**Edward Byrne Memorial Justice Assistance Grant (JAG) Program**

**FY 2021 State Solicitation**

#### PROGRAM NARRATIVE

**Introduction**

The Alabama Department of Economic and Community Affairs (ADECA) Law Enforcement and Traffic Safety Division (LETS), as the State Administering Agency (SAA), continues to provide guidance and assistance to qualified subgrant programs for the State of Alabama’s FY 2021 Edward Byrne Memorial Justice Assistance Grant (JAG) Program.

**Program Overview**

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program is the primary provider of federal criminal justice funding to state and local jurisdictions. ADECA / LETS, as the State Administering Agency (SAA) for this program, ensures JAG funds support various components of the criminal justice system to include prevention, education, and early intervention programs, specialty courts, and multi-jurisdictional drug and violent crime task forces. The implementation process of ADECA / LETS allows units of local governments to support a broad range of activities to prevent and control crime based on their own local needs and conditions.

ADECA / LETS as the SAA for this program places great emphasis on accountability and transparency in the distribution of grant funds.

**Statement of Problem**

**Attacking the Substance Abuse Problem in Alabama**

Currently there is a national discussion on how our country should be attacking substance abuse and the issues that are related to it. The argument seems to be centered on the issue of supply vs. demand. Beginning in the 1980’s, America began its “War on Drugs”. This effort was an attempt to begin ridding our country of illegal narcotics by attacking the supply of those narcotics and their path into our country. This model centered solely on the enforcement aspect of drug control. While this had an impact on the availability of illegal narcotics, it did nothing in the way of addressing the demand of these drugs in our country.

After 40 years, the United States’ war on drugs has cost $1 trillion and hundreds of thousands of lives. About 40,000 people were in U.S. jails and prisons for drug crimes in 1980, compared with more than 500,000 today. Excessively long prison sentences and locking up people for small drug offenses contribute greatly to this ballooning of the prison population.

This serves as evidence that our current strategies are not completely addressing the problem. We must take steps to identify and solve the problem. What we do not need to do is continue failing strategies that cost huge sums of money and seemingly exacerbate the problem. Rather than continuing on the unsuccessful path of the war on drugs, we must identify what works and what does not in terms of real evidence and data.

While certain levels of enforcement are the first step in the process, we must identify ways to contribute to solving the drug addiction problem. A multi-faceted approach to the substance abuse problem is a proven method to make a real impact. This would include treatment, prevention, and intervention methods.

Treating drug addiction as a health issue could save billions of dollars, improve public health and help us better control violence and crime in our communities. Hundreds of thousands of people have died from overdoses and drug-related diseases, including HIV and hepatitis C, because they did not have access to cost-effective, life-saving solutions. When it comes to drugs, we should focus on the goals we agree on: protecting our kids, protecting public safety and preventing and treating drug abuse and addiction.

**Drug Use Trends in Alabama**

**Drug Use in Alabama**

According to data collected among the state funded Drug Task Forces (DTFs) and the Gulf Coast HIDTA (High Intensity Drug Trafficking Areas) the following drugs have impacted Alabama the most:

**Methamphetamine**

Methamphetamine is still maintaining the position of greatest drug threat in the state according to the 2022 GC HIDTA Drug Survey according to law enforcement respondents as well as the treatment center respondents. Thirty-seven law enforcement respondents across Alabama listed methamphetamine as their greatest drug threat. The GC HIDTA Treatment Survey had 35 respondents put methamphetamine as their greatest threat. Methamphetamine laboratory seizures in Alabama have greatly declined according to the El Paso Intelligence Center (EPIC) which is showing only 2 precursor/chemical labs for 2020. The continued decrease in labs shows methamphetamine increasingly being transported into the State rather than being locally produced.

**Fentanyl and other Opioids**

Fentanyl and the fentanyl derivatives have once again been ranked as the number two greatest drug threat. For the 2022 GC HIDTA Drug Survey, both law enforcement and the treatment respondents ranked fentanyl behind methamphetamine as the drug of greatest threat. This year there have been increases in overdose deaths from fentanyl statewide. From fentanyl alone the death toll statewide went from 242 in 2019 to 453 in 2020. This increase is disturbing, and law enforcement must always use extreme care when confronting these opioids since they can be very dangerous.

**Heroin**

Both law enforcement, and treatment center respondents to the 2022 GC HIDTA Drug Survey have listed heroin as the third greatest drug threat in Alabama. The Alabama Department of Mental Health has heroin ranked once again as the fourth most abused illegal drug based on treatment admissions. In 2020 the statewide overdose deaths from heroin stood at 155 which showed only a slight decrease from 2019. Heroin is still very dangerous for users, whether pure or mixed with other dangerous drugs.

**Controlled Prescription Drugs**

Hydrocodone (Lortab and Vicodin) and Oxycodone (Oxycontin, Roxycontin) continue to be the most abused pharmaceutical drugs in Alabama as reported by the Alabama Department of Mental Health. Alprazolam (Xanax) and hydromorphone (Dilaudid) are also abused according to Alabama Mental Health admissions. Pharmaceutical diversion, vehicle transportation, and postal parcels, are the primary methods seen in Alabama for illegally obtaining pharmaceuticals.

**Cocaine**

Cocaine has been up and down for several years as far as greatest drug threat is concerned. This year the ranking is almost the same as last year, with cocaine ranked fifth by law enforcement respondents and sixth by the treatment center respondents on the GC HIDTA Survey of 2022. Cocaine abuse according to the Alabama Department of Mental Health statistics show admissions as having decreased from 1,984 in 2019 to 1,441 in 2020. Black American DTOs continue to be the main transporters of cocaine into the Alabama.

**New Psychoactive Drugs**

The number one drugs in this category as seen by the Alabama Department of Mental Health as well as Forensic Sciences are the synthetic cannabinoids. The Department of Forensic Sciences has seen a lot of the synthetic cannabinoid drug 5-FLUORO-ADB in 2020. Even with many treatment centers closed in 2020 the Alabama Department of Mental Health saw an increase in admissions for new psychoactive drugs which increased from 213 individuals seeking treatment in 2019 to 480 individuals seeking treatment in 2020. There were 193 of this 480 that received treatment specifically for spice.

**Marijuana**

The Alabama Department of Mental Health has listed marijuana as the number two illegal drug as it did in 2019 based on treatment admissions. Admissions into the mental health facilities for marijuana abuse went from 6,438 in 2019, to 5,086 in 2020. According to law enforcement respondents in the 2022 GCHIDTA Survey, marijuana has dropped behind heroin, fentanyl, and methamphetamine as being the most available drug in Alabama for 2020. The Marijuana Eradication Program eradicated a total of 2,166 plants both indoor and outdoor. Law enforcement respondents to the GC HIDTA survey indicated the primary wholesale and retail distributors of marijuana are black American DTOs.

**Capabilities and Competencies**

**Goals**

The ADECA / LETS Division's goals for the FY2021 Edward Byrne JAG Program include the following:

1. To provide a program that will deliver law enforcement and crime prevention training. This will assist cities and counties to remove or reduce the opportunity for crime within their communities and across the state.
2. To provide local law enforcement elements with funding to upgrade and/or enhance law enforcement equipment including, but not limited to law enforcement computers, police radios and communications equipment, weapons and body armor, and other equipment.
3. Establish and/or support regional drug and violent crime task forces across the state and continued support for our statewide regional drug task forces.
4. To support various State projects in an effort to minimize and avoid reductions in essential services.

**Project Design and Implementation**

**State Strategic Planning Process Defined**

The Alabama Department of Economic and Community Affairs / Law Enforcement and Traffic Safety Division (ADECA/LETS) supports state and local criminal justice projects by sub- granting federal dollars from the Edward Byrne Memorial Justice Assistance Grant (Byrne JAG). In order to facilitate the efficient use of public funds, ADECA/LETS has developed a strategic plan to guide funding priorities and to identify problem areas that must be addressed by criminal justice stakeholders through these grant funds.

The Division’s coordination with federal, state and local criminal justice partners, along with the statewide strategic plan and program performance measures will help Alabama to responsibly and effectively distribute public funds through a variety of proven and effective programming areas.

**Strategy Development Coordination**

In the development of Alabama’s FY2019-2023 State Strategy, a variety of information-gathering techniques were utilized to identify successful federal, state and local efforts and to respond to the specific needs and concerns of the Criminal Justice Community throughout Alabama. Throughout this process, the Division endeavored to include as many points of view as possible and all significant interests. This information was compared to criminal justice data gathered over a period of years. This plan examines the nature and extent of the identified problems, drug trends in the state, summarizes current efforts and promotes coordination of efforts.

Over a period of months in 2018, as part of the state’s planning process for its federal Edward Byrne Memorial Justice Assistance Grant (Byrne JAG) allocation, the Alabama Department of Economic and Community Affairs (ADECA), Law Enforcement and Traffic Safety Division (LETS) worked with the National Criminal Justice Association (NCJA) to develop a useful cost effective stakeholder engagement strategy. As part of this engagement strategy, LETS sought input from traditional and non-traditional partners from across the state on:

1. priority project types and initiatives within the eight Byrne JAG purpose areas,
2. priority purpose areas for funding,
3. previous strategic planning priorities, and
4. most pressing state and local issues.

Working together with the NCJA, a survey instrument designed to gather input from across the stakeholder community was developed. On behalf of ADECA/LETS, NCJA distributed the survey to state and local stakeholder groups through list-serves, professional associations and e-mail databases beginning on November 1, 2018. The survey closed on December 7, 2018 with 243 responses from around the state and across all elements of the justice system. The research staff at NCJA collected and tabulated the results and provided a detailed analysis for ADECA/LETS to utilize in its planning efforts.

The survey was designed so that responses could be sorted by function within the criminal justice system. Analysis focused on finding consensus around state and local issues, the Byrne JAG purpose areas most in need of limited funds and determining which projects in each purpose area were viewed as most critical to Alabama’s state and local criminal justice systems.

**Coordinating JAG funds with State and Related Justice Funds**

A key mission of ADECA/LETS as the SAA for the Byrne JAG Program is to ensure that JAG funds are coordinated with State and related Justice funds in criminal justice planning efforts and programs. To accomplish this, ADECA/LETS engages in an open dialogue with primary agencies and law enforcement associations within the state. As a result, the joint effort of many organizations working together produces a greater impact than any single agency acting alone. In these cases, positive effects such as improved efficiency in operations, greater exploitation of opportunities, and improved utilization of resources occur. When utilizing Byrne JAG funds in conjunction with related justice funds, technology enhancements, safety improvements, and information sharing capabilities are all enhanced and demonstrate a clear and fiscally responsible use of funds.

**Strategies and Funding Priorities for FY2021 JAG Funds**

ADECA/LETS recognizes the ongoing economic issues have resulted in significant pressures on state and local criminal justice systems. In order to maximize the effectiveness of Byrne JAG funding, ADECA/LETS ensures local JAG subrecipients are aware of the purpose areas of allocation and any priorities that may have been established.

ADECA/LETS strongly encourages potential subrecipients to consider programs that are evidence-based and have been proven effective through rigorous evaluation. Due to limited resources, it is critical that funds are distributed to programs who have a history of success. However, ADECA/LETS recognizes that some programs have the potential to be innovative and can be models for other localities addressing difficult problems.

**Ranking Purpose Area Initiatives**

**Law Enforcement**

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| --- | --- | --- | --- |
| *Ranking* | *All Respondents* | *Law Enforcement* | *Non-Law Enforcement* |
| 1 | Training (41%) | Equipment (72%) | Crisis Intervention/MH/ Suicide Prev. (42%) |
| 2 | Equipment (39%) | Training (53%) | School/youth-related (34%) |
| 3 | Drug enforcement (35%) | Drug Enforcement (53%) | Law enforcement training (27%) |

Training, equipment and drug enforcement were viewed as significant issues within the Law Enforcement purpose area. Equipment purchases was especially important to law enforcement respondents. Non-law enforcement ranked behavioral health and youth programs as much more significant than equipment purchases or drug enforcement programs.

**Courts/Prosecution/Indigent Defense**

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| --- | --- | --- | --- |
| *Ranking* | *All Respondents* | *Law Enforcement* | *Non-Law Enforcement* |
| 1 | Specialty Courts (35%) | Not applicable (45%) | Specialty courts (51%) |
| 2 | Not Applicable (32%) | Training (33%) | Training (20%) |
| 3 | Training (27%) | Drug/violent crime (26%) | Not applicable and pretrial risk assessment/monitoring (19%) |

Respondents did not appear to feel all that strongly about any particular initiative within Purpose Area 2. This is likely due to the small number of responses from those employed in courts/judicial positions and absence of representatives from the indigent defense field.

**Prevention and Education Programs**

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| --- | --- | --- | --- |
| *Ranking* | *All Respondents* | *Law Enforcement* | *Non-Law Enforcement* |
| 1 | Substance abuse prevention/education (48%) | School violence prevention/education and substance abuse education/prevention projects (47%) | Substance abuse prevention/education (48%) |
| 2 | Domestic violence prevention (40%) | Domestic violence prevention (45%) | Juvenile delinquency (41%) |
| 3 | Juvenile delinquency prevention (37%) | Juvenile delinquency prevention (37%) | Domestic violence prevention (36%) |

Substance abuse prevention/education, domestic violence prevention, and juvenile delinquency prevention (37%) were the top three ranked initiatives within this purpose area. Law enforcement respondents also ranked school violence as a significant issue (47%).

**Corrections/Community Corrections**

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| --- | --- | --- | --- |
| *Ranking* | *All Respondents* | *Law Enforcement* | *Non-Law Enforcement* |
| 1 | Not applicable (46%) | Not applicable (65%) | Community-based offender treatment (38%) |
| 2 | Community-based offender treatment (26%) | Workforce (19%) | Reentry programs (33%) |
| 3 | Jail/prison-based offender treatment (23%) | Jail/prison-based offender treatment (18%) | N/A (28%) |

Nearly half of respondents said that corrections/community corrections initiatives were not applicable to their role or agency. Of those for whom this Purpose Area applies, offender-based treatment is a significant issue.

**Drug Treatment & Enforcement**

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| --- | --- | --- | --- |
| *Ranking* | *All Respondents* | *Law Enforcement* | *Non-Law Enforcement* |
| 1 | Mental illness and other chronic health conditions/services (36%) | Drug enforcement and interdiction (49%) | Co-occur. mental illness and chronic health (48%) |
| 2 | Not applicable (30%) | Not applicable (36%) | Community-based treatment (39%) |
| 3 | Drug enforcement and interdiction (30%) | Co-occur. mental illness and other chronic health (24%) | Corrections-based treatment (35%) |

Co-occurring mental illness and other chronic health conditions/services and drug enforcement/interdiction were ranked as significant issues within the Drug Enforcement Purpose Area. About a third of respondents, however, said that these initiatives did not apply to them. Drug enforcement and interdiction was a top issue for law enforcement (49%) while co-occurring mental illness and chronic health conditions was a top issue within the non-law enforcement group. Treatment was also a significant issue for the non-law enforcement group.

**Planning, Evaluation and Technology**

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| --- | --- | --- | --- |
| *Ranking* | *All Respondents* | *Law Enforcement* | *Non-Law Enforcement* |
| 1 | Training (48%) | Training (56%) | Automated info sharing with community services (44%) |
| 2 | Forensic science lab enhancements (37%) | Forensics lab improvements (44%) | Training (39%) |
| 3 | Automated information sharing projects with justice system partners and community services (33% each) | Database and technology upgrades (39%) | Automated information sharing with justice system partners (30%) |

Training, forensic lab improvements and automated justice information sharing were among the top concerns within the Planning, Evaluation and Technology Purpose Area. Database and technology upgrades were also a major concern among law enforcement.

**Crime Victim and Witness**

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| --- | --- | --- | --- |
| *Ranking* | *All Respondents* | *Law Enforcement* | *Non-Law Enforcement* |
| 1 | Behavioral health/trauma-informed care (42%) | Training and education for CJ practitioners (43%) | Behavioral health services/trauma-informed care (54%) |
| 2 | Child advocacy centers (38%) | Child advocacy centers (43%) | Children exposed to violence (37%) |
| 3 | Children exposed to violence (35%) | Children exposed to violence (33%) | Child advocacy centers (33%) |

Behavioral health/trauma-informed care and youth victimization appear to be major issues overall. Law enforcement ranked training and education for criminal justice practitioners a top priority.

**Mental Health**

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| --- | --- | --- | --- |
| *Ranking* | *All Respondents* | *Law Enforcement* | *Non-Law Enforcement* |
| 1 | Evaluation/assessment of mental health and co-occurring disorders (55%) | Training (58%) | Evaluation/assessment (57%) |
| 2 | CIT Training and support (48%) | Evaluation/assessment (53%) | Residential inpatient behavioral health treatment (55%) |
| 3 | Training (39%) and residential inpatient behavioral health treatment programs (38%) | CIT training/support (51%) | CIT training and support (45%) |

Respondent ranked evaluation/assessment of mental health and co-occurring disorders, CIT training and support, and general training among top concerns within the Mental Health Purpose Area (behavioral health treatment programs were nearly ranked third). Again, law enforcement viewed general training as a top priority.

Ranking Purpose Areas

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| --- | --- | --- | --- |
| Rank | All Respondents | Law Enforcement Only | Non-Law Enforcement |
| 1 | Law enforcement (60%) | LE Program (84%) | Mental Health (71%) |
| 2 | Mental health (60%) | Mental health (48%) | Prevention/education (48%) |
| 3 | Prevention/education (43%) | Prevention and education (36%) | Drug treatment (41%) |
| 4 | Drug Treatment (38%) | Drug Treatment (35%) | Law enforcement (37%) |
| 5 | Planning, evaluation and technology (33%) | Planning, evaluation and tech (33%) | Court/prosecution/indigent defense (35%) |
| 6 | Crime victim and witness (29%) | Crime victim and witness (25%) | Crime victim and witness (35%) |
| 7 | Court/Prosecution Indigent Defense (28%) | Court/prosecution/defense (21%) | Planning, evaluation and tech (34%) |
| 8 | Corrections and community corrections (25%) | Corrections and community corrections (21%) | Corrections and community corrections (29%) |

Law Enforcement, Mental Health and Prevention/Education were identified as the top 3 most important Purpose Areas. Not surprisingly, most law enforcement respondents viewed the Law Enforcement purpose area as the most critical. Most non-law enforcement respondents said Mental Health was a top concern and Drug Treatment was ranked as more significant than the Law Enforcement Purpose Area. Corrections and Community Corrections were viewed as the least important (respondents from the corrections field did not participate in the survey).

Note: there is an error in the survey instrument in which respondents were asked to rank Purpose Areas in order from 1 to 8 with 1 being the most important. However, the question contains checkboxes rather than ranking fields, and therefore respondents could only select rather than rank critical Purpose Areas.

**Performance Measurement Data**

ADECA/LETS’s plan for collecting and submitting performance measurement data required by BJA will be through the collection of quarterly reports from subrecipients.

*Financial Reporting*

In order to obtain financial information concerning the use of federal funds, subrecipients must submit timely reports for review. LETS, "Subgrant Fiscal Report" was established to be submitted on a quarterly basis as previously described. These reports are signed by the Financial Officers or Authorized Officials and reflect the actual receipts and expenditure of funds for the period covered. The report also contains the Asset Seizure and Forfeiture Report for subrecipients needing to report such data.

*Progress Reporting*

Evaluation of projects is important. The goals and objectives of the subgrant project must always be paramount in the minds of personnel conducting the project and those monitoring the progress. To enable the project to be monitored and evaluated, subrecipients are required to submit a quarterly progress report. These reports are prepared according to a template developed by the LETS Division. The performance measures, shown by activity type, are applicable for most purpose areas, and are designed to incorporate the reporting requirements of the Performance Measurement Tools (PMT). The intent of this report is to assist the SAA, local criminal justice planners, practitioners, researchers, and evaluators in: 1) conducting evaluations and performance measurement that will address the effectiveness and efficiency of projects and 2) using evaluation information to improve program planning and implementation.

*UCR Reporting/NIBRS*

In order to ensure compliance with BJA for the collection of required performance measurement data, all subrecipients must be current with all Uniform Crime Reporting (UCR) as required by the Alabama Justice Information Center (AJIC) prior to making application. And in order to move towards NIBRS compliance AJIC plans on having all departments trained by FY 2020.

*PMT Reporting*

In order to ensure compliance with BJA for the collection of required performance measurement data, all subrecipients will be required to submit reports to ADECA/LETS with information for the BJA Performance Measurement Tool (PMT).

# Subgrant Award Process

## Application Process

### *Acquiring an Application*

Subrecipients may check our new online Grants Management System called ***Alabama Grants*** to see what programs are open for applications. Once they are registered in our system they can apply for any of the programs for which they are eligible as long as it is during an open application period.

### *General*

All subrecipients of the ADECA/LETS Division are bound by uniform award, payment and financial reporting requirements. LETS policy letters describe the procedures to be followed by subrecipients in order to properly initiate subgrant activities, receive advancement and reimbursement for expenditures, and report on subgrant activities.

Financial questionnaires must be completed by all subrecipients. This includes a review of the accounting system and a determination that periodic audits are performed to ensure fiscal integrity. New awards are not made to applicants with unresolved audits, delinquent financial or progress reports or other unresolved issues of fiscal integrity, or those debarred or suspended from Federal financial and non-financial assistance and benefits under Federal programs and activities.

### *Request for Proposal Training and Review Process*

For the main purpose areas that Byrne JAG will focus on in the upcoming year, ADECA/LETS has developed a Request for Proposal (RFP) for each.

*Receipt*

Grant applications are initially received in the ***Alabama Grants*** system. The Program Manager(s) review the application for completeness and to determine if the application is acceptable in its current form. All portions of the application must be included, and all required certifications and attachments must be properly signed and attached.

Once an application is deemed acceptable, the Program Manager will then setup the application for review by program staff and/or outside reviewers.

*Subgrant Evaluation*

Once the application is accepted the Program Managers will complete detailed reviews and evaluations of the application. These will include a further review of required application completeness and attachments, to determine if the activity is allowable under federal guidelines; confirm that the program defines measurable terms; confirm that the budget is appropriate for the proposed program; confirm that the budget does not contain unallowable items per federal and state rules or regulations. The application will then move through the different levels of review.

*RFP Review and Award Process*

Each application will be reviewed by program staff that have knowledge in that purpose area. Each application will have a scoring mechanism that staff will use when assessing applications. ADECA/LETS will make awards based upon the highest scoring applications.

### *Applications from less than 10k funds*

This year we are distributing the less than 10k funds through an RFP process in increments of $24,000. This will allow qualified applicants to apply for larger amounts that can be used for equipment replacement/upgrades. Qualified applicants will be notified and a deadline for applications will be set. Once applications have been received they will be reviewed by program staff and scored. The highest scoring applications will be funded until all funds have been exhausted.

### *State Awards*

All awards provided to State entities from the state allocable portion of the award will be primarily based on available guidance from the Office of the Governor. Absent specific priority guidance from the Governor’s Office, funding recommendations are also based on their nexus to established funding priorities and how the projects support those priorities. State entities making application are subject to the same scoring guidelines as the Non-Formula Awards.

### *Approval Routing*

Once the application is deemed complete and has been evaluated, it is routed through the different levels of supervision which eventually reaches the division chiefs office. From there it’s sent to Financial Services, to the Legal Section, to the Audit Section and finally the Director of ADECA for review and concurrence from each. Anyone along this process is empowered to request additional information or clarification of the application.

Once the application has completed this process it is forwarded to the Governor’s Office for final approval. Once approved, the award documents are sent to the subrecipient for acceptance of the award and signature.

**Time Line for Funding**

ADECA /LETS requests annual grant applications in June/July and will accept grant applications anytime throughout the year for State entities and/or local law enforcement entities making application for “Less than $10K Funding”. With the exception of the “Less than $10K Awards” all grants are made for a period of twelve months. Reports are required on the 15th day of the month following the end of the quarter. Annual grants are funded to begin on October 1 with application being accepted beginning in August.

Jul – 2021 Prepare and submit federal application

Aug – Sep 2021 Request subgrant applications for State projects and

annual grants; Subgrant applications awards for annual

grants calculated and awarded

Oct – 2021 Annual subgrant awards begin (State and Local)

Nov – 2021 Begin Accepting Applications for Less than $10K Grants

Oct – Dec 2021 Closeout of 2020 subgrant awards

Dec – Jan 2021 Identify de-obligated funds and unobligated balances

Jan – 2022 Quarterly Reports Due

Apr- 2022 Quarterly Reports Due

Apr – May 2022 Grant Application Prepared and Submitted

Jul – 2022 Quarterly Reports Due for 2021 sub-grants

Aug – Sep 2022 Awards for annual grants calculated and awarded

Oct – 2022 Quarterly Reports Due

Dec 2022 Final Reports Due for 2021 annual sub-awards