

Idaho Edward Byrne Memorial Justice Assistance Grant (JAG)

Strategy

Planning, Grants, and Research

			2019
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INTRODUCTION

Over 14 years ago, the Edward Byrne Memorial State and Local Law Enforcement Assistance Grant Program (Byrne) merged with the Local Law Enforcement Block Grant (LLEBG) to form the Edward Byrne Memorial Justice Assistance Grant (JAG). JAG inherited attributes from both Byrne and LLEBG and today provides millions of dollars annually to criminal justice agencies throughout the United States. This funding has been available to criminal justice agencies for nearly 30 years and is a vital part of the success of countless criminal justice programs in Idaho.

JAG funding is administered by the Planning, Grants, and Research (PGR) Department of the Idaho State Police (ISP), the Governor appointed State Administering Agency (SAA) for Idaho. Each SAA is required to pass-through a predetermined percentage of the state JAG allocation to units of local government. Idaho's variable pass-through (VPT) percentage for federal fiscal year (FFY) 2018 funding is 57.5%. The FFY 2019 VPT percentages had not been released by the Bureau of Justice Assistance at the time of publication. State agencies, non-profit organizations, faith-based organizations, and Tribal governments, along with units of local government, are eligible for the remaining percentage of JAG funds.

PGR administrative duties include ensuring subgrantee expenditures are allowable; reviewing and approving or disapproving programmatic, financial, and Performance Measurement Tool (PMT) reports, along with draw requests and adjustments; providing technical assistance; monitoring subgrantees through site visits and desk audits; updating the PGR Grants Management System (GMS); and completing federal applications, reports, and Grant Adjustment Notices (GAN).

While PGR is the SAA for JAG, funding decisions are determined by the Grant Review Council (Council), which was established under Idaho Executive Order 2011-11 and continued under 2018-03. The Council is a subcommittee of the Idaho Criminal Justice Commission (ICJC) and consists of 13 ICJC members and seven (7) non-ICJC members. Of the 20 Council members, eight (8) are from state agencies, while the remaining 13 represent local jurisdictions. Five (5) members are from law enforcement agencies, five (5) from prosecution or court agencies (including public defense), four (4) represent corrections or community corrections, two (2) are from statewide victim services organizations, and four (4) are from other organizations (Idaho Office of Drug Policy and Idaho Association of Counties) or citizens at large. The ICJC is responsible for developing the Idaho Criminal Justice Commission Three-Year Strategic Plan, which includes priorities for JAG subgrantees. These priorities guide the Council's funding strategy and subgrant award decisions. The Strategic Plan, along with the strategic planning process, is further described in the "Idaho Criminal Justice Priorities" section.

NEEDS IDENTIFICATION AND DATA ANALYSIS

The Idaho Statistical Analysis Center (ISAC), research and data analysis partners within PGR, assesses Idaho’s criminal justice system needs based upon data published in several annual reports. The following information is provided by ISAC through their analysis of Idaho’s Incident Based Reporting System (IIBRS) and data from the Idaho Supreme Court.

Crime in Idaho, IIBRS Data

The ISP Bureau of Criminal Identification (BCI), publishes the annual *Crime in Idaho* report, a collection and analysis of Uniform Crime Reports submitted by city police departments, county sheriff’s offices, and ISP. The *Crime in Idaho* report details information on Group “A” offenses, which include murder, kidnapping, forcible rape, arson, bribery, drug/narcotic violations, weapon law violations, and 23 other crimes. The current *Crime in Idaho* report, along with reports dating back to 1995, can be found on ISP’s website at <https://nibrs.isp.idaho.gov/CrimeinIdaho>. Violent crimes include murder, negligent manslaughter, kidnapping, forcible rape, forcible fondling, forcible sodomy, sexual assault with an object, aggravated assault, simple assault, and intimidation. Intimate partner violence (IPV) is a violent crime against a spouse, common-law spouse, ex-spouse, or boy/girlfriend.

The State of Idaho is divided into six (6) ISP Districts. Table 1 shows each district, the number of 2017 Group “A” offenses for all counties in the district, the 2017 violent and intimate partner violence (IPV) crime rates, and the number of JAG continuation projects funded in 2018 and 2019. The Crime in Idaho 2017 report was released on September 1, 2018. Data from 2018 will not be available until July 1, 2019.

District	Group “A” Offenses*	Violent Crime	IPV	2018 JAG Projects	2019 JAG Projects
1	53.9	11.8	3.8	0	0
2	48.3	8.7	2.4	0	0
3	51.2	10.8	3.4	4	2
4	47.9	12.5	3.7	1	1
5	50.8	12.0	3.4	1	0
6	35.4	7.7	2.0	1	0
Statewide	51.2	10.6	3.4	3	2

Crime rates are per 1,000 residents. *From the Crime in Idaho report, 2017.
 Districts are defined to be consistent with the reporting jurisdictions of ISP and the Idaho Transportation Department.
 District 4 has an adjusted population based upon those jurisdictions reporting crime data within the specific district.

The “Facts at a Glance” portion of the *Crime in Idaho 2017* report shows the increase or decrease in certain Idaho Statewide Crime Profiles from 2016 to 2017. Profiles include Group “A” offenses, crime rate, violent crime, crimes against persons, officers assaulted, hate crimes, crimes against society, and property crimes. Most profiles showed an increase in crime from 2016. According to the Crime Clock, there is one crime against persons committed every 28.9 minutes, an aggravated assault committed every 2.9 hours, non-consensual sex offense (excluding forcible rape) committed every 7.9 hours, and a forcible rape committed every 15.4 hours.

There were several offenses categorized as crimes against persons, which changed from 2016 to 2017: murder (down 19.2%), non-consensual sex offenses (down 0.1%), fondling (up 1.1%), intimidation (down 12.4%), and consensual sex offenses (down 21.1%). Of all reported rapes in 2017, 69.7% occurred in a residence. Information on violent crimes shows 54.7% of violent crimes were committed against female victims. Intimate partner violence data indicates that 3,154 victims were boy/girlfriends and 1,994 were spouses.

Data also shows that intimate partner violence decreased by 4.6% and violence against children increased by 7.3% from 2016 to 2017.

Crime in Idaho, IIBRS and Court Data– Domestic Violence

While none of the 2019 JAG continuation subgrants tackle domestic violence directly, one subgrant addresses children and elders who seek mental health services after being exposed to or victimized by violence, including domestic violence. In addition to this JAG funded project, PGR also manages the STOP Violence Against Women Grant (STOP) and the Sexual Assault Services Program (SASP), which address domestic violence, sexual assault, dating violence, and stalking in Idaho. The 2018 ISAC report, *Domestic Violence in Idaho: 2009-2015*, stated that compared to all victims of violence, IPV victims were less likely to be male and more likely to be older and half of intimate partner victimizations were committed by a dating partner. Non-intimate partner violent crimes were most likely to occur at a residence (58%) and the victim assaulted by an offender’s hands, fists, or feet. IPV incidents were even more likely to occur at a residence (85%) and involve an attack by an offender’s hands, fists, or feet. The majority of violent crime victims sustained some form of injury (42%), with intimate partners more likely to sustain an injury (56%). An arrest was more likely to be made and prosecution more likely to be declined if the victim was the offender’s intimate partner.

Court records indicate that 64,588 charges for a violent crime were filed in Idaho between 2009 and 2015. Of all charges for violent crimes filed within this time period, 42% (27,175) were originally charged as domestic assault/battery, stalking/harassment, or strangulation. More than one-third of domestic violence related charges were amended to a different category. Of the domestic assault/battery charges that were amended to a different category, 74% were amended to disturbing the peace or disorderly conduct

Crime in Idaho, IIBRS and Court Data - Sexual Assaults

A 2017 ISAC report focusing on sexual assaults in Idaho found that the rate of reported sex crimes had decreased between 2009 and 2015. The majority of reported sex crime victims (72%) are under the age of 18 and 83% are female with most (96%) sex crimes being committed by someone known to the victim. Despite most (96%) sex crimes being committed by someone known to the victim, only 24% of reported sex offenses between 2009 and 2015 resulted in an arrest, compared to 49% of other violent crimes. Court records indicate that nearly half (46%) of sex crime charges were dismissed while 48% resulted in a guilty disposition. Of those resulting in a guilty disposition, certain offenses were more likely to be amended to a misdemeanor, including sexual assault with an object (43%), sexual abuse or exploitation (32%), and human trafficking (25%).

Crime in Idaho, IIBRS Data – Drug Trends

Each year JAG funds are awarded to combat drug trafficking, use, and abuse through enforcement, prevention, intervention, and treatment. Continuation projects funded in 2019 include services for at-risk youth and a substance abuse screening service unit. The data for the JAG funded annual *Drug and Alcohol Related Offenses and Arrests* report published by ISAC is from IIBRS.

Percent of Drug Arrest Seizures Each Year by Type of Drug Seized										
Drug Type Seized	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017
Marijuana	72.9	71.8	71.4	71.3	68.7	69.7	67.1	64.6	64.3	64.0
Amphetamine/Methamphetamine	20.2	20.1	20.1	18.7	20.6	24.0	26.4	30.1	32.2	33.2
Unknown Drug Type	2.5	2.7	3.8	4.0	4.0	3.7	3.2	3.0	3.2	3.9
Other Narcotics (Codeine, Demerol, Dilaudid, Methadone, etc.)	4.3	5.7	6.4	6.9	6.9	6.0	5.7	5.8	3.9	3.7
Other Drugs (Antidepressants, Tranquilizers, etc.)	3.2	3.6	4.7	5.7	5.7	6.0	6.5	5.4	5.1	4.6
Other Hallucinogens (BMDA, DMT, Mescaline, Peyote, etc.)	2.4	1.8	2.0	2.6	3.3	2.1	1.6	1.5	1.5	1.3
Cocaine	2.7	2.5	1.6	1.3	1.2	1.2	1.2	1.4	1.5	1.6
Heroin	0.7	0.6	0.6	0.7	1.3	1.2	2.7	4.3	6.4	6.7

According to Table 2, which shows the percentage of arrests with drug seizures by the type of drug seized, marijuana seizures remain the highest percentage of all drugs seized, though that percentage has continually decreased since 2008. Methamphetamine related arrests were lowest in 2011 and rebounded from 18.7% to 33.2% in 2017.

Table 3

Marijuana Arrests		
Agency	2008 - 2016 Average	2017
ISP	905	1477
Bonner	117	155
Canyon	506	682
Clearwater	26	12
Elmore	35	79
Franklin	6	13
Fremont	31	69
Latah	74	94
Lincoln	10	1
Minidoka	36	60
Owyhee	19	84
Washington	22	27

Table 4

Methamphetamine Arrests		
Agency	2008 - 2016 Average	2017
ISP	175	359
Ada	334	741
Benewah	9	21
Bonner	43	72
Nez Perce	27	39
Oneida	5	2
Owyhee	4	27
Shoshone	11	22
Valley	5	14
Washington	5	12

Tables 3 and 4 show counties with the most change in marijuana and methamphetamine arrests in 2017 compared to the average number of arrests from 2008 - 2016. Marijuana arrests decreased in two (2) counties: Clearwater and Lincoln, while methamphetamine arrests only decreased in Oneida County.

The most significant increases in marijuana and methamphetamine arrests between the nine (9) year average and 2017 were both in Owyhee County: 342% and 575% respectively.

Tables 5 and 6 show the six (6) counties with the highest rate of marijuana and methamphetamine seizures per population.

Table 5

Marijuana Seizures				
Agency	2017 Population	Seizures 2008 - 2016 Average	2017 Seizures	2017 Rate per 1,000 Population
Adams	3,946	10	77	19.5
Clark	1,055	10	13	12.3
Caribou	6,862	28	59	8.6
Valley	10,104	50	82	8.1
Payette	22,839	96	172	7.5
Owyhee	11,384	19	84	7.4
Statewide	1,657,375	4,915	6,945	4.2

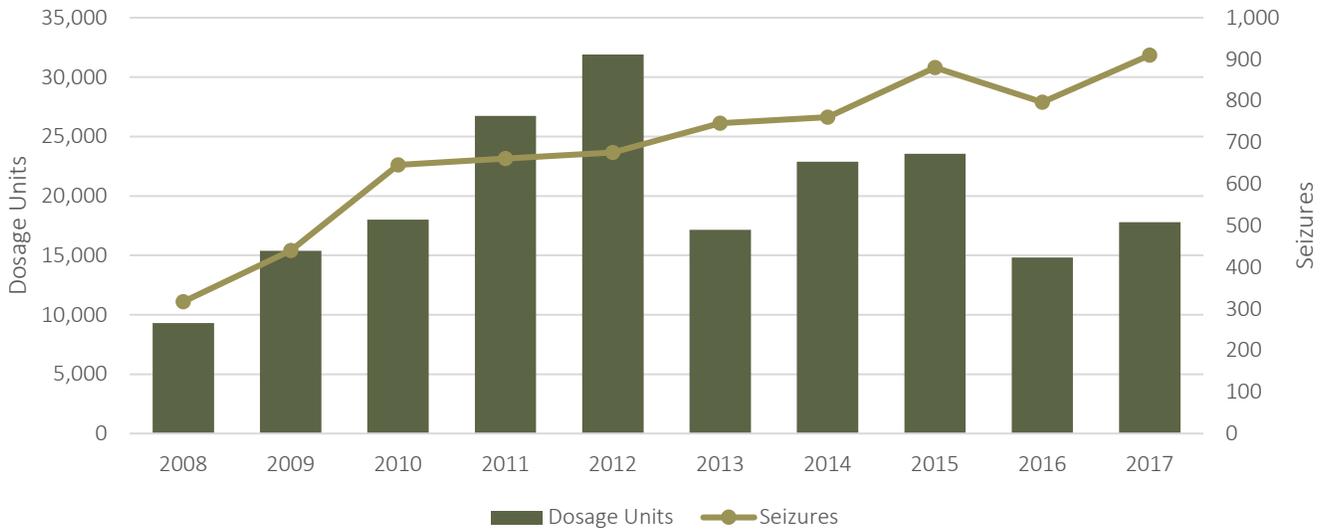
Table 6

Methamphetamine				
Agency	2017 Population	Seizures 2008 - 2016 Average	2017 Seizures	2017 Rate per 1,000 Population
Adams	3,946	1	20	5.1
Clark	1,055	2	5	4.7
Payette	22,839	38	91	4.0
Twin Falls	82,248	174	324	3.9
Boundary	11,323	15	44	3.9
Bingham	45,369	63	149	3.3
Statewide	1,657,375	1,635	3,483	2.1

An area of growing concern in Idaho is the increase in opioid abuse. Since 2008, when law enforcement recorded 317 seizures of prescription narcotics, the number of incidents involving the illegal use or distribution of these drugs has nearly tripled.

Also worth noting here is the trend in heroin seizures in Idaho. The number of heroin incidents has surpassed that of narcotics, increasing more than 1,700% in that time (from 37 seizures in 2008 to 667 in 2017). While the relationship between rates of heroin and prescription narcotics is not discernable from this data, it is clear that abuse of painkillers, and opioids specifically, is a rapidly growing problem in Idaho.

Number of Seizures and Dosage Units of Common Prescription Narcotics
2008 - 2017



IDAHO CRIMINAL JUSTICE PRIORITIES

Idaho Executive Order 2018-03 “Continuing the Idaho Criminal Justice Commission,” was signed January 30, 2018 and states, *“The Grant Review Council (“Council”) shall be established under the Commission and is charged with disbursing federal grant funding appropriated under provisions of the Omnibus Crime Control and Safe Streets Act of 1968, as amended, of the Violence Against Women Act of 1994, and other such federal grant programs as may come within the purview of the Idaho State Police with the overall mission of enhancing the efficiency and effectiveness of the criminal justice system in Idaho”.*

The Idaho Criminal Justice Commission (ICJC) develops and adopts a three (3) year strategic plan (Appendix A), which is updated annually. The strategy identified by ICJC for the Council is to, “Develop funding strategies consistent with statewide strategic planning efforts of the Commission including the following priorities”.

- i) Collaboration
- ii) Evidence-based or best practice where possible enhances measurable outcomes:
 - a) The solution of crimes
 - b) Assistance to victims
 - c) Direct services to the community
- iii) Local data or strategies to collect local data if none are available
- iv) Sustainable
- v) Exit strategies

Each of these priorities can be tied to the eight (8) JAG purpose areas: law enforcement programs; prosecution and court programs; prevention and education programs; corrections and community corrections; drug treatment and enforcement programs; planning, evaluation, and technology improvement programs; crime victim and witness programs (other than compensation); and mental health programs and related law enforcement and corrections programs.

Current JAG continuation projects address many of the priorities listed above. One such project, Addressing the Needs of Vulnerable Victims, epitomizes collaboration, as it’s located at the Nampa Family Justice Center (NFJC). This program provides services to children exposed to abuse or violence and elderly victims of crime. The mission of the NFJC is to bring together a partnership of agencies who are dedicated to ending family violence by providing comprehensive, client-centered services in a single location. The NFJC currently has nine (9) partnering agencies located on-site with additional agencies that provide client services as needed. All of their partners work together as part of their Multidisciplinary Team (MDT), including a qualified mental health professional who speaks on behalf of the children. The MDT meets regularly on case review and, in early 2012, established a child fatality review team to further enhance the scope and depth of our collaboration and work towards prevention and response to child abuse in all its forms.

The STOP Violence Against Women Grant (funding decisions also made by the Council) focuses primarily on assistance to victims, but there are a few JAG projects, including Addressing the Needs of Vulnerable Victims, that tackle similar issues. The Bonneville County SART Project, which started their final year of JAG funding in January 2019, provides funding for the Sexual Assault Response Coordinator/Victim Advocate who coordinates sexual assault victim care out of the Domestic Violence Sexual Assault Center in Bonneville County, part-time funding for a sexual assault advocate at the Bingham Crisis Center in Bingham County, and pediatric and adult Sexual Assault Nurse Examiner (SANE) training. Two (2) additional JAG projects provided assistance to victims during the first half of 2019: Civil Legal Services for Victims of Crime and Expanding Services Available to Gender-Based Violence Survivors. The Civil Legal Services for Victims of Crime project provided free civil legal services through Idaho Legal Aid to victims of domestic violence, sexual assault, stalking, and elder abuse at the Nampa Family Justice Center. The Expanding Services Available to Gender-Based Violence Survivors provided partial funding for two (2) victim advocates and a mental health counselor in Soda Springs and Caribou County. The Soda Springs advocate coordinates the Caribou County Domestic Violence and Sexual Assault Task Force.

Sustainability is a goal shared by most subgrantees, but locating funding sources to continue a project after the grant funded period has ended can be difficult. To direct FY 2019 JAG applicants toward sustainable projects, the Council, through the new JAG solicitation, will require them to address how their JAG funded project would continue to be funded after grant funds are depleted. One sustainable project success story involves the Madison County Sheriff's Office (CSO), who received several Automated License Plate Readers (ALPR), both fixed and portable, through JAG and Recovery Act JAG funding. The Madison CSO collaborates with 13 law enforcement agencies who are connected to the ALPR system through dispatch centers, as well as officer's mobile computers and smart phones. Some of the ALPRs have been operational since 2011 and used to recover stolen vehicles, apprehend wanted individuals, issue attempt to locates, and as a tool for drug interdiction.

In addition to the Council priorities, there are other ICJC strategies that relate to JAG projects operating in 2019, such as "Develop ongoing access to behavioral health treatment for criminal justice clients." The Terry Reilly Health Services Mentally Ill Offender Community Transition Program provides behavioral health services to the prison population prior to re-entry and after release in Ada County.

BJA AREAS OF EMPHASIS

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program Fiscal Year 2019 State Solicitation states, "BJA recognizes that many state and local criminal justice systems currently face challenging fiscal environments and that an important, cost-effective way to relieve those pressures is to share or leverage resources through cooperation among federal, state, and local law enforcement. BJA intends to focus much of its work on the areas of emphasis described below, and encourages each state recipient of an FY 2019 JAG award to join federal law enforcement agencies across the board in addressing these challenges:"

- Reducing Violent Crime
- Officer Safety and Wellness
- Southwest Border Rural Law Enforcement
- Responding to the Opioid Crisis

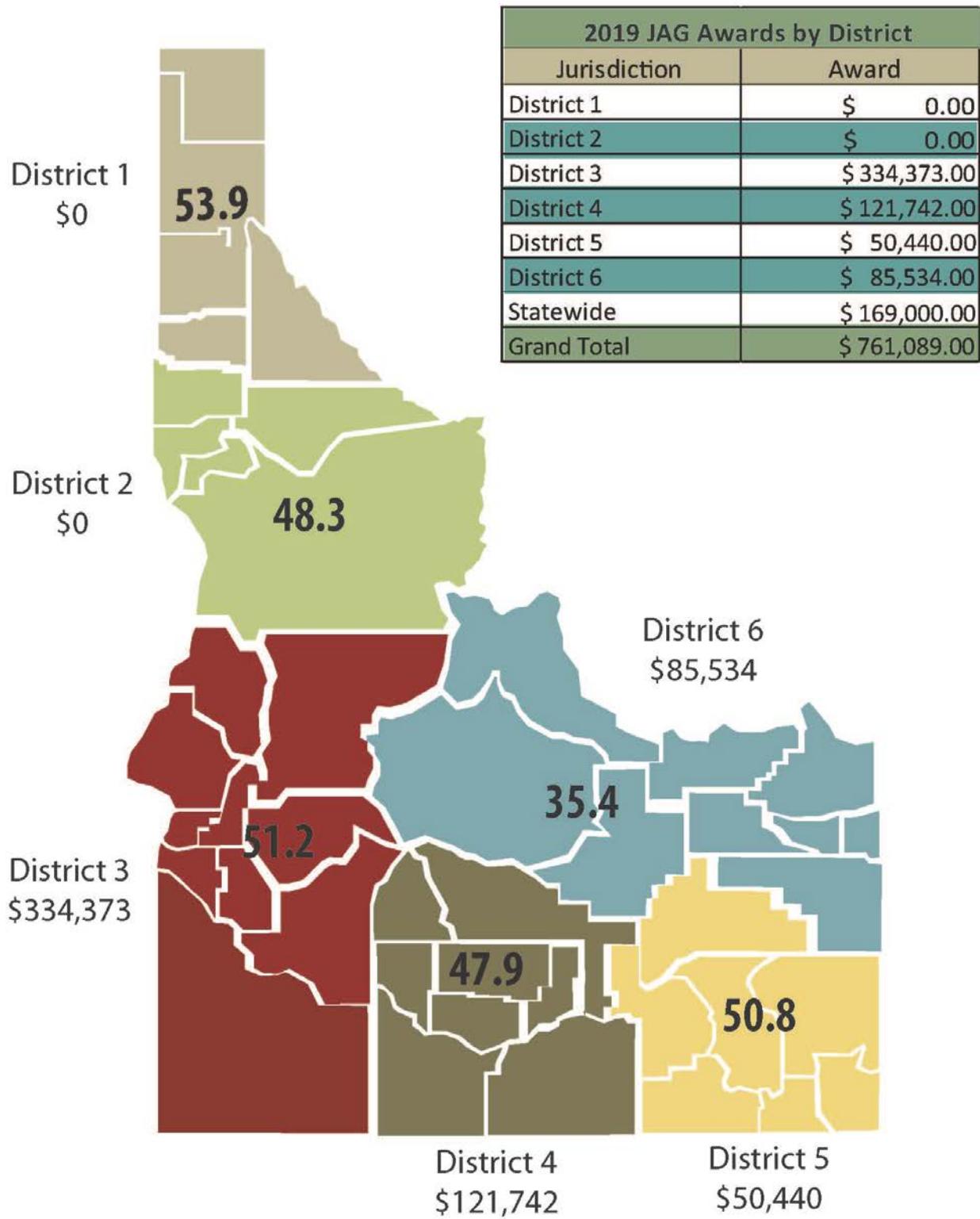
Several of these areas of emphasis coincide with the goals and strategies of the ICJC and current JAG projects.

JAG ALLOCATION REPORT

The following tables and map show the distribution of JAG funded projects in Idaho operating during calendar year 2019 by JAG purpose area and district.

Purpose Area	Name	2019 JAG Awards
Crime Victim & Witness	Bonneville County SART Project	\$85,534
Crime Victim & Witness	Civil Legal Services for Victims of Crime	\$32,342
Crime Victim & Witness	Expanding Services Available to Gender-Based Violence Survivors	\$50,440
Crime Victim & Witness	Addressing the Needs of Vulnerable Victims	\$68,950
Total Crime Victim & Witness		\$237,266
Drug Treatment & Enforcement	Adult Substance Abuse Treatment	\$121,742
Total Drug Treatment & Enforcement		\$121,742
Law Enforcement	Law Enforcement Response to Human Trafficking	\$30,000
Law Enforcement	Law Enforcement Training: Policing with Technology	\$62,000
Total Law Enforcement		\$92,000
Planning, Evaluation, & Technology Improvement	Byrne Evaluation Unit	\$77,000
Total Planning, Evaluation, & Technology Improvement		\$77,000
Prevention & Education	Canyon County Youth Empowerment	\$54,997
Total Prevention & Education		\$54,997
Mental Health Programs	Terry Reilly Health Services Mentally Ill Offender Community Transition Program	\$178,084
Total Mental Health Programs		\$178,084

JAG Funding per District and Crime Incidents per 1,000 People



CONCLUSION

Idaho, although primarily rural, faces many of the same criminal justice issues found in large, urban areas and must remain vigilant in its fight to combat and diminish these issues. In a time of continued economic challenges, the criminal justice community must look at new ways of solving crime and serving victims, so while evidence-based practices and programs are a high priority, innovation cannot be discounted. Collaboration, coordination, and communication are key to tackling such challenges, along with the other issues faced by the criminal justice community in Idaho. Without these efforts, Idaho's past and present JAG funded projects would not have been, or be, the successes they are today.