

# **EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT (JAG) PROGRAM**



## **FY 2015 GRANT APPLICATION PROGRAM NARRATIVE (Attachment 2)**

**June 2015**

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# **Program Narrative**

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## **I. EXECUTIVE SUMMARY**

The Bureau of Justice Assistance (BJA) requires applicants for the FY 2015 Edward Byrne Memorial Justice Assistance Grant (JAG) Program to submit a program narrative that identifies the state's strategy/funding priorities and provide descriptions of the sub-grant process, the programs to be funded, the state's strategic planning process, any additional coordination efforts, and to identify how performance measure data will be collected and reported.

The JAG Program is the primary provider of federal criminal justice funding to state and local jurisdictions. JAG funds support all components of the criminal justice system from multijurisdictional drug task forces to courts, corrections, treatment, and justice information sharing initiatives. JAG funded projects may address crime through the provision of services to individuals and/or communities and by improving the effectiveness and efficiency of criminal justice systems, processes, and procedures. The JAG Program allows states and local jurisdictions to support a broad range of activities to prevent and control crime based on their own local needs and conditions and provide agencies with the flexibility to prioritize and place justice funds where they are most needed.

The multi-year strategic plan for the FY 2010 – FY 2014 was finalized in September 2011 and revised in 2012 (Attachment 7). The SAA is currently working in conjunction with the National Criminal Justice Association (NCJA) on developing a new strategic plan to cover FY 2015 – FY 2018 and anticipates its completion date to be in August 2015.

## **II. INTRODUCTION**

### **STATE ADMINISTERING AGENCY (SAA)**

The Governor of the State of Hawaii has designated the Department of the Attorney General as the state administering agency (SAA) to apply for and administer the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. Specifically, the SAA is responsible for the following:

- Coordination of JAG funds among state and local justice initiatives and ensuring that the pass through requirement is met;
- Preparation and submission of the state JAG application;
- Administration of JAG funds including establishing funding priorities, distributing funds, monitoring subrecipients' compliance with all JAG special conditions and provisions, and providing ongoing assistance to subrecipients;
- Ensuring an inclusive planning process, including consultation with other criminal justice stakeholders;
- Submitting financial reports, programmatic reports, performance measure data, and subgrant information; and
- Ensuring any court disposition or other records generated by JAG funded programs are made available to state repositories if they are relevant to NICS determinations.

The Attorney General is the chief legal officer and chief law enforcement officer of the State of Hawaii. The Attorney General, appointed by the Governor, employs

numerous attorneys and professional and support personnel to help carry out the responsibilities of the department. These include the following:

- Representing the state in civil and criminal cases when the state is a party;
- Investigating violations of state laws and initiating civil and criminal actions to enforce the laws or prosecute persons who violate them;
- Preparing legal opinions for the Governor, the Legislature, and the heads of state departments;
- Advising state officials on legal matters; and
- Defending and representing state officials and employees when they are sued for actions they have taken in connection with their state positions.

Within the department, primary responsibility for overseeing and administering federal crime grants falls with the Crime Prevention and Justice Assistance Division (CPJAD). This division serves as the primary unit providing the Attorney General with critical information and resources needed to address crime and crime prevention within the state.

Specifically, the Grants and Planning Branch of CPJAD identifies, applies for, and administers a number of Federal grants (the Edward Byrne Memorial Justice Assistance Grant, Violence Against Women Act Grants, the Victims of Crime Act Victim Assistance grant, Paul Coverdell, Residential Substance Abuse Treatment Grant, and others). The branch also administers the state Career Criminal Prosecution grant, the Victim Witness Assistance Grant, and the grant for the master contract for statewide sex assault services.

The mission of the branch includes the following:

- To coordinate statewide criminal justice planning efforts and programs;
- To serve as a clearinghouse for information on financial and other resources that assist in improving the criminal justice system; and
- To seek and administer federal and state grants.

The Governor's Committee on Crime (GCOC) is the advisory committee to the Attorney General for the JAG Program. The GCOC advises the Attorney General on crime related issues including identifying/selecting priority areas for JAG funds, setting administrative rules, and recommending awards. The Committee is composed of key members from various state and local criminal justice agencies throughout Hawaii. Membership consists of: the Attorney General, two of four Prosecuting Attorneys, two of four Chiefs of Police, the State Public Defender, the Director of Public Safety, the Director of the Department of Health, the Department of Education's Superintendent, the Administrative Director of the Courts (the Judiciary), a Circuit Court Judge, the Hawaii Paroling Authority Chairperson, and the U.S. Attorney for the District of Hawaii (Ex-Officio).

### **III. NARRATIVE**

#### **A. STATEMENT OF THE PROBLEM**

##### **State's Strategy/Funding Priorities**

The Grants and Planning Branch finalized the state's multi-year strategy, (strategic plan), for JAG funds in September 2011 and revised it in September 2012. This multi-year strategy identified funding priorities based on the needs of the criminal justice programs throughout the state. The State of Hawaii identified five (5)

major program areas that were incorporated into the multi-year strategic planning process. These program areas include the following:

- Law enforcement programs
- Prosecution and court programs
- Corrections and community corrections programs
- Drug treatment and enforcement programs
- Planning, evaluation, and technology improvement programs

A GCOC meeting was held on September 17, 2014, and the committee voted to add Prevention and Education as an additional program area. The Grants and Planning Branch is in the process of revising the strategic plan to include this program area. During this GCOC meeting, the members also voted to keep the following priority areas:

- a comprehensive response to sex assault or elder abuse for violent crime;
- reducing property crime;
- reducing drug threats and drug related crime;
- reducing recidivism rates and improving reentry efforts;
- reducing juvenile offenses utilizing a coordinated response;
- improving records management systems and integrated justice information sharing;
- improving forensic science capabilities; and
- improving language access within the criminal justice system.

The applications that are funded will need to identify one of the purpose areas and at least one of the priority areas. Applicants are encouraged to incorporate evidence-based initiatives and multi-agency collaboration to improve the criminal justice system within all the priority areas.

### **Sub Award Process and Timeline**

The Grants and Planning Branch has a well-developed process to administer, solicit, award, and disburse JAG funds to sub-recipients. This sub award process, guided by the GCOC is competitive and involves a multi-agency review approach. The sub award process is detailed below:

**Solicitation:** After the federal award is received, the Grants and Planning Branch announces the availability of JAG funds and invites eligible state and local agencies to apply for funds through a competitive process. An application deadline is established, and an application kit with instructions is made available to interested parties. The Department of the Attorney General requires applicant agencies to provide information regarding other local or federal funding that is being sought to finance the project. This information allows the SAA to better coordinate use of the JAG grant. The SAA continues to initiate efforts to foster and encourage greater coordination among all of the subgrantees receiving federal funding assistance.

**Review Process:** Once applications are received, the applications then undergo a rigorous three (3) tier selection/review process that evaluates and scores each application. The review process includes:



**1) Peer Review Panel (multi-agency review panel)**

- Applications received are divided among multiple review panels consisting of a Branch Planning Specialist and knowledgeable personnel from other criminal justice agencies.
- The review panel reviews, evaluates, discusses, and scores its respective applications.

**2) Branch Review**

- The Grants and Planning Branch conducts an internal review of all applications, considering the scoring and issues raised by the review panel. The Grants and Planning Branch also considers other information that is relevant to the application and the amount of funding that is available.
- A recommendation for applications to fund is made to the GCOC.
- An appeal process is also in place. The Attorney General may allow an agency to appeal a funding recommendation.

**3) GCOC Review**

- The GCOC members vote on which applications to recommend to the Attorney General to fund.
- The GCOC meets to discuss the outcome of the vote. If an application receives a tie vote or a close vote, in favor or not in favor of the recommendation to fund, the applicant is

invited to present their proposal to the GCOC. Applicants appealing the Branch's recommendations are also invited to present their proposal to the GCOC.

**Awards and Project Implementation:** After the GCOC meeting and final decision from the Attorney General, awards are made to grant recipients and project implementation may commence.

### **Timeline**

<b>Task</b>	<b>Due Date</b>
1. Receipt of Federal Award	July 2015
2. Solicitation Announcement sent to eligible State and Units of Local Government Agencies	May 2016
3. Application Deadline	June 2016
4. Mail Applications to Peer Reviewers	June 2016
5. Peer Panels Review of Grant Applications	July 2016
6. Branch Review – Review panel score and applications, make recommendations	July 2016
7. Funding Recommendations sent to the Attorney General for Review	August 2016
8. Funding Recommendations and Voting Sheets are mailed to the GCOC	August 2016
9. Voting Deadline	August 2016
10. GCOC Meeting – Meeting to hear the results of mail-in vote and any appeals. The Attorney General makes final funding decision	August 2016
11. Award Letters Mailed to Grant Recipients	September 2016
12. Project Start Date	October 1, 2016

## **Description of Programs**

The projects to be funded will need to fall within one of the program areas and one of the priority areas previously described. In the past, JAG funds have supported a multitude of projects that prevented and/or reduced crime and violence throughout the State of Hawaii. These projects included:

- Substance Abuse Treatment
- Alternatives to Incarceration
- Mental Health Treatment/Case Management
- Sex Offender Management and Treatment
- Elder Abuse
- Homicides
- Cyber Crimes
- Property Crimes
- Organized Crime/Narcotics
- Marijuana Task Force
- Community Prosecution
- Drugs and Other Serious Crimes
- Criminal Justice Record Improvement

## **B. PROJECT DESIGN AND IMPLEMENTATION**

### **Strategic Planning Process**

The Grants and Planning Branch is currently working in conjunction with the National Criminal Justice Association (NCJA) on developing a new strategic plan to cover FY 2015 – FY 2018 and anticipates its completion date to be in August 2015. CPJAD

Grants and Planning Branch used a three-stage process to identify the gaps and needs to include in the new strategic plan. The process was designed to identify ongoing public safety issues supported by a broad body of evidence. The following steps are being taken in the development of the plan: soliciting input from the field through a survey, GCOC engagement, and data integration.

The Grants and Planning Branch finalized the state's current strategic plan for FY 2010 – FY 2014 in September 2011 and revised it in 2012. This plan supported five (5) of the seven (7) major program areas established under JAG, which were incorporated into the multi-year strategic plan. On September 17, 2014, the Governor's Committee on Crime (GCOC) voted to add an additional program area for the new strategic plan. The new plan will support six (6) of the seven (7) major program areas established under JAG. These program areas include the following:

- Law enforcement programs
- Prosecution and court programs
- Corrections and community corrections programs
- Drug treatment and enforcement programs
- Prevention and education programs
- Planning, evaluation, and technology improvement programs

A critical part of the strategy is the justification for the need of a program effort and the inadequacy of resources to address it. Hawaii's JAG strategy addresses major criminal justice priority areas that need resources in order to increase public safety: a comprehensive response to sex assault or elder abuse for violent crime; reducing property crime; reducing drug threats and drug related crime; reducing recidivism rates and

improving reentry efforts; reducing juvenile offenses utilizing a coordinated response; improving records management systems and integrated justice information sharing; improving forensic science capabilities; and improving language access within the criminal justice system. Evidence based initiatives and /or multi-agency collaboration to improve the criminal justice system are encouraged to be incorporated in all the priority areas.

### **Local Community Engagement**

CPJAD implemented a process to survey the stakeholders involved in the criminal justice system across all counties of Hawaii through a Survey Monkey instrument released on April 21, 2014. The survey closed on May 19, 2014 with 235 responses from around the state and across all elements of the justice system. These respondent groups represented law enforcement, prosecution, institutional and community corrections, substance abuse, social services, courts, forensics, education, and others. The survey included questions about the JAG federal program areas supported in Hawaii. Community stakeholders reported on what they saw as important, prioritized the state priority areas, reported on the areas of needs and gaps in the state's resources for criminal justice purposes, and provided feedback as to where funding should be allocated. Information gathered from the survey results is aiding in the development of the new strategic plan.

The results of the survey were compiled in a Survey Report that was presented to the CGOC on September 17, 2014. Members discussed and provided feedback to the Survey Report. As a result, the JAG federal program areas were expanded from five to six, to include prevention and education as a program area. Members also voted to keep the eight state priority areas as identified areas of need for JAG funding.

## **Data and Analysis**

The FY 2015- FY 2018 strategic planning process took into consideration a variety of sources to obtain data to support selection of priorities for each program area. These sources include the Uniform Crime Reports, reports and data from applicable agencies, staff participation in multi-agency criminal justice and drug meetings on specific topics, national data, and information from national and local trainings. The strategic planning process also took into consideration the BJA priority areas for JAG funds.

- Reducing Gun Violence
- Body-Worn Cameras, Storage, and Policies
- Recidivism Reduction, Pretrial Reform, and Justice System  
Realignment
- Indigent Defense
- Improving Mental Health Services

Once the strategic plan has been completed, the plan will be reviewed by the members of the GCOC and the Attorney General. A meeting will be held with the GCOC to discuss and approve the plan.

## **C. CAPABILITIES AND COMPETENCIES**

A key mission of the Grants and Planning Branch is to coordinate statewide criminal justice planning efforts and programs. A primary focus has been administering federal grants to improve the criminal justice system. The Branch is also a major resource for criminal justice and non-profit victim service agencies and helps to facilitate, support, and coordinate multi-disciplinary and multi-jurisdictional planning efforts. In

some cases, agencies have requested Branch staff to lead or participate in these planning and coordination efforts; in other cases, the Branch has been a catalyst to initiate these efforts.

Presented below are relevant Branch planning and coordination efforts. A notation is made if other Department of Justice grants, besides JAG, impact these efforts.

- **Interagency Council on Intermediate Sanctions (ICIS).** Branch staff participates in the ICIS effort by providing assistance as requested. The ICIS effort is an evidence-based effort of the courts, prisons, and parole agencies. The CPJAD involvement is to collect and analyze data to assess recidivism outcomes. In the past a Byrne/JAG grant supported the effort.
- **Correctional Program Checklist (CPC).** In an effort to improve the service and treatment response to reduce offender recidivism, ICIS has adopted the CPC to measure program integrity and quality. Branch staff members facilitate the CPC Coordinating Committee. The committee is responsible for developing the processes for coordinating/assigning review teams, scheduling assessments, reviewing reports and responses, providing technical assistance to programs, and developing policies and procedures for program assessment. CPC members include representatives from the Departments of Public Safety, Health, and Human Services, the Judiciary, and the Hawaii Paroling Authority. The CPC is being used to assess adult substance abuse, domestic violence, and sex offender treatment programs to ensure that evidence based practices are used and that a sound agency organization exists.
- **Drug Interdiction Multi-jurisdictional Task Forces.** Branch staff participates in quarterly meetings with the Hawaii Narcotics Task Force and the Statewide

Marijuana Eradication Task Force. The task force meetings provide participants with the opportunity to share information, intelligence, and resources. A portion of these meetings are used for training purposes. Mission scheduling and operational tactical planning also take place during these meetings.

- **Statewide Forensic Sciences Laboratory Services.** The Branch facilitates quarterly statewide meetings for Hawaii forensic science laboratory services personnel. The meetings are used as an opportunity to update and revise the state's "Consolidated State Plan for Hawaii Forensic Science Laboratories." The meetings also serve as a forum to exchange information, discuss efforts to share limited resources, and to encourage improved communication, coordination, and collaboration amongst agencies. The four police departments, the Honolulu Medical Examiner's Office, the Department of Public Safety's (PSD) Narcotics Enforcement Division, and the Criminal Justice and Investigations Divisions (AG) participate in the meetings.
- **State Law Enforcement Training Coordinators Coalition.** The training coordinators from the Honolulu, Hawaii, Kauai, and Maui Police Departments and the Grants and Planning Branch Chief from the Department of the Attorney General meet quarterly to share training information and resources, and when applicable coordinate trainings together.
- **Sex Assault.** The Branch is involved in numerous sex assault efforts. As of 2006, the Legislature placed funding for sex assault victims in the Department of the Attorney General. The Branch administers the master contract for sex assault services with the Sex Abuse Treatment Center (SATC), which contracts with the sex assault crisis centers throughout the state. The Sex Abuse Treatment Center (SATC)



coordinates sex assault services statewide and strives to ensure that a sexual assault victim will receive a complete package of quality services regardless of the county in which the victimization occurred.

- **Victim Witness Coordinators (VWC).** Branch staff convenes the quarterly VWC meetings. The meetings enable federal, state, and county criminal justice personnel to network and discuss victim services and issues. Participating agencies include the four county VW programs, the Crime Victim Compensation Commission (CVCC), the U.S. Attorney's Office, the Federal Bureau of Investigation, and the Missing Child Center Hawaii. The networking and sharing fostered at the meeting leads to improved coordination and collaboration among victim assistance agencies as well as the CVCC. The implementation of the automated victim notification system, which is described below, was initiated by VWC discussions.
- **Automated Victim Notification System (aka VINE, SAVIN).** The Branch was involved in a multi-jurisdictional effort to establish an automated system that would notify victims of the change in status (e.g., release from prison, parole hearing) of their offender. Notification is a method to increase safety for crime victims. The system is operational under the Department of Public Safety (PSD). Branch staff currently serves on the SAVIN Governance Committee.
- **Hawaii Coalition Against Human Trafficking (HCAHT).** Branch staff coordinates the HCAHT meeting logistics, and supports the Kauai Prosecutor's Office in its role as lead agency for the HCAHT. Branch staff attends bi-monthly HCAHT meetings of law enforcement and victim service provider member agencies and participates in the Coalition Operations committee. The purpose of HCAHT is to work collaboratively

to identify, investigate, and prosecute trafficking cases; provide services to victims of trafficking; and increase public awareness of human trafficking. Members share updates regarding the status of human trafficking investigations as well as resources available to victims.

- **Community Safety Assessment Effort.** The Honolulu Community Safety Assessment is an effort being led by Hawaii's Judiciary which brings together representatives from different agencies including the Judiciary, Honolulu Police Department, Department of Health, Department of the Attorney General, Hawaii State Coalition Against Domestic Violence, Department of Human Services, and several non-profit domestic violence victim service agencies. A Community Safety Assessment team, which the Department of the Attorney General actively participates in, is tasked with looking specifically at how to improve victim safety and offender accountability in Honolulu's temporary restraining order (TRO) and order of protection (PO) application and issuance process. The team has been interviewing and collecting information over the past year from various agencies and domestic violence survivors regarding the entire TRO process. At the conclusion of the assessment process, the Community Safety Assessment team will provide findings and recommendations to relevant stakeholders and agencies.

#### **D. PLAN FOR COLLECTING DATA**

The BJA Justice Assistance Grant Program Performance Measures will be applied to projects as appropriate for the activities being conducted. In concert with the JAG's identified performance measures, the SAA will use JAG Project Effectiveness Model (PEM) with its subgrantees. The PEM was developed with the assistance of BJA, and it

ensures that grant applications have a logical link between problem statement, goals, objectives, project activities, budget, and performance measures. In this manner, projects can report whether, or to what extent, objectives were accomplished and performance measures were achieved. The subgrantee project directors submit progress reports every six months. Collection of this data, in conjunction with other monitoring efforts including site visits, will enable the SAA to report on the applicable performance measures as well as obtain and report information on other accomplishments.

The SAA will also submit quarterly reports to BJA through its online Performance Measurement Tool (PMT). Once sub-award contracts are executed, the SAA, through the PMT, will assign each subgrantee a unique user login and password. The SAA, on behalf of the subgrantee, will pre-populate requested information and pre-select the appropriate performance indicators. The subgrantees' project director or designated staff will then be responsible to log onto the PMT database and submit reports on a quarterly basis. The subgrantees deadline to submit reports to the SAA are as follows:

<b><u>Quarter Ending:</u></b>	<b><u>Reports Due:</u></b>
September 30	October 15
December 31	January 15
March 31	April 15
June 30	July 15

An annual report from the subgrantees is due on October 15. The annual report includes the following questions:

1. What were your accomplishments within this reporting period?

2. What goals were accomplished, as they relate to your grant application?
3. What problems/barriers did you encounter, if any, within the reporting period that prevented you from reaching your goals or milestones?
4. Is there any assistance that CPJAD can provide to address any problems/barriers identified in question #3 above?
5. Are you on track to fiscally and programmatically complete your program as outlined in your grant application? (Please answer YES or NO and if no, please explain.)
6. What major activities are planned for the next 6 months?
7. Based on your knowledge of the criminal justice field, are there any innovative programs/accomplishments that you would like to share with CPJAD?

Once reports are submitted, the SAA will review the data and submit the report to BJA.