

LAW ENFORCEMENT STANDARDS BOARD ADMINISTRATIVE PLAN

May 2026

Victor McCraw, Administrator

PLAN REVISION HISTORY

Version	Date	Author	Summary of Changes
1.0	November 2025	Victor McCraw, Administrator	Initial release
2.0	April 2026	Victor McCraw, Administrator	Integrates staffing and budget proposal, communications plan, and provisional certification plan; updated legislative status
3.0	May 2026	Victor McCraw, Administrator	Reflects FY 2027 appropriations request outcome: Administrative Manager and Training and Curriculum Coordinator funded; Updates legislative status language for SB 2593.

NOTE: This table records substantive revisions to the LESB Administrative Plan. Minor editorial corrections do not generate a new version number. Prior versions are retained in the administrative record maintained by the Office of the Board Administrator.

PREFACE

The Hawai'i Law Enforcement Standards Board (LESB) Administrative Plan is the Administrator's working account of how LESB will build and sustain statewide law enforcement certification authority under Chapter 139, Hawai'i Revised Statutes.

The Board was established by Act 220 in 2018. Administrative operations began in October 2024 with the appointment of the first Administrator. The task ahead is significant: certifying up to 4,000 active law enforcement officers across eight state and county agencies and four counties, establishing the administrative rules, systems, staffing, and oversight processes that will govern certification and professional standards on a permanent basis. This is the first statewide certification authority of its kind in Hawai'i's history.

This plan is issued by the Administrator as an informational and accountability document. It is the primary reference for the Board, the Legislature, partner agencies, and the public on how LESB is organized, how implementation will proceed, and what resources and legislative actions are required. It does not create binding policy or administrative rules.

This Administrative Plan is designed to fulfill, in part, LESB's obligation under HRS §139-3(14) to conduct its own study to evaluate how to satisfy its duties efficiently and effectively in accordance with the law. The plan documents the Board's organizational structure, staffing requirements, implementation sequencing, budget projections, and operational frameworks. It serves as the primary evidence of LESB's ongoing self-evaluation and as the vehicle through which findings are translated into actionable planning.

Because LESB is a new agency building its structure and functions while simultaneously carrying out its statutory responsibilities, this plan is a living document. It will be reviewed and updated as milestones are reached, legislative actions are taken, and operational experience accumulates. Each revision will reflect what has been accomplished, what has changed, and what remains to be done. Prior versions will be retained as part of the administrative record.

EXECUTIVE SUMMARY

The Task

The Hawai'i Law Enforcement Standards Board is charged with establishing the first statewide law enforcement officer certification system in Hawai'i's history. Under HRS Chapter 139, the Board sets minimum standards for the employment, training, and certification of law enforcement officers; certifies qualified officers; maintains a centralized certification database; and enforces professional conduct standards statewide. The system will apply to approximately 4,000 active officers across eight state and county law enforcement agencies.

Where Things Stand

The Board was established in 2018 but did not receive operational resources until the appointment of the Administrator in October 2024. Since that time, the Administrator has been carrying out all executive, administrative, and operational functions as the sole staff member while preparing the organizational, regulatory, and procurement foundations required for full implementation. Work completed to date includes development of nine chapters of draft administrative rules, a Board-approved Job Task Analysis RFP ready for publication, a proposed five-division organizational structure with supporting budget documentation, testimony on pending legislation, and initiation of the Act 210 model vehicular pursuit policy.

The five-division organizational model, the associated positions, and the full operating budget are proposals pending legislative appropriation. Three bills directly affecting LESB's implementation capacity were before the Legislature during the 2026 session: legislation to extend the certification deadline, legislation to exempt key positions from civil service, and appropriations requests for initial and expanded staffing. SB 2519, which extends the statutory certification deadline to July 1, 2028, has passed the Legislature and been enrolled to the Governor. The FY 2027 appropriations request resulted in only the Administrative Manager and Training and Curriculum Coordinator receiving funding. SB 2593, which sought to create an exempt and excluded position status for those two positions, did not pass. All proposed positions remain subject to civil service and collective bargaining requirements. Implementation sequencing and pace will proceed based on those outcomes.

What Lies Ahead

Implementation follows a phased approach linking legislative appropriations, staffing activation, administrative rule adoption, and system readiness. Early phases concentrate on establishing core administrative and investigative capacity, completing the rules process, and launching the Job Task Analysis. Subsequent phases expand to statewide standards development, agency onboarding, certification processing, and accreditation readiness. Evaluation and quality assurance activities run continuously from the outset. A summary of phases and their primary objectives appears in the following table.

Implementation Phases and Primary Objectives

Phase	Trigger / Condition	Core Objectives	Lead*
Phase 0 - Foundation	Underway	Establish office operations; complete rule drafts; finalize budget and staffing proposals; prepare procurement packages	OBA
Phase 1 - Initial Implementation	Initial appropriation secured	Recruit core staff; implement certification and LMS systems; begin agency outreach	ASD
Phase 2 - Training and Standards	Phase 1 staffing in place	Launch Job Task Analysis; finalize training curricula; establish minimum employment and continuing education requirements	TSD
Phase 3 - Compliance and Certification	Rules adopted; systems operational	Begin certification processing; activate professional standards enforcement concurrent with rules adoption	PSD
Phase 4 - Evaluation and Accreditation	Phase 3 operational	Conduct internal audit and mock accreditation review; refine policies; issue first comprehensive Board report on certification outcomes	All Divisions

*** Note:** **OBA** = Office of the Board Administrator; **ASD** = Administrative Services Division; **TSD** = Training Standards Division; **PSD** = Professional Standards Division; **RED** = Regional Engagement Division. Division structure and abbreviations are defined in Document Conventions.

Guiding Frameworks

LESB’s implementation is guided by four evidence-based frameworks: the Hale Performance-Based Certification model, IADLEST POST Accreditation Standards, the 21st Century Policing framework, and the LESB 10-Step Evaluation Framework.

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DOCUMENT CONVENTIONS

To ensure clarity and internal consistency, this plan follows the conventions below.

Organizational Structure

The proposed five-division organizational structure is referenced throughout this plan as follows. Division names and abbreviations reflect the structure pending legislative appropriation and are not yet adopted.

- Office of the Board Administrator (OBA)
- Administrative Services Division (ASD)
- Training Standards Division (TSD)
- Professional Standards Division (PSD)
- Regional Engagement Division (RED)

Proposed and Draft Status

The five-division organizational structure, associated positions, and full operating budget are proposals pending legislative appropriation. Administrative rules chapters XX-1 through XX-9 are in draft form and have not been formally adopted under HRS Chapter 91. This plan describes proposed and planned elements in the present or future tense; adopted or enacted elements are identified as such.

Abbreviations

Abbreviations used throughout this plan are defined in the Glossary (Appendix Z). LESB is used without an article throughout. References to “the Board” mean the Hawai‘i Law Enforcement Standards Board.

Implementation Phases

Administrative Plan implementation phases are referenced as Phase 0, Phase 1, Phase 2, Phase 3, and Phase 4. Budget and staffing funding phases are referenced as Phase I, Phase II, and Phase III. These are distinct reference systems. Implementation phases describe operational sequencing. Funding phases describe legislative appropriation requests.

Tables and Figures

Tables and figures are numbered by section. The first table in Section 3 is Table 3-1, the second is Table 3-2, and so on. Front matter tables are unnumbered.

Appendix Updates

The Administrator may update individual appendices between full plan revisions when the content of a specific appendix changes independently of the plan's other sections. When an appendix is updated in isolation, the revision is noted in the Plan Revision History with the appendix letter, title, and a brief description of the change.

PART I: FOUNDATION

Section 1. PURPOSE, SCOPE, AND AUTHORITY

1.1 Purpose of This Administrative Plan

This Administrative Plan establishes the organizational framework, operational strategy, and implementation approach for the Hawai'i Law Enforcement Standards Board as it works to fulfill its statutory mandate under Hawai'i Revised Statutes Chapter 139. The plan serves as the primary reference for the Board, its Administrator, and its staff, and as the principal documentation of the Board's formation-phase activities, evidence-based methodologies, and implementation sequence for the Legislature, the Department of the Attorney General, and peer law enforcement standards organizations.

This plan supersedes the November 2025 Administrative Plan. It integrates the organizational framework, staffing model, communications plan, and provisional certification plan into a single comprehensive document reflecting the Board's current operational state and forward planning as of May 2026.

1.2 Statutory Basis

LESB is established under HRS Chapter 139. The Board's authority to certify law enforcement officers, establish training and professional conduct standards, and regulate the law enforcement profession in Hawai'i derives from that chapter. HRS Section 139-6 establishes the core certification requirement that no person shall be qualified for appointment or retention as a law enforcement officer unless certified by the Board. HRS Section 139-3 enumerates the Board's powers and duties. HRS Section 139-9 requires the Board to submit annual reports to the Governor and Legislature.

1.3 Board Mandate and Statewide Significance

LESB is charged with establishing and enforcing minimum standards for the certification, training, and professional conduct of law enforcement officers across the State of Hawai'i. This mandate encompasses approximately 4,000 officers employed by eight state and county agencies across four counties. The Board's work directly affects the qualifications of every law enforcement officer in Hawai'i, the quality and consistency of law enforcement training statewide, the integrity of the certification and decertification process, and the public's confidence in the professionalism and accountability of Hawai'i's law enforcement community.

LESB is the first statewide law enforcement certification authority in Hawai'i's history. Its formation represents a fundamental change in how the State regulates the law enforcement profession, moving from a framework in which each agency administered its own standards to a unified statewide system grounded in evidence-based best practices and subject to independent regulatory oversight.

1.4 Relationship to Administrative Rules

The Board's regulatory authority is exercised through administrative rules adopted under HRS Chapter 91. Nine chapters of administrative rules have been developed in draft form governing the full scope of the Board's statutory functions. These chapters cover: general provisions and definitions; law enforcement officer certification standards; training standards; instructor certification and authorization; training credit and continuing education; professional standards and ethical conduct; certification action procedures; data management and information transparency; and waivers, variances, and special provisions. The formal adoption process under HRS Chapter 91 has not yet been initiated. Until rules are adopted, the Board's formation-phase activities are directed toward building the administrative infrastructure necessary to make those rules operational upon adoption.

1.5 Board Composition

As specified in HRS §139-2(a), the Board consists of eighteen members representing state and county law enforcement agencies and the public. The membership includes eight ex officio members from state and county agencies, five law enforcement representatives, one union representative, and four public members - one from each county. As of November 2025, four positions are vacant: county law enforcement officer seats for Honolulu, Maui, and Kaua'i Counties, and the public member seat for Kaua'i County.

The statute currently lists:

1. Attorney General (or designee)	1 Position
2. Director of Law Enforcement (or designee) – formerly Public Safety	1 Position
3. Chairperson of BLNR (or designee)	1 Position
4. Director of Taxation (or designee)	1 Position
5. Four county chiefs of police (Honolulu, Hawai'i, Maui, Kaua'i)	4 Positions
6. Four county law-enforcement officers (one from each county)	4 Positions
7. One state law-enforcement officer	1 Position
8. One SHOPO representative	1 Position
9. Four public members (one from each county)	4 Positions

Total = 18 members.

Table 1-1: Current LESB Membership (as of April 2026)

Category	Position	Status
Ex officio (8)	AG – Anne Lopez	Filled
	DLE – Mike Lambert	Filled
	BLNR/DOCARE – Jason Redulla (designee)	Filled
	Tax – Gary Suganuma	Filled
	HPD – Chief Rade Vanic (Interim)	Filled
	HCPD – Chief Reed Mahuna	Filled
	MPD – Chief John Pelletier	Filled
	KPD – Chief Rudy Tai	Filled
County LE (4)	Honolulu County Officer	Vacant
	Hawai'i County Officer – Sherry Bird (holdover)	Filled
	Maui County Officer	Vacant
	Kaua'i County Officer	Vacant
State LE (1)	Jared Redulla (holdover)	Filled
SHOPO (1)	Don Faumuina	Filled
Public Members (4)	Honolulu – Adrian Dhakhwa (Chair)	Filled
	Hawai'i – Harry Kubojiri (holdover)	Filled
	Maui – Craig Tanaka (holdover)	Filled
	Kaua'i – Vacant	Vacant

NOTE: Membership status will be updated with each plan revision.

Members are appointed by the **Governor** in accordance with **HRS § 26-34**, serve **staggered three-year terms**, and may continue until successors are confirmed. The Board **elects a Chair and Vice Chair** from among its members and acts by **majority vote** of those present, provided a quorum is achieved under **HRS § 139-2(f)**.

Section 2: Historical Context and Foundational Progress

2.1 Legislative Creation

LESB was established by Act 220, Session Laws of Hawai'i 2018, codified as HRS Chapter 139. The Legislature created the Board to address the absence of a statewide framework for law enforcement officer certification, training standards, and professional conduct oversight. Prior to the Board's establishment, each law enforcement agency in Hawai'i administered its own employment and training standards without unified statewide oversight or independent regulatory review.

2.2 Board Formation and Governance

Following enactment, the Governor appointed Board members over a period of years, with appointments beginning in 2019 and the final seat filled in 2024. The Board held its organizational meeting, elected officers, and established governance procedures consistent with HRS Chapter 92 (Sunshine Law). In March 2025, the Board elected Adrian Dhakhwa as Chair. Following Chief Logan's retirement, the Board elected Mike Lambert as Vice Chair in July 2025.

2.3 Administrator Appointment and Initial Operations

The Board's first Administrator was appointed in October 2024, marking the beginning of active administrative operations. From that point forward, all executive, administrative, and operational functions have been carried out by the Administrator without permanent staff. The Administrator completed mandatory state training in procurement, ethics, and contracting and established basic administrative procedures, Board meeting support, and stakeholder communication channels.

PART II: ORGANIZATIONAL FRAMEWORK

Section 3: Organizational Structure and Governance

3.1 Five-Division Framework

The Board’s proposed operating structure consists of five divisions under the Office of the Board Administrator. This structure is proposed pending full appropriation and staffing, as described in [Section 4](#). Division names, abbreviations, and functional assignments used throughout this plan are defined here and apply consistently across all sections and appendices.

The five-division framework provides balanced coverage of every statutory responsibility under HRS § 139-3:

- **OBA** – executive leadership, policy coordination, and Board governance support.
- **ASD** – Administrative Services Division: finance, procurement, records, facilities, and information technology.
- **TSD** – Training Standards Division: training standards, curriculum, academy oversight, and instructor approval.
- **PSD** – Professional Standards Division: investigations, administrative hearings, and certification action reporting.
- **RED** – Regional Engagement Division: statewide liaison, technical assistance, and agency compliance support.

The proposed divisional structure and reporting relationships are illustrated in Figure 3-1.

Hawai'i Law Enforcement Standards Board

Phase III LESB Staffing (Proposed)



Figure 3-1: Proposed future full staffing of the LESB (updated April 2026)

3.2 Office of the Board Administrator (OBA)

Provides executive leadership, policy coordination, and cross-divisional oversight. The Administrator serves as the agency head and primary liaison to the Legislature, the Attorney General, and external partners. The Office manages Board governance support, strategic planning, and inter-division coordination.

3.2.1 OBA Positions

- **Administrator:** Agency head; directs all Board operations and is accountable to the Board for implementation of statutory responsibilities under HRS Chapter 139.
- **Executive Assistant to the Administrator:** Confidential executive aide; coordinates scheduling, document flow, correspondence, and logistical support on behalf of the Administrator.

Positions and position description summaries are provided in Appendix A.

3.3 Administrative Services Division (ASD)

Serves as the central administrative hub managing finance, procurement, contracts, human-resources coordination, records, facilities, and information-technology systems. ASD also maintains the certification and learning-management platforms that support every division.

3.3.1 ASD Positions

- **Administrative Manager:** Oversees core internal operations of ASD; supervises administrative support personnel; manages document flow, records systems, and deadline coordination across all divisions.
- **Administrative Records Specialist:** Manages certification records, meeting support, purchasing, and logistical coordination; ensures compliance with public records requirements under HRS Chapter 92F.
- **Systems and Learning Technology Specialist:** Manages internal technology functions including the certification database, learning management system, and user-level technical support.

Positions and position description summaries are provided in Appendix A.

3.4 Training Standards Division (TSD)

Develops, approves, and monitors all basic and continuing-education training for law-enforcement officers statewide. TSD establishes curriculum standards, reviews training academies, approves instructors, and manages training compliance.

3.4.1 TSD Positions

- **Training and Curriculum Coordinator:** Division lead; oversees development of statewide training standards, coordinates with academies and agencies on curriculum compliance, and serves as primary staff liaison for training-related Board activities.
- **Training Standards Analyst:** Conducts research and analysis supporting training standards development; evaluates course materials for compliance with Board requirements; assists in policy drafting and curriculum review.
- **Certification Specialist:** Manages training-related certification records; monitors agency compliance with LESB training requirements; coordinates certification workflows between TSD and other divisions.
- **Training Program Specialist:** Develops and maintains law enforcement training programs; coordinates curriculum delivery with academies and agencies; supports instructor certification processes and continuing education tracking.

Positions and position description summaries are provided in Appendix A.

3.5 Professional Standards Division (PSD)

Conducts independent investigations into alleged misconduct and certification violations, coordinates administrative hearings, and manages certification-action reporting to the National Decertification Index. PSD maintains operational independence to ensure objectivity and due-process compliance.

3.5.1 PSD Positions

- **Lead Investigative Agent:** Division supervisor; conducts complex investigations requiring senior-level oversight; coordinates with legal counsel on hearing preparation, policy development, and case management; ensures consistent application of investigative standards and due process requirements across all certification enforcement actions.

- **Investigative Agent (2):** Conduct field and administrative investigations into officer misconduct and certification eligibility matters; gather evidence, interview witnesses, and prepare investigative reports under direction of the Lead Investigative Agent.

PSD is also supported by contract services for supplemental investigative capacity and Administrative Law Judge services for contested case hearings under draft Chapter XX-7. Contract support provides flexibility for peak caseloads, specialized expertise, and neighbor island coverage.

Positions and position description summaries are provided in Appendix A.

3.6 Regional Engagement Division (RED)

Provides statewide liaison and technical-assistance services to law-enforcement agencies. Regional Liaisons guide agencies through certification processes, collect field feedback, and promote implementation of consistent standards.

3.6.1 RED Positions

- **Lead LESB Liaison:** Division supervisor; serves as primary liaison to the Honolulu Police Department; oversees interagency coordination and regional liaison operations statewide; supervises Regional LESB Liaisons.
- **Regional LESB Liaison (2):** Provide field-based liaison and compliance support to assigned agencies across the state; coordinate certification data collection; represent LESB at regional police commission meetings, community forums, and law enforcement events; report field intelligence to LESB headquarters through the Lead LESB Liaison.

Positions and position description summaries are provided in Appendix A.

3.7 Board Governance

The Board operates through regular public meetings conducted under HRS Chapters 91 and 92 (Sunshine Law). Meetings are publicly noticed, open to participation, and recorded in minutes maintained by the Administrator. A quorum is achieved when a majority of members are present, as required under HRS §139-2(f). The Board acts by majority vote of members present at a duly noticed meeting.

The Chair presides over meetings and provides Board leadership. The Vice Chair serves in the Chair's absence. The Administrator supports Board governance by preparing agendas, coordinating meeting materials, maintaining records, and managing follow-through on Board decisions.

The Board's deliberative functions include adopting administrative rules, setting certification standards, approving budgetary priorities, and reviewing certification actions of significant consequence. Day-to-day administrative and operational functions are delegated to the Administrator under HRS §139-3.

Section 4: Staffing Plan

4.1 Purpose

This section describes LESB’s staffing structure, the sequence in which positions will be filled, and the current status of staffing requests before the Legislature. **Staffing is the single most consequential variable in LESB’s implementation timeline.** No certification, training standards, or professional standards function can be fully executed without staff beyond the Administrator.

4.2 Current Staffing Status

LESB currently operates with one funded position: the Administrator, appointed in October 2024. The Administrator carries out all executive, administrative, and operational functions as the sole staff member.

The original FY 2027 supplemental budget request submitted through the Department of the Attorney General sought six new positions across three divisions. That request was reduced to three positions through the budget review process. The FY 2027 appropriations request resulted in funding for two of the three requested positions:

- Administrative Manager (Administrative Services Division)
- Training and Curriculum Coordinator (Training Standards Division)

The Lead Investigative Agent (Professional Standards Division) was not funded. Positions and position description summaries are provided in Appendix A.

4.3 Civil Service Exemption

All proposed LESB staff positions are recommended to be exempt from civil service and collective bargaining requirements. SB 2593, which would have amended HRS Section 76-16(b) and HRS Section 139-3 to authorize these exemptions, did not pass during the 2026 legislative session. All proposed LESB positions remain subject to civil service and collective bargaining requirements.

4.4 Planned Staffing Complement

The planned full staffing complement is fifteen positions: the Administrator plus fourteen staff. Positions are distributed across three phases, each contingent on legislative appropriation. The phase structure is summarized in Table 4-1.

Table 4-1: Staffing Phases and Positions

Staffing Phase	Trigger	Positions Added	Division
Phase I	Initial appropriation	Administrative Manager	ASD
		Training and Curriculum Coordinator	TSD
Phase II	Phase 1 staffing in place; subsequent appropriation	Lead Investigative Agent	PSD
		Executive Assistant to the Administrator	OBA
		Administrative Records Specialist	ASD
		Systems and Learning Technology Specialist	ASD
		Training Standards Analyst	TSD
		Certification Specialist	TSD
		Investigative Agent	PSD
Phase III	Phase 2 staffing in place; subsequent appropriation	Lead LESB Liaison	RED
		Regional LESB Liaison (x2)	RED
		[Remaining positions per Board direction]	TBD

Positions, position description summaries are in [Appendix A](#). Salary ranges, supporting cost details, and funding amount estimates are in Appendix B. The implementation process map is provided in Appendix I.

4.5 Contingency

Of the three requested Phase I positions, two were funded: the Administrative Manager and the Training and Curriculum Coordinator. The Lead Investigative Agent was not funded. The Administrator will absorb Professional Standards Division functions until the Lead Investigative Agent position is funded in a subsequent appropriation cycle. [Section 17.3](#) describes the risk mitigation approach under this staffing configuration.

PART III: EVIDENCE-BASED FRAMEWORKS

Section 5: Hale Performance-Based Certification Framework

5.1 Purpose and Role of the Framework

The Hale Performance-Based Certification framework, drawn from Judith Hale's *Performance-Based Certification: How to Design a Valid, Defensible, Cost-Effective Program* (Pfeiffer/Wiley, 2012), provides the operational foundation for how LESB designs, builds, and evaluates its certification program. The framework ensures that every certification activity undertaken by LESB is grounded in validated job performance requirements, legally defensible process documentation, and measurable outcomes linked directly to the statutory objectives of HRS Chapter 139.

LESB adopts the Hale framework not as a supplemental reference but as the primary operational methodology governing how certification standards are built, how assessments are designed and validated, how the program is governed and administered, and how outcomes are evaluated and improved. All certification-related work products produced by LESB are expected to reflect the principles and sequence established by the Hale toolset.

5.2 Framework Structure

The Hale toolset consists of 33 tools organized into ten sequential categories that span the complete certification program lifecycle. The ten categories, in order, are:

1. Planning and Justification
2. Business Case Development
3. Requirements and Standards
4. Job or Task Analysis
5. Assessment and Testing
6. Governance and Administration
7. Recertification and Maintenance
8. Program Implementation
9. Statewide Credentialing
10. Evaluation and Continuous Improvement

Each category builds on the one before it, creating a structured progression from initial program design through ongoing improvement. A complete description of all 33 tools, their application to LESB operations, and their alignment to administrative rules chapters and HRS Chapter 139 provisions is provided in Appendix C.

5.3 Application to LESB Operations

The Hale tools are applied in sequence across the implementation phases described in Part IV, with each tool category aligned to the work of the phase in which it is most relevant. Responsibility for applying the tools is distributed across divisions according to subject matter. A complete crosswalk of all 33 tools to LESB divisions, implementation phases, applicable administrative rules chapters, and HRS Chapter 139 provisions are provided in Appendix C.

5.4 Legal Defensibility and Accreditation Value

The Hale framework is designed to produce certification programs that are legally defensible in administrative and judicial challenges. By grounding every certification requirement in validated job task data, every assessment in documented specifications, and every governance decision in auditable procedures, the framework ensures that LESB's actions can withstand scrutiny from officers, agencies, courts, and oversight bodies.

The framework also directly supports LESB's pathway toward IADLEST POST accreditation. Each Hale tool category corresponds to one or more IADLEST accreditation domain, meaning that documentation produced through proper application of the tools simultaneously builds the evidentiary record required for accreditation review. The relationship between Hale tool categories and IADLEST accreditation domains is detailed in the crosswalk provided in Appendix C.

Section 6: IADLEST POST Accreditation Standards

6.1 Purpose and Role of the Framework

The International Association of Directors of Law Enforcement Standards and Training (IADLEST) administers a national accreditation program for POST agencies through its *Accreditation Procedures and Standards Manual* (Edition V9, May 2021). IADLEST POST accreditation is the recognized national benchmark for how a state law enforcement standards and training agency should be organized, governed, documented, and evaluated.

LESB uses the IADLEST standards as the external quality benchmark against which its policies, procedures, and operations are measured. Where the Hale framework tells LESB how to build a certification program, the IADLEST standards tell LESB what a credible, nationally recognized POST agency looks like from the outside. The two frameworks are complementary and are applied together throughout implementation.

6.2 Standard Domains

The IADLEST accreditation standards are organized across the following domains:

- Statutory and regulatory compliance
- Governance and authority
- Training and curriculum standards
- Assessment and testing
- Instructor qualifications
- Records management
- Continuous improvement

Compliance with each domain is demonstrated through written policies, administrative controls, and supporting evidence reviewed during a formal assessment process.

6.3 The Accreditation Process

IADLEST accreditation follows five steps:

1. **Application:** The agency submits a formal application and fee to IADLEST, which assigns an accreditation project team.
2. **Applicant Preparation:** The agency conducts a self-assessment against all IADLEST standards, remediates gaps, and compiles proofs of compliance.

3. **Assessment:** An IADLEST assessment team conducts a records review and on-site visit, then prepares an assessment report with findings and recommendations.
4. **Accreditation:** The IADLEST Board of Directors reviews the assessment report and issues an accreditation determination.
5. **Reaccreditation:** Accreditation is time limited. The agency undergoes a reaccreditation review on a recurring cycle to demonstrate continued compliance.

6.4 LESB Accreditation Pathway

LESB's goal is to achieve IADLEST POST accreditation. The accreditation pursuit is integrated into the phased implementation described in Part IV, with preparatory work beginning in Phase 2 and the formal application targeted for Phase 4. The Administrator will serve as Accreditation Manager. All divisions will contribute documentation, policies, and supporting evidence consistent with their respective areas of responsibility.

A crosswalk of IADLEST accreditation domains to Hale tool categories and LESB implementation phases is provided in Appendix C.

Section 7: 21st Century Policing Framework

7.1 Purpose and Role of the Framework

The 21st Century Policing framework, drawn from the *Final Report of the President’s Task Force on 21st Century Policing* (2015) and reaffirmed in the *Task Force on 21st Century Policing: A Renewed Call to Action* (2023), establishes the values and community-facing principles that guide LESB’s certification and training standards. Where the Hale framework addresses how the certification program is built and the IADLEST standards address what a credible POST agency must look like, the 21st Century Policing framework addresses why those standards matter and how they connect to public trust, legitimacy, and accountability.

LESB’s statutory authority under HRS Chapter 139 provides direct tools for advancing the framework’s principles through certification requirements, training standards, professional conduct oversight, and public reporting.

7.2 The Six Pillars

The framework is organized around six pillars, each of which corresponds to areas of LESB responsibility:

1. **Building Trust and Legitimacy:** promoting public confidence through transparent, uniform certification standards and fair enforcement of professional conduct requirements.
2. **Policy and Oversight:** establishing statewide policies on certification, training, use of force, and professional conduct through rulemaking and independent investigation.
3. **Technology and Social Media:** using data systems and public reporting to strengthen transparency and support evidence-based decision-making.
4. **Community Policing and Crime Reduction:** embedding community engagement, procedural justice, de-escalation, and cultural competence into training standards.
5. **Officer Training and Education:** ensuring that basic and continuing education requirements reflect national standards and promote professional growth.
6. **Officer Wellness and Safety:** incorporating officer wellbeing considerations into training requirements and professional standards.

7.3 Application to LESB Operations

The six pillars inform the content and priorities of LESB's training standards, the design of its public reporting practices, and the principles embedded in its administrative rules. They do not replace or duplicate the Hale or IADLEST frameworks; they provide the values context within which those frameworks are applied.

A detailed correlation of the six pillars to specific LESB functions, administrative rules chapters, and HRS Chapter 139 provisions is provided in Appendix E.

Section 8: LESB 10-Step Evaluation Framework

8.1 Purpose and Role of the Framework

The LESB 10-Step Evaluation Framework is adapted from the evaluation model developed by Dr. Seung Youn (Yonnie) Chyung, EdD, of Boise State University, as presented in *10-Step Evaluation for Training and Performance Improvement* (SAGE Publications, 2019). The framework provides a systematic process for planning, conducting, and using the results of program evaluations across all LESB functions.

While the Hale framework builds the certification program and the IADLEST standards define what accreditation-ready operations look like, the 10-Step Evaluation Framework is the tool LESB uses to measure whether its programs are actually working. It is the integrating layer that connects the other three frameworks to measurable outcomes and continuous improvement.

8.2 Framework Structure: The 10 Steps

The 10-step process is organized into three phases, each producing a deliverable.

Identification Phase (Steps 1-3):

Deliverable: Statement of Work (reviewed each evaluation cycle)

1. Identify the program to be evaluated.
2. Identify stakeholders of the program and their needs.
3. Identify the purpose of evaluation based on how the findings will be used.

Planning Phase (Steps 4-6):

Deliverable: Evaluation Proposal (reviewed each evaluation cycle)

4. Develop or review a program logic model for the program.
5. Determine dimensions and importance weighting.
6. Determine data collection methods.

Implementation Phase (Steps 7-10):

Deliverable: Evaluation Final Report (compiled quarterly and annually)

7. Develop data collection instruments.
8. Collect data.
9. Analyze data with rubrics.
10. Draw conclusions.

Three ongoing tasks run in the background throughout all three phases: checking whether the evaluation is feasible, identifying and monitoring risks, and reviewing the evaluation process itself to make sure it is producing reliable results.

8.3 Application to LESB Operations

LESB applies the 10-step process across all five divisions and across all implementation phases. It is used for evaluating certification program components, training standards, agency compliance, stakeholder engagement, and Board operations. Evaluation findings feed directly into annual reporting under HRS Section 139-9 and into the continuous improvement cycle maintained by the Office of the Board Administrator.

The full LESB 10-Step Evaluation Framework, including key questions, evidence sources, responsible divisions, and reporting intervals, is provided in Appendix F.

PART IV: IMPLEMENTATION

Section 9: Job Task Analysis

9.1 Purpose

The Job Task Analysis (JTA) is the research process by which LESB identifies and validates the specific knowledge, skills, and abilities required for competent performance as a law enforcement officer in Hawai'i. The JTA is not an administrative formality. It is the evidentiary foundation upon which all certification requirements, training standards, and assessment instruments are built. Without a completed JTA, LESB cannot establish certification standards that are legally defensible or that accurately reflect the actual demands of law enforcement work in Hawai'i.

9.2 Statutory and Framework Basis

The JTA is required to fulfill LESB's statutory responsibilities under HRS Section 139-3 to establish minimum standards for officer employment, training, and certification. It directly corresponds to Hale Tools 4.1 and 4.2, which govern the methodology and quality review for job and task analysis. The JTA also satisfies IADLEST accreditation requirements for validated, performance-based standards development.

9.3 Procurement Approach

The JTA will be conducted by a qualified external vendor selected through a competitive procurement process. The Request for Proposals has been developed and is ready for publication. The procurement timeline is designed to achieve contract award and project launch as quickly as possible following, or concurrent with, activation of Phase I staffing.

9.4 Scope and Deliverables

The JTA will cover all law enforcement officer classifications subject to LESB certification across all eight subject agencies. The vendor will engage officers, supervisors, agency representatives, and community stakeholders statewide. Expected deliverables include a validated task inventory, a performance standards matrix, and a final report suitable for

direct use in developing administrative rules and training curricula under draft Chapters XX-3 and XX-4.

9.5 Application of Results

JTA findings will be used by TSD to develop minimum employment standards, basic training requirements, and continuing education requirements. They will also inform the assessment design process governed by Hale Tools 5.1 through 5.11. The JTA is a single-cycle project, but its results will be reviewed and updated on a schedule consistent with IADLEST accreditation requirements and Board policy.

Section 10: Administrative Rules Development and Rulemaking Process

10.1 Purpose

Administrative rules are the legal instrument through which LESB's statutory authority under HRS Chapter 139 becomes operational and enforceable. Without adopted rules, LESB cannot process certification applications, impose certification requirements on agencies, or take enforcement action against officers who fail to meet standards. Rules development is therefore not a background administrative task but a core operational prerequisite.

10.2 Rules Development Status

The Administrator drafted nine chapters of administrative rules covering all aspects of certification, training, professional conduct, and data management. The formal adoption process under HRS Chapter 91 has not yet been initiated. Current status of each chapter is tracked by the Administrator and reported to the Board. The chapters are organized into adoption groups as described in Section 10.3.

The nine chapters and their subjects are:

- Chapter XX-1: General Provisions
- Chapter XX-2: Law Enforcement Officer Certification
- Chapter XX-3: Training Standards
- Chapter XX-4: Instructor Certification and Authorization Standards
- Chapter XX-5: Training Credit and Continuing Education Requirements
- Chapter XX-6: Professional Standards and Ethical Conduct
- Chapter XX-7: Certification Action Procedures
- Chapter XX-8: Data Management and Information Transparency
- Chapter XX-9: Waivers, Variances, and Special Provisions

10.3 Adoption Groups

The nine chapters are organized into three adoption groups reflecting both operational priority and subject matter independence. Chapters that do not depend on completed training standards or JTA results can proceed to adoption as soon as Board review and the HRS Chapter 91 process are complete. Chapters that establish conduct and enforcement authority are similarly independent and can take effect at Board discretion.

- Group 1 (foundational authority and conduct): Chapters XX-1, XX-2, XX-6, and XX-7

- Group 2 (training and standards, JTA-dependent): Chapters XX-3, XX-4, and XX-5
- Group 3 (records, data governance, and special provisions): Chapters XX-8 and XX-9

10.4 Rulemaking Process

Each chapter must complete the formal adoption process required under HRS Chapter 91, which includes public notice, public hearing, Board adoption, and submission for gubernatorial approval. This process requires significant lead time and staff capacity. The rulemaking schedule is therefore directly dependent on the staffing activation sequence described in [Section 4](#).

PART V: PROVISIONAL CERTIFICATION PLAN

Section 11: Provisional Certification Plan

11.1 Purpose

Under HRS Chapter 139, no person may be qualified for appointment or retention as a law enforcement officer in Hawai'i without Board certification. When this requirement takes effect, every currently employed officer who has not been certified by LESB becomes ineligible to continue serving. Because full certification for up to 4,000 active officers across eight agencies cannot be completed simultaneously, provisional certification is the mechanism by which the Board authorizes currently employed officers to continue serving while they work toward full certification on a structured, prioritized schedule.

11.2 Statutory Basis

The Board's authority to establish and issue provisional certification derives from HRS Chapter 139. Provisional certification does not waive or delay the ultimate requirement for full certification. It is a time-limited authorization that bridges the gap between the effective date of the certification requirement and the point at which each officer has completed the full certification process.

11.3 Need for a Managed Transition

Responsible implementation of statewide certification requires a structured transition that protects public safety, maintains law enforcement operations, and ensures the integrity of the certification process for each officer. The process requires completed administrative rules, a validated Job Task Analysis, established training standards, functional certification systems, and sufficient LESB staff capacity to process applications and verify eligibility. Building that infrastructure while simultaneously processing thousands of certification applications would exceed LESB's capacity at any staffing level and would risk disrupting law enforcement operations statewide if officers lost employment eligibility before the system was ready to certify them.

A managed transition through provisional certification allows LESB to begin certification operations in a controlled, prioritized way that protects public safety, respects agency operational needs, and maintains the integrity of the certification process.

11.4 Prioritization Framework

Officers will be identified and provisionally certified according to a prioritization framework developed by the Administrator and approved by the Board. Prioritization factors will include:

- Rank and supervisory responsibility
- Tenure and years of service
- Assignment type and operational role
- Agency size and geographic distribution
- Documentation readiness and eligibility verification status

The prioritization framework ensures that officers in positions of greatest responsibility and public trust are addressed first, while providing all agencies with a clear and manageable path to full compliance.

11.5 Transition to Full Certification

Provisional certification will carry a defined expiration period established by the Board. During that period, provisionally certified officers will be required to complete all steps necessary to obtain full certification under the permanent standards established in adopted administrative rules. The transition will be staggered across agencies and officer populations over a period determined by the Board based on operational readiness, rulemaking progress, and agency capacity.

The Administrator will develop the transition schedule, agency sequencing, and documentation requirements for Board approval. A detailed outline of the provisional certification framework is provided in Appendix G.

11.6 Ongoing Application of Provisional Certification

The provisional certification mechanism described in this section (above) applies to the one-time statewide transition. Provisional certification also functions as an ongoing administrative tool that the Board will use beyond the transition. The full provisional certification framework, set out in Appendix G, addresses four additional components:

1. **Ongoing provisional certification scenarios.** Recurring circumstances in which the Board issues provisional certification after the statewide transition is complete, including new officers prior to completion of field training, lateral transfers from other jurisdictions, officers returning from authorized inactive status, rehired officers, and other circumstances established by the Board.
2. **Provisional certification status and conditions.** The scope of authority conferred by provisional certification, agency reporting obligations during the provisional period, grounds and procedures for suspension or revocation, and the non-transferability of provisional certification between agencies or scenarios.
3. **Transition to full certification.** The Administrator's responsibility to track provisional certifications and notify employing agencies of approaching expiration, the consequences of lapse, and the Board's annual reporting on provisional certification status under HRS Section 139-9.
4. **Contingency provisional certification.** A contingency provision authorizing the Board, by resolution, to declare a contingency provisional certification period if the statutory certification deadline takes effect before LESB has completed the administrative prerequisites for full certification operations. This is not the anticipated outcome and is preserved as a safeguard.

PART VI: LAW ENFORCEMENT AGENCY COORDINATION AND EXTERNAL RELATIONS

Section 12: Law Enforcement Agency Roles

12.1 Purpose

HRS Chapter 139 grants LESB authority over the certification of individual law enforcement officers. Law enforcement agencies are the employers of those officers and have direct representation on the Board. This section describes agency roles in the certification system, the information exchanges between agencies and LESB that support certification functions, and the support LESB will provide to agencies in carrying out their responsibilities under the administrative rules.

12.2 Agency Roles Under the Administrative Rules

The administrative rules drafted under HRS Chapter 139 identify specific actions that law enforcement agencies carry out in support of officer certification. These actions are not imposed on agencies as regulated entities. They are the practical steps agencies take as employers of officers subject to Board certification. The primary agency roles defined in the draft rules are:

- Sponsoring or employing officers who apply for certification under Chapter XX-2 and notifying LESB of changes in an officer's employment status that affect certification eligibility.
- Ensuring that officers meet training requirements under Chapters XX-3 and XX-5 and submitting records that support LESB's tracking of training compliance.
- Reporting events that may affect an officer's certification status under Chapter XX-7, including terminations for cause, criminal charges, and sustained findings of misconduct.
- Cooperating with Board investigations and providing documentation requested in connection with certification actions.
- Designating a liaison to coordinate with LESB on certification, training, and related matters.

12.3 LESB Support for Law Enforcement Agencies

The certification system requires agencies to submit documentation, report officer status changes, and coordinate with LESB on training and conduct matters. LESB will provide technical assistance, guidance materials, and direct coordination through the Regional Engagement Division (if and when the formation and staffing of that division is approved) to support agencies in meeting these responsibilities.

12.4 Statewide Policy Review and Recommendation

HRS §139-3(12) directs the Board to review and recommend statewide policies and procedures relating to law enforcement, including the use of force. This is a standing Board-level obligation that operates independently of the certification process.

The Office of the Board Administrator coordinates this function on behalf of the Board, monitors developments in law enforcement policy at the state, national, and professional standards levels, and prepares analysis and recommendations for Board consideration. Policy products may be initiated by the Board, requested by partner agencies, or developed in response to legislative direction. All recommended policies are adopted by Board action and transmitted to law enforcement agencies and the Legislature as appropriate.

Two areas of statewide policy are currently addressed. This function will apply to many more in the future:

- 1. Use of Force.** HRS §139-10 requires each law enforcement agency to maintain a use of force policy meeting minimum standards prescribed by the statute. LESB certification standards and training requirements are developed in alignment with those standards. Alignment is maintained through Board operational policy and procedure, and certification training requirements, and reviewed as part of the Board's ongoing self-study obligation under HRS §139-3(14). The Board has not adopted a model use of force policy.
- 2. Vehicular Pursuit.** The Board's model vehicular pursuit policy, adopted January 15, 2026, was developed in direct response to the legislative mandate of HRS §139-13 and Act 210 (2025). Future policy products may arise from similar legislative direction, Board-initiated review, or requests by partner agencies.

12.5 Agency Reference Materials

A complete summary of agency roles organized by administrative rules chapter is provided in Appendix H.

Section 13: External Stakeholder Relationships

13.1 Purpose

This section describes LESB's relationships with entities outside the law enforcement agencies, identifies the statutory basis for those relationships where applicable, and outlines LESB's approach to each.

13.2 Educational Institutions and Training Providers

HRS Section 139-3(5) directs the Board to foster cooperation between law enforcement agencies and educational institutions offering law enforcement training programs. HRS Section 139-3(4) authorizes the Board to establish minimum curriculum requirements for basic, specialized, and in-service training programs.

Under the draft rules, training that counts toward certification must be delivered through one of the following: a Board-approved academy, a Board-approved training provider, an agency training program meeting Board standards, or training delivered by or under the authority of LESB. Chapter XX-5 establishes the framework for training credit, requiring approved providers to submit course completion records to the Board, and making training credit contingent on meeting both curriculum and instructor standards adopted by the Board. Chapter XX-2 requires that basic training be completed at a Board-approved academy. Chapters XX-3 and XX-4 establish the curriculum and instructor standards that all approved training must meet.

LESB's relationship with educational institutions is therefore one of standard-setting, program approval, instructor credentialing, and cooperative curriculum development, as directed under HRS Section 139-3(5). The Administrator has initiated preliminary outreach to institutions in the University of Hawaii system, Hawai'i community colleges, and other providers with existing law enforcement training programs. Formal cooperative agreements will be developed following Board adoption of training standards under Chapters XX-3 and XX-4.

13.3 The Legislature and the Governor

HRS §139-9 requires the Board to submit an annual report to the Legislature no later than twenty days before the convening of each regular session. The report shall include: a description of the activities of the Board; an accounting of expenditures from the Law Enforcement Standards Board Special Fund in the previous fiscal year and the remaining balance of the fund; and recommended legislation, if any. This reporting obligation is not discretionary. It is a standing statutory requirement that connects LESB's operational performance to the Legislature's oversight function.

The Administrator will prepare the annual report for Board approval and timely submission. The report will also be published on the Board's public website.

13.4 The Department of the Attorney General

LESB is administratively attached to the Department of the Attorney General. The Department provides administrative support and legal counsel, and the Attorney General has independent authority under HRS Chapter 139 and related statutes in areas including enforcement of the vehicular pursuit reporting requirements established under Act 210. LESB will coordinate with the Department on legal matters, rulemaking, administrative hearings, and any enforcement actions that implicate the Attorney General's independent authority.

13.5 Equitable Access to Certification

The Board shall ensure that its rules, processes, policies, and procedures do not create disparate barriers to the hiring, retention, or advancement of diverse populations within the law enforcement profession. This obligation applies to certification standards, training requirements, assessment instruments, and certification action procedures. Through its relationships with law enforcement agencies, the Board maintains access to certification and employment data sufficient to monitor outcomes by demographic category. Findings inform ongoing Board self-evaluation under HRS §139-3(14) and support the statewide diversity goals established under HRS §139-12.

13.6 The Public

LESB's public-facing functions are established by statute and carried out through four primary mechanisms:

1. **Transparent rulemaking** under HRS Chapter 91, which provides public notice of proposed administrative rules, opportunity for public comment, and public hearings prior to adoption.
2. **Annual reporting** under HRS Section 139-9, which documents Board activities, special fund expenditures, and recommended legislation, and is submitted to the Governor and Legislature and published on the LESB website.
3. **Public access** to certification and certification action records under draft Chapter XX-8 and HRS Chapter 92F, including aggregate data on certification counts, continuing education compliance, use of force incidents, vehicular pursuit data, and certification action summaries through the public data portal described in Section 15.
4. **Board meetings** conducted in compliance with HRS Chapter 92, with publicly noticed agendas, opportunity for public testimony, and public access to meeting materials and minutes.

The Administrator is responsible for ensuring that the information made available to the public is accurate, current, and presented in a format accessible to the general public. Public inquiries are received through the LESB website, direct correspondence, and Board meetings, and are responded to in accordance with the communications framework established in Section 14.

Section 14: Communications Plan

14.1 Purpose

This section establishes the communications framework for LESB, including the legal basis for Board communications, authority and roles, primary audiences and channels, and protocols for specific communication contexts. Communications functions will expand as staffing is activated and divisions are formed.

14.2 Legal Framework

LESB communications are governed by several statutes that define both obligations and constraints:

- **HRS Chapter 92 (Sunshine Law):** Board discussions and decisions must occur in publicly noticed meetings. Board members may not engage in serial communications to deliberate Board business outside meetings. Public participation must be accommodated. Meeting notices, agendas, and minutes must be publicly available.
- **HRS Chapter 92F (Uniform Information Practices Act):** The public has a right to access government records subject to specific exceptions. Personal information about officers, active investigation records, and confidential sources are protected from disclosure.
- **HRS Section 139-9:** The Board must submit a comprehensive annual report to the Governor and Legislature covering Board activities, certification statistics, training compliance data, professional standards actions, and recommendations for legislative action.
- **HRS Chapter 91:** Public notice and hearing requirements apply to all rulemaking proceedings.

14.3 Communication Authority

14.3.1 Board Chair and Vice Chair

The Board Chair and Vice Chair hold spokesperson authority for LESB by virtue of their positions and may exercise it at any time. As part-time appointees, they work in coordination with the Administrator, who manages day-to-day communications as

the full-time head of the agency. All three share responsibility for consistency in public messaging.

When the Chair or Vice Chair communicates with media, legislators, stakeholders, or the public on Board matters, they shall:

- Notify the Administrator of the communication as soon as practicable, including the audience, subject matter, and substance of what was conveyed.
- Coordinate with each other and the Administrator to ensure consistency of messaging across all channels.
- Consult with legal counsel before making public statements about pending litigation, active investigations, or legal interpretations.
- Clarify when statements are made in a personal capacity, as a professional in their agency role, as a private citizen, or as a union representative, so they are not attributed to the Board, especially if they do not align with the Board's position or decision.

The Chair and Vice Chair, in their Board capacity, shall not:

- Disclose confidential information or executive session discussions.
- Commit the Board to actions without Board authorization.
- Make public statements that contradict adopted Board positions.

14.3.2 Administrator

The Administrator exercises spokesperson authority when delegated to do so by the Chair or Vice Chair. Delegation may be granted on a task-by-task basis, for a specified audience, for a defined category of communications, or for a combination of these.

When timing, deadlines, or circumstances do not permit prior consultation or delegation, the Administrator may make factual statements, provide publicly available information, and defer comment on matters requiring Board direction, in order to fulfil the Board's transparency obligations under HRS Chapter 92 and HRS Chapter 92F.

The Administrator shall:

- Prepare communications materials, statements, talking points, and press releases for Chair and Vice Chair review prior to release, except when acting under prior delegation or in circumstances that do not permit prior consultation.

- Coordinate with the Chair and Vice Chair before issuing public statements, responding to media requests, or engaging legislators on Board matters, except as provided above.
- Notify the Chair and Vice Chair promptly of any communications made under circumstances that did not permit prior consultation, including the audience, subject, and substance of what was conveyed.
- Ensure website content is current, accurate, and consistent with adopted Board positions before publication.
- Submit proposed website content to the Chair for review and approval prior to posting, except for routine updates such as meeting notices and published documents.
- Monitor communications situations that require Chair or Vice Chair attention and flag them promptly.

The Administrator shall not:

- Express Board positions on matters not yet decided by the Board.
- Commit the Board to actions without Board authorization.
- Comment on pending litigation or active investigations without legal counsel review and Chair or Vice Chair concurrence, except to confirm that a matter is under review or to defer comment.
- Disclose information protected under HRS Chapter 92F or attorney-client privilege.

14.3.3 Press Releases

Press releases are issued under the authority of the Board Chair. The Administrator drafts press releases and submits them to the Chair and Vice Chair for review and approval prior to release. When the Chair has delegated press release authority to the Administrator for a specified subject or context, the Administrator may release without prior approval but shall notify the Chair and Vice Chair at the time of release.

14.3.4 Media Requests

Media requests for comment, interview, or information shall be logged by the Administrator and brought to the Chair or Vice Chair's attention. The Chair or Vice Chair determines the appropriate response and spokesperson for each request.

When the Chair or Vice Chair is unavailable and a timely response is required, the Administrator may respond within the scope of delegated authority, defer comment, or provide publicly available information, and shall notify the Chair and Vice Chair as soon as practicable.

14.4 Board Member Communication Roles

The Board speaks through its adopted decisions. Individual Board members have limited communication authority regarding Board business.

Board members may:

- Participate in and vote at public Board meetings.
- Attend public events in their capacity as Board members, with advance notice to the Chair, Vice Chair, or Administrator.
- Share publicly available information about Board operations.
- Make statements in their capacity as agency heads, agency officers, private citizens, or union representatives, provided those capacities are clearly identified.

Board members must coordinate with the Chair, Vice Chair, or Administrator before:

- Speaking at conferences or public events about Board activities in their capacity as Board members.
- Granting media interviews about Board matters.
- Engaging legislators about Board positions.

Board members may not:

- Represent, in their role as Board members, personal opinions as Board positions when the Board has not taken a position.
- Disclose confidential information or executive session discussions.
- Engage in serial communications with other Board members about Board business outside of meetings.

Board members shall:

- Direct media inquiries about Board matters to the Administrator and notify the Chair, Vice Chair, or Administrator promptly.

14.5 Communication Audiences and Channels

- **Law enforcement agencies:** Primary coordination on certification requirements, training records, officer status changes, and agency compliance.
 - Channel: direct correspondence, agency liaison contacts, and LESB website guidance materials.
 - Lead: Administrator; Regional Engagement Division (if and when formed and staffed).
- **Police commissions:** Coordination on matters relating to certification status, professional standards actions, and agency oversight functions that intersect with commission authority.
 - Channel: direct correspondence and briefings as appropriate.
 - Lead: Administrator; Professional Standards Division and Regional Engagement Division (if and when formed and staffed).
- **Officers:** Information on certification requirements, application procedures, provisional certification, and continuing education.
 - Channel: LESB website, agency liaison distribution, and direct correspondence for individual matters.
 - Lead: Administrator; Training Standards Division (if and when formed and staffed).
- **The Legislature and Governor:** Annual report, legislative testimony, and Board-initiated recommendations.
 - Channel: formal written submissions and Board presentations.
 - Lead: Administrator.
- **The public:** Transparency on Board activities, certification data, and rulemaking.
 - Channel: LESB website, public data portal, and Board meeting materials published under HRS Chapter 92.
 - Lead: Administrator.
- **Educational institutions and training providers:** Curriculum alignment, program approval, and cooperative agreement development.
 - Channel: direct outreach and formal agreements.

- Lead: Training Standards Division (if and when formed and staffed).
- **Media:** Accurate and timely responses to inquiries about Board actions and certification matters.
 - Channel: written statements and Administrator briefings.
 - Lead: Administrator.

14.6 Legislative Engagement

Responsibility for legislative engagement on behalf of LESB is shared by the Chair, Vice Chair, and Administrator, as directed by the Board or delegated by the Chair. Legislative engagement includes submitting written testimony, testifying at hearings, providing written responses to legislative inquiries, coordinating with the Department of the Attorney General on budget requests, monitoring legislation affecting LESB’s statutory authority or operations, and carrying out related follow-up communication with legislative offices and staff.

Legislative testimony and formal written submissions reflect Board-adopted positions when the Board has taken a position. When the Board has not taken a position on pending legislation, the Chair, Vice Chair, and Administrator, as applicable to the assignment or delegation involved, may present factual information regarding LESB operations, statutory responsibilities, implementation status, and resource needs without advocating for a specific outcome.

14.7 Crisis Communications

A crisis communication situation is any event that poses significant risk to public safety, Board credibility, or the integrity of the certification system, and that requires rapid, coordinated communication response.

When a crisis situation arises, the Administrator will:

- Assess the situation and gather verified facts before making any public statement
- Consult with the Board Chair and legal counsel before issuing statements on legally sensitive matters
- Issue an initial holding statement if media inquiries are received before full facts are established

- Maintain consistent messaging across all channels
- Correct factual errors in media coverage promptly

During a crisis, the Administrator is the sole official spokesperson. Board members direct all media inquiries to the Administrator. Internal communications to Board members and staff are kept confidential to protect response strategy.

Crisis communication principles: provide truthful and complete information to the extent legally permissible; respond promptly to prevent misinformation; ensure all statements are verified before release; acknowledge Board responsibility where appropriate; and communicate concrete steps being taken to address the situation.

14.8 Implementation

A detailed communications procedures guide, including templates, contact protocols, media inquiry logs, and stakeholder lists, will be developed by the Administrator following staffing of LESB divisions.

PART VII: OPERATIONS AND OVERSIGHT

Section 15: Technology, Data, and Transparency

15.1 Purpose

LESB's core certification functions require technology systems that have not yet been procured or implemented. This section describes the technology infrastructure LESB must acquire, the data management framework that will govern it, and the public transparency obligations the systems must support. All systems described here are planned and subject to funding activation and procurement under HRS Chapter 103D.

15.2 Required Systems

Three interconnected systems are required for LESB to carry out its certification and reporting functions:

- **Certification management system:** The central platform for managing officer certification records, application processing, background investigation status, certification actions, renewal cycles, and employment status changes submitted by law enforcement agencies. The system must maintain audit trails, support workflow automation, and meet data security requirements under HRS Chapter 92F.
- **Learning management system (LMS):** The platform for managing training course catalogs, instructor credentials, training credit tracking, continuing education compliance monitoring, and course completion records submitted by approved training providers. The LMS must interface with the certification management system so that training completion data flows directly into certification records.
- **Public data portal:** The public-facing transparency platform providing aggregate data on certification counts by agency, continuing education compliance, use of force incidents under HRS Section 139-11, vehicular pursuit data under Act 210, and certification action summaries. All public data will be presented in aggregate form consistent with confidentiality requirements under HRS Chapter 92F.

System procurement will follow HRS Chapter 103D state procurement procedures. A needs assessment and requirements definition will be completed prior to RFP development.

15.3 Data Governance

All data collected and maintained by LESB will be governed by standards addressing:

- **Data classification** and access controls based on sensitivity and confidentiality requirements.
- **Retention schedules** consistent with state records laws.
- **Confidentiality protocols** under HRS Chapter 92F.
- **Audit trail** requirements for all data modifications.
- **Data quality validation** rules and error correction procedures.
- Backup and disaster **recovery procedures**.

Draft Chapter XX-8 establishes the administrative rules framework for data management and public reporting. Those rules are not yet adopted. Data governance standards will be formalized through Board adoption of Chapter XX-8 following completion of the HRS Chapter 91 rulemaking process.

15.4 Transparency Obligations

The public data portal described in 15.2 will support ongoing public access to current certification and compliance data throughout the year. The Administrator is responsible for ensuring that public data is accurate, current, and presented in a format accessible to the general public.

Section 16: Financial Administration

16.1 Purpose

This section describes LESB's financial administration framework, including the statutory basis for LESB's special fund, the principles governing budget development and expenditure, and the relationship between financial administration and the staffing and implementation plan. Dollar figures, position costs, and budget detail are provided in Appendix B.

16.2 Statutory Basis

HRS Section 139-4 establishes the Law Enforcement Standards Board Special Fund. Fees collected by LESB for certification applications, renewals, and related services are deposited into the special fund and used to support Board operations. The Board is authorized under HRS Section 139-3 to charge and collect reasonable fees for certification-related functions. LESB's operating budget is subject to legislative appropriation and the standard state budget process administered through the Department of the Attorney General.

16.3 Budget Development

The Administrator prepares the annual operating budget for Board review and approval. Budget requests are submitted through the Department of the Attorney General in accordance with the state budget cycle. Budget development is informed by the staffing plan, technology procurement schedule, rulemaking activities, and operational priorities described in this plan. Given LESB's formation-phase status, budget requests during the current period are driven primarily by position establishment and one-time infrastructure costs. Recurring operational costs will stabilize following full staffing activation.

16.4 Expenditure Controls

All expenditures are subject to state procurement and fiscal controls administered through the Department of the Attorney General. The Administrator is responsible for ensuring that expenditures are consistent with appropriated amounts, authorized purposes, and applicable state law. Financial records are maintained in accordance with state accounting standards and are subject to audit by the State Auditor.

Section 17: Risk Management and Continuity of Operations

17.1 Purpose

This section identifies the primary risks to LESB's implementation and operations, describes the mitigation approach for each risk category, and establishes the framework for continuity of operations planning. Risk management is an ongoing function, not a one-time assessment.

17.2 Strategic Assessment

The Administrator maintains a strategic assessment of LESB's operating environment using assessment methods appropriate to the matters under review. The assessment identifies internal strengths and weaknesses, external opportunities and threats, and informs the risk categories and mitigation approach in Section 17.3.

The initial SWOT analysis was prepared in June 2025 in anticipation of LESB's transition to full operational execution. It is updated as significant changes in LESB's operating environment, legislative outcomes, or implementation status warrant revision.

The current strategic assessment is provided in Appendix J.

17.3 Risk Mitigation Approach

The strengths and opportunities identified in Section 17.2 inform how LESB will approach its risks. Three assets are available now and will be actively used:

- **Legal authority:** HRS Section 139-3 provides the basis for advancing rulemaking, JTA completion, and provisional certification without waiting for full staffing.
- **Foundational rules package:** Nine draft chapters provide a structured, defensible methodology that reduces reliance on ad hoc decision-making during the formation phase.
- **Interagency relationships:** Existing engagement with DLE, county police departments, DLNR, and police commissions supports agency coordination and provisional certification prioritization under constrained staffing capacity.

The primary mitigation strategy for formation-phase risks is sequencing. Work that requires external input, Board action, or legislative engagement will be prioritized ahead of work that requires additional staff capacity. Rulemaking will advance on its current grouping

schedule, with conduct-based chapters proceeding independently of JTA-dependent chapters. Provisional certification will proceed under the prioritization framework established in [Section 11](#). Technology procurement will follow a needs assessment and requirements definition process that can be initiated before systems staff are on board.

Statutory gaps identified through the formation phase, including the absence of independent criminal history access authority, unresolved questions regarding the scope of Board certification jurisdiction, and inadequate controls on the representation and exercise of law enforcement authority, will be addressed through targeted legislative proposals advanced in coordination with the Board.

The FY 2027 appropriations included partial funding of the request: the Administrative Manager and Training and Curriculum Coordinator were approved; the Lead Investigative Agent was not. The Administrator will absorb Professional Standards Division functions until the Lead Investigative Agent position is funded in a subsequent appropriation cycle.

17.4 Legislative Reform Agenda

Three statutory gaps require legislative attention to fully support LESB's certification authority and operational integrity. These gaps cannot be resolved through rulemaking or administrative action alone.

The first is criminal history access. HRS Chapter 139 does not currently authorize LESB to independently access criminal history records. Without this authority, LESB cannot verify criminal history for certification applicants, certified officers, or subjects of misconduct investigations on its own. An amendment to HRS Chapter 846 is needed to designate LESB as an authorized requestor of criminal history record information for certification and investigative purposes.

The second is the scope of certification jurisdiction. The current definition of "law enforcement officer" in HRS Section 139-1 is employer-based. Persons authorized to exercise police powers outside the named agency list in HRS Chapter 139 may fall outside Board certification jurisdiction. A revised definition grounded in the exercise of law enforcement authority, rather than employment by a named agency, is needed to close this gap and ensure consistent statewide coverage.

The third is the representation and imitation of law enforcement authority. Current provisions in HRS Chapters 710 and 463 do not provide a unified standard addressing conduct-based impersonation or the unauthorized assertion of police powers. Strengthened statutory provisions are needed to clearly regulate the exercise and

appearance of law enforcement authority and to provide enforceable consequences for unauthorized assertion of that authority.

Legislative proposals addressing each of these gaps will be developed for Board review and, where the Board directs, advanced in subsequent legislative sessions.

17.5 Continuity of Operations

A Continuity of Operations Plan (COOP) will be developed by the Administrator following staffing activation. The COOP will identify essential LESB functions, establish succession and delegation of authority protocols, address records backup and recovery, and provide for alternative communication methods during system outages or emergencies. The COOP will be coordinated with the Department of the Attorney General and reviewed annually. Until the COOP is formally adopted, the Administrator maintains essential functions as the sole staff member, with Board Chair oversight as the immediate succession point.

17.6 Risk Governance

The Administrator is responsible for maintaining a risk register and reporting significant risks or emerging issues to the Board. Risk status will be reported to the Board on a schedule determined by the Administrator in consultation with the Board Chair.

Section 18: Performance Measurement and Continuous Improvement

18.1 Purpose

Performance measurement is the process by which LESB tracks progress, demonstrates accountability, and identifies where programs and operations need to improve. This section establishes the framework for how LESB will measure its own performance, report results, and use findings to drive continuous improvement. The framework is grounded in the LESB 10-Step Evaluation Model described in Section 8 and the Hale Performance-Based Certification Model described in Section 5.

18.2 What LESB Measures

LESB's performance measurement framework will track outcomes across four areas:

- **Certification program performance:** certification application processing times, provisional certification completion rates, continuing education compliance rates by agency, and accuracy of officer certification records.
- **Training standards performance:** number of Board-approved training programs and academies, instructor credentialing compliance, and training completion rates against established minimums.
- **Professional standards performance:** timeliness and completeness of certification action investigations, hearing completion timelines, and rates of sustained findings.
- **Organizational performance:** rulemaking milestones, staffing activation progress, technology system implementation status, and annual report submission compliance.

Baseline data for most indicators cannot be established until systems are operational and certification functions are active. The Administrator will define baseline targets for each indicator as part of the system build process following staffing activation.

18.3 Reporting

Performance data will be compiled by the Administrator and reported to the Board on a schedule determined in consultation with the Board Chair. Annual performance results will be incorporated into the annual report required under HRS Section 139-9. The annual report is the primary vehicle for public accountability on LESB's performance against its statutory mandate.

18.4 Continuous Improvement Process

Findings from each evaluation cycle will be reviewed by the Administrator and presented to the Board with recommendations for adjustments to standards, procedures, or resource priorities. The continuous improvement cycle follows the LESB 10-Step Evaluation Model established in Section 8, which provides a structured sequence from planning and data collection through analysis, conclusions, and recommendations. Adjustments approved by the Board will be reflected in the next revision of the Administrative Plan or in division-level operating procedures, as appropriate.

18.5 IADLEST Accreditation as an External Benchmark

IADLEST POST accreditation will serve as an external validation of LESB's program quality and operational standards once LESB reaches sufficient operational maturity to pursue it. The accreditation self-assessment process requires LESB to document compliance with national standards across all functional areas, providing a structured external benchmark that supplements internal performance measurement. The timeline for pursuing accreditation will be determined following staffing activation and initial certification operations and will be reflected in a future revision of this plan.

APPENDICES

The appendices to this Administrative Plan provide supporting frameworks, reference material, data tables, crosswalks, and operational tools that supplement the body of the plan. Where a topic is addressed in both a body section and an appendix, the body section provides the policy or operational description, and the appendix provides the supporting framework, data, process detail, or reference source.

Because the LESB is in an active development and implementation phase, these appendices may be revised periodically as additional data becomes available, legislative, or operational conditions change, related work products are completed, and implementation decisions are refined during the development and initial operations of the Board. Appendix revisions do not alter statute, administrative rules, or formal Board action. They serve to keep the Administrative Plan current, accurate, and operationally useful.

APPENDIX A: Proposed Staff and Position Descriptions

A-1 Purpose and Overview

The Board proposes an organizational structure and staffing plan designed to carry out its statutory functions under HRS Chapter 139 at a professional level and in a manner that meets the needs of officers, agencies, and the public. This appendix documents the fifteen proposed positions, organized by division in the order they appear in the organizational structure.

A-2 Proposed Permanent Staffing Summary

Permanent positions authorized or requested through June 30, 2028 total fifteen, organized across five divisions as shown in Table A-1.

Table A-1: Permanent Staffing Summary by Division

Division	Positions	Titles
OBA	2	Administrator; Executive Assistant to the Administrator
ASD	3	Administrative Manager; Administrative Records Specialist; Systems and Learning Technology Specialist
TSD	4	Training and Curriculum Coordinator; Training Standards Analyst; Certification Specialist; Training Program Specialist
PSD	3	Lead Investigative Agent; Investigative Agent (2)
RED	3	Lead LESB Liaison; Regional LESB Liaison (2)

Total Positions: 15

A-3 OFFICE OF THE BOARD ADMINISTRATOR

A-3.1 LESB Administrator

Purpose: The Administrator serves as the chief executive officer of LESB, directly accountable to the Board. The Administrator is responsible for all agency operations, supervises all staff and contractors, and serves as LESB's primary liaison to the Department of the Attorney General, the Legislature, law enforcement agencies, and the public.

Primary Responsibilities:

- Administer LESB operations in accordance with HRS Chapter 139 and Board direction
- Develop and implement policies, procedures, and regulations subject to Board approval
- Oversee rulemaking, certification, training standards, and professional standards functions
- Supervise all divisions and coordinate cross-divisional activities
- Manage the agency's budget and expenditure plan
- Oversee the development and maintenance of certification and training databases
- Represent LESB in legislative hearings and stakeholder engagement
- Prepare the annual report for the Governor and Legislature
- Work with assigned Deputy Attorney General(s) on legal matters

Minimum Qualifications:

- Education: Graduation from an accredited college or university
- Experience: Minimum 10 years in law enforcement, with at least 5 years in a management or supervisory role; demonstrated familiarity with law enforcement training program development and management
- Knowledge of and demonstrated ability to work with members and agencies of the law enforcement community
- Excellent written and oral communication skills

Preferred Qualifications:

- Advanced degree in criminal justice or related field
- Graduate of the FBI National Academy or equivalent nationally recognized leadership program
- 25 years of law enforcement experience with 10 years in management or supervision
- Familiarity with Hawai'i law enforcement agencies

A-3.2 Executive Assistant to the Administrator

Purpose: The Executive Assistant serves as confidential executive aide to the Administrator, coordinating high-level scheduling, document flow, travel, and communications. The position ensures that sensitive and time-critical matters are handled efficiently and discreetly. The Administrative Manager provides day-to-day supervision.

Primary Responsibilities:

- Maintain the Administrator’s calendar and coordinate internal and external meetings
- Receive, route, and track executive-level correspondence and Board materials
- Support compilation and editing of Board meeting agenda packets and public notices
- Arrange travel and manage logistics for the Administrator and Board leadership
- Assist in responding to legislative inquiries and time-sensitive projects
- Maintain confidentiality of sensitive documents and communications

Minimum Qualifications:

- Education: Associate’s degree in public administration, legal studies, communications, or related field; high school diploma with relevant administrative experience may substitute
- Experience: Minimum 3 years in executive support, government administration, or public service; board or commission support experience preferred

A-4 ADMINISTRATIVE SERVICES DIVISION

A-4.1 Administrative Manager

Purpose: The Administrative Manager is the senior administrative management position under the LESB Administrator and oversees the core internal operations of the Administrative Services Division. The position supervises the Administrative Records Specialist, Systems and Learning Technology Specialist, and Executive Assistant to the Administrator; assigns and reviews work; monitors completion of administrative tasks; evaluates performance; and manages the flow of information, deadlines, records, Board materials, and digital systems required to sustain LESB’s statutory responsibilities. In the Administrator’s absence, the Administrative Manager serves as acting Administrator for day-to-day administrative continuity, subject to the guidance and direction of the Board Chair and Vice Chair.

Primary Responsibilities:

- Supervise and coordinate the work of the Administrative Records Specialist, Systems and Learning Technology Specialist, and Executive Assistant to the Administrator.
- Establish, monitor, and refine internal workflows, task-tracking systems, document controls, and staff accountability procedures.
- Manage administrative support across records, technology, executive support, purchasing, meeting preparation, reporting, and internal document control.
- Oversee records governance and public access workflows, including Board documents, correspondence, legal filings, administrative records, certification-related materials, and public records materials.
- Ensure recordkeeping practices align with UIPA, Sunshine Law support requirements, state records retention requirements, departmental procedures, and confidentiality protocols.
- Support the Administrator in coordinating Board meeting agendas, packet preparation, notice deadlines, public materials, minutes support, legislative deadlines, and follow-up action items.
- Support fiscal and procurement coordination by monitoring purchasing workflows, vendor communications, contract-related documentation, invoice routing, and expenditure-support materials.
- Coordinate technology and systems support needs with the Systems and Learning Technology Specialist, including certification platforms, learning management systems, shared drives, document management tools, and reporting workflows.
- Serve as acting Administrator for day-to-day administrative continuity in the Administrator’s absence, under the guidance and direction of the Board Chair and Vice Chair.

Minimum Qualifications:

- Education: Bachelor's degree in public administration, business administration, management, organizational leadership, criminal justice administration, or a related field preferred; equivalent combination of education, training, and progressively responsible experience in public administration, administrative management, supervision, regulatory operations, or executive-level administrative support may substitute.
- Experience: Minimum five years of progressively responsible experience in public administration, administrative management, executive-level administrative support, regulatory operations, or closely related work; at least two years of supervisory, lead worker, program coordination, office management, or administrative management experience; experience supporting a board, commission, public agency, regulatory program, compliance-oriented government function, or executive office preferred.
- Knowledge, Skills, and Abilities: Knowledge of government administrative practices, supervisory principles, records governance, public records requirements, open meeting support requirements, fiscal and procurement workflows, and digital records systems. Ability to supervise personnel, manage cross-functional administrative support operations, coordinate across Board leadership and departmental staff, maintain confidentiality, exercise sound judgment, identify and report actual or potential conflicts of interest, and act for day-to-day administrative continuity in the Administrator's absence.

A-4.2 Administrative Records Specialist

Purpose: The Administrative Records Specialist manages the intake, maintenance, digital filing, and lawful dissemination of LESB records and certification documentation. The position ensures accurate, timely handling of records in compliance with UIPA, the Sunshine Law, and applicable retention policies.

Primary Responsibilities:

- Process and organize certification, compliance, and administrative documents
- Maintain physical and digital filing systems aligned with retention and archival requirements
- Support responses to public records requests and ensure lawful dissemination
- Prepare and redact Board meeting materials for public access
- Coordinate document workflow across LESB divisions
- Support Board meeting logistics and administrative documentation

Minimum Qualifications:

- Education: Associate's degree preferred; relevant coursework or experience in records management, public administration, or legal studies considered
- Experience: Minimum 3 years of clerical or administrative experience in a government, legal, or records-based setting; familiarity with UIPA, Sunshine Law, or similar transparency requirements preferred

A-4.3 Systems and Learning Technology Specialist

Purpose: The Systems and Learning Technology Specialist manages and maintains LESB's enterprise technology systems, including the learning management system and certification management platform. This position ensures system reliability, data security, user access management, and vendor coordination, and provides technical support to internal staff and external agency personnel.

Primary Responsibilities:

- Manage operation and maintenance of the LMS and certification management platform
- Monitor system functionality and coordinate with vendors to troubleshoot technical issues
- Create and manage user accounts, permissions, and access roles across agency stakeholders
- Serve as technical liaison to vendors during upgrades, integration, and contract implementation
- Generate standard and ad hoc reports for Board staff and law enforcement agencies
- Develop and deliver user training materials and support documentation

Minimum Qualifications:

- Education: Bachelor's degree in information technology, computer science, instructional design, or related field; equivalent combination of education and experience may substitute
- Experience: Minimum 3 years of experience in LMS administration, IT systems management, or closely related role; experience with enterprise-level systems and multi-user environments preferred

A-5 TRAINING STANDARDS DIVISION

A-5.1 Training and Curriculum Coordinator

Purpose: The Training and Curriculum Coordinator is the senior staff lead for statewide law enforcement training standards under the LESB Administrator. The position develops, coordinates, implements, monitors, and evaluates training standards, curriculum requirements, instructor qualification processes, continuing education requirements, training equivalency protocols, certification training administration, and learning and skills assessment validation practices needed to support law enforcement officer certification under HRS Chapter 139. The position supervises Training Standards Division staff, including the Training Standards Analyst, Certification Specialist, Training Program Specialist, and any assigned training support personnel. The position serves as the Board's primary staff resource for training policy, curriculum coordination, instructional standards, instructor qualification, training equivalency, continuing education, certification training administration, and training quality assurance.

Primary Responsibilities:

- Lead development, implementation, maintenance, and evaluation of statewide law enforcement training standards under HRS Chapter 139.
- Supervise and coordinate Training Standards Division staff, including work assignment, deadline monitoring, work-quality review, and performance evaluation.
- Translate HRS Chapter 139 requirements, Board directives, Job Task Analysis findings, legal mandates, and professional standards into practical training requirements and operational guidance.
- Develop and coordinate standards for basic training, specialized training, in-service training, continuing education, instructor qualification, training equivalency, and certification-related training documentation.
- Apply adult learning methodologies, instructional design principles, and performance-based training practices to curriculum standards, course documentation, instructional materials, and training quality assurance.
- Establish standards for learning assessments, skills assessments, performance evaluations, rubrics, practical exercises, remediation processes, and training documentation used to support officer certification.
- Coordinate training provider communication, instructor qualification review, course submission processes, learning management system needs, training records workflows, and statewide implementation support.
- Draft administrative rules, policies, procedures, guidance documents, briefing materials, and technical recommendations related to training standards and certification requirements.
- Coordinate training-related components of certification, provisional certification, certification renewal, continuing education, waivers, variances, and training equivalency processes.

- Serve as primary staff liaison for training-related Board committees, workgroups, agency training representatives, instructors, training providers, public safety partners, and external training partners.

Minimum Qualifications:

- **Education:** Education, training, or experience that demonstrates knowledge of instructional design, adult learning, curriculum development, training program administration, assessment validation, public administration, criminal justice, public safety administration, or a closely related field. A bachelor’s degree in instructional design, adult education, education, training and development, public administration, criminal justice, public safety administration, organizational development, or a related field is preferred. Equivalent combination of education, training, and progressively responsible experience may substitute.
- **Experience:** Minimum five years of progressively responsible experience in training program administration, instructional design, curriculum development, law enforcement or public safety training, certification program administration, regulatory oversight, or closely related work. At least two years of supervisory, lead worker, program coordination, project management, training management, or training standards experience. Experience applying adult learning methods, instructional design principles, training needs analysis, curriculum review, or assessment validation preferred.
- **Knowledge, Skills, and Abilities:** Knowledge of adult learning methodologies, instructional design principles, curriculum development, training program administration, learning and skills assessment validation, certification program administration, Job Task Analysis concepts, public administration, rulemaking, supervision, and training records systems. Ability to lead statewide training standards work, supervise assigned staff, evaluate curriculum and instructor qualifications, validate training and assessment processes, communicate with law enforcement and public safety stakeholders, maintain defensible documentation, and identify, avoid, and promptly report actual, potential, or perceived conflicts of interest affecting Board-related administrative, training, certification, investigative, or compliance matters.

A-5.2 Training Standards Analyst

Purpose: The Training Standards Analyst supports LESB’s statutory mandate by assisting in the research, drafting, evaluation, and monitoring of law enforcement training standards and certification-related curricula. The position works under the direction of the Training and Curriculum Coordinator and collaborates with other LESB divisions, agency trainers, and public safety stakeholders to ensure consistency, compliance, and instructional quality across the state.

Primary Responsibilities:

- Assist in the development and continuous improvement of statewide law enforcement training standards in accordance with HRS Chapter 139 and Board policy
- Conduct research and comparative analysis of national and local training standards, best practices, and accreditation models
- Review agency and academy-submitted course materials to assess compliance with Board-approved standards
- Support implementation of Job Task Analysis findings into training requirements
- Assist in drafting administrative rules, policy recommendations, and official Board memoranda related to training and education
- Provide technical assistance to agencies on training standards and compliance matters

Minimum Qualifications:

- Education: Bachelor's degree in criminal justice, education, instructional design, public policy, or related field required
- Experience: Minimum 3 years of professional experience in training program development, law enforcement education, curriculum compliance, or policy analysis

A-5.3 Certification Specialist

Purpose: The Certification Specialist provides administrative and operational support for LESB's certification functions. The position processes certification applications, monitors compliance data, supports investigations into noncompliance, and ensures that certification records are complete and accurate. The Certification Specialist also contributes to rulemaking, agency communications, and public data requests related to law enforcement officer certification.

Primary Responsibilities:

- Process certification applications, eligibility materials, and status updates submitted by employing agencies
- Verify completeness, accuracy, and timeliness of submissions using standardized procedures and LESB protocols
- Maintain accurate and secure records in accordance with LESB standards and statutory requirements under HRS Chapter 139
- Identify and report cases of noncompliance, data anomalies, or policy gaps for review by supervisory staff
- Respond to certification-related inquiries from agencies, officers, and other stakeholders
- Assist in drafting policy guidance, procedures, and rulemaking language related to certification processes

Minimum Qualifications:

- Education: Bachelor's degree in public administration, criminal justice, or related field preferred; associate degree with relevant administrative experience may substitute
- Experience: Minimum 2 years of administrative experience with certification, licensing, or regulatory functions; experience with database use, data processing, or records management required; government or public sector experience preferred

A-5.4 Training Program Specialist

Purpose: The Training Program Specialist supports LESB's statutory mandate by coordinating the delivery, accreditation, and tracking of law enforcement training programs across the state. The position works under the direction of the Training and Curriculum Coordinator and collaborates with agencies, academies, and other LESB divisions to ensure training programs meet Board-approved standards and continuing education requirements under HRS Chapter 139.

Primary Responsibilities:

- Coordinate the scheduling, logistics, and delivery of Board-approved law enforcement training programs across Hawaii's agencies and academies
- Serve as the primary point of contact for agencies and academies on training program submissions, course approvals, and delivery requirements
- Manage course approval workflows, including intake, review coordination, and status tracking for agency and academy submissions
- Assist in evaluating submitted course materials for compliance with Board-approved standards and accreditation criteria
- Monitor and track continuing education compliance for certified officers across all jurisdictions statewide
- Maintain accurate records of approved courses, accredited programs, instructor credentials, continuing education completions, and compliance status in LESB systems
- Prepare reports and summaries on continuing education status for Board review and agency notification
- Provide technical assistance to agencies and academies on training delivery standards, course approval requirements, and compliance expectations
- Support implementation of Job Task Analysis findings into training delivery frameworks and continuing education requirements

Minimum Qualifications:

- Education: Bachelor's degree in criminal justice, education, public administration, or related field required
- Experience: Minimum three years of professional experience in training program coordination, continuing education administration, law enforcement education, or a related field; experience with course accreditation, program approval, or compliance reporting preferred

A-6 PROFESSIONAL STANDARDS DIVISION

A-6.1 Lead Investigative Agent

Purpose: The Lead Investigative Agent supervises investigative operations and ensures consistent, fair, and timely investigations related to officer misconduct, certification eligibility, and compliance violations. The position manages case assignments, oversees staff investigators and contractors, and coordinates with legal counsel and the Administrator to prepare cases for Board review and administrative hearings.

Primary Responsibilities:

- Supervise investigative agents and coordinate case assignments across the division
- Review and approve investigative plans, timelines, and methodologies for consistency with LESB standards
- Conduct high-priority or sensitive investigations requiring senior-level oversight
- Coordinate with Administrative Law Judge and legal counsel on hearing procedures and evidence presentation
- Prepare case files, evidence packages, and witness coordination for administrative hearings
- Develop and update investigative policies, procedures, and protocols for division operations

Minimum Qualifications:

- Education: Bachelor's degree in criminal justice, public administration, law, or related field required; advanced degree preferred
- Experience: Minimum 7 years of progressively responsible experience in criminal, administrative, or certification-related investigations; at least 3 years of supervisory or leadership experience; experience with internal affairs, professional standards, or regulatory investigations preferred

A-6.2 Investigative Agent

Purpose: The Investigative Agent conducts administrative investigations into alleged officer misconduct that may affect certification status. The position independently gathers facts, interviews witnesses, evaluates evidence, and prepares investigative reports and recommendations for certification action. The agent works closely with the Lead Investigative Agent and Board legal counsel, and may provide testimony before the Board, hearing panels, or administrative bodies.

Primary Responsibilities:

- Conduct independent administrative investigations into certification-affecting conduct by law enforcement officers
- Interview complainants, witnesses, officers, and agency representatives using established protocols

- Obtain and review personnel records, disciplinary files, video and audio evidence, and investigative reports
- Prepare detailed investigative summaries and draft findings of fact in accordance with Board standards
- Participate in pre-hearing preparation and procedural reviews with legal counsel
- Coordinate with law enforcement agencies regarding certification-related inquiries and procedures

Minimum Qualifications:

- Education: Bachelor's degree in criminal justice, public administration, or related field required; advanced degree preferred
- Experience: Minimum 3 years of experience in law enforcement, internal affairs, regulatory oversight, or related investigative work; experience with administrative investigations or compliance monitoring preferred

A-7 REGIONAL ENGAGEMENT DIVISION

A-7.1 Lead LESB Liaison

Purpose: The Lead LESB Liaison supervises LESB’s regional liaison functions and provides direct support to the Board’s largest constituent agency, the Honolulu Police Department. The position oversees Regional LESB Liaisons, manages interagency coordination across county and state law enforcement agencies, and ensures effective communication between LESB headquarters and field operations. The Lead Liaison also serves as a public-facing representative of the Board at community forums and law enforcement events and supports the Administrator and Board Chair with field intelligence and messaging.

Primary Responsibilities:

- Supervise and coordinate the work of Regional LESB Liaisons assigned to neighbor islands and statewide agencies
- Serve as primary liaison to the Honolulu Police Department
- Represent the Board at police commission meetings, community forums, and law enforcement events
- Monitor agency compliance with Board directives, training requirements, and reporting deadlines
- Provide situational awareness and field intelligence to the Administrator regarding emerging issues
- Draft recommended talking points and messaging frameworks for the Administrator and Board Chair

Minimum Qualifications:

- Education: Bachelor’s degree in public administration, criminal justice, law enforcement, or related field preferred; equivalent combination of education and experience may substitute
- Experience: Minimum 5 years in law enforcement, public safety policy, certification oversight, or interagency coordination; at least 2 years of supervisory or leadership experience; experience with regulatory bodies or public boards preferred

A-7.2 Regional LESB Liaison

Purpose: The Regional LESB Liaison provides field-based support for LESB’s certification, standards, and engagement responsibilities. Assigned to a specific set of agencies or geographic region, the position serves as the Board’s field representative, coordinating directly with county, state, and special jurisdiction law enforcement agencies to facilitate information flow, monitor local agency responsiveness, and maintain consistent Board presence in relevant forums.

Primary Responsibilities:

- Serve as the primary LESB liaison for assigned county or statewide agencies
- Coordinate with agency representatives to ensure accurate and timely certification data
- Represent LESB at regional police commission meetings, community events, and interagency forums
- Monitor agency compliance trends and provide early notice of emerging issues to LESB headquarters
- Document field activities, agency meetings, and compliance communications
- Contribute field intelligence to the Administrator and Board Chair through the Lead LESB Liaison

Minimum Qualifications:

- Education: Associate degree in criminal justice, public administration, or related field preferred; equivalent combination of education and experience may substitute
- Experience: Minimum 3 years in law enforcement, public safety coordination, policy implementation, or government liaison work; experience working with multi-agency structures or public boards preferred

A-8 LESB Organization Chart Progression (Proposed)

A-8.1 Phase I Staffing Organizational Chart

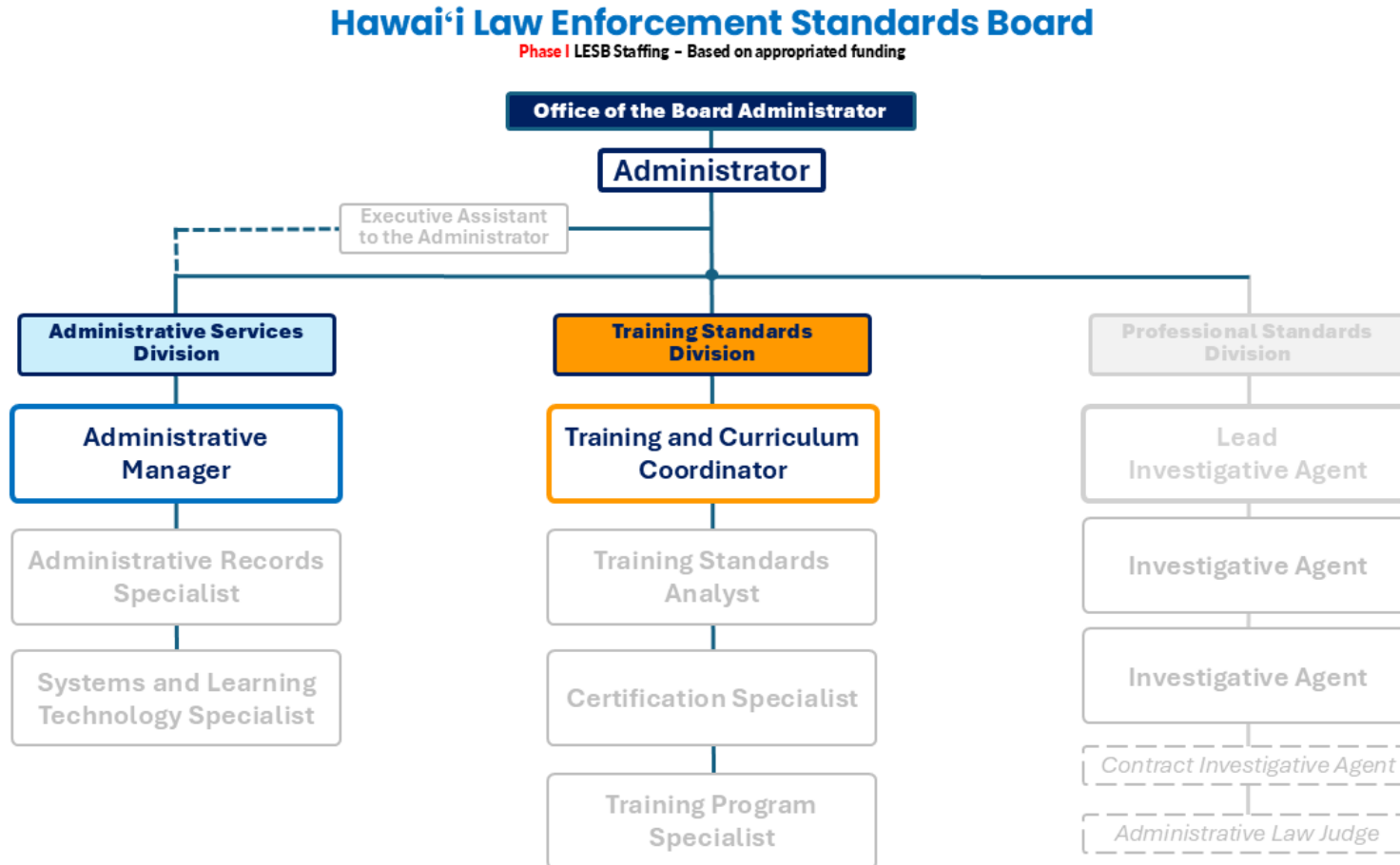


Figure A-1: Phase I Staffing Organizational Chart

A-8.2 Phase II Staffing Organizational Chart

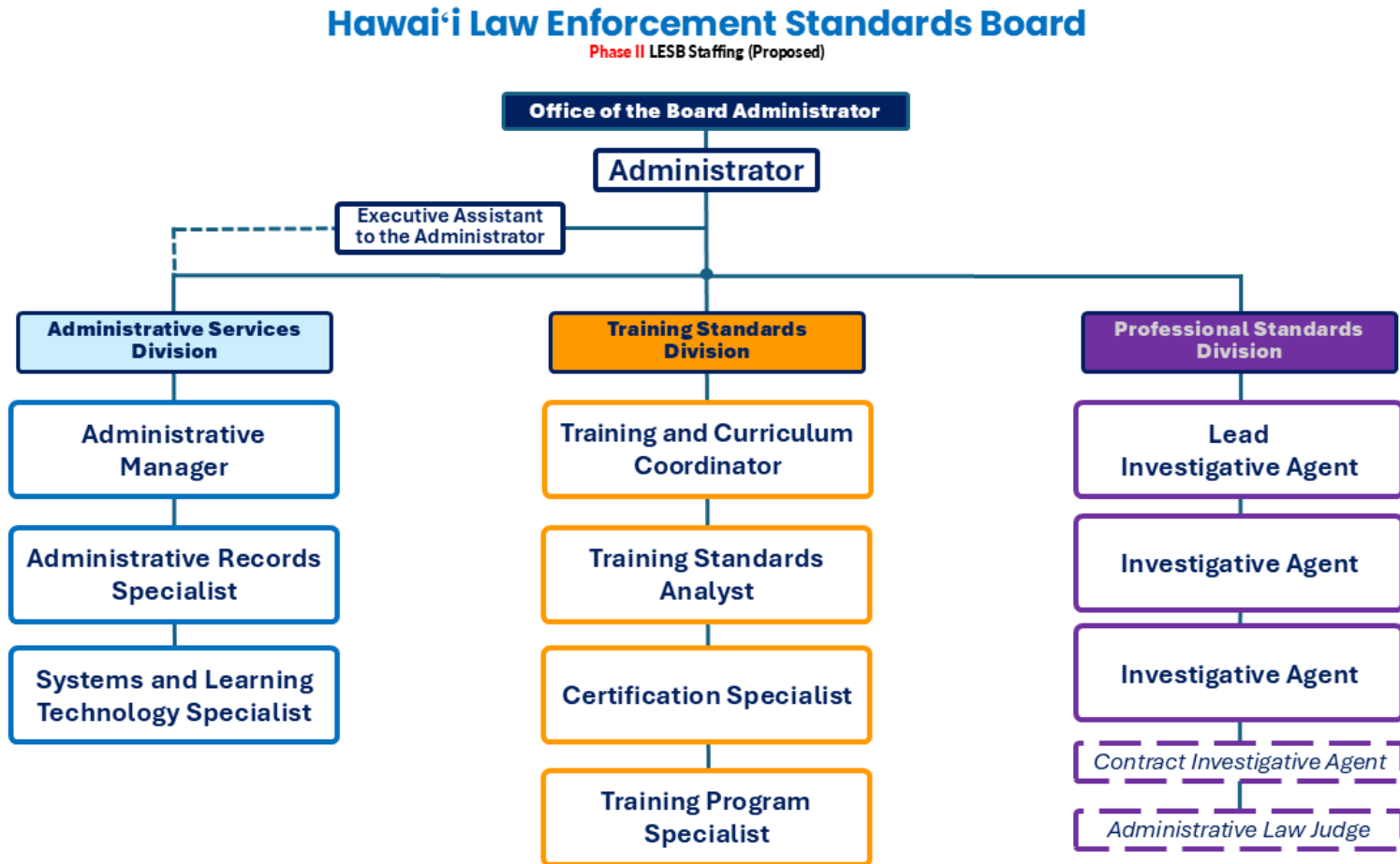


Figure A-2: Phase II Staffing Organizational Chart

A-8.3 Phase III Staffing Organizational Chart

Hawai'i Law Enforcement Standards Board

Phase III LESB Staffing (Proposed)

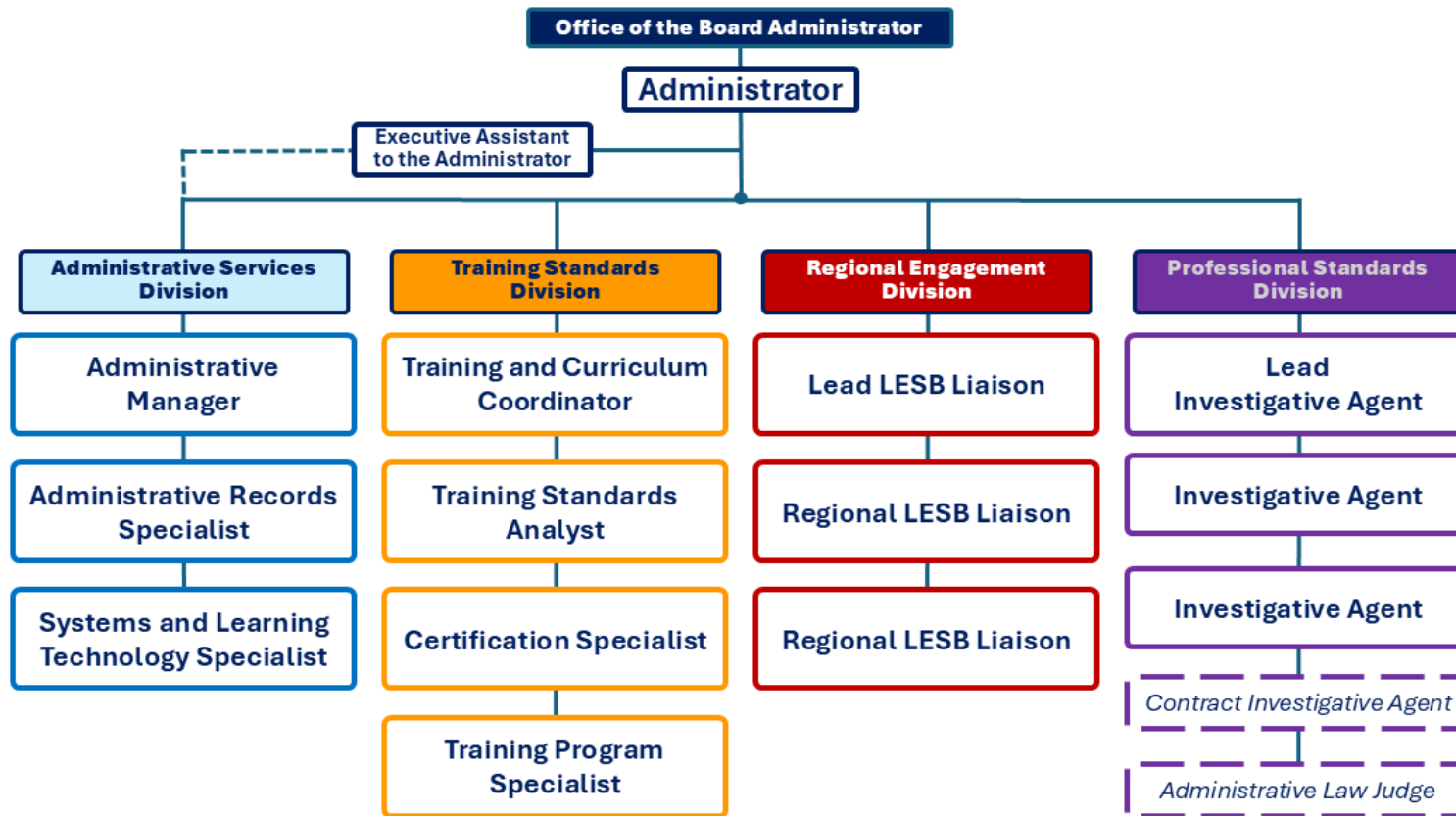


Figure A-3: Full Staffing Organizational Chart

End of Appendix A

APPENDIX B: Budget Projections

B-1 Purpose

The Board maintains a budget projection appendix to support its appropriation requests and to provide a transparent, updatable fiscal record aligned to the staffing plan. Figures presented here are projections only, pending approved appropriation and funding, and will be updated following each legislative appropriation cycle. Employee benefit costs are funded separately through statewide personnel programs under HRS Chapters 87A and 88 and are not reflected here. This appendix reflects the outcome of the FY 2027 appropriations and will be updated following each subsequent legislative appropriation cycle.

B-2 Salary Benchmarking Methodology

Salary ranges in this appendix are based on market analysis conducted in 2024 and 2025. Benchmarks reflect comparable state, county, and federal positions in Hawai'i, adjusted for the Regional Price Parity index for Honolulu, which the U.S. Bureau of Economic Analysis places at approximately 121, or 21 percent above the national average. All salary figures reflect salary only and exclude benefits, which are centrally funded at the state level.

B-3 Position Salary Summary

Table B-1 presents the salary range, annual support cost, and total annual cost for each proposed position.

Table B-1: Position Salary Ranges and Annual Support Costs

Division	Position	Salary	Annual Support Cost	Total Annual Cost
OBA	Administrator	\$120,000	\$13,140	\$133,140
OBA	Executive Assistant to the Administrator	\$65K-\$78K	TBD	TBD
ASD	Administrative Manager	\$91,700 (annualized; \$45,850 FY27)	\$4,380	\$96,080
ASD	Administrative Records Specialist	\$55K-\$70K	TBD	TBD
ASD	Systems and Learning Technology Specialist	\$65K-\$80K	TBD	TBD
TSD	Training and Curriculum Coordinator	\$80,000 (annualized; \$40,000 FY27)	\$4,380	\$84,380
TSD	Training Standards Analyst	\$53K-\$68K	TBD	TBD
TSD	Certification Specialist	\$50K-\$65K	TBD	TBD
TSD	Training Program Specialist	\$55K-\$70K	TBD	TBD
PSD	Lead Investigative Agent	\$103,500 (annualized; \$51,750 FY27)	TBD	TBD
PSD	Investigative Agent (2)	\$75K-\$90K each	TBD	TBD
RED	Lead LESB Liaison	\$70K-\$80K	\$7,800	\$77,800-\$87,800
RED	Regional LESB Liaison (2)	\$55K-\$68K each	\$7,800 each	\$62,800-\$75,800 each

Shaded figures are estimated based on the FY2027 appropriations. Unshaded figures are unfunded.

B-4 Phase-Based Cost Summaries

Phase I: Estimated Operating Costs

Table B-2: Phase I Estimated Operating Costs by Division

Division	First-Year Total	Ongoing Annual Cost
Office of the Board Administrator	\$185,000	\$185,000
Administrative Services Division	\$521,780	\$334,080
Training Standards Division	\$295,080	\$84,380
Total*	\$1,001,860	\$603,460

* Phase I encompasses two positions: Administrative Manager (ASD) and Training and Curriculum Coordinator (TSD). The currently funded Administrator (OBA) continues from prior appropriations. The Lead Investigative Agent (PSD) was not funded in the FY 2027 appropriations request and is deferred to a subsequent appropriation cycle.

Phase II: Subsequent Appropriation

Phase II adds nine positions across OBA, ASD, TSD, and PSD, including the Lead Investigative Agent deferred from Phase I. Cost estimates are pending legislative approval of subsequent appropriations. The Lead Investigative Agent carries an estimated first-year cost consistent with Table B-1. The additional Investigative Agent in PSD carries an estimated first-year cost of \$82,800–\$97,800 plus a one-time setup cost of \$5,500.

Phase III: Regional Engagement Division

Table B-3: Regional Engagement Division

Category	Estimated Amount
Total annual personnel salary (3 positions)	\$180,000-\$216,000
Total annual support cost (3 x \$7,800)	\$23,400
One-time setup (3 x \$5,500)	\$16,500
Phase III first-year total	\$219,900-\$255,900
Phase III ongoing annual cost	\$203,400-\$239,400

Steady-State Operations

Approximate annual operating cost at full staffing: \$2,500,000. Includes salaries, operations, technology licensing, facilities, and professional services.

B-5 Non-Personnel Costs

Non-personnel costs fall into three categories: amounts appropriated by the Legislature for FY27, projected costs for the first full operating year that are not yet appropriated, and contingency contract costs that will be budgeted separately based on caseload.

B-5.1 FY27 Appropriated Non-Personnel Costs

The FY27 legislative adjustment funded the following non-personnel items in addition to the two Phase I position salaries. These figures are drawn directly from the FY27 Budget Comparison Worksheet (Program ID: ATG100, Structure 110301000000).

Table B-4: FY27 Appropriated Non-Personnel Costs

Item	FY27 Amount	Recurring?
Job Task Analysis	\$103,000	No - one-time procurement
Anthology Learning Management System	\$201,000	Year 1 only; subject to renewal appropriation
ACADIS Certification Management System	\$220,000	Year 1 only; subject to renewal appropriation
Travel	\$20,000	Subject to annual appropriation
One-time setup for new positions	\$14,100	No - one-time
Operational support	\$13,140	Subject to annual appropriation
FY27 Non-Personnel Subtotal	\$571,240	

Note: The \$571,240 reflects the non-personnel portion of the FY27 legislative adjustment. Six-month position salaries for the Administrative Manager (\$45,850) and Training and Curriculum Coordinator (\$40,000) are included in Table B-1 and are not duplicated here. The full FY27 legislative adjustment totals \$657,090.

Note: ACADIS and Anthology are referenced by name because they appear as such in the FY27 legislative budget adjustment. Use of these names does not constitute vendor selection. Actual system procurement will be conducted in accordance with HRS Chapter 103D state procurement requirements. The systems ultimately procured may differ from those named in the legislative adjustment.

B-5.2 Projected Year 1 Non-Personnel Costs

The following costs are anticipated in the first full operating year following FY27 activation. These figures are projections and are not yet appropriated. They will be included in subsequent budget requests.

Table B-5: Projected Year 1 Non-Personnel Costs

Item	Projected Annual Cost	Notes
Anthology LMS - ongoing licensing	\$201,000	Renewal of FY27 appropriation; subject to negotiation
ACADIS - ongoing licensing	\$220,000	Renewal of FY27 appropriation; subject to negotiation
Travel - full operating year	\$20,000	Estimated; actual based on activity
Operational support	\$13,140	Continuation of FY27 level
Projected Year 1 Non-Personnel Subtotal	\$454,140	Pending appropriation

Note: JTA and one-time setup costs do not recur in Year 1. Technology licensing costs are based on FY27 appropriated amounts and are subject to vendor negotiation and legislative approval.

B-5.3 Contract and Contingency Costs

The Professional Standards Division may engage contract investigators and Administrative Law Judge services on an as-needed basis for peak caseloads, specialized expertise, and neighbor island coverage. These costs are not included in the phase summaries above and will be budgeted separately based on caseload.

Estimated contract investigator cost: \$22,500–\$27,000 per engagement annually.

Estimated Administrative Law Judge contract cost: \$75,000 annually.

Neither category was funded in the FY27 appropriation. Both are projected for inclusion in subsequent appropriation requests as Professional Standards Division operations begin.

B-6 Fee Schedule

A fee schedule for certification applications and renewals may be established by the Board under HRS Section 139-3(9) following adoption of administrative rules. Fee amounts will be added to this appendix upon Board adoption.

B-7 Update Procedure

This appendix will be updated following each legislative appropriation cycle, significant change in operational costs, or Board action on fees. The Administrator maintains a working version reflecting current approved appropriations, revised estimates, and legislative status. Historical figures are retained for reference and labeled by fiscal year and version date.

End of Appendix B

APPENDIX C: Hale Performance-Based Certification Framework

C-1. Purpose

A certification program that will withstand scrutiny from officers, agencies, courts, and oversight bodies must be built on a structured, validated methodology grounded in job performance data. The Board adopts the Hale Performance-Based Certification framework, drawn from Judith Hale’s *Performance-Based Certification: How to Design a Valid, Defensible, Cost-Effective Program* (Pfeiffer/Wiley, 2012), as the primary operational methodology governing how its certification program is designed, built, administered, and evaluated.

C-2. All 33 Hale Tools by Category

The 33 Hale tools are organized into ten sequential categories that span the full certification program lifecycle. Each category builds on the one before it.

Table C-1: Hale Performance-Based Certification Tools

TOOL	TITLE	PURPOSE	LESB APPLICATION
1: PLANNING AND JUSTIFICATION			
1.1	Guidelines for an Effective Program	Establishes goals, problem statement, and success indicators with stakeholder involvement.	Defines the purpose, scope, and expected outcomes of LESB’s certification program.
1.2	Checklist for Certificate Programs	Assesses basic readiness and clarity of certification program structure.	Confirms that LESB’s program design meets foundational certification criteria before proceeding.
2: BUSINESS CASE DEVELOPMENT			
2.1	Guidelines for a Business Case	Builds justification for certification including cost/benefit analysis and stakeholder support.	Provides the evidentiary foundation for LESB’s legislative and budget requests.
2.2	Business Case Checklist	Validates the strength of a business case: drivers, risks, and cost projections.	Confirms completeness of justification materials submitted to the Legislature and Board.
3: REQUIREMENTS AND STANDARDS			
3.1	Guidelines for Requirements	Defines eligibility, documentation, and recertification standards.	Guides development of officer certification eligibility criteria under HAR Chapters XX-2 and XX-5.
3.2	Requirements Checklist	Confirms completeness of certification requirements and endorsements.	Verifies that all required elements are present before standards are adopted.
4: JOB OR TASK ANALYSIS			
4.1	Guidelines for Job or Task Analysis	Outlines methodology for task validation and performance linkage.	Governs the statewide JTA procurement and execution under HAR Chapters XX-3 and XX-4.

TOOL	TITLE	PURPOSE	LESB APPLICATION
4.2	Job or Task Analysis Checklist	Assesses quality and rigor of JTA methods and stakeholder engagement.	Applied during JTA quality review to confirm the methodology meets defensibility standards.
4.3	Checklist to Evaluate Standards	Evaluates data-driven performance standards for clarity and job alignment.	Used to validate that performance standards derived from the JTA are accurate and defensible.
5: ASSESSMENT AND TESTING			
5.1	Guidelines for Assessing Education and Experience	Framework for verifying or substituting formal training and experience.	Guides evaluation of prior law enforcement training and experience for certification eligibility.
5.2	Guidelines for Selecting Test Items	Links assessment type to performance objectives and constraints.	Used in selecting appropriate assessment methods for each certification requirement.
5.3	Guidelines for Building a Test Spec	Constructs a blueprint for assessment items based on importance and test level.	Applied to design the certification assessment framework and item structure.
5.4	Guidelines for Qualifying Jurors	Establishes qualifications, training, and impartiality expectations.	Governs selection and training of subject matter experts used in performance assessments.
5.5	Guidelines for Using Tests	Addresses selection and use of testing methods for performance verification.	Applied across certification assessment types to ensure consistency and validity.
5.6	Checklist for Assessment	Ensures each test is standardized, valid, and job-linked.	Used as a quality control checkpoint before any assessment instrument is deployed.
5.7	Checklist for Test Analysis	Validates scoring, pilot testing, and interpretation protocols.	Applied after pilot testing to confirm assessments are reliable and interpretable.
5.8	Checklist for Performance Items	Confirms observability, checklist use, and juror qualifications in performance tests.	Applied to performance-based assessment items used in certification review.
5.9	Checklist for Juried Items	Standards for evaluating oral and written responses by trained jurors.	Applied where officer responses are evaluated by trained subject matter expert panels.
5.10	Checklist for Multiple-Choice Items	Design rules and scoring quality control for multiple-choice questions.	Applied to knowledge-based test items in the certification assessment system.
5.11	Checklist for Matching Items	Standard for creating effective matching questions.	Applied to matching-format assessment items where used in the certification program.
6: GOVERNANCE AND ADMINISTRATION			
6.1	Guidelines for Designing Governance and Administration Processes	Defines board structure, candidate rights, appeals, and data protocols.	Governs design of LESB's governance structure, candidate procedures, and appeals processes.
6.2	Checklist for Governance	Validates board roles, oversight duties, and review protocols.	Used to verify that LESB's governance structure meets certification program standards.

TOOL	TITLE	PURPOSE	LESB APPLICATION
6.3	Checklist for Administration	Covers communication, testing logistics, and record policies.	Applied to LESB’s administrative procedures for certification intake, records, and communications.
6.4	Checklist for Test Administration	Details administration, security, and scoring practices.	Applied to ensure consistent and secure administration of all certification assessments.
7: RECERTIFICATION AND MAINTENANCE			
7.1	Guidelines for Recertification and Maintenance	Determines whether recertification is needed and how to justify it.	Guides development of LESB’s continuing education and recertification policy framework.
7.2	Checklist for Recertification and Maintenance	Evaluates ongoing competence requirements and continuing education standards.	Applied to confirm that recertification requirements are complete and legally defensible.
8: PROGRAM IMPLEMENTATION			
8.1	Guidelines for Implementation	Establishes rollout team, branding, communications, and launch plans.	Governs the statewide launch of LESB’s certification program, including agency outreach.
8.2	Checklist for Implementation	Confirms readiness of launch, outreach, and documentation processes.	Used as a readiness verification checkpoint before full program activation.
9: STATEWIDE CREDENTIALING			
9.1	Guidelines for Designing a Statewide Credential	Designs statewide credential balancing consistency, legal alignment, and local agency needs.	Applied to the design of Hawai’i’s statewide law enforcement certification credential.
9.2	Checklist for Statewide Credential Readiness	Checks statewide readiness for consistent, culturally relevant, and legally valid certification.	Used to verify that all agencies and conditions are prepared for statewide credential issuance.
10: EVALUATION AND CONTINUOUS IMPROVEMENT			
10.1	Guidelines for Evaluation	Develops formative and summative evaluation strategy and metrics.	Governs LESB’s program evaluation framework, linked to annual reporting under HRS Section 139-9.
10.2	Checklist for Evaluation	Confirms program evaluation coverage: impact, satisfaction, and efficiency.	Applied to verify completeness of each evaluation cycle conducted by LESB.

C-3. Hale-to-IADLEST Crosswalk

Table C-2 maps each Hale tool category to the IADLEST POST Accreditation section(s) it supports. Documentation produced through proper application of the Hale tools simultaneously builds the evidentiary record required for IADLEST accreditation review. Phase designations align with the implementation phases described in Part IV of the Administrative Plan. The full IADLEST POST Accreditation Standards framework is described in Appendix D. IADLEST section names follow the IADLEST POST Agency Accreditation Scoring Matrix (Rev. May 2022).

Table C-2: Hale to IADLEST Crosswalk

Hale Category	Hale Tools	IADLEST Section(s)	Phase	Primary Evidence of Compliance
Planning and Justification	1.1, 1.2	Section 1: Statutory and Regulatory Compliance	Phase 0	Board authority documentation, statutory alignment record, and program purpose statement demonstrating compliance with HRS Chapter 139 and applicable state and federal requirements.
Business Case Development	2.1, 2.2	Section 1: Statutory and Regulatory Compliance; Section 4: Budgeting; Section 15: Fiscal	Phase 0	Business case documentation including cost-benefit analysis, risk projections, and budget justifications supporting legislative and Board appropriation requests.
Requirements and Standards	3.1, 3.2	Section 11: Officer Certifications	Phase 1	Officer certification eligibility criteria, hiring standards, certification documentation, and decertification procedures with due process protections.
Job or Task Analysis	4.1, 4.2, 4.3	Section 7: Training Development - Analysis	Phase 1	Validated statewide Job Task Analysis, performance standards matrix, methodology documentation, and stakeholder engagement records.
Assessment and Testing	5.1 - 5.11	Section 8: Training Development - Design and Review; Section 9: Training Development - Implementation	Phase 2	Documented test specifications, item validation records, juror qualification files, pilot testing data, and reliability analyses demonstrating defensible assessment instruments.
Governance and Administration	6.1, 6.2, 6.3, 6.4	Section 1: Statutory and Regulatory Compliance; Section 3: Recordkeeping; Section 6: Student Disciplinary Process; Section 10: Instructor Certifications	Phase 2	Governance structure documentation, candidate rights statements, appeals procedures, administrative records management policies, and instructor certification criteria.

Hale Category	Hale Tools	IADLEST Section(s)	Phase	Primary Evidence of Compliance
Recertification and Maintenance	7.1, 7.2	Section 11: Officer Certifications	Phase 3	Recertification policy, continuing education tracking records, maintenance-of-competence documentation, and renewal cycle procedures.
Program Implementation	8.1, 8.2	Section 1: Statutory and Regulatory Compliance; Section 14: Information Technology	Phase 3	Statewide implementation plan, agency outreach records, communications materials, and readiness verification documentation.
Statewide Credentialing	9.1, 9.2	Section 2: Mutual Aid Agreements and Policies; Section 11: Officer Certifications	Phase 3	Statewide credential design documentation, agency cooperation agreements, and readiness verification records demonstrating consistent statewide certification issuance.
Evaluation and Continuous Improvement	10.1, 10.2	Section 3: Recordkeeping; Section 8: Training Development - Design and Review	Phase 4	Evaluation plan, stakeholder feedback summaries, annual performance metrics, and program review documentation supporting continuous improvement.

C-4. Hale-to-HRS Chapter 139 Crosswalk

Table C-3 maps each Hale tool to the applicable provisions of HRS Chapter 139, and the draft administrative rules chapters most directly implicated by that tool’s work. All draft administrative rules chapters are pending adoption under HRS Chapter 91.

Table C-3: Hale, Draft Rule, HRS Correlation

TOOL	TITLE	DRAFT RULES CHAPTER(S)	HRS §139 PROVISIONS
1: PLANNING AND JUSTIFICATION			
1.1	Guidelines for an Effective Program	XX-1, XX-2	TBD
1.2	Checklist for Certificate Programs	XX-1, XX-2	TBD
2: BUSINESS CASE DEVELOPMENT			
2.1	Guidelines for a Business Case	XX-1	§139-3(1), (12), (14)
2.2	Business Case Checklist	XX-1	§139-3(1), (12), (14)
3: REQUIREMENTS AND STANDARDS			
3.1	Guidelines for Requirements	XX-2, XX-5	§139-3(3), (4), (8)
3.2	Requirements Checklist	XX-2, XX-5	§139-3(3), (4), (8)
4: JOB OR TASK ANALYSIS			
4.1	Guidelines for Job or Task Analysis	XX-3, XX-4	§139-3(4), (5)
4.2	Job or Task Analysis Checklist	XX-3	§139-3(4), (8)
4.3	Checklist to Evaluate Standards	XX-3	§139-3(4), (8)
5: ASSESSMENT AND TESTING			
5.1	Guidelines for Assessing Education and Experience	XX-2, XX-5	§139-3(3), (4), (8)

TOOL	TITLE	DRAFT RULES CHAPTER(S)	HRS §139 PROVISIONS
5.2	Guidelines for Selecting Test Items	XX-3, XX-5	TBD
5.3	Guidelines for Building a Test Spec	XX-5	§139-3(3), (4), (8)
5.4	Guidelines for Qualifying Jurors	XX-5, XX-7	§139-3(3), (7), (10), (11)
5.5	Guidelines for Using Tests	XX-5	§139-3(3), (4), (8)
5.6	Checklist for Assessment	XX-5	§139-3(3), (4), (8)
5.7	Checklist for Test Analysis	XX-5	§139-3(3), (4), (8)
5.8	Checklist for Performance Items	XX-5, XX-7	§139-3(3), (7), (10), (11)
5.9	Checklist for Juried Items	XX-5, XX-7	§139-3(3), (7), (10), (11)
5.10	Checklist for Multiple-Choice Items	XX-5	§139-3(3), (4), (8)
5.11	Checklist for Matching Items	XX-5	§139-3(3), (4), (8)
6: GOVERNANCE AND ADMINISTRATION			
6.1	Guidelines for Designing Governance and Administration Processes	XX-1, XX-7	§139-3(1), (10), (11)
6.2	Checklist for Governance	XX-1, XX-7	§139-3(1), (10), (11)
6.3	Checklist for Administration	XX-1, XX-5	§139-3(1), (4), (8)
6.4	Checklist for Test Administration	XX-5, XX-7	§139-3(3), (7), (10), (11)
7: RECERTIFICATION AND MAINTENANCE			
7.1	Guidelines for Recertification and Maintenance	XX-5	§139-3(3), (4), (8)
7.2	Checklist for Recertification and Maintenance	XX-5	§139-3(3), (4), (8)
8: PROGRAM IMPLEMENTATION			
8.1	Guidelines for Implementation	XX-1	§139-3(1), (12), (14)
8.2	Checklist for Implementation	XX-1	§139-3(1), (12), (14)
9: STATEWIDE CREDENTIALING			
9.1	Guidelines for Designing a Statewide Credential	XX-2, XX-5, XX-6	§139-3(2), (3), (4), (8), (14)
9.2	Checklist for Statewide Credential Readiness	XX-2, XX-5, XX-8, XX-9	§139-3(3), (4), (8), (9), (14)
10: EVALUATION AND CONTINUOUS IMPROVEMENT			
10.1	Guidelines for Evaluation	XX-1	§139-3(1), (12), (14)
10.2	Checklist for Evaluation	XX-1	§139-3(1), (12), (14)

C-5. Additional Reference

This appendix should be read alongside Section 5 of the Administrative Plan and Appendix D, which describes the IADLEST POST Accreditation Standards framework in full.

End of Appendix C

APPENDIX D: IADLEST POST Accreditation Standards

D-1. Purpose

The Board adopts the IADLEST POST Accreditation Standards as the external quality benchmark against which its policies, procedures, and operations are measured. IADLEST POST accreditation is the recognized national standard for how a state law enforcement standards and training agency should be organized, governed, documented, and evaluated. Building toward accreditation ensures that LESB’s formation-phase work is oriented from the outset toward national credibility and that the documentation produced along the way serves a dual purpose: advancing the agency’s own program quality and building the evidentiary record needed for formal accreditation review.

D-2. IADLEST POST Accreditation Standards by Section

The IADLEST POST accreditation program consists of several standards organized across 15 sections. Each section addresses a distinct area of POST agency operations. Table D-1 lists each section by number and title and describes the focus of the standards within it.

Table D-1: IADLEST POST Accreditation Sections

Section	Title	Focus of Standards
1	Statutory and Regulatory Compliance	Covers the agency’s compliance with applicable state, federal, and local statutory requirements, regulations, and its own internal policies and procedures.
2	Mutual Aid Agreements and Policies	Addresses written agreements and policies governing shared use of staff or facilities across multiple organizations.
3	Recordkeeping	Covers legally defensible recordkeeping practices, including documentation standards, retention schedules, computerized records protocols, and student records.
4	Budgeting	Addresses the agency’s processes for projecting, tracking, and reconciling expenditures for programs and operations.
5	Health Screening	Covers health screening requirements for participants in physically demanding training curricula.
6	Student Disciplinary Process	Addresses the agency’s written code of conduct and process for managing student disciplinary matters.
7	Training Development: Analysis	Covers the agency’s process for identifying training needs, conducting job task analysis, and validating training requirements against performance data.
8	Training Development: Design and Review	Addresses the design of learning objectives, curriculum sequencing, instructional materials, and review procedures to ensure training relevance and currency.
9	Training Development: Implementation	Covers pilot testing of programs prior to formal delivery, delivery standards, and evaluation of training effectiveness.
10	Instructor Certifications	Addresses written criteria for certifying, recertifying, and revoking instructor certifications, including prerequisites for adult learning, mentoring, and instructional experience.
11	Officer Certifications	Covers written hiring standards, certification criteria, decertification procedures, and due process rights for officers.

Section	Title	Focus of Standards
12	Agency Training Facilities	Addresses written standards and criteria for training sites and facilities, including inspection processes for suitability.
13	Distance Learning	Covers the agency's policies and standards for distance learning, including adherence to distributed education industry standards such as SCORM.
14	Information Technology	Addresses the agency's policies and procedures governing use, security, and maintenance of information technology systems.
15	Fiscal	Covers the agency's processes for tracking and reconciling the costs of providing training programs and operating the agency.

D-3. Scoring System Overview

IADLEST evaluates each applicable standard using a four-point scale. A score is assigned to each standard based on the agency's written policies, supporting evidence, interviews, and on-site observations.

The four scoring levels are:

- **0: Unacceptable.** The agency does not meet the standard or is aware of the requirement and elects not to comply. A score of zero on certain standards is an automatic failure.
- **1: Marginal.** The agency meets the standard at the minimum level possible or meets it inconsistently.
- **2: Acceptable.** The agency meets the standard in all areas and exceeds the minimum in some.
- **3: Best Practices.** The agency meets the standard in all areas and exceeds the minimum in a majority of areas.

The maximum possible score depends on the number of applicable standards; a weighted average of 80% or higher is required for accreditation. A weighted average of 92% or higher, with no Unacceptable ratings and a maximum number of four (4) Marginal ratings, qualifies an agency for the Award of Excellence.

Accreditation is awarded for three years. Reaccreditation follows the same assessment process and requires an application submitted within 180 days prior to expiration.

D-4. LESB Formation-Phase Compliance Status

LESB is in the formation phase of agency development. As used in this appendix, formation phase refers to the period during which LESB is building the foundational policies, staffing, and systems required to operate as a full certification authority. Administrative rules are pending adoption under HRS Chapter 91, staffing is subject to appropriation, and certification operations have not yet launched. As a result, most IADLEST accreditation standards cannot yet be demonstrated through proofs of compliance.

Table D-2 summarizes LESB’s readiness status by accreditation section. Two status designations are used. In Preparation means foundational policy or planning work is underway but proofs of compliance are not yet available. Planning means work in that area has not yet begun and is scheduled for a later implementation phase. All designations will be updated as implementation progresses.

Table D-2: LESB Formation-Phase Compliance Status by IADLEST Section

Section	Title	Status	Formation-Phase Notes
1	Statutory and Regulatory Compliance	In Preparation	HRS Chapter 139 establishes LESB’s statutory authority. Draft administrative rules are pending adoption under HRS Chapter 91. Policy documentation is under development.
2	Mutual Aid Agreements and Policies	Planning	Interagency agreements have not yet been developed. This section will be addressed during program implementation phases.
3	Recordkeeping	In Preparation	Recordkeeping policies are being developed as part of the draft administrative rules. A records management system has not yet been procured or implemented.
4	Budgeting	In Preparation	Budget planning and tracking processes are being developed. Formal expenditure tracking systems will be established upon appropriation and staffing.
5	Health Screening	Planning	Health screening standards will be addressed when training curricula requiring physical activity are developed and implemented.
6	Student Disciplinary Process	Planning	A code of conduct and disciplinary process for certification candidates will be developed during the assessment design phase.
7	Training Development: Analysis	In Preparation	The statewide Job Task Analysis is being planned and procured. Completion of the JTA is the foundational deliverable for this section.
8	Training Development: Design and Review	Planning	Curriculum design and review processes will begin following completion of the JTA and adoption of performance standards.

Section	Title	Status	Formation-Phase Notes
9	Training Development: Implementation	Planning	Pilot testing and formal training delivery are planned for later implementation phases following standards development.
10	Instructor Certifications	In Preparation	Draft administrative rules include instructor certification criteria. Formal policies and proofs of compliance will be developed during the assessment design phase.
11	Officer Certifications	In Preparation	Draft administrative rules establish officer certification and decertification criteria. Operational compliance documentation will be developed as certification intake launches.
12	Agency Training Facilities	Planning	LESB does not currently operate training facilities. Standards and inspection criteria for approved training sites will be developed during program implementation.
13	Distance Learning	Planning	Distance learning policies will be developed in conjunction with training standards and the learning management system procurement.
14	Information Technology	In Preparation	IT policies are being developed. A certification database and learning management system have not yet been procured.
15	Fiscal	In Preparation	Budget tracking and reconciliation processes are being established. Formal fiscal policies will be documented upon full appropriation and staffing.

D-5. Self-Assessment Readiness by Implementation Phase

LESB will conduct its IADLEST self-assessment as part of its preparation for accreditation review. The self-assessment cannot be completed until the foundational work of each implementation phase is sufficiently advanced to produce the policies, procedures, and proofs of compliance required by the standards. Table D-3 maps the IADLEST accreditation sections to the implementation phases in which the necessary foundational work is expected to be completed and self-assessment activities can begin.

No specific accreditation target dates are included. Readiness to begin self-assessment in any given section depends on staffing activation, appropriation, and completion of the preceding implementation phase.

Table D-3: IADLEST Self-Assessment Readiness by Implementation Phase

Phase*	IADLEST Sections	Self-Assessment Readiness Trigger
Phase 0: Foundational Planning and Governance		
Phase 0	Sections 1, 4, 15	Statutory authority documentation, budget planning processes, and fiscal tracking policies are sufficiently developed to begin self-assessment against these sections.
Phase 1: Standards Development and Job Task Analysis		
Phase 1	Sections 2, 7	Completion of the statewide JTA and establishment of interagency working relationships provide the foundational evidence needed for self-assessment against training analysis and mutual aid standards.
Phase 2: Assessment Design and Governance Readiness		
Phase 2	Sections 3, 6, 8, 10, 11, 14	Development of governance policies, recordkeeping systems, IT infrastructure, instructor certification criteria, officer certification procedures, curriculum design standards, and candidate disciplinary processes enables self-assessment against these sections.
Phase 3: Program Implementation		
Phase 3	Sections 5, 9, 12, 13	Launch of training programs, establishment of approved training facilities, development of distance learning policies, and activation of health screening protocols enable self-assessment against these sections.
Phase 4: Evaluation and Continuous Improvement		
Phase 4	All sections	Full self-assessment across all applicable sections, compilation of proofs of compliance, and gap remediation in preparation for formal IADLEST accreditation review.

* Phase designations align to the implementation phases described in Part IV of the Administrative Plan. Section assignments reflect the phase in which sufficient foundational work is expected to be completed to support self-assessment activity. Earlier completion of foundational work may allow self-assessment to begin ahead of the phase indicated. The Hale-to-IADLEST crosswalk in Appendix C provides additional detail on the relationship between implementation phases and accreditation domain evidence.

D-6. Additional Reference

This appendix should be read alongside Section 6 of the Administrative Plan and Appendix C, which maps each Hale tool category to the corresponding IADLEST accreditation section and implementation phase. The full *IADLEST Accreditation Procedures and Standards Manual* (Edition V9, May 2021) and the *IADLEST POST Agency Accreditation Scoring Matrix* (Rev. May 2022) are the authoritative sources for all accreditation standards, scoring criteria, and process requirements.

End of Appendix D

APPENDIX E: 21st Century Policing Framework

E-1. Purpose

Certification and training standards do not exist in isolation. They reflect values about public trust, accountability, transparency, and the relationship between law enforcement and the communities it serves. The Board adopts the 21st Century Policing framework, drawn from the *Final Report of the President’s Task Force on 21st Century Policing* (2015) and reaffirmed in the *Task Force on 21st Century Policing: A Renewed Call to Action* (2023), to ensure that its standards are grounded in a principled, nationally recognized vision of professional policing.

E-2. Six Pillars Correlation Matrix

Table E-1 maps each of the six pillars of the 21st Century Policing framework to the corresponding LESB functions, applicable draft administrative rules chapters, and provisions of HRS Chapter 139 that provide the statutory basis for LESB’s role under each pillar. All draft administrative rules chapters are pending adoption under HRS Chapter 91.

Table E-1: 21st Century Policing Six Pillars Correlation Matrix

Pillar	LESB Function	Draft Rules Chapter(s)	HRS §139 Provisions
Pillar 1: Building Trust and Legitimacy			
Pillar 1	Establish uniform statewide certification standards that promote public confidence through transparent, consistently applied requirements. Mandate training in ethics, procedural justice, and fair policing practices. Require public reporting on certification and certification actions.	XX-1, XX-2, XX-3, XX-5, XX-6, XX-8	§139-2; §139-3(1), (3), (4), (8), (12), (14)
Pillar 2: Policy and Oversight			
Pillar 2	Set statewide policies on officer certification, decertification, use of force, and professional conduct. Conduct independent investigations of officer conduct through the Professional Standards Division (if formed and staffed). Establish clear due process procedures for certification actions.	XX-1, XX-2, XX-6, XX-7	§139-3(1), (7), (10), (11), (12)
Pillar 3: Technology and Social Media			
Pillar 3	Develop and maintain certification and training data systems that support public transparency and evidence-based decision-making. Publish certification and training compliance data through public reporting mechanisms. Establish policies for digital evidence management and officer training on technology use.	XX-1, XX-3, XX-8	§139-3(1), (4), (12), (14)
Pillar 4: Community Policing and Crime Reduction			
Pillar 4	Embed community engagement, de-escalation, cultural competence, and procedural justice into required training standards and continuing education. Require training in conflict resolution and problem-solving policing as conditions of certification.	XX-3, XX-4, XX-5	§139-3(3), (4), (5), (8)
Pillar 5: Officer Training and Education			
Pillar 5	Establish and enforce minimum basic training standards and continuing education requirements. Align training standards with national benchmarks. Develop instructor certification criteria to ensure training quality. Support advanced leadership and professional development training.	XX-3, XX-4, XX-5	§139-3(3), (4), (5), (8)
Pillar 6: Officer Wellness and Safety			
Pillar 6	Incorporate officer mental health, stress management, and wellness into continuing education requirements. Establish training standards that address the physical and psychological demands of law enforcement service.	XX-3, XX-5	§139-3(3), (4), (8)

E-3. Source Documents Reference

The 21st Century Policing framework rests on two foundational documents. The Final Report of the President’s Task Force on 21st Century Policing (2015) established the six-pillar structure and the original set of recommendations and action items that define the framework. The report was produced by a task force convened under Executive Order 13684 and published by the Office of Community Oriented Policing Services, U.S. Department of Justice.

The Task Force on 21st Century Policing: A Renewed Call to Action (2023) reaffirmed the six pillars and updated the framework’s priorities in light of developments in policing since 2015. The 2023 document emphasizes rebuilding public trust, advancing equity, and strengthening the role of POST agencies in setting and enforcing professional standards.

Both documents inform the content of LESB’s training standards, the design of its public reporting practices, and the principles embedded in its draft administrative rules. The 2023 Call to Action is the more current expression of the framework’s priorities and is given particular weight in LESB’s implementation approach.

E-4. IACP Recommendations Alignment

The International Association of Chiefs of Police, in collaboration with George Mason University’s Center for Evidence-Based Crime Policy, conducted an evidence assessment of the 156 Task Force recommendations titled *An Evidence-Assessment of the Recommendations of the President’s Task Force on 21st Century Policing* (IACP/GMU, undated). The assessment evaluated which recommendations are most strongly supported by research and identified priority actions for state and local law enforcement agencies.

Of the 156 total recommendations and action items, approximately 87 were directed at state and local agencies. LESB’s authority under HRS Chapter 139 is most directly aligned with the recommendations the IACP/GMU assessment identified as priorities across four pillars:

- **Pillar 1 (Building Trust and Legitimacy):** Establishing transparent, uniform certification standards and mandating training in procedural justice and implicit bias.
- **Pillar 2 (Policy and Oversight):** Adopting clear, enforceable policies on officer certification, decertification, and professional conduct, and ensuring due process in certification actions.

- **Pillar 5 (Officer Training and Education):** Establishing and enforcing minimum training standards, aligning curriculum with evidence-based practices, and requiring instructor qualification.
- **Pillar 6 (Officer Wellness and Safety):** Incorporating mental health and stress management content into continuing education requirements.

LESB does not have direct authority over individual agency operations, community deployment decisions, or officer hiring. Alignment with Pillars 3 and 4 is limited to LESB's data transparency functions and the community-facing content of training standards, respectively.

End of Appendix E

APPENDIX F: LESB 10-Step Evaluation Framework

F-1. Purpose

The Board adopts the LESB 10-Step Evaluation Framework to ensure that all certification and training programs are designed with measurable outcomes, evaluated against evidence, and continuously improved. The framework is adapted from the model developed by Dr. Seung Youn (Yonnie) Chyung, EdD, of Boise State University, as presented in *10-Step Evaluation for Training and Performance Improvement* (SAGE Publications, 2019). Evaluation findings inform the continuous improvement cycle and support the annual reporting process under HRS Section 139-9.

F-2. Three Ongoing Tasks

The LESB evaluation framework operates within a continuous discipline of three ongoing tasks that apply at all times, not only during discrete evaluation events. These tasks are not steps in the sequence. They inform judgment throughout all phases of every evaluation, from the first planning decision through the final report.

The three ongoing tasks are:

- **Feasibility assessment:** Continuously examining whether an evaluation can be carried out as planned given available time, data, personnel, and resources. If feasibility concerns arise at any point, the evaluation plan is adjusted before proceeding.
- **Risk factor assessment:** Continuously identifying and monitoring threats to the validity and reliability of evaluation work, including stakeholder bias, data access limitations, data quality problems, and external factors that could affect findings.
- **Meta-evaluation:** Continuously reviewing the quality and integrity of the evaluation process itself to confirm that it is being conducted in a way that will produce findings the Board and its stakeholders can trust and act on. Meta-evaluation occurs in formative form throughout an evaluation and in summative form at its conclusion.

F-3. The 10-Step Framework Applied to LESB Operations

LESB applies the 10-step evaluation process across all divisions and all implementation phases. Each evaluation proceeds through three sequential phases, each producing a deliverable: the identification phase produces a statement of work, the planning phase produces an evaluation proposal, and the implementation phase produces an evaluation final report. Table F-1 presents the full framework as applied to LESB operations, including the key questions, evidence sources, responsible divisions, and reporting intervals for each step.

Table F-1: LESB 10-Step Evaluation Framework Applied to Operations

Step	Title	LESB Application	Key Questions	Evidence Sources	Lead Division (Proposed)	Reporting Interval
IDENTIFICATION PHASE						
1	Identify the Evaluand	Identify LESB certification and training program components requiring evaluation, as defined in the Administrative Plan.	What functions and programs require systematic evaluation?	HRS Chapter 139; Board resolutions; Strategic priorities	OBA	Per evaluation cycle
2	Identify Stakeholders	Identify Board, law enforcement agencies, officers, Legislature, and public as defined in the Administrative Plan.	Who needs evaluation information and for what purposes?	Stakeholder surveys; Public hearings; Agency consultations	OBA / RED*	Per evaluation cycle
3	Identify Purpose	Clarify whether the evaluation serves compliance verification, program improvement, public reporting, or accountability.	What decisions and actions depend on evaluation results?	Legislative mandates; Board priorities; Public accountability requirements	OBA with Board input	Per evaluation cycle
PLANNING PHASE						
4	Develop Program Logic Model	Map program inputs, activities, outputs, and outcomes. Where the evaluand is a training program, a Training Impact Model is used in place of or alongside the Program Logic Model.	What are the causal relationships between activities and outcomes?	Hale Tools 1.1 and 10.1; Job Task Analysis findings	TSD / OBA	Per evaluation cycle
5	Determine Dimensions and Importance Weighting	Establish weighted performance dimensions against which the program will be evaluated, drawing on the 21st Century Policing framework, IADLEST standards, and stakeholder input.	What criteria and weights define program success?	21st Century Policing framework; IADLEST standards; Stakeholder input	OBA with Board input	Per evaluation cycle
6	Determine Data Collection Methods	Select mixed methods combining quantitative metrics and qualitative feedback as required by administrative rules.	What data sources and methods answer the evaluation questions?	Administrative data; Stakeholder surveys; Site observations; Document reviews	ASD	Per evaluation cycle

Step	Title	LESB Application	Key Questions	Evidence Sources	Lead Division (Proposed)	Reporting Interval
IMPLEMENTATION PHASE						
7	Develop Data Collection Instruments	Create evaluation checklists, scoring rubrics, and survey instruments. Instruments are validated and approved before deployment.	Are instruments valid, reliable, and appropriate for intended use?	Psychometric testing; Expert panel review; Pilot testing	ASD with subject matter experts	Per evaluation cycle
8	Collect Data	Gather quarterly divisional reports and conduct annual comprehensive data collection as required by administrative rules.	Is data quality maintained throughout the collection process?	LESB data management system; Quality assurance protocols	All divisions reporting to ASD	Quarterly; Annual
9	Analyze Data with Rubrics	Score performance and compliance using established rubrics and Hale Tool 10.2 standards.	Are data interpretations justified and defensible?	Inter-rater reliability tests; Documented audit trails	ASD	Quarterly; Annual
10	Draw Conclusions	Compile findings into the annual performance report and strategic updates. Recommendations are presented to the Board for deliberation.	What actions and improvements should follow from findings?	Board deliberations; Stakeholder input; Legislative recommendations	OBA with Board input	Annual

* RED = Regional Engagement Division. Participation is contingent on formation and staffing of that division. All proposed divisions are subject to appropriation. Source: Adapted from Chyung, S. Y. (2019). *10-Step Evaluation for Training and Performance Improvement*. SAGE Publications.

F-4. Program Logic Model

The Board adopts a Program Logic Model to make explicit the causal relationships between LESB resources, activities, outputs, outcomes, and impacts. The model provides a shared frame of reference for Board members, staff, partner agencies, and stakeholders, establishing a common understanding of how LESB’s work connects to its intended results. It also serves as the foundation for Step 4 of the LESB 10-Step Evaluation Framework, ensuring that evaluation planning is grounded in a documented theory of change rather than assumption.

Figure F-1 presents the LESB Program Logic Model. It follows the Activities Approach model described in the W.K. Kellogg Foundation Logic Model Development Guide and organizes LESB’s planned work and intended results across six columns: Resources, Strategies and Activities, Outputs, Short-Term Outcomes, Long-Term Outcomes, and Impacts.

LESB Program Logic Model					
RESOURCES	STRATEGIES AND ACTIVITIES	OUTPUTS	SHORT-TERM OUTCOMES	LONG-TERM OUTCOMES	IMPACTS
<ul style="list-style-type: none"> HRS Chapter 139 and related statutes (<i>Guidance</i>) Board members and Administrator Proposed division staff -<i>-\$-</i> Legislative appropriations and LESB Special Fund -<i>-\$-</i> JTA vendor; technology vendors; legal counsel; ALJ -<i>-\$-</i> Law enforcement agency coordinators and training providers Hale, IADLEST, 21st Century Policing, and 10-Step Evaluation frameworks (<i>Guidance</i>) Certification management system; LMS; public data portal -<i>-\$-</i> Draft administrative rules (XX-1 through XX-9); JTA RFP; Administrative Plan (<i>Governance</i>) <p><i>-\$-</i>: pending appropriation</p>	<ul style="list-style-type: none"> Draft, adopt, and implement administrative rules (HRS Chapter 91 process) Procure and conduct statewide Job Task Analysis Create a statewide law enforcement officer database Process certification applications; issue provisional and full certifications Approve training programs, academies, and instructors against adopted standards Receive, investigate, and adjudicate certification action cases Maintain public data portal; publish annual report to Governor and Legislature Conduct IADLEST self-assessment and accreditation submissions; operate 10-Step Evaluation cycle; engage agencies statewide; procure and maintain technology systems 	<ul style="list-style-type: none"> Adopted and implemented administrative rules (Chapters XX-1 through XX-9) Statewide Job Task Analysis report and validated task inventory Certified law enforcement officers (provisional and full) Approved training programs and academies Credentialed law enforcement instructors Certification action decision-making process (denial, suspension, revocation, reinstatement) Annual report to Governor and Legislature ☺ Completed statutory mandate products (e.g., model vehicular pursuit policy) ☺ Public data portal with aggregate certification and compliance data ☺ IADLEST self-assessment documentation and accreditation submissions ☺ <p><i>☺</i>: Continuous and/or Recurring</p>	<ul style="list-style-type: none"> LESB operating in full compliance with HRS Chapter 139 statutory mandates Statewide regulatory framework established for certification decisions and Board authority Law enforcement agencies aligned to uniform minimum employment, training, and certification standards Officers' professional status formally recognized through certification credentials tied to validated job tasks Training programs and instructors operating under consistent, evidence-based quality standards statewide Employing agencies integrating LESB certification requirements into hiring, retention, and personnel processes Transparent public reporting on certification status, compliance, and professional standards enforcement 	<ul style="list-style-type: none"> Measurable improvement in officer competency and preparedness tied to validated training standards Consistent, fair, and accountable certification action processes that officers and agencies trust LESB recognized by IADLEST as an accredited POST agency Self-sustaining evaluation and continuous improvement cycle embedded in all LESB operations Legislature and Governor relying on LESB data as the authoritative source on law enforcement standards in Hawai'i 	<ul style="list-style-type: none"> Public trust in law enforcement strengthened by a transparent, accountable certification system Measurable law enforcement professionalism established as a permanent feature of policing in Hawai'i Community-police relationships improved through demonstrated commitment to officer competency and accountability Culture of professional accountability across all agencies, where certification standards are the baseline for the profession Hawai'i's certification system recognized as a credible, accredited model consistent with national standards Legislature and public equipped with reliable, evidence-based information for law enforcement policy decisions
<p>Assumptions</p> <p>Legislative appropriations are received sufficient to fund proposed positions and operations ◊ Administrative rules are adopted through the HRS Chapter 91 process in time to support certification launch by the statutory date ◊ Law enforcement agencies statewide cooperate with LESB certification and personnel standards ◊ Technology systems are procured and operational before full certification launch ◊ The Job Task Analysis is completed in time to inform rule and training content before adoption.</p>			<p>External Factors</p> <p>Shifts in public and legislative priorities regarding law enforcement accountability and transparency ◊ Workforce recruitment and retention conditions across law enforcement agencies statewide ◊ Operational demands on agencies that affect the scope and composition of certification standards ◊ Changes in national POST standards or IADLEST accreditation requirements that affect certification alignment ◊ Level of stakeholder engagement from law enforcement agencies, officers, and community partners in the certification process.</p>		

Figure F-1: LESB Program Logic Model

The Program Logic Model is a general visualization of LESB’s administrative accountability and evaluation framework. It captures the major components of LESB’s operation at a summary level and is not intended to convey fine operational detail. Where a specific training program is being evaluated for effectiveness, the PLM alone is not sufficient. In those cases, an evidence-based Training Impact Model (TIM) or Learning-Transfer Evaluation Model (LTEM) is used alongside or in place of the PLM to address the additional causal layers specific to training design, delivery, and transfer to job performance, consistent with Step 4 of Table F-1.

F-5. Connection to Annual Reporting and Continuous Improvement

The LESB evaluation framework is designed to produce continuous, formative findings rather than a single concluding judgment. Under HRS Section 139-9, LESB is required to submit an annual report to the Governor and Legislature. Evaluation findings inform that report and support the Board’s ongoing review of its programs, standards, and administrative practices.

Continuous improvement is not a separate activity. It is the outcome of completing the evaluation cycle and acting on its conclusions. The Program Logic Model in F-4 establishes the theory of change against which those findings are measured. When Step 10 produces recommendations, those recommendations are presented to the Board for deliberation, incorporated into program adjustments, and tracked through the next evaluation cycle to confirm whether the changes produced the intended results. This closing of the loop connects Section 18 of the Administrative Plan, which establishes LESB’s performance measurement responsibilities, to the operational evaluation work described in this appendix.

End of Appendix F

APPENDIX G: Provisional Certification Framework

G-1. Purpose

The Board adopts a provisional certification framework to manage two distinct but related functions. The first is the one-time statewide transition during which currently employed officers are authorized to continue serving while the full certification program is implemented. The second is the ongoing administration of provisional certification status for officers in circumstances where full certification is not yet complete or has lapsed for reasons unrelated to certification action due to non-compliance. Both functions are grounded in the Board's ongoing obligation under HRS Chapter 139 to ensure that no person exercises law enforcement authority in Hawai'i without Board authorization, while also ensuring that public safety operations are not disrupted during the transition to a fully certified statewide workforce.

G-2. Statewide Transition Provisional Certification

The statewide transition provisional certification is a one-time administrative event. When the Board's certification requirement takes effect, every currently employed officer who has not been certified by LESB becomes ineligible to continue employment as a law enforcement officer without Board authorization. The Board will issue provisional certification to currently employed officers on a structured, prioritized schedule developed by the Administrator and approved by the Board.

Provisional certification issued under this section does not waive the requirement for full certification. It is a time-limited authorization that bridges the gap between the effective date of the certification requirement and the point at which each officer has completed the full certification process.

The transition sequencing will be determined by the Board based on a prioritization framework that may account for factors including rank and supervisory responsibility, tenure and years of service, assignment type and operational role, geographic distribution across the state, and documentation readiness. The Board retains authority to determine the sequencing approach, which may proceed by individual officer, by rank or classification, by agency, or by any combination of these factors. The Administrator will develop the documentation requirements and transition schedule for Board approval.

Provisional certification issued under this section will carry a defined expiration period established by the Board, within which each officer must complete all requirements for full certification under the adopted administrative rules.

G-3. Ongoing Provisional Certification Scenarios

Following completion of the statewide transition, provisional certification remains an active administrative tool available to the Board for specific recurring circumstances. Unlike the transition event described in G-2, these are ongoing scenarios that will arise throughout LESB's operational life. Each is governed by the applicable provisions of the administrative rules and is subject to the same requirement that provisional certification does not waive the obligation to achieve full certification.

The Board recognizes the following ongoing provisional certification scenarios:

- **New officers prior to FTO completion:** A new officer who has met the prerequisites for conditional certification under HAR Chapter XX-2, including completion of a Board-recognized training program, passage of a background investigation, and employment or sponsorship by a recognized law enforcement agency, may be issued provisional certification to allow supervised field training activity before full certification is achieved. Provisional certification under this scenario expires upon completion of all full certification requirements, or upon the maximum period established by the Board, whichever comes first.
- **Lateral transfers:** An officer certified in another jurisdiction who is hired by a Hawai'i law enforcement agency may be issued provisional certification while the Board evaluates the equivalency of their prior training and certification. Provisional certification under this scenario is governed by HAR Chapters XX-2 and XX-3 and is subject to the Board's equivalency determination process.
- **Officers returning from inactive status:** An officer who has been on authorized leave, including military deployment, medical leave, or other Board-recognized leave, and whose certification has lapsed solely due to that absence, may apply for provisional certification upon return to active duty. Provisional certification under this scenario is contingent on the officer completing any required refresher or transitional training within the period established by the Board.
- **Officers returning as rehires:** An officer who was separated from law enforcement service in good standing and is subsequently rehired by a Hawai'i law enforcement agency may apply for provisional certification while completing any updated training or assessment requirements necessary to achieve full certification under current standards.
- **Other Board-determined circumstances:** The Board retains authority to establish additional provisional certification categories by rule or resolution as circumstances warrant, including emergency or critical staffing situations governed by HAR Chapter XX-9.

G-4. Provisional Certification Status and Conditions

Provisional certification issued under any scenario described in this appendix confers Board authorization to exercise law enforcement authority within the limits established by the Board for that certification category. It does not confer full certification status and does not satisfy the requirements for full certification under HAR Chapter XX-2.

All provisional certifications are subject to the following conditions:

Scope: The Board may establish conditions on the scope of law enforcement authority exercisable under provisional certification, including supervision requirements, geographic limitations, or assignment restrictions, as appropriate to the scenario.

Reporting: The employing agency is responsible for notifying LESB of any change in the officer's status, assignment, or eligibility during the provisional certification period, in accordance with HAR Chapter XX-2.

Suspension and revocation: Provisional certification is subject to suspension or revocation on the same grounds and through the same procedures applicable to full certification under HAR Chapters XX-2 and XX-7.

Non-transferability: Provisional certification issued to an officer is specific to the employing agency and scenario under which it was granted. A change in employing agency or certification scenario requires a new application.

G-5. Transition to Full Certification

Provisional certification is not permanent or unlimited in term. Every officer issued provisional certification under any scenario in this appendix is expected to progress to full certification within the period established by the Board. The Administrator will track provisional certification status for all officers and notify employing agencies of approaching expiration dates and outstanding requirements.

An officer who does not achieve full certification within the established period, and who has not been granted an extension under HAR Chapter XX-9, will have their provisional certification lapse. A lapsed provisional certification terminates the officer's Board authorization to exercise law enforcement authority. The employing agency is responsible for ensuring that officers without valid Board authorization are not assigned to law enforcement duties.

The Board will report on the status of provisional certifications, including the number issued, active, completed, lapsed, and converted to full certification, as part of the annual report required under HRS Section 139-9.

G-6. Contingency Provisional Certification

This section applies only in the event that the statutory deadline for Board certification takes effect before LESB has completed the administrative prerequisites for full certification operations, including adopted administrative rules, sufficient staffing, and a functional certification system. This is a contingency provision. It is not the anticipated or planned outcome.

In that circumstance, the Board may declare a contingency provisional certification period by resolution. During a declared contingency provisional certification period:

- All currently employed officers in recognized Hawai'i law enforcement agencies are deemed provisionally certified by operation of Board resolution, without individual application, pending the establishment of full certification operations.
- The contingency provisional certification period shall run until the Board declares, by resolution, that full certification operations are open and the statewide transition process described in G-2 has commenced.
- The Board will notify all recognized law enforcement agencies of the declaration, its effective date, and the anticipated timeline for transition to full certification operations.
- The contingency provisional certification period does not alter the obligation of any officer to achieve full certification under the standards the Board ultimately adopts. It preserves employment eligibility only for the duration of the contingency period.

SB 2519 has passed the Legislature and been enrolled to the Governor. Upon enactment, the statutory certification deadline will be extended to July 1, 2028. This section remains available as a contingency for any future circumstance in which the certification deadline would otherwise take effect before full certification operations are ready.

NOTE: This appendix will be reviewed and updated as HAR Chapters XX-2, XX-7, and XX-9 are finalized through the adoption process under HRS Chapter 91.

End of Appendix G

APPENDIX H: Agency Roles

H-1. Purpose

Law enforcement agencies in Hawai'i are the employers of officers subject to Board certification. Their active participation in the certification system is essential to its integrity and effectiveness. The Board adopts this appendix to give agency leaders, certification coordinators, and liaisons a clear, organized summary of the actions agencies are expected to take under each chapter of the draft administrative rules. All chapters referenced here are pending adoption under HRS Chapter 91 and are subject to revision. This table will be updated as needed following each rulemaking cycle.

H-2. Agency Roles by Administrative Rules Chapter

Table H-1 summarizes the actions law enforcement agencies are expected to take under each chapter of the draft administrative rules. Each entry identifies the subject area, the specific role or action required, and the applicable timing or reporting frequency.

Table H-1: Agency Roles by Administrative Rules Chapter

Chapter	Agency Action	Agency Contact	Reporting Frequency
CHAPTER XX-1: GENERAL PROVISIONS			
XX-1	Designate a primary agency liaison to coordinate with LESB on certification, training, and related matters. Maintain current contact information with LESB.	Agency Head or designee	Upon designation; update within 15 days of any change
CHAPTER XX-2: LAW ENFORCEMENT OFFICER CERTIFICATION			
XX-2	Sponsor or employ officers applying for certification. Submit certification applications with required documentation.	Agency certification coordinator	Per certification application
XX-2	Notify LESB of changes in an officer's employment status that affect certification eligibility, including separations, resignations, and retirements.	Agency certification coordinator	Within 15 calendar days of status change
XX-2	Notify LESB upon return to active duty of any officer who was on authorized leave during which certification lapsed.	Agency certification coordinator	Within 15 calendar days of return
XX-2	Submit provisional certification transition documentation for incumbent officers as required by the Board's transition schedule.	Agency head or designee	Per Board-established transition schedule
CHAPTER XX-3: LAW ENFORCEMENT TRAINING STANDARDS			
XX-3	Ensure that officers complete required basic training at a Board-approved academy before performing solo law enforcement duties.	Agency training coordinator	Prior to officer solo assignment
XX-3	Ensure that officers complete the Board-approved Field Training Officer program within one year of initial certification.	Agency training coordinator	Within 1 year of initial certification
XX-3	Submit training completion records to LESB through the Board's approved reporting system.	Agency training coordinator	Within 30 days of training completion

Chapter	Agency Action	Agency Contact	Reporting Frequency
CHAPTER XX-4: INSTRUCTOR CERTIFICATION AND AUTHORIZATION STANDARDS			
XX-4	Ensure that instructors delivering Board-approved training hold current instructor certification or authorization from LESB.	Agency training coordinator	Ongoing; verified prior to each training delivery
CHAPTER XX-5: TRAINING CREDIT AND CONTINUING EDUCATION REQUIREMENTS			
XX-5	Ensure that certified officers complete the required 48 hours of in-service training every two years.	Agency training coordinator	Biannual; records submitted within 30 days of completion
XX-5	Track and report continuing education hours by officer through the Board's approved system.	Agency training coordinator	Ongoing; annual summary by December 31
CHAPTER XX-6: PROFESSIONAL STANDARDS AND ETHICAL CONDUCT			
XX-6	Adopt and maintain written policies on professional conduct consistent with Board standards. Make policies publicly available as required by law.	Agency head	Upon adoption; update within 30 days of any revision
CHAPTER XX-7: CERTIFICATION ACTION PROCEDURES			
XX-7	Report to LESB any termination, resignation, or placement under investigation for conduct that could result in a certification action.	Agency head or designee	Within 15 calendar days of the triggering event
XX-7	Report to LESB any arrest, criminal charge, or conviction of a certified officer involving conduct that may affect certification eligibility.	Agency head or designee	Within 10 calendar days of the triggering event
XX-7	Cooperate with Board investigations by providing documentation and access to personnel as requested.	Agency head or designee	As requested by LESB
XX-7	Report final disposition of any investigation initially reported under mandatory reporting requirements.	Agency head or designee	Within 15 calendar days of final disposition
CHAPTER XX-8: DATA MANAGEMENT AND INFORMATION TRANSPARENCY			
XX-8	Submit quarterly use of force reports in accordance with HRS Section 139-11 and Board data standards.	Agency data or records coordinator	Quarterly: September 30, December 31, March 31, June 30
XX-8	Submit quarterly vehicular pursuit reports in accordance with Act 210, Session Laws of Hawai'i 2025, and Board reporting requirements.	Agency data or records coordinator	Quarterly: September 30, December 31, March 31, June 30
XX-8	Respond to Board data requests and participate in periodic data accuracy audits.	Agency head or designee	As requested by LESB
CHAPTER XX-9: WAIVERS, VARIANCES, AND SPECIAL PROVISIONS			
XX-9	Submit waiver or variance requests for officers unable to meet certification or training requirements within the required timeframe, with supporting documentation and a proposed completion plan.	Agency certification coordinator	At least 30 days before the affected deadline, unless circumstances prevent timely submission

End of Appendix H

APPENDIX I: Implementation Process Map

I-1. Purpose

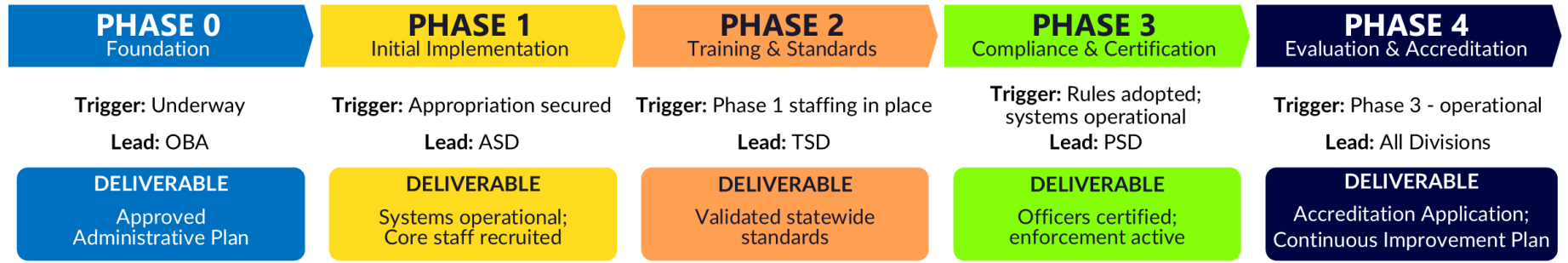
LESB's implementation follows a phased sequence in which each phase activates when its trigger condition is met, not on a fixed calendar date. This map shows the five implementation phases, their triggers, primary work, and lead divisions. Three evidence-based frameworks operate across all phases: the Hale Performance-Based Certification framework governs how certification standards are built and validated; the IADLEST POST Accreditation Standards define the external quality benchmark toward which all formation-phase work is oriented; and the 21st Century Policing framework provides the values context within which both are applied. The LESB 10-Step Evaluation Framework runs continuously from the outset through all phases. This appendix is a visual reference. Detailed descriptions of each phase are in the Executive Summary and Part IV. Framework details are in Appendices C, D, E, and F.

I-2. Process Map

The LESB implementation process operates across five sequential phases, each activated by specific trigger condition(s) rather than a fixed calendar date. Figure I-1 illustrates the phase structure, the lead division for each phase, and the key deliverable(s) that mark phase completion. Three foundational frameworks span all phases: the Hale Performance-Based Certification Framework, the IADLEST Accreditation Path, and the 21st Century Policing Framework. The LESB 10-Step Evaluation Framework applies continuously throughout implementation as an independent thread supporting feasibility assessment, risk monitoring, and annual reporting under HRS Section 139-9.

LESB IMPLEMENTATION PROCESS MAP

• Phases are trigger-based in general. • Each phase activates when its condition is met, not on a fixed calendar date. • Portions of different phases may run concurrently depending upon circumstances.



FOUNDATIONAL FRAMEWORKS

CONTINUOUS EVALUATION THREAD

LESB 10-Step Evaluation Framework (Appendix F) applies throughout all phases.

Feasibility assessment · Risk factor monitoring · Meta-evaluation · Annual reporting under HRS §139-9 · Continuous improvement



21st Century Policing Framework Six Pillars inform training standards, transparency practices, and professional conduct across all phases. (See Appendix E)

Phases activate on trigger conditions, not calendar dates. Portions of different phases may run concurrently when operationally efficient.

Funding phases (I and II) govern legislative appropriation requests and are distinct from implementation phases (0-4). All proposed divisions and positions are subject to legislative appropriation.

Cross-References: Phases: Section 4 & Table ES-1 | Hale: Appendix C | IADLEST: Appendix D | 21st Century Policing: Appendix E | Evaluation: Appendix F

Figure I-1: LESB Implementation Process Map

End of Appendix I

APPENDIX J: Strategic Environment Assessment

J-1. Purpose

The Board maintains a strategic assessment of LESB's operating environment to inform risk management, implementation sequencing, and continuity planning. This appendix documents the current strategic assessment. It supports Section 17.3 (Risk Mitigation Approach) by establishing the operational context against which risks are identified and mitigation strategies are developed.

J-2. Assessment Methodology

The current strategic assessment uses the SWOT framework, which identifies internal strengths and weaknesses and external opportunities and threats. The initial assessment was prepared by the Administrator in June 2025 in anticipation of LESB's transition to full operational execution. The assessment is updated as significant changes in LESB's operating environment, legislative outcomes, or implementation status warrant revision.

J-3. SWOT Matrix

Table J-1 presents the current SWOT analysis in matrix form. Each quadrant lists the items addressed in detail in J-4.

Table J-1: LESB SWOT Matrix

	HELPFUL	HARMFUL
INTERNAL	<p>STRENGTHS</p> <ul style="list-style-type: none"> Established legal authority Proactive administrative leadership Foundational rules package Data-driven framework Evidence-based planning frameworks 	<p>WEAKNESSES</p> <ul style="list-style-type: none"> Limited staffing and budget Incomplete public-facing infrastructure Manual certification processes Dependency on JTA completion Rules not yet adopted
EXTERNAL	<p>OPPORTUNITIES</p> <ul style="list-style-type: none"> Public demand for oversight and accountability Statewide standardization mandate Interagency collaboration Legislative mandate alignment IADLEST accreditation pathway 	<p>THREATS</p> <ul style="list-style-type: none"> Legislative or political bypass Delays in procurement and hiring FY 2027 appropriations outcome Formation-phase continuity risk Agency resistance Legal exposure Expectation mismatch Criminal history access gap Certification jurisdiction gap Law enforcement authority impersonation gap

Note: Quadrant items correspond to the detailed entries in Appendix J-4.

J-4. SWOT Detail

Strengths:

- **Established legal authority:** HRS Section 139-3 grants LESB broad authority to adopt rules, certify officers, revoke certifications, investigate misconduct, establish training standards, and issue statewide policy recommendations.
- **Proactive administrative leadership:** The Administrator completed substantial pre-funding work including drafting nine chapters of administrative rules, initiating the Job Task Analysis procurement, and developing interagency partnerships.
- **Foundational rules package:** Draft rules covering general provisions, certification, training, instructor standards, continuing education, conduct, investigations, data transparency, and waivers are in advanced stages of development.
- **Data-driven framework:** The Board's certification approach emphasizes measurable training outcomes, instructor accountability, scenario-based assessment, and high-liability training safeguards.
- **Evidence-based planning framework:** LESB has formally adopted four integrated frameworks governing certification quality, training standards, evaluation methodology, and community-oriented policing: the Hale Performance-Based Certification Model, IADLEST POST Accreditation Standards, the 21st Century Policing Framework, and the LESB 10-Step Evaluation Model.

Weaknesses:

- **Limited staffing and budget:** Full staffing has not yet been achieved and operational funds required to support enforcement, review, and certification functions remain pending legislative appropriation.
- **Incomplete public-facing infrastructure:** Systems for public reporting, data portal access, and certification lookup are under development and not yet deployed.
- **Manual certification processes:** Without a digital records system, core functions including background tracking, instructor verification, and training audits must be managed manually by a single-person office, creating significant capacity constraints until systems are procured and staffed.
- **Dependency on JTA completion:** Key training structures including academy hour requirements, training content, and competency benchmarks depend on timely completion of the Job Task Analysis.
- **Rules not yet adopted:** The nine draft administrative rule chapters have not yet completed the HRS Chapter 91 adoption process. Full certification authority cannot be exercised until rules are adopted, making rulemaking completion a prerequisite for all core certification functions.

Opportunities:

- **Public demand for oversight and accountability:** Public and media attention to law enforcement standards reinforces the case for LESB's statewide certification mandate.
- **Statewide standardization:** LESB has a unique statutory mandate to unify fragmented local and state training, certification, and accountability systems across counties and agencies.
- **Interagency collaboration:** Ongoing engagement with DLE, county police departments, DLNR, and police commissions has established a foundation for joint implementation.
- **Legislative mandate alignment:** LESB is authorized under Act 124 (2018), Act 220 (2018), and Act 247 (2024) to conduct studies on statewide consolidation, training needs, and administrative efficiency.
- **IADLEST accreditation pathway:** Pursuing IADLEST POST accreditation positions LESB for national recognition of program quality, supports interstate certification reciprocity, and provides an external validation framework that strengthens accountability to the Legislature and the public.

Threats:

- **Legislative or political bypass:** Proposals that would legislate areas within LESB's jurisdiction risk weakening Board authority or creating inconsistent statewide standards.
- **Delays in procurement and hiring:** Setbacks in the JTA procurement or in filling key staff positions could compromise LESB's ability to meet its statutory certification obligations by the July 1, 2028 deadline.
- **FY 2027 appropriations outcome:** The FY 2027 appropriations request resulted in funding for two of the three requested Phase I positions: the Administrative Manager and the Training and Curriculum Coordinator. The Lead Investigative Agent was not funded. Positions funded through the legislative appropriation process are typically not filled until they have been funded for six months, meaning appropriated positions may not result in active hires until 2027 at the earliest.
- **Formation-phase continuity risk:** Until additional staff are on board, all operational knowledge, relationships, and work product are concentrated in a single position. Vacancy or extended absence of the Administrator before staffing activation would create significant continuity risk with no immediate backstop.
- **Agency resistance:** Legacy training practices, lack of readiness for certification enforcement, or reluctance to adapt may slow agency compliance and cooperation.
- **Legal exposure:** Certification actions are subject to contested case hearings and potential judicial review under HRS Chapter 91, requiring well-documented and procedurally sound decisions.
- **Expectation mismatch:** Public and political stakeholders may expect rapid results, while cultural change, trust-building, and measurable training outcomes require multiple years to materialize.
- **Criminal history access gap:** LESB lacks independent statutory authority to access criminal history records for certification applicants, certified officers, or subjects of misconduct investigations. Without this authority, LESB cannot independently verify criminal history as certification operations begin, creating a material vulnerability in the integrity of certification decisions and misconduct investigations.
- **Certification jurisdiction gap:** The current definition of "law enforcement officer" in HRS Section 139-1 is employer-based rather than authority-based. Persons authorized by statute, ordinance, commission, designation, contract, or appointment to exercise police powers outside the named agency list in HRS Section 139 may fall outside Board certification jurisdiction entirely. This structural gap undermines the completeness and enforceability of statewide certification authority.

- **Law enforcement authority impersonation gap:** Current Hawai'i law does not provide a unified, enforceable standard governing the imitation of law enforcement authority. Unauthorized persons using police-style vehicles, lights, uniforms, badges, or insignia can create a public perception of lawful authority. Fragmented provisions across HRS Chapters 710 and 463 do not fully address conduct-based impersonation or the unauthorized assertion of police powers. This gap creates public safety risk and undermines the integrity of the certification system.

J-5. Connection to Risk Management

The findings of this strategic assessment inform Section 17.3 (Risk Mitigation Approach) and Section 17.4 (Legislative Reform Agenda). Strengths and opportunities identify assets that LESB will actively use during the formation phase. Weaknesses and threats identify the risk categories that mitigation strategies are designed to address. The strategic assessment is reviewed periodically and updated when material changes in LESB's operating environment warrant revision.

End of Appendix J

APPENDIX X: HRS Chapter 139 Statutory Compliance Reference

X-1. Purpose

This appendix documents the alignment of the LESB Administrative Plan with each section of HRS Chapter 139. It serves as a living reference for the Board and Administrator to confirm that all statutory authorities, duties, and obligations are addressed in the plan, identified for future action, or flagged as requiring legislative or regulatory resolution.

Table X-1: HRS Chapter 139 Statutory Authority and Compliance Reference

HRS Section	Title	Statutory Obligation Summary	Administrative Plan and Rule References
§139-1	Definitions	Defines “Board” and “Law enforcement officer.”	Appendix Z; Section 1.5; Section 2
§139-2(a)	Board Composition	Establishes Board within Department of the Attorney General. Specifies 18 voting members: 8 ex officio, 5 law enforcement officers, 4 public members, 1 SHOPO representative.	Section 1.5, Section 3.7
§139-2(b)	Member Terms	Law enforcement officer, SHOPO, and public members serve four-year terms; initial terms staggered.	Section 1.5
§139-2(c)	Member Compensation	Members receive no salary but are entitled to expense reimbursement including travel.	Section 1.5
§139-3(1)	Rulemaking	Adopt rules in accordance with HRS Chapter 91 to implement this chapter.	Section 10
§139-3(2)	Standards and Certification	Establish minimum employment standards and certify persons as qualified law enforcement officers.	Sections 5, 6, 8, 9, 10; Appendices C, D, G
§139-3(3)	Reapplication Criteria	Establish criteria and standards for reapplication after denial, revocation, or lapse of certification.	Draft Chapters XX-2, XX-7, XX-9; Appendix G
§139-3(4)	Curriculum Requirements	Establish minimum criminal justice curriculum requirements for basic, specialized, and in-service training programs.	Section 8; TSD functions; Draft Chapter XX-3
§139-3(5)	Cooperation	Consult and cooperate with counties, state agencies, universities, colleges, and other institutions on training schools and criminal justice instruction.	Section 12; RED functions

HRS Section	Title	Statutory Obligation Summary	Administrative Plan and Rule References
§139-3(6)	Staffing	Employ an administrator and other persons necessary, without regard to HRS Chapter 76.	Sections 4, 4.3; Appendices A, B
§139-3(7)	Investigations	Investigate when an officer may not meet minimum standards; subpoena authority; written answers under oath; depositions.	PSD functions; TSD functions; Draft Chapters XX-2, XX-5, XX-7
§139-3(8)	Continuing Education	Establish and require participation in continuing education programs.	TSD functions; Draft Chapter XX-5
§139-3(9)	Fees	Charge and collect fees for certification applications.	Section 16.2
§139-3(10)	Revocation Procedures	Establish procedures and criteria for revocation of certification.	Draft Chapter XX-7; PSD functions
§139-3(11)	Revocation Authority	Have authority to revoke certifications.	Draft Chapter XX-7; PSD functions
§139-3(12)	Policy Review	Review and recommend statewide policies and procedures relating to law enforcement, including use of force.	Section 7; Model vehicular pursuit policy adopted January 15, 2026.
§139-3(13)	Consider Studies	Consider studies relevant to Board objectives, including the Act 124 (2018) consolidation study.	Section 12.4; Appendix H; OBA functions
§139-3(14)	Self-Study	Conduct its own study to evaluate how to satisfy its duties efficiently and effectively in accordance with the law.	Preface; Sections 5, 6, 7, 8, 9, 10; Appendices C, D, E, F, G
§139-4	Special Fund	Establishes the LESB special fund in the state treasury. Revenues include appropriations, fees, grants, gifts, and interest. Fund used to defray Board expenses.	Section 16.2
§139-5	Training Programs	Board shall establish and maintain law enforcement training programs through appropriate agencies and institutions for certification applications.	TSD functions; Draft Chapters XX-3, XX-4, XX-5
§139-6(a)	Certification Requirements	No person may be appointed or employed as a law enforcement officer after June 30, 2026 without completing: (1) Board-approved basic training; (2) training on excessive force minimization; (3) other Board-prescribed qualifications.	Section 11; Draft Chapters XX-2, XX-3, XX-5, XX-6, XX-7, XX-9; Appendix G
§139-6(b)	Certification Issuance	Beginning July 1, 2026, Board shall issue certification to applicants meeting §139-6(a) requirements or equivalent out-of-jurisdiction training.	Section 11; Draft Chapters XX-2, XX-9; Appendix G

HRS Section	Title	Statutory Obligation Summary	Administrative Plan and Rule References
§139-6(c)	Denial and Revocation	Board may deny or revoke certification of applicants or officers who fail to meet or maintain §139-6(a) standards.	Draft Chapters XX-2, XX-7, XX-8, XX-9; PSD functions
§139-7(a)	Certification Requirement	No person shall be appointed or employed as a law enforcement officer by named agencies after June 30, 2026 without valid Board certification. (SB 2519 enrolled to Governor May 7, 2026; upon enactment, deadline extends to June 30, 2028)	Section 11; Section 12; Draft Chapters XX-1, XX-2, XX-6, XX-7, XX-9; SB 2519 (2026)
§139-7(b)	Probationary Period	Certification requirement does not apply to probationary employees; probationary period may not exceed the period authorized by the Board.	Section 11; Draft Chapters XX-2, XX-9
§139-8(a)	Revocation Rules	Board shall adopt rules establishing criteria for denial, suspension, or revocation, including four specific statutory grounds: (1) falsified application; (2) felony conviction; (3) interference with Board investigation; (4) other prohibited action by rule.	Draft Chapters XX-2, XX-6, XX-7
§139-8(b)	Investigation Authority	Board may investigate whether an officer no longer meets §139-6(a) certification standards.	PSD functions; Draft Chapter XX-7
§139-8(c)	Chapter 91 Proceedings	Revocation proceedings shall be conducted in accordance with HRS Chapter 91.	Draft Chapter XX-7
§139-9	Annual Report	Board shall submit a report to the Legislature no later than 20 days before each regular session. Report must include: (1) description of Board activities; (2) accounting of special fund expenditures and balance; (3) recommended legislation, if any.	Section 13.3; Draft Chapter XX-8; Section 16.2
§139-10	Use of Force Policy Review	§139-10 establishes minimum use of force policy standards for law enforcement agencies. LESB certification standards, training requirements, and model policies are developed in alignment with those standards.	Section 12.5; Draft Chapters XX-3, XX-5, XX-6
§139-11	Excessive Force Reporting	Establishes officer-to-supervisor reporting chain for observed excessive force. Defines department head, division head, and excessive force. Includes whistleblower protections. Board receives use of force data for public reporting.	Section 15.2; Draft Chapter XX-8
§139-12	Officer Diversity	State goal of 30% female officers by 2030 per agency. Agencies shall recruit from diverse backgrounds. Board has no direct implementation role assigned in this section.	Section 13.5; Draft Chapter XX-8

HRS Section	Title	Statutory Obligation Summary	Administrative Plan and Rule References
§139-13(i)(2)	Model Pursuit Policy	Board shall develop a model vehicular pursuit policy by July 1, 2026, consistent with §139-13 requirements, and seek public comment under HRS Chapter 91.	Section 12.5; Vehicular Pursuit Policy (adopted January 15, 2026)
§139-13(m)	Pursuit Training Requirements	Board shall develop minimum requirements for introductory and in-service training on vehicular pursuits. Board shall require biennial in-service training for officers and supervising officers.	Section 12.5; Draft Chapters XX-3, XX-5; Vehicular Pursuit Policy (adopted January 15, 2026)

End of Appendix X

APPENDIX Y: Cross-Reference, Navigation, and Source Index

Y-1. Purpose

This appendix serves two functions.

The first is navigation: it gives the reader a single place to locate where any major topic, standard, framework, or requirement is addressed within the plan.

The second is traceability: it documents the authoritative sources underlying the plan’s frameworks and commitments, supporting accreditation review, legislative reporting, and audit.

Readers using this appendix to locate plan content should begin with Table Y-1. Readers verifying the sources underlying a specific framework or standard should consult the relevant subsection of Y-3.

Y-2. Plan Cross-Reference Index

Table Y-1 maps the plan's major topics, frameworks, and requirements to the body sections and appendices where they are addressed. Where a topic appears in both a body section and an appendix, both are listed. The body section provides the policy or operational description; the appendix provides the supporting framework, data, or reference detail. Topics marked with a dash in the Appendix column are addressed fully in the body section. Authoritative sources for the frameworks and standards referenced here are documented in Y-3.

Table Y-1: Plan Cross-Reference and Source Index

Topic	Body Section(s)	Appendix	Notes
STATUTORY AUTHORITY AND GOVERNANCE			
LESB establishment and mandate	Sections 1.2, 1.3	—	HRS Chapter 139; Act 220 (2018)
Board composition and membership	Section 1.5, Table 1-1	—	
Board governance and meetings	Section 3.7	—	HRS Chapters 91, 92
Relationship to administrative rules	Section 1.4	—	HRS Chapter 91; draft Chapters XX-1 through XX-9
Historical context and foundational progress	Section 2	—	
LESB special fund	Section 16.2	—	HRS Section 139-4

Topic	Body Section(s)	Appendix	Notes
ORGANIZATIONAL STRUCTURE AND STAFFING			
Five-division framework	Section 3.1	Appendix A	Proposed; pending appropriation
Office of the Board Administrator (OBA)	Section 3.2	Appendix A, A-3	
Administrative Services Division (ASD)	Section 3.3	Appendix A, A-4	
Training Standards Division (TSD)	Section 3.4	Appendix A, A-5	
Professional Standards Division (PSD)	Section 3.5	Appendix A, A-6	
Regional Engagement Division (RED)	Section 3.6	Appendix A, A-7	
Position descriptions	Section 4.4	Appendix A, A-3 through A-7	
Organization charts (proposed)	Section 3.1	Appendix A, A-8	Phase I, II, III staffing progression
Staffing plan and phases	Section 4	Appendix A, Appendix B	
Civil service exemption	Section 4.3	—	SB 2593 (2026)
Budget projections	Section 16	Appendix B	Pending appropriation
Fee schedule	Section 16.2	Appendix B, B-6	HRS Section 139-3(9)
EVIDENCE-BASED FRAMEWORKS			
Hale Performance-Based Certification framework	Section 5	Appendix C	Pfeiffer/Wiley, 2012
All 33 Hale tools by category	Section 5.2	Appendix C, Table C-1	
Hale-to-IADLEST crosswalk	Sections 5.4, 6.4	Appendix C, Table C-2	
Hale-to-HRS Chapter 139 crosswalk	Section 5.3	Appendix C, Table C-3	
IADLEST POST Accreditation Standards	Section 6	Appendix D	Edition V9, May 2021
IADLEST accreditation sections and scoring	Sections 6.2, 6.3	Appendix D, Tables D-1, D-3	

Topic	Body Section(s)	Appendix	Notes
LESB formation-phase compliance status	Section 6.4	Appendix D, Table D-2	
IADLEST self-assessment readiness by phase	Section 6.4	Appendix D, Table D-3	
21st Century Policing framework	Section 7	Appendix E	Final Report 2015; Renewed Call 2023
Six Pillars correlation matrix	Sections 7.2, 7.3	Appendix E, Table E-1	
21CP source documents	Section 7.1	Appendix E, E-3	
IACP recommendations alignment	Section 7.3	Appendix E, E-4	
LESB 10-Step Evaluation Framework	Section 8	Appendix F	Adapted from Chyung (2019)
10-Step framework applied to LESB operations	Section 8.3	Appendix F, Table F-1	
Program Logic Model	Section 8	Appendix F, F-4	
Connection to annual reporting and continuous improvement	Section 18.4	Appendix F, F-5	
IMPLEMENTATION			
Implementation phases overview	Executive Summary	Appendix I	Trigger-based sequencing
Implementation process map	Executive Summary, Part IV	Appendix I	Visual reference
Job Task Analysis	Section 9	—	RFP ready for publication
Administrative rules development and adoption groups	Section 10	—	Chapters XX-1 through XX-9
Rulemaking schedule	Section 10.4	—	Contingent on staffing; see Legislative Contingency Review Schedule
Legislative Contingency Review Schedule	Front matter	—	Two trigger events pending: FY 2027 appropriations outcome and Act 210 implementation. SB 2519 enrolled to Governor; SB 2593 did not pass.

Topic	Body Section(s)	Appendix	Notes
PROVISIONAL CERTIFICATION			
Provisional certification plan overview	Section 11	Appendix G	
Statewide transition provisional certification	Sections 11.3, 11.4	Appendix G, G-2	One-time administrative event
Ongoing provisional certification scenarios	Section 11.6	Appendix G, G-3	Five recurring scenarios
Provisional certification status and conditions	Section 11.6	Appendix G, G-4	
Transition to full certification	Section 11.6	Appendix G, G-5	
Contingency provisional certification	Section 11.6	Appendix G, G-6	Contingency provision only
AGENCY COORDINATION AND EXTERNAL RELATIONS			
Agency roles under administrative rules	Section 12.2	Appendix H, Table H-1	
LESB support for law enforcement agencies	Section 12.3	Appendix H	
Statewide policy review and recommendation	Section 12.4	Appendix H	
Educational institutions and training providers	Section 13.2	—	HRS Section 139-3(4), (5)
Legislature and Governor relationship	Section 13.3	—	HRS Section 139-9
Department of the Attorney General relationship	Section 13.4	—	Administrative attachment
Equitable access to certification	Section 13.5	—	HRS Section 139-12
Public obligations	Section 13.6	—	HRS Chapters 91, 92, 92F
COMMUNICATIONS			
Communications plan	Section 14	—	
Communication authority: Chair, Vice Chair, Administrator	Sections 14.3.1, 14.3.2	—	
Board member communication roles	Section 14.4	—	

Topic	Body Section(s)	Appendix	Notes
Audiences and channels	Section 14.5	—	
Legislative engagement	Section 14.6	—	
Crisis communications	Section 14.7	—	
OPERATIONS AND OVERSIGHT			
Technology and data systems	Section 15	—	Certification system, LMS, public data portal
Data governance	Section 15.3	—	HRS Chapter 92F; draft Chapter XX-8
Transparency obligations	Section 15.4	—	
Financial administration	Section 16	Appendix B	
Expenditure controls	Section 16.4	—	HRS Chapter 103D
Strategic assessment	Section 17.2	Appendix J	SWOT framework
Risk mitigation approach	Section 17.3	—	
Legislative reform agenda	Section 17.4	—	
Continuity of operations	Section 17.5	—	COOP to be developed post-staffing
Risk governance	Section 17.6	—	
Performance measurement framework	Section 18	Appendix F	
Annual reporting	Section 18.3	—	HRS Section 139-9
IADLEST accreditation as external benchmark	Section 18.5	Appendix D	

Y-3. Authoritative Sources

The frameworks, statutes, and references listed in Table Y-1 are drawn from the following authoritative sources. This subsection documents each source in sufficient detail to support accreditation review, legislative inquiry, and future plan updates.

Y-3.1. Statutory and Regulatory References

- Hawai'i Revised Statutes, Chapter 139: Law Enforcement Standards Board. Primary statutory authority for LESB's establishment, mandate, powers, duties, certification requirements, and annual reporting obligations.

- Hawai'i Revised Statutes, Chapter 91: Hawai'i Administrative Procedure Act. Governs the rulemaking process through which LESB's draft administrative rules chapters will be formally adopted.
- Hawai'i Revised Statutes, Chapter 92: Public Agency Meetings and Records (Sunshine Law). Governs Board meeting conduct, public notice, participation, and minutes.
- Hawai'i Revised Statutes, Chapter 92F: Uniform Information Practices Act. Governs public access to government records and confidentiality protections applicable to officer records, active investigations, and personnel information.
- Hawai'i Revised Statutes, Chapter 103D: Hawai'i Procurement Code. Governs LESB procurement activities including the Job Task Analysis and technology system acquisitions.
- Hawai'i Administrative Rules, Title XX (draft series, 2025): Chapters XX-1 through XX-9. Nine chapters of draft administrative rules covering general provisions, officer certification, training standards, instructor certification, continuing education, professional standards and ethical conduct, certification action procedures, data management and information transparency, and waivers and variances. Not yet adopted under HRS Chapter 91.
- Act 220, Session Laws of Hawai'i 2018. Established LESB and codified HRS Chapter 139.
- Act 210, Session Laws of Hawai'i 2025 (HB 277 CD1). Added a new section to HRS Chapter 139 establishing statewide vehicular pursuit requirements, directing the Board to develop a model vehicular pursuit policy by July 1, 2026, and requiring law enforcement agencies to adopt compliant policies by January 1, 2027.
- SB 2519 (2026 session, enrolled to Governor May 7, 2026). Extends the statutory deadline for Board certification requirements to July 1, 2028.
- SB 2593 (2026 session, failed). Would have amended HRS Sections 76-16(b) and 139-3 to authorize civil service exemptions for four named LESB positions. Identified in the Legislative Contingency Review Schedule as a trigger event.

Y-3.2. Framework and Methodology References

- Hale, Judith. *Performance-Based Certification: How to Design a Valid, Defensible, Cost-Effective Program*. Pfeiffer/Wiley, 2012. Primary operational methodology governing how LESB designs, builds, administers, and evaluates its certification program. Applied through 33 tools organized into ten sequential categories. Described in Section 5 and Appendix C.

- International Association of Directors of Law Enforcement Standards and Training (IADLEST). *Accreditation Procedures and Standards Manual, Edition V9*. May 2021. External quality benchmark against which LESB’s policies, procedures, and operations are measured. Consists of several standards across 15 sections. Described in Section 6 and Appendix D.
- IADLEST POST Agency Accreditation Scoring Matrix, revised May 2022. Governs the four-point scoring scale applied during accreditation assessment. Referenced in Appendix D.
- President’s Task Force on 21st Century Policing. *Final Report of the President’s Task Force on 21st Century Policing*. Office of Community Oriented Policing Services, U.S. Department of Justice, 2015. Establishes the six-pillar framework adopted by LESB to ensure certification and training standards are grounded in principles of public trust, legitimacy, and accountability. Described in Section 7 and Appendix E.
- 21CP Solutions. *Task Force on 21st Century Policing: A Renewed Call to Action*. 2023. Reaffirms the six pillars and updates the framework’s priorities in light of developments in policing since 2015. Given particular weight in LESB’s implementation approach. Described in Section 7 and Appendix E.
- International Association of Chiefs of Police and George Mason University Center for Evidence-Based Crime Policy. *An Evidence Assessment of the Recommendations of the President’s Task Force on 21st Century Policing*. Undated. Evaluates which Task Force recommendations are most strongly supported by research. Referenced in Appendix E, Section E-4.
- Chyung, Seung Youn (Yonnie). *10-Step Evaluation for Training and Performance Improvement*. SAGE Publications, 2019. Source of the evaluation methodology adapted by LESB as the LESB 10-Step Evaluation Framework. Described in Section 8 and Appendix F.

Y-3.3. LESB Internal Documents

- LESB Administrative Plan, November 2025. Superseded by this plan. Retained in the administrative record maintained by the Office of the Board Administrator.
- Draft Administrative Rules, Chapters XX-1 through XX-9 (2025). Nine chapters of draft administrative rules developed by the Administrator. Not yet initiated for formal adoption under HRS Chapter 91. Current drafts are maintained by the Administrator and reported to the Board.

- LESB Model Vehicular Pursuit Policy. Approved unanimously by the Board at the January 15, 2026 meeting. Developed in response to Act 210, Session Laws of Hawai'i 2025. Full text maintained by the Administrator and published on the LESB website.
- Statewide Law Enforcement Job Task Analysis Request for Proposals. Developed by the Administrator. Ready for publication pending initial appropriation. Full text maintained by the Administrator.
- LESB Annual Report 2025. Submitted to the Governor and Legislature under HRS Section 139-9. Maintained in the administrative record.
- Board meeting minutes and resolutions. Maintained by the Administrator in accordance with HRS Chapter 92. Available as public records.

End of Appendix Y

APPENDIX Z – Glossary of Terms

This appendix defines acronyms, statutory references, and program terminology used throughout the Hawai'i Law Enforcement Standards Board (LESB) Administrative Plan.

Act 210 (2025)

Hawai'i legislation enacted as Act 210, Session Laws of Hawai'i 2025 (HB 277 CD1), adding a new section to HRS Chapter 139 establishing statewide vehicular pursuit requirements for law enforcement officers and agencies. Directed the Board to develop a model vehicular pursuit policy by July 1, 2026, with statewide agency adoption required by January 1, 2027.

Act 220 (2018)

Hawai'i legislation establishing the Law Enforcement Standards Board, codified as HRS Chapter 139.

Administrative Law Judge

A hearing officer appointed or retained to preside over contested case or other adjudicative proceedings, make procedural rulings, receive evidence, and issue recommended or final decisions as authorized by law, rule, or appointment.

Administrator

The chief executive of the Law Enforcement Standards Board, referred to as the Board Administrator, responsible for implementing Board policies and managing daily operations.

Administrative Services Division (ASD)

The LESB division responsible for finance, human resources, records, and centralized IT and learning-management functions.

Board

As used in HRS Chapter 139, "Board" means the Hawai'i Law Enforcement Standards Board. See: Hawai'i Law Enforcement Standards Board (LESB).

Certification

The formal recognition by the Board that an individual has met all employment, character, and training requirements and is authorized to exercise law enforcement authority in Hawai'i.

Certification Action

Any decision by the Board affecting an individual's certification status, including denial, suspension, revocation, or reinstatement.

Certification Management System

The central platform for managing officer certification records, application processing, background investigation status, certification actions, renewal cycles, and employment status changes submitted by law enforcement agencies. The system must maintain audit trails, support workflow automation, and meet data security requirements under HRS Chapter 92F. Procurement planned under HRS Chapter 103D.

Civil Service Exemption

An authorization removing specified positions from civil service and collective bargaining requirements. SB 2593 (2026), would have amended HRS Section 76-16(b) and HRS Section 139-3 to authorize these exemptions for four named positions: the Administrator, the Administrative Manager, the Training and Curriculum Coordinator, and the Lead Investigative Agent. All proposed LESB positions remain subject to civil service and collective bargaining requirements.

Continuing Education (CE)

Ongoing training required to maintain certification, as specified in draft Chapter XX-5 of the Board's administrative rules.

Continuous Improvement

A systematic process of measuring performance, identifying improvement opportunities, and implementing changes to strengthen Board operations. Governed by the LESB 10-Step Evaluation Framework (Appendix F) and reported annually under HRS Section 139-9.

COOP

Continuity of Operations Plan. A continuity planning document that identifies how LESB will maintain or restore essential functions during and after a disruption affecting personnel, facilities, systems, or normal operations.

Decertification

The revocation of an officer's certification by the Board, terminating that officer's authorization to exercise law enforcement authority in Hawai'i. Governed by draft Chapter XX-7.

Department of Law Enforcement (DLE)

A state law enforcement agency and ex officio member of the Board. The Board's Vice Chair serves as the DLE representative.

DLNR

Department of Land and Natural Resources. The State of Hawai'i department that includes law enforcement functions such as the Division of Conservation and Resources Enforcement and is represented on the Board through the Chairperson of the Board of Land and Natural Resources or designee.

Fiscal Year (FY)

Hawai'i's fiscal year runs from July 1 through June 30. For example, FY 2027 runs from July 1, 2026 through June 30, 2027.

Funding Phases

The legislative appropriation sequence governing when LESB staff positions and associated funding are requested and activated. Referenced as Phase I, Phase II, and Phase III using Roman numerals. Distinct from implementation phases. Implementation phases describe operational sequencing; funding phases describe legislative appropriation requests.

Hale Framework

The performance-based certification model developed by Judith Hale, as presented in *Performance-Based Certification: How to Design a Valid, Defensible, Cost-Effective Program* (Pfeiffer/Wiley, 2012). It consists of 33 tools organized into ten sequential categories covering planning, standards development, assessment, governance, maintenance, and evaluation. Adopted by LESB as its primary operational methodology. Described in Section 5 and Appendix C.

Hawai'i Law Enforcement Standards Board (LESB)

As defined in HRS §139-1, "Board" means the law enforcement standards board. The Hawai'i Law Enforcement Standards Board is the state board established within the department of the attorney general for administrative purposes only under HRS Chapter 139, as enacted by Act 220 (2018). The Board's purpose is to provide programs and standards for the training and certification of law enforcement officers statewide. The Board's powers and duties are enumerated in HRS §139-3.

Hawai'i Revised Statutes (HRS)

The codified laws of the State of Hawai'i that establish the Board's authority and operational mandates.

IADLEST

The International Association of Directors of Law Enforcement Standards and Training. The national organization supporting POST agencies and administering the IADLEST POST Accreditation program.

IADLEST Accreditation

National accreditation recognizing a POST agency's compliance with professional standards for governance, training, assessment, records management, and continuous improvement. Governed by the IADLEST Accreditation Procedures and Standards Manual, Edition V9, May 2021. Described in Section 6 and Appendix D.

Implementation Phases

The operational sequencing of LESB's development and certification program, referenced as Phase 0 through Phase 4 using Arabic numerals. Each phase activates when its trigger condition is met, not on a fixed calendar date. Distinct from funding phases. Described in the Executive Summary and Part IV, and illustrated in Appendix I.

Job Task Analysis (JTA)

A systematic research process to identify and validate the knowledge, skills, and abilities required for competent performance as a Hawai'i law enforcement officer. The evidentiary foundation for all certification requirements, training standards, and assessment instruments. Governed by Hale Tools 4.1 and 4.2. Described in Section 9.

Law Enforcement Officer

As defined in HRS §139-1, 'law enforcement officer' means (1) a police officer employed by a county police department; (2) an employee of the department of law enforcement conferred with police powers by the director of law enforcement; or (3) an employee of the department of land and natural resources, department of taxation, or department of the attorney general who is conferred by law with general police powers. This definition governs the scope of LESB's certification authority.

The term **‘police officer’** as used in HRS §139-1(1) refers specifically to a police officer employed by a county police department and is one of three categories of law enforcement officer subject to Board certification authority.

NOTE: (April 2026) It is the opinion of the Administrator that the statutory definition of ‘law enforcement officer’ is flawed in that it is employment-based, attaching only to employees of the named state and county agencies. Certification authority under this definition does not extend to officers employed by private entities or agencies not enumerated in HRS §139-1. The Administrator has identified the scope of the Board’s certification authority as a subject for further study under HRS §139-3(14) and will be recommending a statutory revision(s).

Learning Management System (LMS)

The platform for managing training course catalogs, instructor credentials, training credit tracking, continuing education compliance monitoring, and course completion records submitted by approved training providers. Interfaces with the certification management system so that training completion data flows directly into certification records.

Procurement planned under HRS Chapter 103D.

National Decertification Index (NDI)

The national index to which the Professional Standards Division manages certification-action reporting.

Office of the Board Administrator (OBA)

The executive office providing management, policy coordination, and administrative support to the Board and its divisions.

Performance-Based Certification

A certification approach linking assessment and credentialing directly to validated job performance requirements. The methodology adopted by LESB through the Hale framework.

Professional Standards Division (PSD)

The LESB division responsible for independent investigations, administrative hearings, and certification-action reporting to the National Decertification Index. Proposed; pending appropriation.

Provisional Certification

A time-limited Board authorization allowing an officer to exercise law enforcement authority while working toward or awaiting full certification. Does not waive or satisfy the requirement for full certification. Governed by Appendix G and draft Chapter XX-2.

Public Data Portal

The public-facing transparency platform providing aggregate data on certification counts by agency, continuing education compliance, use of force incidents under HRS Section 139-11, vehicular pursuit data under Act 210, and certification action summaries. All public data will be presented in aggregate form consistent with confidentiality requirements under HRS Chapter 92F.

Regional Engagement Division (RED)

The LESB division serving as liaison to county and state agencies, providing outreach, technical assistance, and compliance support. Proposed; pending appropriation.

SB 2519 (2026)

Legislation before the 2026 Legislature, which passed and enrolled to the Governor on May 7, 2026, that will extend the statutory deadline for LESB's certification requirement to July 1, 2028.

SB 2593 (2026)

A bill that failed during the 2026 legislative session that would have amended HRS Sections 76-16(b) and 139-3 to authorize civil service exemptions for four named LESB positions. Identified in the Legislative Contingency Review Schedule as a trigger event affecting Section 4.

SHOPO

State of Hawai'i Organization of Police Officers. The labor organization representing police officers in Hawai'i and allotted one representative seat on the Board under HRS Chapter 139.

SWOT

Strategic planning framework that identifies internal Strengths and Weaknesses and external Opportunities and Threats affecting an organization's ability to achieve its objectives. Used by LESB as one method of strategic assessment.

Training Standards Division (TSD)

The LESB division managing curriculum development, instructor standards, certification administration, and continuing education tracking.

21st Century Policing Framework

The values and community-facing framework adopted by LESB, drawn from the *Final Report of the President’s Task Force on 21st Century Policing* (2015) and reaffirmed in the *Task Force on 21st Century Policing: A Renewed Call to Action* (2023). Organized around six pillars. Described in Section 7 and Appendix E.

Vehicular Pursuit Policy

The statewide model policy approved unanimously by the Board on January 15, 2026, establishing minimum standards for law enforcement vehicle pursuits consistent with the requirements of Act 210, Session Laws of Hawai‘i 2025.

Waiver

A temporary exemption from a certification or training requirement granted by the Board under special circumstances, governed by draft Chapter XX-9.

End of Appendix Z