

**REQUEST FOR PUBLIC COMMENT  
FY2017 Justice Assistance Grant (JAG) Program**

In accordance with federal program requirements, we are providing an opportunity for community stakeholders to comment on the FY2017 Justice Assistance Grant (JAG) Plan.

Please submit your comments directly to:

**Connecticut Office of Policy and Management (OPM):**

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Phone 860-418-6391

**Please submit comments by: October 1, 2017**

The JAG Program is a [federal formula grant program](#), authorized under 42 U.S.C. §3751(a), and administered through the U.S. Department of Justice (DOJ) Bureau of Justice Assistance (BJA). The federal agency awards JAG funds to each state based on a formula weighted for violent crime and population. The federal JAG Program provides critical funding necessary to support a range of program areas including law enforcement, prosecution, indigent defense, courts, crime prevention and education, corrections and community corrections, drug treatment and enforcement, planning, evaluation, technology improvement, and crime victim and witness initiatives and mental health programs and related law enforcement and corrections programs, including behavioral programs and crisis intervention teams.

The federal agency awards the JAG grant to the **State Administering Agency (SAA)** which is responsible for identifying funding priorities, managing a multi-disciplinary planning process and oversight of sub-recipient projects.

OPM is the **State Administering Agency (SAA)** for the **Connecticut Justice Assistance Grant** program as well other federal criminal justice grants. As the SAA, OPM is responsible for coordinating a transparent strategic planning process and allocating grant funds to support structural reforms that improve the administration of justice, while saving taxpayer money. OPM is also responsible for assuring that sub-recipients are in compliance with applicable federal and state financial and programmatic requirements and verifying that funds are expended within federal program policies.

**STATE OF CONNECTICUT  
JAG  
JUSTICE ASSISTANCE FORMULA GRANT PROGRAM**

**Grant Application Narrative FY 2017  
CFDA #16.738  
DUNS NUMBER 807853015  
CCR Valid Until October 20, 2017**

Connecticut's **FY17 Justice Assistance Formula Grant (JAG) Plan** will provide state agencies and local governments with critical funding necessary to support a range of program areas including law enforcement, prevention programs, community corrections, drug treatment, law enforcement and technology improvement programs.

Allocation priorities include: recidivism reduction, interventions for mentally ill offenders and substance abusers, gun violence reduction, criminal justice system response to heroin and opioid epidemic, NIBRS expansion and police officer safety and wellness.

The **Connecticut Office of Policy and Management (OPM)** is the primary recipient for the JAG Formula grant and serves as the **State Administrative Agency (SAA)** responsible for administration, oversight and monitoring of sub-recipients.

**Statutory Authority:** The JAG program statute is Subpart I of Part E of Title I of the Omnibus Crime Control and Safe Streets Act of 1968. Title I of the "Omnibus Act" generally is codified at Chapter 26 of Title 42 of the United States Code; the JAG program statute is codified at 42 U.S.C. §§ 3750-3758. See also 28 U.S.C. § 530C(a).

**I. STATE LEVEL JAG FUNDS (\$812,942)**

The federal JAG program requires the **State's Administrative Agency (SAA)** to "pass-through" a federally-determined percentage of the State's JAG award to local governments (Local Variable Pass-Through). The funds remaining may be allocated to "**state-level**" or "state-wide" projects operated by a state agency. The "**state level**" projects are a critical component of the JAG Plan given the structure of Connecticut's criminal justice system. Connecticut is a small state with a single-tiered, unified court system and **all criminal justice functions are funded and administered at the state level except for municipal law enforcement**. Unlike many other states, Connecticut has **no county or local government systems** responsible for courts, jails, prison, parole, probation, indigent defense, victim services, prosecution and enforcement. Therefore, the JAG State-level funds must address a multitude of inter-related functions and operations while the JAG Local Variable Pass-through funds are used for local government law enforcement functions.

The federal formula for the JAG 2017 allows the SAA to retain approx. 63.2% of the federal award for "state-level" projects and 10% for administrative costs.

**State-Level JAG Planning Agency:**

As the **State Administering Agency (SAA)** for five federal criminal justice grants, **OPM** is responsible for assuring that all sub-recipients are in compliance with applicable federal and state financial and programmatic requirements. The SAA must verify that funds are expended within federal program policies and ensure those funds are used to achieve maximum results while supporting priority policy objectives through a strategic planning approach.

## Stakeholders Involved in Planning Process:

Connecticut's FY2017 State-Level JAG funds will focus on issue areas addressed by the [Criminal Justice Policy Advisory Commission \(CJPAC\)](#), which is a multi-disciplinary planning group of stakeholders representing state and local government agencies as well as community-based organizations and service providers.

**CJPAC Stakeholders:** CJPAC includes the following state and local government agencies and non-profit community-based organizations:

- [Department of Correction \(DOC\)](#)  
All jails and prisons in Connecticut are operated under authority of DOC.
- [Judicial Branch Courts](#)  
All criminal courts in Connecticut are operated under authority of the Judicial Branch.
- [Judicial Branch Court Support Services Division \(JB CSSD\)](#)  
Court Support Services Division oversees pretrial services, probation, diversionary program services, treatment, family services, divorce and domestic violence, as well as juvenile residential centers including Juvenile Detention. Bail/IAR (Intake, Assessment, and Referral) provides pre-trial information to the Court and assistance to released defendants. Bail Commissioners and IAR Specialists handle pre-trial release and court appearances as well as arraignment services.
- [Department of Mental Health and Addiction Services \(DMHAS\)](#)  
DMHAS is responsible for publicly funded mental health and substance abuse services statewide. DMHAS Forensic Division (DMHAS DFS) funds services and housing for people with mental illness and/or addictions who are justice involved.
- [Department of Emergency Services and Public Protection \(DESPP\)](#)  
DESPP includes the Division of State Police and serves as the local law enforcement agency for sixty-eight small local government jurisdictions.
- [Division of Public Defender Services \(DPDS\)](#)  
DPDS provides legal counsel to “indigent” accused adults and juveniles state-wide.
- [Division of Criminal Justice \(DCJ\) \(Prosecutors\)](#)  
All criminal matters in Connecticut are prosecuted under authority of DCJ.
- [Connecticut Police Chiefs Association \(CPCA\)](#)  
Represents local government law enforcement perspective of policy reform.
- [Connecticut Coalition Against Domestic Violence \(CCADV\) \(victim advocacy organization\)](#)  
CCADV is a non-profit organization which advocates for policy reforms to protect victims of domestic violence.
- [Connecticut Alliance to End Sexual Violence \(CAESV\) \(victim advocacy organization\)](#)  
CAESV is a non-profit organization which advocates for policy reforms to protect victims of sexual violence.
- [Public Members](#)

## A. State Level JAG Funding Priorities and Objectives

Priorities and objectives are based on issues identified and discussed at the [Criminal Justice Policy Advisory Commission \(CJPAC\)](#) during the period of September 2016 through October 2017 as well as issue areas identified by USDOJ OJP as “areas of emphasis”.

### Systems Improvement

**National Incident-Based Reporting System (NIBRS)** – The FBI has formally announced its intentions to establish NIBRS as the law enforcement (LE) crime data reporting standard for the nation. The transition to NIBRS will provide a more complete and accurate picture of crime at the national, State, and local level. Once this transition is complete, the FBI will no longer collect summary data and will accept data only in the NIBRS format. Also, once the transition is complete, JAG award amounts will be calculated on the basis of submitted NIBRS data. Transitioning all law enforcement agencies to NIBRS is the first step in gathering more comprehensive crime data. BJA encourages State recipients of FY 2017 JAG awards to use JAG funds to expedite the transition to NIBRS by the federal deadline in 2021.

The **Connecticut Department of Emergency Services and Public Protection (DESPP)** is responsible for collecting crime data from local police departments, monitoring data quality, submitting data to the FBI and preparing data analysis reports. Currently, DESPP is NIBRS compliant but needs updated technology and tools to continue functioning as the centralized data coordination point under the future NIBRS program.

[CT DESPP Crimes Analysis Unit UCR](#)

The FY2017 funds will support a portion of the cost for DESPP to purchase updated NIBRS technology.

### Public Safety and Accountability

**Violent Crime Reduction:** According to the FBI’s annual report *Crime in the United States*, **Connecticut’s** violent crime rate (reported violent crimes per 100,000 residents) has dropped more than any other state since 2012, falling 23%. By way of comparison, the national violent crime rate fell by 4% during the same time period.

Due to the consistent decline over the three year period, **Connecticut’s** Violent Crime rate went from 19<sup>th</sup> in the nation in 2012 to 6<sup>th</sup> in 2015. The comparative data is available at: [http://www.ct.gov/opm/lib/opm/cjppd/cjabout/20161208\\_violent\\_crime\\_analysis.pdf](http://www.ct.gov/opm/lib/opm/cjppd/cjabout/20161208_violent_crime_analysis.pdf)

**Arrest and Incarceration:** Connecticut arrest, incarceration and prison-release data indicate the following trends:

- Reduction in index crimes, 2008 to 2015: 28.3%
- Reduction in criminal arrests, 2009 to 2015: 31.3%
- Reduction in prison population, 2010 to 2016: 14.1%
- Reduction in minority prison population, 2010 to 2016: 17.9%
- Reduction in total releases, 2007-2010 v. 2012-2015: 16.8%
- Reduction in prison admits, 2009 to 2015: 25.2%
- Reduction in pre-trial admits, 2009 to 2015: 24.2%
- Reduction in EOS releases, 2009 to 2015: 22.9%
- Reduction in parole releases, 2009 to 2015: 44.2%
- Reduction in TS releases, 2009 to 2015: 41.6%
- Reduction in DOC remands, 2009 to 2015: 27.7%
- Reduction in adult probation, 2009 to 2015: 26.3%
- Reduction in urban homicides, 2011 to 2015: 19.8%

Detailed data may be viewed:

[http://www.ct.gov/opm/lib/opm/cjppd/cjabout/20160125\\_ct\\_trends\\_presentation\\_jan\\_2016\\_rev\\_f\\_or\\_ml.pdf](http://www.ct.gov/opm/lib/opm/cjppd/cjabout/20160125_ct_trends_presentation_jan_2016_rev_f_or_ml.pdf)

[http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/monthlyindicators/monthlyindicatorsreport\\_july\\_2017.pdf](http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/monthlyindicators/monthlyindicatorsreport_july_2017.pdf)

[CT Uniform Crime Reports](#)

**Although the data indicates Connecticut is experiencing the lowest crime rates in decades, efforts must be sustained through coordination of state and federal funds to ensure future reduction in crime and protect public's safety. The FY2017 JAG funds will continue to support activities and services which contributed to the historically low crime rates:**

- **Support Governor Malloy's Second Chance Initiative** to reduce recidivism and provide low-risk offenders with opportunities to be productive members of society.
- **Ensure community safety and prevent gun violence** through enforcement of firearms laws and reduction in trafficking of illegal firearms; support evidence-based gun violence intervention and prevention strategies.
- **Improve policies, procedures and protocols** for police, prosecutors, probation and parole response to mentally ill offenders through specialized intervention units and training initiatives involving collaborations between criminal justice agencies and mental health providers.
- **Expand interventions and treatment options for women offenders** held in jail and prison facilities as well as women offenders in a community-based corrections program. Reduce risk of recidivism through evidence-based protocols and practices. Although the male incarceration dropped dramatically over the past eight years, the women prison population has declined at a slower rate. Within the past four months, there was an 8% decline in the women prison and jail population due, in part, to JAG funded prison-based services and pre-trial diversion initiatives.

**Opioid and Heroin Epidemic:** Connecticut data systems indicate 917 people died of drug overdose in 2016, a 27% increase over the 2015 figure. Detailed analysis indicates 52% of 2016 overdose victims been admitted to the DOC prison system and assigned a DOC inmate number; overdoses are probably the single most common cause of death among prisoners within 60 days of release from prison.

Detailed Data:

[http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/monthlyindicators/monthlyindicatorsreport\\_june\\_2017.pdf](http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/monthlyindicators/monthlyindicatorsreport_june_2017.pdf)

[http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/monthlyindicators/monthlyindicatorsreport\\_july\\_2017.pdf](http://www.ct.gov/opm/lib/opm/cjppd/cjresearch/monthlyindicators/monthlyindicatorsreport_july_2017.pdf)

FY14-15 JAG funds support evidence based medication assisted treatment (MAT) for incarcerated offenders. Medication assisted treatment (MAT) is the use of FDA-approved medications in combination with evidence-based behavioral therapies to provide a whole-patient approach to treating substance abuse disorders. Connecticut's MAT program is a component of the Governor's Second Chance Society Initiative that provides offenders with services to help avoid future re-arrest and re-incarceration. Treatment with MAT is considered by the U.S. Departments of Justice (DOJ) and Substance Abuse and Mental Health Services Administration (SAMHSA), as well as the American Society of Addiction Medicine, to be an

evidence-based practice. Treatment with MAT in the criminal justice system has been shown to improve outcomes for opioid addicted individuals (reduced criminogenic behavior, reduced recidivism) as well as better societal outcomes such as reduced health care costs and reduced incidence of HIV/AIDs infections because it markedly reduces injection drug use.

The FY17 JAG funds will continue to support innovative treatment and intervention approaches for opioid and heroin addicts involved in the criminal justice system; including medication assisted treatment (MAT) in-prison as well as post-prison release. Outcomes metrics include the standard OJP performance measures as well as measurements of recidivism, re-arrest and re-incarcerations.

Research presented at the July 2017 NCJA USDOJ OJP national forum supports MAT as a critical component for street level diversion programs that aim to divert addicts from the criminal justice system to the drug treatment system. The FY17 JAG funds will develop four promising practices in coordination with MAT: police intervention model, MAT engagement through hospital emergency rooms, MAT engagement post naloxone, and MAT linkages to primary care.

## B. State-Level JAG Funding Planning Process and Timeline

The **Criminal Justice Policy Advisory Commission (CJPAC)** serves as the multi-disciplinary planning body for the JAG grant. OPM will convene a JAG sub-committee to articulate the strategies for the following FY2017 funding priorities: Violent crime reduction, NIBRS update, reduction in arrest and incarceration of women offenders and mentally ill offenders and criminal justice system response to heroin and opioid epidemic. The sub-committee will identify target regions and service needs based on data available from multiple sources, including:

- [CT DESPP Uniform Crime Reports](#)
- [Judicial Branch Statistics: Criminal cases, arrest warrants, probation data](#)
- [Chief Medical Examiner: drug intoxication data](#)
- [DMHAS SAMSHA STR Initiative: Opioid use data and needs assessment data](#)
- [DOC Population Data: Community discharge data, gender and status data.](#)
- [OPM Monthly Indicator Reports](#)
- [Prescription Drug Monitoring Data](#)

OPM will develop FY2017 strategy-specific allocations, determine the contracting and procurement process, identify the sub-recipients, manage the sub-recipient grant/contracts, identify the performance measures and collect performance and financial data on a quarterly basis.

### Timeline

#### **August 2017 Prepare Federal Grant Proposal**

- OPM staff submits draft FY2017 JAG application proposal to OPM Undersecretary as part of the "governing body" review process required in the federal solicitation.
- OPM posts the FY2017 JAG application on the OPM CJPAC webpage for public comment.
- OPM submits the application to USDOJ via the GMS system.

#### **September – October 2017 Strategies, Services and Activities**

- Convene CJPAC JAG sub-committee to flesh out strategies, service needs, high risk areas and high risk populations.
- The JAG sub-committee includes the state and local government agencies [members of CJPAC](#), victim advocacy organizations, public members as well as former offenders.

#### **November – December 2017 Public Comment**

- OPM posts the strategies on the OPM CJPAC webpage for public comment.
- JAG sub-committee reviews public comments and makes revision if necessary.

#### **January – June 2018 Allocation, Sub-awards and Three Year Strategic Plan**

- OPM develops FY2017 allocation for each strategy based, in part, on the status of state-funded services and projection of future demand for services and crime trends.
- OPM determines the contracting and procurement process.

- OPM sub-grants funds to agencies and organizations to launch projects contingent on receipt of the federal grant funds.
  - OPM manages the sub-recipient award and contract process.
  - JAG funds are coordinated with the state fiscal year budget cycle starting July 1<sup>st</sup>.
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- In compliance with federal program mandates, OPM will convene the JAG sub-committee to draft the **Three -Year JAG Strategic Plan** to guide the JAG priorities and funding strategy starting with the **FY18 federal award**.
  - The [federal program requires the plan](#) to include: local community engagement in the planning process, description of data and analysis utilized to support the plan, stakeholders involved in the planning process, gaps in state resources, and description of how JAG funds are coordinated with state and local funds. [Byrne JAG Program | NCJP](#)

#### **July – August 2018**

- OPM submits the **Three Year Strategic Plan** as part of the **FY2018 JAG** application cycle.



## **II. Local Variable Pass-Through (VPT) Funds (36.6% JAG 2017 AWARD) (\$539,656) Less Than 10K Local (LT10K) Funds (\$187,346)**

The State's SAA is required to "pass-through" two categories of local government allocations:

1. **Variable Pass-Through (VPT):** The SAA must pass-through 36.6% of its federal grant award to local governments. The federal agency determines the pass-through allocation percentage.
2. **Less Than 10K (LT10K):** In addition, the SAA must allocate funds for small-size units of local government, referred to as "less-than-\$10,000 jurisdictions" or "less than 10K". USDOJ determines the amount of "less than 10K" funds available for each state. The State must sub-award the LT10K funds to State police departments that provide criminal justice services to the "less-than-\$10,000 jurisdictions" within the State and/or sub-award the funds to such jurisdictions.

### **A. Local Funding Priorities and Objectives**

**Consistent with the federal JAG program requirements, the local funds will address policies, practices and services that are evidence-based as demonstrated through assessment data or national research. The federal program requires the local pass-through to support the priorities and objectives of the state's JAG strategy. The funding priorities and objectives for the VPT and LT10K funds are as follows:**

- **Police Officer Safety and Wellness:** USDOJ BJA sees a vital need to focus not only on tactical officer safety concerns, but also on health and wellness as they affect officer performance and safety. It is important for law enforcement to have the tactical skills necessary, and also be physically and mentally well, to perform, survive, and be resilient in the face of the demanding duties of the profession. BJA encourages States to use JAG funds to address these needs by providing training as well as funding for health and wellness programs for law enforcement officers. The FY2017 JAG funds will support officer protective equipment, training initiatives, and health and wellness programs for local police departments.
- **National Incident-Based Reporting System (NIBRS):** The FBI has formally announced its intentions to establish NIBRS as the law enforcement (LE) crime data reporting standard for the nation. The transition to NIBRS will provide a more complete and accurate picture of crime at the national, State, and local level. Once this transition is complete, the FBI will no longer collect summary data and will accept data only in the NIBRS format. Also, once the transition is complete, JAG award amounts will be calculated on the basis of submitted NIBRS data. Transitioning all law enforcement agencies to NIBRS is the first step in gathering more comprehensive crime data. BJA encourages State recipients of FY 2017 JAG awards to use JAG funds to expedite the transition to NIBRS by the federal deadline in 2021. The FY 2017 JAG funds will assist local police departments in planning and implementing the new NIBRS standard.
- **Heroin and Opioid Epidemic:** Provide access and resources for in-state training for local law enforcement response to heroin and opioid epidemic. Provide technical assistance to implement OJP promising practices for street-level police intervention and diversion.

## B. Local Level JAG Planning Process

**October – November 2017:** OPM convenes an Advisory Committee to provide recommendations and options for strategies and activities to address the objectives for the 2017 JAG Local Pass-Through funds and funds referred to as the “less than \$10K”. The Committee will include the **Connecticut Police Chief Association**, DESPP State Police, police department representatives from different regions throughout the state and other community stakeholders as required under the federal program.

**December 2017:** The Advisory committee reviews data indicative of the “gaps” and needs in the criminal justice system at the local level; and recommend options for grant funded strategies.

**January – June 2018:** OPM develops an allocation plan based on the options proposed by the Advisory Committee; and determines the contracting process.

- In compliance with federal program mandates, OPM convenes the JAG sub-committee to draft the **Three -Year JAG Strategic Plan** to guide the JAG priorities and funding strategy starting with the **FY18 federal award**.
- The [federal program requires the plan](#) to include: local community engagement in the planning process, description of data and analysis utilized to support the plan, stakeholders involved in the planning process, gaps in state resources, and description of how JAG funds are coordinated with state and local funds. [Byrne JAG Program | NCJP](#)

### July – August 2018

- OPM submits the **Three Year Strategic Plan** as part of the **FY2018 JAG** application cycle.

## C. COORDINATION EFFORTS

Connecticut has a centralized and unified criminal justice system. Connecticut is divided into 169 municipalities. There is no county government. There is no overlap of functions such as might arise with county government or a multi-tier court system. The Judicial Branch operates a single tier, unified court system with an intermediate appellate court and a supreme court. With the exception of local police services in the larger communities, all criminal justice functions are provided by state agencies.

All of the criminal and juvenile justice formula grant programs emanating from the U. S. Department of Justice, except the Victims of Crime Act, are administered by the same unit within the Office of Policy and Management (OPM). The Office of Policy and Management, the state administrative agency (SAA) for the JAG Grant, is well positioned to coordinate JAG Grant activities with other federal and state initiatives given that it is the state’s budget and planning agency.

In addition to serving as the SAA for the JAG grant, the Criminal Justice Policy and Planning Division (CJPPD) of OPM is statutorily required to develop strategic plans to improve the outcomes and operation of the criminal justice system. The CJPPD collaborates with the state criminal justice agencies and local governments in assessing and analyzing existing functions and identifying opportunities for improvements in services to promote greater public safety. The CJPPD Undersecretary serves as the chair of the Criminal Justice Policy Advisory Commission (CJPAC) which is charged with developing strategies to prevent prison and jail overcrowding and creating an offender community reentry strategy.

#### **D. PERFORMANCE MEASURES**

OPM requires the JAG sub-grantees to submit performance data as well as financial data on a quarterly basis. Both the programmatic data and financial data are aggregated into “state-wide” reports which are submitted to the federal agency via GMS.

#### **E. Governing Body Review**

The SAA (OPM CJPPD) for Connecticut’s JAG grant is a sub-division of the “governing body of the state” (Connecticut Office of Policy and Management).

The Connecticut Office of Policy and Management, Criminal Justice Policy and Planning Division (OPM CJPPD) made its Fiscal Year 2017 JAG application available to the Undersecretary, Connecticut Office of Policy and Management for its review and comment on 07/25/2017.

#### **F. Public Comment**

The Connecticut Office of Policy and Management, Criminal Justice Policy and Planning Division (OPM CJPPD) made its Fiscal Year 2017 JAG draft application available public comment via the OPM website.