

Program Performance Report

CORRECTIONAL SYSTEMS AND CORRECTIONAL ALTERNATIVES ON TRIBAL LANDS

October 2011–March 2012



BJA
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Correctional Systems and Correctional Alternatives on Tribal Lands

Program Performance Report (April 2011–March 2012)

The following Program Performance Report (PPR) examines key findings of the Correctional Systems and Correctional Alternatives on Tribal Lands (CSCATL) program. As of March 2012, 54 Federal Awards were open in the Performance Measurement Tool (PMT), and of those, 12 were not operational. Of those that are open, 6 were awarded in 2009, 25 in 2010, and 23 in 2011. All data analyzed in this PPR are self-reported by individual grantee organizations.

The key objective of the CSCATL program is to assist in the planning, renovation, and construction of correctional facilities and facilities that serve as an alternative to incarceration for juvenile and adult offenders on tribal land. In addition, this funding allows tribes to explore community-based alternatives to help prevent and control jail overcrowding due to alcohol and other substance abuse–related crime. The Bureau of Justice Assistance (BJA) administers the CSCATL program in coordination with the Bureau of Indian Affairs (BIA) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP).

Table 1. CSCATL Awards and PMT Completion Percentage

	All Awards	Active Awards that Completed PMT	Percent (%)
April–June 2011	41	32	78
Construction	2	2	100
Planning	27	22	81
Renovation	12	8	67
July–Sept. 2011	36	31	86
Construction	2	0	0
Planning	23	21	91
Renovation	11	10	91
Oct.–Dec. 2011	58	39	67
Construction	5	1	20
Planning	35	27	77
Renovation	18	11	61
Jan.–March 2012	54	37	69
Construction	4	0	0
Planning	33	27	82
Renovation	17	10	59

Table 1 shows the number of open awards ranged from 36 during the July–September 2011 quarter to 58 during the October–December 2011 quarter. The increase (from 36 to 58) is attributable to new BJA awards granted during the latter quarter. However, not all awards were operational, and not all grantees submitted quarterly reports into the Performance Measurement Tool (PMT). The percentage of operational and active awards, which were examined in this PPR, ranged from 67% (October–December 2011) to 86% (July–September 2011).

Key Findings and/or Observations

- The percentage of grantees completing important planning and renovation milestones decreased after the July–September 2011 quarter primarily because of new FY2011 grant awards that were added.
- The number of grantees completing middle- and late-stage renovation milestones varied only slightly during the time period examined.
- Of the four grantees that were awarded funds for construction projects, none reported data for the January–March 2012 quarter. Of those four, one grantee (the Lac du Flambeau Band of Lake Superior Chippewa Indians) completed a new construction project.

Key Performance Measures

Measure	Data Elements Used to Calculate Measure	Definition	Interpretation
1. Number of Rehabilitation-based Programs Implemented or Enhanced Based on Facility Renovation or Construction	<ul style="list-style-type: none"> A. Treatment programs (substance abuse, mental health) B. Vocational assistance programs C. Alternative education programs D. Family reunification programs E. Pretrial services F. Probation services G. Physical health services H. Other types of rehabilitation-based programs 	<p>Treatment program—Program or strategy designed to provide individuals with the support and skills needed to abstain from using alcohol and drugs or address mental health needs to help manage offenders and facilitate reintegration into the community.</p> <p>Vocational assistance program—Program or strategy designed to provide individuals with job skills or training that will prepare and assist offenders with sustaining employment.</p> <p>Alternative educational program—Alternative education programming designed to provide inmates with opportunities to obtain or work toward a GED, a high school diploma, and/or higher education degree.</p>	This measure examines the number of rehabilitation-based programs implemented. In using CSCATL funding, grantees may choose to implement and/or enhance various types of rehabilitation-based programs.
2. Types of Community-based Options Created	<ul style="list-style-type: none"> A. Transitional housing for offenders returning to the community from correctional facilities B. Halfway housing (residential) for offenders who are finishing sentences for violating terms of their release C. Residential facilities for nonviolent juveniles adjudicated guilty by a court D. Day reporting centers E. Pretrial services/programs F. Probation/parole programs G. Treatment programs (substance abuse, mental health) H. Other community-based options 	<p>Community-based options—Services or programs in the community designed to assist individuals with rehabilitation efforts that do not involve incarceration in a correctional facility.</p> <p>Day reporting center—A place where select offenders must report while on probation or parole and where the offenders receive more intensive services. Day reporting centers may include educational services, vocational training, treatment, and other service deliveries.</p> <p>Pretrial diversion program—A program in which defendants essentially are put on probation for a set period of time, and their cases do not go to trial during this time. If the defendants meet conditions set by the court, the charges will be dismissed.</p>	This measure examines the number of community-based options created. In using CSCATL funding, grantees may choose to create various types of community-based options.
3. Planning Milestones (1–6 Months)*	<ul style="list-style-type: none"> A. Appoint Project Manager B. Attend Planning Training Workshop C. Hire Consultant D. Complete Community Profile Review 	Determines whether or not grantees have met a milestone goal under the planning stage of their programs.	This measure examines the progress that grantees are making in meeting key milestones during the early planning stages of their respective programs.

Measure	Data Elements Used to Calculate Measure	Definition	Interpretation
4. Planning Milestones (6–12 Months)*	<ul style="list-style-type: none"> A. Complete Case Processing Review B. Complete Data Review C. Identify Goals and Objectives D. Complete Preliminary Project Budget E. Submit Master Plan to BJA Project Manager 	Determines whether or not grantees have met a milestone goal under the planning stage of their programs.	This measure examines the progress that grantees are making in meeting key milestones during the latter planning stages of their respective programs.
5. Renovation Milestones (1–2 Months)*	<ul style="list-style-type: none"> A. Establish Total Project Budget B. Conduct National Environmental Policy Act (NEPA) Review C. Select and Retain Architecture and Engineering Firm D. Appoint Project Manager 	Examines key milestones for grantees beginning the early renovation stages of their programs.	This measure examines milestones for grantees engaged in the early stages of renovation, focusing on three key milestones that allow them to progress and pave the way for middle-stage procedures.
6. Renovation Milestones (2–8 Months)*	<ul style="list-style-type: none"> A. Submit Staffing and Operations Budget B. Submit 99% Design Document to Bureau of Indian Affairs (BIA) Office of Facilities Management and Construction (OFMC) and Division of Safety and Risk Management (DSRM) for Review C. Complete Renovation Documents 	Examines key milestones for grantees beginning the middle stages of renovation.	This measure examines milestones for grantees engaged in the middle stages of renovation, focusing on three key milestones that allow them to progress and pave the way for latter-stage procedures.
7. Renovation Milestones (8–32 Months)*	<ul style="list-style-type: none"> A. Award Contract to Selected Construction/Renovation Company B. Commence Renovation C. Complete 50% of Renovation D. Complete Building Construction 	Examines key milestones for grantees nearing the completion of renovation activities.	This measure examines milestones for grantees engaged in the latter stages of construction, focusing on three key milestones that allow them to progress and pave the way for post-construction procedures and program completion.
8. Construction Milestones*	<ul style="list-style-type: none"> A. Confirm Site and Obtain Clearances B. Establish Total Project Budget C. Appoint Project Manager D. Conduct NEPA Review E. Submit Environmental Assessment to BJA and BIA F. Form Transition Team G. Develop and Distribute Request for Proposal for Architecture and Engineering Services H. Select and Retain Architecture and Engineering (A&E) Firm I. Commence Occupancy and Initial Operations 	Determines whether or not grantees have met a milestone goal under the construction stage of their programs.	<p>This measure examines the progress that grantees are making in meeting key milestones during the construction stages of their respective programs.</p> <p>The recommendation for meeting these milestones is 1–32 months.</p>

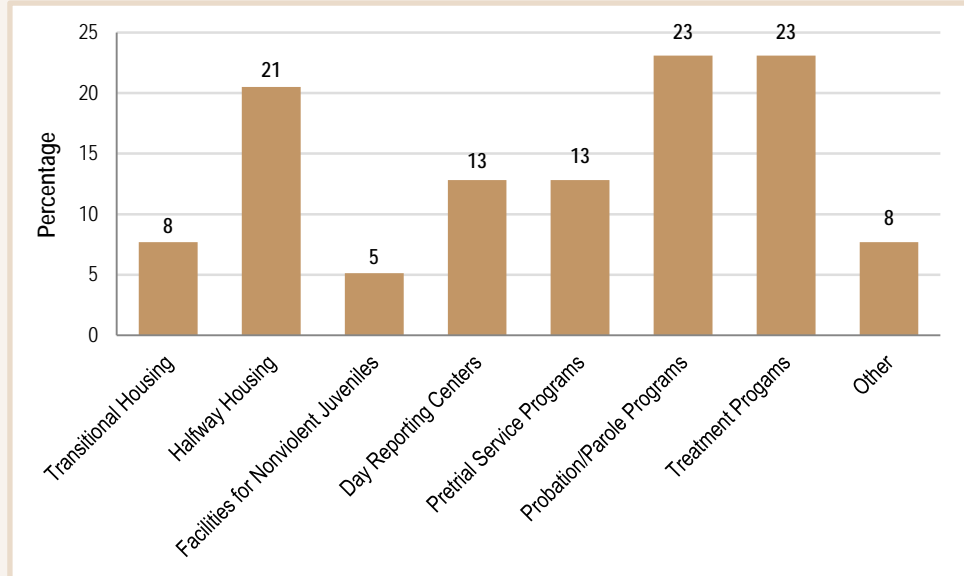
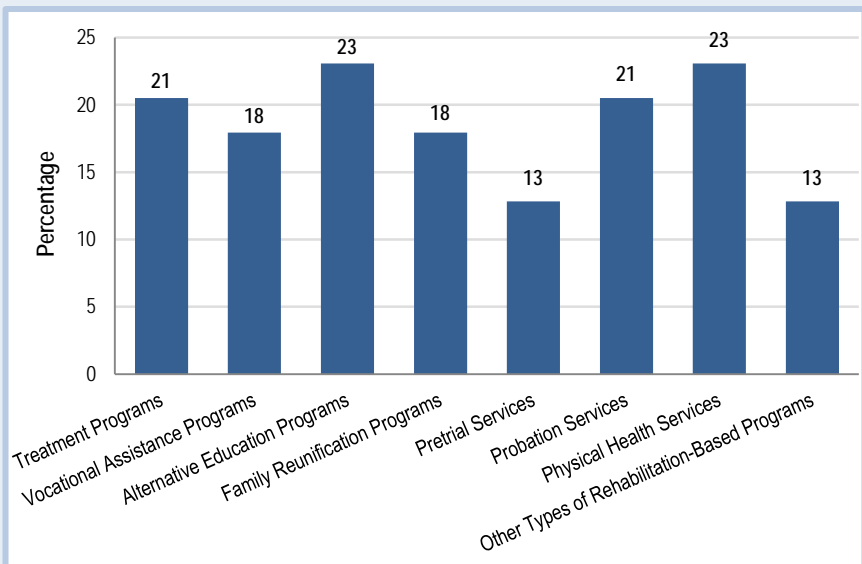
* Milestone measures were selected based on a variety of criteria, including the amount of data available for each measure, as well as whether most grantees had data to report for a particular measure. Measures were chosen that accurately reflect the status of most grantees. For instance, since grantees are in various stages of renovation projects, just the measures that reflect each stage of renovation were selected. The same is true for planning milestones, as grantees are currently at various stages of implementing their planning programs.

Graphs of Key Measures

Rehabilitation-Based Programs Implemented or Enhanced (October–December 2011)¹ (N=39)

This graph examines the percentage of grantees that implemented or enhanced a rehabilitation-based program resulting from new or enhanced facilities.

Alternative education and physical health services were the most common types of rehabilitation programs implemented or enhanced by grantees (23%; 9 out of 39 grantees). Additionally, treatment programs and probations services were also commonly implemented or enhanced by grantees (21%; 8 out of 39 grantees).



Number of Community-Based Program Options Created (October–December 2011)² (N=39)

This graph examines the percentage of grantees that created new community-based program options.

Probation/parole programs (23%) and treatment programs (23%) were created by grantees resulting from new or enhanced facilities. In addition, 21% of grantees also created halfway-housing options.

¹ This question is asked on a semiannual basis during the April–June and October–December 2011 reporting periods.

² This question is asked on a semiannual basis during the April–June and October–December 2011 reporting periods.

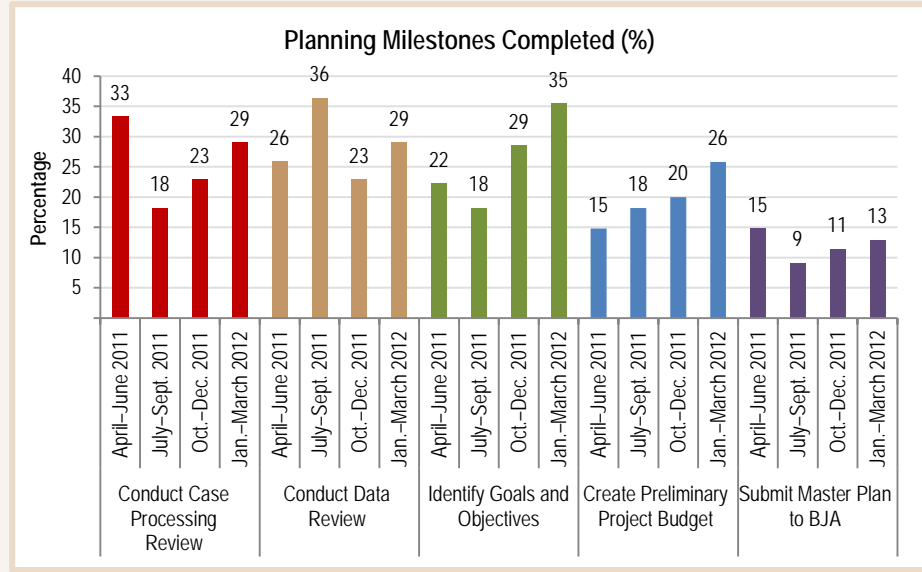
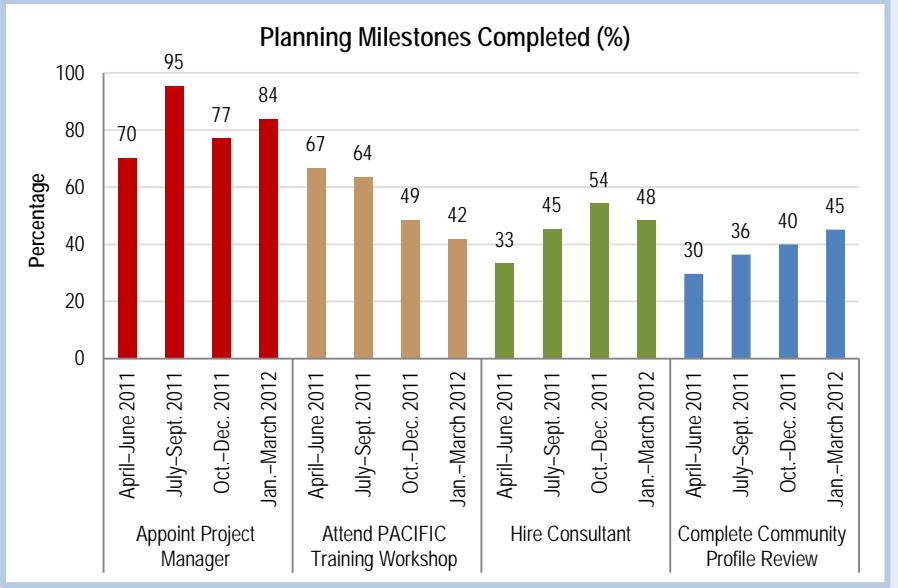
Planning Milestones

Table 1 on page 2 shows the number of active grantees that reported in the PMT by reporting period. The reporting completion percentage ranges by quarter. Grantees are asked to complete a series of milestones that are important indicators of how well grantees are progressing with their strategic planning for renovation and/or construction of new facilities. Generally, the milestones are completed in sequential order, and most grantees will complete most milestones throughout the life of their strategic planning process.³

Planning Milestones: 1–6 Months

This graph shows the percentage of operational grantees that have completed important milestones during the first 6 months of the strategic planning process.

The decrease after the July–September 2011 reporting period for the first two milestones (Appoint Project Manager and Attend Planning Training Workshop) is due to an increase in the number of operational grantees (i.e., new awards). Not quite half of the grantees have hired a consultant (15 of 31 [48%]) and completed a community profile review (14 of 31 [45%]) as of the January–March 2012 quarter.



Planning Milestones: 6–12 Months

This graph shows the percentage of operational grantees that have completed important milestones during the last 6 months of the strategic planning process.

Generally, the percentage of operational grantees completing the 6–12 month milestones has increased during the last three quarters. At the end of the January–March 2012 quarter, 12% (4 of 33) submitted a Master Plan to BJA.

³ A few milestones will be “not applicable” to some grantees; therefore, not all grantees will complete all milestones.

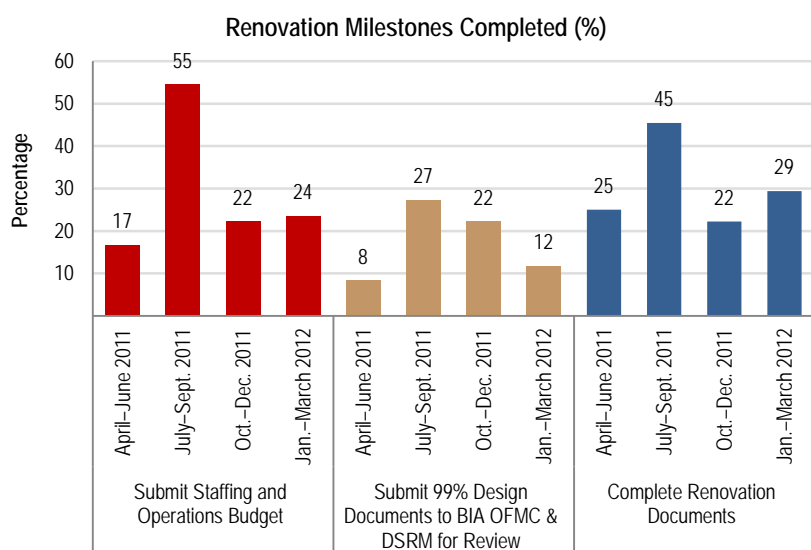
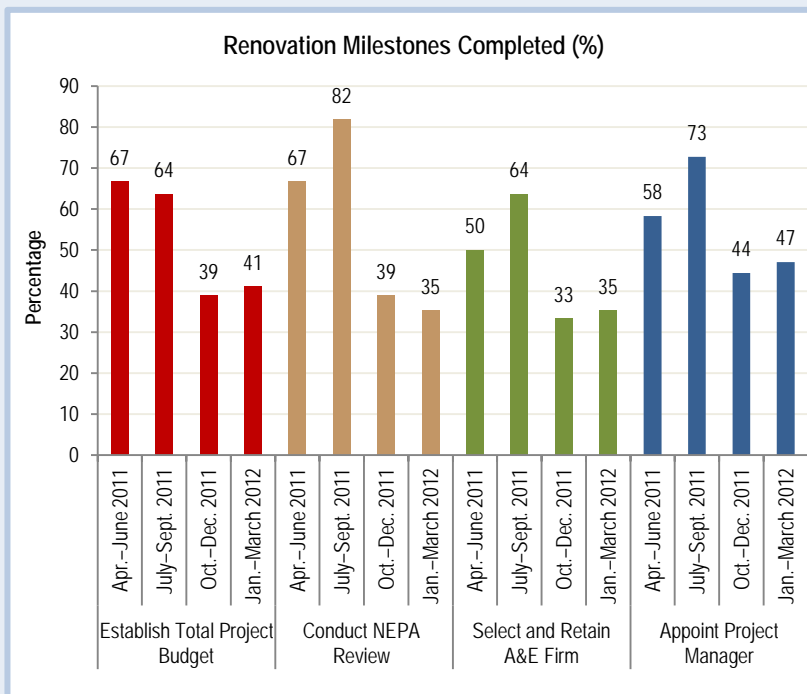
Renovation Milestones

Grantees conducting renovation projects are asked to complete a series of milestones that are important indicators for how well grantees are progressing with their projects. Generally, the milestones are completed in sequential order, and most grantees will complete most milestones throughout the life of their renovation project.⁴ **For the following charts, the decrease in completion percentages following the July–September 2011 quarter is due to an increase in the number of operational grantees from new grant awards (i.e., the denominator increased).**

Renovation Milestones: 1–2 Months

This graph shows the percentage of operational grantees that have completed important milestones during the first 2 months of renovation.

The percentage of grantees that have completed the initial renovation milestones has not changed dramatically during the last two reporting periods (October–December 2011 and January–March 2012). In fact, the number of grantees that appointed a project manager increased by only 1 (from 7 [44%] to 8 [47%]) during the quarters examined. The number of grantees that established a total project budget decreased from 8 (67%) during April–June 2011 to 7 (41%) in January–March 2012, because one grantee was not operational during the latter quarter. The percentages changed primarily because of new awards (i.e., the denominator changed). Similarly, the number of grantees completing a NEPA review decreased from 8 (39%) to 6 (35%) during the same time period.



Renovation Milestones: 2–8 Months

This graph shows the percentage of operational grantees that have completed important milestones in the first 8 months of renovation.

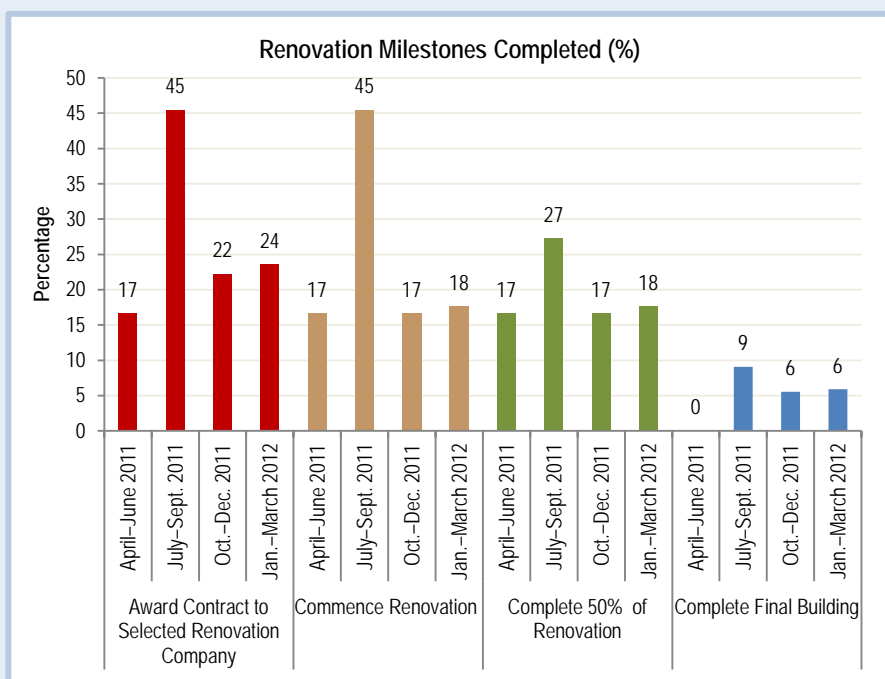
The number of grantees completing these milestones has increased slightly during the January–March 2012 quarter compared with the April–June 2011 quarter. Four (24%) grantees submitted staffing and operations budgets during the January–March 2012 quarter, up from 2 (17%) during the April–June 2011 quarter. Likewise, the number of grantees that completed renovation documents increased from 3 ([25%] April–June 2011) to 5 ([29%] January–March 2012).

⁴ A few milestones will be “not applicable” to some grantees; therefore, not all grantees will complete all milestones.

Renovation Milestones: 8–32 Months

This graph shows the percentage of operational grantees that have completed important milestones during the last 24 months of renovation.

Again, the actual number of grantees that have completed these milestones has changed only slightly over the four quarters examined. The number of grantees awarding a contract increased from 2 (17%) in the April–June 2011 quarter to 4 (24%) in the January–March 2012 quarter. One grantee completed their renovation project in the July–September 2012 quarter.



Construction Milestones

Three grantees were operational during the reporting periods examined. Two grantees last reported in the PMT during the April–June 2011 reporting period, and the other (the Oglala Sioux Tribe) during the October–December 2011 reporting period. Table 2 presents information based on the most recent complete report for each grantee.

Table 1 on page 2 illustrates the various construction milestones the three grantees have accomplished. The Lac du Flambeau Band of Lake Superior Chippewa Indians has completed construction and commenced occupancy and initial operations. As of March 2012, the Northern Arapaho Tribe was awaiting approval of their environmental assessment. The Oglala Sioux Tribe is still awaiting approval for their site selection.

Table 2. Construction Key Measures

		Grantee		
		Lac du Flambeau Band of Lake Superior Chippewa Indians	Northern Arapaho Tribe	Oglala Sioux Tribe
8a. Confirm Site and Obtain Clearances	Complete	✓	✓	—
	Not yet complete	—	—	✓
8b. Establish Total Project Budget	Complete	✓	✓	—
	Not yet complete	—	—	✓
8c. Appoint Project Manager	Complete	✓	✓	×
	Not yet complete	—	—	✓
8d. Conduct NEPA Review	Complete	✓	✓	—
	Not yet complete	—	—	✓
8e. Submit Environmental Assessment to BJA and BIA	Complete	✓	—	—
	Not yet complete	—	✓	✓

		Grantee		
		Lac du Flambeau Band of Lake Superior Chippewa Indians	Northern Arapaho Tribe	Oglala Sioux Tribe
8f. Form Transition Team	Complete	✓	✓	—
	Not yet complete	—	—	✓
8g. Develop and Distribute Request for Proposals (RFP) for Architecture and Engineering Services	Complete	✓	✓	—
	Not yet complete	—	—	✓
8h. Select and Retain Architecture and Engineering Firm	Complete	✓	—	—
	Not yet complete	—	✓	✓
8i. Commence Occupancy and Initial Operations	Complete	✓	—	—
	Not applicable	—	—	✓
	Not yet complete	—	✓	—
Total Key Measure Completed ⁵		9 (100%)	6 (67%)	0 (0%)

Trend Analysis and Interpretation

This section points out patterns and trends among performance measures across all grantees reporting.

- The PMT completion rate for this program peaked at 86% during the July–September 2011 quarter and decreased in subsequent quarters with the addition of new grantees.
- In the past 6 months, grantees implemented or enhanced new rehabilitation-based programs, including alternative education programs (23%), physical health services (23%), treatment programs (21%), and probation services (21%).
- Overall, of the operational grantees examined in this PPR, 2 completed their projects (1 renovation and 1 construction), and 4 planning grantees submitted Master Plans to BJA. This amounts to 6 grantees (16%) that completed the “end product.”

⁵ The percentage of milestones completed is only based on those key milestones examined in this PPR.