

# American Recovery and Reinvestment Act: Assistance to Rural Law Enforcement to Combat Crime and Drugs— July 2009–September 2013

## *Final Report*

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## OVERVIEW

The American Recovery and Reinvestment Act (ARRA) of 2009 was passed on February 13, 2009, as a one-time stimulus response to the economic crisis. Under this provision, several targeted programs were created to address specific problems, in addition to creating and maintaining current jobs. One such program was the Assistance to Rural Law Enforcement to Combat Crime and Drugs (Rural LE) Grant Program. The goal of ARRA Rural LE was to provide federal funds to address specific needs of rural law enforcement agencies in preventing and combating crime, especially drug related crime. As a Recovery Act program, the ARRA Rural LE program was also intended to create and preserve jobs and promote economic recovery.

The ARRA Rural LE program featured several key objectives/initiatives under which grantees could receive funds:

- Combating Rural Crime
- Improving Rural Law Enforcement Investigations
- Enhancing Rural Detention and Jail Operations
- Facilitating Rural Justice Information Sharing
- Training and Technical Assistance

To ensure transparency and accountability for Recovery funding, the Office of Management and Budget (OMB) collected data specifically concerning job creation and maintenance, maintaining the data in a separate public database. Data specific to the creation and retention of jobs through Recovery funding can be found at <http://www.recovery.gov/arra/Pages/default.aspx>.

## INTRODUCTION

In 2009, Congress appropriated \$125 million in funding to the Office of Justice Programs (OJP) for the ARRA Rural LE program through the American Recovery and Reinvestment Act of 2009 (the “Recovery Act”). Originally, \$123.75 million of this amount was designated for ARRA Rural LE activities and \$1.25 million for the National Institute of Justice (NIJ) to fund an evaluation of activities supported by the ARRA LE Program. Applications for both program awards and evaluations were first competed in FY2009. While 212 awards were made, 204 were accepted by BJA grantees. Residual funds remained as a result of some recipients declining their awards and NIJ not receiving any acceptable applications to conduct the above-mentioned evaluation. Consequently, 12 grants were also made in 2010 under a separate solicitation, using the funds that were declined and/or unused in 2009. In total during 2009 and 2010, \$125 million in grants were accepted by 216 grantees, 12 of which were awarded in 2010.<sup>1</sup>

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<sup>1</sup> This report covers data only from grantees who applied under the 2009 solicitation. Grantees who applied under the 2010 solicitation were not required to apply under an objective and consequently did not report in the same manner. These grantees represent less than 2% of the appropriated funds. As a result, the grantees who received grants under the 2010 solicitation are not included in this report.

**Table 1. Active Grantees and Performance Reporting Completion Rate among ARRA Rural LE Competitive Grantees<sup>2</sup>**

Table 1 shows the number of active grantees as well as the number of grantees completing their performance reporting requirements by quarter.<sup>3</sup> Overall, 98% of grantees completed their quarterly performance reporting requirements.

Reporting Period	Grantees Completing PMT Report	Active Grantees	PMT Completion Rate (%)
July–Dec. 2009 <sup>4</sup>	195	203	96%
Jan.–March 2010	198	204	97
April–June 2010	203	204	100
July–Sept. 2010	197	204	97
Oct.–Dec. 2010	202	204	99
Jan.–March 2011	197	204	97
April–June 2011	203	204	100
July–Sept. 2011	198	199	99
Oct.–Dec. 2011	171	171	100
Jan.–March 2012	127	128	99
April–June 2012 <sup>5</sup>	90	90	100
July–Sept. 2012	68	68	100
Oct.–Dec. 2012	35	35	100
Jan.–March 2013	19	19	100
April–June 2013	14	14	100
July–Sept. 2013	6	6	100
<b>Overall</b>			<b>98%</b>

<sup>2</sup> This report is based on data reported into the Performance Measurement Tool (PMT) by active grantees. Once grantees have closed out their BJA grant award, they are no longer obligated to report into the PMT and other BJA grant-related system and are also under no obligation to continue their programs. A primary limitation of this report as a closeout report is the inability to verify out-of-range values with grantees, since all grants are closed out.

<sup>3</sup> The term “active grantees” refers to the total number of grantees in the PMT during the quarter. Once a grantee closes out a grant, that grantee is no longer required to report and will subsequently not be active in the PMT.

<sup>4</sup> The first collection period spanned two quarters, while all other collection was done quarterly. Caution is therefore recommended when comparing data from July–December 2009 with other quarters. This caveat will be noted in later tables and figures in this report with an asterisk (\*).

<sup>5</sup> In later reporting periods, the number of active grantees decreased as grantees began to close out their awards. As a result, reported values decreased over time. This should be taken into consideration when reviewing the data.

**Table 2. ARRA Rural LE Competitive Grants and Funding Levels by Organization Type**

Table 2 lists the number of grants awarded and the amount of funds received by organization type. Units of local government received the most grant awards (76%) as well as a majority of the available grant funding (56%). State agencies were second in awards and funding, though they had markedly less of both than did units of local government.

Organization Type	Number of Grantees	Percentage of Grants (%)	Total Grant Funds (Dollars)	Percentage of Grant Dollars (%)
Unit of Local Government	156	76%	\$ 63,728,106	56%
State Agency	29	14	38,708,262	34
Tribal Government	18	9	11,494,287	10
Other	1	1	853,404	1
<b>Total</b>	<b>204</b>	<b>100%</b>	<b>\$ 114,784,059<sup>6</sup></b>	<b>100%</b>

**Table 3. ARRA Rural LE Competitive Grants by Funding Category**

Table 3 shows the distribution of grants and funding across each of the four objectives or initiatives.<sup>7</sup> Most grantees received funding under the Combating Rural Crime objective. This objective was also allocated the largest amount of grant funding (47%). The lowest amount of funding (12%) was allocated for grants under the Improving Rural Law Enforcement Investigations objective.

Funding Category	Number of Grantees	Total Grant Funds (Dollars)	Percentage of Grant Dollars (%)
Combating Rural Crime	95	\$ 54,118,511	47%
Improving Rural Law Enforcement Investigations	40	13,981,441	12
Enhancing Rural Detention and Jail Operations	37	18,320,228	16
Facilitating Rural Justice Information Sharing	32	28,363,879	25
<b>Total</b>	<b>204</b>	<b>\$114,784,059</b>	<b>100%</b>

## PERFORMANCE MEASURES

Recipients of ARRA Rural LE awards were required to report performance measurement data in the Performance Measurement Tool (PMT) quarterly. Not all grantees reported on the same performance measures. Rather, grantees responded to questions specific to the objectives set forth in their grant application. This allowed grantees to enter performance data only for activities that were relevant to their award type. In this report, each objective and its associated performance measures are presented separately.

### I. Combatting Rural Crime

The largest number of grantees (95) received awards under the Combatting Rural Crime objective. Grantees who received funds in this area used them to help prevent and combat criminal activity affecting rural areas. Funds were used to finance law enforcement expenditures and offer additional

<sup>6</sup> This number is not expected to match the total amount BJA designated to activities under this grant, because both TTA grants (which represent about 6% of total designated funds) and 2010 grants (which represent less than 2% of designated funds) are not included in this report.

<sup>7</sup> Recipients of Training and Technical Assistance (TTA) awards are not required to report in the PMT; they report into a separate system instead. As a result, TTA grant activities were excluded from this report.

resources to address drug-related crime. Tables 4 and 5 and Figures 1–3 contain data only from the 95 grantees who received funding under this objective.

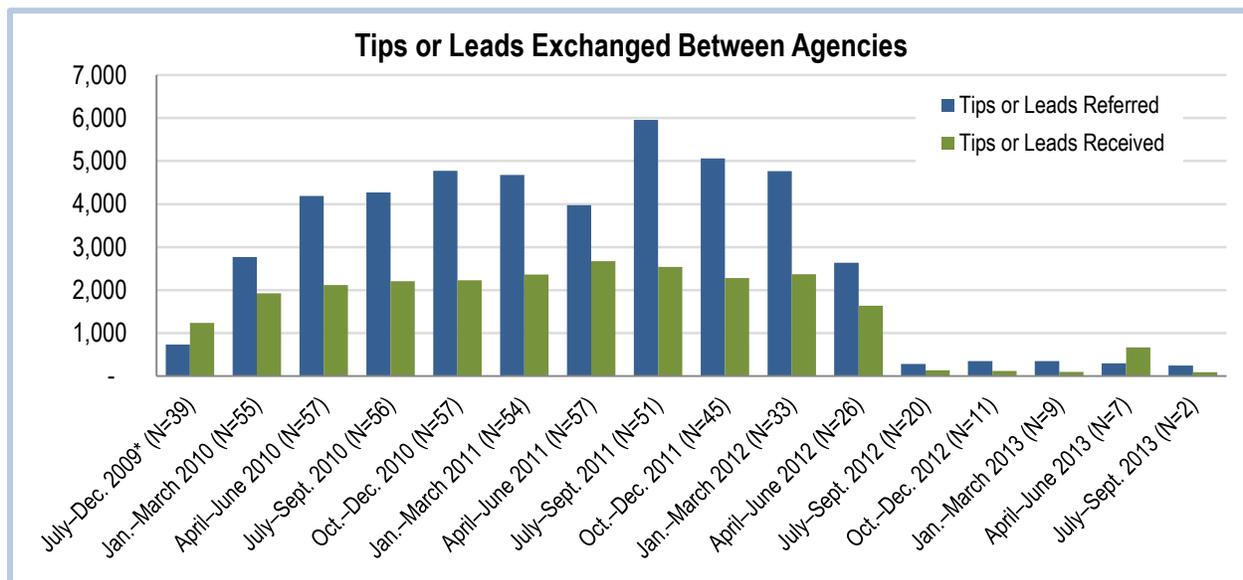
**Table 4. Number of Submissions to Multijurisdictional and Intelligence Databases**

Table 4 lists the number of submissions grantees made to multijurisdictional and intelligence databases during each reporting period. Since July 2009, a total of 102,073 submissions were made to multijurisdictional and intelligence databases. On average, 6,380 submissions were made to multijurisdictional and intelligence databases each quarter.

Reporting Period	Number of Submissions to Database during Reporting Period
July–Dec. 2009* (N=23)	9,373
Jan.–March 2010 (N=26)	6,678
April–June 2010 (N=37)	4,190
July–Sept. 2010 (N=38)	9,894
Oct.–Dec. 2010 (N=43)	8,661
Jan.–March 2011 (N=42)	9,649
April–June 2011 (N=43)	11,034
July–Sept. 2011 (N=39)	11,511
Oct.–Dec. 2011 (N=36)	9,105
Jan.–March 2012 (N=25)	8,262
April–June 2012 (N=20)	5,453
July–Sept. 2012 (N=12)	1,940
Oct.–Dec. 2012 (N=7)	712
Jan.–March 2013 (N=5)	1,299
April–June 2013 (N=4)	1,512
July–Sept. 2013 (N=1)	2,800
<b>Total</b>	<b>102,073</b>

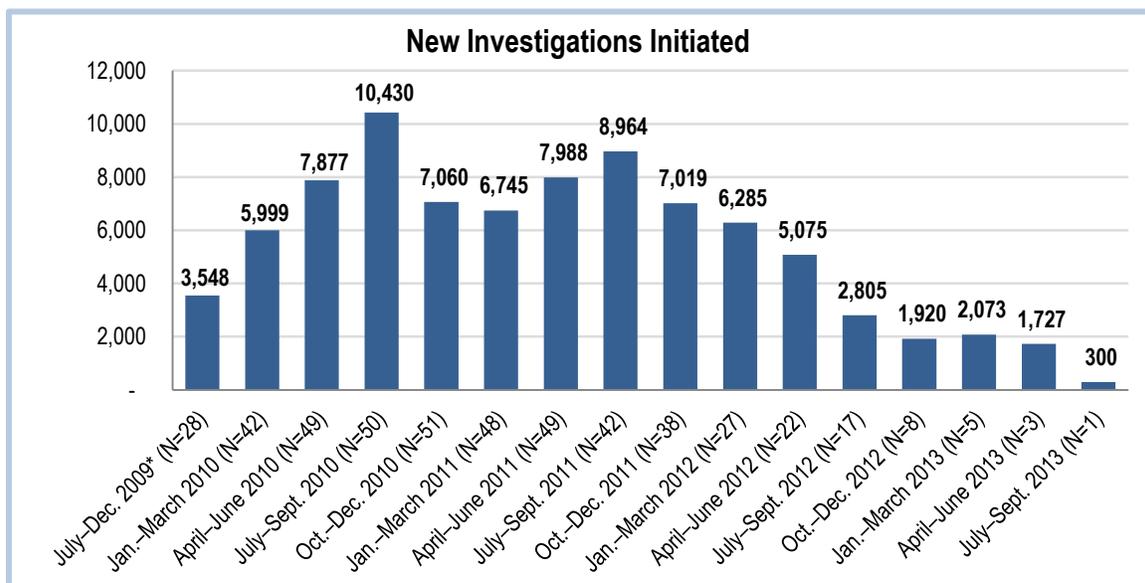
### Figure 1. Number of Tips/Leads Exchanged Between Agencies

Figure 1 shows the number of tips or leads referred to or received from other agencies. Between July 2009 and September 2013, a total of 45,338 tips or leads were referred to other agencies by grantees. On average, 2,834 tips or leads were referred each reporting period. During the same time span, 24,698 tips or leads were received by grantees from other agencies. On average, 1,544 tips or leads were received each reporting period.



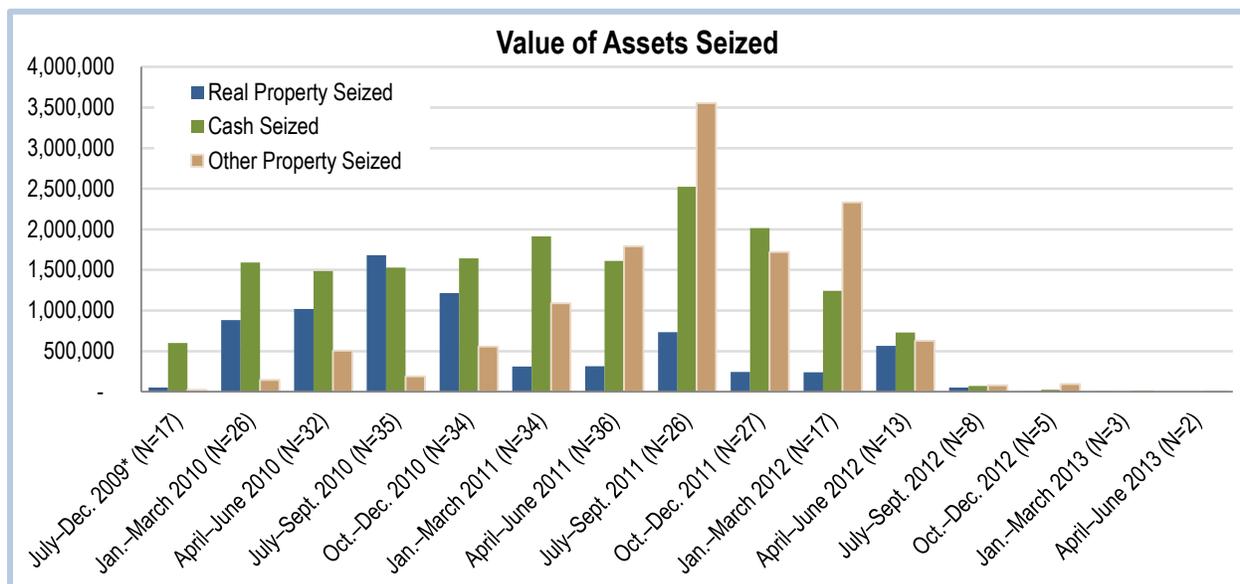
### Figure 2. Number of New Investigations Initiated

Figure 2 notes the number of new investigations grantees initiated during each reporting period. A total of 85,815 investigations have been initiated since July 2009, averaging 5,363 each reporting period.



### Figure 3. Value of Assets Seized<sup>8</sup>

From July 2009 through June 2013, grantees seized a variety of assets, including cash, property, and other items. To date, more than \$37 million in assets have been seized. The majority of reported seizures (46%) were of cash, with a value of over \$16 million. Grantees also seized about \$7 million in real property and more than \$12 million in other items, such as jewelry and cars.<sup>9</sup>



### Table 5. Quantity of Drugs in Kilograms (kg) Seized

Table 5 shows the amount of drugs seized by grantees in kilograms (kg). From July 2009 to September 2013, more than 50,000 kg of drugs were seized. On average, 3,933 kg were seized during each reporting period.

Reporting Period	Quantity of Drugs Seized in Kilograms (kg)
July-Dec. 2009* (N=15)	1,065
Jan.-March 2010 (N=24)	3,317
April-June 2010 (N=31)	3,598
July-Sept. 2010 (N=33)	8,219
Oct.-Dec. 2010 (N=30)	2,870
Jan.-March 2011 (N=30)	3,398
April-June 2011 (N=30)	4,631
July-Sept. 2011 (N=25)	7,444
Oct.-Dec. 2011 (N=26)	1,136
Jan.-March 2012 (N=17)	3,179
April-June 2012 (N=12)	2,801
July-Sept. 2012 (N=8)	1,572
Oct.-Dec. 2012 (N=5)	4,399

<sup>8</sup> No values were reported for this measure in the last reporting period (July–September 2013). This is due primarily to the low number of grantees reporting in the last few quarters because of closeouts. In Figure 3 (and for all figures and tables in this report), reporting periods that had no reported values were excluded.

<sup>9</sup> Real property refers to real estate, such as land and buildings.

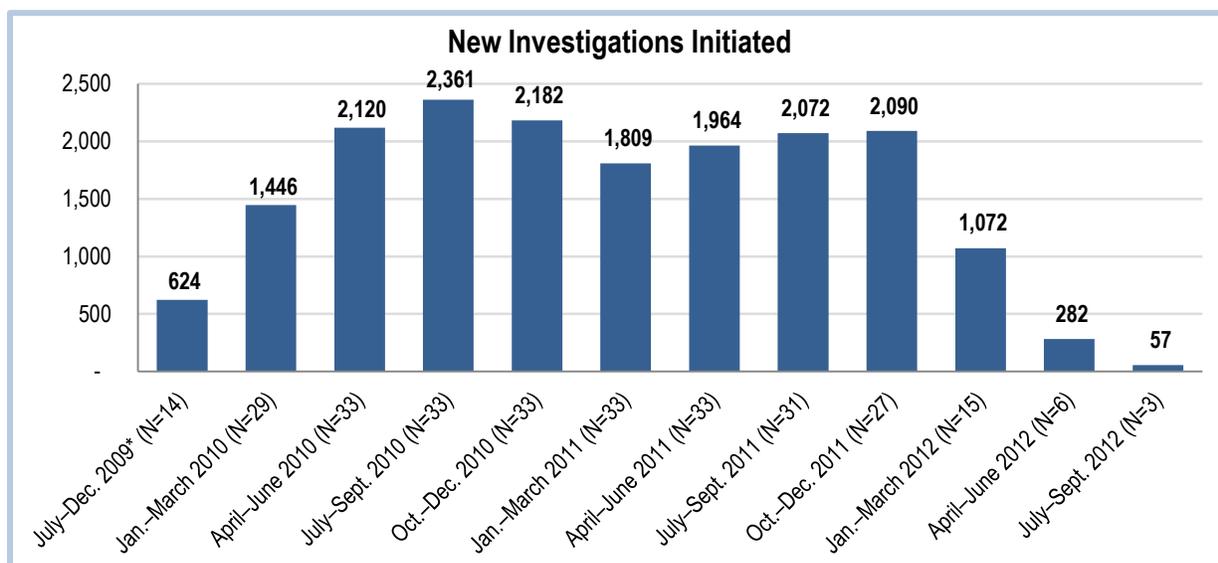
Jan.–March 2013 (N=3)	608
April–June 2013 (N=2)	2,662
<b>Total</b>	<b>50,899</b>

## II. Improving Rural Law Enforcement Investigations

The objective with the second highest number of grantees (40) was Improving Rural Law Enforcement Investigations. Grantees receiving funds under this objective used grant funds to improve the capacity of rural law enforcement agencies to conduct criminal investigations by enhancing the administration and operations of law enforcement agencies. Figures 4 and 5 contain data only from the 40 grantees who received awards under this objective.

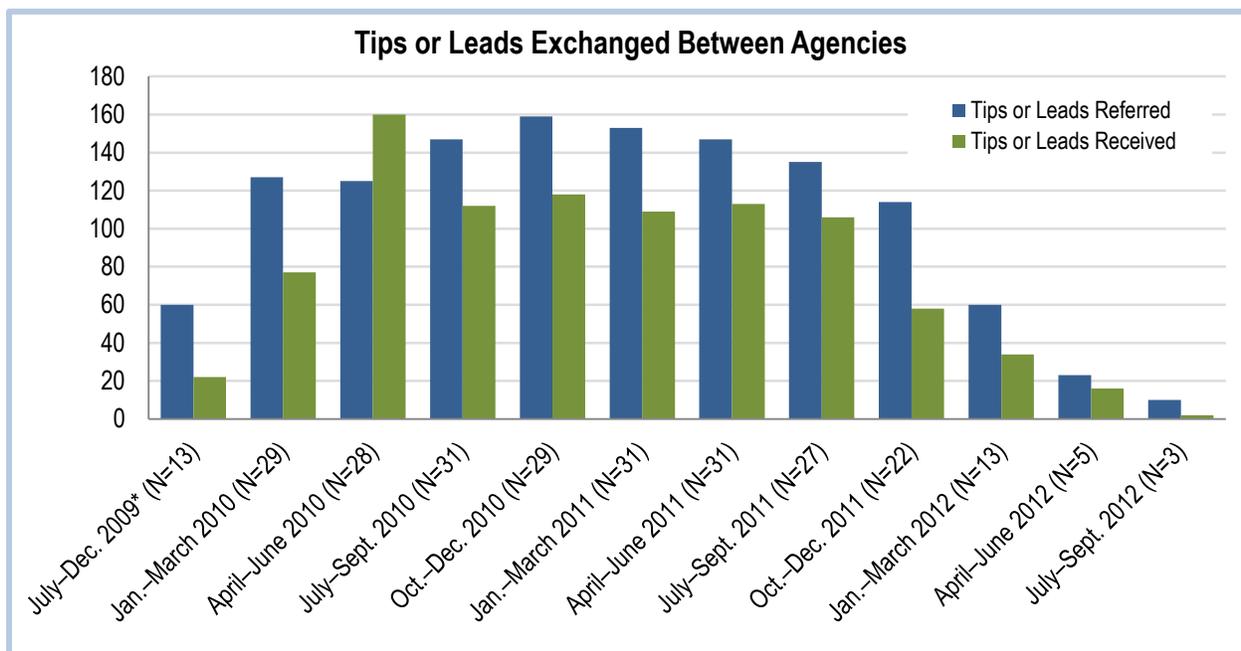
### Figure 4. Number of New Investigations Initiated

Figure 4 presents the number of new investigations initiated during each reporting period. In total, 18,079 investigations were initiated, averaging 1,507 new investigations in each reporting period.



### Figure 5. Number of Tips/Leads Exchanged Between Agencies

Figure 5 shows the number tips or leads referred to and received from other agencies. From July 2009 to September 2012, 1,260 tips or leads were referred to other agencies, averaging 105 tips or leads referred each reporting period. A total of 927 tips or leads were received from other agencies, averaging 77 tips or leads received each reporting period.



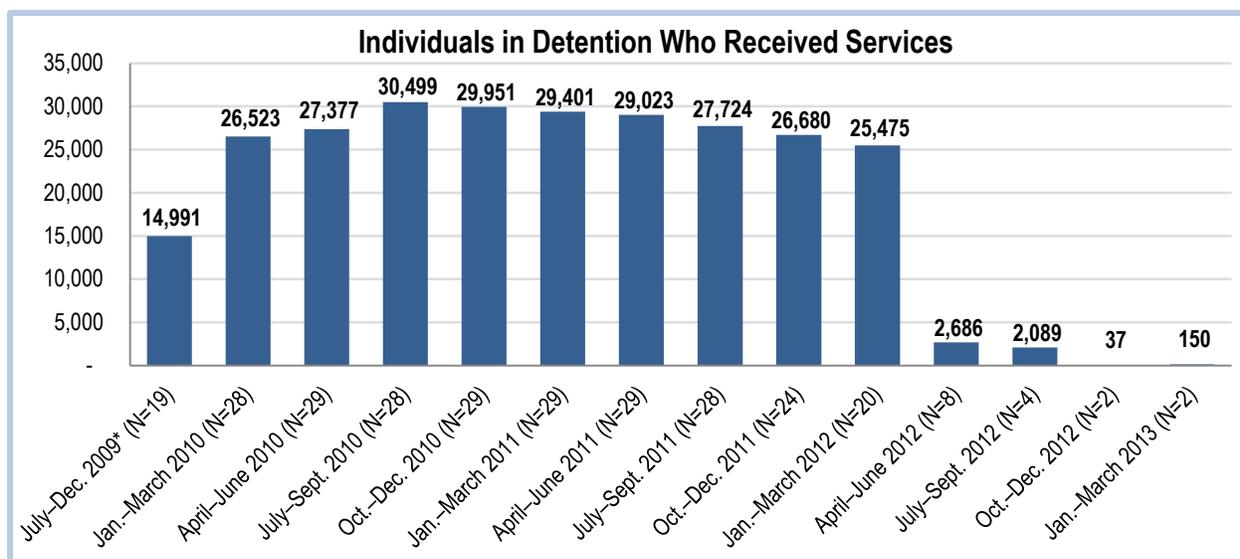
### III. Enhancing Rural Detention and Jail Operations<sup>10</sup>

A total of 36 grantees received awards under the Enhancing Rural Detention and Jail Operations objective of ARRA Rural LE. These grantees used their grant funding to improve corrections-related functions by promoting collaboration within the correctional system, hiring correctional personnel, and increasing the number of individuals receiving necessary services. Figure 6 contains data only from the 36 grantees who applied under this objective.

#### Figure 6. Number of Individuals in Detention who Received Services

Figure 6 shows the number of individuals in detention who received services. A total of 272,606 individuals received services. On average, 17,038 individuals received services during each reporting period.

<sup>10</sup> Only two questions were asked under this objective. Due to validity issues with one measure, it has been excluded.



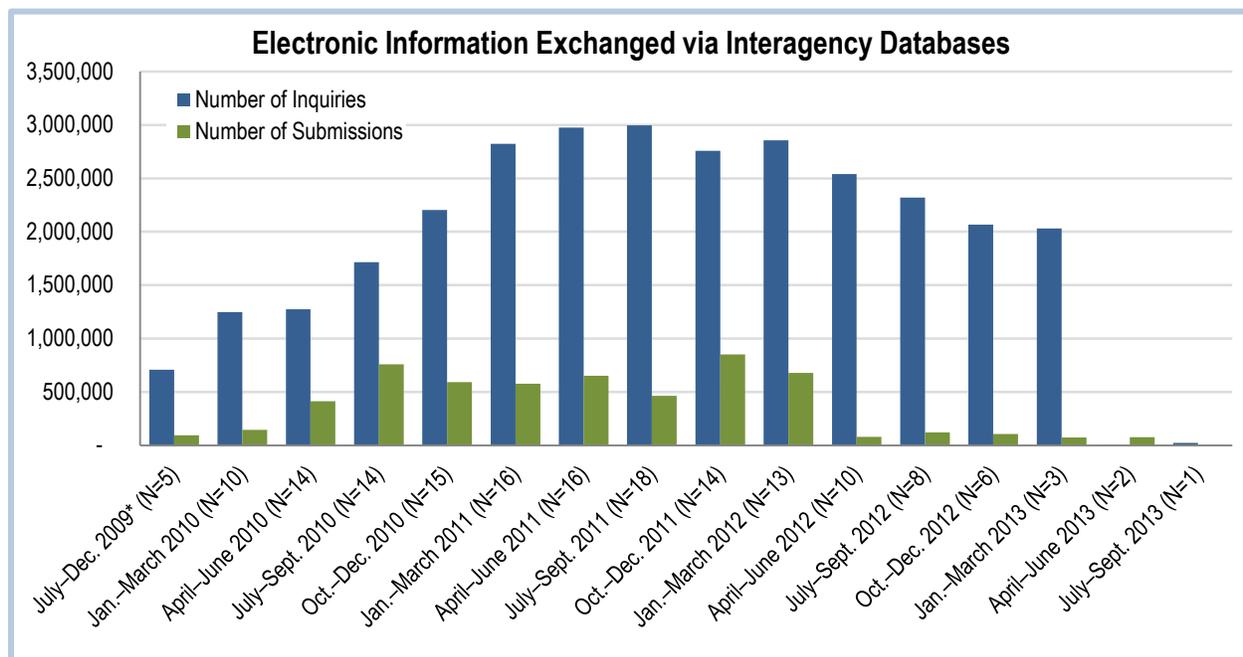
#### IV. Facilitating Rural Justice Information Sharing<sup>11</sup>

The 32 grantees who received funds under the Facilitating Rural Justice Information Sharing objective used grant funds to establish and maintain partnerships between various law enforcement agencies. Grantees were encouraged to strengthen multijurisdictional intelligence gathering and information-sharing activities in an effort to reduce and prevent criminal activities. Figure 7 contains data only from the 32 grantees who applied under this objective.

<sup>11</sup> Grantees who applied under the Facilitating Rural Justice Information Sharing objective only had to report on one objective-specific measure, so only this measure is reported.

## Figure 7. Electronic Information Exchanged via Interagency Databases

Figure 7 shows the amount of electronic information exchanged using multijurisdictional or interagency databases. Over 5.6 million submissions were made to shared databases. In addition, over 30.5 million inquiries were made of multijurisdictional or interagency databases.



## ACCOMPLISHMENTS

The ARRA Rural LE grant program offers important flexibility with funding that allows justice agencies to address local issues. Activities range widely among grantees. The following passages are taken directly from the achievement narratives grantees wrote.<sup>12</sup> These passages represent only a small sample of the accomplishments grantees achieved using ARRA Rural funds, with each passage representing one of the four initiatives.

- Combating Rural Crime:** “During the current reporting period [July–December 2009], the Nebraska Attorney General’s Office (AGO) established the Cybercrime Unit (The Unit) within the AGO. In December 2009, the AGO hired one cybercrime prosecutor and one cybercrime investigator. The Unit has issued administrative subpoenas to internet service provider companies and received information identifying and locating persons suspected of possessing and distributing child pornography within Nebraska. The Unit, in collaborative efforts with local law enforcement, has obtained and executed search warrants leading to the successful search and seizure of personal computers in the possession, control or custody of persons suspected of trafficking and trading child pornography in Nebraska.” (State of Nebraska Attorney General, 2009-SD-B9-0132)
- Improving Rural Law Enforcement Investigations:** “Two full-time officers were hired, and the first started employment on November 9, 2009. The additional officers enabled the Independence Police Department (IPD) to begin providing additional police coverage to the City of Independence. The city previously had 12–13.5 hours of daily coverage, where it now was able to provide nearly 23 hours of coverage per day. In addition to the two full-time police officers, IPD hired two part-time

<sup>12</sup> Grantee accomplishment narratives are drawn from grantee responses to BJA’s semiannual narrative. The success stories included here are primarily direct quotes from grantees. Narratives may be abridged or otherwise changed slightly only for clarification.

officers to help with grant goals. The Independence Police Department immediately began assuming control of all calls for service within the city, leaving Sheriff's Deputies to handle other calls in their jurisdiction. Preliminary data obtained from dispatch records show that the Sheriff's Department's case numbers in the City of Independence have been reduced by about 35%. Steps have been taken to begin collecting more complete data to begin analysis for Problem Oriented Police strategies. One of the part time officers hired will be gaining work experience by assisting in collecting data at dispatch. Grant funds have allowed the department K9 to receive additional training in tracking and area search. This training will not only enable officers to search for fleeing suspects and evidence, but it will also be a rescue aid for children, elderly, and other persons that are lost or missing from the area. Groundwork has been started by two officers assigned to create Elderly and Hispanic Liaison programs to have meetings that will begin serving the community the first quarter of 2010. Contact has been made with the Independence Schools to see what services they would like to see from the Independence Police." (City of Independence [WI], 2009-SD-B9-0105)

- *Enhancing Rural Detention and Jail Operations:* "Accomplishments during the reporting period: 1) Two Deputies trained to assist with supervision and security of inmates receiving mental health services. 2) Connections made with local mental health providers to provide treatment both in and out of the facility (collaborative partnership). 3) 630% increase in the number of inmates receiving mental health services." (Columbia County [OR], 2009-SD-B9-0033)
- *Facilitating Rural Justice Information Sharing:* "Michigan State Police (MSP) provided on-site training July 13, 2011, on submitting Tribal criminal history data with the State of Michigan Criminal History Records Division/Law Enforcement Information Network (LEIN). Training was provided to law enforcement, the prosecutor's office and Tribal Court personnel. Fifty-two criminal history records were identified by MSP for updates on charges and dispositions to the State. These records are in the process of being corrected. Interfacing of multiple databases occurred to increase efficiency. All criminal history records are electronically connected and accessible to law enforcement, the prosecutor's office, and the court (interfacing is 95% complete). We currently have 2,714 cases on Access database based on criminal history records from 1989 to 2011. We entered 2010 and 2011 criminal history cases to the Prosecuting Attorney Coordinating Council (PACC)/Prosecuting Attorneys Association of Michigan (PAAM) Module and are in the process of entering years 2009 back to 1989. All necessary upgrades for data sharing completed for Access and PACC/PAAM module data-sharing between Tribal Police and the prosecutor's office. Vendors completed interface between law enforcement and LiveScan machine for criminal history and fingerprints. Partnership with other Tribes to be accomplished by the end of the grant." (Grand Traverse Band of Ottawa And Chippewa Indians [MI], 2009-SD-B9-0051)

## CONCLUSION

ARRA legislation provided crucial financial assistance to grantees in combatting rural crime.. Grantees were able to hire and retain law enforcement personnel, improve their information-sharing practices, and offer services to individuals in detention.

## SUMMARY FINDINGS

- Over the life of the ARRA Rural LE program, 98% of grantees completed their quarterly PMT requirements.
- The majority of grants and grant funding were received by units of local governments, as opposed to State or Tribal agencies.

- The majority of grantees requested funding under the Combating Rural Crime objective.
- Since July 2009, grantees reporting under the Combating Rural Crime objective reported making 102,073 submissions to multijurisdictional and intelligence databases.
- Between July 2009 and September 2013, grantees receiving funds under the Combating Rural Crime objective reported referring 45,338 tips or leads to other agencies. During the same time span, 24,698 tips or leads were received from other agencies by the grantees reporting under this objective.
- Since July 2009, 85,815 investigations have been initiated by grantees who received funding under the Combating Rural Crime objective.
- More than \$37 million in assets were seized by grantees, the largest asset category of which was cash (46%), with a value of over \$16 million.
- From July 2009 to September 2013, more than 50,000 kg of drugs were seized.
- In total, 18,079 investigations were initiated by grantees who received grants under the Improving Rural Law Enforcement Investigations objective.
- From July 2009 to September 2012, grantees reporting under Improving Rural Law Enforcement Investigations objective reported referring 1,260 tips or leads to other agencies. In addition, 927 tips or leads were received from other agencies by the grantees reporting under this objective.
- In total, 272,606 individuals who were in detention received services.
- Over 5.6 million submissions were made to shared databases by grantees reporting under the Facilitating Rural Justice Information Sharing objective. In addition, grantees reporting under this objective made 30.5 million inquiries using multijurisdictional or interagency databases.