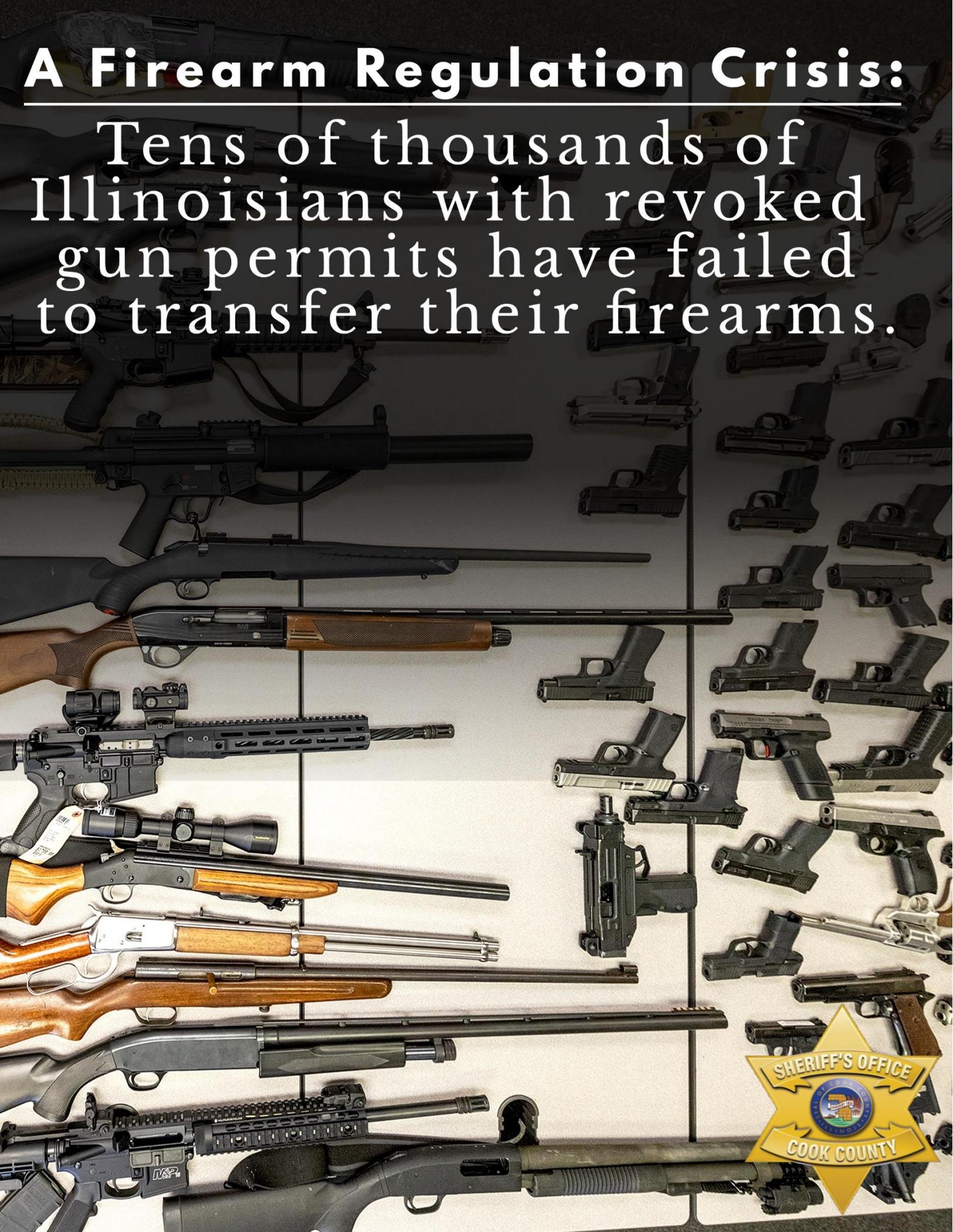


# A Firearm Regulation Crisis:

Tens of thousands of Illinoisians with revoked gun permits have failed to transfer their firearms.



## Table of Contents

Executive Summary	2
Overview of Illinois' Firearm Safety System	4
FOID Revocations and Compliance in Illinois and Cook County	6
Analysis of the Problem	7
FOID Revocations: Illinois and Cook County	7
Compliance with FOID Revocations: Illinois and Cook County	9
The Cook County Sheriff's Office Gun Suppression Team	14
Illinois' Firearm Application and Revocation Process	15
Evidence for Revocation Reasons	17
Appendix A: FOID Eligibility	20
Appendix B: Illinois Statute: Reasons for FOID Revocation	21
Appendix C: CCL Qualifications	24
Appendix D: ISP Disposition Record	25
Appendix E: Sample FOID Revocation Letter	28
References	29

## List of Figures

Map 1: Illinois Counties by FOID Revocation Rates	2
Map 2: Illinois Counties by FOID Possession Rates	5
Figure 1: Reasons for FOID Revocation in Illinois	8
Figure 2: Reasons for FOID Revocation in Cook County	8
Figure 3: FOID Revocation Reasons by Compliance Status in Illinois	9
Figure 4: Noncompliant Revoked FOIDs in Illinois	10
Map 3: Noncompliant Revoked FOIDs in Cook County	11
Figure 5: FOID Revocation Reasons by Compliant Status in Cook County	12
Figure 6: Noncompliant Revoked FOIDs in Cook County	13

## List of Tables

Table 1: FOIDs Revoked by Illinois County	7
Table 2: Time Between FOID Revocation and Compliance in Illinois	9
Table 3: Reasons for FOID Revocation by Compliance Status in Cook County	12
Table 4: Time Between FOID Revocation and Compliance in Cook County	13
Table 5: Sheriff's Office Gun Team Data (2013 – 2024)	14

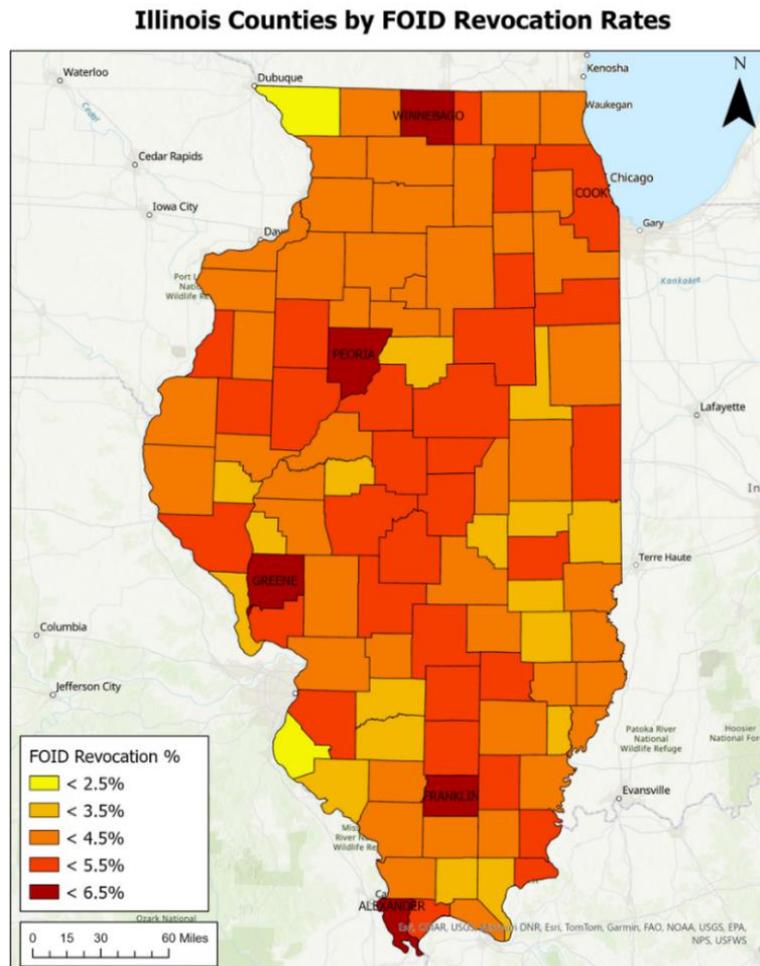
## Executive Summary

Illinois boasts some of the nation’s most stringent firearm regulations on the books, and the enforcement of those laws can provide a critical intervention point for removing firearms from dangerous individuals.

Yet, enforcement of these laws is severely lacking, leading the system towards failure. More than 100,000 people in Illinois have lost their right to own a firearm, often because of felony convictions, severe mental illness, or threats to themselves or others. When a person’s Firearm Owner’s Identification (FOID) card is revoked or suspended, they are required to turn over their firearms to police or someone else who is legally allowed to have them. Still, 74 percent of individuals who are revoked – approximately 84,000 people – had not turned in records to confirm the transfer of their firearms at the end of 2023.

In Cook County, 39,719 FOIDs were revoked or suspended at the end of 2023, and 27,043 (68 percent) had not turned in the required Firearm Disposition Record (FDR), which accounts for the transfer of firearms.

The below map indicates the revocation rate of counties throughout Illinois. On average statewide, the vast majority of those revoked individuals do not comply with the law.



This is alarming because research shows that firearm safety laws can be effective; states with strong firearm laws have lower rates of firearm homicide and firearm suicide.<sup>1</sup> Chicago is consistently referenced as a violent city, with far more homicides than other big cities like New York City and Los Angeles.<sup>2</sup> Proper enforcement of existing firearm safety laws will likely help save lives.

The failure of the FOID revocation enforcement system has resulted in devastating and preventable tragedies throughout the years. While it is unknown how many deaths or injuries occurred after a revocation, some garner media interest. For example, in 2019, a man shot and killed five coworkers at the Henry Pratt Company in Aurora, Illinois. Prior to the shooting, the perpetrator's FOID was revoked due to prior felony convictions, and he was required by law to turn over his firearms, though he did not comply.<sup>3</sup> The same year, a man whose FOID had been revoked for an aggravated battery charge in DuPage County killed his 18-month-old son and then himself. He had not transferred his firearms as required.<sup>4</sup> When functioning properly, the FOID revocation system is meant to deter these tragedies.

Illinois law places the Illinois State Police (ISP) as the agency responsible for the FOID process, including the enforcement of compliance with FOID revocation laws, such as turning over firearms. However, local law enforcement can also help compel compliance among people who have lost their right to legally own a firearm.

The Cook County Sheriff's Office created the first of its kind unit in the state to focus on FOID revocation enforcement, and it remains one of the very few to take on this work full time. Since 2013, the unit has collected more than 1,300 firearms and closed nearly 8,500 cases, ensuring there is no enforcement backlog in unincorporated parts of the county.

Yet, data shows that the number of revocations is only getting higher, including those that are non-compliant. In Cook County, between April 1, 2022, and December 30, 2023, the list of non-compliant revocations grew by an average of 147 every month, which indicates a need to assign more law enforcement resources to address this monthly increase.

Illinois sets aside just approximately \$2 million for revocation enforcement statewide, whereas some estimates indicate a meaningful initiative would require \$10 to \$20 million to cover the police services needed to address a mounting backlog years in the making.

This report aims to raise awareness of this ongoing challenge in Illinois' firearm safety system and is organized as follows:

1. Overview of Illinois' Firearm Safety System
2. Analysis of the Problem; Statewide and Cook County Firearm Revocation and Compliance Data
3. Description of Illinois' Firearm Application and Revocation Process
4. Evidence for Revocation Reasons

## Overview of Illinois' Firearm Safety System

To own a firearm, Illinois residents are legally required to submit a FOID application to ISP, which conducts identification and background checks that verify the applicant's eligibility to have a firearm (*for example, an individual who has been convicted of a felony or domestic battery would be disqualified*).<sup>5a</sup> Once someone has a FOID, they are legally eligible to purchase and possess, in certain circumstances, firearms and ammunition in Illinois.<sup>6</sup> With a FOID, residents can then apply for a Concealed Carry License (CCL) to carry concealed firearms in many public settings.<sup>78b</sup> Essentially, the FOID establishes that someone can buy and own a firearm, and the CCL means they can carry it in public.<sup>910</sup> ISP may revoke or suspend a FOID for the following reasons (among others<sup>c</sup>):

- Felony indictment - The FOID holder is charged or convicted of a crime<sup>d</sup>
- Subject of an order of protection - Someone (*often a family member or intimate partner*) has accused the FOID holder of abuse, and a court requires the FOID holder stay away from them<sup>e</sup>
- Deemed a clear and present danger – Police, school administrators or medical professionals determine the FOID holder has demonstrated behavior that leads them to believe the person is a threat to themselves or others<sup>f</sup>
- Mental health or cognitive concerns - The FOID holder was voluntarily or involuntarily committed to a mental health facility in the past five years, or found to have a developmental disability<sup>gh</sup>

Once a FOID is revoked or suspended, ISP sends a letter to the address on file, as well as emails and texts, detailing the reason for the revocation and directing the individual to turn in their FOID card and Firearm Disposition Record (FDR) to local law enforcement.<sup>ij</sup> As shown throughout this report, it is a serious public safety problem when people who have lost their eligibility to possess firearms do not comply with the law and turn their firearms in to the police or another legal holder.

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<sup>a</sup> Please see *Appendix A* for ISP's list of who is eligible for a FOID

<sup>b</sup> Please see *Appendix C* for CCL Qualifications

<sup>c</sup> Please see *Appendix B* for the Illinois statute of reasons for revocation

<sup>d</sup> 430 ILCS 65/8 (c)

<sup>e</sup> 430 ILCS 65/8 (k)

<sup>f</sup> 430 ILCS 65/8 (f)

<sup>g</sup> 430 ILCS 65/8 (e)

<sup>h</sup> 430 ILCS 65/8 (s)

<sup>i</sup> Please see *Appendix D* for sample FDR

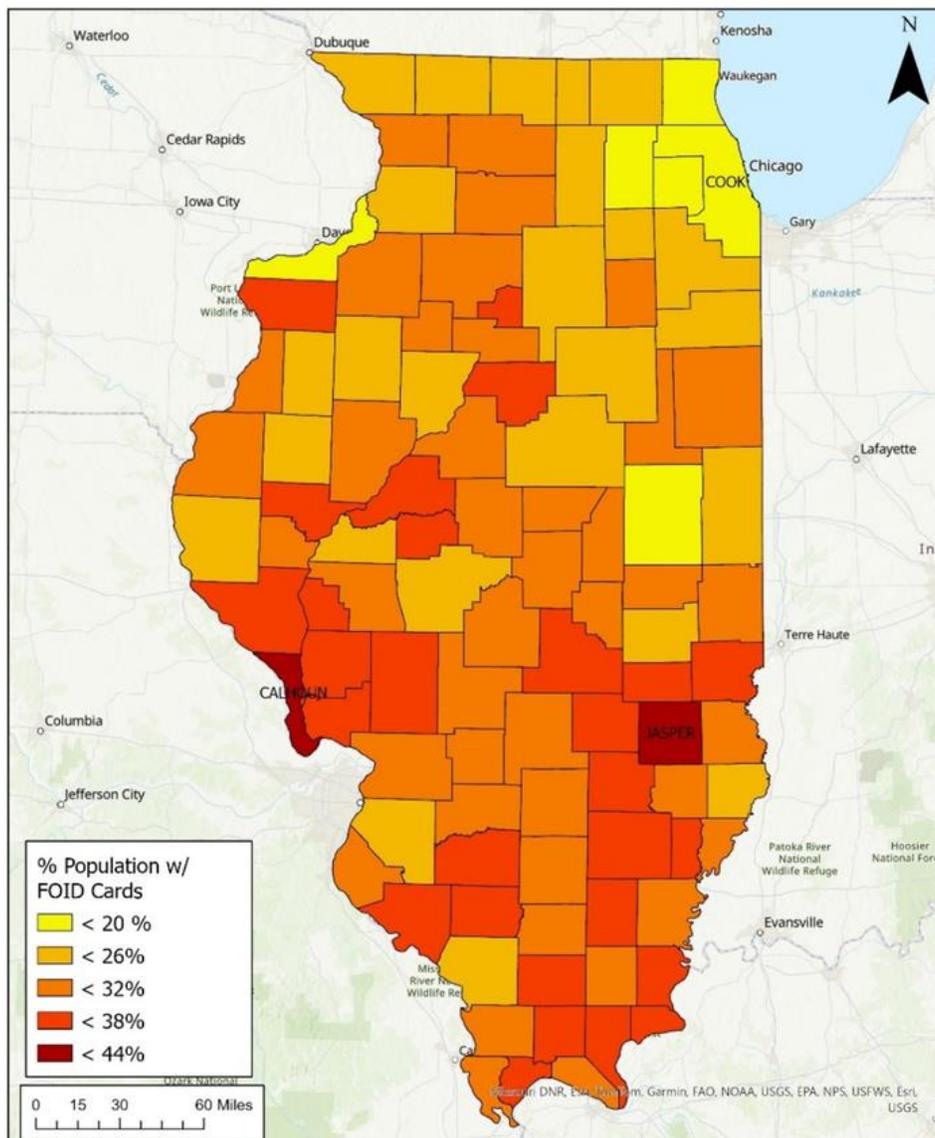
<sup>j</sup> Please see *Appendix E* for a sample FOID revocation letter

As seen in the map on page 2 the percentage of FOIDs that have been revoked or suspended statewide varies slightly by county, but not substantially. Across the state, 5 percent of FOIDs are revoked, but in five counties, the revocation rate is above 6 percent.

Nearly 2.5 million FOIDs have been issued statewide. The map below shows the percentage of the population that owns a FOID in each Illinois county. It is important to keep in mind that the percentage of FOID ownership does not necessarily translate to the total number of FOIDs in a county. For example, in Cook County, less than 20 percent of the population owns a FOID, but due to the county's large population, that is still 731,229 FOIDs.

The number of FOIDs issued in Cook County is roughly 30 percent of total FOIDs issued in the state. More than 1.2 million FOIDs – nearly half of all FOIDs in the state – have been issued in the Chicago region, inclusive of Cook, Lake, McHenry, Kane, DuPage, and Will counties.

### Illinois Counties by FOID Possession Rates



## FOID Revocations and Compliance in Illinois and Cook County

The Sheriff's Office conducted the following analysis of ISP's FOID revocation and compliance data to quantify the scope of the problem. A few key points to note about the data:

- This review focuses on just one of the two requirements for revocation compliance: whether an individual turned in their FDR (which accounts for the physical transfer of firearms) to law enforcement or a FOID holder. It does not focus on whether an individual turned in their physical FOID card. This is because state law requires firearm sellers and law enforcement to run the FOID card through databases to verify its validity for firearm purchases and/or possession, so even if someone keeps their revoked FOID card, they cannot legally use it.<sup>k</sup>
  - As such, only for the purposes of this report, once someone's FOID is suspended or revoked, they are considered "compliant" when they turn their FDR in to law enforcement.
- The start date for the data varies due to historical data consistency and availability; it is labeled accordingly and may differ between state and county.
- Data is through December 2023, unless otherwise noted. For each data point in this report, we use revocation data pulled from the ISP portal. This data was not available daily, but rather from a single point in time each month (e.g., Jan 1, Feb 1, etc.)
- Regarding revocation cause, ISP data often utilizes a blanket category "prohibited from firearms" so it can be hard to determine the exact reason a FOID was revoked or suspended. For example, "prohibited from firearms" could mean a criminal charge, such as unlawful use of a weapon and/or conviction of a felony. Within the data, 28,029 (33 percent) of revocations in Illinois are attributed to this broad category.
  - Further, a single FOID may be revoked for multiple reasons (*e.g. an order of protection and a clear and present danger determination*), all of which are counted below.
- A few people may come on and off the revocation list, which can cause slight data fluctuations, because their status changes during the time period. This can happen, for example, when someone's FOID is revoked in February due to an order of protection filing, but the order expired and their FOID is reinstated in March. However, these situations are rare and constitute a very small portion of the totals.

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<sup>k</sup> 430 ILCS 65/3

## Analysis of the Problem

### *FOID Revocations: Illinois and Cook County*

Illinois' FOID system is an ongoing process; once people obtain a FOID, ISP is required to continually monitor various databases for disqualifying events.<sup>1</sup> In the case of such events, ISP revokes or suspends their FOID, and the individual is required by law to turn in their FOID card and record of firearm transfer to law enforcement.<sup>m</sup>

### Illinois FOID Revocation Data

*Table 1* below compares total FOIDs to revoked FOIDs statewide and in the five most populous counties. This five county region covers the Chicago area and accounts for about half of the total number of FOIDs and revoked FOIDs in Illinois.

As of December 2023, there were 2,415,481 FOIDs in Illinois. Compared to Illinois' 2020 Census population of 12,812,508, nearly 20 percent of the state's population has a FOID.<sup>11</sup> The statewide average of revoked FOIDs is 5 percent. Almost a third of Illinois' FOIDs are in Cook County (731,229; 30 percent). Similarly, Cook County contains just over a third (35 percent; 39,719) of the state's 112,563 revoked FOIDs.

**Table 1: FOIDs Revoked by Illinois County**

County	Total FOIDs	Total Revoked FOIDs	% of FOIDs Revoked
Cook	731,229	39,719	5%
Will	153,227	6,462	4%
DuPage	150,173	5,544	4%
Lake	112,728	4,653	4%
Kane	88,381	4,075	5%
Chicago Region	1,235,738	60,453	-
<b>Statewide</b>	<b>2,415,481</b>	<b>112,563</b>	<b>5%</b>

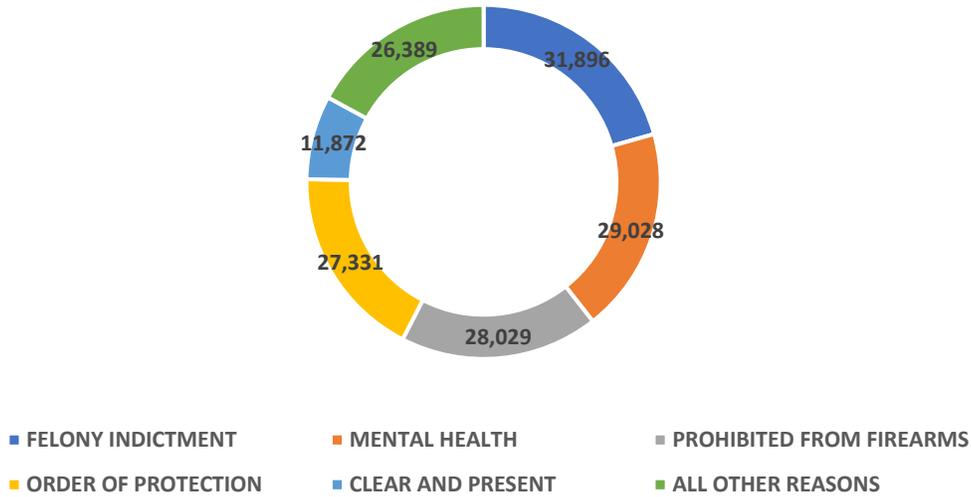
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<sup>1</sup> 430 ILCS 65/8.5

<sup>m</sup> 430 ILCS 65/9.5

In Illinois, the primary known reasons (*i.e. those specified beyond “prohibited from firearms”*) that FOIDs are revoked fall under the mental health and/or criminal categories of the law. *Figure 1* illustrates the reasons for revocation statewide, the three most common specific reasons were felony indictment (31,896), mental health (29,028), and order of protection (27,331).

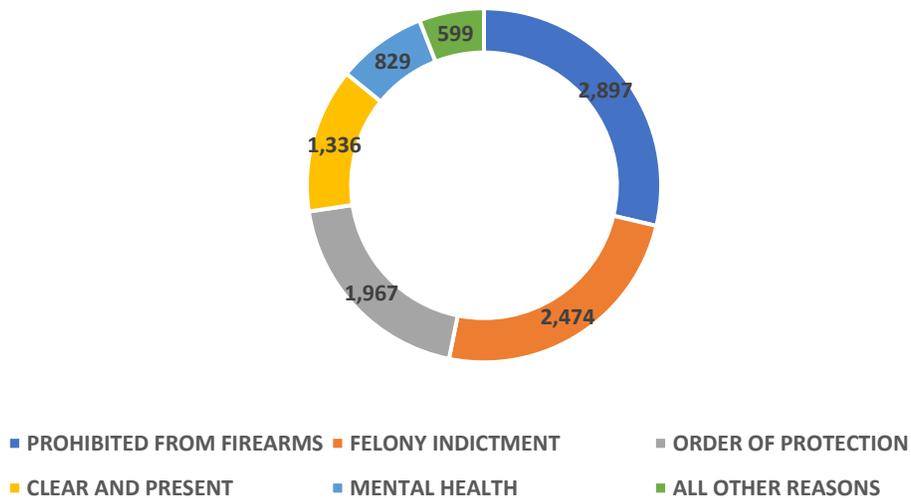
**Figure 1: Reasons for FOID Revocation in Illinois (as of the end of 2023)**



Cook County FOID Revocation Data

Cook County’s FOID revocation data parallels the state’s; aside from the broad “prohibited from firearms” category, the primary reasons cited for FOID revocation related to crimes and mental health. *Figure 2* shows that the three most-cited specific reasons were felony indictment (2,474), order of protection (1,967), and clear and present danger (1,336).

**Figure 2: Reasons for FOID Revocation in Cook County (in 2023)**



*Compliance with FOID Revocations: Illinois and Cook County*

The data below corroborate that a concerning majority of individuals do not comply with the law and legally turn in their firearms when they lose their right to possess them, and highlight the need for additional mechanisms to enforce compliance with those laws.

Illinois FOID Revocation Compliance Data

Figure 3 shows the reasons for revocation statewide by compliant and noncompliant status. Regardless of reason, most people with revoked FOIDs remain noncompliant with the law.

**Figure 3: FOID Revocation Reasons by Compliance Status in Illinois**

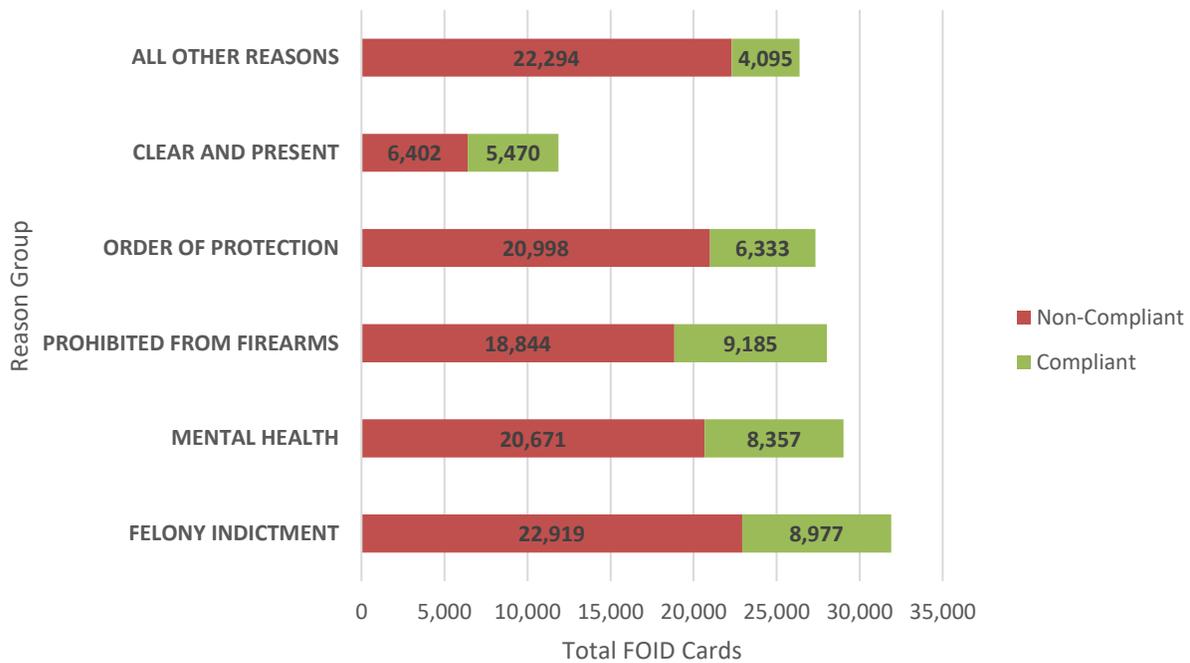


Table 2 shows all noncompliant revocations in Illinois as of the end of 2023, and the amount of time that has passed since the revocation was applied. Over half of people with revoked FOIDs have not turned in their FDR within five years after revocation – indicating that the passage of time does not significantly increase the chance of compliance.

**Table 2: Time Between FOID Revocation and Compliance in Illinois**

Time Since Revocation	Number of Non-Compliant Revocations	Percent
Less than 6 Months	5,580	7%
6 Months to 1 Year	4,308	5%
1 to 2 Years	7,772	9%
2 to 5 Years	23,701	28%
5+ Years	42,486	51%
<b>Total</b>	<b>83,847</b>	<b>100%</b>

Figure 4 below shows the increase in noncompliant FOID revocations between October 2023 and March 2024 statewide. The total noncompliant revoked FOIDs have increased by more than 1,000 in the past five months.

**Figure 4: Noncompliant Revoked FOIDs in Illinois**

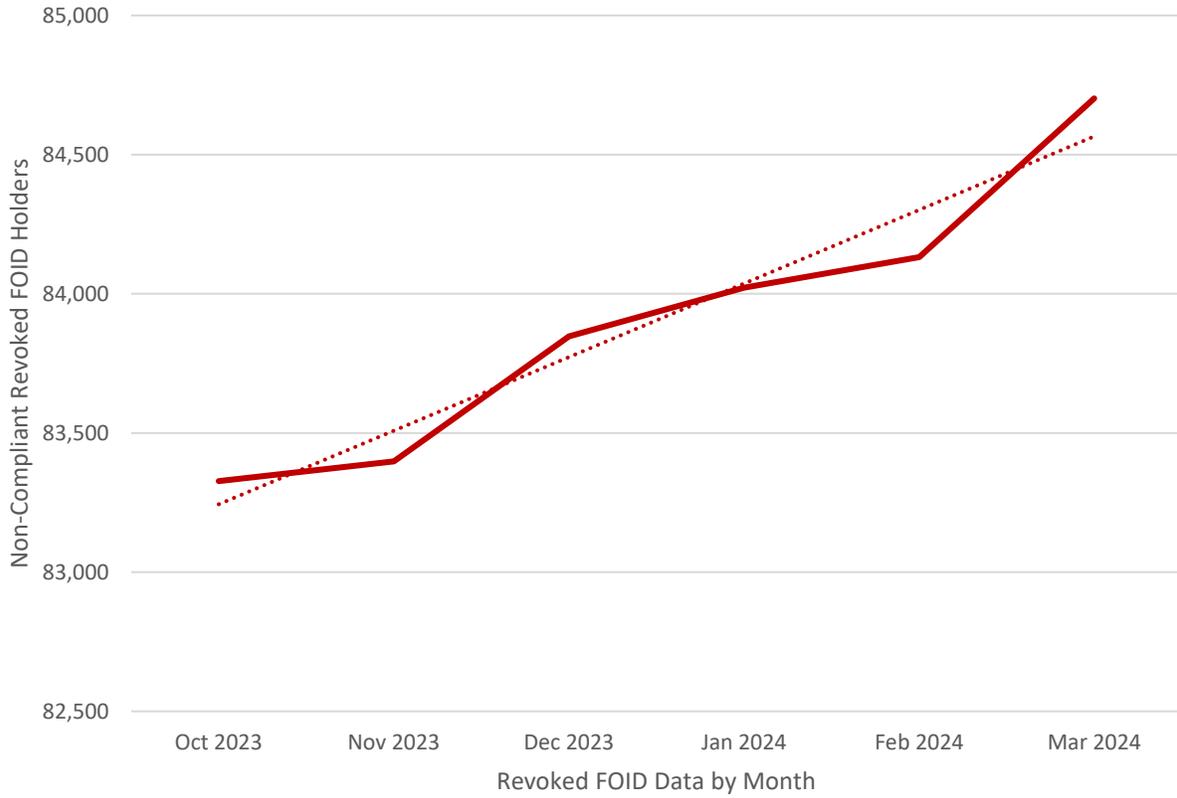
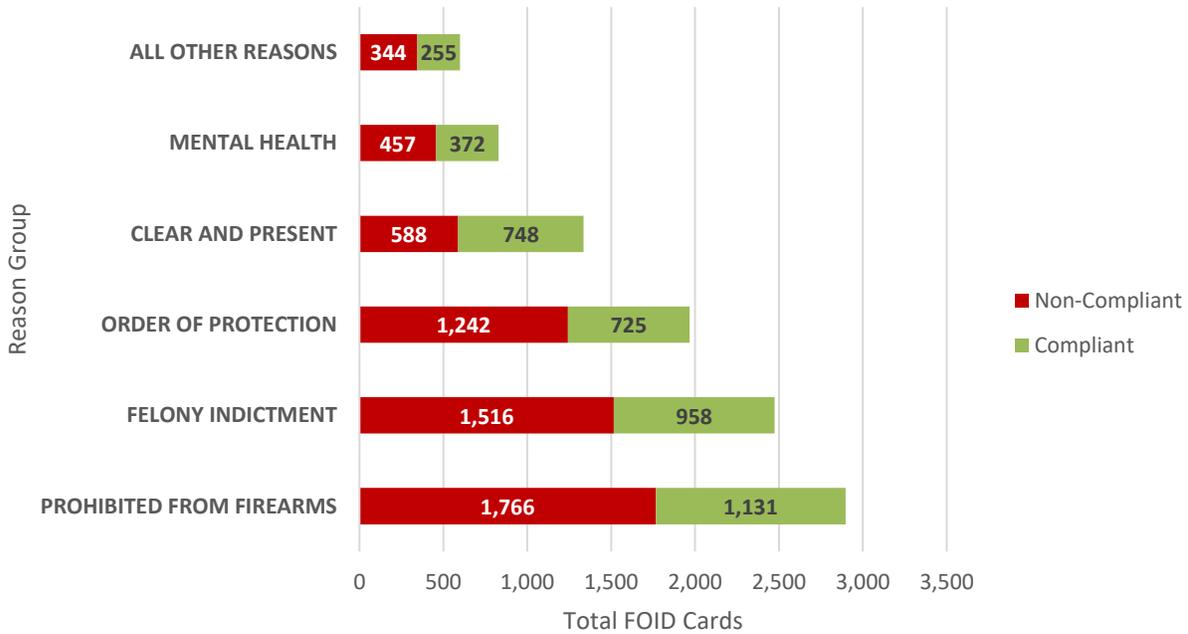




Figure 5 and Table 3 show Cook County’s FOID revocation reasons by compliant status in 2023. Concerningly, only 56 percent of FOIDs revoked for clear and present danger were compliant, an unsettlingly low amount for such an immediate issue. For the most-cited specific reason for FOID revocation, felony indictment, only 39 percent were compliant in 2023.

**Figure 5: FOID Revocation Reasons by Compliant Status in Cook County**



**Table 3: Reasons for FOID Revocation by Compliance Status in Cook County**

Revocation Reason	Not Compliant	Compliant	Total 2023 Revocations
PROHIBITED FROM FIREARMS	1,766	1,131	2,897
FELONY INDICTMENT	1,516	958	2,474
ORDER OF PROTECTION	1,242	725	1,967
CLEAR AND PRESENT	588	748	1,336
MENTAL HEALTH	457	372	829
ADDICTED TO NARCOTICS	142	96	238
FUGITIVE FROM JUSTICE	51	22	73
FELONY INDICTMENT - DOMESTIC	28	28	56
FIREARM RESTRAINING ORDER	25	30	55
NON-RESIDENT	16	20	36
FELONY INDICTMENT - DRUGS	10	22	32
MENTAL DISABILITY	21	7	28
NO REASON PROVIDED	16	8	24
UNDER 21	16	9	25
DENIED VIA BACKGROUND CHECK	7	10	17
OTHER	11	3	14
APPLICATION ISSUES	1	0	1

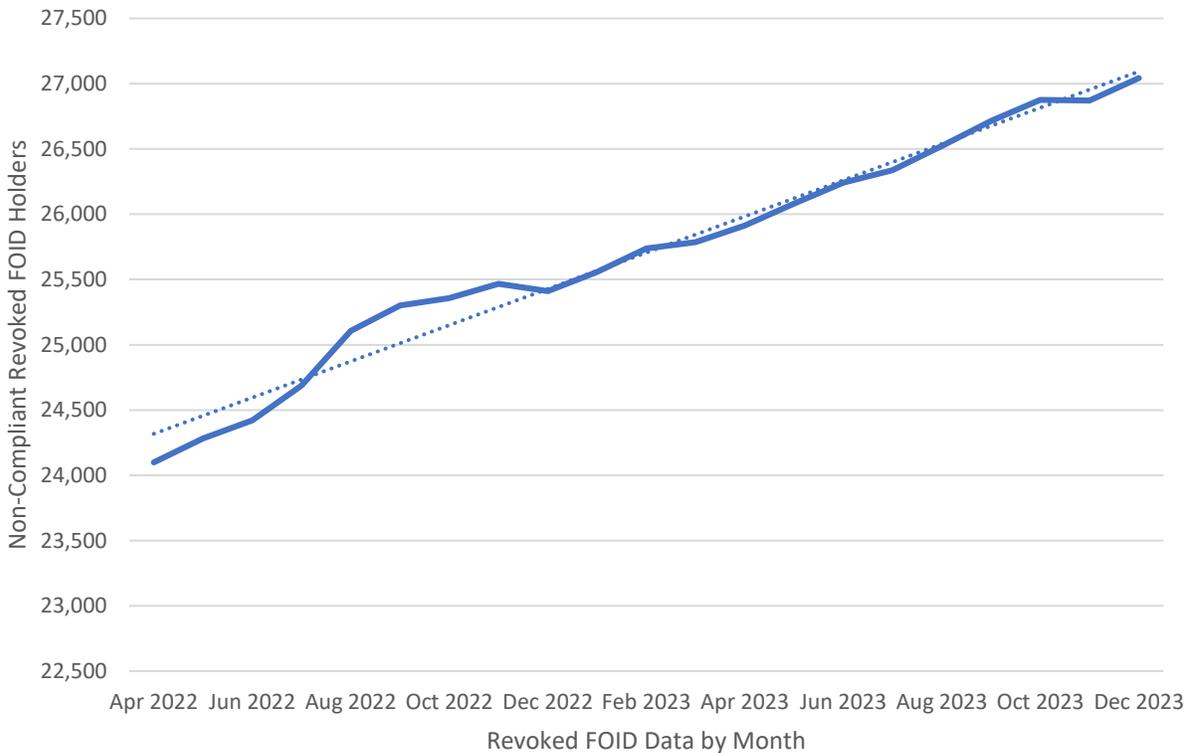
Table 4 shows all noncompliant revocations in Cook County as of the end of 2023, and the amount of time that has passed since the revocation was applied. Almost half (48 percent) of people with revoked FOIDs remain noncompliant more than five years after their FOID is revoked.

**Table 4: Time Between FOID Revocation and Compliance in Cook County**

Time Since Revocation	Number of Non-Compliant Revocations	Percent
Less than 6 Months	2,134	8%
6 Months to 1 Year	1,456	5%
1 to 2 Years	2,772	10%
2 to 5 Years	7,679	28%
5+ Years	13,002	48%
<b>Total</b>	<b>27,043</b>	<b>100%</b>

The problem continues to escalate. Figure 6 shows that in Cook County in April 2022, there were just over 24,000 noncompliant revoked FOIDs, but by December 2023, there were more than 27,000.

**Figure 6: Noncompliant Revoked FOIDs in Cook County**



## The Cook County Sheriff's Office Gun Suppression Team

As mentioned in the *Executive Summary*, in 2013, the Sheriff's Office launched the Gun Suppression Team (Gun Team) to remove illegally possessed firearms from individuals with revoked or suspended FOID cards. *Table 5* shows that as of March 22, 2024, the unit had closed 8,493 cases and recovered 1,338 weapons. For unincorporated areas of Cook County, there are no unaddressed cases of FOID revocation compliance.

In 2021, lawmakers created a special fund to help local police follow-up on revocations to ensure compliance, as evidenced in the Gun Team's increased capacity below. However, when assessed with *Table 5* above, even with these reinforcements, the number of new FOID revocations that are noncompliant continues to grow.

**Table 5: Sheriff's Office Gun Team Data (2013 – 2024)**

Year	FOID Cards Recovered	FOID Cases Resolved	FOID Cases Closed	FOID Weapons Recovered
2013	280	162	442	175
2014	201	56	257	32
2015	147	145	292	71
2016	315	524	839	77
2017	101	202	303	21
2018	262	456	718	90
2019	364	464	828	60
2020	379	352	731	128
2021	406	406	812	168
2022	623	552	1175	188
2023	591	986	1577	254
2024 (as of 3/22)	179	340	519	74
<b>Total</b>	<b>3,848</b>	<b>4,645</b>	<b>8,493</b>	<b>1,338</b>

The following sections describe the FOID application and revocation process in detail and provide supporting evidence for the revocation reasons.

## Illinois' Firearm Application and Revocation Process

### *FOID Application Process*

FOIDs are an evidence-based tool to help keep communities safe. According to the Center for Gun Violence Solutions at the Johns Hopkins Bloomberg School of Public Health, permit-to-purchase laws, such as the FOID, are one of the most effective ways to reduce many forms of firearm violence, including homicide and suicide.<sup>12</sup>

#### **Key Evidence:**

- States with strong handgun purchaser licensing laws were associated with 56 percent lower rates of fatal mass shooting incidents, and 67 percent fewer mass shooting victims<sup>13</sup>
- Permit-to-purchase laws are associated with significantly lower rates of firearms being diverted for criminal use shortly after retail sale<sup>14</sup>
- The repeal of Missouri's purchaser licensing law was associated with an increase in rates of firearm homicides by 47 percent and firearm suicide by 23 percent from 2007 to 2016<sup>15</sup>

To get a FOID, residents must submit an application that includes their full name, date of birth, address, Driver's License or Identification Card number, a color photograph, and a \$10 fee to the ISP. ISP then verifies that the applicant is legally eligible for a FOID (*e.g. they are at least 21 years old or have the consent of a parent or legal guardian*).<sup>16</sup> Next, ISP searches its criminal history records and those of the FBI, including the National Instant Criminal Background Check System, as well as the state Department of Human Services relating to mental health and developmental disabilities to identify any felony conviction or hospitalization information which would disqualify a person from a FOID (*e.g. someone with a domestic violence conviction or a patient of mental health facility in the past five years*).<sup>17,18</sup> Please see *Appendix A* for the full list of FOID eligibility requirements. ISP generally approves or denies the FOID application within 30 days of its reception.<sup>19</sup> Each FOID card includes the cardholder's name, residence, date of birth, sex, physical description, recent photograph, signature, and FOID number.<sup>20</sup>

Once an individual has a FOID, they can apply to ISP for a CCL, which allows them to carry a concealed firearm in many public areas. Please see *Appendix C* for the complete list of CCL qualifications. ISP's CCL application includes fingerprints (or an alternative manual background check), a 16-hour firearms safety training course, and \$150 fee for Illinois residents.<sup>21</sup> FOIDs and CCLs must be renewed on a continuing basis, every 10 and five years, respectively.<sup>22,23</sup>

## *FOID Revocation Process*

Laws that require prohibited persons to surrender firearms are associated with reductions in firearm violence.<sup>24</sup>

ISP continuously monitors state and federal databases for “firearms prohibitors,” and checks those files with their FOID database to ensure that cardholders remain eligible (*e.g. an individual applied for a FOID in 2021 with a clean record, but in 2023, they are convicted of a felony*).<sup>no</sup>

When someone’s FOID is revoked, ISP provides them with written notice of the revocation reason, the firearm relinquishment procedures, and their right to formally review the revocation.<sup>p</sup>

ISP also mails a copy of the revocation notice to the resident’s local enforcement agency.<sup>q</sup>

Within 48 hours of receiving the FOID revocation notice, the recipient must:<sup>r</sup>

- Relinquish their FOID to their local law enforcement agency or ISP;
- Complete a FDR, which includes; the make, model, and serial number of each of their firearms; the location where each firearm will be maintained while their FOID is revoked; the name, address and FOID card number of any person taking custody of the person’s firearms; and the law enforcement agency to whom the person’s FOID was relinquished; and
- “Place” their firearms with the person identified in the FDR

Once completed, the person must provide a copy of the FDR to the ISP.<sup>s</sup> The CCL is contingent on the FOID, meaning that if someone’s FOID is revoked, their CCL is invalid.<sup>t</sup>

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<sup>n</sup> 430 ILCS 65/8.5

<sup>o</sup> 430 ILCS 65/8

<sup>p</sup> 430 ILCS 65/9

<sup>q</sup> 430 ILCS 65/9

<sup>r</sup> 430 ILCS 65/9.5(a)

<sup>s</sup> 430 ILCS 65/9.5(a)

<sup>t</sup> For the sake of completeness, it is worth noting that a person's CCL can be revoked, but their FOID card privileges could remain intact. This is because the requirements for possessing a CCL are more stringent (*e.g. Someone convicted of DUI may not be subject to FOID card revocation but may have their CCL being revoked*).

## Evidence for Revocation Reasons

The following section provides evidence for the top specific reasons for FOID revocation (*e.g. not “prohibited from firearms”*). Research shows that the FOID revocation reasons help keep the firearm owner and the public safe. Of note, most of the data below focuses on firearm fatalities as opposed to overall injuries, because though nonfatal gunshot wounds account for a large portion of the firearm violence in the country, there is no centralized tracking system for these injuries. As such, available statistics may undercount the total impact of firearm violence.<sup>25</sup>

### *Felony*

As of December 30, 2023, over 31,896 FOIDs were revoked in Illinois due to felony indictment, including firearm offenses.<sup>u</sup> The ability to remove firearms from people convicted of firearms offenses keeps communities safe because research shows that people convicted of firearm offenses are at elevated risk of re-offending, and that they reoffend faster and for more serious crimes than people convicted of non-firearm offenses.<sup>26</sup>

#### **Key Evidence:**

In 2019, The United States Sentencing Commission published *Recidivism Among Federal Firearms Offenders* which analyzes the recidivism rates of federal offenders convicted of firearm and ammunition offenses.<sup>27</sup>

- The report found that firearm offenders generally recidivated at a higher rate, recidivated more quickly after release, and continued to recidivate later in life than non-firearm offenders. Specifically;
  - Over two-thirds of firearm offenders were rearrested for a new crime during the eight-year follow-up period compared to less than half of non-firearm offenders
  - Of the firearm offenders who recidivated, the median time from release to first recidivism was 17 months. Comparatively, the median time from release to first recidivism for non-firearm offenders was 22 months
  - Firearm offenders recidivated at a higher rate than non-firearm offenders in every age group. Firearm offenders recidivated at nearly twice the rate of non-firearm offenders among those released after age 50 (39 percent compared to 21 percent)

A 2018 report from the Illinois Criminal Justice Authority in which researchers compared recidivism rates of individuals arrested for firearm charges with individuals arrested for other offenses shows similar patterns locally<sup>28</sup>

- For every measure of recidivism - re-arrest, re-conviction, and re-incarceration - the firearm offenders recidivated at a higher rate than non-firearm offenders
- Individuals with firearm offenses died at a higher rate from homicide (41 percent) - almost exclusively by gunshot wound - than non-firearm offenders (21 percent)

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<sup>u</sup> A felony indictment means that the cardholder has been formally charged with a felony, which in Illinois, often include violence or serious property crimes

## *Mental Health and Clear and Present Danger*

The next two specific reasons that FOIDs are revoked in Illinois are mental health and clear and present danger determinations. It is important to begin with the recognition that most people with mental illness are not violent.<sup>29</sup> Most people with mental health conditions will never become violent, and mental illness does not cause most firearm violence.<sup>30</sup> Studies show that mental illness contributes to only about 4 percent of all violence, with firearm violence even lower.<sup>31</sup>

According to the Center for Disease Control, suicide is a leading cause of death in the US.<sup>32</sup> Though they often receive less public attention than firearm homicides, suicides have long accounted for the majority of US firearm deaths.<sup>33</sup> Research shows that most people in suicidal crisis who do not have easy access to a lethal suicide method will not find another way to kill themselves.<sup>34</sup> Accordingly, the removal of access to firearms allows both the moment of acute suicidal crisis to pass, and for someone to intervene with potentially lifesaving support and resources.<sup>35</sup>

### **Key Evidence:**

- In 2021, 55 percent of all suicide deaths in the US were by firearm<sup>36</sup>
- Across the country, and in cities specifically, legally purchased firearms are often used in suicides<sup>37</sup>
- Veterans are more likely to own firearms than non-veterans and are more likely to die by firearm suicide than non-veterans<sup>38</sup>
- Firearm suicide makes up over one-third of all youth firearm deaths and nearly half of suicides among young people<sup>39</sup>
  - Access to firearms is strongly associated with higher youth (ages 10 to 19) suicide rates: For each 10 percent increase in household firearm ownership in a state, the youth suicide rate increased by more than 25 percent<sup>40</sup>
    - Boys and young men represent nearly nine out of 10 firearm suicide victims<sup>41</sup>
- Firearm suicide rates across all racial and ethnic groups have increased dramatically over the past decade<sup>42</sup>
- Studies show that LGBTQ+ people, especially LGBTQ+ youth, are at a higher risk of contemplating and attempting suicide<sup>43</sup>
  - According to the 2015 US Transgender Survey, 40 percent of transgender people report having attempted suicide in their lifetime, nearly nine times the national average<sup>44</sup>
- In Illinois, suicides make up 38 percent of all firearm deaths<sup>45</sup>
  - Nearly two in every five suicides in Illinois are by firearm<sup>46</sup>
  - Illinois's firearm suicide rate is lower than most states<sup>7</sup> - In 2019, Illinois had the 8th lowest firearm suicide rate in the country<sup>47</sup>

## Clear and Present Danger

With the above, law enforcement, school administrators and medical professionals can submit to revoke FOIDs via the Clear and Present Danger reporting process when they determine a person communicated a threat of violence to a specific victim, including oneself, or demonstrate threatening behavior. When law enforcement, school administrators or medical professionals determine an individual fits the Clear and Present Danger reporting criteria they will submit the necessary information to ISP through a designated online portal. Any individual reported to ISP through the Clear and Present Danger reporting process will, if granted by ISP, have their FOID card revoked and any current/future FOID applications denied.

### **Key Evidence:**

- An analysis of mass shootings from 2015 to 2022 found that in nearly a third of incidents the shooter exhibited warning signs that they posed a risk to themselves or others before the shooting.<sup>48</sup> These warning signs are even more apparent among perpetrators of school violence<sup>49</sup>
- In a 2023 incident in Lake County, IL, police filed a Clear and Present Danger report after a domestic dispute. Three rifles and three handguns were removed with consent, and when the order was served, an additional handgun and a FOID card were removed<sup>50</sup>

## *Domestic Violence*

As of December 30, 2023, 27,331 Illinoisians had their FOIDs revoked due to an order of protection and/or restraining orders, and 77 percent of them had not turned in their FDR to account for legally transferring their firearms. Research shows that removing firearms from the hands and homes of abusers keeps people safe.

### **Key Evidence:**

- According to the National Coalition Against Domestic Violence, the presence of a firearm increases the risk of homicide by 500% percent<sup>51</sup>
- Every month, an average of 70 women in the US are shot and killed by an intimate partner, and many more are shot and wounded<sup>52</sup>
- In January 2024, there were 19 domestic violence-related homicides in Illinois<sup>53</sup>
- One study found that state laws prohibiting domestic abusers under restraining orders and requiring them to surrender their firearms were associated with a 14 percent reduction in firearm-related intimate partner homicide. The surrender element appeared to be crucial, as the same study found that laws prohibiting firearm possession, but not affirmatively requiring surrender, were not associated with homicide rates. Additional studies have found similar effects<sup>54</sup>
- At least 19 percent of violent deaths of transgender people were at the hands of an intimate partner or family member; 68 percent of those deaths were with a firearm<sup>55</sup>

## **Conclusion**

Firearm violence is a dynamic and complex issue in Illinois, Cook County, and nationally. Multiple interconnected systems contribute to a framework intended to keep people safe from both firearm homicide and firearm suicide. Law enforcement's capacity to remove firearms from people legally deemed too dangerous, to themselves and/or others, is critical to individual and community safety and deserves meaningful support.

## Appendix A: FOID Eligibility

According to ISP's website, to be eligible for a FOID card, a person must be 21 years of age or have a parent or guardian sponsor who is eligible for a FOID card. An applicant must not be prohibited from possessing firearms in accordance with state or federal law. This requires the applicant is/has:<sup>v</sup>

- Not been convicted of a felony.
- Not addicted to narcotics.
- Not been a patient in a mental health facility within the past five years.
- Not intellectually disabled.
- Not an alien who is unlawfully present in the United States.
- Not subject to an existing order of protection.
- Not been convicted within the past 5 years of battery, assault, aggravated assault, violation of an order of protection, or a substantially similar offense in another jurisdiction, in which a firearm was used or possessed.
- Not been convicted of domestic battery, aggravated domestic battery, or a substantially similar offense in another jurisdiction.
- Not an alien who has been admitted to the United States under a non-immigrant visa; unless the applicant is an official representative of a foreign government or who received a waiver from the Attorney General of the United States.
- Not a minor subject to a petition filed under the Juvenile Court Act of 1987 alleging that the minor is a delinquent minor for the commission of an offense that if committed by an adult would be a felony.
- Not an adult who had been adjudicated a delinquent minor under the Juvenile Court Act of 1987 for the commission of an offense that if committed by an adult would be a felony.
- Is a resident of the State of Illinois (in most cases).
- Not a person whose mental condition is of such a nature that it poses a clear and present danger to the applicant, or any other person or the community.
- Not developmentally disabled.
- Not renounced their citizenship.
- Not dishonorably discharged from the United States Armed Forces.
- Not convicted of a misdemeanor crime of domestic violence.

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<sup>v</sup> <https://www.ispfsb.com/Public/Faq.aspx#:~:text=To%20be%20eligible%20for%20a,been%20convicted%20of%20a%20felony.>

## Appendix B: Illinois Statute: Reasons for FOID Revocation

(430 ILCS 65/8) (from Ch. 38, par. 83-8)

Sec. 8. Grounds for denial and revocation. The Illinois State Police has authority to deny an application for or to revoke and seize a Firearm Owner's Identification Card previously issued under this Act only if the Illinois State Police finds that the applicant or the person to whom such card was issued is or was at the time of issuance:

(a) A person under 21 years of age who has been

convicted of a misdemeanor other than a traffic offense or adjudged delinquent;

- (b) This subsection (b) applies through the 180th day following July 12, 2019 (the effective date of Public Act 101-80). A person under 21 years of age who does not have the written consent of his parent or guardian to acquire and possess firearms and firearm ammunition, or whose parent or guardian has revoked such written consent, or where such parent or guardian does not qualify to have a Firearm Owner's Identification Card;
- (b-5) This subsection (b-5) applies on and after the 181st day following July 12, 2019 (the effective date of Public Act 101-80). A person under 21 years of age who is not an active duty member of the United States Armed Forces or the Illinois National Guard and does not have the written consent of his or her parent or guardian to acquire and possess firearms and firearm ammunition, or whose parent or guardian has revoked such written consent, or where such parent or guardian does not qualify to have a Firearm Owner's Identification Card;
- (c) A person convicted of a felony under the laws of this or any other jurisdiction;
- (d) A person addicted to narcotics;
- (e) A person who has been a patient of a mental health facility within the past 5 years or a person who has been a patient in a mental health facility more than 5 years ago who has not received the certification required under subsection (u) of this Section. An active law enforcement officer employed by a unit of government or a Department of Corrections employee authorized to possess firearms who is denied, revoked, or has his or her Firearm Owner's Identification Card seized under this subsection (e) may obtain relief as described in subsection (c-5) of Section 10 of this Act if the officer or employee did not act in a manner threatening to the officer or employee, another person, or the public as determined by the treating clinical psychologist or physician, and the officer or employee seeks mental health treatment;
- (f) A person whose mental condition is of such a nature that it poses a clear and present danger to the applicant, any other person or persons, or the community;
- (g) A person who has an intellectual disability;
- (h) A person who intentionally makes a false statement in the Firearm Owner's Identification Card application or endorsement affidavit;
- (i) A noncitizen who is unlawfully present in the United States under the laws of the United States;
- (i-5) A noncitizen who has been admitted to the United States under a non-immigrant visa (as that term is defined in Section 101(a)(26) of the Immigration and Nationality Act (8 U.S.C. 1101(a)(26))), except that this subsection (i-5) does not apply to any

noncitizen who has been lawfully admitted to the United States under a non-immigrant visa if that noncitizen is:

- (1) admitted to the United States for lawful hunting or sporting purposes;
- (2) an official representative of a foreign government who is:
  - (A) accredited to the United States Government or the Government's mission to an international organization having its headquarters in the United States; or
  - (B) en route to or from another country to which that noncitizen is accredited;
- (3) an official of a foreign government or distinguished foreign visitor who has been so designated by the Department of State;
- (4) a foreign law enforcement officer of a friendly foreign government entering the United States on official business; or
- (5) one who has received a waiver from the Attorney General of the United States pursuant to 18 U.S.C. 922(y) (3);
- (j) (Blank);
- (k) A person who has been convicted within the past 5 years of battery, assault, aggravated assault, violation of an order of protection, or a substantially similar offense in another jurisdiction, in which a firearm was used or possessed;
- (l) A person who has been convicted of domestic battery, aggravated domestic battery, or a substantially similar offense in another jurisdiction committed before, on or after January 1, 2012 (the effective date of Public Act 97-158). If the applicant or person who has been previously issued a Firearm Owner's Identification Card under this Act knowingly and intelligently waives the right to have an offense described in this paragraph (l) tried by a jury, and by guilty plea or otherwise, results in a conviction for an offense in which a domestic relationship is not a required element of the offense but in which a determination of the applicability of 18 U.S.C. 922(g) (9) is made under Section 112A-11.1 of the Code of Criminal Procedure of 1963, an entry by the court of a judgment of conviction for that offense shall be grounds for denying an application for and for revoking and seizing a Firearm Owner's Identification Card previously issued to the person under this Act;
- (m) (Blank);
- (n) A person who is prohibited from acquiring or possessing firearms or firearm ammunition by any Illinois State statute or by federal law;
- (o) A minor subject to a petition filed under Section 5-520 of the Juvenile Court Act of 1987 alleging that the minor is a delinquent minor for the commission of an offense that if committed by an adult would be a felony;
- (p) An adult who had been adjudicated a delinquent minor under the Juvenile Court Act of 1987 for the commission of an offense that if committed by an adult would be a felony;
- (q) A person who is not a resident of the State of Illinois, except as provided in subsection (a-10) of Section 4;
- (r) A person who has been adjudicated as a person with a mental disability;

- (s) A person who has been found to have a developmental disability;
- (t) A person involuntarily admitted into a mental health facility; or
- (u) A person who has had his or her Firearm Owner's Identification Card revoked or denied under subsection (e) of this Section or item (iv) of paragraph (2) of subsection (a) of Section 4 of this Act because he or she was a patient in a mental health facility as provided in subsection (e) of this Section, shall not be permitted to obtain a Firearm Owner's Identification Card, after the 5-year period has lapsed, unless he or she has received a mental health evaluation by a physician, clinical psychologist, or qualified examiner as those terms are defined in the Mental Health and Developmental Disabilities Code, and has received a certification that he or she is not a clear and present danger to himself, herself, or others. The physician, clinical psychologist, or qualified examiner making the certification and his or her employer shall not be held criminally, civilly, or professionally liable for making or not making the certification required under this subsection, except for willful or wanton misconduct. This subsection does not apply to a person whose firearm possession rights have been restored through administrative or judicial action under Section 10 or 11 of this Act.
- Upon revocation of a person's Firearm Owner's Identification Card, the Illinois State Police shall provide notice to the person and the person shall comply with Section 9.5 of this Act.  
(Source: P.A. 101-80, eff. 7-12-19; 102-538, eff. 8-20-21; 102-645, eff. 1-1-22; 102-813, eff. 5-13-22; 102-1030, eff. 5-27-22; 102-1116, eff. 1-10-23.)

## Appendix C: CCL Qualifications

According to ISP's website, the applicant must:<sup>w</sup>

- Be at least 21 years of age,
- Have a currently valid FOID card (if an Illinois resident),
- Not be prohibited under federal law from possessing or receiving a firearm,
- Not have been convicted or found guilty in Illinois or any other state of: (a) a misdemeanor involving the use or threat of physical force or violence to any person within the last 5 years, (b) two or more violations related to driving while under the influence of alcohol, other drug or drugs, intoxicating compound or compounds, or any combination thereof, within the last five years,
- Not be the subject of a pending arrest warrant, prosecution, or proceeding for an offense or action that could lead to disqualification,
- Not have been in residential or court-ordered treatment for alcoholism, alcohol detoxification, or drug treatment within the last five years,
- Have submitted a completed Concealed Carry License application and successfully completed 16 hours of firearms training, including classroom and range instruction.

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<sup>w</sup> <https://www.ispfsb.com/Public/Faq.aspx>

# Appendix D: ISP Disposition Record

CLEAR FORM



**ILLINOIS STATE POLICE  
FOID CARD & FIREARM DISPOSITION RECORD**

FOID Card #: \_\_\_\_\_

NAME: \_\_\_\_\_  
*Last Name, First Name, Middle Name*

DATE OF BIRTH: \_\_\_\_\_ / \_\_\_\_\_ / \_\_\_\_\_  
*Month Day Year*

ADDRESS: \_\_\_\_\_  
\_\_\_\_\_

PHONE: (\_\_\_\_\_) \_\_\_\_\_ - \_\_\_\_\_

EMAIL: \_\_\_\_\_

Your FOID Card has been revoked or suspended. Within 48 hours of receiving notice of the revocation/suspension, the Firearm Owners Identification Card Act (430 ILCS 65/9.5; 20 Ill. Adm. Code 1230.50(a)(2)) requires you to:

- (1) **Surrender your FOID Card**
  - a. Revoked Cards are to be surrendered to the local law enforcement agency where you reside or the Dept. of State Police
  - b. Suspended Cards may also be surrendered to the person listed on this form;
- (2) **TRANSFER ALL FIREARMS IN YOUR POSSESSION OR CONTROL** – as indicated on the form;
- (3) **Complete this Record;** and
- (4) **Email a copy of this completed form to:** [ISP.FDR.FormReturn@illinois.gov](mailto:ISP.FDR.FormReturn@illinois.gov) (Retain a Copy).

**Directions:**

- Please complete the form in its entirety, list all firearms in your possession at the time of revocation/suspension, and indicate to whom they have been transferred.
- If you do not have any weapons in your possession, please mark **"No Weapons"** on line 1 - sign at the bottom.
- You must complete the Required Certification on Page 2, regardless of whether you list weapons on that page.
- If weapons are transferred to more than one person, complete a new page for each person to whom weapons are transferred.
- Additional pages may be obtained at <https://isp.illinois.gov/FirearmsSafety/Forms>

	Make	Model	Serial #	PRINTED NAME and ADDRESS of Person to Whom Firearms were Transferred:	
				Please initial by each weapon received	FOID# or FFL# (only add to first line)
1					
2					
3					
4					
5					
6					

Page 1 of \_\_\_\_\_

\*My **Firearms** Have Been: (initial below)  
 Surrendered to or seized by the local law enforcement agency where I reside **Signature Required** →;  
 Transferred as indicated above; **Signature Required** →

Printed Name & Signature of  
**Official/Person Acknowledging Receipt of Weapons:**  
 \_\_\_\_\_

→FAILURE to COMPLY with the above is a Class A misdemeanor. 430 ILCS 65/9.5(d)←

NOTICE TO POLICE AGENCY: It is recommended LE agencies submit the FDR via the LE Portal & Destroy All Surrendered FOID Cards  
 ISP 2-636 (3/22)



ILLINOIS STATE POLICE

FOID Card #: \_\_\_\_\_

FOID CARD & FIREARM DISPOSITION RECORD – PAGE 2

NAME: \_\_\_\_\_

DATE OF BIRTH: \_\_\_\_/\_\_\_\_/\_\_\_\_

If weapons are transferred to more than one person, complete a new page for each person to whom weapons are transferred. A copy of this form should be retained, and another e-mailed to the Illinois State Police, Office of Firearms Safety, at ISP.FDR.FormReturn@illinois.gov.

	Make	Model	Serial #	PRINTED NAME and ADDRESS of Person to Whom Firearms were Transferred:	
				Please initial by each weapon received	FOID# or FFL# (only add to first line)
7					
8					
9					
10					
11					
12					
13					
14					

ADDITIONAL PAGE(S) ARE ATTACHED AS MORE SPACE IS NEEDED. Initial \_\_\_\_ Page 2 of \_\_\_\_

REQUIRED CERTIFICATION

I DO NOT HAVE ANY WEAPONS IN MY POSSESSION (Signature Required) → X \_\_\_\_\_

\*My FOID Card Has Been: (initial below)

\_\_\_\_ Surrendered to or seized by State Police or the local law enforcement agency where I reside Signature Required →

Printed Name & Signature of Official/Person Acknowledging Receipt of FOID Card: \_\_\_\_\_

\_\_\_\_ Surrendered to person listed on this form Signature Required → (Only If FOID Card is Suspended, does not apply if Revoked)

X \_\_\_\_\_

\_\_\_\_ Surrendered to the Court (No Signature Required)

\_\_\_\_ Lost or Destroyed (No Signature Required)

\*My Firearms Have Been: (initial below)

\_\_\_\_ Surrendered to or seized by the local law enforcement agency where I reside Signature Required → or

Printed Name & Signature of Official/Person Acknowledging Receipt of Weapons: \_\_\_\_\_

\_\_\_\_ Transferred as indicated above; Signature Required →

X \_\_\_\_\_

I certify I have transferred all firearms that I own or are under my custody and control to the custody of another person with a valid FOID card and otherwise complied with the provisions outlined above regarding the FOID Act. I declare under penalty and perjury under the laws of the state of Illinois the information provided in this form is true and correct. Total # Pages \_\_\_\_\_

\_\_\_\_\_  
Signature of Revoked/ Suspended Card Holder  
\_\_\_\_\_  
Date

Law Enforcement Official's Signature OR  
Notary Stamp, Signature and Date:  
\_\_\_\_\_

NOTICE TO POLICE AGENCY: It is recommended LE agencies submit the FDR via the LE Portal & Destroy All Surrendered FOID Cards



## Appendix E: Sample FOID Revocation Letter

JB Pritzker  
Governor



Brendan F. Kelly  
Director

January 1, 2024

COOK CNTY SHERIFF'S OFFICE BUR  
SHERIFF  
3026 S CALIFORNIA AV  
BUILDING 5, 2ND FLOOR  
CHICAGO, IL 60608

Re: Firearm Owner's Identification Card:



This letter serves to notify your agency of the FOID card revocation for an individual who may reside in your community. The subject of this letter was also notified of the revocation and instructions were included as to the required compliance process which may include an in person visit to your department. We consider this a **high priority** revocation so that you may take appropriate action to ensure the cardholder complies with the requirements identified below.

Dear:

Your application for a Firearm Owner's Identification (FOID) card has been revoked. You are prohibited from firearms for the reason(s) listed below and pursuant to:

**The FOID Act (430 ILCS 65/9.5) requires an individual whose FOID card has been revoked to:**

1. Surrender his or her Firearm Owner's Identification Card to the local law enforcement agency where the person resides.
2. Complete a Firearm Disposition Record disclosing the make, model, and serial number of each firearm owned by or under the control or custody of the revoked person and its disposition during the prohibited term. (The form can be found at <https://isp.illinois.gov/Foid/Forms>.)
3. The agency should then mark the FOID card "destroyed" and upload the Firearm Disposition Record into the Firearm Services Bureau Law Enforcement Portal at [www.ispfsb.com](http://www.ispfsb.com)

**You are required to comply with these requirements within 48 hours of receiving this notice.** Failure to comply with the steps outlined above constitutes a Class A misdemeanor. If you have any questions, please refer to the Illinois State Police web site for more information: <https://isp.illinois.gov/Foid/FoidRevoked>

Illinois State Police  
Firearms Services Bureau

CC: COOK CNTY SHERIFF'S OFFICE BUR

Firearms Services Bureau  
801 South Seventh Street • Suite 400-M  
Springfield, IL 62703  
(217) 782-7980 (voice) • 1 (800) 255-3323 (TDD)  
[www.illinois.gov](http://www.illinois.gov) • [www.isp.illinois.gov](http://www.isp.illinois.gov)

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- <sup>44</sup> <https://everytownresearch.org/report/remembering-and-honoring-pulse/>
- <sup>45</sup> <https://preventfirearmsuicide.efsgv.org/states/illinois/>
- <sup>46</sup> <https://preventfirearmsuicide.efsgv.org/states/illinois/>
- <sup>47</sup> <https://preventfirearmsuicide.efsgv.org/states/illinois/>
- <sup>48</sup> [https://everytownresearch.org/report/extreme-risk-laws-save-lives/?\\_gl=1\\*gvv0gz\\*\\_ga\\*MTA0NzkwMTgwNi4xNzA4NzA5ODE5\\*\\_ga\\_LT0FWV3EK3\\*MTcwOTA2MjY5Ni4yLjEuMTcwOTA2Mjc3OS4wLjAuMA](https://everytownresearch.org/report/extreme-risk-laws-save-lives/?_gl=1*gvv0gz*_ga*MTA0NzkwMTgwNi4xNzA4NzA5ODE5*_ga_LT0FWV3EK3*MTcwOTA2MjY5Ni4yLjEuMTcwOTA2Mjc3OS4wLjAuMA)
- <sup>49</sup> [https://everytownresearch.org/report/extreme-risk-laws-save-lives/?\\_gl=1\\*gvv0gz\\*\\_ga\\*MTA0NzkwMTgwNi4xNzA4NzA5ODE5\\*\\_ga\\_LT0FWV3EK3\\*MTcwOTA2MjY5Ni4yLjEuMTcwOTA2Mjc3OS4wLjAuMA](https://everytownresearch.org/report/extreme-risk-laws-save-lives/?_gl=1*gvv0gz*_ga*MTA0NzkwMTgwNi4xNzA4NzA5ODE5*_ga_LT0FWV3EK3*MTcwOTA2MjY5Ni4yLjEuMTcwOTA2Mjc3OS4wLjAuMA)
- <sup>50</sup> [https://everytownresearch.org/report/appendix-a-extreme-risk-laws-save-lives-stories/?\\_gl=1\\*fybg9\\*\\_ga\\*MTA0NzkwMTgwNi4xNzA4NzA5ODE5\\*\\_ga\\_LT0FWV3EK3\\*MTcwOTE0MTE5NS41LjEuMTcwOTE0MTM0Ni4wLjAuMA](https://everytownresearch.org/report/appendix-a-extreme-risk-laws-save-lives-stories/?_gl=1*fybg9*_ga*MTA0NzkwMTgwNi4xNzA4NzA5ODE5*_ga_LT0FWV3EK3*MTcwOTE0MTE5NS41LjEuMTcwOTE0MTM0Ni4wLjAuMA)
- <sup>51</sup> <https://www.nbchicago.com/news/local/cook-county-sheriffs-office-launches-billboards-raising-awareness-of-gun-law-it-says-is-underutilized/3367443/>
- <sup>52</sup> <https://everytownresearch.org/report/gun-violence-in-america/>
- <sup>53</sup> <https://www.nbchicago.com/news/local/cook-county-sheriffs-office-launches-billboards-raising-awareness-of-gun-law-it-says-is-underutilized/3367443/>
- <sup>54</sup> <https://everytownresearch.org/report/at-the-forefront-of-gun-safety-removing-illegal-guns/>
- <sup>55</sup> <https://www.everytown.org/press/new-everytown-data-on-transgender-homicides-reveals-concentration-in-the-south>