

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



**FY 2018 GRANT APPLICATION  
PROGRAM NARRATIVE**

**August 2018**

**EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT (JAG) PROGRAM  
FY 2018 GRANT APPLICATION PROGRAM NARRATIVE**

**Program Narrative  
TABLE OF CONTENTS**

	<b>Page</b>
<b>I. EXECUTIVE SUMMARY .....</b>	<b>1</b>
<b>II. INTRODUCTION.....</b>	<b>2</b>
<b>III. NARRATIVE .....</b>	<b>4</b>
<b>A. Description of the Issue .....</b>	<b>4</b>
<b>B. Project Design and Implementation.....</b>	<b>10</b>
<b>C. Capabilities and Competencies.....</b>	<b>13</b>
<b>D. Plan for Collecting Data .....</b>	<b>17</b>

## **I. EXECUTIVE SUMMARY**

The Bureau of Justice Assistance (BJA) requires applicants for the FY 2018 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 it provides agencies with the flexibility to prioritize and place justice funds where they are most needed.

The multi-year strategic plan for the FY 2015 – FY 2018 was finalized in October 2017 and is attached to the application.

## **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. DESCRIPTION OF THE ISSUE**

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

The Grants and Planning Branch multi-year strategy identifies funding priorities based on the needs of the criminal justice programs throughout the state. The State of Hawaii identified six (6) major program areas that were incorporated into the current multi-year strategic plan.

A GCOC meeting was held on March 20, 2018, and the committee voted to add Mental Health Programs and Related Law Enforcement and Corrections Programs, Including Behavioral programs and Crisis Intervention Teams as an additional program area. The seven Federal Purpose Areas include:

- Law enforcement programs
- Prosecution and court programs
- Corrections and community corrections programs
- Drug treatment and enforcement programs
- Planning, evaluation, and technology improvement programs
- Prevention and Education
- Mental health programs and related law enforcement and corrections programs, including behavioral programs and crisis intervention teams

The following are the current State 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 with FY 2018 JAG will need to identify one of the Federal Purpose Areas and at least one of the State Priority Areas. Applicants are strongly encouraged to incorporate evidence-based initiatives and multi-agency collaboration to improve the criminal justice system within all the priority areas. Project identifiers that will be associated with the proposed project activities include: corrections, forensic science, drugs, education, justice information sharing, mental health, prosecution, task forces, and reentry.

### **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:

***Application for Grant:*** 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**

- All applicants that are listed for preliminary recommendation for funding and those applications on the

appeals list are asked to attend the GCOC meeting and do a 5 minute presentation on their project.

- The GCOC members vote on the projects to be funded at the GCOC meeting after all presentations are completed.

**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	October 2018
2. Application for Grant Announcement sent to eligible State and Units of Local Government Agencies	May 2019
3. Application Deadline	June 2019
4. Mail Applications to Peer Reviewers	June 2019
5. Peer Panels Review of Grant Applications	July 2019
6. Branch Review – Review panel score and applications, make recommendations	July 2019
7. Funding Recommendations sent to the Attorney General for Review	August 2019
8. Funding Recommendations are mailed to the GCOC	August 2019
9. Appeals due	August 2019
10. GCOC Meeting – Meeting to hear 5 minute presentations on all recommended and appealed projects. The Attorney General makes final funding decision	September 2019
11. Award Letters Mailed to Grant Recipients	September 2019
12. Project Start Date	January 1, 2020

## **Description of Programs**

The projects to be funded will need to fall within one of the Federal Program Areas and one of the State 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

## **NIBRS Implementation**

Hawaii is approximately midway through its statewide transition to NIBRS. The state UCR program is utilizing its NCS-X funding, and leveraging its department's membership in the Open Justice Broker Consortium, to procure a NIBRS data repository being developed by SEARCH. It is anticipated that a

complete repository solution will be ready around the start of CY 2019. The state program has nearly completed its mapping of Hawaii's criminal statutes to NIBRS offense codes. Using a temporary mapping scheme, the Honolulu Police Department was NIBRS-certified in December, 2017 and is reporting data directly to the FBI while the state program's data repository is being developed. The Hawaii and Kauai police departments are waiting for the repository to attain FBI certification (using Honolulu's data) before reconfiguring their new records management systems (RMS) for NIBRS, which the NCS-X Implementation Team's readiness assessment reports indicate can be readily accomplished. Finally, the Maui police department recently executed a vendor contract for the procurement of a new, NIBRS-compliant RMS, which should be up and running before the end of CY 2019. The only challenge at this time is that the Hawaii police department may require additional funding for the reconfiguration of their RMS.

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

### **Strategic Planning Process**

The Grants and Planning Branch worked in conjunction with the National Criminal Justice Association (NCJA) on developing a new strategic plan to cover FY 2015 – FY 2018. The 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 were taken in the development of the plan: soliciting input from the field through a survey, GCOC engagement, and data integration.

## **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 aided 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 to keep JAG funding broad and flexible.

On June 2, 2015, GCOC members discussed the national trends of multi-jurisdictional drug task forces and how it impacts the state task force projects. There was specific discussion on the new laws passed in Hawaii for marijuana dispensaries and medical marijuana laws. The Attorney General noted that it is still clearly a priority to continue addressing drug abuse. He took note that the police are refocusing the use of funds more strategically and there needs to be more of leveraging other funding sources

to continue supporting the Marijuana and Drug Task Force projects. GCOC members discussed and decided that there needs to be a threshold for task force spending, especially with the decrease in JAG funding levels. The members voted for a 20-30% threshold of overall JAG funding as a guideline for task force application funding. Since the task force is held at this funding level, the applications are not reviewed under the Peer Review Panel of the review process.

### **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 previous BJA priority areas for JAG funds, including:

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

The FY 2015 – 2018 Strategic Plan was distributed to the GCOC during the October 20, 2017 meeting for review and feedback. The final plan was approved on November 6, 2017.

### 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. Hawaii's Statistical Analysis Center (SAC) and the State Administering Agency (SAA) for JAG funds are housed in the same division in the Department of the Attorney General and are therefore able to share information and discuss common issues. 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.

- **Statewide Forensic Sciences Laboratory Services.** The Branch facilitates semi-annual statewide forensic science meetings for Hawaii forensic science personnel. The meetings serve as a forum to exchange information, discuss efforts to share limited resources, update strategic planning, 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; in addition to local Universities, the FBI and military forensic science units.
- **State Law Enforcement Training Coordinators Coalition.** The training coordinators from the Honolulu, Hawaii, Kauai, and Maui Police Departments and staff from the Department of the Attorney General meet regularly to share training information and resources, and when applicable coordinate trainings together.
- **Sex Assault.** The Branch is involved in numerous sex assault efforts. Since 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.
- **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 participates in the HCAHT meetings and supports the Department of the Attorney General in its role as lead agency for the HCAHT. 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.

- **Sexual Assault Kit Initiative (SAKI) Working Group.** The Department is the recipient of a FY 2016 National SAKI \$2 million grant to address the untested sexual assault kits (SAKs) at the Honolulu Police Department, implement statewide practices to ensure that SAKs are tested for DNA and eligible profiles are uploaded to CODIS, and to provide outreach and support services to sexual assault survivors of the untested SAKs. A SAKI Working Group was developed to provide a statewide perspective in ensuring that the reform of prior practices will lead to statewide standards and practices for the testing of the sexual assault evidence collection kits statewide. Members are directly involved with the use, management, and testing of the sexual assault kits, and/or are involved with, communicate with, and support sexual assault victims. The members provide county perspectives. The Working Group members included the Department of the Attorney General and representatives from the Honolulu Police Department; Hawaii Police Department; Maui Police Department; Kauai Police Department; Department of the Prosecuting Attorney; City and County of Honolulu; Office of the Prosecuting Attorney, Hawaii County; Department of the Prosecuting Attorney, Maui County; Office of the Prosecuting Attorney, Kauai County; Kapiolani Medical Center for Women & Children, The Sex Abuse Treatment Center; YWCA of Hawaii Island, Sexual Assault Support Services; Child and Family Service; Maui Sexual Assault Center; and the YWCA of Kauai, Sexual Abuse Treatment Program.

#### **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:

**Quarter Ending:**

September 30

December 31

**Reports Due:**

October 15

January 15

March 31

April 15

June 30

July 15

A semi-annual report from the subgrantees is due on January 15 and July 15. The semi-annual report includes the following questions:

1. What were your major accomplishments during this reporting period?
2. What goals and objectives were accomplished during this reporting period, as they relate to your grant application?
3. Describe the project activities, as stated in your application that occurred during the reporting period.
4. Please report on all performance indicators, as state din your application.
5. What problems/barriers did you encounter, if any, within the reporting period that prevented you from reaching your goals or milestones?
6. Is there any assistance that CPJAD can provide to address any problems/barriers identified?
7. Are you on track to fiscally and programmatically complete your program as outlined in your grant application?
8. What major activities are planned for the next 6 months?
9. Based on your knowledge of the criminal justice field, are there any innovative programs/accomplishments that you would like to share with CPJAD?
10. Based on your knowledge, are there any gaps/needs you see in the criminal justice system that should be addressed?

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

Additionally, the SAA will ensure that any law enforcement agency receiving sub-awarded JAG funding will submit quarterly accountability metrics data related to training on use of force, racial and ethnic bias, de-escalation of conflict, and constructive engagement with the public that officers have received. All current members of a law enforcement task force funded with JAG are required to complete BJA's Center for Task Force Integrity and Leadership trainings online every four years. The certificate of completion is kept on file at the Department of the Attorney General.