

**2016 Edward Byrne Memorial Justice Assistance Grant (JAG) Program  
Oklahoma District Attorneys Council  
Program Narrative**

**A. STATEMENT OF THE PROBLEM**

**A 1. Overview**

Since 1986, the Oklahoma District Attorneys Council (DAC) has served as the state administering agency for the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. The DAC utilizes a board that provides general oversight for the JAG Program, approves the state strategy, prioritizes purpose areas for funding, reviews grant proposals, and determines awards. Comprised of 16 voting and non-voting members, the Justice Assistance Grant (JAG) Board represents a cross section of state and federal criminal justice agencies in Oklahoma.

The following agencies have representatives that serve on the JAG Board:

***Voting Members***

- A District Attorney
- Office of Juvenile Affairs
- Oklahoma Association of Chiefs of Police
- Oklahoma Bureau of Narcotics and Dangerous Drugs Control
- Oklahoma Department of Corrections
- Oklahoma Department of Mental Health and Substance Abuse Services
- Oklahoma Department of Public Safety
- Oklahoma District Attorneys Council
- Oklahoma Sheriffs' Association
- Oklahoma State Bureau of Investigation
- The Office of the Attorney General
- The Office of the Governor

***Non-Voting Members***

- Drug Enforcement Agency
- U.S. Attorneys for the Western, Eastern, and Northern Districts of Oklahoma

Through the dedicated and knowledgeable representatives that serve on the JAG Board, strategies and approaches have been developed and executed to prevent, as well as control, drugs, violent crimes, and serious offenders. In this capacity, the Board leverages federal funding through the JAG Program in order to marshal the State's resources in responding to these criminal justice issues.

In 2016, the Justice Assistance Grant Board developed a four-year strategic plan to guide the expenditures of the Edward Byrne Memorial Justice Assistance Grant Formula Program grant funds for 2016 through 2020. This is the first year of the four-year plan.

## **A 2. State Strategy Funding Priorities for FY 2016 JAG Funds**

From a careful review of the data and analysis, the following goals were established:

1. Reduce the importation, manufacturing, trafficking, distribution, and possession of illegal drugs and controlled substances throughout the state;
2. Reduce the violence related to gangs through prevention, enforcement, and prosecution;
3. Assist local law enforcement through the procurement of equipment as prioritized by the JAG Board;
4. Encourage innovative law enforcement projects that address violent crime control that improves the functioning of the criminal justice system;
5. Encourage innovative prosecution projects that address drugs and violent crime control that improves the functioning of the criminal justice system;
6. Encourage innovative prevention projects that address drugs and violent crime control that improves the functioning of the criminal justice system;
7. Improve the integration of criminal history records between criminal justice agencies; and,
8. Reduce prison recidivism by providing effective drug and alcohol treatment for incarcerated juvenile and/or adult offenders.

Consistent with the above goals, it is anticipated that the following broad categories of programs may be funded: 1) Multijurisdictional Drug and Violent Crime Task Forces; 2) Gang-Related Enforcement and Prosecution Projects; 3) Residential Substance Abuse Treatment for Incarcerated Offenders; and, 4) Equipment for Local Law Enforcement.

## **A 3. Subgrantee Award Process and Time Line**

The JAG Board utilizes two award processes. The first award process is for the regular JAG funds which include the state's portion of the federal allocation. The second award process is for the pass through funds for the "less than \$10,000 jurisdictions" which is added to the state's award. This award process is referred to as the JAG Local Law Enforcement Grant (LLE).

For the regular JAG funding, a Notice of Availability of Funds is distributed in February to all current subgrantees and interested applicants. The DAC maintains a database of interested applicants who request information on the JAG grant throughout the years.

The application process is online through OKGrants. OKGrants is a web-based, online grant application system. The application period is open for 30 days with applications generally due in March. The JAG Board meets in May to review and make award decisions. Currently, awards are made for a 12-month period beginning July 1 and ending June 30, with a 12-month renewal for all awardees that are making progress toward their goals and are in compliance with the requirements of the award. Beginning July 1, 2017, the grant awards will be made for a 24-month period. The JAG Program award process is a competitive process in Oklahoma. In order to be eligible for funding, the applicant must be an eligible applicant under the grant program, be in good standing with all previous and current grant awards, and meet the requirements of the application process.

For the JAG Local Law Enforcement (LLE) Grant, a Notice of Availability of Funds is distributed in August with applications due in September. Applications for JAG LLE funds are made via the OKGrants system as well. The JAG Board meets in November to review and make award decisions. Awards are for a 6-month period with the award period beginning January 1 and ending June 30. The JAG LLE Grant Program award process is also competitive. In order to be eligible for funding, the applicant must be an eligible applicant under the grant program, be in good standing with all previous and current grant awards, and meet the requirements of the application process including the reporting of UCR data. The need for funding in comparison to all grant requests and funding history are also considered.

For both award processes, the state administering agency (SAA) staff reviews the applications and provides information to the Board on programmatic and fiscal compliance. The JAG Board reviews the submitted applications then meets to make the funding decisions based on staff reviews, the strategy, and the goals previously listed. Prior to the award meetings, the Board provides an opportunity for applicants to answer any questions that the Board may have and provide additional information as needed.

The applicants are notified of the award or denial. Awarded applicants are required to complete an award packet via OKGrants and attend a financial and administrative grant training prior to funds being released.

#### **A 4. Programs to be Funded over the 4-Year Grant Period**

The following summary provides a more detailed description of the projects that may be funded through the general JAG Program and the JAG Local Law Enforcement Grant Program:

- **Multijurisdictional Drug and Violent Crime Task Forces**  
Currently in Oklahoma, there are 13 multijurisdictional drug and violent crime task forces (DVCTFs) that are funded through a JAG award. The multi-faceted capabilities of the DVCTFs have created a unique localized drug enforcement response to the importation, manufacturing, distribution, and possession of controlled substances throughout the state. However, since 2009 the majority of the task forces focus on more than just drug enforcement. Due to the level of expertise of the investigators on these task forces, rural law enforcement often turn to the task forces for assistance in various types of crimes, such as the investigation of homicides, sexual assaults, robberies, property crimes, gangs, arsons, kidnappings, human trafficking, and child abuse cases.
- **Gang-Related Enforcement and Prosecution Projects**  
Prosecution of gang-related crimes is complex by nature. Gang cases have many complex prosecutorial aspects, a detailed history both among and between gangs, and often rely heavily on circumstantial evidence. Understanding the unique challenges of prosecuting gang crimes in large locales such as Oklahoma and Tulsa Counties requires specialized Gang Prosecution Units.
- **Residential Substance Abuse Treatment for Incarcerated Offenders**  
Providing drug and alcohol treatment services to incarcerated offenders continues to be a need. According to the Bureau of Justice Statistics, at least 95% of all State prisoners will be

released from prison at some point and nearly 80% will be released to parole supervision. Untreated substance abuse offenders are more likely to relapse and return to criminal behavior. This often results in re-arrest and re-incarceration, jeopardizing public safety, and taxing the criminal justice system. Using evidence-based treatment while the offender is incarcerated is the best option. Funds are currently used to provide drug and alcohol treatment for incarcerated offenders at the Oklahoma State Reformatory, a facility of the Oklahoma Department of Corrections, in Granite, Oklahoma.

- **Equipment for Local Law Enforcement**

As required by the federal guidelines, the State of Oklahoma passes a percentage of the JAG funding to local law enforcement in the “less than \$10,000 jurisdictions.” It is critical that local and tribal law enforcement agencies have the resources needed to successfully perform their duties. The majority of jurisdictions continue to contend with shrinking budgets and limited financial resources. These hindrances negatively impact their ability to fulfill their responsibilities.

The JAG Board has historically utilized the funding set aside to procure equipment for eligible local and tribal law enforcement. The priorities for 2016 are: in-car or body worn law enforcement video systems; mobile computing devices (laptops or tablets); radios-in car or hand held/portable; vehicles (up to \$10,000); and, ballistic-resistant officer protection equipment (limited to daily wear ballistic vests and high-entry vests, helmets, and shields).

## **B. Project Design and Implementation**

### **B 1. State Strategic Planning Process and Community Engagement**

Historically, the JAG Board has obtained input for the state strategy through a public forum where in-person presentations were provided to the Board by criminal justice professionals and other agency representatives. While the interaction between the interested professionals and the JAG Board has been important and beneficial, it was limiting because of the time constraints as well as the cost of travel, which presented hardships for some who wanted to attend the public hearing. In more recent history, an on-line survey format was used and allowed a broader range of professionals to provide input without time and travel costs. In 2016, the JAG Board approved the 2016-2020 Justice Assistance Grant State Strategy.

The process for the development of the current strategy began in July 2015, when the JAG Strategy Plan Survey was implemented via Survey Monkey. The first notice of the survey was disseminated on August 21, 2015. A second reminder requesting completion of the survey was sent on September 2 with notice of a September 9 closing date. A total of 91 responses were received on the general JAG Strategy survey. Forty-eight percent of the respondents identified themselves as being from a rural area; 24% stated they lived in an urban area; and 28% indicated that their community was both urban and rural. Of those who responded to the survey, the majority, 51.7%, were from state or local law enforcement. The second highest response rate, with 31.9%, was state or local prosecution offices. The remaining respondents were individuals from corrections, mental health, courts or the judiciary, tribal, and, local or state government. Of the respondents, 75 were not a representative or a designee on the JAG Board. Sixteen of the thirty members and/or designees on the JAG Board responded to the survey.

A second survey, the JAG Local Law Enforcement Survey, was specifically targeted to local law enforcement. The purpose of the survey was to obtain information regarding the types of equipment needed by local law enforcement. The JAG Local Law Enforcement survey was also implemented via Survey Monkey. The first notice of the survey was disseminated January 29, 2015.

For the JAG Local Law Enforcement Survey, a total of 173 responses were received with the majority, 44% of the respondents from a rural area. Nineteen percent identified themselves as living in an urban area and 37% indicated that their community was both urban and rural.

Sixty-five percent indicated their agency was a police department; 34% were from sheriff departments; and 1% was tribal law enforcement. The majority (65) of the respondents indicated that they were an officer and 45 indicated they were the Chief of Police or the Sheriff, while the remaining respondents were a deputy, reserve deputy, and various other positions. Over 43% had received a JAG Local Law Enforcement Equipment grant within the past five years. Eighty responses indicated they did not know if their agency received a grant in the last six years.

In addition to the surveys, the DAC Federal Grants Division staff compiled current and pertinent data for the JAG Board to review in conjunction with the information from the survey. Data was collected from a variety of sources on drug usage in Oklahoma, the availability and cost of the primary drugs of choice in the state, and the sources of supply. Information was also gathered on treatment admissions and deaths resulting from drug use. Data on trends in juvenile crime, arrests, trends in prison population, and gang-related crimes was compiled. By obtaining this information, the priority areas for funding through the JAG Program were identified.

## **B 2. Data and Analysis**

In addition to the two surveys which were implemented to engage various disciplines in communities throughout the state, the District Attorneys Council staff also compiled state and national data for each of the purpose areas of the grant. The 2016-2020 Oklahoma State Strategy for the Edward Byrne Justice Assistance Grant is an 88-page document, of which about three quarters of the document is devoted to the data compilation.

### **• JAG Strategy Plan Survey**

The survey contained two segments. The first section of the survey was designed to obtain feedback on five broad “project areas” in each of the seven allowed purpose areas under the JAG Program. Respondents were asked to rank these project areas on a rating scale from first to fifth in order of importance. An example of a project area would be Drug Enforcement Projects under Purpose Area 1: Law Enforcement Program. This type of question was repeated for each of the remaining six purpose areas. For example:

*Question 4: Other than general funding for your agency, please rank in order of importance the areas of need for Purpose Area 1 – Law Enforcement Programs:*

- *Drug Enforcement Projects*
- *Gang and Gun Enforcement Projects*
- *Interoperable Communication Projects*
- *Prescription Drug Projects*

- *Violent Crime Projects*

The second segment of the survey focused on obtaining input on each of the previously established goals identified in the 2012-2016 State Strategy. Respondents were asked to rank each goal on a scale from Extremely Important to Extremely Unimportant. For instance,

*Question 11: In a previous strategic plan, funding to reduce the importation, manufacture, distribution, and possession of illegal drugs and controlled substances throughout the state has been one of the goals identified by the JAG Board. When considering the needs in your community or service area, how important is this goal?*

To ensure the most accurate information, the survey stated that answers to the survey would remain confidential and anonymous. No specific identifying information was required to respond and no efforts would be made to identify any respondent. One of the main goals of the survey was to cast the widest net possible to obtain input from a broad array of criminal justice professionals and allied professionals throughout the state. To do this, the survey announcement was widely distributed to criminal justice professionals and allied partners, including police departments, sheriff's offices, prosecution offices (district attorneys, assistant district attorneys, investigators, and victim witness personnel), community-based victim service agencies, the state correctional agency, the juvenile service agency, the courts, subcommittee members of the JAG Board related to forensic science and criminal history information, and current JAG and Violence Against Women Act (VAWA) Grant recipients.

- **JAG Local Law Enforcement Survey**

The survey was designed to obtain feedback on the type of equipment that is needed in the field. Respondents were asked to rank categories of equipment in order of importance from one being most important to ten being least important.

The survey was widely distributed to applicants of the most recent JAG LLE grant. In addition, the survey was forwarded by the Oklahoma Sheriffs' Association, and the Oklahoma Association of Chiefs of Police. It was requested that these organizations forward the survey to their members. In turn, any respondent to the survey was also encouraged to forward the survey.

- **Final Recommendations/Program Priorities**

After a careful examination and review of the data and the survey results, the JAG Board made informed decisions concerning the most effective and efficient usage of the limited resources dedicated toward reducing drugs and violent crime in Oklahoma.

For the 2016 – 2020 State Strategy, the following goals were established:

1. Reduce the importation, manufacturing, trafficking, distribution, and possession of illegal drugs and controlled substances throughout the state;
2. Reduce the violence related to gangs through prevention, enforcement, and prosecution;
3. Assist local law enforcement through the procurement of equipment as prioritized by the JAG Board;

4. Encourage innovative law enforcement projects that address violent crime control that improves the functioning of the criminal justice system;
5. Encourage innovative prosecution projects that address drugs and violent crime control that improves the functioning of the criminal justice system;
6. Encourage innovative prevention projects that address drugs and violent crime control that improves the functioning of the criminal justice system;
7. Improve the integration of criminal history records between criminal justice agencies; and,
8. Reduce prison recidivism by providing effective drug and alcohol treatment for incarcerated juvenile and/or adult offenders.

### **B 3. Stakeholders**

The District Attorneys Council relied on the involvement and input of many different agencies, organizations, and individuals in the development of the JAG State Strategic Plan, including the following:

- Justice Assistance Grant Board members
- Justice Assistance Grant subrecipients
- Justice Assistance Grant – Local Law Enforcement subrecipients
- National Criminal History Improvement Program Grant subrecipients
- National Forensic Science Improvement Act/Coverdell Grant subrecipients
- Oklahoma Administrative Office of the Courts
- Oklahoma Bureau of Narcotics and Dangerous Drugs Control
- Oklahoma Association of Chiefs of Police
- Oklahoma Coalition Against Domestic Violence and Sexual Assault
- Oklahoma Department of Corrections
- Oklahoma National Guard Counter Drug Taskforce
- Oklahoma Office of the Attorney General
- Oklahoma Office of Juvenile Affairs
- Oklahoma State Bureau of Investigation
- Oklahoma Secretary of State Deputy Assistant for Native American Affairs
- Oklahoma Sheriffs' Association
- Tribal Governments
- U.S. Attorney's Offices
- Violence Against Women Act Grant subrecipients

### **B 4. Gaps in the State's Needed Resources**

The main gap in the state's resources is the lack of funding. Due to the poor economic climate at the state level, JAG funds are relied on in Oklahoma to provide funding for drug and violent crime task forces around the state. These task forces are vital in fighting the war against drugs and gang violence. Due to cuts in JAG funding, the number and size of the task forces have been shrinking. Another loss due to shortage of funds is adequate training for investigators and prosecutors working on the task forces. A final gap is the lack of a well-functioning case management system for the JAG funded taskforces.

## **B 5. Coordination with State and Related Justice Funds**

The effort to coordinate the JAG Program with other federal programs continues to occur. This is accomplished within the various boards that provide oversight as well as increased collaboration with other state agencies that implement and/or receive federal funding in an effort to reduce duplication and maximize resources.

### **Coverdell Forensic Sciences Improvement Act Grant**

The oversight body for the Coverdell Forensic Sciences Improvement Grant is the Forensic Sciences Improvement Task Force. The purpose of the Forensic Sciences Improvement Task Force is to improve the quality and timeliness of forensic science services to the criminal justice system in Oklahoma and to reduce the backlog of forensic science cases. Since the goal of the JAG Program is to improve the functioning of the criminal justice system, with special emphasis on drug-related crimes, violent crimes and serious offenders and forensic labs are indelibly intertwined in these types of crimes, it is a coordinating effort that functions well and maximizes the funding efforts for both grant programs.

### **Residential Substance Abuse Treatment Program (RSAT)**

A representative from the Department of Corrections serves on both the JAG Board as well as the RSAT Board and as such coordinates federal funding in providing residential substance abuse treatment for incarcerated offenders. Through the RSAT Board, the District Attorneys Council ensures coordination between the RSAT Program and the JAG Program.

In addition, Oklahoma Department of Corrections has continued to coordinate RSAT funding with Byrne JAG and other funding sources in order to continue current RSAT programs while adding additional-prison based treatment programs using evidence based models. Aftercare for prison-based treatment programs has also been coordinated with a Second Chance Act Demonstration grant for male offenders returning to Oklahoma County.

Additionally, the Oklahoma Department of Corrections continues to receive reimbursements under the State Criminal Alien Assistance Program (SCAAP). Some of those funds could continue to be used for SCAAP authorized correctional purposes to include supplemental RSAT funding as a means of continuing existing programs and potential expansion of programs.

## **C. CAPABILITIES AND COMPETENCIES**

The Federal Grants Division of the District Attorneys Council coordinated closely with the Oklahoma Statistical Analysis Center (SAC) in developing an evaluation process for task forces. The SAC is housed in the Office of Criminal Justice Statistics within the Oklahoma State Bureau of Investigations (OSBI). The SAC serves as a clearinghouse for state criminal justice information in Oklahoma and is the central contact point for local, state, and federal criminal justice agencies. Extensive research was gathered by both surveys and personal interviews with all the task forces, and local law enforcement in their service area. The gathered information was then analyzed by the SAC to create a preliminary evaluation for each task force. The preliminary report addressed their effectiveness in relation to the 12 critical elements for a successful task force, and their

effectiveness in serving their community. The final evaluation has been completed and forwarded to the task forces.

The Fusion Center located in the Oklahoma State Bureau of Investigation (OSBI) is a partner with the task forces across the state. Information from the Fusion Center is available to the task forces while the task forces funnel information to the Fusion Center for dissemination.

The Oklahoma Bureau of Narcotics and Dangerous Drugs Control (OBN) continues to coordinate with the JAG awarded task forces in their “Drug Endangered Children” program. This program seeks to end the cycle of drug abuse and dependency passed on from parent to child. OBN assists in coordination between the Multi-disciplinary teams across the state and the task forces. This coordination gives the task forces additional resources in addressing drug issues and the children that are sometimes byproducts of search warrants and subsequent drug arrests.

Several of the JAG awarded task forces closely cooperate with their local drug courts. Some have permanent seats on their local drug court and participate in the accompanying compliance checks. The task forces often make recommendations and referrals of offenders to use the drug courts when possible.

The District Attorneys Council also administers a number of the Office on Violence Against Women grants and in doing so also develops a three-year state strategy which guides the priorities and funding.

#### **D. PLAN FOR COLLECTING AND SUBMITTING PERFORMANCE MEASUREMENT DATA**

Currently, the District Attorneys Council requires bi-annual progress reports from the subrecipients in order to collect and report performance measurement data. The subgrantees must submit narrative reports which are based on the funded project and the approved goals and objectives. In addition, narrative information on grant successes and barriers is required. However, Multijurisdictional Drug and Violent Crime Task Forces must also submit an additional four-page detailed report which requires the following:

- Federal Agency Coordination
- State Agency Coordination
- Local Agency Coordination
- Assists to Law Enforcement
- Number of Full-Time Personnel Funded
- Number of Part-Time Personnel Funded
- Number of Cases Prior to Reporting Period
- Number of Cases Initiated
- Number of Cases Closed
- Number of Cases Dropped
- Number of Cases Pending
- Number of Non-Drug Arrests

- Type of Violent Crimes Investigated
- Number of Search Warrants Served
- Number of Meth Related Search Warrants Served
- Number of Arrests Per Drug Offense Type
- Number of Firearms Seized
- Number of Meth Related Sites Mitigated or Cleaned Up
- Number of Illegal Immigrants Arrested in Conjunction with a Drug Arrest
- Number of Drug Offense Charges Per Offense Type
- Amount/Type of Drugs Removed
- Number of Prevention Programs Conducted
- Number of Professionals Trained
- Number of Law Enforcement Trainings Provided
- Number of Law Enforcement Professionals Trained
- Number of Wiretap Investigations that were Initiated
- Number of Wiretap Investigations that were Supported

The bi-annual progress report is completed online in the OKGrants grant management system by the project director of the grant. The report is due 30 days after the end of the second and fourth quarter or January 30 and July 30, respectively. Submitting the bi-annual progress report is a special condition of the grant and a requirement of the subrecipients. If this performance measure data is not provided, subrecipients are placed on draw hold and are not allowed to draw any funds until the report is submitted.

In addition to the bi-annual progress report, the subgrantees are required to complete the Performance Measurement Tool (PMT) on a quarterly basis. The PMT is a Bureau of Justice Assistance (BJA) online data collection system. The reporting of the performance measures is comprised of two (2) sections, numerical data and narrative information. The numerical data is reported by the subgrantee for activities that occurred during the previous quarter, and the narrative information is reported as directed by the grantee for previous activities.

Once the PMT data is completed by the subgrantee, the DAC Grant Programs Specialist reviews the information and creates a report from the data entered. Annually, the aggregate PMT report which contains 12 months of numerical and narrative information is submitted into the federal Grants Management System (GMS). The data submitted into PMT by the subgrantee is individualized based on the approved budget categories for each subgrantee. JAG Local Law Enforcement Grant data is entered directly into the PMT by the DAC Grant Programs Specialist. Again, submitting the PMT data is a Special Condition of the grant and a requirement of the subrecipients. If this performance measure data is not provided, subrecipients are put on draw hold and are not allowed to draw any funds until the report is submitted.