

TO: Adrian K. Dhakhwa, Chair, Hawai'i Law Enforcement Standards Board
FROM: Victor R. McCraw, Administrator
DATE: June 2, 2026
RE: Justification for Revising the JTA RFP, Implications for Vendor Deliverable Design

Purpose

This memorandum details the implications for vendor deliverable design that justify revising the Job Task Analysis Request for Proposals (JTA RFP) before resubmittal to the Board for re-approval. The revisions are driven by a mismatch between:

- What the original RFP assumed about LESB internal capacity at the time JTA results would be delivered; and,
- The actual staffing limitations and timeline LESB now faces. The implications below explain why the vendor deliverable must be specified at a higher level of completeness and operational readiness than the original RFP required.

The Staffing and Timeline Reality

The FY 2027 appropriation funded two of fourteen proposed LESB positions: the **Administrative Manager** and the **Training and Curriculum Coordinator**. Of the four proposed positions for the training-side function, only the Training and Curriculum Coordinator was funded. The most optimistic and realistic hire date for the Training and Curriculum Coordinator is January 2027.

The statutory certification deadline under HRS Chapter 139, as amended by SB 2519, is July 1, 2028. To meet that deadline, training standards, curriculum, and assessments must be substantially complete by January 2028, so that the participating agencies have time to adjust their training programs before the deadline.

That leaves approximately twelve months (January 2027 to January 2028) for the Training and Curriculum Coordinator and the Administrator, working together, to finalize and operationalize the post-JTA work. The failure to designate the Training and Curriculum Coordinator position as exempt and/or excluded will likely result in a salary level that may not attract a candidate with deep prior experience in the type and scope of curriculum standardization required for this task. The deliverable from the JTA vendor must therefore be designed to be usable by a competent Coordinator with general training-and-curriculum credentials, not by an experience or credentialed curriculum-development expert.

Implications for Vendor Deliverable Design

Each implication below describes one way in which the vendor deliverable must be specified differently than the original RFP contemplated. Each is driven by the staffing and timeline reality above. Together they constitute the justification for revising the RFP.

1. Implementation-Ready, Not Framework-Quality

The original RFP scope ended at JTA results, on the assumption that LESB internal staff would translate those results into curriculum and assessments. The revised scope requires the vendor to deliver a complete, classroom-ready curriculum package derived from existing Hawai'i agency content. The deliverable must be operationally ready, subject to Board approval and necessary LESB staff revisions, not a framework requiring expert interpretation to operationalize.

2. Instructor Guides Usable by Competent Instructors as Written

With limited internal capacity to author or significantly revise instructor materials, the vendor's instructor guides must be detailed enough that a competent law enforcement instructor (not a curriculum developer) can use them as written. This standard is higher than "lesson outline plus learning objectives." It requires explicit instructional sequencing, timing guidance, materials lists, facilitator notes, and student-engagement protocols built into each lesson.

3. Assessment Instruments with Scoring Built In

Assessment items alone are not enough. The vendor must deliver scoring rubrics, item-level mapping to learning objectives, and cut-score or competency-threshold recommendations for each assessment instrument. This allows agencies to administer assessments and report results consistently statewide without requiring item-by-item interpretive judgment from LESB staff after delivery.

4. Learning Objectives Precise Enough to Limit Interpretive Drift

Learning objectives must be measurable and verifiable, written to a single standard set of competencies and knowledge requirements. Precision at the objective level is what keeps instructor delivery, student performance, and assessment scoring aligned across agencies – this is the heart of standardization. The vendor's learning objectives need to leave as little room as possible for variation between how the Training and Curriculum Coordinator interprets them, how an agency training officer implements them, and how an instructor assesses against them.

5. Specific Instructor Certification Criteria

Instructor certification criteria must be specific and objective (qualifications, prior experience, observation requirements, continuing-education expectations) rather than subjective criteria requiring judgment. The criteria must allow for transition of existing agency instructors to LESB certification under defined conditions and must include an instructor evaluation and audit protocol with a usable rubric. This protects the standardized curriculum from drift in delivery quality once LESB staff capacity is no longer available to monitor every instructor individually.

6. Derivation from Existing Agency Content as the Primary Method

The vendor is not being asked to author new curriculum from scratch. The vendor's task is to inventory existing curriculum across the participating Hawai'i agencies, identify content that covers each JTA-validated task, and derive a single standardized core curriculum from that existing material.

- Where existing content covers a task adequately, it is adopted with whatever adaptation is needed to align to the single Hawai'i standard.
- Where existing content is insufficient, the vendor fills targeted gaps. Original authorship of new content is the minority case, not the majority.

This method serves two ends.

- A. **First**, it minimizes new curriculum content that agencies would have to absorb on top of what they already teach, reducing the operational burden of transition.
- B. **Second**, it gives the vendor a defined scope ceiling, which keeps the procurement cost more manageable than open-ended authorship would.

7. Vendor-Produced Recommendations for Gap-Fill and Instructional-Design Revisions

Where the inventory and cross-walk reveal gaps in existing agency content, or instances where existing content falls short of best practices in instructional design, the vendor must produce explicit recommendations for filling those gaps and revising the affected materials. These recommendations become the basis for the limited new-content development the vendor performs, and for any subsequent updates LESB and the Coordinator pursue after award.

8. Timeline Discipline Tied to the January 2028 Internal Target

The vendor schedule must produce a usable curriculum package by a date that gives the Training and Curriculum Coordinator and the Administrator enough time to complete in-consultation revisions, secure Board approval, and ideally prepare agencies for integration starting in January 2028, and culminating with full operationalization by July 2028. Any vendor proposal that pushes final delivery into late 2027 shortens the LESB review-and-revise window and risks exceeding the statutory deadline. The revised RFP should require offerors to demonstrate a delivery timeline consistent with the January 2028 internal target, not just the July 2028 statutory deadline.

9. Methodology and Qualifications Must Be Evaluated, Not Just Price

The implications above are demanding. They cannot be specified in the level of detail that an Invitation for Bid (IFB) under HRS §103D-302 requires. An IFB would force LESB to either over-specify (suppressing responsive offers) or under-specify (producing under-scoped responses and a low-bid winner who cannot deliver). The Request for Proposals (RFP) vehicle under HRS §103D-303 allows LESB to evaluate vendor methodology and qualifications against these implementation-ready requirements alongside price. This is the procurement vehicle justification.

Bottom Line

The original JTA RFP was approved by the Board on the assumption that LESB would be operationally staffed by the time JTA results were delivered. That assumption did not survive the FY 2027 appropriation. The work the unfunded positions would have performed has not gone away; the statutory deadline, although extended from July 1, 2026 to July 1, 2028 under SB 2519, still demands substantial completion by January 2028. As LESB is likely to encounter hiring limitations, the revised JTA RFP must specify a vendor deliverable that performs that work in advance of delivery, to an implementation-ready standard, derived from existing agency content, on a timeline that gives LESB and its limited staff a reasonable window to operationalize before July 2028.

This is the justification for the revisions. The revised RFP itself, organized section by section against the Board-approved draft, will be delivered for Board review and re-approval as soon as possible.

Respectfully submitted,

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