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KANSAS STATEWIDE STRATEGIC PLAN

FOR FY 2015-2018

FEDERAL EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT (JAG) PROGRAM

Prepared By The

KANSAS CRIMINAL JUSTICE COORDINATING COUNCIL

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Executive Summary

The Kansas Criminal Justice Coordinating Council (KCJCC) is responsible for overseeing the criminal justice federal funding made available to Kansas through the U.S. Department of Justice, as well as overseeing the management of the criminal justice information system. The Kansas Governor's Grants Program (KGGP) provides the staffing to the KCJCC and is the state administering agency for many federal grant programs, including the Federal Edward Byrne Memorial Justice Assistance Grant (JAG).

The JAG funds provide assistance to criminal justice system partners in addressing crime and improving public safety. As such, the KGGP created a strategic planning process to ensure the best use of JAG funds to optimize efficiency, maximize impact, and achieve positive measurable results.

The strategic planning process involved background research on the current state of the Kansas criminal justice system and the delivery of a stakeholder survey tool to identify needs and priorities. The KCJCC analyzed the data from crime trends, which is comprised of experienced state and local criminal justice professionals across the system.

As a result of this process, the goals of the KCJCC are to 1) reduce recidivism, 2) improve law enforcement technology and officer safety, 3) improve victim services, and 4) improve information technology / the Kansas Criminal Justice Information System. To achieve these goals, the KCJCC has identified the following five priorities for Kansas:

1. To allocate resources toward evidence-based practices that improve the criminal justice system response to mental illness;

2. To allocate resources toward evidence-based programming to provide treatment for substance misusers;

3. To allocate resources toward technology improvements for local law enforcement agencies that support officer safety and the implementation of other identified JAG priorities;

4. To support initiatives that improve crime victim services and assistance; and

5. To support projects that enhance the functionality of the Kansas Criminal Justice Information System (KCJIS).

Funding decisions for JAG awards will be made with the overarching goal of funding projects that strive to improve the Kansas criminal justice system, with priority given to those projects that focus on achieving a positive impact in one of the five priorities established by the KCJCC through the implementation of evidence-based programs or practices.

Introduction

KCJCC and KGGP

The Kansas Criminal Justice Coordinating Council (KCJCC) was created by the 1994 Legislature. They are responsible for analyzing issues and processes in the criminal justice system, identifying alternative solutions, making recommendations for improvements, and overseeing the development and management of the Kansas Criminal Justice Information System. In addition, the KCJCC is responsible for overseeing the criminal justice federal funding made available to Kansas through the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. The KCJCC is representative of the Governor or designee, the Chief Justice of the Supreme Court or designee, the Attorney General or designee, the Secretary of Corrections, the Superintendent of the Highway Patrol, and the Director of the Kansas Bureau of Investigation.

The Kansas Governor has designated the Governor's Grants Program as the State Administering Agency for the Federal Edward Byrne Memorial Justice Assistance Grant (JAG) Program. The Kansas Governor's Grants Program (KGGP) also provides the staffing to the KCJCC and the day-to-day management of the federal grants. The KGGP mission is to remove obstacles in Kansas communities, neighborhoods, schools, businesses, and homes to ensure the safety and security of all Kansans. By administering federal and state grants to units of state and local government; Native American Tribes; and nonprofit, community and faith-based organizations throughout the state, the KGGP aims to enhance the criminal justice system, improve public safety, and support crime victim services and drug and violence prevention programs.

The Kansas Criminal Justice Information System (KCJIS) Committee is responsible for maintaining and implementing necessary upgrades to the state's criminal justice information system to assist law enforcement, prosecutors, courts, and corrections organizations. The KCJIS is a statewide function for criminal justice entities; however the Kansas Bureau of Investigation provides the primary management of the system.

The KCJCC is charged with developing the Kansas Statewide Strategic Plan. Through the dedicated and knowledgeable members of the KCJCC, strategies and approaches have been developed to reduce recidivism, improve officer safety, serve victims of crime, and improve information technology. The JAG Program assists the State in implementing and enhancing its efforts in addressing these issues.

The delivery and quality of services regarding the state strategy is contingent on activities to ensure the strategy is incorporated and impacted throughout the state. These activities include continued planning with the KCJCC, the Kansas Criminal Justice Information System (KCJIS) committee, as well as other task forces and groups examining criminal justice issues. The KCJCC will use their knowledge and expertise to identify gaps, address needs, and consider the potential impacts of emerging trends. The KGGP assists the KCJCC in developing, updating, and implementing the JAG strategy through surveys and needs assessment; coordination with stakeholders including federal, state, and local organizations; training efforts; publication of materials; and development of protocols and best practices.

JAG PROGRAM

The Federal Edward Byrne Memorial Justice Assistance Grant (JAG) Program is authorized by federal law 42 U.S.C. 3251(a). Funding made available under the JAG Program provides assistance to local and state agencies for programs designed to reduce drug use, substance abuse, violent crimes, and information systems.

JAG funding can be allocated across any of the following seven program areas:

- Law Enforcement Programs;
- Prosecution and Courts Programs, including Indigent Defense;
- Prevention and Education Programs;
- Corrections and Community Corrections Programs;
- Drug Treatment and Enforcement Programs;
- Planning, Evaluation, and Technology Improvement Programs; and
- Crime Victim and Witness Programs (other than compensation).

During the State Fiscal Years 2015 through 2018, the KCJCC will use JAG funding to support this Statewide Strategic Plan. The KCJCC follows the U.S. Department of Justice, Office of Justice Programs recommendation to utilize data and evidence in developing strategies to improve or enhance programs that fall under the JAG purpose areas. In addition, it is the intent of the KCJCC to allocate JAG funding for strategies that are evidence-based and address one or more of the priorities for Kansas.

The primary goal of the previous JAG Strategy was to improve and enhance public safety by collecting, disseminating, and integrating the state's criminal justice information system. While there remains much to be done in terms of enhancements to the Kansas Criminal Justice Information System, many local and state criminal justice programs have received positive benefits, both directly and indirectly, by the availability of funding through the JAG Program. Efforts in Kansas will continue to emphasize integration and coordination by all facets of the criminal justice system.

It is imperative that the KCJCC, in collaboration with the KGGP, work hard to develop and implement statewide strategies that take into account all aspects of the criminal justice system and maximize funding resources. JAG funding will be used to enhance and supplement, not replace or supplant, state and local efforts in combating crime. Planning is especially critical to maximize the impact of diminishing grant funding and focus on programs that are evidence-based and have been proven effective. The KCJCC is committed to coordinating the allocation of JAG funding with other anti-crime funds to make a significant impact toward the achievement of Kansas' goals.

Needs Identification and Data Analysis

STRATEGY DEVELOPMENT

Kansas FY2015-2018 strategic planning process began in December 2013, when the Kansas Criminal Justice Coordinating Council discussed the steps to be taken in developing an updated strategic plan for the state. At this meeting, it was determined that the KGGP would coordinate with the National Criminal Justice Association (NCJA) to facilitate and provide technical assistance with the strategic planning process.

The KGGP worked with the NCJA to develop and distribute an online criminal justice stakeholder survey to gather the data from state and local criminal justice partners. Input from local partners on the needs and concerns of local communities were imperative to the comprehensive planning process. The survey was distributed to a wide range of interested parties in the criminal justice community, including representatives of state and local law enforcement, county and district judges, county and district attorneys, criminal defense personnel, court personnel, city and county government officials, representatives throughout the corrections field, mental health professionals, and other legal professionals. Participants were also asked to forward the survey on to any other professionals in the criminal justice field. The survey was also posted on the KGGP website and was open to any interested respondents.

The KCJCC then met in April 2014 for a strategic planning workshop, facilitated by a NCJA staff invited to Kansas. At this workshop, the KCJCC members reviewed the previous strategy and funding approaches, discussed the mission of the KCJCC, and was presented with current statewide data demonstrating crime trends and corrections statistics. The data analysis included information provided by the Kansas Bureau of Investigation, the Kansas Department of Corrections, and the Office of Judicial Administration.

The Kansas Bureau of Investigation provided the KCJCC with a three-year snap-shot of crime rate trends. It was noted that crime rates did not indicate any significant fluctuations, whether considered as a whole or by various categories such as violent crime or property crime.

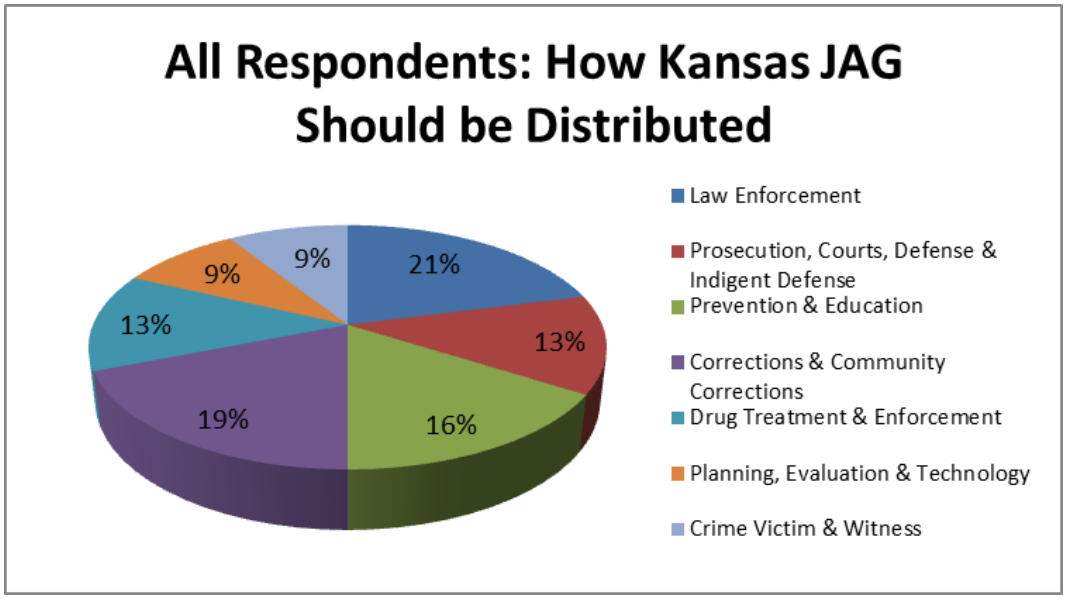
The Kansas Department of Corrections also provided the KCJCC with information on Kansas' prison population and recidivism rates. The Kansas inmate population has increased by over 800 since 2009, and is projected to increase by an additional 700 over the next ten years. In Kansas, 97 percent of incarcerated offenders will be released back into the community. However, recidivism rates indicate that over 33 percent will return to prison within 36 months of their release.

SURVEY RESULTS

The NCJA assisted the KCJCC and the KGGP in creating an 18-question survey that sought input from criminal justice system partners throughout Kansas. The NCJA hosted the survey site and provided the KCJCC with a report summarizing the survey results. The primary purpose of the survey was to prioritize the JAG purpose areas in greatest need of assistance and to identify which projects were viewed as the most critical to Kansas criminal justice system stakeholders.

Over 1,000 responses were received, representing 72 of the 105 counties in the state. The responses represented professionals across all elements of the criminal justice system, with the greatest response from those in a corrections role (44%) and in a law enforcement role (16%).

The survey asked respondents to prioritize the funding distribution across the JAG purpose areas. Respondents from across the disciplines indicated that funding should be spread across the seven purpose areas, with priority given to Law Enforcement, Corrections and Community Corrections, and Prevention and Education. The following chart reflects how respondents felt that JAG funds should be distributed across the purpose areas.



Within each of the seven purpose areas, respondents were asked to rank in order of importance various areas of need. The analysis by NCJA noted that the top ranked initiatives shows a balanced approach between crime enforcement, crime prevention, and substance abuse demand reduction. The results demonstrate that the number one purpose area is Law Enforcement. Within the Law Enforcement purpose area, the top three priorities were drug enforcement, violent crime enforcement, and school/youth-related programs. The second ranked purpose area, Prevention and Education, identified substance abuse prevention, juvenile delinquency prevention, and school violence prevention as the three most important priorities. Corrections and Community Corrections was ranked as the third priority purpose area, with mental health treatment for incarcerated offenders, alternatives to incarceration, and substance abuse treatment for incarcerated offenders being the areas of greatest need.

IDENTIFYING ACTIONS

The KCJCC used the Kansas data, funding history, and the statewide survey results to develop a SWOT (strengths, weaknesses, opportunities, threats) analysis. Through this analysis, four over-

arching goals were identified: to reduce recidivism, to improve law enforcement technology and officer safety, to improve victim services, and to improve information technology / the Kansas Criminal Justice Information System. The KCJCC made a comprehensive list of needs and actions, and then each member individually ranked those actions by order of importance.

Based on the ranking results, five actions emerged as the highest priorities. The KCJCC agreed to focus the Statewide Strategy and JAG funding toward those priorities in order to maximize the impact of financial resources in such a way that measurable results can be demonstrated.

JAG Funding Priorities for FY 2015-2018

The KCJCC's strategic planning efforts have identified five statewide priorities for JAG funding for FY 2015-2018. Priority will be given to future spending plans and funding decisions that support:

1. Evidence-based practices that address mental illness throughout the Kansas criminal justice system;
2. Evidence-based programming to provide treatment for substance misusers;
3. Technology improvements for local law enforcement agencies to support officer safety and the implementation of other identified JAG priorities;
4. Initiatives to improve the assistance of victims of crime; and
5. Projects that enhance the functionality of the Kansas Criminal Justice Information System (KCJIS).

1. Evidence-based practices that address mental illness throughout the Kansas criminal justice system.

The Kansas Department of Corrections reports that the mentally ill inmate population has grown by 126 percent since 2006. In June 2013, 38 percent of inmates within the Kansas corrections system had a diagnosed mental illness. These offenders have a 39.7 percent return rate at 36 months. The top identified priority within the corrections and community corrections purpose area in the statewide survey was mental health treatment for incarcerated offenders. The KCJCC identified this need as the top priority for JAG funding.

2. Evidence-based programming to provide treatment for substance misusers.

The Kansas Department of Corrections reports that approximately two-thirds of revocations from parole and probations are due to behavioral health issues, which includes substance misuse. Approximately 33 percent of inmates are diagnosed with substance dependence issues and 66 percent of the inmate population self-reports substance misuse issues. However, substance abuse programming was provided to only ten percent of those offenders that needed the programming.

The statewide survey showed widespread need for this type of programming with drug enforcement being the top priority within the law enforcement purpose area, substance abuse prevention being the top priority within the prevention and education purpose area, and substance abuse treatment for incarcerated offenders being the third priority within the corrections and community corrections purpose area.

3. Technology improvements for local law enforcement agencies to support officer safety and the implementation of other identified JAG priorities.

In 2013, Kansas had 7,015 sworn law enforcement officers throughout the state. Providing safety to these dedicated public servants is critical to maintaining law enforcement throughout the state. In addition, access to modern technology by local agencies is necessary to access KCJIS.

4. Initiatives to improve the assistance of victims of crime.

In state FY 2013, the Kansas Department of Corrections Office of Victim Services reported 28,234 registered victims. Over 10,000 victim-initiated services were provided to these victims. In addition, the Office of Judicial Administration reported that 34,549 criminal cases were filed in state FY 2013. The victims of these new crimes are located in all 105 Kansas counties and may be served by local units of government and non-profit agencies operating on very limited budgets and, in many cases, cover a wide geographic area.

5. Projects that enhance the functionality of the Kansas Criminal Justice Information System (KCJIS).

The Kansas Criminal Justice Information System is an essential information sharing tool used by over 9,000 users in over 1,400 agencies across the state. In state FY 2013, the system had over 35 million switch transactions. As information technology changes and improves, there is opportunity to enhance the functionality of the Kansas Criminal Justice Information System for the benefit of criminal justice agencies statewide. Increased functionality to KCJIS provides long-term benefits of improving information sharing across agencies, increased accuracy, and efficiency of all aspects of the system.

Coordination

The KGGP is the State Administering Agency for a number of state and federal criminal justice grant programs. The management and oversight of these various programs ensures coordination of funding strategies to maximize the results of state and local efforts. In implementing the JAG Program, Kansas recognizes that state agencies, local governments, tribal governments, and non-profit, faith-based and community organizations must collaborate and cooperate in order to impact drug and violent crime.

To ensure that programs are implemented successfully, coordination is critical at both the state and local level. The KCJCC has an expectation that JAG applicants will collaborate with other criminal justice partners to make a significant impact. Applicants will be required to demonstrate this collaborative effort in their JAG application. These efforts should reflect shared goals, action plans, outcomes, and specific contributions and commitment of partners that include sound data, evidence-based services, and evaluation that shows progress and results on the project.

At the state level, the KCJCC members work closely with other state and federal agencies and initiatives to combat violent crime and drug-interdiction efforts. They are affiliated with the U.S. Attorney's Office, Federal Bureau of Investigation, American Correctional Association, Federal Drug Enforcement Agency and the U.S. Department of Homeland Security on a regular basis.

The KGGP has been actively involved in a number of successful collaborative local and state initiatives. The following are examples of some of the successful partnerships that will continue to be essential in carrying out the new priorities for the JAG funding in Kansas.

Kansas Criminal Justice Information System Committee

The Kansas Criminal Justice Information System (KCJIS) Committee was created in statute in 2003. It had formerly been an ad hoc committee composed of both criminal and non-criminal justice agencies working together to design and develop in integrated criminal justice information system (CJIS) as outlined by the KCJCC in 1995. The committee's primary duties are to establish, maintain, and enhance the CJIS System in Kansas. KCJIS went "live" in 1998 and has grown from a "project" to a "fully functioning system" used constantly by authorized criminal justice users in all segments of the industry.

Information and planning developed by the KCJIS committee is presented to the KCJCC for recommendation and action, as appropriate. The basic, core system was completed in 2003; however, with the rapid change in technology there are numerous functions that have been implemented in the years since. In addition, there are approximately 23 projects in various stages of development and implementation to enhance and/or replace outdated systems and technology.

The KCJIS Committee, in collaboration with other state and local agencies, continues to determine which new capabilities, enhancements, and/or system replacements need to be

implemented and in which priority. KCJIS is the daily lifeblood of the nearly 10,000 users of the system. It is the tool used 24/7 to provide for public safety in Kansas.

Midwest High Intensity Drug Trafficking Area

A collaborative effort continues among various federal and state agencies regarding illegal drugs. Coordination between Kansas and surrounding states can be seen in the Midwest High Intensity Drug Trafficking Area (HIDTA) efforts. Midwest HIDTA includes Iowa, Kansas, Missouri, Nebraska, South Dakota and North Dakota. The Office of National Drug Control Policy formed HIDTA in 1996 to combat the phenomenal increase in the importation, distribution and clandestine manufacturing of drugs with primary emphasis on methamphetamines. The Midwest HIDTA coordinates drug investigations, intelligence, and prosecution efforts.

Human Trafficking Advisory Board

The KGGP Administrator also serves as the Executive Director of the Kansas Hispanic and Latino American Affairs Commission (KHLAAC). As a part of this role, the KHLAAC Executive Director participates on the Kansas Attorney General's Human Trafficking Advisory Board. The Human Trafficking Advisory Board explores the issues of human trafficking in the state of Kansas. This team of advisors is comprised of law enforcement personnel, prosecutors, court personnel, advocates, victims of human trafficking, and other pertinent parties who have expertise in the field.

Other Federal Grant Coordination

The KCJCC also is responsible for overseeing other criminal justice federal funding made available to Kansas through the U.S. Department of Justice, including: National Criminal History Information Program; Paul Coverdell National Forensic Sciences Improvement Act; Residential Substance Abuse Treatment Program; and the Bulletproof Vest Partnership Program.

In addition to staffing the KCJCC, implementing the JAG Strategy, and conducting the day-to-day management of the various federal grants, staff also oversees other federal grant programs, including but not limited to, the U.S. Department of Justice's Victims of Crime Act Victim Assistance Program, S.T.O.P. Violence Against Women grant, and Sexual Assault Services Program. Additionally, the program administers the Federal Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program grant award from the U.S. Department of Justice, Office on Violence Against Women. This grant project has specific emphasis on uniform, statewide domestic violence training and development of model domestic violence policies and protocols for all criminal justice professionals. Therefore, the staff for the KCJCC can provide a coordination of services and eliminate duplication of efforts.

Conclusion

As the Kansas economy begins to build momentum, state and local agencies and communities continue to "think outside the box" when considering new ways to address issues in the criminal justice system. It is critical to prioritize JAG funds based on current needs and evidence-based programs in order to effectively utilize resources to implement the current research demonstrating successful outcomes. Funding decisions will be made based on applicants' abilities to address the five established priorities through a competitive grant application process. Furthermore, it is the hope of the KCJCC that best practices will emerge and provide opportunities to replicate successful projects in multiple areas of the state.

This strategic planning process solicited input from all criminal justice system stakeholders throughout Kansas and builds upon the outcomes of the previous state strategy. Its success relies upon the commitment of the KCJCC, the criminal justice stakeholders, and Kansans to continue to improve the safety of its citizens.