

## **A. Description of the Issue**

The Board of State and Community Corrections (BSCC) is the designated state administering agency for the Edward Byrne Memorial Justice Assistance Grant (JAG) program. California is in the first year of implementing its current Multi-Year JAG State Strategy.

In September 2020, the BSCC began the process of gathering information and data to inform an update to its Multi-Year JAG State Strategy. In partnership with the National Criminal Justice Association, the BSCC gathered input from interested parties through a year-long public input process consisting of two virtual listening sessions, a written comment period, and a web-based survey. Findings from this information and data gathering process were documented in the 2021 Edward Byrne Memorial Justice Assistance Grant Program: Results of the Information and Data Gathering Process to Inform an Update to the Multi-Year JAG State Strategy<sup>1</sup>.

### State Strategy and Funding Priorities

California began implementation of the updated 2022 Multi-Year JAG State Strategy with its 2022 JAG Request for Proposals (RFP). The Multi-Year JAG State Strategy and resulting RFP combined the information received from the most recent planning process with the Program Purpose Areas (PPA) that have been in place since 2013 and were retained by the 2018 Executive Steering Committee. Five PPAs were identified in the 2022 State Strategy. Two were new PPAs that emerged from the recent strategic planning process: 1) Mental health programs and related law enforcement and corrections programs, and 2) Drug treatment and enforcement programs. One overlapping PPA had been in place since 2013 and was also identified in the recent strategic planning process: 3) Prevention and education programs. Two PPAs from 2013/2018 were

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<sup>1</sup> Report findings are available at [https://www.bscc.ca.gov/wp-content/uploads/Attachment-E-1-JAG-Findings-Info-and-Data-Gatherings-2021-Report-11\\_9\\_21.pdf](https://www.bscc.ca.gov/wp-content/uploads/Attachment-E-1-JAG-Findings-Info-and-Data-Gatherings-2021-Report-11_9_21.pdf).

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retained: 4) Law enforcement programs and 5) Prosecution and court programs. A visual representation of the Program Purpose Areas and Priority Areas of Need in the current Multi-Year State Strategy is provided below:

JAG PPA	Priority Areas of Need
<b>Mental health programs and related law enforcement and corrections programs</b>	• Crisis intervention teams
	• Co-responder initiatives (law enforcement and mental health clinicians working together to respond to calls for service involving a person experiencing a behavioral health crisis)
	• Residential in-patient behavioral health treatment programs
	• General mental health services
<b>Drug treatment and enforcement programs</b>	• Co-occurring treatment (e.g., substance use and mental illness or other chronic health conditions)
	• Community-based substance use residential treatment
	• Community-based substance use outpatient treatment
<b>Prevention and education programs</b>	• School violence
	• At-promise youth
	• Mental health education
	• Job-specific training and certification programs
<b>Law enforcement programs</b>	• Violent crime reduction initiatives
	• Drug enforcement
	• Crisis intervention/mental health/suicide prevention
	• Pre-arrest diversion
	• Mental health training for law enforcement
<b>Prosecution and court programs</b>	• Problem solving courts (e.g., mental health, veterans, drug, reentry)
	• Gun/gang prosecution
	• Violent crime prosecution and defense
	• Innovations in indigent defense
	• Mental health liaisons

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A visual representation of California’s overarching Multi-Year JAG State Strategy is provided below:

<b>California’s Five-Year State Strategy for the JAG Program</b>
<p>(1) Provides equal emphasis to Program Purpose Area (PPAs):</p> <ul style="list-style-type: none"><li>▶ PPA 1: Law enforcement programs</li><li>▶ PPA 2: Prosecution and court programs</li><li>▶ PPA 3: Prevention and education programs</li><li>▶ PPA 5: Drug treatment and enforcement programs</li><li>▶ PPA 8: Mental health programs and related law enforcement and corrections programs</li></ul> <p>(2) Considers the needs of small, medium, and large counties.</p> <p>(3) Bases funding on local flexibility, on the needs of the juvenile and adult criminal justice communities, and on input from a balanced array of stakeholders.</p> <p>(4) Requires applicants to:</p> <ul style="list-style-type: none"><li>a. incorporate evidence-based principles and programs for all funded projects.</li><li>b. demonstrate a collaborative strategy based on the community engagement model that involves multiple stakeholders in the project or problem addressed.</li></ul> <p>(5) Funded programs should:</p> <ul style="list-style-type: none"><li>a. emphasize reducing recidivism, racial and ethnic disparities, and violence.</li><li>b. incorporate trauma-informed care and be culturally informed, competent, and responsive.</li><li>c. prioritize mental health needs and the avoidance of system involvement, within each PPA.</li><li>d. prioritize community-based organizations as service providers.</li></ul>

Subaward Process and Timeline

To ensure successful program design and implementation, the BSCC uses Executive Steering Committees (ESCs) to make decisions related to the BSCC’s programs. ESCs are composed of subject matter experts and stakeholders representing both the public and private sectors. The BSCC includes diverse representation on its ESCs in breadth of experience, geography, and demographics. The BSCC Board convenes and approves ESCs to carry out

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specified tasks, including development of state strategies and RFPs for grant funds. The BSCC also uses Scoring Panels to rate proposals and develop funding recommendations for the BSCC Board, which approves, rejects, or revises those recommendations.

In developing the 2022 JAG RFP, the BSCC used guidance from the 2018 JAG ESC along with information from the abovementioned public input process that informed the update to the State Strategy. In October 2022, the BSCC released the RFP, which required applicants to submit proposals in alignment with the 2022 Multi-Year JAG State Strategy. The BSCC also convened an eight-member scoring panel to rate the 29 eligible proposals that were received. The ESC and Scoring Panel included a cross-section of subject matter experts as shown below:

<b>2018 JAG ESC Membership</b>		
<i>1</i>	Linda Penner, Chair	ESC Chairperson, Chairperson, Board of State and Community Corrections
<i>2</i>	Mark Delgado	Executive Director, Los Angeles County's Countywide Criminal Justice Coordination Committee, Los Angeles County
<i>3</i>	David Fernandez	Senior Special Agent, California Department of Corrections and Rehabilitation
<i>4</i>	Robin Lipetzky	Public Defender, Contra Costa County
<i>5</i>	Lyle Martin	Police Chief, Bakersfield Police Department, Kern County
<i>6</i>	Steve Meinrath	Attorney, Sacramento County
<i>7</i>	Jonathan Raven	Chief Deputy District Attorney, Yolo County
<i>8</i>	Darren Thompson	Sheriff-Coroner, San Benito County
<i>9</i>	Erik Upson	Police Chief, Benicia Police Department, Solano County
<i>10</i>	Erica Webster	Juvenile Justice Advocate, Sacramento County
<i>11</i>	Charles Wilhite	Ph. D., Director, Criminal Justice, Azusa Pacific University, San Diego

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2022 JAG Scoring Panel Membership Roster		
1	Linda Penner (Chair)	Chairperson, Board of State and Community Corrections
2	Michelle Brown	Chief Probation Officer (Ret.), San Bernardino County Probation Department
3	Ari Freilich	State Policy Director, Giffords Law Center to Prevent Gun Violence
4	Nicole Kirkaldy	Program Coordinator, Restorative Justice Partnership, Yolo County District Attorney's Office
5	Galit Lipa	Executive Director, Indigent Defense Improvement Division, Office of the State Public Defender
6	Ray Mizyed	Deputy Probation Officer (Ret.), Alameda County Probation Department
7	Brian Slominski	Captain, Ventura County Sheriff's Office
8	Dorothy Thrush	Chief Operations Officer (Ret.), Public Safety Group, Chief Administrative Office, County of San Diego

Progress or Challenges

The Scoring Panel recommended funding for 26 counties, consisting of eight large counties, nine medium counties, and nine small counties. The BSCC approved the Scoring Panel's recommendations on April 13, 2023. As of August 2023, the BSCC was in the process of executing grant agreements with counties to implement JAG projects for a grant cycle running from June 1, 2023 to December 31, 2026.

Description of Projects to be Funded

As shown in the table below, the projects to be funded during the current grant cycle include programs that encompass each of the PPAs identified by the 2022 Multi-Year State Strategy.<sup>2</sup>

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<sup>2</sup> A listing of funded projects and project summaries can be found at [https://www.bscc.ca.gov/s\\_bsccjag/](https://www.bscc.ca.gov/s_bsccjag/) under the 2023 JAG tab.

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JAG Program Purpose Area	Number of Projects*			
	<i>Sm.</i>	<i>Med.</i>	<i>Lg.</i>	<i>Total</i>
<i>County Size Category</i>				
PPA 1: Law enforcement programs	6	3	1	<b>10</b>
PPA 2: Prosecution and court programs	2	6	4	<b>12</b>
PPA 3: Prevention and education programs	2	4	3	<b>9</b>
PPA 5: Drug treatment and enforcement programs	1	3	1	<b>5</b>
PPA 8: Mental health programs and related law enforcement and corrections programs	2	1	2	<b>5</b>

\* **Note:** Several projects addressed more than one PPA.

**B. Project Design and Implementation**

Stakeholder Engagement, Planning and Coordination

As mentioned above, the Multi-Year State Strategy and JAG RFP were developed by combining the input of the 2018 Executive Steering Committee, composed of subject matter experts and stakeholders representing both the public and private sectors, with the information gathered from a year-long public input process. Additionally, proposals from prospective JAG subrecipients were rated by a scoring panel comprised of a cross-section of subject matter experts (see the 2018 JAG ESC and 2022 JAG Scoring Panel rosters above for details.)

Stakeholder engagement was also required at the subrecipient level. To apply for the 2022 JAG RFP, prospective subrecipients were required to form local JAG Steering Committees comprised of stakeholders representing diverse disciplines with experience and expertise in the prospective interventions to be addressed by the JAG proposal. The local JAG Steering Committees determined community needs and reflected them in a Project Work Plan that was submitted to the BSCC. Stakeholders identified for membership on the local JAG Steering Committees were required to possess a working knowledge of the problem areas being discussed

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within the identified JAG PPAs to help ensure meaningful engagement, planning and coordination.

The local JAG Steering Committees were established to:

- Identify priorities and the community needs;
- Determine the intervention (PPA) type needed to address the local need;
- Develop the local strategies to address the local community need;
- Identify the projects and/or services to be provided to address the community need;
- Develop written operational policies/procedures for the Local JAG Steering Committee to include but not be limited to meeting frequency of not less than once a year, maintenance of agendas and meeting minutes. The written policy/procedure should also include strategies for inclusion of the local community members at the meetings.
- Provide ongoing oversight of the project.

#### Resource Gaps

JAG subrecipients are encouraged to proactively address resource gaps by consulting with the BSCC. Typically, the local JAG steering committees guide subrecipients in identifying challenges and developing local solutions that meet their needs. BSCC staff offer technical assistance to help subrecipients address these gaps as needed.

#### Coordination of State and Related Justice Funds

The BSCC frequently coordinates with state and local partners on criminal justice matters. These coordination efforts allow the BSCC to effectively administer state and federal funding in a timely manner. When appropriate, the BSCC encourages leveraging federal, state, local, and private funds. In instances where leveraging occurs within a program, the BSCC tracks and reports all federal funds separately to ensure funds are not comingled.

### **C. Capabilities and Competencies**

The BSCC has significant experience in successfully administering a wide range of public safety, re-entry, violence reduction, and rehabilitative grants to state and local governments and community-based organizations, including federally funded awards and prior JAG awards.

#### Additional Strategic Planning/Coordination Efforts

In February 2023, the BSCC was awarded \$29 million in federal Byrne State Crisis Intervention Program (Byrne SCIP) funding. The BSCC successfully collaborated with partners from the Judicial Council of California and BSCC's State Crisis Intervention Advisory Board to develop a multipronged approach to decreasing gun violence in California, supporting local jurisdictions in their efforts to improve firearms relinquishment procedures and supporting the enhancement of collaborative court programs that address behavioral health issues, with a focus on people who are at higher risk for gun violence. This collaboration has resulted in the development of California's Byrne SCIP Program and Budget Plan, which is scheduled to be submitted for approval to the State Crisis Intervention Advisory Board in September of 2023.

Prior to that, in June 2020, the BSCC awarded \$15 million in federal Coronavirus Emergency Supplemental Funding to the California Department of Corrections and Rehabilitation (CDCR) to help address the emergency temporary housing needs of individuals released from state prison due to COVID-19. This funding helped provide emergency housing, covered costs associated with increasing housing capacity and providing quality assurance of housing to ensure safe housing standards were implemented. The BSCC and CDCR collaborated to efficiently administer funding in a timely manner to meet a growing need. These efforts allowed thousands of people released from state prison to have assistance meeting their housing needs met prior to release.

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Evidence-Informed Programs

The BSCC is committed to supporting a focus on better outcomes in the criminal justice system and for those involved in it. JAG subrecipients were encouraged to focus on the following principles when designing their projects:

- **Is there evidence or data to suggest that the intervention or strategy is likely to work, i.e., produce a desired benefit?** For example, was the intervention or strategy you selected used by another jurisdiction with documented positive results? Is there published research on the intervention you are choosing to implement showing its effectiveness? Is the intervention or strategy being used by another jurisdiction with a similar problem and similar target population?
- **Once an intervention or strategy is selected, will you be able to demonstrate that it is being carried out as intended?** For example, does this intervention or strategy provide for a way to monitor quality control or continuous quality improvement? If this intervention or strategy was implemented in another jurisdiction, are there procedures in place to ensure that that you are following the model closely (so that you are more likely to achieve the desired outcomes)?
- **Is there a plan to collect evidence or data that will allow for an evaluation of whether the intervention or strategy worked?** For example, will the intervention or strategy you selected allow for the collection of data or other evidence so that outcomes can be measured at the conclusion of the project? Do you have processes in place to identify, collect and analyze that data/evidence?

The Multi-Year JAG State Strategy requires all funded projects to incorporate evidence-based principles and programs into funded projects. Applicants responding to the RFP were required to

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describe the use of evidence in their project design, which was one of the factors on which proposals were rated.

**D. Plan for Collecting the Data Required for this Solicitation's Performance Measures**

Data Collection Plan

The BSCC requires all subrecipients to comply with the specific data collection requirements of the JAG Program. This includes, but is not limited to, the Justice Grants System (JustGrants), the Performance Measurement Tool (PMT), and the BJA Training and Technical Assistance (TTA) Reporting Portal (as applicable). Reporting requirements and due dates are reflected in the BSCC's Grant Agreement with each subrecipient.

Additionally, the RFP required JAG subrecipients to set aside a minimum of five percent of the total grant award for data collection and evaluation efforts, including the development of a Local Evaluation Plan and a Final Local Evaluation Report.

The purpose of the Local Evaluation Plan is to ensure that projects funded by the BSCC can be evaluated. Subrecipients will submit a detailed description of how they will assess the effectiveness of the proposed program in relationship to each of the goals and objectives identified in their proposals. This detailed description should address the evaluation design or model that will be used to evaluate the effectiveness of the project component(s), with the project goals and the project objectives clearly stated. Subrecipients should also describe the process and outcome evaluations.

Once submitted, any modifications to the Local Evaluation Plan must be approved in advance by the BSCC. Subrecipients are strongly encouraged to use outside evaluators to ensure objective and impartial evaluations.

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Following project completion, subrecipients are required to complete a Final Local Evaluation Report. The purpose of the Final Local Evaluation Report is to determine whether the overall project (including each individual component) was effective in meeting the goals laid out in the Local Evaluation Plan. To do this, the grantee must assess and document the effectiveness of the activities that were implemented within each individual project component. These activities should have been identified in the previously submitted Local Evaluation Plan.

**Additional Application Components**

Research and Evaluation Independence and Integrity

The BSCC will ensure that subrecipients maintain research and evaluation independence; including appropriate safeguards to ensure research and evaluation objectivity and integrity, and review of potential conflicts of interest.

**Disclosures and Assurances**

Disclosure of Duplication in Cost Items

The Board of State and Community Corrections does not have any pending applications for federally funded grants or cooperative agreements that include requests for funding to support the same project being proposed in the application under this solicitation and would cover any identical cost items outlined in the budget submitted to OJP as part of the application under this solicitation.

Applicant Disclosure and Justification – DOJ High Risk Grantees

The Board of State and Community Corrections is not currently designated high risk by another federal grant making agency.