SENATE BILL 290 (AS INTRODUCED)

104th General Assembly - Spring 2025

Summary Information

Population Change

304 people projected to be added to the Illinois Department of Corrections

Costs Change

\$25.77 million over three years (Net of avoided victimization costs)

Bill Summary

Senate Bill 290 (<u>SB290</u>) raises the penalties for violating an order of protection by one class. A first-time offense would increase from a Class A misdemeanor to a Class 4 felony. Repeat violations with certain prior convictions become a Class 3 felony rather than Class 4.

Importantly, SB290 does not change what counts as a violation or alter current legal definitions or protections.

Impacts

- 1.) Demographic Impact (Page 9)
 - 61% of admissions were White
 - 25% of admissions were Black
 - 14% of admissions were Hispanic/Latino
- 2.) Fiscal Impact (Page 12)
 - Additional costs over three years: \$25.9 million
- 3.) Victimization Impact (Page 18)
 - Estimated avoided victimization costs: \$152,658



Outcomes

SB290 would increase prison admissions and sentence lengths for violations of orders of protection. More individuals would serve time in prison, probation, or county jail due to the increased offense class.

The Illinois prison population is projected to grow by 304 people.

While the offense class severity increases, the conduct considered a violation remains the same.



Illinois Sentencing Policy Advisory Council

Victoria Gonzalez

Executive Director

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Illinois Sentencing Policy Advisory Council

SENATE BILL 290 (INTRODUCED)

720 ILCS 5/12-3.4

Penalties for Violation of an Order of Protection Impact Analysis 720 ILCS 5/12-3.4

Annual Prison Population Increase: **304 People**

Net Increase Over Three Years: \$25,774,356

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Introduction

The Illinois Sentencing Policy Advisory Council (SPAC) is mandated to review sentencing policies and practices and examine how these policies and practices impact the criminal justice system in Illinois. One of SPAC's duties is to analyze data relevant to proposed sentencing legislation and its effect on current policies or practices.¹ SPAC monitors legislation and prepares impact statements when the data are available, valid, and reliable. These impact statements do not endorse or recommend any particular action on the legislation filed but instead are intended to inform the legislature and the public about the potential impact of legislation on the sentenced population.

This impact statement first summarizes the bill and explains the proposed changes. It then presents data on the arrests, guilty dispositions, probation sentences, and prison admissions to identify how many persons at each stage of the criminal justice process would be impacted by the proposed changes had they been in effect for the past three years. This document then provides a projection on how the prison population would be impacted should the bill go into effect. Finally, SPAC provides a fiscal analysis by identifying cost changes associated if the bill were to pass.

Additional information about our impact analyses, projections, and costs are published in the <u>2024</u> <u>Data, Costs, and Baseline Projection for Impact Analyses</u> document on our website.



Bill Summary

Senate Bill 290, as introduced (<u>SB290</u>), amends Section 12-3.4 of the Criminal Code of 2012 which governs the offense of violation of an order of protection (VOOP). A person commits this offense when they knowingly violate the terms of a valid court-issued order of protection after receiving notice or having actual knowledge of the order's contents. Under current law, a first-time offense is classified as a Class A misdemeanor. If the person has a prior conviction for domestic battery, a previous VOOP, or certain designated violent offenses against a family or household member, the offense is elevated to a Class 4 felony.

Senate Bill 290 would increase the penalties for VOOP by one class. A first-time violation would become a Class 4 felony and a violation involving qualifying prior convictions would become a Class 3 felony. SB290 makes no other changes to the offense of violating an order of protection.

The following table summarizes the changes in offense classification and sentencing under current law and as proposed in SB290:

	Currei	nt Law	SB290	
Offense	Term of Imprisonment	Class	Term of Imprisonment	Class
First-time violation of an order of protection	Up to 1 year	Class A Misdemeanor	1–3 years	Class 4 Felony
Violation with a prior conviction for a violent or domestic-related offense	1–3 years	Class 4 Felony	2–5 years	Class 3 Felony

Note: Increases the classification of penalties for VOOP. People with qualifying prior convictions are subject to higher felony classifications. The legal definition of a violation and existing statutory protections remain unchanged.



Data and Methodology Overview

SPAC utilized data from the Illinois State Police (ISP) Criminal History Record Information (CHRI) system and the Illinois Department of Corrections (IDOC) Planning and Research Division from the past three fiscal years, 2022 through 2024, to determine what the impact of these policies would have been had they been in effect during this time.

Criminal History Record Information (CHRI) Data

CHRI collects and maintains data for arrests, convictions, and sentences occurring in Illinois for the purpose of creating individuals' criminal history transcripts. Arrests are submitted to the CHRI system when, during the booking process, a law enforcement agency provides the defendant's fingerprints, personally identifying information, and charges. State's Attorneys and Circuit Court clerks are able to add information pertaining to charges, dispositions, and sentences, allowing CHRI to track each arrest incident to the final disposition(s) and sentencing. The CHRI database includes information such as demographic details about the defendant, original and final charges, arrest dates, dispositions, and sentences.

Illinois Department of Corrections (IDOC) Data

Prison and parole admissions, exits, and population census files come from IDOC's Planning and Research Division data. The IDOC database includes detailed demographic information as well as sentencing and offense-level data, including sentence characteristics, offense type and class, prior incarcerations, admission and exit types, programming credits for exits, projected and actual release dates, and pre-trial credited time from the mittimus, among other information.

Methodology Overview

To calculate the cost of this proposal on the criminal justice system and how it would have been expected to change had SB290 been in effect for the past three fiscal years, SPAC used CHRI and IDOC data on (a) the number of convictions, sentences, and prison admissions under the applicable statutes, (b) the average lengths of stay in county and IDOC facilities or on community supervision, and (c) past spending on prisons and county criminal justice systems.²

SPAC used CHRI and IDOC data to calculate the number of admissions and the lengths of stay resulting from SB290. These calculations are explained below:

• The number of convictions for VOOP over the past three years were held constant, but sentences and sentence lengths were increased to reflect the more severe offense classes in SB290.

² SPAC used only variable cost changes in the incarcerated population and did not estimate costs for staffing changes. See [https://spac.icjia-api.cloud/uploads/SPAC 2024 ImpactReportsBaseline posted-20240313T17034926.pdf] for information about the prison and probation costs. Jail costs were estimated from SPAC survey of county budgets and adjusted for inflation, (https://archive.icjia.cloud/files/spac/Quantifying County Adult Criminal Justice Costs in Illinois 120616-20200106T17365237.pdf).



- SPAC estimated costs for jail, probation, prison, and mandatory supervised release under the current law and SB290 by multiplying the number of sentences by the variable costs and the lengths of stay, where applicable. Detailed cost changes are available in the Cost Analysis Breakdown.
- SPAC estimated victimization cost changes by adjusting incapacitation and age-related recidivism costs, also in the Cost Analysis Breakdown.



Arrest, Guilty Disposition, and Probation Sentence Data

SPAC retrospectively analyzed data from fiscal years 2022 through 2024 to estimate the potential impact of SB290 if it had been in effect during that period. Table 1 presents Criminal History Record Information (CHRI) data, detailing arrests, convictions, withheld judgments, and jail and probation sentences for VOOP. This data represents the actual FY 2022-2024 numbers and are not adjusted to match the proposed legislation.

	Class 4 Felony	Class A Misdemeanor
Arrests	1,425	11,166
Convictions	598	2,266
Withheld Judgments ³	<10	633
Probation Sentences	314	715
Jail Sentences	285	1,185

Table 1: Total Arrests, Convictions, Withheld Judgments, and Jail and Probation Sentences

Note: Each row reflects a distinct stage in the legal process. Counts are not cumulative or mutually exclusive and should not be summed. For instance, a person may appear in more than one category, such as arrest, conviction, or sentencing. This table provides a snapshot of how cases may progress through different stages derived from sentencing data. To protect individual privacy, counts under 10 are suppressed, and offense categories with unclassified or suppressed data, including those with missing or non-statutory class information, are excluded.

³ A withheld judgment is a disposition where a defendant enters a plea of guilty or is found guilty by the court or a jury, judgment is withheld, and the court imposes a disposition of supervision.



Demographic information on people arrested between fiscal years 2022 through 2024 is available in Table 2. SPAC categorized this arrest data by race and region. Due to low frequencies, arrest counts for females are not reported. Over 90% of people arrested for this offense were male.

		of Order of ection
Characteristic	Count	Percent
Race		
Black	65	25.4%
Hispanic/Latino	35	13.7%
White	156	60.9%
Sex		
Male	238	93.0%
Female	18	7.0%
Region		
Cook	34	13.3%
Collar	46	18.0%
Urban	74	28.9%
Rural	102	39.8%
Total	256	-

Table 2: Demographics of Arrests FY 2022 through FY 2024



Prison Data

SPAC used Illinois Department of Corrections (IDOC) data from fiscal years 2022 through 2024 to identify admissions, exits, and the June 30th, 2024 prison population for offenses amended by SB290, which are provided in Table 3.

Table 3: Total Prison Admissions, Population, Average Jail Credits, Sentence Length, and Lengthof Stay

	Violation of Order of Protection
Total Admissions	256
Total Population	126
Average Jail Credit	0.6
Average Sentence	2.2
Average Length of Stay (Excluding Technical Violations)	0.6

Note: This table summarizes prison data from Illinois Department of Corrections (IDOC) between fiscal years 2022 and 2024."Total Admissions" refers to the number of people sentenced to and admitted to prison for violating an order of protection, excluding technical violator admissions, "Total Population" is the number of people incarcerated for this offense on June 30th, 2024. "Average Sentence" refers to the amount of time people were sentenced to serve. "Average Jail Credit" refers to pretrial credits for jail or other custody before being sentenced, which reduces the total prison stay. "Average Length of Stay" refers to the average amount of time people served in prison.



Table 4 shows demographics for new court admissions to prison for the offenses impacted by SB290.

		of Order of ection
Characteristic	Count	Percent
Race		
Black	65	25.4%
Hispanic/Latino	35	13.7%
White	156	60.9%
Sex		
Male	238	93.0%
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Region		
Cook	34	13.3%
Collar	46	18.0%
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Rural	102	39.8%
Total	256	-

Table 4: Demographics of Admissions to DOC FY 2022 through FY 2024



Prison Population Projection

SPAC projects that SB290 would increase the prison population by about 300 people by 2040 compared to the status quo projection. This projected growth is due to changes in how VOOP offenses are classified and sentenced. A significant part of the increase comes from changing the offense class for a first-time VOOP from a Class A misdemeanor to a Class 4 felony. This change increases both the likelihood that a person will be sentenced to prison and the amount of time they will serve. The bill also raises the offense class for a person convicted of a VOOP who has at least one prior conviction for specific domestic or violent offenses. This reclassification further increases the chances of a prison sentence and the expected length of stay.

To calculate the status quo projection, SPAC assumed that prison admissions, sentence lengths, and the use of sentence credits by IDOC would remain consistent with FY 2024 admissions and recent exits. Under SB290, SPAC estimates that 230 people per year, or 31 percent of the average number of Class A VOOP convictions from FY 2022 to FY 2024, would be sentenced to prison if the offense is reclassified as a Class 4 felony. These people are expected to serve an average of 0.64 years for the initial sentence, plus an additional 0.76 years if they return to prison for a technical violation of mandatory supervised release.

In addition, prison admissions for VOOP offenses reclassified from Class 4 to Class 3 felonies are expected to increase by about two people per year. SPAC assumes that this change would increase the average length of stay by approximately two additional months per person compared to current Class 4 sentences.

These changes affect both the number of people entering prison and how long they stay. Since prison costs increase with each person incarcerated and with each additional day served, even modest annual increases can lead to substantial long-term costs. SPAC used its long-term prison population model, which incorporates historical data on admissions, exits, sentence lengths, and returns to custody, to estimate the overall impact. Taken together, these projections suggest that SB290 would lead to a sustained increase in prison operating costs driven by longer sentences and more frequent admissions for VOOP offenses. These results are shown in Figure 1.









Cost Analysis Summary

This section broadly shows SPAC's estimates of the total government cost changes and changes within each cost center if SB290 had been in effect from FY 2022 to FY 2024. The next section provides more detailed cost analyses, and the methodology section explains how SPAC estimated both current and proposed costs.

Table 5 compares current government costs with estimated costs under SB290 as if it had been implemented during the past three fiscal years. The table includes costs incurred by both local and state governments. Overall, government costs would have increased by \$25,927,014 under this proposal. From this amount, SPAC subtracts the estimated victimization costs avoided, totaling \$152,658 (see Table 11). The result is a net partial increase of \$25,774,356 in government costs over the three-year period.

Offense Grouping and/or Class	Current	Proposed	Difference
Class $4 \rightarrow 3$	\$8,904,939	\$9,914,659	\$1,009,720
Class A \rightarrow 4	\$4,637,915	\$29,555,208	\$24,917,293
Total	\$13,542,854	\$39,469,867	\$25,927,014



Table 6 breaks down the government cost changes by cost center—pretrial, prison, probation, and mandatory supervised release (MSR)—to show how each area would have changed if SB290 had been in effect over the past three years. The sections that follow provide detailed explanations of these calculations.

		Class 4 \rightarrow 3	Class A \rightarrow 4			
Cost Center	Current Cost	Proposed Cost	Cost Change	Current Cost	Proposed Cost	Cost Change
Prison Pretrial Jail	\$516,365	\$842,534	\$326,169	\$0	\$1,393,782	\$1,393,782
Other Jail	\$248,334	\$259,132	\$10,797	\$651,705	\$1,192,551	\$540,846
Probation	\$2,300,721	\$2,361,191	\$60,470	\$3,986,210	\$11,206,737	\$7,220,527
Prison	\$4,111,923	\$4,676,968	\$565,045	\$0	\$11,098,980	\$11,098,980
MSR	\$1,727,596	\$1,774,834	\$47,239	\$0	\$4,663,158	\$4,663,158

 Table 6: Government Cost Center Changes



Cost Analysis Breakdown

The following describes the impact that SB290 would have on the different areas of the Illinois criminal justice system. A narrative section describes each impact and how SPAC estimated the dollar value of the impact.

Impact of Proposed Legislation on County Jails Additional Costs over Three Years: **\$2,271,594**

SPAC estimates that if SB290 had been in effect from 2022 to 2024, county jail costs would have increased by approximately **\$2,271,594**. This increase reflects longer average jail stays resulting from the reclassification of violations of orders of protection (VOOP) to more serious felony levels.

Felony sentences often involve time served in jail before trial and time served in jail as part of a sentence other than prison. Reclassifying VOOP offenses increases the likelihood of felony-level sentencing, which is associated with longer jail detention both pretrial and post-sentencing.

SPAC used IDOC data to determine pretrial jail length of stay for sentences that resulted in prison. For current Class 4 offenses that would be reclassified to Class 3 under SB290, SPAC used the average pretrial jail stay for comparable Class 3 offenses. For current Class A offenses that would become Class 4, SPAC used the average pretrial jail stay for existing Class 4 VOOP prison admissions.

SPAC estimated time spent in jail for non-prison sentences from CHRI data using the higher of two values: the credit for time served or the jail sentence length. If the incident included another violent charge, SPAC treated the estimated jail stay as equivalent to the sentence length. If no other violent offense appeared in the incident, SPAC reduced the estimate by half to reflect day-for-day credit.

SPAC estimates that these changes would have added over \$2.2 million in county jail costs over the three-year period. This estimate accounts for increased jail use due to a greater number of felony-level sentences and longer average lengths of stay under the proposed classifications. These findings are summarized in Table 7.

Offense	Jail Type	Jail Cost	Current Sentences	Current LOS	Current Cost	Proposed Sentences	Propose d LOS	Proposed Cost
Class $4 \rightarrow 3$	Jail (Prison Pretrial)	\$3,955	256	0.51	\$516,365	263	0.81	\$842,534
	Jail (Other)	\$3,955	273	0.23	\$248,334	273	0.24	\$259,132
$Class\:A\to4$	Jail (Prison Pretrial)	\$3,955	0	0.00	\$0	691	0.51	\$1,393,782
	Jail (Other)	\$3,955	1,177	0.14	\$651,705	1,311	0.23	\$1,192,551

Table 7: Jail Cost Calculation



Impact of Proposed Legislation on Local Probation

Additional Costs over Three Years: \$7,280,997

SPAC estimates that if SB290 had been in effect from 2022 to 2024, local probation costs would have increased by approximately **\$7,281,000**. This increase results from changes in sentencing patterns when violations of orders of protection (VOOP) are reclassified from Class A misdemeanors to Class 4 felonies and Class 4 to Class 3 felonies.

People convicted of Class 4 offenses are more likely to receive standard probation, while those convicted of Class A misdemeanors are often eligible for court supervision. Court supervision typically involves a shorter duration, fewer conditions, and lower administrative costs. Because court supervision is generally not available for Class 4 felonies, reclassifying VOOP increases the use of probation, which requires more intensive supervision and resources. People currently sentenced to probation for Class 4 VOOP offenses are about equally likely to receive probation if the offense is reclassified to Class 3 and both classes have nearly equal average sentence lengths.

To estimate the length of stay for probation sentences, SPAC used existing probation sentence lengths for those currently sentenced as Class A misdemeanors and Class 4 VOOP felonies. SPAC assumed the average probation lengths for Class 3 VOOP offenses would be similar to other Class 3 probation lengths.

Reclassifying Class 4 offenses to Class 3 does not substantially affect probation costs. The number of cases affected by this change is relatively small and contributes minimally to the overall cost increase. Almost all of the cost increase is from reclassifying Class A misdemeanor VOOP offenses to Class 4 felonies. These estimates appear in Table 8.

Offense	Probation Cost	Current Sentences	Current LOS	Current Cost	Proposed Sentences	Proposed LOS	Proposed Cost
Class $4 \rightarrow 3$	\$3,656	310	2.03	\$2,300,721	312	2.07	\$2,361,191
Class A \rightarrow 4	\$3,656	708	1.54	\$3,986,210	1,510	2.03	\$11,206,737

Table 8:	Probation	Cost	Calculation
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Impact of Proposed Legislation on State Prisons

Additional Costs over Three Years: \$11,664,025

If SB290 had been in effect, IDOC would have incurred higher costs from increased admissions and longer incarceration periods. The proposed reclassifications increase both the probability of a prison sentence and the expected length of stay for violations of orders of protection, driving up costs.

Reclassifying VOOP offenses from a Class A misdemeanor to a Class 4 felony, or from a Class 4 to a Class 3 felony, makes a prison sentence more likely. Those sentenced under these reclassified offenses also tend to serve longer terms. These changes increase total prison time, including time served for technical violations of mandatory supervised release (MSR).

SPAC calculated the number of sentences and new average prison length of stay by applying existing data on current Class 3 non-VOOP prison sentences to offenses reclassified from Class 4. SPAC assumed that those currently sentenced as Class A misdemeanors would have about the same probability of a prison sentence as existing Class 4 VOOP convictions and used existing Class 4 VOOP prison exits average length of stay for offenses reclassified from Class A.

SPAC estimates that if SB290 had been in effect from 2022 to 2024, it would have increased prisonrelated costs by approximately **\$11,098,980**. Reclassifying VOOP from Class A to Class 4 increases costs by approximately **\$565,045**. These estimates account for both initial sentence lengths and additional time from MSR returns, based on historical admissions, exits, average lengths of stay, and marginal prison costs. Table 9 summarizes these projections.

Offense	Prison Cost	Current Sentences	Current LOS	Current Cost	Proposed Sentences	Proposed LOS	Proposed Cost
Class $4 \rightarrow 3$	\$11,473	256	1.40	\$4,111,923	263	1.55	\$4,676,968
$\text{Class A} \to 4$	\$11,473	0	0.00	\$0	691	1.40	\$11,098,980

Table 9: DOC Cost Calculation



Impact of Proposed Legislation on State Supervision

Additional Costs over Three Years: \$4,710,397

SPAC estimates that if SB290 had been in effect from 2022 to 2024, state supervision costs would have increased by approximately **\$4,710,397**. Although the proposed changes increase time served in prison and in jail pretrial, they do not affect the statutory length of MSR. MSR terms remain fixed by statute and do not change based on reclassification.

However, reclassifying violations of orders of protection from Class A misdemeanors to Class 4 felonies expands eligibility for prison sentences. This expansion increases the number of people required to serve a term of MSR following release from prison.

SPAC based its projection on historical sentencing and release patterns, applying current MSR term lengths to the increased number of people who would become subject to MSR under the proposed classifications. The estimate reflects only the marginal costs of supervising this larger MSR population. MSR costs appear in Table 10.

SPAC did not change the average length of stay on MSR. The analysis used observed MSR durations, which are typically shorter than the full statutory term due to returns to prison for technical violations. While the average time under MSR supervision remains unchanged, the expanded use of felony-level sentencing increases the number of people entering MSR, resulting in a net cost increase.

Offense	MSR Cost	Current Sentences	Current LOS	Current Cost	Proposed Sentences	Proposed LOS	Proposed Cost
Class $4 \rightarrow 3$	\$5,074	256	1.33	\$1,727,596	263	1.33	\$1,774,834
$\text{Class A} \to 4$	\$5,074	0	0.00	\$0	691	1.33	\$4,663,158

Table 10: Mandatory Supervised Release (MSR) Cost Calculation



Impact of Proposed Legislation on Victims and Communities

Additional Benefits over Three Years: \$152,658

SPAC estimates that SB290 would have produced a total benefit of approximately **\$152,658** over the past three years by reducing victimization costs to people and communities. The mechanisms behind the decrease in victimization costs are twofold, accounted for by changes in the length of time those in custody are incapacitated and their age at release from prison.⁴

This benefit results from increased incapacitation and higher ages at release from prison. Under SB290, people convicted of violations of orders of protection would serve more time in prison and in jail pretrial. While the bill does not change the length of time served on MSR, it increases total time in custody. That longer period of incapacitation reduces the likelihood of committing new offenses during custody and delays the return to the community. Longer stays in prison also increase the age at which a person is released. Research shows that as people age, their likelihood of reoffending declines. Together, these effects reduce both the number and timing of future crimes, resulting in tangible and intangible cost savings. ⁵

SPAC calculated victimization cost estimates by applying national victimization cost figures to Illinois conviction patterns for people with offenses affected by the bill. SPAC adjusted these costs based on incapacitation and age at release. First, to calculate the incapacitation benefit, SPAC identified a recent cohort of people who exited prison after serving sentences for offenses affected by the bill. SPAC summed the average tangible and intangible victimization costs from arrests that led to convictions for that group. SPAC then calculated a second average, discounted using a 3 percent social discount rate to reflect the time value of money. The difference between the non-discounted and discounted averages reflects the value of delaying crimes due to longer custody. SPAC multiplied that value by the number of affected prison admissions to calculate the total incapacitation benefit as the net present value of delayed future crimes.

Second, SPAC adjusted expected recidivism costs based on the projected age at release from prison. Using the age distribution of people exiting prison for the same offenses as those impacted by the bill, SPAC applied research-based reductions in victimization risk. For people exiting between ages 26 and 60, SPAC applied a 1 percent reduction in costs for each additional year of incarceration. For people exiting between ages 18 and 25, the reduction was 3 percent per additional year incarcerated.

⁵ Tangible costs include direct monetary losses such as medical expenses, mental health treatment, productivity losses, and damage or loss of property. Intangible costs refer to non-monetary harms, including pain, suffering, and diminished quality of life. These are based on estimates of the portion of jury awards and settlements attributed to nonpecuniary damages.



⁴ The incapacitation effect is a reduction or delay in crime resulting from physically restricting peoples' ability to commit crimes by incarcerating them. The age at which a person would exit prison will also increase due to incapacitation. Research indicates this "aging out effect" reduces recidivism for those exiting prison, because the older people get, the less likely they are to commit crimes.

In total, SB290 would have increased the length of stay in IDOC custody, which would have delayed and reduced future criminal activity. SPAC estimates that approximately \$153,000 in victimization costs would have been avoided, including about \$26,500 in tangible costs and about \$126,000 in intangible costs. These estimates are presented in Table 11.

	Tangible Benefits	Intangible Benefits	Total Benefits
Incapacitation	\$19,400	\$92,201	\$111,602
Age Change	\$7,137	\$33,919	\$41,056
Total	\$26,538	\$126,120	\$152,658

Table 11: Victimization Changes



Policy Implications

Should SB290 pass, there will be increased penalties for VOOP. By increasing a Class A offense to a Class 4 offense, this proposal expands prison eligibility for a people who commit this offense. Class A misdemeanors are not eligible for prison sentences (only incarceration in county jail for up to 1 year) while Class 4 felonies are eligible for prison. This proposal does not guarantee a prison sentence for people now convicted of a Class 4 felony because they remain eligible for probation. SB290 will also make those convicted of violating an order of protection while they have a previous conviction for an enumerated crime eligible for longer prison sentences. But these people will remain eligible for probation as well. The range of potential prison sentences will increase from 1-3 years to 2-5 years. This proposal has the potential to increase the prison population.

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