

# **STATE OF CONNECTICUT**

**RECOVERY ACT  
JUSTICE ASSISTANCE GRANT PROGRAM (JAG)  
APPLICATION #2009-F2890-CT-SU**

**APPLICATION NARRATIVE (ATTACHMENT 1)**

**Submitted by the  
STATE OF CONNECTICUT**

**Office of Policy and Management**

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**APPLICATION NARRATIVE (ATTACHMENT 1)**

*This grant program is authorized by the American Recovery and Reinvestment Act of 2009 (Public Law 111-5) (the “Recovery Act”) and by 42 U.S.C. 3751(a).*

*The stated purposes of the Recovery Act are: to preserve and create jobs and promote economic recovery; to assist those most impacted by the recession; to provide investments needed to increase economic efficiency by spurring technological advances in science and health; to invest in transportation, environmental protection, and other infrastructure that will provide long-term economic benefits; and to stabilize state and local government budgets, in order to minimize and avoid reductions in essential services and counterproductive state and local tax increases.*

*Additional information available at [Office of Justice Programs: Recovery Act Information](#)*

**Federal Program Objectives**

According to the federal program regulations, the State may use the JAG funds to “support all components of the criminal justice system, from multi-jurisdictional drug and gang task forces to crime prevention and domestic violence programs, courts, corrections, treatment, and justice information sharing initiatives. JAG funded projects may address crime through the provision of services directly to individuals and/or communities and by improving the effectiveness and efficiency of criminal justice systems, processes, and procedures.”

<http://www.ojp.usdoj.gov/BJA/recoveryJAG/JAGrecoveryState.pdf>

**Allowable Use of Funds**

The federal program allows the States to use JAG funds for state and local initiatives, technical assistance, training, personnel, equipment, supplies, contractual support, and information systems for criminal justice, as well as criminal justice-related research and evaluation activities that will improve or enhance:

- Law enforcement programs.
- Prosecution and court programs.
- Prevention and education programs.
- Corrections and community corrections programs.
- Drug treatment and enforcement programs.
- Planning, evaluation, and technology improvement programs.
- Crime victim and witness programs (other than compensation).

**Federal Mandated Allocation of Funds**

The federal program mandates a specific formula for allocation of the STATE JAG funds.

**Connecticut must “pass-through” 39% of the STATE JAG grant to local governments (this includes the federal mandatory “less than 10K” local governments).** The remaining funds may support “state level” projects such as those administered and operated by state criminal justice agencies.

## **Pass-Through Funds to Local Governments**

\$4.3 million in 'local pass-through funds" will be distributed to local governments through a competitive bidding process as required by the Recovery Act.

Local governments will be invited to submit proposals that are consistent with the federal program purpose areas and in compliance with requirements and objectives of the Recovery Act. Grant amounts will be based on population using Census 2000 data and crime rates.

The 'pass-through" funds will be available to those towns that received the **Local Direct JAG** funds from USDOJ as well as those local governments that USDOJ determined to be ineligible for Local direct JAG funds. (The list of Local Direct JAG grantees may be viewed at <http://www.ojp.usdoj.gov/BJA/recoveryJAG/recjag/CT.xls> )

Those towns that receive police services from the State Police or a Resident State Trooper will have the option of waiving their allocation of funds to the State Police to be administered on their behalf.

The duration of the grant period is 18 months. Local governments may allocate their funds to support those services and activities that address local priorities and needs while achieving the goals of job preservation and economic stability.

## **Objectives for State-level Projects**

\$6.8 million in grant funds will be allocated to state agency projects that support the priorities and policy objectives identified in *Public Act 08-01 An Act Concerning Criminal Justice Reform*. The legislation put into place measures to ensure community safety and victim's rights, as well as development of community-based corrections programs to reduce repeat criminal behavior and ensure offender accountability. The primary intent of the legislation is to develop a more effective and cohesive state criminal justice system.

Connecticut has a centralized criminal justice system with all criminal justice functions funded and operated by state agencies, with the exception of law enforcement services which are provided by local police as well as the State Police. This structure provides greater opportunity for cross-agency communication and coordination that is necessary to transition to a more cost-efficient and effective system centered on crime prevention and early intervention in criminal behavior.

## **Purpose Areas Funded by RECOVERY ACT JAG Funds**

The JAG funds will be allocated to purpose areas that will strengthen the state's criminal justice system by improving the network of criminal justice services and expanding resources that help protect communities. Progress and outcomes will be assessed based on the BJA Uniform Performance measures identified in

[http://www.ojp.usdoj.gov/BJA/grant/JAG\\_Measures.pdf](http://www.ojp.usdoj.gov/BJA/grant/JAG_Measures.pdf)

### **1) CT JAG Program (Pass-Through Grants to Local Governments)**

As required by the federal program regulations, \$4.3 million in the RECOVERY ACT JAG funds will be distributed to local governments based on population data and crime rate. The list of grants for each local government may be viewed at [www.ct.gov/opm/recovery](http://www.ct.gov/opm/recovery). The funds will be available to those towns that qualified for a JAG grant directly from USDOJ (known as the "Local Direct JAG" program), as well as those local governments that were deemed ineligible for direct funding from USDOJ. Those towns that receive police services from the State Police or a Resident State Trooper will have the option of waiving their allocation of funds to the State Police to be administered on their behalf.

Local governments must allocate their funds to services and activities that support the goals of the Recovery Act. Funds may be used for technical assistance, training, personnel, equipment, supplies, contractual support, and information systems for criminal justice, as well as criminal justice-related research and evaluation activities that will improve or enhance the following components of the criminal justice system:

- Law enforcement programs.
- Prevention and education programs.
- Community corrections programs.
- Drug treatment and enforcement programs.
- Planning, evaluation, and technology improvement programs.
- Crime victim and witness programs (other than compensation).

Performance Measures: Each local government will be required to identify performance measures appropriate to their projects including those measures mandated as part of the Recovery Act and additional BJA performance measures described at [http://www.ojp.usdoj.gov/BJA/grant/JAG\\_Measures.pdf](http://www.ojp.usdoj.gov/BJA/grant/JAG_Measures.pdf)

### **2) Expand the Department of Correction (DOC) Case Management Information System**

We propose to expand DOC's existing case management information system to increase information sharing between criminal justice agencies and improve oversight and monitoring of offenders in the community. The current system is limited both in its functional use and ability to pass information between DOC, Board of Pardons and Paroles (BOPP) and police departments. An upgraded system will create a continuum of information flow from the point of incarceration to parole, probation and community supervision. Integration of new reporting functions will produce more accurate data and statistics to support more cost-effective management of facilities and criminal justice services. Employment opportunities will be created for a consultant to design the expanded system including modifying and testing the code to meet additional business requirements, setting-up hardware infrastructure, developing reporting platform and integrating databases. It is anticipated that these technology improvements will positively impact the budgets of local and state governments by allowing the agencies more timely and efficient access to information, as well as improving community safety.

Performance measures:

- Number of organizational units whose system were improved
- Number of units that reported improved efficiency
- Number of units that report improved program quality
- Number of shared data elements and functions.
- Number and type of reports generated
- Number and type of contract FTEs paid with JAG funds

### **3) Automated Fingerprint Information System (AFIS)**

We propose to upgrade the functionality and capacity of the current AFIS to enable law enforcement agencies rapid access to offender data and to establish an automated fingerprint based background check system for applicants. The existing system does not have the capability to process the high (and increasing) volume of fingerprint data entries to rapidly respond to police inquiries. In some cases, a delayed response from the AFIS may interfere with apprehension of offenders and investigations. The upgraded system will enable additional police departments to submit electronic fingerprints to the database rather than using a more time-consuming paper submission process. In this initiative, the additional computer equipment, associated training, and additional required maintenance support will respond to the stimulus objective while establishing more effective and efficient law enforcement public safety practices.

Performance Measures:

- Number of organizational units whose system were improved
- Number of units that reported improved efficiency
- Number of units that report improved program quality
- Number and type of contract FTEs paid with JAG funds
- Length of AFIS response time
- Number of data entries

### **4) Statewide and Regional Drug Task Force**

We propose to expand the operation of specialized multi-jurisdictional task force that conducts investigations concerning narcotics and illicit drugs. The task force operates in both urban and suburban areas of the state to target and suppress criminal activity associated with the manufacturing, distribution and selling of narcotics and controlled substances. These illegal activities have a correlative negative impact on the economic stability and quality of life of many communities across the state. Widespread drug trade, sale and distribution along with associated criminal activity besiege neighborhoods and contribute to a loss of customers for businesses, vacant properties and diminished residential marketability. Currently, the economic crisis is limiting the ability for law enforcement agencies to participate in multi-jurisdictional drug crime initiatives. The proposed funding will allow the task force to expand investigations and enable additional officers to participate in the task force. It is anticipated that expanded law enforcement activity will have a net direct effect on economic stability and quality of life of our communities with safer neighborhoods and environments that support local businesses.

Performance Measures:

- Number of task force partners that share resources, information and strategies
- Number of investigations
- Number of arrests
- Number of officers participating in task force
- Number of communities served

### **5) Increase the Number of DNA Samples Taken in DOC**

We propose to increase the number of DNA samples taken on DOC inmates. The CT Dept of Correction presently takes DNA samples from offenders with felony convictions prior to release. Sex offenders provide DNA samples upon entry into the DOC. Therefore, offenders with non-sex offenses may be incarcerated for years before DNA is available to community law enforcement investigators. The availability of the DNA supports early release decision making and ultimately public safety. This proposal is to complete DNA sampling for all offenders with felony convictions upon entry into the DOC. This will include sampling the backlog of offenders who will not be eligible for release for years, as well as those serving life sentences. The expected outcomes are to solve more criminal cases through the use of DNA, avoid wrongful conviction, and bring closure for families and victims. Accomplishing this will require hiring up to seven (7) temporary staff and purchasing ample DNA test kits to address the backlog and complete sampling on newly sentenced offenders and work with the CT State Police forensic crime labs. Increased testing and processing of DNA at DOC and CT State Police crime labs will create new job possibilities in criminal justice and public safety, further spurring economic growth.

#### Performance Measures

- Number of DNA samples collected
- Number of temporary staff hired

### **6) Expedite Processing of DNA Samples at the DPS Forensic Laboratory.**

We propose to reduce the “back-log” of DNA samples that require processing at the DPS Forensic Laboratory. Currently, there are three durational laboratory technologists responsible for processing DNA samples from convicted felons and entering information into a national database used by law enforcement agencies across the nation. There is a “back-log” of cases awaiting analysis and approximately 800 new samples per month are collected. The durational positions are scheduled to expire in July 2009; the proposed JAG funding will preserve the durational jobs for an additional 36 months to address the “back-log” of samples.

#### Performance Measures

- Number of DNA samples processed
- Number of temporary staff hired

### **7) Increase Visibility of State Police Vehicles**

We propose to increase the visibility of state police vehicles to reduce risk of collisions and injuries that result from on-coming vehicles crashing into police cruisers. Reflective tape chevrons will be placed on the rear bumper to enhance visibility and conspicuity. Improving nighttime visibility of emergency vehicles will reduce speeds, reduce accidents and improve safety and enhance public image of the agency. Employment opportunities will be created for the vendors who equip and outfit state police cruisers, as well the manufactures of the reflective material. The department anticipates marking over 700 state police cruisers. This project will save law enforcement lives, reduce workmen compensation claims, enhance highway safety, and provide additional employment opportunities for vendors and manufactures involved in the public safety market.

#### Performance Measures

- Number of collisions with police vehicles

### **8) Expand Staff at Domestic Violence Shelters for 24/7 coverage**

In response to the need for greater access to shelter-based services for domestic violence victims, we propose to create 3-4 FTEs positions to provide expanded staffing and coverage in domestic violence shelters. Currently, the DV shelters around the state have varying hours and levels of staff coverage. Some are unable to provide access to shelter-based services on a “24/7 basis”. The new positions will enable 3-4 shelters to increase their hours, staff and service levels for the duration of the grant period. (Additional funds are also proposed through a separate stimulus fund, the STOP Violence Against Women Formula grant)

#### Performance Measures

- Number of victims seeking shelter
- Number of hours of staff coverage
- Number and type of service provided
- Number of communities served

### **9) Establish a Sexual Assault Forensic Examiner Program (SANE/SAFE) to implement HB 6361:**

We propose a pilot project that will provide centrally coordinated staff and services to ensure that adult and adolescent sexual assault victims have rapid access to forensic exams. Currently, some area hospitals lack practitioners with the expertise and training to perform forensic exams on sexual assault victims in a timely way. Often, victims must wait several hours until a qualified nurse or physician is available to collect the forensic evidence. A coordinated pool of qualified examiners will provide victims with the appropriate level of care, as well as ensure that evidence is collected according to a uniform procedure leading to better investigations and successful prosecution of offenders. Employment opportunities will be created for a community-based provider to serve as the Coordinator for the project, manage the services and training program and collaborate with criminal justice agencies.

(Additional funds are also proposed through a separate stimulus fund, the STOP Violence Against Women Formula grant)

#### Performance Measures

- Number of nurses trained
- Number of forensic exams
- Number of hospitals served
- Number of calls received
- Length of response time

### **10) Assessment and Evaluation Services for DOC**

We propose to develop evaluation and assessment projects to assist DOC in providing more effective facility-based and community-based corrections programs that will help reduce future costs associated with repeat criminal behavior as well as increase safety for the community by supporting successful re-integration of offenders into society. Independent evaluators will be hired to assess DOC programs and services particularly those programs involving women offenders. One of the projects will create a gender – specific classification and assessment system to enable DOC to provide more effective gender-responsive programming and move lower-risk women offenders more quickly through the system. The information generated from the assessment tools will also assist BOPP in determining parole status for women offenders. Employment opportunities will be created for consultants to design the assessment instruments, develop a classification system, identify appropriate use of the instruments across multiple agencies and provide training to program staff.

Performance Measures:

- Number of assessments completed
- Number and types contract FTE evaluators
- Number of programs evaluated
- Number of recommendations implemented
- Number of staff trained
- Number of reports determined to be of acceptable quality by BJA standards

**11) Translation of Community Outreach and Education Media and Materials**

We propose to create a public education initiative to provide non-English speaking communities with linguistically appropriate resources that will help them navigate the court system, as well as find treatment and prevention services and intervention programs, including victim advocacy services and specialized programs for youth.

Existing programs and services can become more effective by providing communities with culturally competent documents, brochures and other guidance materials. Employment opportunities will be created for community-based organizations to assess the informational needs for specific populations, translate documents and reference material into electronic and printed media and distribute to identify communities.

Performance Measures:

- Number of documents and reference materials translated into other languages
- Number of communities served
- Number of printed materials distributed



## Capabilities of the State Administrative Agency (SAA)

A separate account will be established for the RECOVERY Act JAG funds. The SAA will track all Recovery Act JAG “drawdowns” and grant expenditures separately from other federal funding. For more than ten years, the *Connecticut Office of Policy and Management* has served as the SAA for a number of USDOJ grant programs, including the Byrne JAG program, and maintained separate accounts for all federal grants. The USDOJ Office of Comptroller (OC) and the Office of Justice Program (OJP) recently conducted a site visit to assess Connecticut’s SAA and sub-grantees’ compliance with federal programmatic and financial administrative requirements. The federal agencies found the SAA’s accounting and grant administrative practices to be consistent with the policies of the OJP federal programs and in compliance with the rules and practices of the USDOJ OC Financial Guide.

OPM currently has a standard progress reporting process in place that requires sub-grantees to provide statistical and programmatic information on a quarterly basis. The SAA staff will revise the standard reporting process to address the specific requirements of the RECOVERY Act. A new specialized reporting form will be used to collect data required by the RECOVERY Act, including data on jobs and economic stimulus. These new forms will include any other BJA required data. In addition, the reporting schedules will be shortened to comply with the new quarterly reporting requirements for the Recovery Act. Our standard grant programs allow sub-grantees 30 days to submit quarterly reports; this submission deadline will be shortened to within five days of the end of the quarter for the Recovery Act sub-grants.

In order to ensure transparency and accountability, Connecticut has established a state-based website for information and updates on all Recovery Act funded projects and contracts at [Connecticut Recovery Initiative](#). All Recovery Act JAG grant contractors, proposals, announcements, applications and documents must be posted on the State Recovery website at [Recovery: Certifications/Applications](#); this includes all sub-grantees and sub-contractors’ quarterly progress and financial reports.

The SAA staff will conduct more frequent site visits for compliance monitoring of Recovery Act sub-grantees with a particular focus on the goals and requirements of the Recovery Act. The sub-grantee and any parties they have contracted for grant activities will be interviewed to determine if there are any issues with grant compliance, files will be reviewed and a compliance check-list completed. If necessary a mitigation plan is created for any project related issues.

## **Timeline**

### **April 08, 2009**

- Post the Proposed Implementation Plan for public comment on the State of Connecticut website [Connecticut Recovery Initiative](#)

### **April 08, 2009**

- OPM will submit application to USDOJ.

**The following time-table is contingent on receiving the federal award and federal program rules and requirements by May 01, 2009. Priority is given to processing and awarding the Local Government grants.**

### **May 01, 2009**

- Release sub-grant application to Local Governments and State agencies.

### **May 01-5, 2009**

- Conduct Technical Assistance sessions for local governments

### **July 01, 2009**

- Start of 18 month grant period for CTJAG Local Pass-Through grants.
- Start of grant period for State projects, duration of grant period will vary across type of project.