Balanced and restorative justice-based programs</i>	16
<i>Circles</i>	17
<i>Community reparative boards</i>	17
<i>Family group conferences</i>	17
<i>Victim offender conferencing programs</i>	17
<i>Other programs</i>	18
<i>Youth court programs</i>	18
<i>Community mediation panels</i>	18
<i>Implementation</i>	18
<i>Evaluation</i>	20
CONCLUSION	21
NOTES	22
APPENDIX	23

Foreword

Created in 1983, the Illinois Criminal Justice Information Authority is a state agency dedicated to improving the administration of criminal justice. The Authority works to enhance the information tools and management resources of state and local agencies, and it serves as a statewide forum for criminal justice coordination, planning and problem solving. It is also responsible for research, information systems development, and administration of federal funds. The Authority's specific powers and duties are spelled out in the Illinois Criminal Justice Information Act [20 ILCS 3930]

The Authority created this series of BARJ implementation guides to provide profession-specific information on how the BARJ philosophy could be used across the juvenile justice system.

ICJIA supports the use of balanced and restorative justice (BARJ) in Illinois' juvenile justice system in accordance with the state's policy on BARJ as outlined in the Juvenile Court Act. In recent years, the agency has consistently made BARJ a research and funding priority. In 2003, the Authority sponsored a statewide BARJ summit attended by juvenile justice professionals across Illinois. The goal of the summit was to develop a statewide strategy to systematically implement BARJ-based programs and principles for juveniles throughout the state.

Summit participants identified several needs to aid them in the implementation of BARJ principles. One need was continuing education on programmatic applications of the BARJ philosophy. This led to a conference in March 2005 entitled, "Juvenile Justice in Illinois: Implementing restorative justice in your community."

The Authority created this series of BARJ implementation guides to provide profession-specific information on how the BARJ philosophy could be used across the juvenile justice system. For more information about BARJ and other ICJIA activities, visit the Authority's website at www.icjia.state.il.us.

About this guide

This publication is one in a series of guides designed to assist in the statewide promotion of balanced and restorative justice. BARJ is a philosophy of justice that can guide the work of individuals who deal with juvenile offenders, their victims, and the communities in which they live.

The goals of this guide are to:

- Promote compliance among those working in juvenile justice in Illinois with the state's policy on BARJ outlined in the Juvenile Court Act.¹
- Improve the response to juvenile conflict and crime by increasing the knowledge and understanding of BARJ by juvenile justice professionals, agencies, communities and their members.
- Offer strategies, programs, and practices that incorporate the values and principles of BARJ.

Implementing balanced and restorative justice: A guide for law enforcement officers is specifically designed to provide practical BARJ strategies that can be utilized by law enforcement officers on a daily basis. A variety of juvenile justice practitioners provided guidance during the development of this guide to make it applicable to the work of law enforcement agencies and individual police officers.

Balanced and restorative justice

Restorative justice² is a philosophy based on a set of principles that serve to guide the response to conflict or harm. Restorative justice principles can guide responses to conflicts in many settings, not just those caused by a violation of law. The balanced and restorative justice³ model was a concept developed in part by the U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, in order to make the philosophy of restorative justice applicable to the modern U.S. justice system. BARJ uses restorative justice principles to balance the needs of three parties—those identified as offenders or law violators, the crime victim, and the affected community.

BARJ is not a program, but a philosophy with a coherent set of values and principles to guide the administration of justice.

Principles of restorative justice

The principles of restorative justice⁴ are:

- Crime is injury.
- Crime harms individual victims, communities, and offenders, and creates an obligation to address that harm.
- All parties should have an opportunity to respond to the crime, including victims, the community, and the offender.
- The victim's perspective is central in deciding how the harm should be repaired.
- Accountability for the offender means accepting responsibility and acting to repair the harm done.
- The community is responsible for the well-being of its members, including both victim and offender.
- All human beings have dignity and worth.
- Restoration, repairing the harm, and rebuilding community relationships is the primary goal of restorative justice.
- Results are measured by how much repair was done rather than how much punishment was handed out.
- A high degree of crime control cannot be achieved without active community involvement.
- The justice process is respectful of age, abilities, sexual orientation, family status, and diverse cultures and backgrounds, whether racial, ethnic, geographic, religious, economic, or other. All are given equal protection and due process.

BARJ is not a program, but a philosophy with a coherent set of values and principles to guide the administration of justice. The programs described in this guide are based on the philosophy of BARJ and will be referred to as “BARJ programs.” Although BARJ can also be applied to adult offenders, it has gained a wider acceptance in Illinois for use with youth in the juvenile justice system.

The involvement of both direct and indirect victims of crime is necessary in the justice process for offenders to gain a better understanding of the harm they have caused and learn empathy for others.

BARJ's three main goals include:

- **Accountability.** BARJ strategies provide opportunities for offenders to be accountable to those they have harmed and enable them to repair the harm they caused to the extent possible.
- **Community safety.** BARJ recognizes the need to keep the community safe. Community safety can be accomplished through BARJ strategies by building relationships and empowering the community to take responsibility for the well-being of its members.
- **Competency development.** BARJ seeks to increase the pro-social skills of offenders. Addressing the factors that lead youth to engage in delinquent behavior and building on the strengths evident in each youth increases their competencies.

BARJ recognizes three parties with an important role and stake in the justice process: **victims, offenders, and communities.**

Crime is viewed as harm to individuals and communities, rather than merely a violation of state laws. As a result, the administration of justice is guided not only by the interests of the state, but also the interests of victims and community members. A crime may produce a clear victim, an individual who was directly harmed, or victims who were harmed indirectly. For example, drug crimes may appear to have no clear victim, but families and communities are very much affected when one of their members abuses drugs. The involvement of both direct and indirect victims of crime is necessary in the justice process for offenders to gain a better understanding of the harm they have caused and learn empathy for others.

The BARJ philosophy differs from the dominant justice philosophies of retribution and rehabilitation. Retribution reacts to an offense through punishment, while rehabilitation seeks to improve the individual offender through treatment. In both philosophies, offenders remain relatively passive and are not expected to accept responsibility for their crimes. In fact, retributive and rehabilitative justice systems may encourage offenders to deny responsibility, due in part to the adversarial processes involved in the determination of guilt and appropriate punishment.

Many criminal justice professionals have embraced the BARJ philosophy due to the limitations evident in the absence of accepting responsibility and the exclusion of victims and community members from the justice process. Many BARJ principles and practices enhance the juvenile justice system. Many BARJ-based practices do not, or cannot, apply in all cases. But when the conditions are right for BARJ implementation, better outcomes can be seen for victims, offender, communities, and the juvenile justice system. There is a possible restorative response to any harm or crime, even if the offender is incarcerated.

BARJ has been implemented all over the world, but most extensively in Western Europe, New Zealand, and Canada. Nationally, BARJ has been endorsed by the U.S. Department of Justice through the Office of Juvenile Justice and Delinquency Prevention, which has funded the National Balanced and Restorative Justice Project since 1993. Housed at Florida Atlantic University, the BARJ Project provides training and technical assistance and develops a variety of materials to inform policy and practice related to balanced approach and restorative justice. (*See Appendix for contact information.*)

As of March 2005, at least 16 states included balanced and restorative justice in the purpose clauses of their juvenile courts.

Research has shown that balanced and restorative justice reduces recidivism rates.

As of March 2005, at least 16 states included balanced and restorative justice in the purpose clauses of their juvenile courts.⁵ In 1998, Illinois' Juvenile Court Act was revised to include a purpose and policy statement adopting BARJ for all juvenile delinquency cases. Many jurisdictions in Illinois are operating BARJ-based programs and practices and numerous state and local initiatives promote BARJ.

Demonstrating their support for the guiding philosophy of Illinois' juvenile justice system, the Illinois Law Enforcement Training and Standards Board recommends that juvenile officers use BARJ. The Illinois Police Agency Model Juvenile Handbook and Procedures Manual states:

"The Juvenile Justice Advisory Committee believes it is imperative for officers to have an understanding of Balanced and Restorative Justice.

"Juvenile police officers, if not currently involved, may be requested to work with county boards, peer court, and victim offender programs in implementing concepts designed to restore justice in their community and to address needs of at-risk youth. By understanding the philosophy by which the 1998 Juvenile Justice Reform Provisions were written, a proactive role by juvenile police officers will enhance their community."⁶

Benefits of balanced and restorative justice

Research has shown that BARJ:

- Offers a more cost-effective means to handle crime over the traditional court system.⁷
- Reduces recidivism rates.⁸
- Increases satisfaction of victims⁹ and offenders with the justice system.¹⁰
- Improves competencies of offenders.¹¹
- Increases completion of restitution agreements.¹²
- Lessens the fear felt by victims of crime.¹³
- Increases community involvement.
- Provides individualized attention and services for offenders and their victims.

There are also specific benefits of BARJ for law enforcement officers. BARJ can:

- Offer alternatives to arrest and/or prosecution for low-level youth offenders who are better served outside of the formal justice process.
- Secure more satisfying resolutions of community problems and youth delinquency.

- Reduce community dependence on police by increasing community capacity to solve conflicts and allow police to devote more attention and resources on more serious crime.
- Decrease the number of youth getting involved in the system, thereby reducing the time juvenile police officers spend in juvenile court.

The community justice movement

The community justice movement, which includes policing, courts, prosecution, and probation models, has the goal of community involvement in common with BARJ. Community justice aims to increase collaboration with the community to improve the effectiveness of police, prosecutors, defense attorneys, and the courts. BARJ goes a step beyond community involvement by involving all parties who have an interest in and are affected by crime.

Community policing expands the role of a police officer from one who responds to crime with arrests to one who also serves as a community resource and peacemaker.

Police officers can use BARJ on the street to promote a positive police image.

Community policing

Law enforcement officers are able to identify and respond to initial acts of juvenile delinquency. They also have some control over who will enter the system and who will avoid a criminal record through diversion from the justice system. Policing strategies based on the BARJ philosophy can be used to resolve community problems and juvenile delinquency in lieu of, or in addition to, a station adjustment¹⁴ or arrest.

In addition to dealing with offenders, police often interact with members of the community. Community policing expands the role of a police officer from one who responds to crime with arrests to one who also serves as a community resource and peacemaker. The BARJ philosophy can be applied to community policing to guide officers in crime prevention and intervention. Police officers can use BARJ on the street to:

- Gain a better understanding of community problems. This puts police in a better position to prevent crime, rather than just respond to it.
- Maintain a presence in the community and promote a positive police image.
- Involve and engage the community to solve problems, resolve conflict, and address crime either independent of, or in conjunction with, the police.

Here, Superintendent Mel Lofty of the Thames Valley Police Department in Thames Valley, England, whose officers use restorative justice to guide their policing practices, describes what they refer to as *restorative policing*.

“Restorative policing is not yet another new policing model or initiative competing with all the other things we do. Rather it supports and builds on the ideas of problem solving policing while acknowledging the need to detect and reduce crime in the short- and long-term. Restorative policing can be a range of tactics and strategies, whose end result, when done right, is that offending behavior is prevented or curtailed, conflict between communities is reduced and victims are given back their own confidence and sense of well-being. Increasing victims’ and communities’ confidence by involving them in finding the solutions and seeking to repair the harm caused, can lead to a greater sense of safety and

improved quality of life. These are the positive outcomes little achieved by the traditional western approach to criminal justice. However, restorative policing could also be much more than tactical interventions. It could be the catalyst that would facilitate a cultural and behavioral change that would support the ethos of police service rather than police force.”¹⁵

While community policing can be enhanced by the BARJ philosophy, still vital are the traditional police roles of investigation and crime fighting. The ability to bring victims and offenders together depends largely on the successful apprehension of offenders. The community relies on law enforcement to make this happen.

To improve community relations, police departments should conduct public meetings, gather information through community surveys, establish clear complaint procedures, and include local residents on advisory boards.

Improving community relations

One of the principles of BARJ is that the community is responsible for the well-being of its members, including both victims and offenders. One way for community members to fulfill that responsibility is to participate in BARJ-based practices that handle conflict and crime. In some areas, before the community can get involved, relations between the community and local law enforcement need improvement. Community members may have preconceived notions of the role of police and the criminal justice system based on personal experiences, or even on the way they are depicted in the media. Other residents may view interactions with police as limited to only the 911 call made when a crime is being committed. Misconceptions and distrust of law enforcement should be addressed. Communication is vital for an effective relationship between police and the community.

To improve community relations, police departments should conduct public meetings, gather information through community surveys, establish clear complaint procedures, and include local residents on advisory boards. Police officers should engage in informal discussions in the community to create positive relationships with its residents. BARJ-based practices, such as circles, allow community members and law enforcement personnel to address specific community problems with a conversation that gives everyone an equal voice in arriving at a solution.

Once a positive relationship is established, local residents are empowered and more likely to accept responsibility for the well-being of victims and offenders in the community. Police departments, which are often short-staffed with limited budgets, may then rely on community members to take on some of the responsibility for the operation of new or existing programs. The image of police and the courts will be improved through BARJ-based practices and programs as community members grow more comfortable with law enforcement and the justice system.

Putting balanced and restorative justice into practice

Youth can become involved with a BARJ program at various points in the juvenile justice process. Law enforcement may divert cases to BARJ programming as a part of a formal or informal station adjustment. Prosecutors may choose to divert cases to a BARJ program in lieu of a formal charge or negotiate with defense attorneys for guilty plea agreements requiring participation in the program.

Research suggests that victims are open to sentences that are restorative and often do not desire the incarceration of their offender.

Judges can order an offender who has acknowledged responsibility for an offense to participate in a BARJ program. Probation officers may develop conditions of probation, in some cases along with citizens and victims, which follow the principles of BARJ. A detention or corrections center may have offenders participate in BARJ programs, which can aid in an offenders' successful re-entry into the community. In addition, a BARJ program can handle violations of probation or disciplinary actions within a juvenile facility. Finally, offenders may voluntarily agree to participate in a BARJ program or practice separate from any obligations imposed by the court system.

BARJ-based practices also are used outside of the system to handle neighborhood disputes and misconduct in schools.

Figure 1 outlines the roles that justice system professionals can play in meeting the goals of BARJ.

Figure 1: The role of juvenile justice system professionals in the facilitation of balanced and restorative justice	
Accountability	<ol style="list-style-type: none"> 1) Facilitate mediation. 2) Ensure restoration (ways for offenders to pay restitution). 3) Develop creative and restorative community service options. 4) Educate community members on their potential role and engage them in BARJ-based practices.
Competency development	<ol style="list-style-type: none"> 1) Develop ways for young offenders to increase competency. 2) Assess and build on youth and community strengths. 3) Develop community partnerships.
Community safety	<ol style="list-style-type: none"> 1) Develop incentives and consequences to ensure compliance with supervision objectives. 2) Assist school and family efforts to handle and maintain offenders in the community. 3) Develop prevention capacity of local organizations.

Adapted from Bazemore, Gordon and Charles Washington "Charting the Future for the Juvenile Justice System: Reinventing Mission and Management," Spectrum, The Journal of State Government 68 (2) (1995): 51-56.

Law enforcement and victims

Depending on the type of crime, victimization can range from an inconvenience to traumatization. Each victim's response to crime also may vary. Victims may need empowerment, reassurance, vindication, and an understanding of what happened.¹⁶ Sometimes these needs are not met by the traditional justice system. BARJ-based processes, in contrast, are better designed to meet the range of crime victims' needs. Research suggests that victims are open to sentences that are restorative and often do not desire the incarceration of their offender. In addition, victims want their offenders to receive treatment. Studies also have shown that BARJ practices offer high victim satisfaction and reduce fear and anxiety.¹⁷

Crime can be traumatic. The criminal justice system has often been criticized for being insensitive, unresponsive to victim needs, and even causing further harm. Significant effort should be made not to revictimize or blame the victim. BARJ seeks to treat victims with compassion and sensitivity in an environment that is attentive to each victim's feelings and needs.

Balanced and restorative justice practices for law enforcement officers

Many balanced and restorative justice practices may already be used in some jurisdictions, but the degree to which they can be considered BARJ-based may vary. BARJ-based practices adhere to the balanced approach by giving equal attention, whenever possible, to victims, offenders, and communities, and are based on the principles of restorative justice. Several ways exist to make current practices more effective and consistent with the BARJ philosophy.

Offenders should be provided, when appropriate, with meaningful community service options.

Offenders can work to repair the harm they caused, ideally in areas that increase their competencies.

Formal and informal station adjustments

Juvenile police officers have the option of giving youth formal and informal station adjustments. A station adjustment does not constitute an adjudication of delinquency or criminal conviction. Officers may use station adjustments at their discretion for minor offenses when the arrested juvenile has a limited criminal history.

Because they require an admission of involvement in a case, formal station adjustments hold greater promise for the implementation of BARJ-based practices. A BARJ-based formal station adjustment plan will require that the juvenile repairs the harm he or she caused. Ideally, the steps taken will repair the harm felt by victims and the community while building competencies of the offender.

Current justice practices

Community service

Community service has long been an option in response to juvenile offending. It has not always been restorative, however. Offenders should be provided, when appropriate, with meaningful community service options. For communities to experience restoration through community service, the service should be both visible and valuable. Ideally, community service will either be linked to the harm caused by the crime or be chosen by the victim(s). It should also take into account the strengths, interests, and skills of the offender leading to increased competencies. Some activities may include tutoring or mentoring youth; helping at faith institutions, shelters, hospitals, or nursing homes; or attending an extracurricular activity that interests them in their school or community. These activities build skills and engage offenders in a positive way by building lasting relationships, which are more likely to impact them beyond completion of their community service.¹⁸

Restitution

Offenders can be required to pay monetary restitution to their victim(s). However, many young offenders find it difficult to pay. The burden of payment often falls on the offender's parents. Offenders can work to repair the harm they caused, ideally in areas that increase their competencies. For example, an offender can work for a business owner from whom he or she stole or repair damage that was the result of

Figure 2

A police-run BARJ conference in action

This is an example from Officer Paul Schnell, of St. Paul, Minn., of how conferencing can effectively deal with issues that police encounter every day. Schnell has been a police officer for more than 10 years and was once named St. Paul Police Officer of the Year. He is a pioneer in the use of conferencing for serious offenses and actively promotes the use of informal restorative practices in many areas of policing.

“There was a particular family who had two young kids that were wreaking havoc on their neighborhood. In the course of a 60-day period, we had about 40 calls for service in that area—all related to the same two kids. By everyone’s estimation, they were seen as no good, as bad to the core. They believed that the only way the problem was going to stop was when someone got seriously hurt. We didn’t have a crime as such, but we had lots of little quality-of-life problems—noise, property damage, things destroyed, and broken windows. We couldn’t necessarily pin it on these kids, but people knew that these kids were involved. People were frustrated.

“We tried to talk to the two young boys who were involved in this. We did the traditional police lecture thing and that didn’t work. We talked to their parents and did the traditional lecture with them (‘You need to maintain better control,’ etc.). Ultimately, when nothing else was working, I took the opportunity to run a conference—a restorative process in which people in the neighborhood, this family, and the boys were invited to participate.

“The conference was heavy with emotion. Everyone was very upset about all the things that were going on. Everyone wanted things to be different, from the two boys, to their parents, to all of the neighbors. What happened during that process was absolutely astounding. The discussion didn’t center on how bad the boys were. It didn’t center on the fact that windows were broken, people’s plants were destroyed or that young kids weren’t able to sleep because of the loud music at night. The discussion was about reaching agreement on the rules they wanted. It was about what kind of neighborhood they wanted. These kids and their parents were invited to be a part of that for the first time.

“In the following six months, we had one police call. That was the result of one of the boys needing a mental health placement. It had nothing to do with anything that affected the neighborhood. During the conference process, the kids spoke, the parents spoke and the neighbors spoke. They all decided what they wanted their neighborhood to look like and how they were going to treat one another. In doing that, the problems were resolved. That’s a great way to police. What we had done 40 times in those past 60 days didn’t work, but we spent two hours one night engaging the people who were affected by the boys’ behavior and we had a totally different outcome.”

Reprinted with permission from: Mirsky, Laura, Restorative Practices and Policing: An Interview with Paul Schnell, Restorative Practices E-Forum on the World Wide Web at www.restorativepractices.org (April 15, 2003): 2-3.

vandalism or graffiti. These opportunities give young offenders the ability to provide restitution to victims, while learning of the impact of their behavior.

Many communities are finding new ways to assist juvenile offenders in paying restitution. In Operation Payback, an innovative program out of St. Louis, Mo., service organizations raise money that allows juveniles to earn an hourly wage for community service. Once earned, the funds are sent to victims by the service organization in the form of restitution.

Victim impact panels

Mothers Against Drunk Driving held the first victim impact panel in 1982. Victim impact panels allow crime victims of similar offenses to share their experiences and impact of crime with offenders. These panels allow victims to talk with offenders of similar crimes when it might be too difficult or impossible for them to talk with their own offender. This process also allows offenders to learn the

impact of their actions, even though they are not hearing it directly from those they have harmed.

Victim participation is voluntary in any BARJ-based response to juvenile offending. Sometimes, victims are unable to or opt not to meet with their offenders face-to-face. Other times there is no direct victim of a crime.

Victim impact statements

Victim impact statements share the effect of the crime and may influence the sentence or program outcomes.

Victims may provide written statements in lieu of meeting with an offender. The statements share the effect of the crime and may influence the sentence or program outcomes. The first use of impact statements in the U.S. was in 1976 by the probation department in Fresno County, Calif., which used them to guide sentencing in court.

Although victim impact statements are typically used post-conviction and pre-sentencing, other opportunities exist for use of victim impact statements. For example, in certain BARJ programs, a facilitator reads a statement written by the victim that describes the harm caused by the offender.

Apology letters

Even if the victim declines to receive an apology letter, it may still be a worthwhile undertaking as the exercise will require the offender to consider the harm caused by his or her actions.

Offenders who are unable to apologize to victims in person may write letters to their victims or others affected by their offense. The content of these letters should be reviewed before being shared with victims to ensure that they are sincere and will cause no further harm. Victims should always be asked first if they are willing to receive an apology letter from the youth. Even if the victim declines to receive the apology letter, it may still be a worthwhile undertaking, as the exercise will require the offender to consider the harm caused by his or her actions.

Balanced and restorative justice-based programs

Juvenile BARJ-based programs often have several common elements. They:

- Are offered to juvenile offenders who are willing to accept full responsibility.
- Are provided with participant referrals at the discretion of the juvenile justice system.
- Are facilitated by a trained individual, who may be an employee of a juvenile justice agency, an allied non-profit agency, or a volunteer from the community.
- Involve victims and/or community members in the process, but participation is voluntary.
- Keep proceedings confidential.

The following programs may be used by law enforcement as a condition of a station adjustment, by prosecutors who refer youth to BARJ-based programs as an alternative to formal processing in juvenile court, or by probation departments as a condition of probation. These programs have shown promise and have been replicated in different countries and communities. This is not an exhaustive list and program variations may exist that adhere to the principles of BARJ.

Circles

Circles provide an informal opportunity to bring parties in conflict together to resolve an issue. They also may be used in more formal processes, such as sentence determination. A trained facilitator, often called the “circle keeper,” allows all interested parties to share any feelings and information related to the conflict or offense. The facilitator may use a “talking piece,” an object that is passed from person to person indicating that it is that person’s turn to speak. By offering opportunities for open and safe communication, circles resolve conflict, strengthen relationships between participants, empower all parties involved, and emphasize respect and understanding.

By offering opportunities for open and safe communication, circles resolve conflict, strengthen relationships between participants, empower all parties involved, and emphasize respect and understanding.

Community reparative boards

Community reparative boards, also known as neighborhood accountability boards, merchant boards, and youth panels in other parts of the country, allow the community to get involved in the justice process by addressing offenders in a constructive way. These boards bring the offender before a panel of local citizens who hold hearings and determine dispositions. Typically, local courts refer cases to the board. Community volunteers go through intensive training to participate on the board. This training might include the board process (or issues related to working with youth), but must also include BARJ-based principles to be restorative.

One reparative board initiative, the Community Panels for Youth Project has operated in seven Chicago neighborhoods since 1997. Panels of community volunteers hear juvenile offender cases referred by the Cook County State’s Attorney’s Office.

Vermont also has a successful reparative probation program that invites dialogue between citizen volunteers, victims, and offenders to negotiate restorative probation agreements.¹⁹

Family group conferences

Also called community, accountability, and restorative group conferences, family group conferences differ from mediation in that the offender and victim are allowed to bring members of their support systems, typically family members, to the conference.²⁰ Guided by a trained facilitator, participants are allowed to express their feelings about the young offender and the crime he or she committed. An agreement is developed that describes what the offender must do to repair the harm. Conferencing allows people to work together to resolve problems through cooperation, support, and empowerment. Research has shown high levels of satisfaction with this program, with participants preferring a conference to a court appearance,²¹ as well as lower recidivism rates than traditional court processing.²²

Victim offender conferencing programs

Victim offender conferencing programs are facilitated by a trained mediator and bring together the offender and victim.²³ A discussion takes place and an agreement for the offender to follow is developed. These programs are also referred to as victim offender mediations, victim offender reconciliation programs, or community mediations. Although the term “mediation” may imply that the victim and offender are equals, this is not the case. The offender has the obligation to restore the victim. Community mediation programs can be designed to involve the community and mediate between a victim and an offender. Research has shown that both parties in these programs have consistently been satisfied with the process. Some say the process is fairer than court proceedings.²⁴

Youth courts offer victims and community members the opportunity to be present at hearings, provide input into sentencing, and receive verbal or written apologies.

Police departments may already incorporate one or more of the core principles of BARJ—public safety, accountability, and competency development.

Other programs

Youth court programs and community mediation panels have the potential to be restorative when implemented in a manner that is consistent with the BARJ philosophy.

Youth court programs

Youth courts, also called teen courts and peer juries, are programs in which youth volunteers hear cases of juvenile delinquency or school misconduct and make recommendations. In Illinois, most of these programs operate through police departments for station-adjusted youth as a diversion from juvenile court.²⁵ Probation officers may also develop individualized probation agreements through youth courts.

These programs have used the BARJ philosophy to varying degrees. Because of the popularity of youth courts, particularly with police departments in Illinois, a real opportunity exists for these programs to implement BARJ. Youth courts offer victims and community members the opportunity to be present at hearings, provide input into sentencing, and receive verbal or written apologies. Sentences should improve competencies and take into account the interests and talents of offenders. Community service work should be meaningful and related to the offense.

Community mediation panels

In practice, community mediation panels share much with community reparative boards. The goal is to make the juvenile understand the seriousness of his or her actions and the effect that a crime has on the minor, his or her family, the victim, and the community.²⁶ Although the Illinois' Juvenile Court Act explicitly gives responsibility to the state's attorney for the establishment of community mediation panels, the statute states that these panels should be provided to informally hear cases that are referred by a police officer as a station adjustment, a probation officer as a probation adjustment, or referred by the state's attorney as an alternative to prosecution.²⁷

Implementation

Implementing BARJ-based practices doesn't necessarily require the creation of new programs. Adjustments to current practices can make existing programs more restorative. Police departments may already incorporate one or more of the core principles of BARJ—public safety, accountability, and competency development—into their daily routines. Starting a successful BARJ-based practice or program takes work, but evidence shows that BARJ offers much more than the conventional justice system.

Figure 3 provides a description of BARJ-based programs and their goals. The programs are very similar. They all follow the principles of restorative justice. However, one program may be more desirable for certain cases than another. Mediation may be preferred when there is a direct victim who wishes to speak face-to-face with the offender. A circle may be better when there is conflict or a crime that has affected a large group of people. A conference may be preferred if the offense directly

Figure 3: Comparison of BARJ-based programs

	Description	Goals
Circles	<ol style="list-style-type: none"> 1) Involve victim, offender, community participants, and supporters. 2) Led by a trained facilitator. 3) Allow all parties to share information. 4) Lead to an agreement. 	<ol style="list-style-type: none"> 1) Provide awareness of victim and community impact of crime. 2) Reconnect victim and offender. 3) Aid victim in healing process. 4) Develop a collective response to crime and conflict.
Conferences	<ol style="list-style-type: none"> 1) Involve victim, offender, and supporters. 2) Led by a trained facilitator. 3) Allow all parties to share information. 4) Lead to an agreement. 	<ol style="list-style-type: none"> 1) Provide awareness of victim, family, and community impact of crime. 2) Connect all affected by crime. 3) Develop a collective response to crime and conflict.
Community boards	<ol style="list-style-type: none"> 1) Involve victim, offender, community, and volunteers. 2) Led by trained facilitator. 3) Ask questions of victim and offender to illustrate crime's impact. 4) Lead to an agreement. 	<ol style="list-style-type: none"> 1) Provide awareness of victim and community impact of crime. 2) Reconnect victim and offender. 3) Empower citizens and reduce criminal justice reliance. 4) Develop a collective response to crime and conflict.
Mediation	<ol style="list-style-type: none"> 1) Becomes an option when there is a direct victim. 2) Involves victim and offender. 3) Led by trained mediator. 4) Involves mediated discussion in which both parties share information. 5) Leads to an agreement. 	<ol style="list-style-type: none"> 1) Provide awareness of victim impact of crime. 2) Reconnect victim and offender. 3) Aid victim in healing process. 4) Develop a collective response to crime and conflict.

Adapted from Bazemore, Gordon and Mark Umbreit, "Conferences, Circles, Boards, and Mediation: Restorative Justice and Citizen Involvement in the Response to Youth Crime." Final report for Office of Juvenile Justice and Delinquency Prevention, grant number 95-JN-FX-0024. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, 1999: 27-34.

involves the family and other people close to the youth. A community board may be desired if the offense has a great impact on the community. Ideally, many program options would exist for young offenders.

There are several steps to developing a program. Points to consider include:

- Establishing a referral procedure, and determining whether referrals will be accepted by other entities, such as schools or parents.
- Identifying the types of offenses and youth that will be accepted.
- Fostering links with community agencies and groups.
- Determining available community service options.
- Recruiting and promoting the BARJ program in the community.
- Training staff and/or volunteers and educating offenders.
- Developing a process for monitoring, follow-up, and evaluation.

BARJ-based practices should be examined to ensure they are consistent with the BARJ philosophy.

Evaluation

Law enforcement agencies may gather information through surveys and focus groups designed to help determine victim and community satisfaction with the courts and gain input on what problems exist in their neighborhoods. The same research methods also may be used to measure the impact of BARJ-based practices and programs. BARJ-based practices themselves, including the elements of a formal agreement, such as restitution and community service, should be examined to ensure they are consistent with the BARJ philosophy. In addition, community service completion and restitution compliance rates can be measured. Although many offices do not have the resources to implement these information-gathering techniques, many colleges and universities are interested in providing research support.

Conclusion

The juvenile justice system has been criticized for failing to be responsive to victims and the communities it serves. Many citizens distrust and fear police and are intimidated by what is often a confusing and overburdened court system. Traditional justice processes encourage community residents to leave the issue of justice to the professionals. But crime affects all members of society, and involvement of local citizens can be vital to the reduction of crime. In *Crime Shame and Reintegration*, John Braithwaite writes, “Low crime societies are societies where people do not mind their own business, where tolerance of deviance has definite limits, where communities prefer to handle their own crime problems rather than hand them over to professionals.”²⁸ BARJ is able to provide a framework for involving all parties affected by crime in the justice process and has the potential to build societies like those Braithwaite describes.

Restorative justice is a trend both nationally and internationally. Over the past decade, states have implemented BARJ-based practices and programs and have adopted BARJ-based policies for juvenile justice. The U.S. Office of Juvenile Justice and Delinquency Prevention endorses BARJ, and Illinois adopted BARJ as its purpose and policy for responding to juvenile delinquency. This philosophy can guide the work of law enforcement and aid in the administration of justice. Research shows that BARJ-based programming is associated with high satisfaction with the juvenile justice system and low recidivism rates.

This guide is intended to further the knowledge, understanding, and practice of balanced and restorative justice. Agencies are encouraged to move toward a restorative juvenile justice system by using the philosophy of BARJ and the practices and programs described in this guide. The BARJ-based strategies implemented should be geared toward the needs of the community and its individual victims, offenders, and citizens.

Notes

¹ 705 ILCS 405/ 5-101.

² This philosophy is based on practices used in indigenous cultures and religious groups for centuries.

³ The concept and term *balanced and restorative justice* was developed by the Balanced and Restorative Justice Project, funded by the Office of Juvenile Justice and Delinquency Prevention. The project sought to make the concepts of restorative justice applicable to our modern justice system and its professionals.

⁴ Pranis, Kay, *Guide for Implementing the Balanced and Restorative Justice Model*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, 1998, NCJ 167887.

⁵ Griffin, Patrick, Linda Szymanski, and Melanie King, *National Overviews, State Juvenile Justice Profiles*, National Center for Juvenile Justice Online (2005).

⁶ The Illinois Law Enforcement Training and Standards Board, "Illinois Police Agency Model Juvenile Handbook and Procedures Manual" (March 2004): 1-2.

⁷ Native Counseling Services of Alberta, "Cost Benefit Analysis of Hollow Water's Community Holistic Circle Healing Process" Ottawa, Ontario: Solicitor General of Canada, Aboriginal Corrections Policy Unit, 2001.

⁸ See e.g., Latimer, Jeff, Craig Dowden, and Danielle Muise, "The Effectiveness of Restorative Practices: A Meta-Analysis," Research and Statistics Division Methodological Series. Ottawa, CA, Department of Justice Canada, 2001.; McGarrell, Edmund, F., Kathleen Olivares, Kay Crawford, and Natalie Kroovand, "Returning Justice to the Community: The Indianapolis Juvenile Restorative Justice Experiment" Indianapolis: IN: Hudson Institute Crime Control Policy Center, 2001.; Nugent, William R., Mark S. Umbreit, Lizabeth Wiinamaki, and Jeff Paddock, "Participation in Victim Offender Mediation and Severity of Subsequent Delinquent Behavior: Successful Replications?" *Journal of Research in Social Work Practice* (2004) 14.

⁹ See e.g., McGarrell, Edmund, F., Kathleen Olivares, Kay Crawford, and Natalie Kroovand, "Returning Justice to the Community: The Indianapolis Juvenile Restorative Justice Experiment" Indianapolis: IN: Hudson Institute Crime Control Policy Center, 2001.; Latimer, Jeff, Craig Dowden, and Danielle Muise, "The Effectiveness of Restorative Practices: A Meta-Analysis," Research and Statistics Division Methodological Series. Ottawa, CA, Department of Justice Canada, 2001

¹⁰ Umbreit, Mark S., "Restorative Justice Through Victim-Offender Mediation: A Multi-Site Assessment," *Western Criminology Review* (1998) 1(1).

¹¹ Roberts, Tim, "Evaluation of the Victim Offender Mediation Project, Langley, BC: Final Report," Victoria, BC: Focus Consultants (March 1995).

¹² Umbreit, "Restorative Justice Through Victim-Offender Mediation: A Multi-Site Assessment."

¹³ Ibid.

¹⁴ Station adjustments are defined in the Illinois Compiled Statutes, 705 ILCS 405-5-301.

¹⁵ Lofly, Mel. "Restorative Policing." Paper presented to the Third International Conference on Conferencing, Circles and Other Restorative Practices, Minneapolis, Minnesota August 8-10, 2002, 2.

¹⁶ Zehr, Howard, *Changing Lenses: A New Focus for Crime and Justice*, Scottsdale, PA: Herald Press, 1990: 193.

¹⁷ Ibid, 194.

¹⁸ Community service and restitution require supervision by either a community service agency or the police department. Community volunteers may also be trained to monitor youth offenders working in the community.

¹⁹ Karp, David R. and Kevin M. Drakulich, "Minor Crime in a Quaint Setting: Practices, Outcomes, and Limits of Vermont Reparative Probation Boards" *Criminology and Public Policy* 3(4) (2004): 656.

²⁰ Family group conferences first emerged in New Zealand in 1989 and are based on the country's concept of Maori justice.

²¹ Umbreit, Mark and Claudia Fercello, "Practicing Restorative Justice: Family Group Conferencing and Juvenile Crime in the Suburban Metro Area" *CURA Reporter* (June 2000): 17-18.

²² Hines, David, "The Woodbury Police Department Restorative Justice Program Recidivism Study," Interfaith Ministries (2002). The study found recidivism rates for the family group conferencing program at 33 percent compared to 72 percent of youth processed. In addition, conference participants who recidivated did so after a longer period of time and committed less serious offenses.

²³ This is different from mediation for civil disputes because there is an admitted wrongdoer and victim, and the main focus is not on a monetary settlement, although restitution is common.

²⁴ Mirsky, Laura, "A Summary of 'A Survey of Assessment Research on Mediation and Restorative Justice' by Paul McCold," *International Institute for Restorative Practices E-Forum* (June, 2004): 2.

²⁵ "Teen court" is mentioned in the Illinois Compiled Statutes, 705 ILCS 405/5-330.

²⁶ 705 ILCS 405/5-310 (1)

²⁷ 705 ILCS 405/5-310 (3) (a)

²⁸ Braithwaite, John, *Crime Shame and Reintegration*, New York: Cambridge University Press, 1989: 8.

Appendix

The inclusion of resources in this appendix does not indicate an endorsement of any agency, program, service, or individual. This appendix is intended to provide a broad range of resources for information on balanced and restorative justice.

Illinois Resources

Local Resources

Bloom Township Youth and Family Services
Mediation and Family Group Conferencing
Programs
425 S. Halsted St.
Chicago Heights, IL 60411-1212
Phone: 708-754-9400

Champaign County Victim Offender
Reconciliation Program
Contact: Mark Krug
Court Diversion Services
Champaign County Regional Planning
Commission
1776 E. Washington St.
Urbana, IL 61802-4578
Phone: 217-328-3313
E-mail: mkrug@ccrpc.org

Champaign Police Department
Contact: Troy Daniels, Deputy Chief
82 E. University Ave.
Champaign, IL 61820
Phone: 217-403-6909
E-mail: troy.daniels@ci.champaign.il.us

Champaign Police Department
Contact: Kate Hellenga, Ph.D., Juvenile
Programs Assistant
82 E. University Ave.
Champaign, IL 61820
Phone: 217-403-6959
E-mail: kate.hellenga@ci.champaign.il.us

Community Panels for Youth
Contact: Robert Spicer
Community Justice for Youth Institute
10 W. 35th St., Suite 9C 4-1
Chicago, IL 60616-3717
Phone: 773-842-4987
E-mail: rspicercpy@yahoo.com

Cook County Juvenile Probation Department
Contact: Chuck Michalek, Deputy Chief
Probation Officer
1100 S. Hamilton Ave.
Chicago, IL 60612-4207
Phone: 312-433-6639
E-mail: michalekchas@aol.com
Website: www.cookcountycourt.org/services/programs/juvenile/balanced.html

Ford County Family Group Conferencing
Program
Ford County Probation and Court Services
200 W. State St.
Paxton, IL 60957-1179
Phone: 217-379-2221
E-mail: probation@fordcountycourthouse.com

Macon County Teen Court
Contact: David Kidd, Coordinator
253 E. Wood St., 4th floor
Decatur, IL 62523-1483
Phone: 217-424-1400
E-mail: dkidd723@hotmail.com

Matteson Police Department
Contact: Officer Mia Carter
20500 S. Cicero
Matteson, IL 60043
Phone: 708-283-4713
E-mail: mcarter@vil.matteson.il.us

Neighborhood Restorative Justice Institute, Inc.
Contact: Elizabeth Vastine
155 N. Michigan Ave., Suite 744
Chicago, IL 60601
Phone: 312-616-4465
E-mail: lizjim.enteract@rcn.com

Victim-Offender Conference Program
Contact: Daniel Smith
Department of Probation and Court Services
Eighteenth Judicial Circuit
503 N. County Farm Rd.
Wheaton, IL 60187-3942
Phone: 630-407-8350
E-mail: dan.smith@dupageco.org

Statewide resources

Illinois BARJ Initiative
Contact: Sally Wolf
Ford County Probation and Court Services
200 W. State St.
Paxton, IL 60957-1179
Phone: 217-379-2221
E-mail: probation@fordcountycourthouse.com

Illinois Youth Court Association
Contact: Amy Zimmerman, Children's Policy
Advisor
Office of the Illinois Attorney General Lisa
Madigan
100 W. Randolph St.
Chicago, IL 60601-3218
Phone: 312-814-2823
E-mail: azimmerman@atg.state.il.us
Website: www.illinoisattorneygeneral.gov

Other resources

The Balanced and Restorative Justice Project
Florida Atlantic University
111 E. Las Olas Blvd.
Askew Tower, Suite 613
Ft. Lauderdale FL 33304
Phone: 954-762-5668
E-mail: odixon@fau.edu
Website: www.barjproject.org

Center for Restorative Justice and Peacemaking
School of Social Work
University of Minnesota
1404 Gortner Ave., 105 Peters Hall
St. Paul, MN 55108-6160
Phone: 612-624-4923
E-mail: rip@che.umn.edu
Website: www.2ssw.che.umn.edu/rjp

Community Conferencing Program
Contact: David Hines
City of Woodbury
Public Safety Department
8301 Valley Creek Rd.
Woodbury, MN 55125
Phone: 651-714-3500
E-mail: police@ci.woodbury.mn.us
Website: www.ci.woodbury.mn.us/policefire/
psrestorative.html

International Institute for Restorative Practices
P.O. Box 229
Bethlehem, PA 18016
Phone: 610-807-9221
E-mail: info@restorativepractices.org
Website: www.iirp.org

National Youth Court Center
c/o American Probation and Parole Association
P.O. Box 11910
Lexington, KY 40578-1910
Phone: 859-244-8193
Email: nycc@csg.org
Website: www.youthcourt.net
Youth website: www.ycyouth.net

Restorative Justice Online
Prison Fellowship International Centre for
Justice and Reconciliation
P.O. Box 17434
Washington, DC 20041
Phone: 703-481-0000
E-mail: rjonline@pfi.org
Website: www.restorativejustice.org

Thames Valley Police
Oxford Road
Kidlington, Oxfordshire
England OX5 2NX
Phone: 0845 8 505 505
Website: www.ThamesValley.police.uk/about/rj-
principles.htm

Illinois Criminal Justice Information Authority

120 S. Riverside Plaza, Suite 1016

Chicago, Illinois 60606-3997

Phone: (312) 793-8550

TDD: (312) 793-4170

Fax: (312) 793-8422

www.icjia.state.il.us

Rod R. Blagojevich, Governor
Sheldon Sorosky, Chairman
Lori G. Levin, Executive Director