

2022 BYRNE JAG STATE STRATEGIC PLAN

Connecticut's Proposal Narrative

DRAFT



Submitted by:
State of Connecticut
Office of Policy & Management
Criminal Justice Policy & Planning Division

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I. Introduction

The Edward Byrne Memorial Justice Assistance Grant (Byrne JAG) is the leading source of federal justice funding to state and local jurisdictions. The Byrne JAG program provides states, tribes, and local governments with critical funding 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 State of Connecticut has a largely unified criminal justice system. Connecticut is divided into 169 municipalities with no county government. The Judicial Branch operates a unified court system with an intermediate appellate court and a supreme court. Except for local police services in the larger communities, all criminal justice functions are provided by state agencies (Connecticut also doesn't have a sheriff function.)

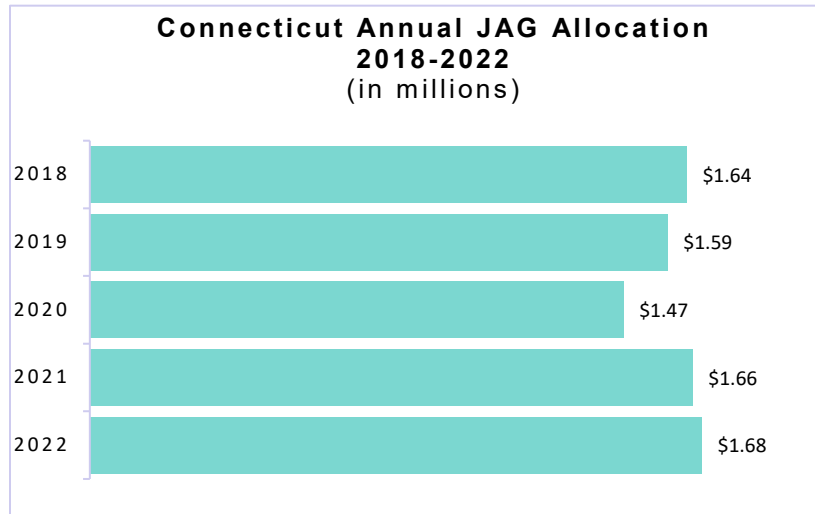
All the criminal justice formula grant programs emanating from the U. S. Department of Justice, except the Victims of Crime Act, are administered by the Criminal Justice Policy and Planning Division of the Office of Policy and Management (OPM CJPPD). The Office of Policy and Management, the state administrative agency (SAA) for the Byrne JAG grant, is well positioned to coordinate the Byrne 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 Byrne JAG grant, OPM CJPPD is statutorily required to develop strategic plans to improve the outcomes and operation of the criminal justice system. OPM 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 OPM CJPPD Undersecretary serves as the chair of the Criminal Justice Policy Advisory Commission (CJPAC). By statute (Sec. 4. Section 18-87j), the CJPAC is directed to:

1. Develop and recommend policies for preventing prison and jail overcrowding;
2. Examine the impact of statutory provisions and current administrative policies on prison and jail overcrowding and recommend legislation to the Governor and the General Assembly;
3. Research and gather relevant statistical data and other information concerning the impact of efforts to prevent prison and jail overcrowding and make such information available to criminal justice agencies and members of the General Assembly; and
4. Advise the OPM CJPPD undersecretary on policies and procedures to promote more effective and cohesive state criminal justice and juvenile justice systems and to develop and implement the offender reentry strategy.

A. Historical use of Funds

Over the last five years, Connecticut's federal Byrne JAG award averaged \$1.61 million. Connecticut's in-state allocation of the award is generally informed by an analysis of: the agency or entity requesting funding, the nature of the project being proposed, whether and how project performance metrics can be adequately measured, and the decision point at which the criminal



justice system will be measurably impacted through increased process flow efficiencies, sustainable cost reductions, and safe, effective diversion from the criminal system.

Those allocation decisions may be further impacted by current criminal justice priorities, current or unforeseen crime events, federal mandates, issue areas and priorities emanating from the Connecticut General Assembly, or recommendations from the wide variety of criminal justice policy and planning groups that are meeting regularly to examine criminal justice issues in Connecticut. Particularly in CJPAC, which the OPM CJPPD staffs and the undersecretary chairs.

OPM CJPPD holds a unique place in the Connecticut criminal justice system due to its enabling legislation, enacted in 2005 (see Public Act 05-249 and codified in Sec. 4-68m through 4-68r of the Connecticut General Statutes). The state statutes provide OPM CJPPD both authority and mandates to coordinate criminal justice policy, planning and data collection activities across state government.

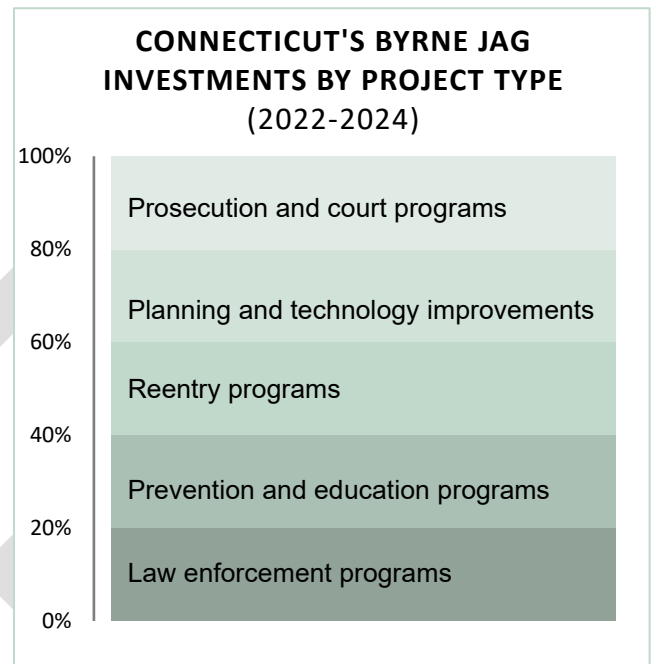
Finally, due to immigration-related special conditions placed on Byrne JAG from 2017 to 2021, Connecticut and seven other states could not accept awards during within that four-year period. Since 2021, when the special conditions were rescinded, OPM CJPPD has cleared administrative holds and begun the allocation of funds toward projects and programs.

II. Priority Byrne JAG Policy, Planning and Program Areas

Introduction

Connecticut will use federal Byrne JAG grant funds to analyze, evaluate, and implement evidenced-based programming to address one or more of the following activities relative to improving and enhancing Connecticut's criminal justice system:

1. Determine long-range needs and recommend policy priorities;
2. Identify critical problems and recommend strategic solutions;
3. Determine long-range data and information needs and provide strategic planning and support for agencies to gather that information;
4. Analyze and assess the cost-effectiveness of criminal justice system investments;
5. Provide services and supports to crime victims and survivors with more transparent and understandable information;
6. Fund, analyze, evaluate and measure the success of community-based services and programs in reducing recidivism in the Connecticut criminal justice system; and
7. Fund, analyze, evaluate and measure services and programs in the criminal justice system to address the COVID-19-pandemic.



B. Stakeholder Assessment

Since the rescission of the immigration-related special conditions on the Byrne JAG program, OPM CJPPD has revised its process for developing the Byrne JAG Strategic Plan. OPM CJPPD engaged experts from the National Criminal Justice Association (NCJA) to create a more expansive stakeholder engagement process. This process

gathered information from criminal justice system stakeholders on current and priority issues, challenges, and opportunities to improve outcomes. The information was collected from stakeholders by convening meetings and discussions, reviewing reports, and distributing questionnaires. Further input on the draft strategic plan has been sought from CJPAC members at the July 21 meeting and through individuals providing input using the OPM CJPPD Byrne JAG website. OPM CJPPD has used the above input to structure its 2022 plan around the purpose areas and intersecting DOJ areas of emphasis listed below.¹

Table 1 US DOJ-provided Purpose Areas and Areas of Emphasis for the 2022 Byrne JAG Solicitation

Purpose Areas	Areas of Emphasis
Law enforcement programs	Promoting Public Trust between Communities and Criminal Justice Agencies Reducing Violent Crime
Prevention and education programs	
Corrections, community corrections and reentry programs	Community Violence Intervention
Planning, evaluation, and technology improvement programs	Addressing COVID-19 Criminal Justice Challenges and Sustaining Innovations
Prosecution and court programs, including indigent defense	Crime Analysis and Investigation

¹ US DOJ purpose areas are the categories in which state and local award recipients may allocate Byrne JAG funds. Areas of emphasis are included by the US DOJ with each Byrne JAG solicitation. State and local award recipients are encouraged to join federal law enforcement to address current challenges with national reach. Source: <https://bja.ojp.gov/doc/jag-program-fact-sheet.pdf>.

C. Purpose Areas, Areas of Emphasis, and Program Objectives

1. Law enforcement programs

US DOJ Areas of Emphasis:

- Promoting Public Trust between Communities and Criminal Justice Agencies
- Reducing Violent Crime

Program Objectives

- Support multi-jurisdictional task forces that seek to prevent and reduce violence and other pressing crime challenges.
- Enhance programs, services, and curricula addressing the mental health and wellness of law enforcement officers.
- Provide law enforcement officers pre- and in-service training to improve trauma-informed interactions, including while taking witness statements and preparing reports, with sexual violence survivors.
- Enhance community and law enforcement programs fostering: community engagement; diversity, equity, and inclusion; positive engagement of youth; and improving interactions with people with disabilities.

2. Prevention and education programs

US DOJ Areas of Emphasis:

- Community Violence Intervention

Program Objectives

- Help fill gaps in community-based services — especially those that are related to trauma spurred by community violence, sexual violence, and other forms of violence — supporting youth.

- Strengthen partnerships with public health entities and strategies seeking to prevent community gun violence, provide trauma-related preventative services, and deliver supports to communities experiencing such violence.

3. Corrections, community corrections and reentry programs

Program Objectives:

- Support reentry organization strategies increasing the delivery of swift, specialized connections to community programs, services, and treatment for people returning to the community following jail or prison.
- Expand workforce-development strategies – in partnership with state and federal efforts under the US DOJ Adult Reentry and Employment Services grant, Connecticut Governor’s Workforce Council, and other initiatives — for people returning the community seeking long-term, meaningful employment.
- Enhance coordination between the Department of Correction and community providers delivering housing services to people returning from jail or prison who are at a high risk of homelessness

4. Planning, evaluation, and technology improvement programs

US DOJ Areas of Emphasis:

- Addressing COVID-19 Criminal Justice Challenges and Sustaining Innovations

Program Objectives

- Improve the capability of criminal justice system agency record management systems to aggregate, store, or transmit such data as crime statistics, client data, victims data, and digitalization of evidence and records.
- Support reentry organizations’ efforts to leverage data and technology to fill service gaps and overcome barriers for clients.
- Enhance and grow criminal justice data and technology adaptations and innovations developed during the pandemic to improve outcomes for clients.

5. Prosecution and court programs, including indigent defense

US DOJ Areas of Emphasis:

- Crime Analysis and Investigation

Program Objectives

- Focus monitoring and supervision on people with domestic violence charges who are at a high risk to reoffend, have violated orders of protection, or both.
- Enhance pretrial diversion of appropriate people with non-violent charges into treatment and programs as needed.

III. Capabilities and Competencies

D. Introduction

OPM CJPPD is responsible for planning interagency programs and coordinating policy development initiatives to improve Connecticut's criminal justice system and enhance community safety. It plans and manages the allocation of federal grant funds to support initiatives and projects that use a coordinated multi-disciplinary approach to ensure victim safety, improve offender accountability and reduce re-victimization.

OPM CJPPD has the experience required to oversee the administrative aspects of this grant. The division is the SAA for numerous federal grants, including the Violence Against Women (STOP) Grant, the Sexual Assault Services Program Grant (SASP), the Sex Offender Registry Notification Act (SORNA) grant, the Residential Substance Abuse Treatment (RSAT) Grant, and the National Criminal History Improvement Program (NCHIP) Grant. Staff have knowledge and experience in collaborating with teams, designing programs, collecting data, and implementing, monitoring, and evaluating the use of federal funds. In order to create the best plan for the Byrne JAG investments, the division will engage criminal justice system stakeholders and utilize evidence-informed approaches.

E. Criminal Justice System Stakeholder Involvement

Many criminal justice stakeholder policy and planning groups meet regularly to analyze and evaluate Connecticut's criminal justice system from unique and alternative points of view. Project proposals for the use of Byrne JAG funds can emanate from the deliberations of these statewide criminal justice policy and planning groups.

Coordination of Byrne JAG funding will engage these existing criminal justice stakeholder groups, including those involved in the CJPAC. CJPAC agencies and organizations include the DOC, the Judicial Branch, the Department of Mental Health and Addiction Services, the Department of Emergency Services and Public Protection, the Division of

Public Defender Services, the Division of Criminal Justice, the Connecticut Police Chiefs Association, the Connecticut Coalition Against Domestic Violence, and the Connecticut Alliance to End Sexual Violence

Connecticut's allocation of Byrne JAG will be generally dependent upon an analysis of which agency or entity may be requesting funding, what is the nature of the project being proposed, does the project have performance metrics that can be adequately measured, and how, and at what decision point, will the criminal justice system be measurably impacted.

F. Evidence-Informed Approach to Funding Decisions

OPM CJPPD contains a Research Unit – led by the director of the state Statistical Analysis Center (CT SAC). The work of the unit is generally defined by (1) regular (mandated) scheduled reports and (2) special studies and statistical analyses - generally original research - aimed at (1) identifying critical policy and planning issues through the examination of the demographics or criminogenic behaviors or risk factors of a particular cohort of the incarcerated (or paroled, etc.) inmate population or, (2) endeavoring to understand baseline business process flows of the stakeholder agencies within the Connecticut criminal justice system and the impact of those business process flows on the efficient movement of offenders into and out of the system.

The work of the CT SAC is used regularly to evaluate, or in fact discover, issues regarding process flow and/or measurable statistics which can be used to improve, enhance or evaluate suggested sub recipient grant projects.

IV. Performance Measures and Data Collection Plan

G. Criminal Justice Policy and Planning Division (Grantium GMS)

All Byrne JAG sub-recipient grant management activities are conducted through the Criminal Justice Policy and Planning Division GMS known as Grantium. The implementation of Grantium encompasses beginning-to-end management and administration of grant programs and sub-recipient grant projects in a secure web-enabled workflow-driven system. Key grant administration business process outcomes supported include:

- Password protected access control and user account management for applicants and sub-recipients,
- Online application submission,
- Online submission of Progress, Quarterly Financial and Performance Management reports such as Time Accountability reports and Property/Equipment Inventory lists,

- Online submission of Payment Requests,
- Inclusion of all grant related correspondence, including e-mail, word processing documents, notes, portable document files, etc.,
- Automated grantee and grantor-initiated Amendments and/or Grant Adjustment Notices (GAN), and
- Automated Final financial Reconciliation and Grant Close-Out.

H. Death in Custody Reporting Act Compliance

Beginning with FFY 2019 Byrne JAG awards, recipient states will be required to report quarterly data on deaths occurring while in custody, per the Death in Custody Reporting Act (DCRA). In accordance with US DOJ BJA guidance, as DCRA reporting is a component JAG performance reporting, “the SAA is ultimately responsible for setting up their own policies and procedures to ensure that DCRA reporting is completed.” OPM CJPPD serves as the SAA for the Byrne JAG grant for the State of Connecticut. In keeping with practices established by US DOJ BJA and other states, OPM CJPPD will coordinate quarterly reporting of DCRA data to satisfy both DCRA and Byrne JAG requirements.

Overview of DCRA reporting requirements: An overview of DCRA required reporting fields can be seen at [this web address](#). DCRA requires states to report the death of any person in law enforcement custody. Specifically, state reporting must include “information regarding the death of any person who is detained, under arrest, or is in the process of being arrested, is en route to be incarcerated, or is incarcerated at a municipal or county jail, state prison, state-run boot camp prison, boot camp prison that is contracted out by the state, any state or local contract facility, or other local or state correctional facility (including any juvenile facility).”

In accordance with the Byrne JAG performance reporting requirements, DCRA data will be reported each quarter of the FFY, with data entered into PMT within 30 days following the end of the quarter. All information about known deaths, even if incomplete, should be reported by that time frame. PMT however will allow states to “add decedents in a subsequent quarter if the reportable death was not reported in a previous quarter.”

In order to assess state capacity to respond to DCRA requirements, OPM CJPPD has met with both the DOC and the Office of the Chief Medical Examiner (OCME) to consider current death in custody reporting capabilities. Both agencies subsequently provided OPM CJPPD with records extracted from their agency administrative systems containing custody deaths occurring within calendar year 2020. OPM CJPPD staff reviewed these reports and have determined that combined data from both of these administrative sources should be capable of generally meeting the DCRA data requirements. OPM is unable to truly assess the completeness of reported deaths occurring while in municipal police or other local law enforcement custody. However, given the presence of such

deaths appearing in the OCME data, we believe the available data to generally be inclusive of all such deaths across the state.

Proposed Reporting procedure: Following our review of supporting agency data materials, OPM CJPPD proposes the following reporting steps for future DCRA reporting activities:

1. Following the conclusion of each FFY quarter, OPM CJPPD requests that DOC and OCME reports be provided to OPM CJPPD by the 15th. Reports should be provided to OPM CJPPD in a comparable format to the sample 2020 reports previously provided to us. See Table 2 for a tentative reporting schedule. Reports provided to OPM CJPPD should cover the recent quarter as well as the previous quarter, in case records need to be updated.
2. Upon receipt of these data, OPM CJPPD staff, with support from the CT SAC, will review the data to check for consistency and alignment with requirements. OPM CJPPD will then combine these data, remove duplicate records across the two sources, and prepare a combine set of records for the quarter. To support these preparation activities, OPM CJPPD will develop standard scripts to combine and reshape the quarterly report data into a submission format compatible with PMT reporting needs.

By the 30th following the end of the quarter, OPM CJPPD will then submit required DCRA records into PMT per the reporting deadline. If possible, records will be batch submitted into PMT from the assembled file. OPM CJPPD will also review the prior quarter and add/update any records from the prior quarter subsequently reflected within state data sources.

Table 2. Proposed DCRA reporting cycle

Federal Fiscal Quarters			DCRA Reporting Date	
Quarter Number	Quarter Start Date	Quarter End Date	OCME/DOC Reporting	OPM CJPPD PMT submission
1	October 1	December 31	January 15	January 30
2	January 1	March 31	April 15	April 30
3	April 1	June 30	July 15	July 30
4	July 1	September 30	October 15	October 30

Next steps: With a reporting procedure identified, we highlight some key follow up activities, including:

1. OPM CJPPD will develop supporting scripts in R or other software in order to combine reports and finalize data for reporting.
2. DOC and OPM CJPPD will collaborate to set up an FTP script to easily transmit death in custody reports by the 15th following each quarter.
3. OCME, as feasible, will coordinate with OPM CJPPD to continue to assess over time the extent to which OCME deaths in custody data reflect events occurring outside of state correctional facilities, such as during arrest, temporary detentions, etc.

I. The Office of Justice Programs (OJP) Performance Measurement Platform (PMP)

Because OPM CJPPD has been the SAA for the Byrne JAG grant since its inception, staff are fully aware of the [Performance Measurement Tool](#) requirements that are also being utilized with the grant. Sub-recipient progress reports are crafted to collect the necessary Byrne JAG data to fulfill the PMT requirements of each sub-recipient grant project.

J. Governing Body Review and Public Comment

OPM CJPPD made its FY 2022 Byrne JAG draft application available for public comment by making it available through a post on its website. The division also held a meeting with its Byrne JAG administering and planning board, CJPAC, to review the draft proposal. Participants were notified after the FY2022 Byrne JAG solicitation was posted, invited to review the draft application prior to the CJPAC meeting, and encouraged to provide input on the draft and submit questions prior July 22, 2022.

K. CJPPD JAG Strategic Plan Review & Updates

OPM CJPPD will review and evaluate the constantly evolving trends in criminal justice across the state through CJPAC, the SAC, and other boards and commissions and stakeholder engagement opportunities. The continuous evaluation of the state's strategic plan, facilitated by CJPAC meetings occurring monthly, will help ensure that the fiscal year 2022 Byrne JAG funds are used to support evidence-informed spending across the 4-year grant period.

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V. Appendix A: Federal and State Grants Administered by OPM

Federal Programs

National Criminal History Improvement Program (NCHIP)

Through the National Criminal History Improvement Program (NCHIP), Bureau of Justice Statistics of the Department of Justice, provides direct awards and technical assistance to states and localities to improve the quality, timeliness, and immediate accessibility of criminal history records and related information. Complete records require that data from all components of the criminal justice system, including law enforcement, prosecutors, courts, and corrections be integrated and linked. NCHIP assists states to establish the integrated infrastructure that meets the needs of all components.

NCHIP Program Goals and Objectives

- To ensure that accurate records are available for use in law enforcement, including sex offender registry requirements, and to protect public safety and national security.
- To permit states to identify—
- Ineligible firearm purchasers
- Persons ineligible to hold positions involving children, the elderly, or the disabled
- Persons subject to protection orders or wanted, arrested, or convicted of stalking and/or domestic violence
- Persons ineligible to be employed or hold licenses for specified positions
- Persons potentially presenting threats to public safety

STOP Violence Against Women Formula Grant Program

The STOP Formula Grant Program enhances the capacity of local communities to develop and strengthen effective law enforcement and prosecution strategies to combat violent crimes against women and to develop and strengthen victim services in cases involving violent crimes against women. Each state and territory must allocate 25 percent for law enforcement, 25 percent for prosecutors, 30 percent for victim services (of which at least 10 percent must be distributed to culturally specific community-based organizations), 5 percent to state and local courts, and 15 percent for discretionary distribution.

STOP Program Goals and Objectives

The STOP Formula Grant Program supports communities in their efforts to develop and strengthen effective law enforcement and prosecution strategies to combat violent crimes against women and to enhance victim services in cases involving violent crimes against women. The STOP Grant provides:

Services for Victims

Training for the Criminal Justice System

Offender Accountability

Police

Prosecution

Sexual Assault Services Formula (SASP)

The Sexual Assault Services Program is the first federal funding stream solely dedicated to the direct intervention and related assistance for victims of sexual assault. The SASP Formula Grant Program directs grant dollars to support Connecticut rape crisis centers and other nonprofit and nongovernmental organizations that provide services, direct intervention, and related assistance to victims of sexual assault. Funds provided through SASP are designed to supplement other funding sources directed at addressing sexual assault within the state.

Residential Substance Abuse Treatment (RSAT)

The purpose of the Residential Substance Abuse Treatment (RSAT) for State Prisoners Program is to break the cycle of drug addiction and violence by reducing the demand for, use, and trafficking of illegal drugs. This program's objectives are to enhance the capabilities of states to provide residential substance abuse treatment for incarcerated inmates; prepare inmates for their reintegration into the community by incorporating reentry planning activities into treatment programs; and assist these offenders and their communities through the reentry process by delivering community-based treatment and other broad-based aftercare services. Given Connecticut's "unified" correctional system, 100% of these funds are awarded to the DOC. OPM provides the required 25% match.

Sex Offender Registration and Notification Act (SORNA)

The Sex Offender Registration and Notification Act (SORNA) are penalty funds established by the Adam Walsh Child Protection Act of 2006. Jurisdictions that failed to implement the Sex Offender Registration and Notification Act by July 27, 2011, were subject to a ten percent reduction of Byrne Justice Assistance Grant (Byrne JAG) formula funds. These SORNA penalty funds are then reallocated to those affected jurisdictions to bring them in to compliance with the Adam Walsh Child Protection Act of 2006.

Coronavirus Emergency Supplemental Funds (CESF)

The Coronavirus Emergency Supplemental Funding (CESF) Program will provide funding to assist eligible states, local units of government, and tribes in preventing, preparing for, and responding to the coronavirus.

Allowable projects and purchases include, but are not limited to, overtime, equipment (including law enforcement and medical personal protective equipment), hiring, supplies (such as gloves, masks, sanitizer), training, travel expenses, and addressing the medical needs of inmates in state, local, and tribal prisons, jails, and detention centers.

State Programs

Body Worn Recording Equipment (BWRE)

The Office of Policy and Management, as directed by Public Acts 15-4, 17-225, 18-107, 19-11 and 20-1, is offering grants-in-aid to municipal law enforcement agencies, law enforcement officers under the supervision of Resident State Troopers and state university police department (special police forces established pursuant to Sec. 10a-156b) for body-worn recording equipment, dashboard cameras, electronic defense weapon recording equipment and digital data storage devices or services.

The passage of PA 17-225 adds additional authorized items, expands eligibility to resident state trooper towns, extends the timeline of 100% reimbursement (therefore pushing 50% reimbursement a year out) and provides clarity on some points that were previously unclear.

The passage of 18-107 adds in the 100% reimbursement for data storage services for FY 2018 that was erroneously left out in PA 17-225 and extends the reimbursement for dashboard cameras not just for first time purchases, but for replacing those purchases prior to December 21, 2010.

The passage of PA 19-11 extends the 100% reimbursement to August 31, 2018. The passage of PA 20-1 extends the 50% reimbursement to June 30, 2021. It also reallocates \$3 million of the remaining approximately \$3.5 million to the Department of Emergency Services and Public Protection, therefore leaving \$500K for the municipalities.