

# Edward Byrne Memorial Justice Assistance Grant Program

## Strategic Plan 2024 - 2029



JUSTICE AND  
PUBLIC SAFETY CABINET

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## Introduction

The Kentucky Justice and Public Safety Cabinet Statewide Strategic Plan 2024-2029 for the Edward Byrne Memorial Justice Assistance Grant Program (JAG) outlines a comprehensive framework to support and enhance criminal justice-related practices. The JAG program is a primary source of federal criminal justice funding for states and local jurisdictions. The Kentucky Justice and Public Safety Cabinet (JPSC) serves as the State Administering Agency (SAA) for the program and annually awards funds on a competitive and directed basis to support enhancements for law enforcement agencies and for non-profit agencies to build innovative programs. The Justice for All Reauthorization Act, passed in December 2016, amended the Byrne JAG Grant Program to require that all states create and submit a multi-year strategic plan with their grant applications starting in fiscal year 2019. The 2024-2029 Statewide Strategic Plan was developed by JPSC staff and builds upon and expands Kentucky's 2019-2024 plan.

The mission of JPSC is to ensure the safety and security of Kentucky communities through a fair and impartial administration of taxpayer resources. The cabinet's approach centers on protecting citizens, restoring victims, reforming wrongdoers and employing focused programs that are measured for accountability and performance. The cabinet seeks the best possible return from its public safety investment, using evidence-informed programs, fiscal discipline, and data-driven strategies. Likewise, JPSC is committed to supporting justice-involved individuals while holding the highest standards of personal accountability and responsibility.

The Criminal Justice Statistical Analysis Center (CJSAC), within the JPSC, prepared this plan for the 2024 JAG solicitation. Stakeholder input serves as the foundation of Kentucky's JAG planning, along with guidance from the Governor and Cabinet Secretary, analysis of existing crime data, a comprehensive review of available criminal justice resources across the state, and consideration of Kentucky's historical criminal justice priorities. At a minimum, this plan will be reviewed annually to assess compliance, outcomes, and successes.

## Edward Byrne Memorial Justice Assistance Grant Program

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program (34 U.S.C. 10151-10726) is the primary vehicle of federal criminal justice funding to states and local jurisdictions. The JAG program provides states and units of local governments with the critical funding necessary to support a wide range of program areas.

The legislatively authorized purpose areas are flexible and designed to enable states to target resources where the need is the greatest. In general, JAG funds awarded to a state may be used to hire additional personnel, purchase equipment, supplies, contractual support, training, technical assistance, and information systems for criminal justice, including for any one or more of the following program areas:

- Law enforcement
- Prosecution and courts
- Prevention and education
- Corrections and community corrections, including reentry
- Drug treatment and enforcement
- Planning, evaluation, and technology improvement
- Crime victim and witness initiatives
- Mental health programs and related law enforcement and corrections programs, including behavioral programs and crisis intervention teams
- Implementation of state crisis intervention court proceedings and related programs or initiatives including, but not limited to, mental health courts, drug courts, veterans' courts, and extreme risk protection order programs

Each year, the U.S. Department of Justice, Bureau of Justice Assistance (BJA) includes areas of emphasis in the JAG program solicitations, encouraging state and local award recipients to consider coordination with federal law enforcement agencies and other stakeholders, including communities most impacted by crime and violence, in addressing these challenges. In FY 2023, the JAG areas of emphasis were:

- Advancing Justice System Reform Efforts
- Advancing Racial Equity and Support for Underserved Communities
- Preventing and Combating Hate Crimes
- Crime and Violence Reduction Strategies
- Community-Based Violence Intervention (CVI) Approaches

In accordance with KRS 15A.020(3)(b), KRS 15A.040, KRS 15A.060, and KRS 15A.150, JPSC has long served as the SAA for the Edward Byrne Memorial JAG Program.

## JAG Funding: History of Assistance and Use

Federal and state entities have awarded JAG funding to various government, law enforcement, and non-profit agencies to start new and expand innovative programs. These funds have enhanced local and state criminal justice programs and law enforcement agencies.

## Historical JAG Funding Allocations

As Kentucky's SAA, JPSC receives JAG formula grant funding from BJA. Historically, JAG awards primarily funded local multi-jurisdictional drug task forces (MJDTFs) statewide within the "law enforcement" program area. Programs within other JAG focus areas have also been funded when sufficient funding was available.

Over the recent state budget fiscal years (SBFYs) 2018 - 2021, JPSC sub-awarded JAG grant funding totaling \$7,641,342 to Kentucky's MJDTFs. In 2020, Kentucky transitioned its JAG subaward period from the state fiscal year to the federal fiscal year, with the allocations having an extended award period of July 1, 2020, through September 30, 2021. The JAG subaward period has since run with an October 1 project period start date through September 30 of the following year.

It is important to note that funds from a federal grant award may not always be spent in their entirety in the year they are received. To maximize the impact of JAG funds across the state, subaward de-obligations recouped at the end of the subaward project period are used to fund future subawards issued within the federal period of performance.

As Kentucky transitioned to new funding priorities following the publication of the 2019 Strategic Plan, the importance of providing the subrecipient agencies with notice of upcoming changes in funding priorities was a significant consideration; many longstanding subrecipients had relied heavily on JAG funding for several years to sustain the work. The strategic plan influenced that discussion and planning around the SBFY 2021 and subsequent awards. However, the strategic plan had little influence on the awards for SBFY 2022 since no applications were received to support projects other than MJDTFs.

\$1,698,441 in JAG 2021-2022 subawards, with project periods running from October 1, 2021, through September 30, 2022, were awarded to 11 organizations within the "law enforcement" program area. The 11 funded projects were MJDTFs:

JAG Subrecipient	2021-2022 Awarded Funding
Barren River Drug Task Force	\$106,430
Warren County Drug Task Force	\$141,586
City of Raceland/FADE Task Force	\$135,084
Greater Hardin County Narcotics Task Force	\$183,321
HCSO/Bluegrass Narcotics Task Force	\$74,278
Kentucky State Police	\$372,828
Lake Cumberland Area Drug Task Force	\$141,586
Lexington Fayette Urban County Government	\$30,000

Northern Kentucky Drug Strike Task Force	\$137,791
Pennyrile Narcotics Task Force	\$268,098
South Central Kentucky Drug Task Force	\$107,439
<b>TOTAL</b>	<b>\$1,698,441</b>

The JAG 2022-2023 subaward application process resulted in applications and funding for two non-MJDTF projects in local police departments centered on addressing community mental health and substance use issues.

Kentucky continued to broaden its use of JAG funding during the 2023-2024 solicitation and subaward process. The 2023 JAG awards funded a virtual reality training system used by a county police department to provide training in use of force decision-making, de-escalation, and implicit bias, and funding for a non-profit to reduce recidivism by providing reentry services. These programs were added while Kentucky maintained its support for existing MJDTFs:

<b>JAG Subrecipient</b>	<b>2023-2024 Awarded Funding</b>
Barren River Drug Task Force	\$114,545
City of Georgetown	\$147,588
City of Hodgenville	\$52,534
City of Raceland/FADE Task Force	\$135,094
Goodwill Industries of Kentucky	\$123,923
Greater Hardin County Narcotics Task Force	\$196,307
Harrison County Sheriff's Office/Bluegrass Narcotics Task Force	\$78,278
Kentucky State Police	\$372,828
Lake Cumberland Area Drug Task Force	\$152,635
Lexington-Fayette Urban County Government	\$30,000
Northern Kentucky Drug Strike Force	\$137,791
Pennyrile Narcotics Task Force	\$281,453
Scott County Sheriff's Office	\$55,600
South Central Kentucky Drug Task Force	\$114,788
Warren County Fiscal Court Drug Task Force	\$141,574
<b>TOTAL</b>	<b>\$2,134,938</b>

# 2024-2029 Kentucky JAG Strategic Planning

## Priorities and Goals of the Governor and Cabinet Secretary Considered in the Development of the Strategic Plan and Funding Priorities

In December 2023, Andy Beshear was sworn in as Kentucky's 63<sup>rd</sup> Governor. Prior to his election as Governor, Beshear served as Kentucky's Attorney General from 2016 to 2019. As Attorney General, Governor Beshear gained extensive knowledge of Kentucky's criminal justice system, which aided in developing his criminal justice priorities.

Governor Beshear's criminal justice and public safety priorities include:

- Reducing recidivism through "second chance" opportunities focused on employment, education, and addiction treatment
- Enhancing officer safety through law enforcement training, funding for resources and equipment, and supporting recruitment and retention of state police troopers and officers
- Fighting addiction and reducing overdose deaths by establishing "Recovery Ready Communities," championing legislation, awarding grant funding to expand treatment beds and programs, and increasing access to second chance employers
- Creating safer communities through funding for crime victim services, ensuring robust training for school resource officers and safety compliance for public education, securing state prisons and juvenile detention centers, and taking illicit drugs off the street

Keith Jackson is the Secretary of JPSC, the SAA for the Edward Byrne Memorial JAG Program. Prior to joining the cabinet, Secretary Jackson served as the commissioner of the Kentucky Department of Veterans Affairs. In addition to a 27-year career in the U.S. Army Reserve, Secretary Jackson has extensive municipal public service experience, including becoming the first African American appointed Chief of the Lexington Division of Fire and Emergency Services. In this capacity, he managed a \$56 million budget, 540 Firefighters, and 23 stations.

The goals of JPSC include:

- Preventing, reducing, and deterring crime through rehabilitation programs for adults and juvenile offenders, as well as enhancing training for law enforcement officers
- Building a medical examiner's office and state police laboratory in Northern Kentucky to improve turnaround time on pending cases and assist grieving loved ones
- Supporting law enforcement agencies through grant funding technical assistance, increased virtual training opportunities, building a new training facility in Western Kentucky, and providing additional certification for state-mandated annual in-service training

- Raising public awareness of addiction treatment opportunities, human trafficking, roadway safety, drunk driving, and internet safety for children and parents

The Kentucky 2024-2029 JAG Strategic Plan will strive to align JAG funding distribution with Governor Andy Beshear's criminal justice priorities and the goals of JPSC.

## Stakeholder Engagement in the Development of the Strategic Plan and Funding Priorities

JPSC is comprised of departments and offices that provide criminal justice-related services throughout the Commonwealth. These include the Kentucky State Police, the Department of Corrections, the Department of Juvenile Justice, the Department of Criminal Justice Training, the Department of Public Advocacy, the Office of Drug Control Policy, the Grants Management Division, and CJSAC. Through their location within JPSC, department and office staff are uniquely positioned to regularly communicate and collaborate with cabinet leadership and staff regarding their daily work and pressing issues that need to be addressed. Staff from CJSAC regularly liaise with executive staff and other cabinet-level agencies regarding criminal justice and public safety topics, including funding priorities, emerging trends, training needs, and the integration of promising practices. The information provided to JPSC by these offices, informed by both office staff and input from the community members and partners with whom they collaborate, assists cabinet leadership in developing the goals and funding priorities of JPSC and for the use of JAG funds.

## Input of JPSC Agencies

The Kentucky State Police (KSP) promotes public safety through service, integrity, and professionalism, utilizing partnerships to prevent, reduce, and deter crime and the fear of crime. KSP provides law enforcement services through 16 Posts located throughout the Commonwealth. Each year, KSP issues its annual Crime in Kentucky report, providing a "snapshot" of arrest and offense data in Kentucky. KSP has ongoing, non-enforcement interaction with community members through such programs as Child Seat Inspections, Safe Schools, Safety Town, Trooper Island, and other public education events. KSP's Angel Initiative is a proactive approach to helping those battling addiction. Under this initiative, people seeking treatment can come to any KSP post and get help finding a treatment center. KSP also houses Kentucky's Forensic Laboratory, which provides forensic evidence analysis and testing through its regional and central labs throughout the state at no cost to local entities.

The Kentucky Department of Corrections (DOC) provides a safe, secure, and humane environment for staff and justice-involved individuals to carry out the legislative and judicial processes mandates. It provides opportunities for justice-involved individuals to acquire skills that facilitate non-criminal behavior. DOC organization includes:



- The Division of Addiction Services, which is responsible for the clinical and administrative oversight of all substance abuse treatment related to people in detention, people on parole, and people on probation
- The Kentucky Parole Board, whose mission is to make decisions that maintain a delicate balance between public safety, victim rights, reintegration of the justice-involved individuals, and recidivism
- The Division of Reentry Services, whose vision is to help incarcerated individuals achieve a successful reintegration into society
- The Division of Probation and Parole, whose mission is to enhance public safety and promote reintegration in the community through proactive supervision and referral to community-based resources
- The Victims Services Branch, which is committed to assisting survivors throughout the justice-involved individual's incarceration and supervision while ensuring that victims of crime are treated with dignity and respect

DOC provides the cabinet with the perspective and concerns of DOC and community corrections officers, justice-involved populations and their families, probation and parole officers, and other staff working to reintegrate justice-involved individuals into the community. DOC's input is critical to achieving the priorities of Governor Beshear and JPSC to implement and sustain smart-on-crime reforms to reduce prison and jail populations, decrease recidivism while preserving public safety, and provide meaningful addiction treatment and recovery services to individuals in detention.

The Department of Juvenile Justice (DJJ) is responsible for prevention programs for at-risk youth in communities all over the Commonwealth. DJJ is a multi-faceted agency that serves the Commonwealth's youth as the juvenile corrections system for the state. DJJ is responsible for prevention programs for at-risk youth, court intake, pre-trial detention, residential placement and treatment services, probation, community aftercare, reintegration programs, and the confinement of youth awaiting adult placement or court. DJJ provides services to sentenced, committed, probated, and detained youth and their families, creating opportunities for those youth to become productive, responsible citizens while protecting public safety. Input from DJJ greatly assists the cabinet in developing plans for decreasing recidivism while preserving public safety and providing meaningful addiction treatment and recovery services to juveniles under their supervision.

The Department of Criminal Justice Training (DOCJT) provides basic and advanced law enforcement training across the Commonwealth. DOCJT communicates regularly with law enforcement officers and allied professionals from across the state, gaining insight regarding the needs and concerns of local law enforcement. DOCJT's knowledge of best practices for law enforcement allows it to provide valuable guidance to the cabinet for consideration when deciding funding priorities. DOCJT's expertise and guidance remain essential in addressing public calls for criminal justice reform and implementing the Governor's and JPSC's priorities to strengthen law enforcement training to improve public safety across the Commonwealth.

The Department of Public Advocacy (DPA) is Kentucky's statewide public defender program. It provides high-quality, client-centered legal representation to indigent persons of all ages accused of crimes or facing deprivation of liberty throughout the Commonwealth of Kentucky. DPA seeks to address clients' needs. DPA advocates for alternatives to costly incarceration and provides access to services that help to make clients more productive members of their communities, thereby saving costs, reducing recidivism, and making Kentucky's communities safer.

The Office of Drug Control Policy (ODCP) facilitates coordination among Kentucky's substance use disorder prevention, treatment, education, and law enforcement initiatives. The success of ODCP initiatives depends on the involvement and support of grassroots coalitions, local and state agencies, and community and faith-based organizations. ODCP input is critically important to policy and funding decisions, particularly as they relate to the priorities of the Governor and the cabinet to combat drug addiction in Kentucky, establish and strengthen substance abuse treatment and prevention programs, and provide targeted, meaningful addiction treatment and recovery services to justice-involved individuals.

The Grants Management Division (GMD) administers approximately \$120 million annually from various state and federal grant programs such as the Victims of Crime Act (VOCA), the Violence Against Women Act (VAWA), the American Rescue Plan Act (ARPA), and the State Crisis Intervention Program (SCIP). These funds are disbursed to state and local criminal justice agencies and not-for-profit service providers. GMD staff are actively involved in statewide multidisciplinary working groups, providing insight into funding and program needs, barriers to providing services, and emerging issues that impact the delivery of services. This information aids JPSC in setting funding priorities and determining the distribution of agency funding. GMD staff regularly collaborate with Kentucky's domestic violence, sexual assault, and child advocacy center coalitions, local service providers, victim advocates based in prosecutor offices and law enforcement agencies, behavioral health service providers, social service providers, and medical professionals.

The Criminal Justice Statistical Analysis Center (CJSAC) is one of a network of statistical analysis centers throughout the United States that collects, analyzes, and interprets data on criminal justice issues that affect the Commonwealth and its citizens, as well as the nation. CJSAC compiled statewide data reports on domestic violence statistics in 2022 and 2023; these reports assist Kentucky in combatting interpersonal violence and seeking justice for survivors. CJSAC has also conducted statewide victimization surveys, providing JPSC with information on public perceptions of law enforcement, perception of risk of victimization, and personal experiences of victims of crime. CJSAC administers the JAG program in Kentucky, with the goal of leveraging CJSAC's data and analysis to align JAG planning and funding with the cabinet's criminal justice priorities.

### [Input from the Kentucky JAG Stakeholder Survey](#)

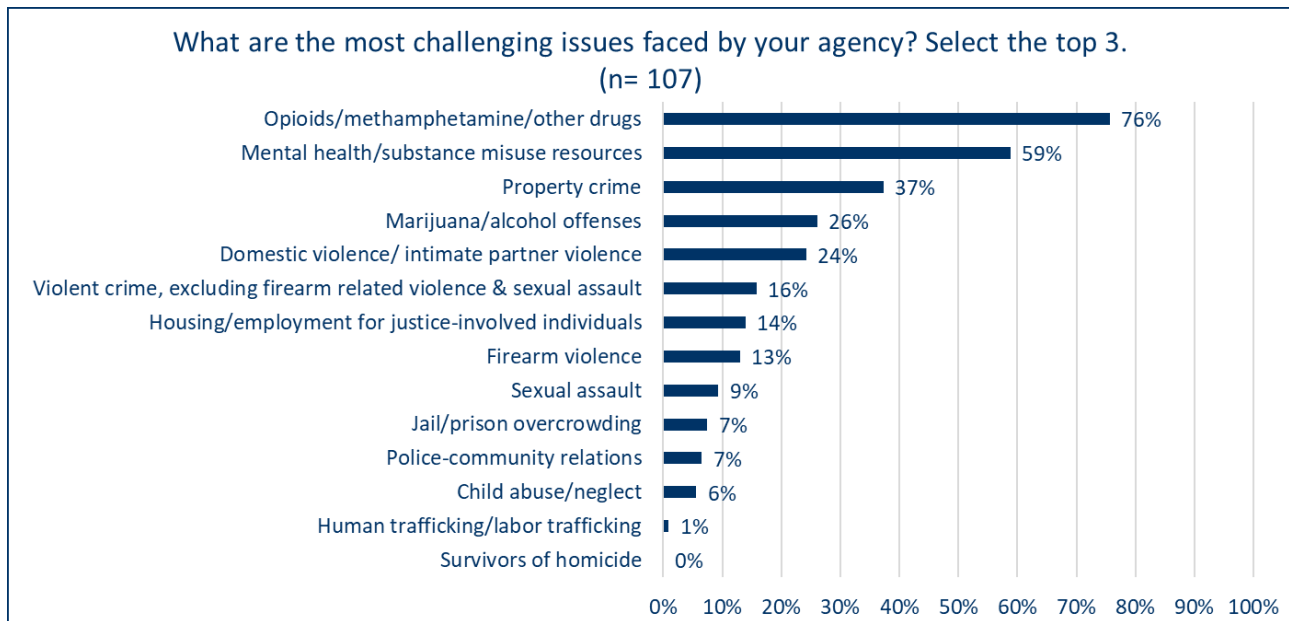
To assess needs related to the administration of Byrne JAG, JPSC partnered with the National Criminal Justice Association (NCJA), the designated training and technical

assistance provider for Byrne JAG grantees, to develop and distribute a 21-question stakeholder engagement survey. JPSC distributed the survey to a spectrum of criminal justice system partners and community service providers to identify statewide criminal justice priorities and needs. The survey sought input from stakeholders on several topic areas that the cabinet identified for potential support through Byrne JAG funding. These topic areas included:

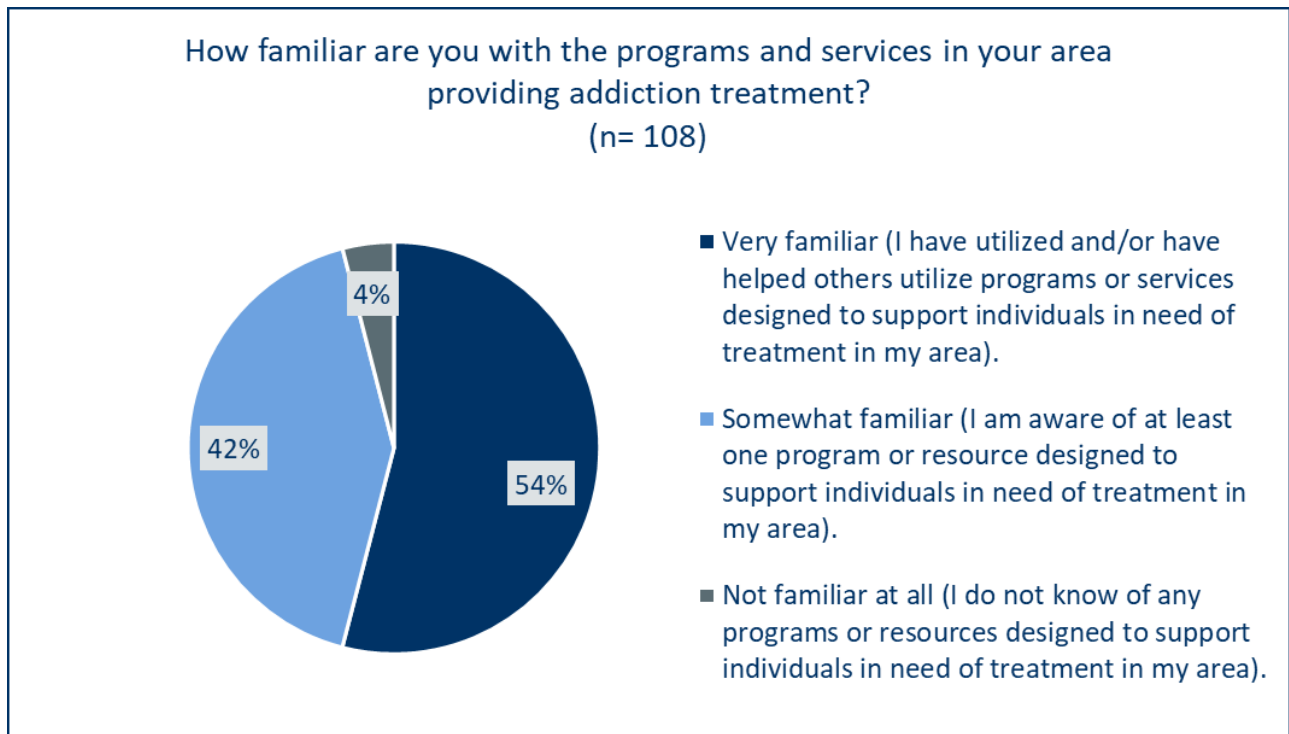
- The most challenging issues faced by respondents' agencies, including the areas of substance misuse, crime victims and witnesses, mental health, and employment of justice-involved individuals
- The availability of support services for those in need of treatment for substance misuse and addiction
- The availability of services for those entering the labor force after justice system involvement
- The needs related to planning, evaluation, technology, and data sharing among justice-system partners
- The perceptions of gaps within the criminal justice system.

108 respondents took part in the survey. Respondents represented an array of organizations across the commonwealth of Kentucky, including law enforcement, courts, prosecution, victims' services and assistance, domestic violence service providers, public health entities, faith-based community organizations, and behavioral health providers. Of the 108 respondents, approximately 16% of survey respondents represented the entire state. The remaining 84% of respondents represented 87 of the 120 counties across Kentucky. It should be noted that respondents working in law enforcement comprised 74% of all survey respondents.

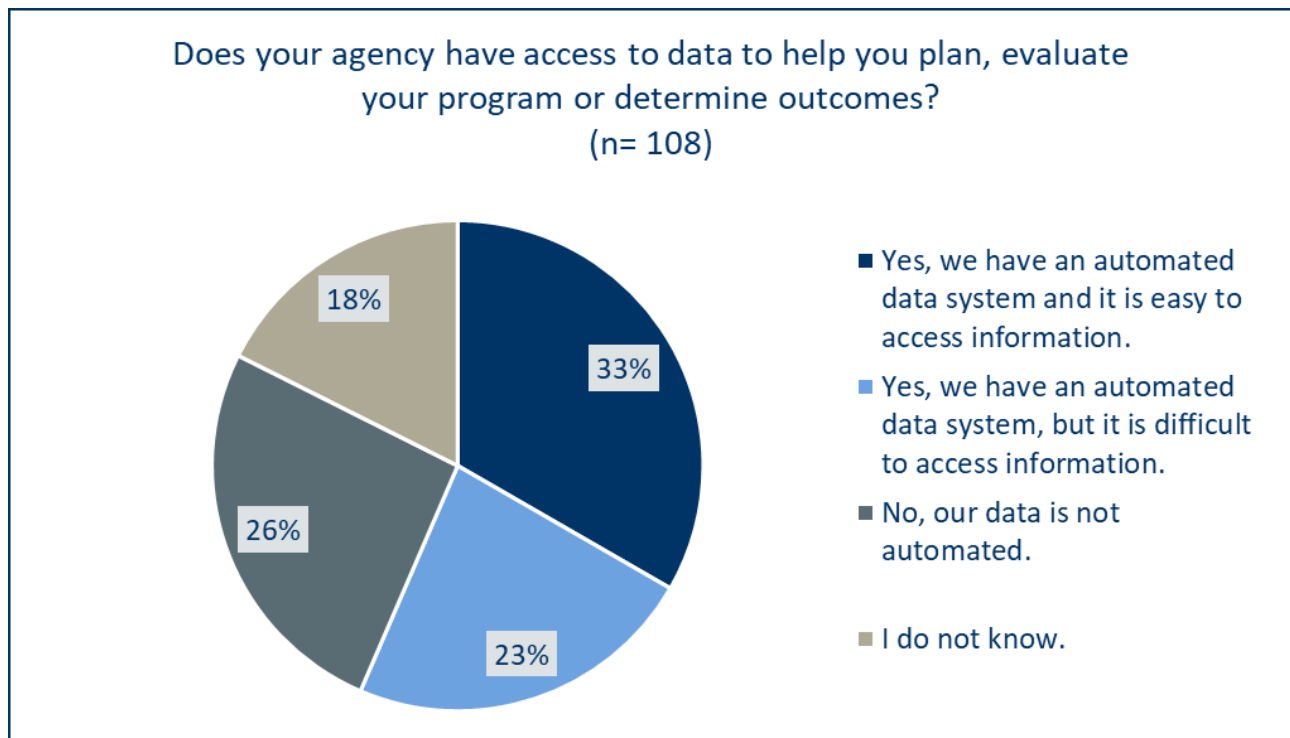
Opioids, methamphetamine, and other drugs were consistently identified as a top challenge overall and specifically as an area of need when it comes to drug treatment and enforcement:



Overwhelmingly, respondents indicated that they were familiar with resources to support those affected by addiction, but only about half of respondents believe that there are sufficient resources currently available:



The survey revealed that access to data that is automated and/or easy to use is lacking. Nearly half of respondents indicated that either they did not have access to automated data or that their data was automated, but it was difficult to access:



## Kentucky's Grant Selection and Funding Allocation Process

JPSC serves as the SAA for the Edward Byrne Memorial JAG Program. CJSAC within JPSC is responsible for the grantmaking and oversight process of the JAG program.

### Grant Application and Review Process

CJSAC awards JAG funds to subrecipients through competitive awards or directed awards. Applicants for JAG funding apply electronically through an electronic grants management system (eGMS). JPSC uses the IntelliGrants IGX (IGX) electronic management system to receive applications for funding, manage awards, and collect performance-related information. All applications are initially reviewed by CJSAC staff for allowability and compliance with solicitation requirements. Additionally, outside Subject Matter Experts (SME) are engaged to provide a more detailed review of the proposed program plan, goals, and anticipated outcomes. SMEs bring extensive specialized knowledge and technical academic expertise to the review process. The input of SMEs is necessary, as it assists CJSAC in the selection of applications for funding that propose the use of evidence-informed programs or known best or promising practices, as well as those that have the greatest likelihood for success and best meet the current needs of the Commonwealth or fill gaps in existing services. After a programmatic and financial review of the applications, CJSAC staff

and SMEs score the applications based on a standardized Review Rubric. Applications are selected and funded based on the application score and available funding.

Directed awards are subject to the same terms and conditions as awards made through the competitive process, including compliance with performance measurements and auditing requirements. This targeted funding approach ensures that specific projects, often with high community or strategic value, receive the necessary support for successful implementation.

Consideration may also be given to other complementary funding available to the applicants.

## Grant Administration and Compliance Monitoring Process

CJSAC is also responsible for managing the JAG funding award, dispersing funds to subrecipients, and carrying out the requisite programmatic and financial support and project oversight and monitoring activities to ensure compliance with all program and financial requirements established by the funder and JPSC. The use of the IGX (eGMS) platform allows sub-recipients to access and report necessary information, request funding, and maintain required records for the successful implementation and management of the project. JPSC ensures that all funded projects are carried out in a manner consistent with the OJP Financial Guide, JPSC Grant Policies and Procedures, and all relevant federal and state laws. Each subrecipient is assigned a CJSAC program manager and financial manager, both of whom are responsible for providing technical assistance, overseeing the grant award, and reviewing subrecipient performance in written quarterly reports. JPSC Office of Financial Management staff perform comprehensive financial and program monitoring, ensuring sound oversight of each JAG subaward.

## Coordination of Funding Sources for Maximum Benefit

As the SAA for federal criminal justice grants in Kentucky, JPSC coordinates diverse funding sources to assure the delivery of the most efficient and effective programs and policy development.

CJSAC is increasing its efforts to assist applicants and potential applicants in leveraging JAG funding with other complementary and supplemental federal, state, and local funding sources. CJSAC actively encourages and assists these agencies and organizations in applying for direct awards from BJA and other eligible funding sources.

Many applicants or potential applicants for JAG funding also receive or are eligible to receive funds through other GMD-administered state and federal funding sources, such as VOCA, VAWA, the Residential Substance Abuse Treatment (RSAT) programming, and the Comprehensive Opioid, Stimulant, and Substance Abuse Program (COSSAP). CJSAC connects potential award recipients to funding opportunities through GMD, ODCP, state general funds, and grants offered by non-governmental organizations.

## JAG Funding Priorities, 2024-2029

**Priority 1:** To fight addiction and reduce overdose deaths through improved enforcement, prevention, and access to treatment.

*Funding will be used for programs proven to provide meaningful addiction treatment and recovery services, law enforcement programs focused on disrupting mid- to upper-level drug trafficking organizations, and prevention programs to reduce substance misuse in Kentucky communities.*

- *JAG Program Areas:* law enforcement programs; prosecution and court programs; drug treatment and enforcement programs; prevention and education programs; corrections; and community corrections programs.

**Priority 2:** To implement smart-on-crime reforms to decrease recidivism and reduce prison and jail populations while preserving public safety.

*Funding will be used to support evidence-informed recidivism reduction strategies and “second chance” programs that target drivers of recidivism.*

- *JAG Program Areas:* law enforcement programs; prosecution and court programs; corrections; and community corrections programs.

**Priority 3:** To pursue innovative programs that address crime and violence reduction strategies.

*Funding will be used to tailor programs and responses to state and local crime issues using data and analytics. It will also enhance public safety and security by increasing engagement with community members and building partnerships with community organizations to develop a shared vision and approach to addressing crime.*

- *JAG Program Areas:* law enforcement programs; prosecution and court programs; corrections and community corrections programs; planning, evaluation, and technology improvement programs; and crime victim and witness programs.

**Priority 4:** To support law enforcement training to improve public safety and strengthen officer safety and wellness.

*Funding will enhance law enforcement training, including innovative methods such as virtual reality and the application of best practices regarding decision-making, use of force, and de-escalation.*

- *JAG Priority Areas:* law enforcement programs; mental health programs; and related law enforcement and corrections programs.



## Strategic Plan Implementation

Kentucky recognizes that a smart, balanced, whole-of-government approach is necessary to address its public safety challenges and will administer JAG funding accordingly.

As allowed within the authorized purpose areas for the use of JAG funding, the referenced priorities will guide the awarding of JAG funds from 2024-2029. JPSC recognizes that there continues to be increasing competition for limited grant funding. JPSC will continue to support and strengthen existing successful JAG-funded programs while also seeking ways to fund innovative, time-limited proposals from new applicants. JPSC will continue to fund multi-jurisdictional drug task forces, primarily for those with a goal of disrupting mid- to upper-level drug trafficking organizations, in coordination with local, state, and federal agency partners. JPSC will continue to build upon successful programs that have been established since the submission of its 2019-2024 Strategic Plan.

## NIBRS Compliance

Kentucky is fully National Incident-Based Reporting System (NIBRS) compliant. NIBRS data are submitted electronically to the state in one of two ways: through the state's free reporting tool, KYOPS; or an agency's incident-based reporting system. Four agencies in Kentucky submit through their own reporting systems: the Louisville Metro Police Department; Winchester Police Department; Owensboro Police Department; and the Nelson County Sheriff's Office.