

FY 2011 Edward Byrne Memorial Justice Assistance Grant Application

The Ohio Office of Criminal Justice Services (OCJS) is a division of the Ohio Department of Public Safety. OCJS is the lead criminal justice planning agency for the state, administering millions of dollars in state and federal criminal justice funding annually. Through its research, technology, grants administration, and programmatic initiatives, OCJS serves agencies and communities that are committed to reducing and preventing crime in Ohio. OCJS has been designated by Governor John Kasich to administer the Edward Byrne Memorial Justice Assistance Grant (JAG) program.

Ohio's Strategy/Funding Priorities

OCJS designs a JAG Request for Proposal (RFP) which conveys the requirements and mission of the JAG grant program - preventing and controlling crime based upon local needs and conditions. OCJS utilizes a number of resources to inform state and local recipients of the JAG RFP. These resources included the OCJS *Criminal Justice Weekly*, a newsletter which is sent to law enforcement, courts, and key service providers as well as the OCJS grants calendar and current solicitation sections of the OCJS website: (www.ocjs.ohio.gov/grants.stm). Additionally, after release of the RFP, OCJS hosts a Bidders' Conference for potential applicants. The purpose of the Bidders' Conference is to review the application requirements specific to the JAG program while providing a forum for potential grantees to ask general questions about the grant writing process. In addition to explaining the JAG requirements, during the Bidders' Conference, details on how to submit an application also are explained.

As part of Ohio's JAG RFP, OCJS utilized the current purpose areas under the JAG Program: Law Enforcement; Prevention and Education; Corrections and Community Corrections; Prosecution; Court and Victim Services; Research, Evaluation,

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Technology Improvement; and JAG LE programs. Each applicant must address a goal for the program area in which they were applying as well as provide a performance measure and corresponding baseline data. Additionally, each applicant addresses the following narrative sections of the application: Problem Statement, Project Description, Project Objectives, Organization and Staff Capacity, Collaboration Board Support Letters, and Budget. Applicants are encouraged to contact the OCJS regional grant coordinators during the open solicitation process in the event they need assistance with any part of the proposal and/or application process.

OCJS utilizes a competitive grant selection process. This process begins with an internal review conducted by the OCJS grant coordinators ensuring all past grant recipients have maintained strict fiscal and programmatic compliance with the required state and federal guidelines. The success or failure of an applicant who has previously received an award is specifically accounted for in the compliance scoring matrix. For those applicants that have not previously received an award, the applicant's organizational capacity is accounted for in place of historical information. Compliance review scores are entered into the JAG application scoring database.

The next step of the grant selection process involves peer review, where OCJS selects a team of state and local professionals to review the grant applications based upon a scoring matrix that considers the goals of the JAG program. This portion of the scoring process aids in funding recommendations by evaluating the application in terms of quality and inclusion of the outlined priorities. The peer review team reviews the merits of each grant proposal and provides a funding recommendation, along with written substantive comments to OCJS to support the recommendation as to whether the project

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should be awarded funding. Upon receipt of the peer reviewers' input, their substantive comments and recommendations are compiled and analyzed in preparation for a final internal grant review with the OCJS Executive Director. The analysis includes the cumulative scores from the Compliance and Peer Reviews.

During executive director's review, staff from Grant Administration, Law Enforcement and Policy and Research sections of OCJS along with the OCJS Executive Director and the Administration staff review and discuss the peer review team's comments and recommendations to make final funding decisions. OCJS ensures the equitable distribution of the JAG funds. Additionally, funding decisions reflect OCJS's commitment to fund projects in highly-populated areas, historically depressed regions and within Ohio's 32 Appalachian counties. Director's review scores are entered into the JAG application scoring database and a final score is calculated. The final score is 60 percent Peer Review score, 30% Executive Director's Review score, and 10% Compliance Review score.

Once the executive director's review concludes, the decisions are posted to the web site notifying projects. Applicants selected for funding receive a packet of pre-award conditions which must be addressed by the project's director prior to the grant being officially awarded. Those applicants that have not complied with required information in the RFP, or whose baseline data is not adequate will receive additional special pre-award conditions explaining any necessary corrective action to be taken before the grant is officially awarded. The revised information must be submitted and approved by OCJS before an agency may seek reimbursement.

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OCJS prioritizes funding projects that use evidence-based practices by scoring applications which demonstrate use of proper models of evidence-based practices higher than applications that do not use evidence-based practices during the peer review portion of the subgrant award process. This is done by asking questions specific to evidence based practices and awarding the maximum amount of points for applicants that give serious consideration to the evidence for the project. The Grant Review Guideline book instructs reviewers to consider whether the project will be implemented consistent with the evidence-based model or practice. Questions regarding evidence-based practices comprise 20 percent of the 2011 peer review score.

The evidence-based matrix questions have an impact beyond application scores. At the Bidders' Conference applicants are provided with sample questions from the review scoring matrix. This informs applicants, prior to submitting an application, that projects will be scored on the explanation of why the project is evidence-based and whether the peer reviewers think it is.

OCJS recognizes there are not evidence-based programs for every type of program. When no evidence-based program exists, applicants are to provide information (including statistics) to explain why the program or practice will be effective. Peer reviewers score both the applicant's explanation of why a particular program or practice was chosen and whether the reviewer thinks there is any evidence to support its success.

Another way OJCS has encouraged the use of evidence-based programs and practices is through the 2009 ARRA JAG special RFP for reentry projects. ARRA JAG reentry projects were required to incorporate evidence-based programming. To assist in this requirement, OCJS provided a list of relevant evidence-based program models

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complete with research publication citations. Applicants were not limited to this list; however, they had to provide similar documentation of citations, if another model was chosen. OCJS is in the process of identifying evidence-based programs or practices for other program areas, and this procedure will be included in the next cycle of RFPs.

OCJS will use the OJP's CrimeSolutions.gov website to help identify evidence-based programs and practices. Applicants will be made aware that OCJS's strongly recommends that the applicant choose one of the programs listed on the OJP website as promising or effective. If applicants identify a model listed as effective it will be simple for OJCS staff to confirm the model is listed by OJP.

Strategic Planning Process

OCJS is in the process of developing the comprehensive statewide strategic plan that is required by BJA. Once completed, the strategic plan will guide the JAG decision making process to meet the state's identified priority needs. The first step is a needs assessment that identifies and prioritizes Ohio's criminal justice needs, including gaps in services. The assessment is complemented by analysis of crime and funding data. The second step is a statewide criminal justice strategic planning conference. Evidence-based programs and practices relevant to the identified priority needs will be presented at conference workshops. The conference culminates in focus groups that discuss how best to address Ohio's priority needs and how to include evidence-based programs/practices in that response. The final step is OCJS writing the strategic plan that synthesizes input from the conference focus groups.

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The planning process steps are:

Needs and Priorities Assessment

- Core group interviews: OCJS staff interviewed approximately 25 key justice stakeholders in Ohio. Key stakeholders are both state and local level officials. State officials included the Chief Justice of the Ohio Supreme Court, the Ohio Attorney General, members of the General Assembly, and Directors of the relevant state departments. Local officials were primarily people active in major statewide associations such as the Ohio Justice Association for Community Corrections, the Ohio Association of County Commissioners, and the Buckeye State Sheriffs' Association. The stakeholders identified Ohio's justice system needs and how they prioritize those needs. The responses are the basis for the statewide survey and identifying topics or speakers for the conference workshops.
- Statewide survey: OCJS staff members are conducting a survey of justice professionals across the state. The professionals are asked to identify needs and priorities through a survey instrument based on the needs identified by the core group. The survey consists of general questions to be answered by all, as well as specific questions tailored to those in the fields of law enforcement, courts/prosecution/defense, victims, corrections and community corrections, and juvenile justice. The instrument allows the respondents to identify additional needs.

Crime and Funding Information

- Justice system data: This publication includes a multitude of secondary source data on the justice system. Data ranges from NIBRS and UCR crime incidents through

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corrections (including community corrections). This data provides context for Ohio's justice system needs and priorities.

- Funding information: We are collecting information on justice system on the sources of funding and expenditures in Ohio's justice system. This includes local and state funding as well as federal grant programs, including JAG.

Strategic Planning Conference

The conference will be the culmination of the needs assessment and data collection efforts. It will be held November 3-4 at Ohio State University. It will bring together 200 local, state and federal invited guests, most of whom participated in either the core group, the survey, or the focus groups. The purpose of the conference is to identify how evidence-based practices can best be applied to those priority needs. This will be accomplished through workshops devoted to presentations of evidence-based programs and practices. There will be twenty workshops at which evidence-based programs and practices relevant to the priority needs are presented. A final workshop will consist of focus groups discuss how to take what was learned and incorporate it into an evidence-based strategic plan. Dr. Edward Latessa, University of Cincinnati will present the keynote address. Dr. Latessa will talk about what "evidence-based" means, and will emphasize its role in developing state and local justice policy and making funding decisions.

Writing the Strategic Plan

OCJS will integrate all the information from the needs assessment, crime and funding data and the conference into a statewide criminal justice plan. It will be

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completed by the end of the calendar year. Sections of the plan will be written as tasks are completed.

Coordinating Efforts with State and Local Agencies

OCJS coordinates with several state and local agencies regarding the criminal justice initiatives for the state of Ohio.

Ohio Prescription Drug Abuse Task Force (OPDATEF). Most recently OCJS has been instrumental in developing and funding the state's prescription drug abuse task force. Partnering with the Ohio Attorney General's office and Ohio Department of Alcohol and Drug Addiction Services as well as other state agencies the task force was formed to help unite the ongoing efforts at the federal, state and local levels, and build on their work to address this rising problem of prescription drug abuse. The Ohio Prescription Drug Abuse Task Force was charged with researching issues related to prescription drug abuse and identifying public health, law enforcement, legislative and additional strategies to reduce the danger of prescription drug abuse in Ohio. OCJS contributed \$250,000 in Justice Assistance Grants that local law enforcement could apply for to expand or improve these efforts.

Local law enforcement, in partnership with state agencies, continue the work of the task force and in April, Gov. Kasich announced that through local, state and federal cooperation, \$36 million would be available for drug treatment and prevention throughout the state. Kasich signed House Bill 93 in May 2011, which will strengthen the state's ability to shut down pill mill operations led by doctors who dispense lethal doses of pain medications.

Data Driven Approaches to Crime and Traffic Safety (DDACTS). Another recent coordination effort took place when the Ohio Traffic Safety Office was combined

with OCJS. Through this merger OCJS is continuing to implement DDACTS, an effective and efficient method for deploying law enforcement, which integrates location-based crime and traffic data to establish effective and efficient methods for deploying law enforcement and other resources.

Regional Planning Units (RPUs). Ohio's major metropolitan areas have organized to form RPUs for the purpose of more adequately addressing the local needs of justice systems and developing a local strategic plan. The program involves OCJS and the RPUs working together to build regional programs, with OCJS providing data and technical assistance in the RPU planning process. The RPUs represent Columbus/Franklin County, Cleveland/Cuyahoga County and Toledo/Lucas County. The Dayton/Montgomery County area also has a regional planning organization that acts in the same way as an RPU. Each RPU is a statutorily established planning body with a criminal justice policy board. Their responsibilities include:

- The establishment of a criminal justice policy board made up of individuals representing a cross section of the local criminal justice system and the local human services system.
- The planning and establishment of priorities for the local communities by holding public meetings to secure input from all segments of the community.
- The development of funding priorities based on local input.
- The preparation and dissemination of funding guidelines and applications.
- The review of applications and awarding of funds to local applicants.
- The provision of technical assistance to local sub-recipients and their constituents.

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- Employ a community engagement model in the administration of block grant funds.

OCJS provides guidance on local strategic planning membership; however, the selection of the planning group members is made by the regional planning units. The regional bodies employ a community engagement model. These regions build on the extensive array of planning bodies already in existence (e.g. county corrections boards, mental health/substance abuse boards, DV task forces).

Coordination with State Agencies and Associations

Ohio Department of Rehabilitation and Correction (ODRC). ODRC operates adult correctional institutions and regional probation and parole offices. ODRC provides OCJS with comprehensive data underscoring statewide needs of the correctional system, including ODRC institutions. This relationship, along with The Ohio Department of Alcohol and Drug Addiction Services (ODADAS), perpetuated the Therapeutic Communities that have been established in ODRC institutions with the help of federal Residential Substance Abuse Treatment (RSAT) grant dollars. Representatives from ODRC work in conjunction with OCJS staff in the Ohio community corrections organizations.

Ohio Department of Youth Services (ODYS). ODYS provides care and housing for juvenile felony offenders who were either committed to a state institution or a community corrections facility. OCJS has worked closely with ODYS in identifying local and state needs and in joint funding initiatives. OCJS also worked with ODYS through RSAT grant funds to establish an institutional-wide drug treatment program for youth offenders.

Ohio Department of Alcohol and Drug Addiction Services (ODADAS).

ODADAS plans, initiates and coordinates an extensive system of alcohol and other drug addiction services designed to prevent abuse and treat Ohio's addicted populations. The application must show written documentation that the substance abuse agency is certified. The RSAT program, along with other drug intervention and prevention programs funded through JAG and the Office of Juvenile Justice and Delinquency Prevention (OJJDP), guarantees future coordination and collaboration with ODADAS.

Ohio Attorney General's Office (AG). The Attorney General serves as legal counsel to the Governor, statewide elected officials, the Ohio General Assembly, and all state departments, agencies, boards, and commissions. The AG's office contains three subdivisions that have special relevance for OCJS: The Bureau of Criminal Identification & Investigation (BCI&I), the Ohio Organized Crime Investigation Commission (OOCIC), and the Ohio Peace Office Training Academy (OPOTA). Representatives from the AG's office serve on many committees with OCJS, especially in the area of Criminal Justice Information Systems (CJIS). The AG's office serves on the OIBRS advisory board at OCJS. Through BCI&I, the AG's office provides individual narcotics agents throughout the state to offer investigative assistance to various narcotics task forces. The AG's office also has undercover narcotics agents who work with local law enforcement agencies to become aware of local issues which, when appropriate, are passed on to OCJS. In addition, OCJS is partnering with the OAG's office to provide training and technical assistance to local law enforcement on clandestine laboratory training as well as methamphetamine lab cleanup.

Ohio Department of Health (ODH). OCJS collaborates with the ODH on several efforts. The agencies, along with the OAG's Office created the Interagency Victim Assistance Coordinating Committee (IVACC) which meets every other month. The purpose of IVACC is to coordinate funding and services among member agencies that support services to victims of crime; and to identify critical issues affecting funded programs and victims of crime that need to be addressed in Ohio by staff from the three state funding agencies.

Ohio Crime Prevention Association (OCPA). OCPA addresses youth, senior, community, commercial and management issues related to crime prevention. This association is comprised of professionals from the public and private sectors of numerous local communities, especially law enforcement. District meetings are held on a monthly basis. Regional meetings are held on a quarterly basis, while a statewide training conference is held on an annual basis. Representatives from OCJS are members of the association and attend regional and district meetings as well as an annual conference.

Buckeye State Sheriffs' Association (BSSA). BSSA is comprised of county sheriffs across the state. The purpose of this organization is to share information, discuss local problems and make recommendations for improvements. BSSA also presents issues derived from local levels to the policy makers at the state level. BSSA is represented on the NIBRS Advisory Board at OCJS. BSSA holds a position on the CJIS Governing Board. OCJS has had the opportunity to formally participate in the BSSA annual conferences by making presentations on NIBRS, grantsmanship and other topics.

Coordination with Federal Agencies

Without coordination and direct involvement from federal, state and local

criminal justice authorities, the goals of this strategy, especially as related to drug eradication and Ohio's multi-jurisdictional drug task forces, could not be fulfilled.

Drug Enforcement Administration (DEA). For Ohio, the DEA's Detroit office, which serves Ohio, Michigan, and Kentucky, plays an important role in the operation of the multi-jurisdictional drug task forces funded through JAG. The task forces are required to operate in conjunction with a state or federal enforcement agency, such as the DEA and FBI. The DEA provides detailed drug statistics and patterns of trafficking throughout the region and their impact on Ohio cities.

Federal Bureau of Investigation (FBI). The FBI plays an important role in the operation of the JAG grant's drug task forces. The FBI also helps in the training of drug task force officers and directly participates in many of the task force investigations. In addition, the FBI is an active member on the Multi-jurisdictional Drug Task Force Commanders' Group hosted by OCJS.

Coordination with Federal Grant Programs

Violence Against Women Act (VAWA) Administered by OCJS. The purpose of VAWA is to assist states and units of local government 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 crimes against women. The VAWA program focuses mainly on female victims of crime. Ohio grants funds to law enforcement, prosecutors, and direct victim service providers, based on the federally mandated percentages to allocate the money across the state.

Juvenile Justice and Delinquency Prevention Title II Program - Administered by ODYS. In 1974, Congress passed the Juvenile Justice and Delinquency Prevention

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Act. The act was designed to address juvenile delinquency at the community level. The act also created the federal Office of Juvenile Justice and Delinquency Prevention and provided for the Title II Formula Grant program. In order to participate in the program, Ohio must maintain compliance with the following core requirements of the Act:

1. The removal of status offenders (unrulies) from secure settings.
2. The removal of juveniles from adult jails and lockups.
3. The problem of juvenile delinquency.
4. The disproportionate confinement of minority youth.

By executive order, the Governor's Council on Juvenile Justice has the authority to oversee the development and approval of Ohio's juvenile justice funding plan that would include any subgrants pursuant to these directives. Council members are persons with training, experience or special knowledge in preventing and treating juvenile delinquency, or in administering of juvenile justice programs.

Juvenile Justice Title V - Incentive Grants for Local Delinquency Prevention

Programs - Administered by ODYS. In 1992, Congress established the Title V Grant program to develop local-level comprehensive prevention and treatment programs for at-risk youth. Title V's focus is on primary prevention programs in the community. It is built on the premise that preventing delinquent behavior is more cost effective than incarceration or rehabilitation. Title V is based on the Communities That Care model created by Developmental Research and Programs, Inc., of Seattle. The model is designed to evoke community mobilization through collaboration and commitment. Funding is designed to fill gaps in resources, to leverage other funding sources, to strengthen existing prevention programs, and to obtain the commitment of key

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community leaders in affecting change in service delivery.

Edward Byrne Memorial Justice Assistance Grant (JAG LE) – Administered by OCJS. Although the Byrne Memorial Justice Assistance Grant combines both the Byrne and LLEG programs, OCJS continues administering our old LLEBG program as JAG LE through the JAG funding cycle. Eligible grantees may use these funds for hiring, training and employing on a continuing basis new or additional law enforcement officers, and necessary support personnel; paying overtime to employed law enforcement officers and necessary support personnel for the purposes of increasing the number of hours worked by such personnel; and procuring equipment, computer technology, and other materials directly related to law enforcement functions. Allowable costs include equipment needed to implement OIBRS. Funded OIBRS projects will be required to report OIBRS data within a specified time after completion of the subgrant, and the records management system, vendor must be an Ohio certified OIBRS vendor.

National Criminal History Improvement Program (NCHIP) – Administered by OCJS. The National Criminal History Improvement Program (NCHIP) funds from the Bureau of Justice Statistics (BJS) improve state level criminal history systems. These funds have assisted the state in continuing to implement projects under the Ohio Criminal History Improvement Plan. NCHIP has currently taken on approximately 15 specific initiatives to further this goal. The monies of the NCHIP program are coordinated with the monies spent on information systems and technology funded through JAG grants.

Residential Substance Abuse Treatment Program (RSAT) – RSAT funds are administered by OCJS. Ohio funds subgrants to state agencies and local units of government operating substance abuse treatment programs. Special program

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requirements mandated by the U.S. Department of Justice include providing aftercare services. Offenders must participate in a treatment program, not less than six months no more than 12 months in duration, unless the offender drops out or is terminated. Residential treatment facilities must be set apart from the general correctional population.

Drug Courts - Primarily funded by ODADAS with program standards established by the Ohio Supreme Court. Drug courts seek to integrate alcohol and drug abuse treatment into court proceedings by diverting drug offenders from the criminal justice system into treatment. Drug courts can be operated through various funding sources in Ohio. Funds from the JAG program are expended on drug courts, so proper coordination is critical. Currently, Ohio has over 50 drug courts in operation. The Supreme Court of Ohio recognizes OCJS as the evaluator of the statewide drug court program.

Treatment Alternatives to Street Crime (TASC) - Administered by ODADAS. TASC works to place non-violent drug offenders in treatment instead of prison. There are seven TASC programs in Ohio. The TASC programs are part of a statewide effort to provide drug treatment in hopes of diverting offenders from the prison system. OCJS works with both ODADAS and the local TASC sites when planning local drug treatment programs.

Since the commencement of the Edward Byrne Memorial State and Local Law Enforcement Assistance Program, Ohio has awarded federal funds to help the State of Ohio fight drugs and crime. OCJS continues to improve the RFP and grant review process in a way that allows various communities throughout the state to develop programs that meet specific and unique needs this is especially true in the development of

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Ohio's strategic plan. OCJS is committed to continuing to reach out to areas of the state that have yet to apply for JAG funding. Finally, state and local efforts funded through the JAG program are contributing to a safer Ohio. Support for numerous ongoing programs and new initiatives will ensure that the JAG program remains an essential component of Ohio's comprehensive crime and drug control strategy as we progress through the next four years. Ohio will continue to use 10 percent of the federal award for administrative costs associated with the program.

Performance Measurement Data

As a requirement of the JAG program, OCJS mandates all projects submit performance data to BJA, through the Performance Measurement Tools (PMT) application. OCJS requires all subrecipients to complete their Performance Measurement Tools (PMT) report by the fifteenth day after the close of the quarter. This provides OCJS staff time for validation and to contact any subrecipient that has not reported. As the end of the subrecipients' PMT reporting period approaches the Policy and Research Section run a list of all subrecipients that have submitted PMT data to that point. Subrecipients that have not reported are contacted by OCJS staff and told they must submit a report or risk having funds frozen.

Once PMT reporting is complete, OCJS's Policy and Research staff randomly samples approximately 10 percent of subrecipients. The subrecipient sample is divided among Policy and Research staff based on subject matter expertise. Suspicious data is identified. We have several sources of information that can be used to assess PMT data. The first is data OCJS has collected in past years through the Semi-Annual Performance

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Reports. This data can be compared with what the subrecipient has reported in the past. It can also be used for subrecipients whose projects are similar to ones OCJS has funded in the past. The second source is performance information supplied through OCJS' quarterly Subgrant reports (QSRs). The third is programmatic monitoring reports. These reports are useful not only with regard to objectives and performance measures but also for understanding the program and what would be reasonable performance. The final source is the subject matter expertise of the OCJS staff. Professional experience allows them to recognize suspicious information and in many cases staff is familiar with the subrecipient being reviewed.

Policy and Research staff contacts the subrecipient to clarify any questionable data. The subrecipient enters the corrected data in the PMT; however, as a final step, OCJS staff confirms that the corrected data have been entered.

All projects funded through JAG 2009 or later report through the PMT system. OCJS provides each project with the username and password for their program and validates the submitted data in accordance with the quarterly schedule. OCJS also collects performance data in collaboration with groups representing the respective program areas. Moreover, OCJS funds two to three independent studies or evaluations per year on specific projects or programs for more formal assessment of a project's performance in meeting criminal justice priorities for the State of Ohio. Semi-annual performance data has been used in a variety of OCJS publications such as the Ohio Task Force Trends Analysis and the State of Crime and Criminal Justice in Ohio publications.

OCJS released the FY 2011 JAG RFP on May 1, 2011. Applications were due to OCJS by May 31, 2011. Applicants will be notified of funding by November 15, 2011

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with projects beginning January 1, 2012 – December 31, 2012. The FY 2011 JAG application will be posted on the OCJS website for a 30 day period to fulfill the public comment period.