

CJCC Strategic Plan 2018

1. Cover Letter

January 31, 2017

The Honorable Bruce Rauner
Governor, State of Illinois
207 Statehouse
Springfield, IL 62706

Re: Illinois State Plan for National Criminal Justice Reform Project

Dear Governor Rauner:

While some crime challenges are common to all parts of the state, criminal justice is largely a local policy issue that local jurisdictions are best positioned to address. Consequently, the Illinois State Commission on Criminal Justice and Sentencing Reform recommended in its final report that the State should provide incentives and support for the creation of local Criminal Justice Coordinating Councils (CJCCs) that develop strategic plans to address local crime trends and corrections policy. As detailed in the Commission's report, CJCCs are "strategic planning bodies that bring together representatives from justice system agencies, other governmental bodies, service providers, and the community to create strategic plans to help local jurisdictions address their particular crime problems as well as help reduce their use of prison as a sanction."

With the assistance of the National Criminal Justice Reform Project, the Illinois Criminal Justice Information Authority is engaging counties to develop and enhance their planning efforts through CJCCs. With technical support from the state, including data analysis and guidance in the strategic planning process, this initiative supports local jurisdictions in their efforts to target their specific crime problems by encouraging the use of data to identify problems and evidenced-based programming to address those problems.

The following plan outlines our first steps in this effort. It is our hope that by supporting local and state stakeholders in improving their use of criminal justice resources, Illinois will take an important step toward improving public safety while safely reducing its overreliance on jails and prison.

Respectfully,

David Risley
Director of Criminal Justice and Public Safety Policy
Office of the Governor

John Maki
Executive Director
Illinois Criminal Justice Information Authority

2. Executive Summary

Illinois' efforts as part of the National Criminal Justice Reform Project (NCJRP) will give state and local criminal justice actors the tools needed to safely reduce overuse of prisons and jails by supporting the formation of Criminal Justice Coordinating Councils (CJCCs). These councils are strategic planning bodies made up of local criminal justice policymakers, practitioners, and community members that serve as a forum for collaborating on policy, programs, and operations.

The Illinois Criminal Justice Information Authority (ICJIA), in partnership with the National Governors Association and the National Criminal Justice Association's Center for Justice Planning, will provide technical support, including data analysis and guidance in the strategic planning process. With careful planning, CJCCs can help local jurisdictions target specific crime issues and establish community-level alternatives to incarceration.

The mission and vision for the NCJRP in Illinois are as follows:

I. Mission

Improve the administration of criminal justice and promote public safety and well-being for all Illinois residents.

II. Vision

Collaboration:

Local and state agencies work together to achieve shared public safety goals.

Information Sharing:

Local and state agencies share relevant data to help inform and identify public safety trends and issues.

Data Driven:

State and local government, service providers, and stakeholders use data and analysis to understand local crime problems, identify and implement evidence-informed programs to address these problems, and evaluate programs to ensure that they are working as intended.

Research-Informed Funding:

Funding decisions are based on programs' demonstrated ability to achieve intended outcomes.

The primary goals for Illinois' participation in NCJRP are to:

- 1) Establish criminal justice coordinating councils at pilot sites.
 - Recommendations include: Help convene and formalize coordinating councils, ensure representation, develop policy framework and assist counties in developing strategic plans
- 2) Strengthen each pilot site's ability to use data, research, and evaluation to make decisions.

- Recommendations include: Establish data sharing relationships between stakeholders through Memoranda of Understanding; provide analysis of local crime trends and issues; create data dashboards of state and local data tailored to county needs
- 3) Finalize plan to expand and sustain local CJCCs.
 - Recommendations include: Incorporate the state Advisory Committee on criminal justice coordinating councils as part of ICJIA’s board; host conference to help strengthen local policies and practices; develop an outreach campaign to encourage development of new CJCCs; add section on CJCCs to ICJIA website.
- 4) Identify and recommend areas for further policy change.
 - Recommendations include: Document lessons learned; finalize trends and issues report; publish a plan describing how the state can support CJCCs by July 2018.

3. Advisory Council Membership

To help achieve the goals outlined above, an Advisory Council composed of representatives of state and local public safety agencies, service providers, and practitioners in Illinois was established. The Advisory Council provides oversight and guidance during the creation of CJCCs and throughout the initial strategic planning process ensures that oversight and guidance reflects local and state perspectives (*Table 1*).

Table 1: Coordinating Council Advisory Committee (formerly NCJRP Advisory Council)

Amy Campanelli	IL Public Defender Association	Amy.Campanelli@CookCountyIL.gov
Hon. George Timberlake	IL Juvenile Justice Comm.	gwtimberlake@gmail.com
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Kelly Murray	IL Assoc. of County Board Members	iacbm@msn.com
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Early in the process, a “Core Team” also was established to administer and carry out the day-to-day work of the project and engage and interact with the NCJRP technical assistance team. The Core Team was originally co-chaired by ICJIA Executive Director John Maki and Governor Rauner’s criminal justice policy advisor, Rodger Heaton, who has since become Governor Rauner’s chief of staff. Mr. Heaton’s position has since been assumed by David Risley. The Core Team is composed of representatives from the Governor’s Office, ICJIA, and Loyola University (*Table 2*).

Table 2: NCJRP IL Core Work Group

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4. Background to the Problem

When Governor Bruce Rauner took office in 2015, Illinois had one of the most crowded prison systems in the country. With an annual budget of more than \$1.3 billion, the Illinois Department of Corrections (IDOC) was operating at roughly 150 percent of its design capacity and housing more than 48,000 inmates, many of whom were sentenced for non-violent offenses. To address this problem, Governor Rauner established through executive order in February 2015 the Illinois State Commission on Criminal Justice and Sentencing Reform, a bipartisan, interbranch group of more than two dozen criminal justice practitioners, lawmakers, and policymakers. As set forth in Executive Order 15-14, the Commission’s charge was to review the state’s “current criminal justice and sentencing structure, sentencing practices, community supervision, and the use of alternatives to incarceration,” and to “make recommendations for amendments to state law that will reduce the state’s prison population 25% by 2025.”

In the course of its work, the Commission consulted leading national and local criminal justice experts and practitioners, evaluated the research on the use of prison to promote public safety, and examined data on the Illinois’ criminal justice system, including the drivers of the prison population, a combination of large numbers of admissions for low-level felonies (most of whom spend little time in IDOC) and longer sentences being imposed on those convicted of serious violent offenses. Through the Commission’s work it became clear that Illinois’ prison crowding grew out of a larger and more complex problem. Although state law dictates who can be sentenced to prison, local practice ultimately determines who goes to prison. Moreover, the Commission learned that the degree to which counties use prison as a response to crime

varies considerably, and local criminal justice practitioners often assume that a sentence to prison will deter offenders and reduce their involvement in crime.¹

This perspective, however, fails to consider that many of those sentenced to prison will eventually return. Almost 30,000 inmates are released back to communities each year in Illinois. Many individuals are sentenced to prison not because they are especially dangerous to the community but because they consistently engage in low-level criminal conduct. Sixty-nine percent of individuals newly committed to IDOC in 2015 were sentenced for non-violent offenses, such as drug or property-related crimes. A great many have lengthy criminal records, and from the perspective of many police, prosecutors, and judges, the only available option is to incarcerate and incapacitate.²³

Finally, the Commission examined the ways in which state funding practices exacerbate a disconnect between state and local policymakers and the resulting overreliance on incarceration. While the state provides funding to address local criminal justice issues from a variety of sources, it lacks a coordinating mechanism that would gauge whether and how this funding fits with a local jurisdiction's overall criminal justice needs. The result is an insular and dysfunctional approach to funding local needs, leading the state to misalign its investments in programming and local jurisdictions to overuse incarceration.

Local jurisdictions carry out nearly all day-to-day functions of the criminal justice system prior to sentencing, and are best positioned to understand local crime issues and needs to address them. For these reasons, criminal justice planning and policy coordination should be locally-driven and directly informed by insights, experiences, and visions for criminal justice reform that emanate from the local level. The state's role then becomes one of support and technical assistance, particularly in areas where county and municipal stakeholders lack capacity, such as with data analysis, research, and evaluation.

To strengthen collaboration between state and local justice systems, the Commission recommended ICJIA help establish county-based Criminal Justice Coordinating Councils. Grounded in best practices, CJCCs are strategic planning bodies that convene elected and appointed executive-level policymakers to collaboratively address issues facing local justice systems and constituent agencies. The Commission's vision for CJCCs is to help counties use data and best practices to determine how to most effectively and efficiently use prison as a response to crime and improve the outcomes of those charged with felonies in their communities. The Commission also believes the establishment of CJCCs will help facilitate collaboration and knowledge-building between the state and counties, with the state getting a better understanding of the challenges and priorities of local communities and counties getting a better understanding of the state's capacities (particularly as it relates to prison, parole supervision, and support in the form of data analysis, research and evaluation).

To begin to implement the Commission's recommendation to establish CJCCs, ICJIA partnered with Loyola University's Center on Criminal Justice Research, Policy and Practice and the National Criminal Justice Reform Project, through which Illinois will be receiving strategic planning technical assistance

¹ Commission on Criminal Justice and Sentencing Reform. (2016). *Illinois State Commission on Criminal Justice and Sentencing Reform Final Report*. Springfield, IL: State of Illinois. Retrieved from: http://www.icjia.org/cjreform2015/pdf/CJSR_Final_Report_Dec_2016.pdf

² Ibid, 9

³ Illinois Sentencing Policy Advisory Council (2014). *Average Offender Profiles*. Springfield, IL: State of Illinois. Retrieved from <http://www.icjia.state.il.us/spac/index.cfm?metasection=publications&metapage=researchreports>

from the National Governors Association and the National Criminal Justice Association. With the assistance of these entities, ICJIA created the CJCC Advisory Committee. The committee includes representatives of Illinois state and local public safety agencies, service providers, and practitioners who will help oversee and inform strategic planning. The committee includes representatives from state agencies, such as the Illinois Department of Corrections and the Office of the Illinois Appellate Prosecutor; collaborative groups, such as the Illinois Chiefs of Police Association and Illinois Health and Hospital Associations; and engaged community advocates, such as Cabrini Green Legal Aid. By convening university researchers, state-level policy stakeholders, and nonprofit organizations, the committee will provide a diverse and committed team support and help sustain the CJCCs.

In the spring of 2017, ICJIA issued a competitive Notice of Technical Assistance to help establish CJCCs in five counties. Applications were solicited from the 30 counties with the highest prison utilization rate (except Cook County) during fiscal years 2015 and 2016. Counties were selected in a competitive application process that assessed the strength of their goals, breadth of stakeholder participation, prison utilization rates, commitment to evaluation, and related factors. Lake, McHenry, McLean, Winnebago, and St. Clair counties won technical assistance awards. Since June 2017, ICJIA and its partners have worked with the jurisdictions to help establish CJCCs or strengthen existing ones.

5. Strategic planning activities

Given the structure of the Illinois criminal justice system, crime control strategies and tactics primarily fall under the purview of local criminal justice agencies. These include municipal police departments, county sheriffs', state's attorneys', and public defenders' offices, and judicial circuit and judicial branch agencies, such as county court, probation, and court service agencies. However, state government also plays a vital role with funding for judicial, probation, and court service agency staff salaries, substance abuse and mental health treatment services, and state prison system operations. Thus, the combination of local and state practices and policies form collective efforts to address crime across Illinois.

Greater insight on how local justice systems operate could enhance state efforts to support local crime control. However, the limited degree to which relevant data are shared and, more importantly, transformed into information that would guide practice and policy creates a barrier. While local criminal justice agencies report individual-level and aggregate information to state agencies, they rarely receive the data back in a form that can be used to guide local practice and policy. Similarly, the state collects data on those sentenced to and released from prison, but that information is rarely provided to local jurisdictions in a form that helps them understand how they use prison as a resource.

A number of coordinating bodies exist within local jurisdictions to bridge the information gap, such as juvenile justice coordinating councils (established under the Illinois Juvenile Court Act, 705 ILCS 405/6-12), family violence coordinating councils (established under the auspices of the Illinois Supreme Court in 1990), and local collaborations on pre-trial risk assessment and bond court reform. However, the degree to which these efforts take into account the state-wide picture of crime and justice system operations and policy is limited by their focus on specific aspects of local crime and the justice system. Also limited is the provision of state research and analysis support, hampering local ability to engage in data-drive decision-making and policy development.

Resources are a barrier to many jurisdictions desiring to improve data analysis capabilities and perform objective evaluations of their programs and policies. The goal of the CJCC pilot project is to provide local jurisdictions with useful analyses in a format that illustrates the value and benefit of a data-driven, system-wide approach to criminal justice policy and program development. The project also will allow

the state to determine the degree to which CJCCs provide data support, either alone or in collaboration with university partners or analysts on staff within local jurisdictions.

It is increasingly expected that criminal justice programs and policy decisions will be data-driven and that research and evaluation are performed to measure program fidelity and impact on the problems they are intended to address. CJCCs will emphasize and model data- and evaluation-driven decision-making through facilitation of a strategic planning process and research to inform local practitioners and policy makers of how their justice systems are operating and to measure program impact on their crime problems. With proper implementation, this collaborative state and local model will be used to guide future program and policy efforts.

The process and model also could be used to support a variety of funding decisions. ICJIA already requires jurisdictions seeking funding through its Partnerships to Reduce Violent Crime project to engage in a data-driven planning process prior to receiving a grant. Similarly, Adult Redeploy Illinois, a justice reinvestment effort, requires jurisdictions to first apply for planning grants and engage in a strategic planning process that includes data-driven program development.

As Illinois embarked on NCJRP strategic planning, the NCJRP technical assistance team was asked to help the state in the following ways:

1. Provide technical research and analysis assistance to up to six local jurisdictions. This assistance will allow the jurisdictions to initiate local strategic planning discussions and formation of local criminal justice coordinating councils.
2. Provide technical assistance to local jurisdictions in developing strategic plans; identifying, adopting and implementing best practices; and developing appropriate metrics to monitor the implementation and measure the effectiveness of reforms that result from the strategic planning process.
3. Provide the Advisory Council with strategic planning technical assistance, particularly in coordinating state and local planning activities and on leveraging state resources to support local criminal justice needs.
4. Assist the state in cultivating formal and informal networks of CJCC counties and agencies to create communities of practice and other opportunities for shared learning and knowledge exchange.

Several activities involving local, state, and NCJRP collaboration were carried out in 2017 in each of the assistance areas mentioned above. These included an initial two-day training in June for all CJCC pilot counties. Virtual and onsite presentations and customized training were provided to each of the five CJCC pilot counties (*See attached*). The training covered best practices in strategic planning and research findings on Illinois criminal sentencing patterns from state and local perspectives. County-specific data on crime, arrests, court filings and dispositions, and correctional populations also were presented, and participants engaged in collaborative discussions about the data and their implications for policy, practice, and potential reform. CJCCs also participated in a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis, which facilitated the identification of local stakeholder needs and priorities for action. The SWOT revealed several themes, including:

- A desire for data-driven solutions to crime problems despite limited capacity to perform the necessary research and analysis at the local level.
- A limited capacity to evaluate criminal justice programming at the local level.
- The need for more in-depth understanding among system actors of how policy and practice changes in one part of the criminal justice system impact other parts of the system.

- A desire for broader representation in planning and policymaking processes, and stronger collaboration among diverse system organizations and actors at the local and state level.
- Knowledge and proficiency regarding evidence-based practices (EBPs) vary considerably. More education is needed.
- An acute concern at the local level about Medicaid availability for justice-involved populations and disproportionate minority contact with the criminal justice system.

Additionally, Loyola University researchers are constructing county-specific trends and issues reports to help facilitate strategic planning efforts and develop a common understanding of state and local criminal system operations, as stakeholders frequently presented conflicting conceptions about crime and criminal justice processing in their jurisdictions. Once local stakeholders review the findings, ICJIA and its Loyola partners will be better positioned to provide technical assistance on county-specific issues.

Finally, at the request of the Core Team, the NCJRP technical assistance team reviewed various efforts to create and institutionalize local criminal justice coordinating councils in other states and reported on lessons learned. The memorandum produced through this work presented:

- 1) Legal and policy frameworks developed by states to support local CJCCs.
- 2) Practices and procedures used to establish CJCCs.
- 3) Efforts that have been undertaken within selected states to improve collaboration and leverage local entities to further public safety and criminal justice goals.

Based upon their review of that memorandum, the Core Team recommended the NCJRP Advisory Council transition into an ICJIA ad hoc committee of ICJIA's board to enhance the sustainability of this effort. In response, the board formed the Coordinating Council Advisory Committee to bring together members of the Advisory Council and ICJIA board members to provide oversight and guidance for our work with CJCCs.

Logic Model

The logic model (see Appendix A) outlines how Illinois will leverage available resources to reach the public safety goals presented. ICJIA will lead, promote, and facilitate system-wide coordination and collaboration among local planning bodies. ICJIA also will capitalize on an existing partnership with Loyola University's Interdisciplinary Center for Criminal Justice Research, Policy, and Practice, and build a new relationship with the National Criminal Justice Reform Project to conduct strategic planning activities with county-level criminal justice stakeholders.

This collaborative encouraged system-wide representation to determine local priorities and barriers to implementation in county CJCCs. Using the information gathered at initial county CJCC meetings, Loyola researchers designed a "Trends and Issues" template to analyze publically available criminal justice data and other data collected by state agencies. Information to be collected includes crime data reported to the Illinois Uniform Crime Reporting program and individual criminal histories collected by the Illinois State Police Criminal History Record Information (CHRI) System. Researchers also will analyze prison admissions data coupled with CHRI data to gauge risk levels of those sentenced to prison and their post-release recidivism Rates. This effort will result in a data library that will enhance collaborators' understanding of the system-wide implications of their activities. This reliance on data to inform criminal justice practice will promote an evidence-informed culture and an expansion of the research and technology infrastructure needed to sustain planning work.

6. Recommendations

The following goals and objectives are for calendar years 2017 and 2018 (those already accomplished are in bold). These goals and objectives serve two interconnected purposes: to help establish CJCCs at the five pilot sites and to develop a foundation with lessons learned to help scale CJCC and achieve implementation and sustainability in Illinois' largest jurisdictions and those to whom ICJIA provides substantive funding for programs and services.

GOAL 1: ESTABLISH CJCCS AT PILOT SITES.

- **Objective 1.1: Convene monthly CCJC meetings at each pilot CJCC site to discuss data and responses to local public safety issues (Initiated July 2017).**
- **Objective 1.2: Work with local CJCC sites to ensure members represent key system stakeholders as well as community groups. Finalize local CJCC membership by November 2017.**
- Objective 1.3: Develop a foundation for CJCC institutionalization, including formal acknowledgement of the CJCC by county government and development of policy framework with local partners to govern the CJCC's operations, including bylaws and operating policies by March 2018.
- Objective 1.4: Work with local CJCCs to develop data-informed strategic plans for addressing key public safety and system efficiency issues. CJCCs complete strategic plans July 2018.

GOAL 2: STRENGTHEN PILOT SITE ABILITY TO USE DATA, RESEARCH, AND EVALUATION TO MAKE DECISIONS.

- **Objective 2.1: Develop and present a comprehensive examination of crime, justice system response and case processing, and correctional populations and outcomes for each pilot site using data available from state agencies by September 2017.**
- Objective 2.2: Assess local data sharing capabilities and develop data sharing agreements as needed by March 2018.
- Objective 2.3: Build data dashboard that displays the aggregate data, including, but not limited to, the risk levels of the population counties send to IDOC by June 2018.

GOAL 3: FINALIZE PLAN TO EXPAND AND SUSTAIN LOCAL CJCCS.

- **Objective 3.1: Convene quarterly advisory council meetings as an ad hoc board committee of ICJIA, to share updates on CJCCs and help support expansion of local CJCCs by December 2017.**
- Objective 3.2: Host a conference for all pilot sites and other interested jurisdictions aimed at strengthening local policies and practices and promoting the CJCC model by Spring 2018.
- Objective 3.3: Develop outreach materials to make counties aware of Illinois participation in the National Criminal Justice Reform Project and the availability of technical assistance in establishing CJCCs by June 2018.

- Objective 3.4: Develop a website that lists and maps CJCCs in Illinois and presents research and analytical findings on best practices, trends, and issues by July 2018 (*Objective 4.2*).

GOAL 4: IDENTIFY AND RECOMMEND AREAS FOR FURTHER POLICY CHANGE.

- Objective 4.1: Compile list of existing criminal justice coordinating councils and similar collaborative boards by February 2018.
- Objective 4.2: Document lessons learned from pilot sites to help inform expansion to other locales throughout 2017 and 2018 and report them in a CJCC Trends and Issues report by July 2018.
 - Identify currently operating coordinating councils and discuss statewide strategic plan to sustainably scale local CJCCs.
 - Include review of policies in other coordinating bodies, such as juvenile justice coordinating councils and family violence coordinating councils.

6. Conclusion

Criminal justice coordinating councils are key to facilitating planning and best practices that will lead to effective and sustainable reforms of state and local criminal justice systems. To implement the changes and programing outlined in this plan, ICJIA needs the support of the National Criminal Justice Reform Project and its partners. Areas where assistance would be helpful include:

- Facilitating sequential intercept mapping for CJCC partners.
- Identifying and facilitating training opportunities for CJCC members and/or their staff, in furtherance of their strategic plans.
- Developing guidance on best practices and approaches to data sharing between county, municipal, and state-level stakeholders

Coordinating councils are promising institutions through which local policymakers can better understand specific crime problems, identify needs, develop and implement solutions, and inform the state how it can best support local efforts. Given the influence local policy and practice has on the use of incarceration in Illinois, it is unlikely that the state's overreliance on incarceration as a crime control strategy can be effectively curbed without local leadership and locally developed solutions. Building and sustaining a collaborative strategic planning process that empowers local action and better coordinates state and local resources is key to providing effective and fair public safety outcomes. In so doing, localities can reduce overreliance on jail and prison while improving their abilities to meet public safety goals.

Appendix

CJCC Logic Model - Draft

