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J.B. Pritzker, Governor

Illinois Criminal Justice Information Authority
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Illinois Edward Byrne Memorial Justice
Assistance Grant (JAG) Strategic Plan
2019-2024

ILLINOIS EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT (JAG)
STRATEGIC PLAN - 2019-2024

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INTRODUCTION

The Edward Byrne Memorial Justice Assistance Grant (JAG) is the primary provider of federal criminal justice funding to state and local jurisdictions. JAG funds provide states and units of local governments with monies necessary to support a range of program areas and are intended to help state and local entities leverage other available funding.

JAG funding is administered in Illinois by the Illinois Criminal Justice Information Authority (ICJIA), a state agency under the executive branch that serves as the State Administering Agency (SAA) for Illinois. ICJIA brings together key leaders from the justice system and public to identify critical issues facing the criminal justice system in Illinois, and to propose and evaluate policies, programs, and legislation that address those issues. The agency also works to ensure the criminal justice system in Illinois is efficient and effective. The 25 members of the ICJIA Board include the Illinois Attorney General and the Directors of the following eight State agencies: Illinois Departments of Corrections; Illinois Department of Public Health; Illinois Department of Children and Family Services; Illinois State Police; Office of the State's Attorneys Appellate Prosecutor; Illinois Law Enforcement Training Standards Board; Sentencing Policy and Advisory Council; and Office of the State Appellate Defender.

By statute, Board membership is balanced between the State's largest metropolitan area of Chicago/Cook County and the agencies outside this region. Cook County representatives serve as ex-officio members, while non-Cook representatives are appointed by the Governor to six-year terms. These current appointments are: Kendall County IL Sheriff's Office; McClean County Public Defender's Office; Clerk of the Circuit Court DeKalb County; State's Attorney of Effingham County; Metra Police Department; the President of the Cook County Board of Commissioners; and six members of the public.

The JAG strategic plan presented here was developed by ICJIA staff as the culmination of research work completed over the last four years. Research staff conducted surveys, engaged in process and outcome evaluations or criminal justice programming, analyzed crime and public health data, reviewed and summarized research on best practices, and examined the scope of available criminal justice resources across the state. From this work, ICJIA staff identified four key themes that were presented to the Ad Hoc Justice Assistance Grant (JAG) Committee for review and discussion.

The ICJIA Board established the Ad Hoc JAG Committee to ensure that the JAG strategic plan was designed in consultation with stakeholders from local governments and representatives of all segments of the criminal justice system. That committee was charged with reviewing crime and justice system data in relation to the JAG priority areas and proposing funding priorities and goals for the next five years.

Stakeholders representing each purpose area who participated in the strategic planning process through the Ad Hoc JAG Committee included:

- Law enforcement programs
 - Illinois Law Enforcement Training and Standards Board
 - Chicago Police Department
 - Illinois State Police
- Prosecution and court programs, including indigent defense;
 - Office of the Illinois Attorney General
 - Cook County State's Attorney's Office
 - State's Attorney's Appellate Prosecution
 - Cook County Public Defender
 - Administrative Office of the Illinois Courts
- Prevention and education programs;
 - Heartland Alliance
- Corrections, community corrections and reentry programs;
 - Illinois Department of Corrections
 - John Howard Association
- Drug treatment and enforcement programs;
 - Illinois State Police
 - Chicago Police Department
 - Heartland Alliance
- Planning, evaluation, and technology improvement programs
 - Illinois Criminal Justice Information Authority
 - Loyola University, Criminal Justice and Criminology Department
 - Sentencing Policy Advisory Council
 - Office of Illinois Lt. Governor
 - Office of the Cook County President
- Crime victim and witness programs (other than compensation)
 - Illinois Coalition Against Domestic Violence
 - Illinois Coalition Against Sexual Assault
 - Illinois Department of Children and Family Services
- Mental health programs and services
 - University of Chicago, Urban Social Work Program

The committee meeting was held on June 3, 2019. During that meeting, members offered input and represented the viewpoint of their respective professions in the criminal justice system as it related to the JAG funding priorities, crime trends and patterns, state criminal justice reform priorities, existing and future funding areas, and unaddressed gaps. The Committee's recommendations for five-year JAG funding priorities and goals are presented here.

ICJIA also engaged entities absent from or not serving on the Committee by sending a notice to those stakeholders requesting their input on the JAG strategic plan. A public notice was also posted requesting public input on the federal fiscal year 2019 JAG application. All input was considered to help guide this JAG five-year strategic plan.

ICJIA staff will present this plan to the full Board at its next quarterly meeting on June 27, 2019 for review and approval.

JAG ASSISTANCE HISTORY AND USE

State administering agencies (SAA), like the ICJIA, are required to ensure that a portion of JAG funds support local units of government based on a statutorily set formula. Currently, 72 percent of Illinois' Federal Fiscal Year (FFY) 2019 award administered by the ICJIA must go to local units of government; a portion of that allocation must go local units of government ineligible for direct funds. The remaining 28 percent is split between administrative funds allocated to the Authority to support grant making (10 percent) and funding to state agencies (18 percent). In FFY 2019, the federal government also stipulated that the state set aside three percent of the state's grant to support implementation of the National Incident Based Reporting System. For FFY 2019, that set-aside totals \$197,268.

JAG Priority Areas

JAG funds may be used to support the eight priority areas listed below. The first three areas listed reflect the major components of the criminal justice system—law enforcement, courts, and corrections. The remaining five reflect types of programs, practices, or initiatives that can be supported at the state or local level.

JAG Priority Areas

- Law enforcement programs
- Prosecution and court programs, including indigent defense
- Corrections, community corrections and reentry programs
- Prevention and education programs
- Drug treatment and enforcement programs
- Planning, evaluation, and technology improvement programs
- Crime victim and witness programs (other than compensation)
- Mental health programs and services

The JAG solicitation also contains suggested “*BJA Areas of Emphasis.*” For FFY 2019, the additional areas of emphasis include: reducing violent crime, officer safety and wellness, southwest border rural law enforcement, and responding to the opioid crisis. JAG funds may be used for any of these emphasis areas in addition to the priority areas listed above.

States and local entities are not required to allocate JAG funds for each priority area. Rather, JAG funds are intended to help states leverage other funds by either complementing those monies or by addressing funding gaps.

Historical Use of JAG Funds

JAG funds administered by ICJIA have decreased significantly over time. In 2005, JAG funds administered by the state peaked at \$14.3 million dollars. Since then, the amount available has declined and remains around \$6.5 million (Figure 1).

Over the last five years JAG funds administered by ICJIA have supported law enforcement programs (36 percent), prosecution/ defense/court programs (41 percent), correctional facility and community correctional programs (12 percent), and planning, evaluation, and technology improvement programs (11 percent) (Figure 2). Within these four areas, funding has been used to address substance misuse, mental health, sex offender supervision, training, drug enforcement, focused deterrence, prosecution initiatives, defense initiatives, and crime analysis (Table 1).

JAG Funding in Relation to Other Authority Funds

As the SAA for criminal justice-related funds, ICJIA manages eight federal and 10 state grant programs, with designations totaling \$111.2 million as of April 10, 2019. Appendix A provides a brief description of each of these funds. Many of these funds also support JAG funding Priority Areas (see Table 2).

Figure 1. Federal Fiscal Year JAG Awards

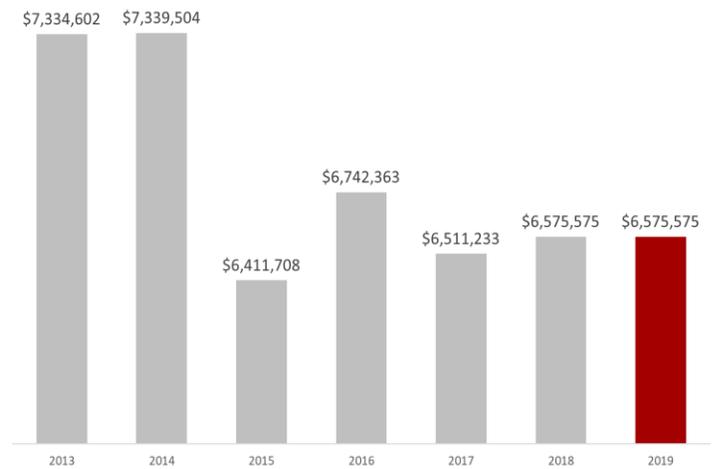


Figure 2. JAG Funds Designated, FFY13 through FFY17

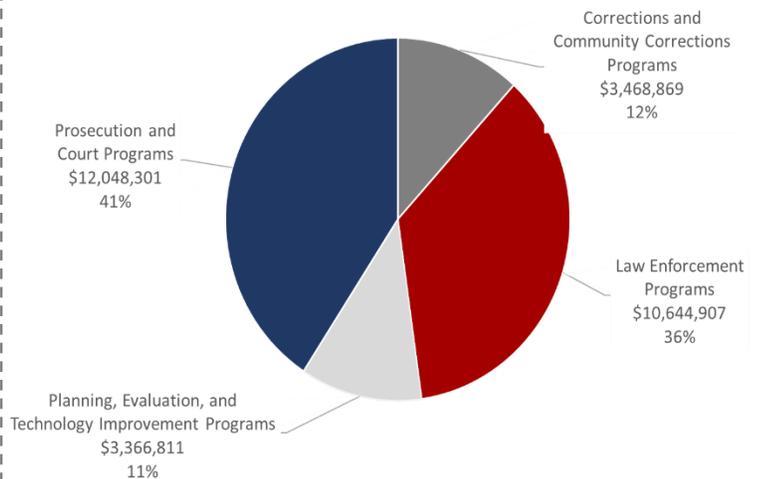


Table 1. Current Programs Funded through JAG

JAG Priority Area	Program Type	Program Description	# of Grantees
Law Enforcement Programs / Drug Treatment and Enforcement Programs	Drug Diversion/Deflection	Deflection programs involve substance users either voluntarily contacting the police or being contacted via outreach efforts. Police diversion program models typically engage individuals after they have had involuntary contact with police officers, linking them to treatment services.	3
Law Enforcement Programs	Illinois Partnerships to Reduce Violent Crime	The goal is to reduce violent crime and strengthen the relationship between law enforcement and communities using a focused deterrence model that incorporates problem identification and analysis, targeted enforcement, and social services.	3
Law Enforcement Programs / Drug Treatment and Enforcement Programs	Multijurisdictional Narcotic Trafficking Enforcement	Multijurisdictional drug task forces, which are made up of law enforcement officers from state, county, and local police departments, pool resources to more efficiently and effectively combat the drug distribution in multiple jurisdictions.	17
Prosecution and Court Programs, Including Indigent Defense / Drug Treatment and Enforcement Programs	Prosecution - Multijurisdictional Narcotic Prosecution Units	Narcotics units work with police officers to provide prosecutorial oversight to those cases so that the evidence will withstand legal challenges and lead to a successful prosecution.	9
Prosecution and Court Programs, Including Indigent Defense	Prosecution - Community Justice Centers	The Cook County State's Attorney's Office Community Justice Centers (CJC) were founded on the principle that prosecutors have a responsibility to not only prosecute cases but to solve public safety problems, prevent crime, and improve the quality of life for communities. The community justice centers collaborate with police, businesses, faith-based organizations, elected officials, schools, government entities, social service agencies, and community groups.	1
Prosecution and Court Programs, Including Indigent Defense	Public Defense - Mitigation Initiative	The Cook County Public Defender's Office Mitigation Initiative provides counsel for its indigent clients who are charged with crimes.	1
Prosecution and Court Programs, Including Indigent Defense	Public Defense - Training	The DNA & Digital Evidence Program provides forensic training to attorneys who represent indigent residents of Cook County and much of northern Illinois.	1
Prosecution and Court Programs, Including Indigent Defense	Human Trafficking Task Force	The Human Trafficking Outreach Coordinator Program is a part of the larger Cook County Human Trafficking Task Force that works to provide comprehensive services for victims and provide training to stakeholders.	1
Prosecution and Court Programs, Including Indigent Defense / Mental Health Programs and Services	Winnebago Youth Court	Winnebago County Youth Recovery Court provides mental health services to youths aged 10-17 and their families.	1
Planning, Evaluation, and Technology Improvement Program	Planning and Evaluation	Supports the Illinois Statistical Analysis Center (ICJIA's Research and Analysis Unit) in carrying out data collection, analysis, research, program evaluations, and dissemination of findings on criminal justice topics that are priorities for the state.	1
Planning, Evaluation, and Technology Improvement Program	Technology Improvement	Purchase of an Acquisition Station, an Analysis Station, and a Stereo Zoom Microscope, to utilize National Integrated Ballistic Information Network (NIBIN) technology.	2

Table 2. Other Funds Administered by the Authority Related to JAG Priority Areas

JAG Priority Area	Other Funds Administered
Law enforcement programs	<ul style="list-style-type: none"> • State Death Penalty Abolition – LE Training - \$690,000
Prosecution and court programs, including indigent defense	<ul style="list-style-type: none"> • State Adult Redeploy Illinois – Courts - \$8 Million*
Prevention and education programs	<ul style="list-style-type: none"> • State Violence Prevention - \$30 Million
Corrections, community corrections and reentry programs	<ul style="list-style-type: none"> • State Adult Redeploy Illinois – Probation - \$8 Million* • State Reinvent, renew, and restore program – \$10 Million (new)
Drug Treatment and Enforcement Programs	<ul style="list-style-type: none"> • State Community-Law Enforcement Partnership for Deflection and Substance Abuse Treatment - \$500,000 • State Prescription Pill and Drug Disposal - \$150,000 • Federal Residential Substance Abuse Treatment Act - \$130,000 • State Drug TF/MEG – unknown
Planning, evaluation, and technology improvement programs	<ul style="list-style-type: none"> • Federal National Forensic Sciences Improvement Act - \$740,000
Crime victim and witness programs (other than compensation)	<ul style="list-style-type: none"> • Federal Victims of Crime Act (VOCA) - \$71 million • Federal Violence Against Women Act (VAWA) - \$6 Million • Federal OVC Discretionary Training and Technical Assistance - \$310,000 • State Family Violence Coordinating Councils - \$500,000 • State Death Penalty Abolition – Homicide Survivors - \$2 Million • State Trauma Centers - \$3 Million (new)
Mental health programs and services	<ul style="list-style-type: none"> • State Adult Redeploy Illinois – Mental Health Courts - \$8 Million*

Note. State dollars reflect annual amounts available for programming subject to yearly appropriations. Federal dollars reflect 12 to 24 months of funding currently designated. * Adult Redeploy Illinois funds total \$8 million, but cover three JAG priority areas.

NEEDS ASSESSMENT

Research staff at ICJIA completed several different activities in support of the JAG strategic planning effort over the past four years. This included examining justice system administrative data, conducting various surveys of criminal justice professions to learn more about the specific needs and issues facing those professions within the JAG funding priority areas, engaging stakeholders in discussions around key issues facing the criminal justice system both in terms of the types of crime impacting their communities and the challenges and barriers experienced in providing services to victims and those who are justice-involved, and conducting several extensive literature reviews about the causes and consequences of specific crime-related issues and when possible identified evidence-based and promising programs and practices that address those issues. Many of these activities resulted in publications posted on the ICJIA's website <http://www.icjia.state.il.us/research/publications>.

Based on the data collected and analyzed, ICJIA research staff identified four primary themes for consideration by the JAG Planning Ad Hoc Committee as it made recommendations for JAG funding goals during the next five years.

Theme 1: **Interpersonal and gun-related violence** are chief concerns for local communities.

Theme 2: **Substance misuse and mental health concerns** are precipitating factors to justice system contact and deep system involvement.

Theme 3: Transportation, housing, and immediate connections to needed services are **barriers to receiving effective treatment and participation** in the criminal justice system for justice-involved populations.

Theme 4: **Training for practitioners** that keep them up-to-date on new and innovative practices is a long-standing, continuing need.

Data and information that support these identified these needs and priorities are provided below.

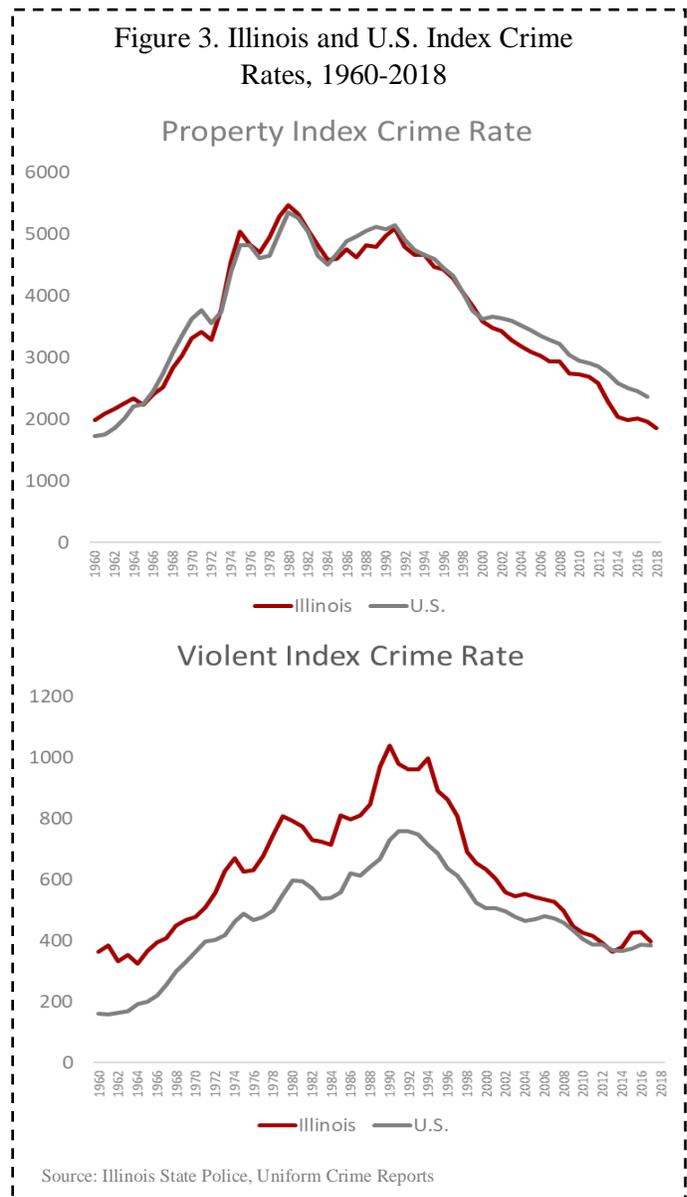


Violent Crime in Illinois

Violent crime, particularly interpersonal and firearm-related violence, was identified as a significant issue facing many communities in Illinois. Research indicates that exposure to violence, whether directly or indirectly, can produce long-term negative outcomes for youth and adults. It can increase fear, distrust, and feelings of being unsafe, weakening existing familial and community-level informal social control. Exposure to violence is linked to increased internalizing behaviors (e.g., anxiety disorder, Major Depressive Disorder, post-traumatic stress disorder [PTSD]), externalizing behaviors (conduct disorder, oppositional defiant disorder),ⁱ and family stress and conflict.ⁱⁱ Gun carrying is also associated with exposure to violence. Data from the Project on Human Development in Chicago Neighborhoods indicate that youth who report carrying firearms also reported high rates of witnessing, hearing, or experiencing violent victimization.ⁱⁱⁱ

Overall reported crime for Index offenses in Illinois (murder, rape, robbery, aggravated assault/battery, burglary, theft, motor vehicle theft, and arson) is down when considered within the larger historical context. Both the violent index crime and the property index crime rates in 2018 were comparable to the rates experienced in the early (property index rate) and late (violent index rate) 1960s. Today, the violent Index rate in Illinois mirrors the rate nationally for the first time, while the property Index rate in Illinois is now lower than the national rate (Figure 3).

Property crime accounts for most of the state's index crime (82% in 2018) and generally drove the overall crime trend. Although less frequent than property crime, violent crime in Illinois is an area of concern. In 2015 and 2016, Illinois experienced an uptick in violent Index crimes. While the national violent Index crime rate also increased during this time period, it was not at the same magnitude as that noted in Illinois. The uptick in Illinois appears to be primarily limited to 2015 and 2016; in 2017 and 2018, the statewide violence crime numbers declined.



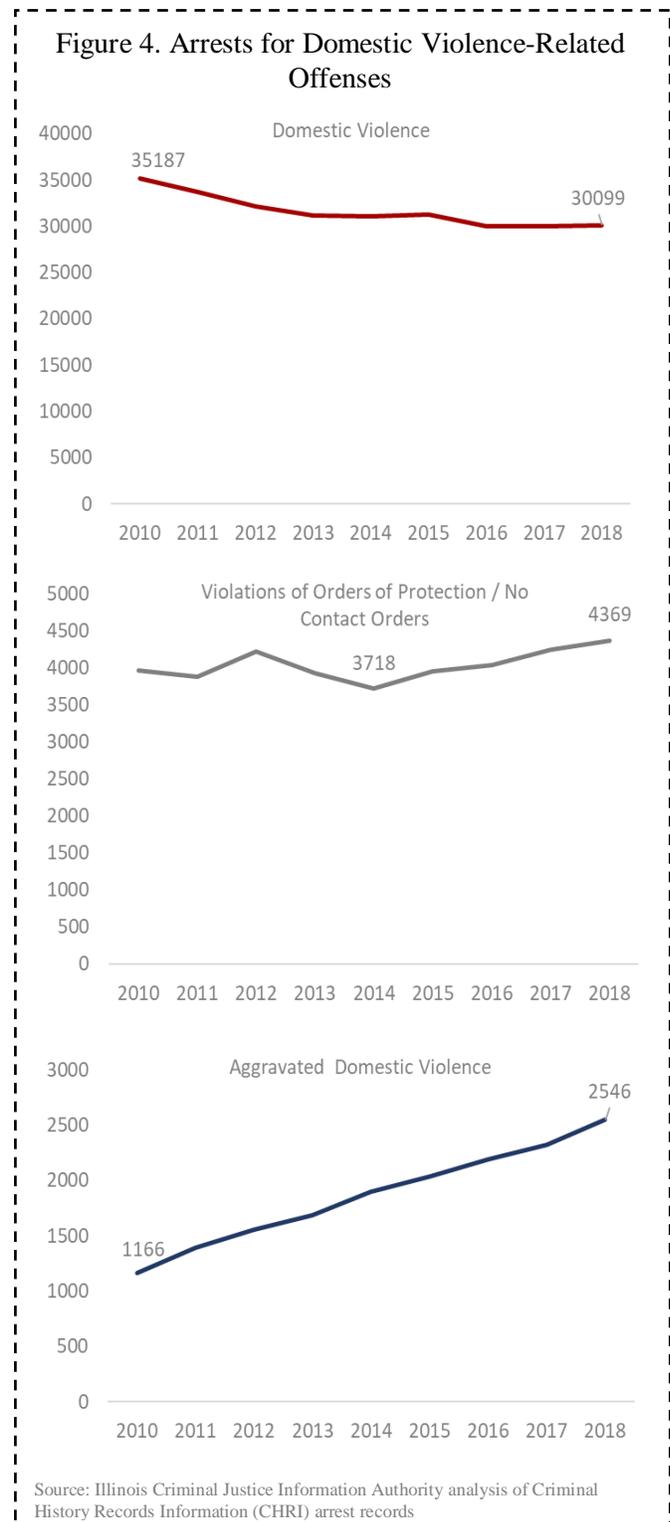
Arrests for Index crimes have also decreased since the mid-1990s. Despite the uptick noted in reported violent Index crime occurrences, a similar increase in arrests did not occur. By 2018, the arrest to Index crime ratio—the closest Illinois has to a crime clearance ratio—stood at 56 percent for murders, 16 percent for sexual assaults, 31 percent for aggravated assaults and batteries, and 19 percent for robberies.

Notable differences between rural and urban counties were noted in the arrest to crime ratios. Urban counties saw a decline in violent Index crime to arrest ratios beginning in 2005; that trend has continued through 2018. A similar decline was not noted for rural counties; those ratios remained relative stable.

Domestic Violence

Discussions with law enforcement agencies and other criminal justice stakeholders revealed that domestic violence was a key concern across many communities in Illinois. Although data on domestic violence are limited in that there is no single data source that accurately accounts for all victimization experiences, those data that are available support the concerns expressed.

Total arrests for domestic violence related offenses, including simple and aggravated assaults and batteries, violations of orders of protection, and no contact orders, remained relatively stable from 2013 and 2018, hovering around 37,000 arrests per year. However, when the total arrests figures were disaggregated by type of offense—domestic violence, aggravated domestic violence, and violations of orders of protection and no contact orders—it revealed that while arrests for domestic violence declined from 2010 to 2018, arrests for violations of orders of protection and no contact orders increased starting in 2015 and aggravated domestic violence increased from 2010 to 2018 (Figure 4).



There was also a notable increase in the number of arrests for aggravated domestic violence involving strangulation; that figure increased from 72 in 2010 to 903 in 2018. It is unknown how much of that increase was due to greater awareness by law enforcement about strangulation as a key indicator of future lethal domestic violence incidents or an increase in occurrence.

Firearm-involved Violence

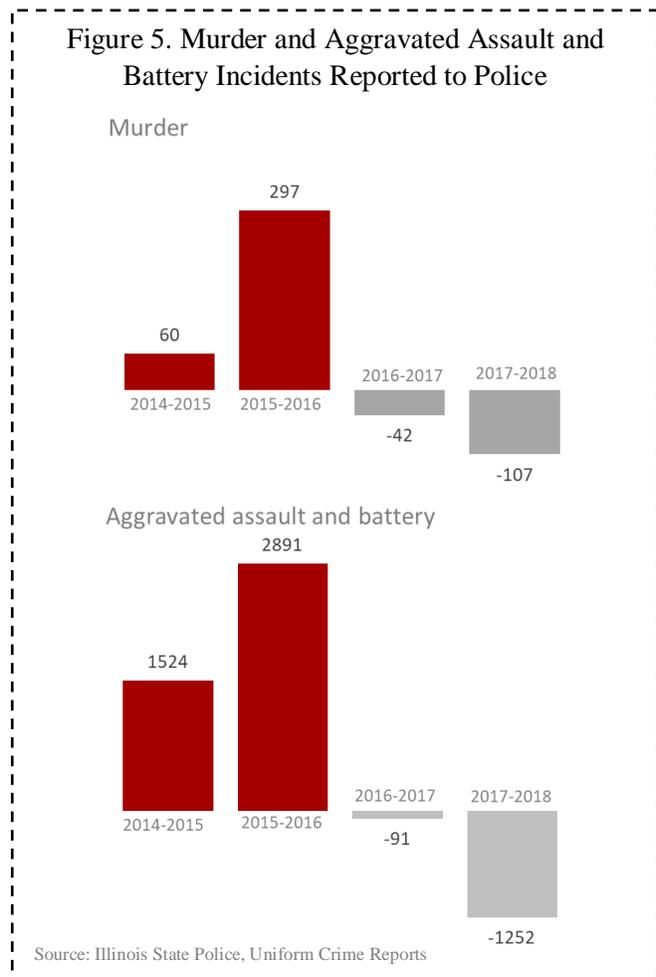
One challenge facing Illinois is the inability to track violent incidents involving firearms at the state-level. The data currently available are limited to state summary Uniform Crime Reporting (UCR) and supplemental homicide data.

The state’s summary UCR data contain information on the number of murder and aggravated assault and battery incidents reported to police. Analysis indicate that murder and aggravated assaults and batteries increased in 2015 and 2016, followed by a minor decline in 2017 and notable decrease in 2018. These data cannot be disaggregated by weapon type (Figure 5).

The state’s supplemental homicide data, a separate dataset containing detailed information on homicides occurring in Illinois, does allow for examination of incidents by the weapon used. Those data, which were reinstated in 2016, showed that 82 percent of homicides in Illinois in 2018 involved firearms, with handguns being the most frequent type noted. This percentage was close to that in 2016 (84 percent) and 2017 (86 percent).

Beyond those data sources noted above, the state’s criminal history record information (CHRI) system can be used to examine firearm-involved arrests. One limitation of arrest statistics, however, is that they reflect policing activities in response to crime rather than crime prevalence, as not all incidents result in arrest.

These data indicate a recent increase in arrests for firearm-facilitated offenses.^{iv} In 2015, there were 4,118 arrests for offenses committed with a firearm. By 2018, that number was 5,338.



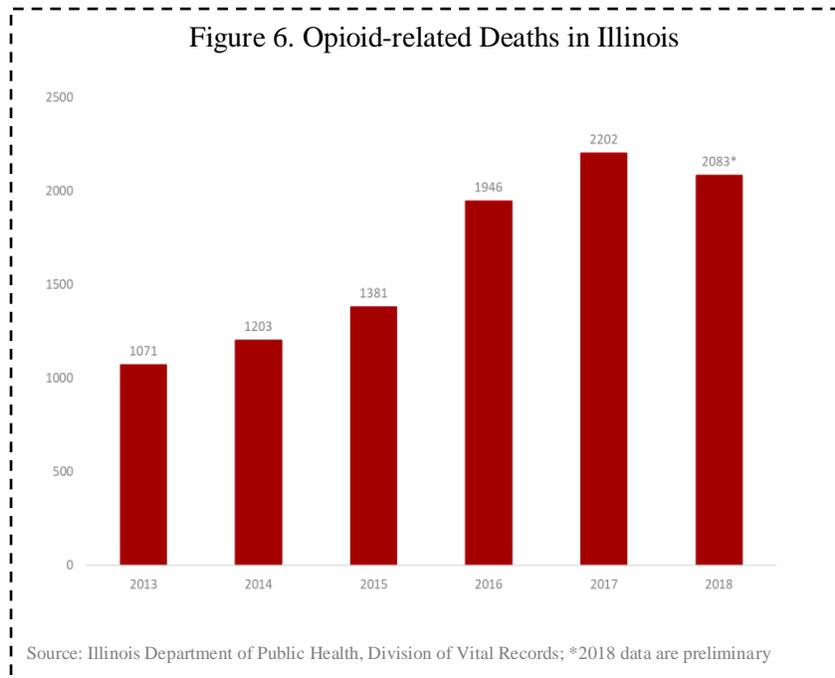


Substance Misuse and Mental Health Needs

Another theme identified by criminal justice stakeholders was that substance misuse and mental health needs continue to be precipitating factors that place individuals at risk for criminal justice system contact or involvement. More than half of the 2 million persons living in prison or jail have substance use disorders, and a significant number of individuals arrested for violent or property crimes have illicit substances and/or alcohol in their systems at the time of arrest.^v

Illinois has limited data available at the state level on the prevalence of behavioral health disorders amongst those involved in the criminal justice system. What data do exist are generally limited to drug arrests and drug-involved death data. UCR drug arrest data show a dramatic decline in Illinois since 2015, largely driven by a decline in arrests for Cannabis Control Act violations. In 2015, law enforcement agencies reported making 46,929 arrests for cannabis law violations. In 2018, the number was down to 15,363. Similarly, there was a decline in arrests for violations of the Drug Paraphernalia Control Act from 23,406 in 2015 to 10,484 in 2018. There were, however, increases in arrests for the Controlled Substances Act, Hypodermic Syringe and Needles Act, and Methamphetamine Control Act. In 2018, there were 24,599 arrests for controlled substance, up from 22,289 in 2016. Arrests for illicit possession of syringes and needles increased slightly from 986 in 2014 to 1,157 in 2018, while arrests for possession, distribution, or trafficking of methamphetamine increased from 1,075 in 2012 to 4,828 in 2018. The rise of methamphetamine availability and use in Illinois communities appears specific to the southern and central parts of the state.^{vi}

Opioid misuse has been a concern for the state for the last several years. More than 2,000 Illinois residents died from opioid overdose in 2018, twice the number observed six years ago. This total exceeds the number of fatalities in Illinois from traffic accidents and gun homicides combined. In 2017, 58 percent of fatal opioid overdoses in Illinois involved fentanyl as a primary or secondary cause of death. Although opioid-related deaths have increased dramatically in the past five years, it appears to have plateaued (Figure 6). Illinois



public health officials reported growing concerns, however, about the potential for

methamphetamine to increase in areas where opioid misuse was occurring, something other states are also noting.

Although, no statewide data exists on the number of justice-involved persons in Illinois having a mental health disorder, research indicates that a significant number of individuals processed by the criminal justice system have mental health disorders.^{vii} Information gathered from the field, suggests that the mental health needs of community members is a chief concern of law enforcement agencies. A survey of law enforcement agencies conducted by ICJIA in 2018 found that 68 percent of respondents ranked addressing mental health in the top three concerns (domestic violence and substance misuse were the other two).^{viii} Mental health concerns were similarly noted by probation and correctional agencies.



Foundational Needs of Justice-Involved Persons

There are no state level data available that can be used to identify the most significant needs of justice-involved persons. Conversations with various stakeholders, however, identified three primary issues. First, stakeholders identified lack of dependable transportation as a significant barrier to linking individuals to needed services, meeting their pretrial, probation, or parole requirements (e.g., drug testing, meeting with probation officer, obtaining/maintaining a job), or attending court hearings. This concern was noted for both rural and urban communities. In rural communities, the lack of services in some places generally meant clients could be required to travel significant distances to attend treatment or obtain employment. In urban communities, public transportation is not always available or reliable or may place clients at increased risk when moving through various gang territories.

Second, safe, stable, and affordable housing was identified as a significant barrier to assisting justice-involved clients. Lack of affordable housing is a significant contributor to homelessness for both families and single individuals, and those who are justice-involved may be particularly vulnerable. One study of the nexus between incarceration and homelessness, for instance, found that 54 percent of those receiving homeless services had been previously incarcerated.^{ix} A national survey of jail inmates similarly found that more than 15 percent of the jail population was homeless during the prior year.^x Like transportation, lack of stable housing can also negatively impact how successful clients are completing the terms of their probation or parole. Continuing behavioral health treatment adherence and engagement^{xi} and maintaining employment is more difficult when individuals do not have reliable access to housing.

Finally, the reduced ability to link justice-involved clients to appropriate services, specifically behavioral health services, was identified as an area of concern. Criminal justice practitioners and other stakeholders noted that scarcity of programs was a significant barrier to serving client behavioral health needs in many communities. They identified such underlying causes as the state's fiscal crisis, which precipitated closure of many non-profit agencies; restrictions on program eligibility, such as exclusion criteria regarding prior violent arrests or convictions; lack of insurance or diagnosis (in case of Medicaid); lack of professionals available to provide those services, particularly in more rural communities; and long waiting lists.



Training

The final issue identified by various stakeholders is the limited funding available for on-going training. The need or mandated requirements for training were larger than what agencies could afford. There were various reasons identified as the underlying cause. These include:

- The need to train up new staff because a growing number of older practitioners are retiring.
- Changes in societal expectations necessitating new training or updated training around revised policies and procedures.
- Increased proficiencies required to implement evidence-based or informed practices that often require practitioners to master new and challenging skills.
- An existing gap between formal education and the practical skills practitioners need to complete their work.

ⁱ Cecil, C. A., Viding, E., Barker, E. D., Guiney, J., & McCrory, E. J. (2004). Double disadvantage: The influence of childhood maltreatment and community violence exposure on adolescent mental health. *Journal of Child Psychology and Psychiatry*, 55(7), 839-848. DOI 10.1111/jcpp.12213.

ⁱⁱ Holtzman, R. J., & Roberts, M. C. (2012). The role of family conflict in the relation between exposure to community violence and depressive symptoms. *Journal of Community Psychology*, 40(2), 264-275. DOI: 10.1002/jcop.20511.

ⁱⁱⁱ Molnar, B. E., Miller, M. J., Azrael, D., & Buka, S. L. (2004). Neighborhood predictors of concealed firearm carrying among children and adolescents: Results from the Project on Human Development in Chicago Neighborhoods. *Archives of Pediatrics and Adolescent Medicine*, 158(7), 657-664.

^{iv} Includes Aggravated assault or battery with a firearm, aggravated criminal sexual assault with a firearm; aggravated discharge, aggravated possession of firearms; aggravated unlawful use of weapons; aggravated vehicular hijacking with a firearm; armed robbery with a firearm; home invasion with a firearm.

^v Office of the National Drug Control Policy. (2010). *ADAM II 2009 Annual Report*. Washington, D.C.: Author.

^{vi} This conclusion is based on law enforcement conversations with various regional agencies, survey of law enforcement agencies, and drug arrest data.

^{vii} DeMatteo, D., LaDuke, C., Locklair, B. R., & Heilbrun, K. (2013). Community-based alternatives for justice-involved individuals with severe mental illness: Diversion, problem-solving courts, and reentry. *Journal of Criminal Justice*, 41(2), 64-71.

^{viii} Gatens, A. (2018). *Law enforcement response to mental health crisis incidents: A survey of Illinois police and sheriff's departments*. Chicago, IL: Illinois Criminal Justice Information Authority.

^{ix} Metraux, S., Roman, C. G., & Cho, R. S. (2007). Incarceration and homelessness. *National Symposium on Homelessness Research*, 9-1- 9-31.; Burt, M. R. (1999). *Homelessness: Programs and the people they serve. Findings of the national survey of homeless assistance providers and clients*. Washington, DC: The Urban Institute.

^x Greenberg, G. A., & Rosenheck, R. A. (2008). Jail incarceration, homelessness, and mental health: A national study. *Psychiatric Services*, 59(2), 170-177.

^{xi} National Healthcare for the Homeless Council. (2017). *Addressing the opioid epidemic: How the opioid crisis affects homeless populations*. Nashville, TN: Author.

JAG FUNDING PRIORITIES, 2019-2024

On June 3, 2019, ICJIA hosted the Ad Hoc Justice Assistance Grant (JAG) Committee to identify recommendations for the full ICJIA Board about the funding priorities for the next five years starting with FFY 2019 JAG funds. The Committee reviewed crime and system data in relation to the JAG priority areas, examined other funding streams programed by ICJIA that address JAG priority areas, and discussed other challenges and issues facing the criminal justice system, including the four themes noted above. The Committee came to a consensus that ICJIA should use JAG funding to support programs that accomplish the following goals.

Goal 1: Reduce violent crime in Illinois communities, particularly domestic and firearm-related crime.

Funding will be used to support evidence-informed violent crime reduction initiatives that target underlying drivers of violence and are tailored to the unique characteristics of violence occurring in Illinois' diverse communities. Training to support the initiative will be an allowable expense.

- **JAG priority areas:** Law enforcement programs, prosecution and court programs, corrections, community corrections, and reentry programs, drug enforcement programs.
- **BJA area of emphasis:** reducing violent crime.

Goal 2: Remove the lack of transportation as a barrier to justice-involved clients meeting their pre-trial, probation, and parole requirements or attending other needed programming.

Funding will be made available to established evidence-informed programs whose clients are unable to connect to services due to the lack of reliable transportation.

- **JAG priority areas:** Law enforcement programs, prosecution and court programs, corrections, community corrections, and reentry programs, mental health programs and services.

Goal 3: Reduce substance misuse and availability in Illinois communities.

Funding will be used for programs proven to decrease substance misuse and availability in Illinois communities. Training to support the initiative will be an allowable expense.

- **JAG priority areas:** law enforcement programs, prosecution and court programs, drug treatment and enforcement programs.

Goal 4: Move the state toward National Incident Based Reporting System (NIBRS) compliance and more reliable and useful crime data.

Funding will be provided to the Illinois State Police to support the state's effort to implementation NIBRS statewide.

➤ **JAG program requirement.**

Goal 5: Support the Illinois Statistical Analysis Center (SAC) to assist the state in criminal justice planning, data analysis, evaluation, and identification of evidence-based or informed practices.

Funding will be used to support the state's Statistical Analysis Center (SAC). The state's SAC provides objective analysis of criminal justice data for informing statewide policy and practice. The Illinois SAC features five research Centers that assist practitioners and policy makers in bridging the gap between traditional academic research and practice and encourage and support data-driven practices and policies both at the state and local levels. The unit conducts research in support of ICJIA's grant making process and assists the grants unit in developing the programmatic elements of grant solicitations.

➤ **JAG priority area:** Planning, evaluation, and technology improvement programs.

STRATEGIC PLAN IMPLEMENTATION

Upon adoption by the full ICJIA Board, agency staff will use this strategic plan and the Board-determined allocations among the recommended funding goals to guide the development of Notices of Funding Opportunities (Illinois' grant solicitation process). Specific program funding decisions will be made in consideration of other funding streams programmed by ICJIA (see Table 2, page 6), to ensure JAG funds are used to complement or leverage these dollars.

Funding decisions will also be made consistent with the agency's funding principles. ICJIA has established two sets of foundational principles for administering funds. The first set of principles—Guiding Principles—is designed to direct ICJIA's overall work, articulating a vision for the Illinois' criminal justice system and the purposes it should serve.

Guiding Principles

Legitimacy: Criminal justice practices and policy should provide an equitable justice system for all Illinois residents by strengthening the trust between the public and the justice system and promoting the fair distribution of rights, resources and opportunities.

Fair and Just: Criminal justice laws, policies, and practices should be fairly and effectively enforced, ensuring that punishment is proportional to the seriousness of the offense committed, designed to achieve offender accountability, victim restoration and public safety, and limited to the amount necessary to achieve the intended outcomes.

Respect: Criminal justice practices and policy should ensure that victims are treated with respect in regard to their dignity and privacy, and that their rights are enforced.

Due Process: Criminal justice practices and policy should ensure that all individuals are afforded equal access to fair treatment under the law.

Recovery: Support and services should be provided to victims who suffer physical, emotional or financial harm as the direct result of the offender's criminal conduct. These services should be provided whether or not the victims choose to participate in the criminal justice system.

Rehabilitation: The criminal justice system should require and support offender rehabilitation services to offenders who want them. These services should be provided in a culturally competent, gender sensitive, and trauma informed manner.

Strengthen Communities: The criminal justice system should strengthen communities and their capacities to prevent crime and violence.

Prevention: The criminal justice system should prevent crime and violence to mitigate its harmful effects on individuals and communities.

Research Informed: Criminal justice policies and practices should be informed by statistics, research, and community input. Criminal justice data, statistical analyses, and research should be accessible to all communities.

Collaboration: The sectors of criminal justice system and victim service providers should collaborate to provide efficient, effective, and expedient justice. This collaboration should foster cross-system coordination and appropriate information sharing.

Efficient: The criminal justice system should avoid unnecessary costs and maximize its limited resources to achieve its intended outcomes.

While the Guiding Principles outline a broad vision for the State’s criminal justice system, the second set of principles—Grantmaking Principles—articulate how the Authority will achieve it.

Grantmaking Principles

1. The Authority should strive to maximize the use of available federal and state funds, seeking any and all reasonable alternatives to lapsing funds back to the federal or state government.
2. The Authority's decision to award federal and state funds should have a foundation in the best available research, evaluation, practice and professional advice.
3. The Authority's decision to award federal and state funds should take into account the balance of resources across the justice system and its potential impact in other areas of the system.
4. The Authority's federal and state funds should not result in the duplication of efforts already in place.
5. The Authority's federal and state funds cannot be used to supplant other funds.
6. The Authority's federal and state funds should be allocated (a) to areas demonstrating need based on an analysis of the nature and extent of the problem(s) and (b) to programs in areas where there is an opportunity to impact the identified problem(s). In addition, to the extent permitted by program guidelines, some portion of available federal and state funds should be used for the following:
 - *To encourage collaborative approaches to problem solving, planning and program implementation.*
 - *To encourage innovative pilot or demonstration projects.*
 - *To evaluate funded projects and support an ongoing program of research designed to further planning and program development.*
 - *To build the capacity of those in the criminal justice system.*

Together, these Guiding and Grantmaking Principles provide the Authority’s staff and Board with the core purposes and operational imperatives inform and direct the agency’s

core work.

Finally, ICJIA staff will work to ensure that funded programs are informed by evidence and data as well as implementation science.

Implementing Evidence-informed and Evidence-Based Programs

Research has shown that organizations seeking to use evidence-informed and evidence-based programs and practices face significant implementation barriers. Evidence-based programs often involve multi-faceted interventions and coordinated practices that can make implementation challenging. This is particularly so for agencies that lack capacity and resources, motivated leadership, and an organizational climate that facilitates innovation (e.g., openness to change, management support). Additionally, pressures to implement activities to address crime problems often mean programs are designed and implemented in absence of comprehensive strategic planning and consideration of how the program is or might be adapted to meet local needs.^{xii}

Agencies in Illinois are not immune to these implementation issues. ICJIA staff, however, have been working to address these issues in several ways. First, since Spring of 2015, the research unit has worked to develop a host of articles and reports that outline evidence-informed and evidence-based programs and practices and the scientific support that underlie them. These articles and reports, which were written specifically for practitioners, legislators, and laypersons, are available on the ICJIA website at: <http://www.icjia.state.il.us/research/publications>. To date, staff have completed nearly 100 different articles and reports that cover various topics, including implementation science and the challenges of executing evidence-based programs and practices. The unit has also developed two continuums that take the sequential intercept model and identifies the associated evidence-informed or evidence-based programs and practices for each intercept. The interactive continuums focus on addressing substance misuse (<https://sudcontinuum.icjia.cloud/>) and mental health (<https://mhcontinuum.icjia.cloud/>).

Second, starting in 2015, ICJIA researchers have been more purposively involved in the designing of Notices of Funding Opportunities. A team of grants and research staff work together to develop solicitations that incorporate evidence-based or evidence-informed programs and practices whenever possible. This team-based approach allows for an information exchange between the research and grants staff that further bolsters grant staff knowledge about the programs their grantees are implementing, which in turn can strengthen the grant monitoring process.

Third, ICJIA encourages grantees to use a planning process when proposing new programs that include data analysis and problem identification. Grantees during the proposal process must present evidence of the underlying problem and why the program or practice addresses the issues identified. In some instances, grantees are required to complete a planning period that incorporates data analysis and involves multiple community stakeholders.

Fourth, grantees are required to submit performance data that document program implementation and outcomes. Performance metrics are designed in consultation with ICJIA researchers and are based on the program design and logic model. These metrics go beyond those required in the

JAG Performance Measure Tool (PMT), and are used to inform grant continuation decisions for multi-year awards.

Finally, ICJIA researchers work with grant staff to identify programs that may be ready for evaluation. Those programs deemed ready are then evaluated either by ICJIA researchers or by contracted external researchers.

Data Availability and Access

Illinois currently has limited state-level data that can be used to adequately examine crime trends and patterns. The state continues to rely on summary crime data submitted to the Illinois State Police as part of the state's Uniform Crime Reporting program. Although efforts are underway to implement NIBRS, to date, only the Rockford Police Department has been successful. At the local level, the availability and usefulness of police data varies, making access to comparable data challenging.

Detailed court data is similarly limited in Illinois. Data published by the Administrative Office of the Illinois Courts is aggregated at the circuit or county level. These data, which document court filings, convictions, sentencing, and probation, lack the specificity needed to fully understand or identify changes over time in the profiles of individuals having contact with the system as well as the efficacy and fairness of the system's response. Accessing court data at the local level is challenging for several reasons. One primary issue is that most counties have their own unique case management systems, some of which do not allow for easy access to data for research purposes.

To address the limitation of police and court data, ICJIA researchers rely heavily on Criminal History Record Information (CHRI) data to examine arrest, prosecution, and convictions. While CHRI data is an important source of information for the state, changes to state laws, particularly those related to sealing and expungement of records, limits the data available for research purposes. Research staff are continually monitoring the impact of these laws.

Data on those entering and leaving the Illinois Department of Juvenile Justice and the Illinois Department of Corrections are more detailed. ICJIA staff have access to these data and work closely with researchers from these agencies when examining trends and issues.

Finally, detailed data at the local level about the various programs and practices already underway is limited. ICJIA relies heavily on local agencies to share information about what is occurring in Illinois communities. More recently, ICJIA has been working with other non-criminal justice state agencies to learn more about the programs they fund to bridge this gap in knowledge. ICJIA researchers also work with these other state agencies to access data that may help identify emerging or continuing trends (e.g., Illinois Department of Public Health, Illinois Department of Human Services). Continued funding of the state's SAC will ensure that data availability and access issues are addressed through these agency collaborations and the design and implementation of innovative data analysis and visualization tools.

^{xii} Gleicher, L. (2017). *Implementation science in criminal justice: How implementation of evidence-based programs and practices affects outcomes*. Chicago, IL: Illinois Criminal Justice Information Authority.

Appendix A
Federal and State Grants Administered by ICJIA

Federal Programs

Edward Byrne Memorial Justice Assistance Grant Program

The Edward Byrne Memorial Justice Assistance Grant Program (JAG) was designed to streamline justice funding and grant administration. The program provides agencies with the flexibility to prioritize and place justice funds where they are needed most.

JAG funds can be used for state and local initiatives, technical assistance, training, personnel, equipment, supplies, contractual support, and information systems for criminal justice for any one or more of the following purpose areas:

- Law enforcement.
- Prosecution and court programs.
- Prevention and education programs.
- Corrections and community corrections.
- Drug treatment and enforcement.
- Crime victim and witness initiatives.
- Planning, evaluation, and technology improvement programs.

National Forensic Sciences Improvement Act

The Paul Coverdell National Forensic Sciences Improvement Act authorizes funding to improve the quality, timeliness, and credibility of forensic science services for criminal justice purposes. Act funding is directed to crime laboratories and medical examiners' offices based on population and crime statistics. The program permits funding for facilities, personnel, computerization, equipment, supplies, education, and training.

Residential Substance Abuse Treatment Act

The Residential Substance Abuse Treatment Program provides funding for treatment programs in a correctional setting and is available to the Illinois Department of Corrections (IDOC) and Illinois Department of Juvenile Justice. These funds are used to implement residential, jail-based, and aftercare programs.

Sex Offender Registration and Notification Act

The Sex Offender Registration and Notification Act is Title I of the Adam Walsh Child Protection and Safety Act of 2006 (Public Law 109-248). The Act provides a comprehensive set of minimum standards for sex offender registration and notification in the United States. The Act aims to close potential gaps and loopholes that existed under prior law and generally strengthens the nationwide network of sex offender registration and notification programs.

Victims of Crime Act

The Victims of Crime Act is funded with fines paid by offenders convicted of violating federal laws, supports direct services to victims of crime. The Act requires that priority be given to services for victims of sexual assault, domestic violence, child abuse, and other groups identified by the state as underserved victims of crime.

Victims of Crime Act Discretionary Training and Technical Assistance Grant

The Victims of Crime Act Discretionary Training and Technical Assistance Grant program provides training and technical assistance to Victims of Crime Act victim assistance service providers and others who work with crime victims. Activities funded through this program may include, but are not limited to, establishment or enhancement of state victim assistance academies, statewide training initiatives, crime victim-related conferences, basic training for new programs, or scholarships to attend conferences and/or training for service providers and others who work with victims of crime.

Violence Against Women Act

Congress first passed the Violence Against Women Act (VAWA) in 1994 and reauthorized the Act in 2000. With a reauthorization in 2005, Congress began a new initiative of the S.T.O.P. (Services * Training * Officers * Prosecutors) VAWA program by authorizing grants to states for programs that would improve the response of the criminal justice system to female victims of sexual assault and domestic violence. The program's objectives include:

- Providing services to women who are victims of sexual assault and domestic violence.
- Developing, implementing, and evaluating a plan for training police, prosecutors, judges, circuit clerks, probation officers, and service providers to promote an interdisciplinary approach to sexual assault and domestic violence.
- Implementing measures that document and assess the response of criminal justice agencies in Illinois to sexual assault and domestic violence.

Violence Against Women Act - Sexual Assault Services Programs

The Violence Against Women Act Sexual Assault Services Program supports the provision of hotline, advocacy, counseling, and outreach services to adults and children at 33 local victim service agencies across Illinois.

State Programs

Adult Redeploy Illinois

The Adult Redeploy Illinois (ARI) program was created by the Act to increase alternatives to incarceration for non-violent offenders. Research shows that non-violent offenders are more effectively rehabilitated in community settings, which are also less expensive than prison. ARI provides grants to local jurisdictions to expand their capacity to safely supervise non-violent

offenders in the community by investing in evidence-based practices shown to reduce recidivism. In exchange for grant funding, sites agree to reduce by 25 percent the number of non-violent offenders they send to the Illinois Department of Corrections from their target populations.

Community Based Violence Intervention and Prevention

Community-Based Violence Intervention and Prevention services programs support the following activities:

1. Convene or expand an existing community coalition to engage service providers, governmental agencies (local and/or statewide agencies), law enforcement, faith-based, and general community members to ensure that service providers and all potential participants are aware of violence prevention resources available in community; develop collaborative partnerships to ensure that clients' immediate needs are met; and provide pro-social activities for the community.
2. Educate the public about program services through wide distribution and various types of program materials, public presentations and awareness events.
3. Provide at least one of the four following direct services:
 - Street Intervention/Interruption-Active Outreach and Engagement – These programs provide crisis intervention and de-escalation of high stress situations to at-risk youth and young adults.
 - Counseling and Therapy – These developmentally and culturally appropriate therapeutic services are provided by a mental health professional.
 - Case Management – Case management approaches that are more effective at long-term client retention and developing trust between agency and youth/families require actively engaging participants (i.e., active reaching out, meeting youth/families in the home, community engagement).
 - Youth Development – Engaging young people to develop their emotional, physical, social, and intellectual selves provides opportunities for youth to practice conflict resolution and prosocial life skills.

Community-Law Enforcement Partnership for Deflection and Substance Abuse Treatment

The Community-Law Enforcement Partnership for Deflection and Substance Abuse Treatment program helps law enforcement to develop and implement deflection programs that offer immediate pathways to substance use treatment as an alternative to involvement in the criminal justice system.

Street Intervention

The mission of Ceasefire Illinois, a unit at the University of Illinois at Chicago School of Public Health, is to work with community and government partners to reduce violence in all forms and help design interventions required to better define what should be included in a community or city anti-violence plan. Growing up in communities where violence is an everyday occurrence, youth learn that violence is normal and are thus more likely to use violence or become victims of

violence. Ceasefire staff members work to engage this population. Staff members will help change their behavior and connect them to resources that would otherwise be out of reach.

Death Penalty Abolition Act

The Death Penalty Abolition Fund was created by Public Act 725 ILCS 5/119(b). The Act required transfer of all unobligated and unexpended moneys remaining in the Capital Litigation Trust Fund to the Illinois Criminal Justice Information Authority to be used for services for families of victims of homicide or murder and for training of law enforcement personnel.

Duane Dean Behavioral Health Center Fund

The Duane Dean Behavioral Health Center’s Community Diversion Program seeks to employ a broad based comprehensive approach in Kankakee County to educate and increase access to services to the local criminal justice systems, the local community and the opioid dependent individuals. This program will incorporate community education and trainings, cognitive behavioral counseling, medication-assisted therapy (MAT), case managers, peer support specialist, and recovery coaches.

Illinois Family Violence Coordinating Councils

Family Violence Coordinating Councils, at both state and local/circuit levels, establish a forum to improve the institutional, professional, and community response to family violence, including intimate partner abuse, child abuse, abuse against people with disabilities, and elder abuse. The councils engage in education and prevention as well as coordination of intervention and services for victims and perpetrators. They work to improve the administration of justice when addressing family violence.

Prescription Pill and Drug Disposal

In order to facilitate the safe disposal of drugs, the Illinois General Assembly passed Public Act 097-0545, which established the Prescription Pill and Drug Disposal Fund, a special fund in the state treasury. The Act states, “monies in the Fund shall be used for grants by the Illinois Criminal Justice Information Authority to local law enforcement agencies for the purpose of facilitating the collection, transportation, and incineration of pharmaceuticals from residential sources that are collected and transported by law enforcement agencies. These funds will be used to procure drug disposal boxes and arrange for their delivery to priority sites. Recipient agencies will agree to follow this standard procedure for the receipt, storage, and disposal of the collected drugs.

Safer Foundation Fund

The Safer Foundation (SF) partnership with Mount Sinai Hospital’s Sinai Urban Health Institute (SUHI) seeks to better understand the issues connected to gun violence in Chicago’s west side communities. As a referral partner, SUHI seeks to work with SF to build their previous study of non-fatal gun violence victims who are treated and discharged quickly. The goal is to refer such

persons for SF services and to identify their social needs, gaps, resources and barriers to employment and workforce development comparing those with and those without arrest/conviction records.

Safe from the Start

The Safe from the Start Program was initiated to address childhood exposure to violence. The program implements and evaluates comprehensive and coordinated community models to identify and respond children ages 0 to 5 who have been exposed to violence in the home or community. Program components include coalition and collaboration building, direct services, and public awareness.