

State of Arkansas

Edward Byrne Memorial Justice Assistance Grant Program (JAG)

Statewide Strategic Plan 2020 – 2025

Asa Hutchinson, Governor

Arkansas Alcohol & Drug Abuse Coordinating Council
Kirk Lane, Chair/Arkansas State Drug Director

Prepared by:
State of Arkansas
Department of Finance and Administration
Office of Intergovernmental Services
1515 West 7th Street, Suite 404
Little Rock, Arkansas
72203-8031
(501) 682-5022

TABLE OF CONTENTS

Section 1	Executive Summary	3
Section 2	Planning Process	5
Section 3	Overview of the Criminal Justice System	7
Section 4	Data and Analysis	14
Section 5	JAG Selected Priorities: Goals & Objectives.....	21
Section 6	Allocation of Funding: JAG Purpose Areas.....	26

Appendices

Appendix A Governing Body – Arkansas Alcohol and Drug Abuse Coordinating Council (AADACC)

Appendix B Arkansas-JAG Survey 2019 (Questionnaire)

Appendix C AR JAG Data Analysis

Appendix D AR-JAG-Summary Report

Appendix E Core Team Call Summary-June 2019

Appendix F Public Comment – Feedback Summary

SECTION 1. EXECUTIVE SUMMARY

In each state, the Governor or other Chief Executive Officer designates a State Administering Agency (SAA) to apply for and administer Justice Assistance Grant funds. The SAA for Arkansas is the Department of Finance and Administration, Office of Intergovernmental Services (DFA-IGS). As the SAA for Arkansas, DFA-IGS is responsible for:

- Preparation and submission of the state JAG application
- Coordination of JAG funds among state and local justice initiatives
- Administration of JAG funds including establishing funding priorities and distribution of funds
- Monitoring subrecipients' compliance with all JAG special conditions and provisions; and providing ongoing assistance to subrecipients
- Submission of reports, including programmatic, financial and performance measures for subgrantees.

The SAA convenes regularly with the Arkansas Alcohol and Drug Abuse Coordinating Council (The Council) to make recommendations and a plan for strategies and activities directing the use of JAG funds within the State. The Council is responsible for overseeing all planning, budgeting, and implementation of expenditures of state and federal funds allocated for alcohol and drug education, prevention, treatment, and law enforcement. The Council is composed of representatives from a broad spectrum of disciplines, and includes the State Drug Director, private citizens, professionals in law enforcement, prosecution, medical and behavioral health, alcohol and drug abuse treatment, corrections, and education. The representatives' goal is to spend these funds in a manner that meets the needs of the local communities and the State.

For the strategic planning process, the Arkansas Alcohol and Drug Abuse Coordinating Council Chair established a Strategic Planning Core Team. The team is comprised of representatives from the following: law enforcement, corrections, prevention, treatment, and reentry. The roles and responsibilities of the team are below.

- Work with the Bureau of Justice Assistance Training and Technical Assistance (TTA) Contractor: National Criminal Justice Association (NCJA)
- Participate in committee meetings/focus groups with TTA contractors
- Review and discuss online survey data results/analysis compiled by a TTA contractor
- Establish priorities based on survey results and data analysis
- Assist with the development of goals and objectives, in addition to identifying appropriate strategies
- Approve final strategic plan draft for submission to the Council's for approval

The SAA in collaboration with the TTA developed and disseminated a stakeholder survey, collecting responses from December 16, 2018 through February 22, 2019. A total of 843 surveys were submitted, with 658 of the comments completed. A survey was considered complete when the user reached the end and clicks the submit button, regardless of if all questions were answered. Only completed surveys were referenced in the summary report provided by NCJA-TTA. Additional supporting data analysis was provided by SEARCH, The National Consortium for Justice Information and Statistics. The SAA also hosted an onsite strategic planning session with the goal of reviewing the survey results and develop priorities for inclusion in the 2019 Byrne JAG Strategic Plan.

Historically, the Council has given funding priority to multi-jurisdictional drug task forces (DTFs) for investigation and prosecution of drug crimes within the State. Arkansas currently has 19 participating DTFs who provide services across the State by assisting local law enforcement in drug trafficking, undercover investigations and other drug eradication operations. These DTFs are a critical component of addressing the State's drug crime problems. As a result of high crime rates and drug arrests, a focus on law enforcement will continue to be the greatest funding need.

The Strategic Planning Core Team and the Council have reviewed and discussed resource gaps and assessed the needs to determine where the JAG funds will have the greatest impact. The State's strategy is comprised of three priority areas for improving the criminal justice system.

The first priority area is *Law Enforcement*. They will address illegal drug manufacturing, sales, and use. Due to limited resources for drug enforcement functions, the multi-jurisdictional task force concept will continue to coordinate enforcement efforts at a regional level. The goals and objectives are to focus on DTFs and support capacity to prevent and combat criminal activity; and to continue to support local law enforcement equipment needs and field operations.

The second priority area is *Behavioral Health*. For this area, the goals and objectives are to focus on improving collaborative efforts with behavioral health and criminal justice stakeholders. This will be achieved through training, awareness and expanding peer recovery initiatives, including crisis intervention efforts.

The third priority area is *Prevention and Education*. The goals and objectives for this priority area are to focus on prevention and education. This will support crime reduction by using evidence-based and community-based approaches. This will allow criminal justice personnel and law enforcement to address mental health and substance use disorders effectively.

The use of JAG funds will follow the federal allocation required for the pass-through to small jurisdictions that are ineligible for a direct JAG award. The statewide strategic plan for use of JAG funds in Arkansas is as follows:

- Ten percent of the total JAG award is used for the State's administrative costs related to JAG program;
- Variable pass-through which is 56% of funding is to support JAG purpose areas and selected priorities; and
- The "Less-than \$10,000 jurisdictions" that do not meet the criteria for a direct award funds are to support local law enforcement equipment needs.

This plan will meet the requirement for the amendments made in the federal Justice for All Reauthorization Act, passed in December 2016.

SECTION 2. PLANNING PROCESS

The purpose of the strategic planning process is to develop a comprehensive Statewide plan that will be used to improve the State of Arkansas criminal justice system in the areas of Law Enforcement, Behavioral Health and Prevention and Education.

The planning process consisted of collaborating with representatives from local governments and various segments of the criminal justice systems to provide input to the plan. The various sectors included judges, prosecutors, law enforcement personnel, corrections personnel, and providers of indigent defense services, victim services, juvenile justice delinquency prevention programs, community corrections and reentry services.

Below is a summary of the process:

- November 2018, DFA-IGS requested technical assistance for facilitating the JAG 2019 strategic planning process from the National Criminal Justice Association.
- During the month of November 2018, the National Criminal Justice Association TTA created a stakeholder survey to collect feedback from the various criminal justice sectors. The survey was launched from December 2018 to February 2019. DFA-IGS sent numerous emails to the required criminal justice sectors for participation in the survey.
- February 2019, DFA-IGS and the Office of the State Drug Director identified members from the Council to serve and participate on the JAG Strategic Planning Core Team.
- April 2019 and May 2019, the Strategic Planning Core Team met to review and discuss the information received from the survey as well as crime statistics, gaps, barriers and challenges. This process was facilitated by the National Criminal Justice Association. There was one face-to-face meeting with the TTA and additional teleconference calls for planning and assessment. Through the planning and assessing sessions with the TTA, the core team was able to determine and identify priorities, goals and objectives.
- An additional meeting was held on June 20, 2019, DFA-IGS and the Strategic Planning Core Team prioritized the needs, recommended funding priorities, and developed goals and identified achievable objectives.

- July 2019 and August 2019, DFA-IGS compiled all information and developed a draft. The draft was submitted to the Strategic Planning Core Team for comments and feedback.
- On September 13, 2019, the final draft of the Strategic Plan was submitted to the strategic planning core team and Council for review and was posted for 30-day public comment.
- The final Strategic Plan was submitted to the Council for approval on October 17, 2019. Approval TBD

The State of Arkansas allocated the JAG funds according to the discretion of the Governor and according to the priorities and focus areas identified through the planning process. The SAA provided guidance to the core team to ensure a percentage of JAG funds are allocated to selected priorities. During the June 2019 planning meeting, the core team discussed and agreed on the percentage of funds for each priority area identified in the plan.

The process for gathering evidence-based data and in support of funding decisions included a data report from SEARCH and a data analysis of the survey results. Additional data was gathered from the Arkansas Department of Corrections Annual Report, Drug Task Forces Annual Report Summaries, Administrative Court Annual Report, Division of Youth Services Annual Report, and Arkansas Community Corrections' Annual Report.

There were some barriers identified for accessing data. In collecting data from the survey, there was low participation from courts, defense, and juvenile justice representatives. DFA-IGS sent multiple emails and made phone calls encouraging participation.

Additional data sharing challenges were found for the behavioral health priority as well. These challenges are specific to the Crisis Stabilization Units (CSUs):

- Federal privacy regulations (*HIPAA, 42 CFR Part 2, CJIS*) limit what data can be shared and with whom (and are subject to different interpretation);
- The jails and CSUs lack staff and resources to improve data collection, share data and answer data questions
- Jail booking data is not easily available from a single source; data needs to be collected from individual jails and those jails do not all use the same software

Currently, there are no barriers towards implementing evidence-based approaches to preventing and reducing crime and recidivism.

The SAA will adhere to the federal requirements of updating the strategic plan every 5 years and submitting an annual progress report. To meet the federal requirement, DFA-IGS will evaluate the plan quarterly, as well as annually, to determine progress, barriers and challenges. As part of monitoring and assessing funds, DFA-IGS will present

financial reports of subawards, obligations, and balances available per priority. This assessment will help to determine if funding should be adjusted.

SECTION 3. OVERVIEW OF THE CRIMINAL JUSTICE COMPONENTS

The Arkansas Criminal Justice System is composed of several levels of government maintained by the state, counties, cities and townships. For purposes of illustration, the following is based on major components of the criminal justice system, enforcement, prosecution, adjudication and correction.

ARKANSAS' COURT SYSTEM

The Arkansas Court System structure consists of five levels. The top levels are comprised of the Supreme Court and the Court of Appeals. The lower levels consist of the circuit courts, the district courts, and city tribunals. The federal court system of Arkansas is divided by the United States Eastern Arkansas District Court and the United States Western Arkansas District Court. Also included is the US Bankruptcy Court for the Eastern and Western Districts of Arkansas and the Federal Court of Appeals for the Eighth District.

The Arkansas Supreme Court is comprised of seven Justices, each elected statewide for an eight-year term of office. The Arkansas Court of Appeals consists of one Chief Judge and eleven judges, each elected district-wide for an eight-year term of office. The Circuit Courts consist of 121 circuit judges, each elected circuit-wide in one of the 28 circuits for a six-year term of office. Their responsibilities are criminal, civil probate, domestic violence and juvenile cases. Circuit Courts handle most civil and criminal matters. The District Court consists of 126 courts with 113 judges, elected to a four-year term of office. Their responsibilities include minor civil and criminal cases and small claims. The city courts consist of 117 courts, with 93 judges. The city courts handle civil matters and hold preliminary hearings in criminal matters and issue of arrest warrants.

During 2017, the total number of cases filed (new or reopened) in the state's circuit courts totaled 186,602. Criminal and juvenile delinquency cases are counted as a single case regardless of the number of charges filed. The 53,803 criminal cases filed involved 105,234 individual charges. Of those, 91,519 charges were disposed.

The below table is Arkansas' circuit court caseload summary from January 1, 2017 to December 31, 2017 as denoted in the Annual Report 2018.

Issue Area	Pending Start	Filed	Cases Disposed	Pending End
Civil	36,535	40,993	34,428	43,100
Criminal	72,032	53,803	42,166	83,669
Domestic Relations	45,065	49,431	47,312	47,184
Juvenile	17,929	22,248	20,917	19,260
Probate	67,051	20,127	20,444	66,734
TOTAL	238,612	186,602	165,267	259,947

ENFORCEMENT

State Enforcement: At the state level, several agencies work toward criminal justice enforcement efforts. The Arkansas State Police provides the following duties: highway safety/patrol, criminal investigation, investigate crimes against children and provide assistance to local law enforcement and state agencies.

The Criminal Investigation Division is responsible for criminal law enforcement, including drug enforcement, internet child exploitation and all other non-traffic enforcement activities of the department. The Division is comprised of six (6) Companies, The Criminal Investigation Division includes several specialized units. The Special Investigations Unit investigates incidents at the direction of the Division Commander or the Director. The Internet Crimes Against Children Section overtly and covertly works with local, state, and federal agencies to prevent and prosecute internet crimes against children. The Arkansas State Fusion Center (ASFC) disseminates criminal information and intelligence. The CID participates in several Federal Task Force programs, which include State Police Special Agents working with the Drug Enforcement Administration, United State Marshal's Service (USMS) and the Federal Bureau of Investigation Joint Terrorism Task Force.

One of the most important agencies for all law enforcement in the state is the Arkansas State Crime Laboratory. This agency provides forensic science services to the criminal justice system in the areas of pathology and biology, toxicology, criminalistics, raw drug analysis, latent fingerprint identification, questioned document examination, firearm identification, DNA analysis, assistance with dismantling methamphetamine laboratories, appropriate crime analysis to support criminal investigations, as well as housing the State Medical Examiner's Office.

Other agencies that support state enforcement efforts include:

- Law Enforcement Training Academy: offers basic and specialty training for state and local personnel
- Law Enforcement Standards: works cooperatively with the State Training Academy in the development and certification of standards for law enforcement
- Criminal Justice Institute (a division of the University of Arkansas): provides management training for both state and local law enforcement

- Arkansas Alcoholic Beverage Control Board: enforces state laws on alcoholic beverage sales

Regional Enforcement: Multijurisdictional Drug Task Forces (DTFs) are associations consisting of a minimum of two (2) law enforcement agencies and one (1) prosecuting attorney acting by agreement to jointly investigate and prosecute drug crimes in a defined geographic area or judicial district. The goal of the state funded DTFs are to significantly reduce drug related crimes throughout the State of Arkansas through aggressive enforcement of state laws that outline the rules and penalties associated with the possession, manufacturing, importation, and distribution of illicit drugs and/or dangerous substances.

Local Enforcement: Local law enforcement is divided between the counties and municipalities. Each of the state's 75 counties is required, by law, to have an elected sheriff who serves a two-year term and may be re-elected without limitation. The number of deputies available to the sheriff is determined by each county's legislative body (Quorum Court). From county to county, the staffing will range from five to 200 personnel. Most counties have less than 10 uniformed officers. Each sheriff has full authority for all law enforcement functions within the boundaries of his county but will concentrate their efforts in the unincorporated areas. Under state law, each municipality may, but is not required to, operate a police department. In the interest of enhanced public safety, almost all cities and towns operate a police department. These agencies will range in size from one (1) person to 450 officers. Municipal law enforcement agencies provide a full range of law enforcement functions within the corporate limits. Authority may be broadened by deputizing or commission by counties, the state or federal agencies. Municipal agencies are generally the exclusive enforcement agency within the city limits. However, many agencies are small and frequently rely on the sheriff and/or State Police for assistance, especially on criminal matters.

Federal Enforcement: Federal investigative and enforcement agencies (i.e. FBI, DEA, Homeland Security, ATF, National Guard Counterdrug Unit) in Arkansas have long recognized that a key to accomplishing their mission is to work hand in hand with state and local agencies. In December 2017, the Drug Director and Arkansas National Guard Counterdrug Coordinator led an initiative with 30 key Law Enforcement and prevention leaders from local, state, and federal agencies to promote a joint drug enforcement strategy for the State of Arkansas. As a result of this initiative, the Arkansas National Guard Counterdrug Program as an agency supports state enforcement efforts by stationing an analyst/civil operations person at the Drug Director's Office at no cost to the Office. In addition to enforcement support, the National Counterdrug conducts a Regional Training Academy. The academy offers a vast curriculum focused for law enforcement officers with a drug nexus. The instructors consist of contracted subject matters experts. The academy is free and can be exported to selected locations in the state at no cost.

High Intensity Drug Trafficking Areas (HIDTA) – The HIDTA program helps law enforcement agencies operating in areas determined to be critical drug-trafficking regions. HIDTAs provide an umbrella to coordinate Federal, state, and local drug law enforcement agencies' investigations, and act as neutral centers to manage, de-conflict, analyze, provide intelligence, and execute drug enforcement activities.

PROSECUTION

Prosecution operates as a dual function of the State and the counties within a judicial district. There are 28 judicial districts ranging in size from one county to six counties. The size of the judicial districts is periodically reviewed for equity, but the organization of the judicial districts remain essentially a political decision.

All criminal prosecution is conducted by the prosecuting attorneys and their deputies. The Attorney General is not authorized, by law, to conduct criminal prosecutions. The elected prosecutor is a state constitutional officer and is paid by the state, along with all deputy prosecutors. The State Legislature establishes the number of deputy prosecutors and other support staff by statute. Counties must provide the funding for all operating expenses of the prosecuting attorney's office.

There is a Prosecutor Coordinator Office (PCO) that operates under the Prosecution Coordination Commission. This is a seven-member board chosen by all elected prosecuting attorneys, that sets the overall policy of the PCO. The mission statement for the PCO is to improve the criminal justice system by promoting professionalism in the offices of Arkansas Prosecuting Attorneys and Victim Service Providers through education, information, liaison, and advocacy. The PCO provides a broad range of technical assistance and support services for prosecuting attorneys, their deputies, and crime victim service providers. The support services include legal research; continuing legal education; lending library; publications; civil commitments; victim/witness support; and computers/case management systems.

Arkansas United States Attorney Office – The United States Attorneys for both the Eastern and Western Districts of Arkansas are permanent advisory members of the Arkansas Alcohol and Drug Abuse Coordinating AADACC. Although they do not participate in subgrant funding decisions, they do have the opportunity for input into the review of materials that lead to funding decisions. The U.S. Attorneys are frequently involved in federal cases generated by task forces. This same cooperative element also applies to the Border Patrol, Bureau of Alcohol, Tobacco and Firearms, and other investigative agencies. The SAA is currently the fiscal agent for the Eastern and Western District of Arkansas United States Attorney's Project Safe Neighborhood (PSN) funded federal grant program.

CORRECTIONAL FACILITIES AND DETENTION CENTERS

Under the Arkansas Department of Corrections (ADC), there are 19 facilities are operating. In SFY 2018 the correctional facility inmate population admitted 8,503 and released 8,154 with 1,372 sentenced to life. Over the last decade, the ADC females have an average growth rate of 3.3% compared to the males' growth rate of 2.2%.

Under the Arkansas Community Corrections (ACC), at the end of June 2018, there were 6 facilities operating in the state with a population of 24,565 on parole and 31,376 on probation. ACC's services that impact the state's inmates and offenders are:

- (1) Probation and Parole Services - ACC has employees at each state prison and residential community correction center to manage the transfer of offenders from incarceration to parole supervision in the community. Parole/probation officers manage the offenders under supervision in the community. Each offender is assigned a supervising parole/probation officer and office location for reporting. These offices are located throughout the state. ACC uses a comprehensive statewide case management system to assist in the supervision of offenders. Offenders are offered a wide variety of programming options to help decrease the likelihood of recidivism. Certified substance abuse program counselors provide treatment to offenders dealing with alcohol, drug, and tobacco use addiction. Offenders may also be referred by parole/ probation officers to programs such as financial education, employment skills, anger management, life skills, and general education. Parole and probation community-based supervision provides the opportunity for offenders to live and work in the community while completing the remainder of their sentence. Random drug screening is a general requirement and offenders are required to pay a supervision fee. High priority is placed on victim's rights and the monitoring of restitution payments by offenders.
- (2) Arkansas Specialty Courts - Specialty courts include Drug Courts, Veterans Courts, HOPE and Swift Courts, and Mental Health Courts. They handle probation cases through intense and tailored supervision, monitoring and treatment. Offenders receive outpatient and/or inpatient treatment and counseling and are subject to sanctions, frequent drug testing and court appearances. Successful completion of the program results in dismissal of the charges, reduced or set aside sentences, lesser penalties, or a combination of these. There are 59 specialty courts. The population served through specialty courts at the end of June 2018 was 3,036 participants. The specialty courts mostly utilized are:
 - a. Adult Drug Court - A specially-designed court calendar or docket, the purposes of which are to achieve a reduction in recidivism and substance abuse among nonviolent substance abusing offenders and to increase the offender's likelihood of successful rehabilitation through early, continuous, and intense judicially supervised treatment, mandatory periodic drug testing, community supervision, and use of

appropriate sanctions and other rehabilitation services (Bureau of Justice Assistance, 2005).

- b. Juvenile Drug Court - Located within the juvenile or family court system, juvenile drug court is a program to which selected delinquency cases, and in some instances status offenders, are referred for handling. The youths referred to this docket are identified as having problems with alcohol and/or other drugs (Department of Justice/Office of Justice Programs/Bureau of Justice Assistance: Juvenile Drug Courts, Strategies in Practice 2003).
- c. DWI Court - This court is an accountability court dedicated to changing the behavior of the hardcore DWI offenders. The goal of DWI Court or DWI/Drug Court is to protect public safety by using the highly successful Drug Court model that uses accountability and long-term treatment (National Center for DWI Courts).
- d. Veterans Treatment Court - This court serves justice-involved veterans and sometimes active duty personnel. Courts link veterans facing mental illness, drug addiction/abuse, and/or reintegration issues to services, intensive treatment, and support while promoting sobriety, recovery and stability. Services may include a coordinated response from traditional partners as well as the Department of Veterans' Affairs healthcare networks, Veterans Benefits Administration, State Department of Veterans Affairs, volunteer veteran mentors, and organizations that support veterans' families (justiceforvets.org).
- e. Mental Health Court - This court links offenders who would ordinarily be prison-bound to long-term community-based treatment. They rely on thorough mental health assessments, individualized treatment plans and ongoing judicial monitoring to address both the mental health needs of offenders and public safety concerns of communities. These courts vary as to the types of charges and mental illness diagnoses accepted as well as the participants' demographics and plea requirements, but they are united by the common themes of substituting a problem-solving model for traditional criminal court processing and an emphasis on linking defendants to effective treatment and supports (Center for Court Innovation: www.courtinnovation.org).
- f. H.O.P.E. Court - HOPE Courts are based on the Hawaii Opportunity on Probation with Enforcement program model. Pilot HOPE courts exist nationwide, including in Arkansas. The program identifies probationers with a high risk for re-offending, focusing on reducing drug use, new crimes and incarceration. Offenders are deterred from using drugs and committing crimes by frequent and random drug tests, backed by swift and certain jail stays, along with treatment when necessary.

- g. Swift Court - Swift courts are pilot program problem solving courts in Arkansas. These courts are like HOPE courts, using similar structure and seek similar positive outcomes. While each program is unique, all place emphasis on the certainty of the sanction and the swiftness with which it is applied, rather than the severity of the sanction. Swift and certain sanctioning increases offender compliance with rules of supervision, improving public safety in the short term and allowing for more effective case management. The models distinguish between low- and high-level offenders and have coordinated responses.
 - h. Alternative Sentencing Court - These courts are problem-solving courts in Arkansas that use multiple tracks within their programs for offenders based on risk/need assessment levels. Sanction and incentive responses are tailored to offender track and risk levels. Programs include phase advancement and increased supervision and drug testing.
- (3) ACC's Residential Substance Abuse Treatment and Reentry Services - ACC operates community correction treatment centers. Community-based residential settings offering structure, supervision, drug and alcohol treatment, educational and vocational programs, employment counseling, socialization and life skills programs, community work transition and other treatment programs. As of June 30, 2018, the centers population was 1,609.
- (4) Reentry is a process that begins when offenders are incarcerated and ends when they are successfully reintegrated into the community as law-abiding citizens. ACC's Reentry program provides resources and services to help offenders succeed after prison. Using reentry centers, transitional housing, mentors, the Good Grid web portal, community partnerships and evidence programming, offenders have a better chance of not returning to prison. ACC's goal is to have a continuum of community-based sanctions and services that will hold offenders accountable, reduce barriers to success, improve their ability to become productive and lawful members of the community, reduce recidivism and enhance public safety. Since the entry program began, there have been 1,191 graduates.

Local Detainment - Persons convicted of both felonies and misdemeanors may be sentenced to county jails, for a period usually not exceeding one year. In recent years, some county jails have consolidated into multi-county regional jails for the purpose of sharing expenses since jail construction and operating costs have risen dramatically. This trend is likely to continue. County jails also house state prisoners in those cases where penitentiary beds are not available. Prisoners are transferred to a state correctional facility as soon as space is freed up. At any point in time in SFY 2018 there will be over 1,400 state prisoners being maintained in county jails. The average county jail backup for SFY 2018 was 1604 beds. This was a 22% increase from SFY

2017. The State compensates the county for its housing cost when it assumes responsibility for the prisoner. The annual average inmate cost is \$22,356.

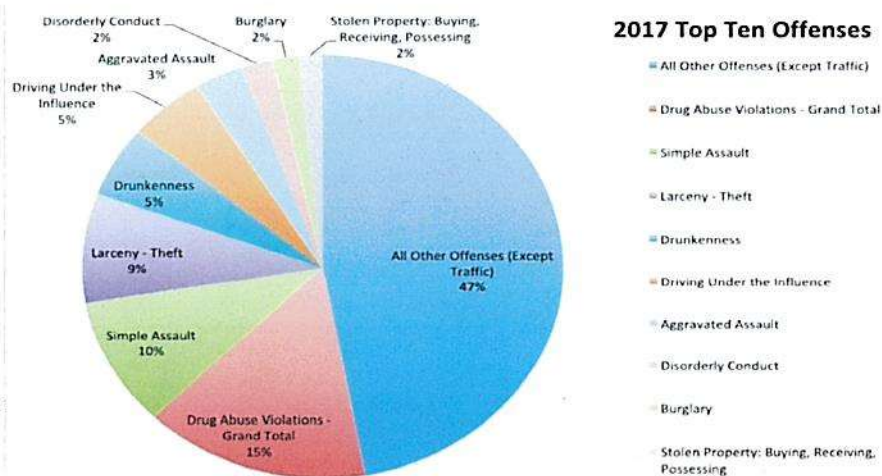
City jails have largely been consolidated with county or regional jails. In some cases, cities will maintain an overnight or short-term lock-up when a limited holding period is in order, and to ease the pressure on county jail space.

Juvenile Detainment - Juveniles are housed in both state and local facilities, which consist of both short-term (up to 60 days) and long-term facilities. There are fourteen (14) county-operated detention centers. The State contracts with Community Based Providers (CBP) in each judicial district, with one contractor servicing each district. They provide services most beneficial to youth in their individual area. There are thirteen (13) contracted CBPs and eight (8) Specialized Services programs who provide services for the more severe infractions and in those instances where a longer sentence is required. There are seven (7) regional treatment centers and a correctional facility with a 324-bed capacity.

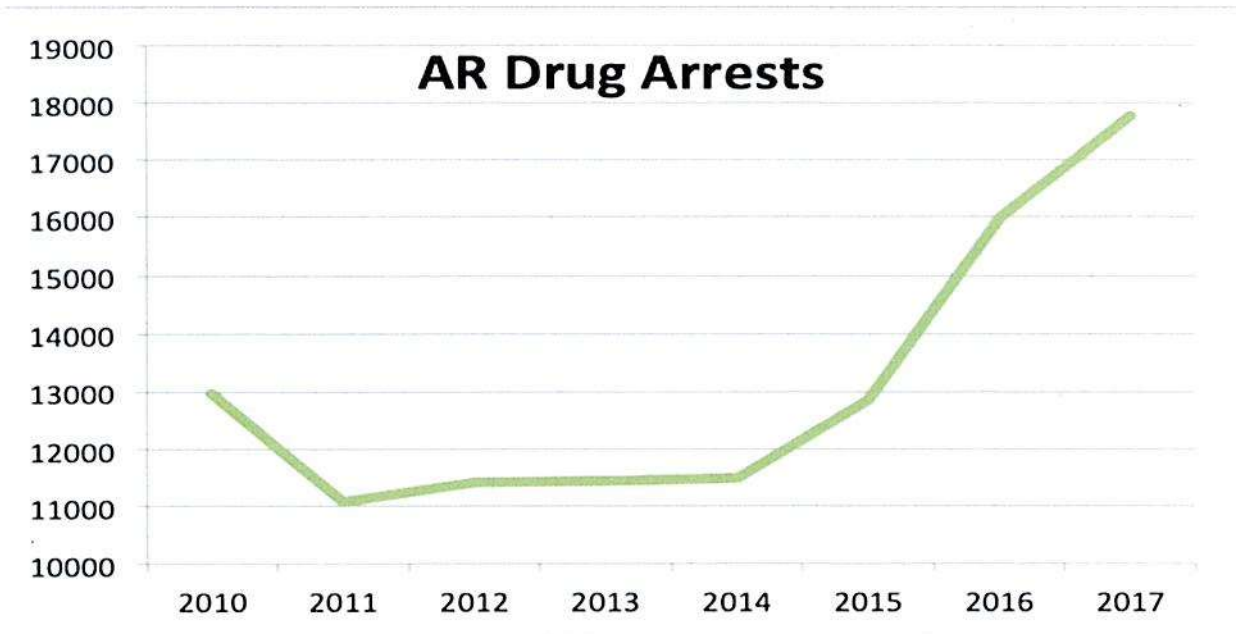
The number of juveniles committed for 2018 was 402 with 55% committed for felony, 14% for violent offenses, 86% non-violent offenses and 73% committed for the first time. During 2018, 27% were recommits. Commitments for FY 2018 (402) are down from 2017 (433) and FY 2016 (467). (DHS-DYS Annual Report, FY 2018) In 2017, the number of admissions for Serious Offender Program was 688. The CBP served 4,903 youth up to the age of 21 who were adjudicated delinquents, members of “families in need of service”, or youth at risk (youth who exhibit behavior that, if continued, would bring them into contact with the juvenile justice system).

SECTION 4. DATA AND ANALYSIS

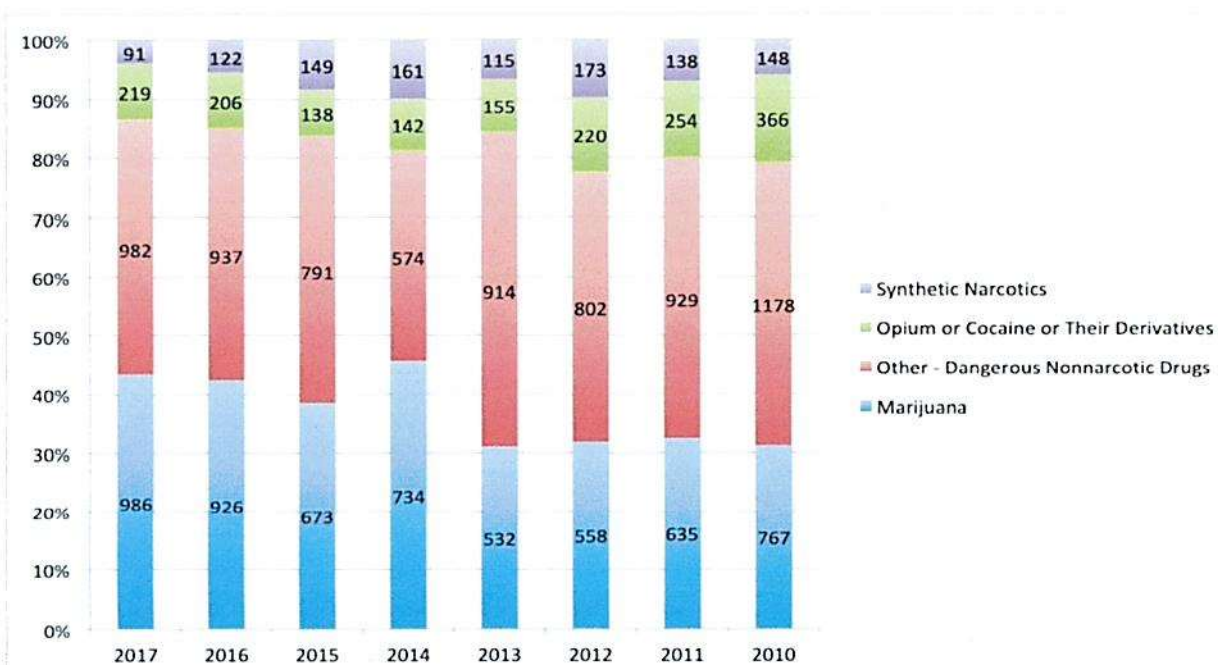
Arkansas crime data for 2017 was collected via SEARCH and analyzed to determine if the crime statistics support the data from the survey respondents. The chart illustrates that drug abuse violations represent approximately 15% of all offenses. Simple and aggravated assaults combined to encompass 13% of offenses. In addition, 11% of offenses are contributed to larceny, theft, burglary and the buying/selling of stolen property. Drunkenness and driving under the influence equal 10% of all offenses. The remaining nearly 50% of offenses are a total of all other crimes, with the exception of traffic offenses. This data supports the challenges identified in the survey which included drugs, mental disorders and substance abuse.



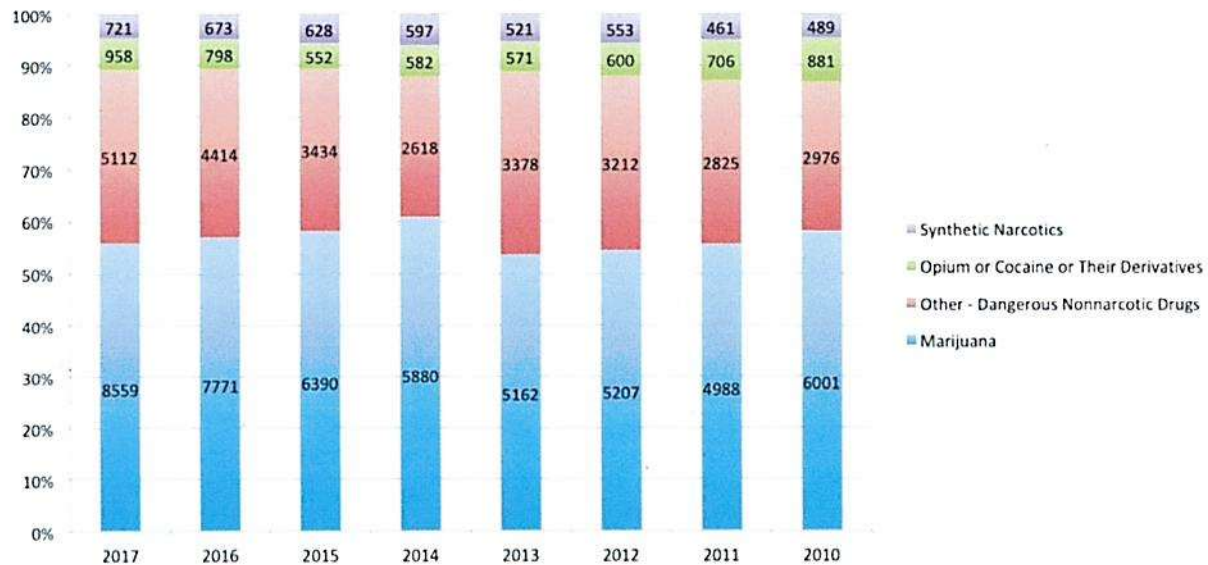
The table below shows that all drug arrests, without regard to offense or substance type, have increased in the last seven years. The increase has been statistically significant since 2015.



Data indicates that arrest of drug dealers (those arrests for drug sales - of synthetic narcotics, opium/cocaine and other non-narcotic drugs) have declined by appx 24% over the period 2010 to 2017.



The data for arrests for possession during the same period is below.



Data Comparison from 2010 to 2017:

Arrests for possession of synthetic narcotics have increased by approximately 47%

- Arrests for possession of opium or cocaine have increased by approximately 8%
- Arrests for possession of other dangerous drugs/non-narcotic increased by approximately 72%
- Arrests for possession of marijuana have increased by approximately 42%

The violent crime rate data reflects a sharp increase after a lengthy period of declining numbers. This mirrors the national trend, but the rates for Arkansas continue to be significantly higher than the US overall. Arkansas violent crime rate in 2017 of 554 per 100,000 is the highest recorded for the period and slightly higher than the rate reported in 2007. Violent crime ranked 6th in “Most Challenging Issue” in survey results.

Arkansas homicide rate was significantly higher than the national average and was trending upward at a sharp rate from 2013 to 2017. Arkansas is 8.6 per 100,000, while the national rate was 5.3 per 100,000.

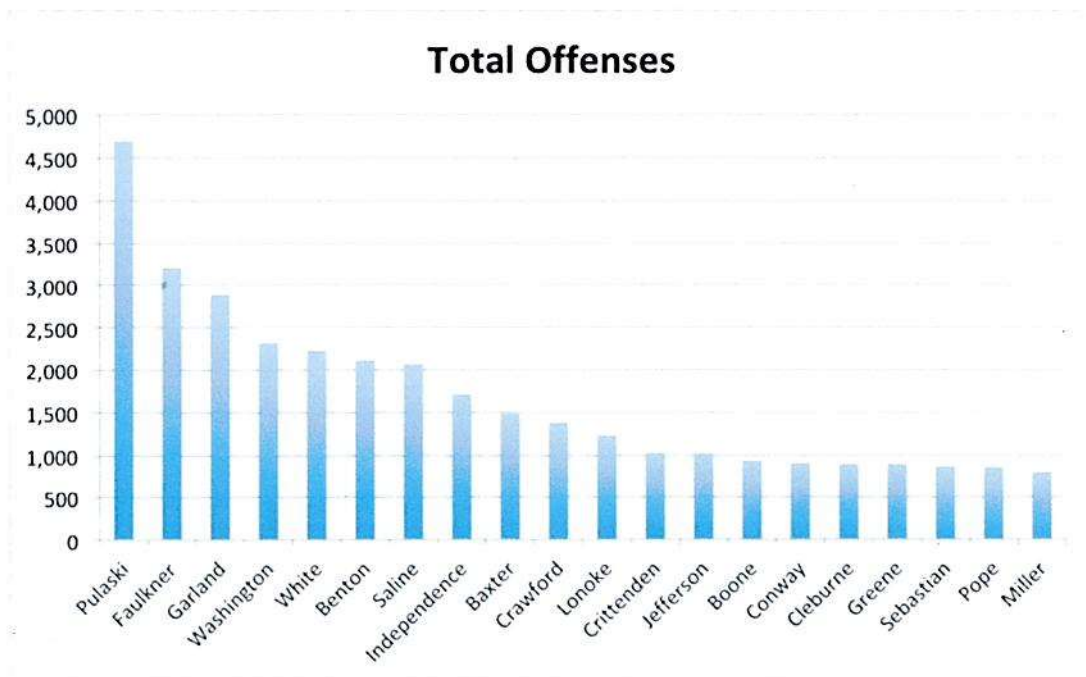
Arkansas rape rates have increased significantly in 2015-16. The legacy definition contained in the NIBRS/UCR data includes ‘forcible’ rape which reflects a sharp increase from 2015-2017. The revised definition of rape from the period 2013 – 2017 shows a slight decline beginning in 2016. Again, the rates in Arkansas follow the rates

of the US nationally. Unfortunately, the rates for Arkansas continue to be significantly higher overall.

The Arkansas crime rates per 100,000 of aggravated assault was nearly double the national rate. Arkansas' was 413 while the US rate was 248. There were 12,425 offenses in 2017, up from 9,796 in 2013. This reflects a 25% increase in 4 years.

Property Crime Rate – There has been a steady decline similar to the national trend since 2007. Property crime ranked 5th in “Most Challenging Issue” in survey results.

Top 20 County Total Offenses by Volume



Top 10 County Drug Offenses by Volume



GREATEST CHALLENGES/ISSUES

Below are the greatest challenges identified in each JAG purpose area. These challenges are based on the survey results.

1. Drug Enforcement (Law Enforcement 53%)
2. Specialty Courts (Prosecution, Courts, Indigent Defense 43%)
3. Substance abuse prevention (Prevention and Education 79%)
4. Workforce (Corrections and Community Corrections 46%)
5. Mental illness & other chronic health conditions (Drug Treatment and Enforcement 56%)
6. Automated information sharing (Planning, Evaluation and Technology 54%)
7. Children exposed to violence, abuse, neglect (Crime Victim Witness 50%)
8. Evaluation, assessment of mental disorders (Mental Health 50%)

From the survey, the following criminal justice challenges included opioids, methamphetamines and other drugs; mental health/substance abuse resources; jail/prison overcrowding; housing/employment for offenders; property crime; violent crime; assault/crimes against person; workforce/hiring qualified staff; sexual assault; child abuse/neglect; intimate partner violence; legalized marijuana/alcohol offenses; police/community relations; and human trafficking.

The top three challenges were opioids/methamphetamines/other drugs; mental health/substance abuse resources; jail/prison and overcrowding. The percentage represents the response from the survey regarding the greatest challenges.

1. Opioids, methamphetamines and Other Drugs (70%). In addition to the survey responses, the Arkansas crime data for 2017 supports the survey respondents.
2. Mental Health/Substance Misuse Resources (55%). There were different types of mental health challenges identified for Arkansas. These include crisis intervention, mental health and suicide prevention, substance abuse prevention and treatment etc.
3. Jail and Prison Overcrowding (36%). This was ranked as a high priority by respondents. Within the corrections & community corrections responses, the ability to hire and retain qualified staff ranked as the number one concern. This was followed by diversion and alternatives to incarceration, re-entry, and smart probation/parole programs.

Below are the overall challenging issues compiled from the survey results.

Law Enforcement

- Drug enforcement 53%
- Workforce/hiring and retaining qualified staff 37%
- Crisis intervention/mental health/suicide prevention 36%
- Training 32%
- Equipment 28%
- Violent crime reduction 27%
- School/youth related programs 2%

Violent Crime

- Domestic violence 63%
- Jail/prison overcrowding 44%
- Child abuse/neglect 31%
- Aggravated assault 29%
- Gun violence 28%
- Police/community relations 21%

Prosecution, Court & Indigent Defense

- Specialty courts 43%
- Forensic social workers, mental health liaisons 26%
- Training 24%
- Court technology 22%
- Gun/violent crime/gang prosecution 21%
- Civil/involuntary commitment 16%

Prevention & Education

- Substance abuse prevention 79%
- Juvenile delinquency/at-risk youth prevention 56%
- Youth mentoring 38%
- Gang prevention 22%
- Suicide prevention 22%

Juvenile Offenses

- Substance use and prevention 43%
- Delinquency prevention 29%
- Mental health/suicide prevention 27%
- Misuse of medications/access to prescribers 13%

Corrections/Community Corrections

- Workforce/hire and retain qualified staff 46%

- Diversion/alternatives to incarceration 39%
- Reentry 38%
- Smart probation/parole 38%
- Assessment, evaluation, benefit eligibility/enrollment 25%
- Special population programming 19%
- Addressing historical trauma in the offender population 17%

Recidivism & Re-entry

- Reducing adult offender recidivism 47%
- Employment 42%
- Access to treatment programs 30%
- Improving reentry efforts for adults 26%
- Housing 25%
- Community supervision of offenders 22%
- Mental health/suicide prevention and intervention 21%
- Transitional living 18%
- Misuse of meds/access to prescribers 11%
- Chronic health conditions/access to healthcare 5%
- Benefit enrollment 4%

Drug Treatment & Enforcement

- Co-occurring mental illness or other chronic health conditions 56%
- Secure/corrections-based treatment 45%
- Sober housing 43%
- Workforce/hire and retain qualified staff 37%
- Multi-jurisdictional drug enforcement partnerships 32%
- Drug-addicted mothers/pregnant mothers 22%

Drug Threats & Drug Related Crime

- Opioids/methamphetamines/other drug use 72%
- Reducing drug-related crime 53%
- Substance abuse prevention and education 48%
- Reducing drug threats 35%
- Drugs in school 20%
- Alcohol offenses 13%
- Legalized marijuana 13%

Planning, Evaluation & Technology

- Automated information sharing – justice system partners 54%
- Strategic planning/determining priorities 50%
- Automated information sharing – community services 47%
- Criminal records improvement 39%
- Developing outcome measures/program evaluation and research 35%
- Forensic science crime labs 29%

Crime Victim & Witness

- Children exposed to violence, physical abuse or neglect 50%
- Drug-endangered child abuse/neglect services 39%
- Family violence/interpersonal violence advocacy 30%
- Sexual assault/child victims 26%
- Sexual assault/adult victims 17%
- Court-based victim advocates 17%
- Witness intimidation/harassment 13%
- Family justice centers 12%
- Population-specific services 11%
- Restorative justice initiatives 10%
- Human trafficking victim services 7%

Mental Health

- Evaluation/assessment of mental disorders, substance abuse disorders and co-occurring disorders 50%
- Residential inpatient behavioral health treatment programs 47%
- Outpatient/community-based behavioral health programs 35%
- Crisis Intervention Team (CIT) training and support 29%
- Training 24%
- Secure/corrections-based behavioral health programs 23%
- Workforce/hire and retain qualified staff 20%
- Suicide risk assessment, response and protocols 17%
- Housing 16%
- Benefit enrollment and eligibility determination 6%
- Language Access 4%

SECTION 5: JAG SELECTED PRIORITIES: GOALS AND OBJECTIVES

Arkansas' Strategic Planning Core Team reviewed and discussed the results of the survey as well as the available resources to address the challenging issues. The Core Team decided the strategic plan would focus on the JAG purpose areas of Law Enforcement, Prevention and Education, and Behavioral Health.

PROIRITY ONE: LAW ENFORCEMENT

To focus on Multijurisdictional Drug Task Forces (DTFs) and support capacity to prevent and combat criminal activity; to continue to support local law enforcement equipment needs/field operations

As a primarily rural state, Arkansas experiences a difference in the financial

resources available to urban areas versus rural communities. Higher population concentrations result in a higher tax base which gives urban areas more funds for combating drugs and violent crime. Urban areas are better able to cover the cost for their own law enforcement needs. Rural areas, on the other hand, must rely on collaborative efforts and cooperation, pooled resources and external support to meet most requirements beyond their basic needs. Grant funds available through JAG have focused on such endeavors as providing support for rural narcotic/drug enforcement and crime control.

The responsibility for eradicating the drug and violent crime problem rests with the law enforcement component of the criminal justice system. It has been the practice of the Arkansas Alcohol and Drug Abuse Coordinating Council (the Council) to utilize JAG funds in its long-term strategy to support law enforcement with their drug and violent crime efforts. This effort has been focused on rural areas of the State.

Arkansas has chosen to utilize the concept of multi-jurisdictional task forces, as the most effective means of increasing an area's capability of dealing with drug and violent crime issues. Most law enforcement agencies are very small in terms of manpower, and cannot devote a significant effort toward specialty enforcement, such as narcotic offense. Consequently, the State will continue to focus its use of JAG funds to support regional narcotics enforcement, utilizing the Multi-jurisdictional Task Force approach. Their goals will be to reduce the availability of illicit drugs; to disrupt and dismantle to defeat drug traffickers through attacking their supply chain, production, infrastructure and financial activities.

Some minimal law enforcement needs continue to be met using local law enforcement grant funds ("less-than-\$10,000" jurisdiction). The state-administered funds are directed solely to agencies that do not receive direct funding from the Department of Justice. These funds are used to enhance the ability of rural local police agencies to purchase small amounts of enforcement needs and safety equipment. Approximately 200 local law enforcement agencies are provided grant funds every other year through this program.

GOALS AND OBJECTIVES: LAW ENFORCEMENT

Goal Statement: To build capacity and provide resources to enforce state and local laws while strengthening collaborative involvement of criminal justice agencies and personnel to reduce all types of crime and to reduce the illicit drug supply and demand

Objective #1: To support the nineteen (19) multi-jurisdictional task force state funded programs that integrate federal, state and/or local drug law enforcement agencies and prosecutors for enhancing interagency coordination and intelligence and facilitating multi-jurisdictional investigations

Objective #2: To support the "less-than-\$10,000 jurisdiction" approximately 200 through subgrants to support law enforcement training, supplies, and equipment needs

PRIORITY TWO: BEHAVIORAL HEALTH

To focus on improving collaborative efforts with behavioral health and the criminal justice stakeholders, through training/education/awareness and expanding peer recovery initiatives and crisis intervention efforts

Co-occurring disorder diagnosis, including substance use disorders, continue to increase. The community faces daily challenges with addressing the distinction between cognitive, behavioral, and physiological issues, especially in the criminal justice arena. According to National Survey on Drug Use and Health, an estimated 20.7 million Americans need treatment services, with most not seeking treatment. There is a need to improve the availability and quality of treatment. Additional needs include diversion programs in lieu of arrests and the expansion of peer recovery support services for providing a bridge between formal systems and services.

In the Department of Corrections, the inmate disciplinary data reported for fiscal year 2018 that 1.85% of the inmates were charged with use of drugs, alcohol, chemical substances. 75% of inmates charged refused to participate in a treatment program. Of the total Arkansas inmate population, there were approximately 2,000 inmates within 18 months of being released on the waiting list for treatment services. In the seven correctional facilities, there were 603 slots for substance abuse treatment program and 87% of those were occupied. In Arkansas Community Corrections (ACC), there were six community correction centers for residential treatment services. The six units combined had a total capacity of 1,629 beds. At the end of State Fiscal Year 2017, occupancy rate was at 99%. For State fiscal year end 2018 53% of ACC's population were due to drug possession, delivery, and manufacture of controlled substances and/or related offenses.

Since a significant portion of persons entering the state's prison system are drug users and abusers, the State has operated a program for many years that provides basic drug treatment to inmates who are determined to have treatment needs. The Arkansas Community Corrections (ACC) is utilizing grant funds provided through the Residential Substance Abuse Treatment (RSAT) for State Prisoners program to provide at least a nine-month treatment program for inmates prior to their release. These inmates are screened to determine if they are likely to benefit from the treatment program. For those that remain under state supervision after their release (parole), the program provides for extended aftercare services. A jail-based RSAT program has been successful and provides substance abuse treatment services for at least 3-months to inmates and 9-months of aftercare.

GOALS AND OBJECTIVES: BEHAVIORAL/MENTAL HEALTH

Goal Statement: Improve crisis intervention across the state through collaborative efforts of stakeholders from the mental health, substance abuse and criminal justice partners to address the appropriate services and course of action for persons in the criminal justice system identified with behavioral health co-occurring/disorders.

Objective #1: Increase the total number of persons trained by 5% from the previous year by supporting at least one initiative that provides mental health/behavioral health trainings (in-person and online). These will be designed to educate law enforcement and criminal justice personnel statewide on appropriate referrals and course of action by September 2025.

Objective #2: Increase the utilization rate by 10% from the previous year through coordination of criminal justice personnel and law enforcement, by supporting initiatives that will enhance the capacity of the four funded crisis stabilization units by September 2025.

Objective #3: Increase methods of communication by 100% among treatment providers and criminal justice partners by establishing a mechanism to effectively communicate and build relationships among local treatment providers and law enforcement/criminal justice personnel through collaborative efforts and information sharing between agencies by September 2025.

Objective #4: Increase the number of individuals and/or family members who access peer recovery by 90% from the previous year by supporting at least one project that enhances peer recovery (specialists) activities throughout the State. The project will support collaborative efforts that embed social services with law enforcement to rapidly connect individuals at risk and/or survivors and their families with substance abuse and behavioral health treatment providers by September 2025.

Objective #5: Improve criminal detention centers capacity by supporting at least one treatment program that is designed to meet the needs of adult and juvenile drug-dependent and alcohol-dependent offenders by September 2025.

Objective #6: Improve criminal justice agencies capacity to provide behavioral health services to offenders detained by law enforcement by supporting at least one program designed to identify treatment resources and provide services for offenders.

PROIRITY THREE: PREVENTION AND EDUCATION

To focus on increasing prevention and education programming that supports crime reduction or additional criminal activity including evidence-based/community approaches. This will allow criminal justice personnel and law enforcement to address mental health and substance use disorders effectively.

Preventing drug use before it starts is a fundamental belief of a comprehensive approach to drug control. Prevention works when implemented through evidenced-based programs that are focused on specific audiences. Arkansas seeks early intervention through media campaigns and projects that increase protective factors and reduces risk factors. As outlined in the 2019 National Drug Policy statement, there is a need to combine two or more evidence-based elements to be more effective in reducing treatment and criminal justice costs. This plan will allow the continuation of addressing universal interventions that reduce specific behavioral health problems; selective interventions that are delivered to specific communities due to exposure to certain environments; and other appropriate interventions that are directed to those already involved in risky behaviors or developing/illustrating problem behaviors.

Since its creation in 1989, the Council has considered prevention and education as a vital component in the overall strategy for addressing substance/drug and crime control. Substance misuse prevention was identified as one of the top three greatest challenges.

Direct activities to support prevention and education occur at the school district and community levels. In Arkansas, this means collaborating and partnering with more than 250 school districts and over 350 incorporated towns and cities. However, it is recognized that there is a need for additional resources to support prevention and education activities as it relates to law enforcement/community policing and the criminal justice system.

This plan will address certain problems rather than attempt to spread a limited amount of funds across the State. One focus area will be on high crime areas and statewide programs operated through a state agency that can implement programs throughout the state (i.e. evidence-based programs).

There is a need to support juvenile community service programs that divert first time offenders from an extended pattern of crime through community service, restitution and education activities. Program statistics indicate that diversion programs have been highly effective in preventing recidivism by program participants. The plan will continue to support projects of this nature as a crime prevention measure in areas that experience high levels of juvenile crime and drug use.

The plan will support design and implementation of programs that interact with law enforcement or the criminal justice system that can be operated statewide. Such programs that consist of going into the classroom and instruct juveniles on the law as it applies to them, and to have an adult official advise them of the legal consequences of violating the law.

GOALS AND OBJECTIVES: PREVENTION AND EDUCATION

Goal Statement: By September 2025, improve substance misuse prevention education and crime prevention by increasing the total number of evidence-based strategies and diversion programs implemented that focus on non-violent or drug related offenders

Objective #1: Support at least one (1) program or project to divert juveniles who are first-time offenders from further acts of criminal behavior by September 2025.

Objective #2: Support at least one (1) program or project that increase the number of evidence-based re-entry programs or projects that addresses the recidivism rate as well as sustain recovery for individuals with mental health/co-occurring disorders by September 2025.

Objective #3: Support projects that increase the participation of law enforcement and criminal justice personnel to support military efforts of implementing demand-reduction education and community programs or similar projects such as socio-economic and collaborative leadership models.

Objective #4: By September 2025, support at least three (3) projects that increase the number of alternative programs that prevent detention, jail, and prison for persons with prior criminal history who pose no danger to the community.

Objective #5: By September 2025, support at least one (1) project that would increase the capacity to conduct various prevention screenings of offenders and assist courts in making appropriate referrals to prevention and educational programs.

SECTION 6: ALLOCATION OF FUNDING: JAG PURPOSE AREAS

The State of Arkansas has three priorities that are included in the 2020-2025 Strategic Plan. The State is currently funding the law enforcement priority. During year one, 100% of pass-through funds will support the Multi-jurisdictional task forces operations which is Priority One-Law Enforcement. Year 2 through Year 5, five percent (5%) of the JAG pass-through funds will be allocated to support Priority Two-Mental/Behavioral Health projects and initiatives. For Priority Three-Prevention and Education, funds will be allocated for Year 3 through Year 5 at five percent (5%). See table below for an illustration of the proposed funding allocation for the next five years.

FUNDING ALLOCATIONS		<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>
Law Enforcement	Percent of VPT (JAG)	100.00%	95.00%	90.00%	90.00%	90.00%
Behavioral Health	Percent of VPT (JAG)	0.00%	5.00%	5.00%	5.00%	5.00%
Prevention/Education	Percent of VPT (JAG)	0.00%	0.00%	5.00%	5.00%	5.00%

APPENDICES

Appendix A

**Governing Body – Arkansas Alcohol and Drug Abuse
Coordinating Council (AADACC)**

