



FY 2012 | ANNUAL REPORT TO CONGRESS

Solutions for Safer Communities



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The Office of Justice Programs (OJP), headed by Assistant Attorney General Karol V. Mason, provides federal leadership in developing the nation's capacity to prevent and control crime, administer justice, and assist victims. OJP has six components: the Bureau of Justice Assistance; the Bureau of Justice Statistics; the National Institute of Justice; the Office of Juvenile Justice and Delinquency Prevention; the Office for Victims of Crime; and the Office of Sex Offender Sentencing, Monitoring, Apprehending, Registering, and Tracking. More information about OJP can be found at www.ojp.gov.

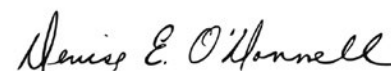
To the Speaker of the House of Representatives and the President Pro Tempore of the Senate:

Pursuant to the Omnibus Crime Control and Safe Streets Act of 1968, as amended by the Anti-Drug Abuse Act of 1988 (Public Law 100-690), in accordance with Section 522, I am pleased to transmit the Bureau of Justice Assistance Annual Report for Fiscal Year 2012.

This report also includes information pursuant to:

- Omnibus Crime Control and Safe Streets Act of 1968 (Public Law 90-351, Section 522(b) [42 U.S.C. 3766b(b)]), addressing grants made under the Edward Byrne Memorial Grant Program.
- Second Chance Act of 2007: Community Safety Through Recidivism Prevention (Public Law 110-199, Section 5 [42 U.S.C. 17503]).
- Violent Crime Control and Law Enforcement Act of 1994 (Public Law 103-322 [42 U.S.C. 3796ff et seq.]), addressing the Residential Substance Abuse Treatment for State Prisoners (RSAT) Formula Grant Program.

Respectfully submitted,



Denise E. O'Donnell
Director
Bureau of Justice Assistance
July 2014

Message From the Director

The Bureau of Justice Assistance (BJA), a component of the U.S. Department of Justice's Office of Justice Programs, was created in 1984 to strengthen the nation's criminal justice system through leadership and services in grant administration and policy development. For 30 years, BJA has been a national leader in developing policy, programs, and sound grant management that support America's state, local, and tribal strategies to prevent crime, reduce recidivism, and promote a fair and safe criminal justice system.

BJA focuses its program and policy efforts on leveraging grant funding, training and technical assistance (TTA), partnerships, and diverse local and national resources to address chronic and emerging criminal justice challenges nationwide. To accomplish its mission, BJA provides innovative, evidence-based, and results-driven criminal justice policy; nurtures longstanding and productive partnerships within the field; promotes accountability among partners; and encourages local control of programs.

This Report to Congress highlights key resources that BJA provided to the field in fiscal year (FY) 2012, demonstrating the many examples of how these resources enabled our stakeholders to work with partners and communities to build exciting, worthwhile projects tailored to their local needs and conditions. Some of the most successful initiatives described in this report sprang from good ideas that were generated in the field.

Officer safety continues to be a primary focus for BJA. BJA's VALOR (Preventing Violence Against Law Enforcement and Ensuring Officer Resiliency and Survivability) program is a national officer safety initiative that provides evidence-based TTA to help prevent violence against law enforcement officers and ensure their resilience and survivability following violent encounters. VALOR training is based on research and lessons learned from past incidents. As part of the VALOR initiative, BJA's Advanced Law Enforcement Rapid Response Training (ALERRT) supports the increased demand for active shooter response training. BJA and the Federal Bureau of Investigation have partnered to develop and offer ALERRT free of charge to state and local law enforcement throughout the nation.

BJA's Justice Reinvestment Initiative is a data-driven approach to improving public safety by reducing corrections and related criminal justice spending and reinvesting the savings into strategies that can strengthen neighborhoods and decrease crime. To date, competitive awards have been made to national TTA providers that offer free, direct services to states. Thirty-five jurisdictions now participate in the Justice Reinvestment Initiative.

Another important effort is our Second Chance Act (SCA) programs, which focus on reducing recidivism, incorporating evidence-based strategies, and evaluating the effectiveness and impact of reentry programs. SCA activities provide site-based awards, TTA, evaluation expertise, and other resources for high-risk returning citizens. Programs include mentoring and transitional services, technology career training for adults and juveniles, assisting adults and juveniles with co-occurring mental health and substance abuse disorders, family-based adult substance abuse treatment, and research and knowledge transfer. To date, grants have been made to 500 recipients in 48 states.

BJA also provided funding in support of the 2012 Republican and Democratic Conventions to the two host cities—Tampa, Florida and Charlotte, North Carolina. The funding addressed extraordinary law enforcement expenditures, including overtime pay, onsite analytical support, and technical assistance. As a result of BJA's assistance, the two host cities were able to efficiently purchase and procure all the necessary equipment, provide required overtime, and fund all the extraordinary law enforcement and related security costs, which enabled them to ensure top security and safety for all the officials and participants at the conventions. In cooperation with the two host cities and its TTA provider CNA, BJA published the first After Action Report to assist law enforcement in planning for security for future large-scale national events, which is available at www.bja.gov/Publications/LSSE-planning-Primer.pdf.

BJA administers the leading source of federal justice funding to state and local jurisdictions: the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. JAG provides states, tribes, and local governments with funding to support activities in seven purpose areas: law enforcement; courts (prosecution, defense, and indigent defense); crime prevention and education; corrections and community corrections; drug treatment and enforcement; planning, evaluation, and technology improvement; and crime victim and witness initiatives. In FY 2012, BJA awarded 1,128 local and 56 state JAG grants totaling more than \$287 million.

As BJA Director, I am proud of the role we played in the success of these programs and the numerous other programs and initiatives that BJA funded in FY 2012. I applaud the many achievements of the men and women in the justice field who, with the support of BJA and collaborative efforts at the state and local levels, have made such a difference in their communities. I look forward to addressing future challenges together and sharing our success with the many partners that make it possible.

The online version of this report, available at www.bja.gov/AR, also includes links to our partners and the resources mentioned throughout the report as well as access to a searchable database of BJA funding by state and locality, program, and fiscal year.

Sincerely,

A handwritten signature in black ink that reads "Denise E. O'Donnell". The signature is written in a cursive style with a clear, legible font.

Denise E. O'Donnell

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FY 2012 At-A-Glance

The Bureau of Justice Assistance (BJA) strengthens the nation's criminal justice system and helps America's local, state, and tribal governments reduce and prevent crime and violence.

In fiscal year (FY) 2012, BJA focused its program and policy efforts on providing a wide range of resources to law enforcement, courts, corrections, treatment, justice information sharing, and community-based partners to address emerging and chronic crime challenges nationwide.

BJA delivers resources to state, local, and tribal communities and justice agencies with an emphasis on creating and sustaining partnerships and promoting data-driven and evidence-based practices and policies to improve the efficiency and effectiveness of the justice system. At the same time, BJA encourages innovation and testing of new strategies to meet the unique needs of the communities it serves.

In FY 2012, BJA focused on several key justice priorities facing America's communities. These priorities addressed the U.S. Department of Justice's (DOJ) strategic goals and objectives and included:

- Improving state and local efforts to reduce and prevent violent crime—including gang, gun, and drug crime—through data-driven and evidence-based strategies.
- Addressing economic and financial crime, including mortgage fraud and intellectual property crime.
- Supporting state and local law enforcement in identifying and preventing terrorist incidents.
- Promoting interoperability and information sharing to improve the ability of state and local law enforcement and justice agencies to share criminal intelligence while ensuring respect for privacy rights and civil liberties.
- Ensuring fairness and access to justice by improving the capacity of America's courts.

- Supporting smart and effective approaches to offender reentry and justice reinvestment.
- Helping improve the functioning of criminal justice systems in tribal communities

A brief look at a few of the many programs administered by BJA in FY 2012 reveals the following:

Edward Byrne Memorial Justice Assistance Grants provided more than \$287 million to 50 states, the District of Columbia, and 5 territories for local, state, and tribal justice initiatives.

VALOR (Preventing Violence Against Law Enforcement and Ensuring Officer Resiliency and Survivability) training, which helps prevent violence against law enforcement officers, was delivered to nearly 5,500 officers at 35 events.

Intellectual Property (IP) Enforcement Program grantees disrupted or dismantled more than 580 IP theft organizations and arrested more than 1,200 individuals suspected of committing IP-related crimes.

The **Public Safety Officers' Benefits Office** approved 195 claims for survivors of officers who died in the line of duty.

The **Wrongful Conviction Review Program** awarded more than \$2.2 million to public and nonprofit entities that represent potentially wrongfully convicted individuals.

The **State and Local Anti-Terrorism Training Program** delivered 109 workshops to nearly 11,000 law enforcement professionals.

Through the **Global Justice Information Initiative**, BJA developed a toolkit that showcases the initiative's comprehensive recommendations and resources to help users solve their justice information sharing issues.

Through **Second Chance Act Programs**, BJA awarded \$48 million for site-based awards, training and technical assistance, and evaluation.

At the end of FY 2012, 35 state and local jurisdictions participated in BJA's **Justice Reinvestment Initiative**.

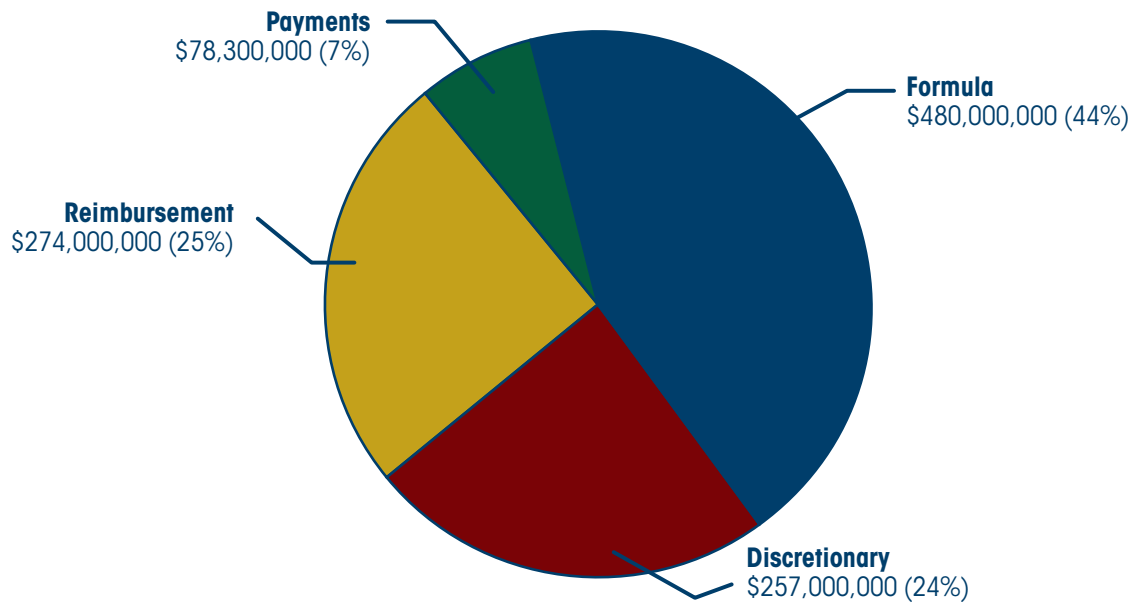
BJA awarded 50 **Adult Drug Court Program** grants totaling more than \$15 million and, in a joint effort with the Substance Abuse and Mental Health Services Administration, awarded 10 additional grants totaling more than \$2.8 million.

As part of DOJ's **Coordinated Tribal Assistance Solicitation**, BJA awarded 42 grants totaling more than \$26 million under the various purpose areas.

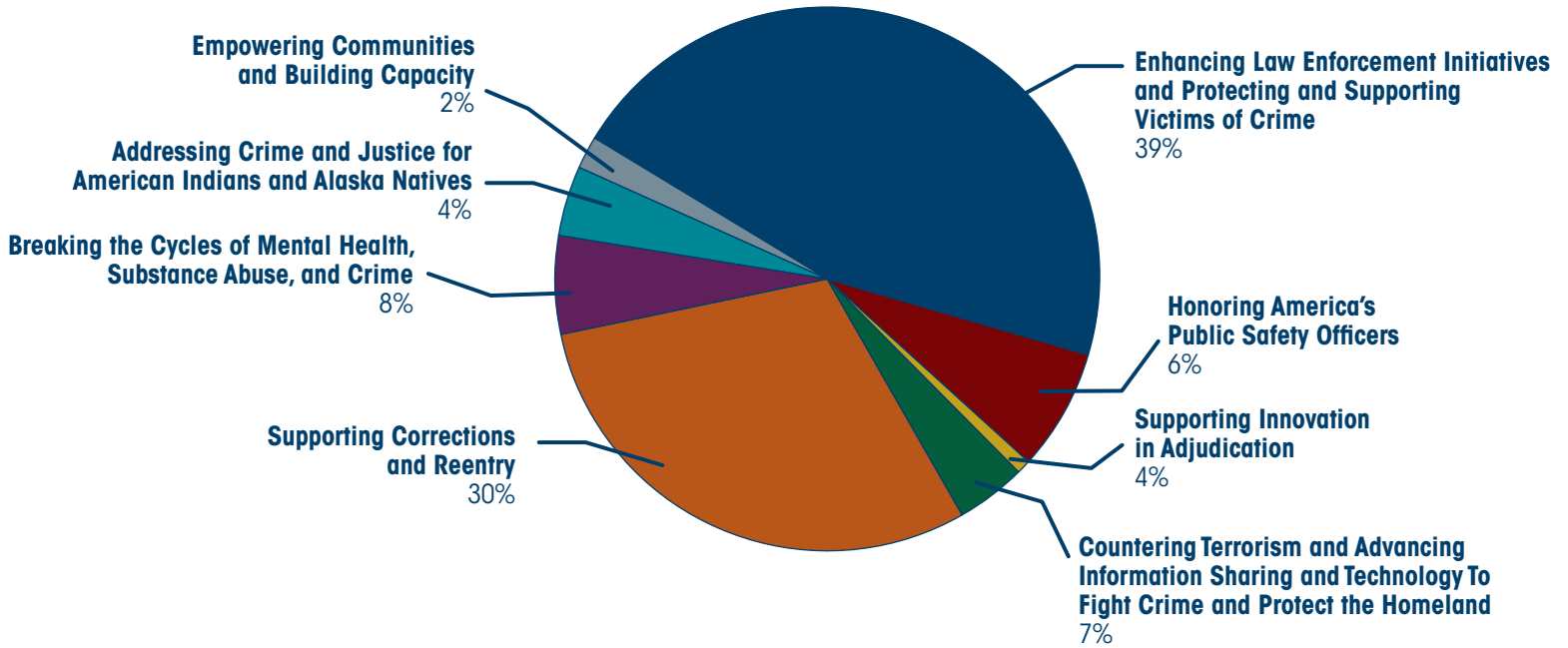
BJA partnered with the National Institute of Justice on two **Demonstration Field Experiments** in the areas of probation and post-release community supervision.

These and other BJA efforts reflect the dedication, commitment, and successes of a nation of justice partners who believe that more can always be done to help reduce and prevent crime and enhance the criminal justice system.

FY 2012 APPROPRIATIONS FOR BJA-ADMINISTERED PROGRAMS



FY 2012 FUNDING BY BJA PROGRAM AREAS



CHAPTER 1

Enhancing Law Enforcement Initiatives and Protecting and Supporting Victims of Crime

The Bureau of Justice Assistance (BJA) supports initiatives that address the prevention, suppression, and subsequent reduction of violent crime, gang activity, and economic crime; and it provides resources, including training and technical assistance (TTA), to law enforcement agencies and the communities they serve. These initiatives include smart policing, officer safety, anti-human trafficking task forces, forensics, drug market intervention (DMI), mortgage fraud, intellectual property (IP), leadership development, and crime prevention. Further, BJA administers victim-centered programs that leverage support from partners at the state, local, and tribal levels.

Edward Byrne Memorial Justice Assistance Grant Program

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program is the leading source of federal justice funding to state and local jurisdictions. It provides states, tribes, and local governments with critical funding that is necessary to support a range of activities in seven purpose areas: law enforcement; courts (prosecution, defense, and indigent defense); crime prevention and education; corrections and community corrections; drug treatment and enforcement; planning, evaluation, and technology improvement; and crime victim and witness initiatives. JAG awards have a 4-year project period, but funds are distributed up front rather than on a reimbursement basis, allowing recipients to earn interest on their awards and generate additional funding for successful initiatives and future projects.

The largest percentage of annual JAG funding was allocated for the law enforcement purpose area. More than 60 percent

of annual JAG funding from awards made in fiscal years (FY) 2009, 2010, 2011, and 2012 was allocated for law enforcement personnel, initiatives, and equipment, including multijurisdictional drug and gang task forces, police cruisers, training, technical assistance, and less-than-lethal devices.

In FY 2012, 10 percent of the funding was allocated for the court purpose area, including activities to support programs such as adult courts, family courts, and veteran courts. In addition, 9 percent of funding was used for the planning, evaluation, and technology improvement purpose area, including activities for planning a program or conducting an evaluation to improve the technology used in a program. The remaining funding (19 percent) was used for the other program areas: corrections and community corrections, crime prevention and education, crime victim and witness protection, and drug treatment and enforcement.

BJA's JAG Showcase (www.bja.gov/Programs/JAGsuccess.html) highlights statewide, local, and subgrantee JAG projects that have demonstrated success or have shown promise in meeting the program's objectives and goals while positively affecting communities. Each year, new methods are being discovered to reduce and prevent crime, violence, and drug abuse and to improve the functioning of the criminal justice system. The JAG Showcase serves as a resource for criminal justice professionals who seek to stay informed about the most interesting, innovative, and results-oriented projects that have been funded with JAG money in the last several years.

In FY 2012, BJA awarded 1,128 local and 56 state applications for JAG funding totaling more than \$287 million (approximately \$193.8 million to states and territories and \$93.6 million to local units of government).

Smart Policing Initiative

Developing data-driven solutions that are effective and economical—as measured by reduced crime, higher closure rates, and realistic cost—is of great benefit to law enforcement agencies in this era of budget reductions and limited staffing. The Smart Policing Initiative (SPI) seeks to identify those solutions. Beginning in 2009, law enforcement agencies have been testing solutions with their research partners. These research partners, generally from local universities, work closely with their SPI agency partner and help identify the issues, develop solutions, and devise an evaluation plan to measure their impact.

In FY 2012, SPI sites began reporting results. These results included statistically significant findings such as offender-based programs centered on micro-hot spots that reduced violent crime in Philadelphia, Pennsylvania; problem-solving teams that reduced violence in chronic hot spots in Boston, Massachusetts; place- and offender-based strategies that produced a 22 percent reduction in homicides in Los Angeles, California; place-based crime prevention through environmental design strategies that reduced thefts and calls for service at high-traffic convenience stores in Glendale, Arizona; and community policing that enhanced police legitimacy in distrustful, high-crime migrant neighborhoods in Palm Beach County, Florida.

In FY 2012, BJA made grant awards totaling nearly \$1.2 million to four new sites: the Columbia (South Carolina) Police Department, East Palo Alto (California) Police Department, Port St. Lucie (Florida) Police Department, and Rochester (New York) Police Department. At the end of FY 2012, 28 agencies participated in SPI.

More information about SPI can be found on the Smart Policing web site: www.smartpolicinginitiative.com.

Officer Safety

Preliminary data indicates that felonious assaults on law enforcement and corrections officers decreased during the 2012 calendar year after significant increases during the previous 2 years. As of mid-December 2012, 64 law enforcement and

corrections officers had died after being assaulted while performing their jobs. Forty-seven of those officers died as a result of firearms-related incidents, a decrease of 13 percent over the same time period the previous year.

Leading experts in officer safety recognize that, following the significant increases in officer deaths during the previous 2 years, many agencies made policy changes to improve officer safety through additional training and increased requirements that officers wear protective vests. BJA provides resources and funding to encourage these developments.

Bulletproof Vest Partnership

Created by the Bulletproof Vest Partnership Grant Act of 1998, the Bulletproof Vest Partnership (BVP) Program is a U.S. Department of Justice (DOJ) initiative designed to provide a critical resource to state and local law enforcement. With serious state and local budget constraints facing jurisdictions across the United States, the BVP Program continues to provide funds to help jurisdictions purchase bullet- and stab-resistant body armor for sworn law enforcement and corrections officers. In FY 2012, BJA awarded a total of nearly \$20 million to 4,180 state, local, and tribal jurisdictions. These funds will be used to pay for up to 50 percent of the cost of protective vests that meet the current National Institute of Justice (NIJ) body armor standards. During the first quarter of FY 2012, the BVP program reached a significant milestone—the 1 million mark for total vests purchased in part with BVP funds. Additionally, beginning in FY 2011, jurisdictions are required to have a written mandatory-wear policy for uniformed officers engaged in field activities to receive BVP funds. BJA has documented evidence that numerous agencies implemented mandatory body armor wear policies following the addition of this requirement to the BVP Program.

Program accomplishments in FY 2012 include:

- Based on data collected and recorded by BJA staff, in FY 2012, vests were directly attributable to saving the lives of at least 33 law enforcement and corrections officers in 20 states. This represents an increase of 13.7 percent over FY 2011.
- At least 13 of the 33 vests that saved officers' lives are confirmed to have been purchased in part with BVP funds.

More information about the BVP Program can be found at www.ojp.gov/bvpbasi/.

VALOR—Preventing Violence Against Law Enforcement Officers and Ensuring Officer Resilience and Survivability

Preventing Violence Against Law Enforcement Officers and Ensuring Officer Resilience and Survivability (VALOR) is a national officer safety TTA initiative that is designed to help prevent violence against law enforcement officers and ensure officer resilience and survivability following violent encounters during the course of their duties. The initiative was created in response to the recent precipitous increase in ambush-style assaults that have taken the lives of many law enforcement officers. VALOR

promotes officer safety and helps prevent line-of-duty injuries and deaths by assisting law enforcement in gaining/honing skills needed to prevent or survive a violent encounter; and provides training (in-person and online), research, publications/resources, and more to state, local, and tribal law enforcement in order to achieve greater officer safety.

VALOR activities in FY 2012 include:

- Delivering onsite and online VALOR trainings and workshops, including Active Shooter Advanced Law Enforcement Rapid Response Trainings (ALERT).
- Conducting research activities that feed into the VALOR trainings and materials and ensure the currency of issues and materials.



PROTECTIVE VESTS SAVE LIVES

In FY 2012, 33 law enforcement and corrections officers survived deadly assaults. These incidents occurred in locations ranging from major metropolitan areas to rural small towns. The officers assaulted were equally diverse in age, gender, years of service, and assignment. What unites these incidents is that at least 33 officers are alive today because they were wearing a protective vest when the assault occurred.

- On August 5, 2012, as members of the Sikh Temple in Oak Creek, Wisconsin prepared for worship, a lone gunman began firing a .9mm semi-automatic pistol at those gathered, killing six persons and injuring four others. Lieutenant Brian Murphy, one of the first officers to arrive at the scene, was ambushed by the gunman as he attempted to provide assistance to one of the victims. Although Lieutenant Murphy suffered multiple gunshot

wounds, he survived the attack because he was wearing a protective vest that stopped three bullets from entering his body and striking vital organs.

- On July 27, 2012, while attempting to conduct a routine motor vehicle stop, Officer Matthew Fox of the Town of Fortville (Indiana) Police Department was shot and seriously injured when the operator of the motor vehicle suddenly stopped his vehicle, exited with a high-powered assault weapon, and fired more than 75 rounds in the direction of the police. Officer Fox was struck in the head by one bullet, but several other rounds struck him in the chest area and were stopped by the vest he was wearing. Officer Fox still faces a period of recovery, but as of October 29, 2012, he had returned to a light-duty assignment with his agency and is looking forward to returning to full duty in the future.

- In Gloucester Township, New Jersey, during booking on charges resulting from a domestic violence incident on the morning on December 28, 2012, the subject fought with officers and after a violent struggle was able to obtain a firearm. The subject then used the gun to shoot three police officers who were in the booking area. Two of the officers suffered minor injuries; however, Sergeant James Garber was struck by multiple rounds, including one that struck his abdomen and another that struck the center chest area of his bullet-resistant vest. Although Sergeant Garber required surgery, he was discharged from the hospital on January 1, 2013 and started the new year with his family in the comfort of his own home—all because he was wearing a protective vest.

- Updating the Attorney General's Officer Safety Toolkit, which provides information on officer safety resources available through the federal government.
- Providing awareness/outreach materials and activities.

The Institute for Intergovernmental Research (IIR) is the grantee that administers the VALOR initiative on behalf of BJA. IIR partnered with Texas State University for the ALERRT sessions and with the National Law Enforcement Officers Memorial Fund for outreach and awareness.

In FY 2012, BJA through IIR accomplished the following:

- 35 VALOR trainings held.
- 5,480 law enforcement officers trained.
- 4 ALERRT sessions held.
- 256 Attorney General's Officer Safety Toolkits disseminated to the field.
- 2,698,166 visits to and 37,640 downloads from the VALOR web site.
- 4,293 registered users on VALOR's secured site (www.valorforblue.org/Home/Login/) for vetted law enforcement personnel.

For more information, visit www.valorforblue.org/.

Reducing Officer Injuries

BJA's Reducing Officer Injuries (ROI) program is a partnership between BJA and the International Association of Chiefs of Police (IACP). The goal of this program is to understand the nature of on-the-job injuries experienced by public safety officers and to develop responses to lessen such occurrences and lead to an overall increase in efficiency and effectiveness.

In FY 2012, the program analyzed all officer injuries occurring within 18 participating law enforcement agencies over a 12-month period to determine if there were trends in injuries and what policy and training recommendations BJA and IACP might make to reduce or prevent future injuries. The program is finalizing its recommendations, which should be made available in FY 2013.

ROI also conducted awareness and outreach activities that included presenting research findings at various speaking engagements such as the IACP Annual Conference. Through these presentations, practitioners have learned about the value of tracking injuries within their organizations.

National Center for the Prevention of Violence Against the Police

The National Center for the Prevention of Violence Against the Police is a partnership between BJA and IACP. The center's mission is to prevent felonious assaults against law enforcement by developing and disseminating information as part of BJA's and IACP's officer safety initiatives.

In FY 2012, the center examined data from federal, state, local, campus, and tribal law enforcement agencies, as well as from existing IACP sources such as the data captured through IACP's Division of State Association of Chiefs of Police's Reducing Officer Injury initiative—another program that complements BJA's officer safety initiatives—to gain insight into the profession and the threats facing law enforcement officers.

The center also disseminated research findings in the form of informational briefs, reports, and a best practices guide distributed to more than 22,000 IACP members. The center raised awareness and conducted outreach through its web site, IACP's Police Chief Magazine, and social media. Other material produced and disseminated to the field in FY 2012 includes:

- *Preventing Line of Duty Deaths: A Chief's Duty* is a self-assessment tool to assist law enforcement executives in evaluating their agency's efforts to fully address the safety needs of their officers.
- *National Data Collection: A Call to Action (Informational Brief #2)* summarizes the current state of the center's data collection efforts; provides recommendations to begin addressing issues surrounding data capture, sharing, and analysis; and identifies areas where the IACP can assist the field.
- *Law Enforcement Officers Killed by Felonious Assault in 2011* focuses on prevention through awareness by collecting brief

summaries of each line-of-duty death from felonious assaults in 2011, with hopes of facilitating the examination process.

RISSafe Program

A component of BJA's Regional Information Sharing Systems (RISS), RISS Officer Safety Event Deconfliction System (RISSafe) is the only comprehensive and nationwide deconfliction system that can be accessed by all law enforcement agencies on a 24/7, 365-day basis. Planned law enforcement events—such as undercover operations—often create the potential for conflict between agencies or officers that are unknowingly working in close proximity to each other. RISSafe stores and maintains data on such events with the goal of identifying and alerting agencies of potential conflicts that may affect law enforcement efforts.

RISSafe was first deployed in 2008. Since its inception, more than 615,127 operations have been entered, resulting in more than 208,057 identified conflicts. In 2012, 57,500 conflicts were identified, which represents 35 percent of the 164,094 events entered. In April, RISS launched RISSafe Mobile, which enables officers to submit events to RISSafe and receive notification of potential conflicts via their mobile devices. At the end of FY 2012, 23 RISSafe Watch Centers were operating throughout the country.

The RISS Officer Safety Website (www.riss.net/) serves as a secure one-stop shop for law enforcement to access all types of officer safety-related information, including concealment methods, armed and dangerous subjects, training and videos, and other awareness topics such as narcotics, gangs, and domestic terrorism. During FY 2012, there were more than 18,000 visits to the RISS Officer Safety Website. (To learn more about BJA's RISS, see Chapter 4.)

Presidential Candidate Nominating Convention Program

BJA provided \$100 million in funding to support extraordinary law enforcement expenditures and related security costs, including overtime, associated with the 2012 Republican and Democratic National Conventions. The program's scope included onsite analytical support and technical assistance to the two 2012

host cities—Tampa, Florida and Charlotte, North Carolina—and development of two after-action reports and one comprehensive blueprint incorporating lessons learned from both nominating conventions. The blueprint will assist future local, state, and federal law enforcement agencies that will play a role in planning, managing, and providing security for a large-scale special event, including presidential nominating conventions.

Each host city received a grant of \$49,850,000. The remainder of the funding (approximately \$300,000) was used to sponsor Managing Large-Scale Security Events: A Planning Primer for Local Law Enforcement Agencies and two after-action reports.

Anti-Human Trafficking Task Force Initiative

Combating human trafficking requires a comprehensive response from both government and nongovernment entities in areas from human rights to employment issues to law enforcement. Working with an Office for Victims of Crime (OVC) grantee and DOJ's Civil Rights Division, BJA's Anti-Human Trafficking Task Force Initiative uses proactive investigations to identify and rescue victims of human trafficking. BJA and its partners work closely with local and state law enforcement agencies to organize anti-human trafficking task forces with a multidisciplinary, victim-centered approach that takes into account both the humanitarian principle behind the identification and rescue of victims and the role that trafficking victims play in the investigation and prosecution of traffickers.

In FY 2012, BJA and OVC jointly released the Enhanced Collaborative Model to Combat Human Trafficking Competitive Grant Announcement, for which each selected site was awarded two awards—one to support law enforcement agencies to coordinate the goals, objectives, and activities of the entire task force, and one to support a victim service organization to coordinate the provision of culturally and linguistically appropriate services to all identified trafficking victims. Fourteen new awards totaling more than \$6.8 million were made at seven sites (i.e., seven law enforcement agencies and seven victim service providers). As of September 30, 2012, BJA has funded 17 anti-human trafficking task forces.

BJA also solicited proposals to develop and provide training to address human trafficking on tribal lands. The trainings would build awareness of human trafficking in Indian Country and provide law enforcement and community stakeholders with the tools necessary to begin the process of victim identification, rescue, and restoration, while applying consistent and appropriate consequences for perpetrators. Through a competitive process, BJA awarded \$305,000 to the Upper Midwest Community Policing Institute (UMCPI), the incumbent BJA grantee.

Additionally, UMCPI continued to deliver advanced investigators anti-human trafficking training to local law enforcement. In partnership with the National Judicial College (NJC) and the National Association of Attorneys General (NAAG), it also delivered anti-human trafficking training for state judges and prosecutors. Program accomplishments in FY 2012 include:

- Advanced Investigators Training (213 trained).
- Human Trafficking for State Judges (279 trained).

- Human Trafficking for Prosecutors (196 trained).

Violent Gang and Gun Crime Reduction Program (Project Safe Neighborhoods)

The Violent Gang and Gun Crime Reduction Program, also known as Project Safe Neighborhoods (PSN), is a strategy for reducing gun and gang crime across the nation. The PSN strategy, which focuses on aggressive and coordinated enforcement of existing gun laws in federal and state courts, concentrates on the implementation of five elements that are integral to a comprehensive, coordinated gun and gang crime reduction and prevention program: (1) partnerships, (2) strategic planning, (3) training, (4) community outreach, and (5) accountability. Over the past several years, BJA has supported these five elements through both competitive grant funds and the delivery of TTA to the field.



SUPPORTING THE 2012 NATIONAL CONVENTIONS

BJA assigned a senior State Policy Advisor to manage both grants for the 2012 National Conventions to ensure consistency with the grantees and provide daily liaison with staff from both cities. Monthly conference calls were held with representatives from both host cities starting in December 2011. Before the applications were accepted, extensive outreach was conducted regarding sole-source requests, vehicle waivers, lodging requests, and food and beverage approvals.

Grant management included a series of site visits to each city. The initial site visits

were conducted with both cities before the convention awards were finalized. They were done to help agencies prepare for managing their grants and included a representative from the DOJ Office of the Inspector General, who provided an onsite fraud, waste, and abuse training to both cities. Second onsite monitoring visits were conducted just before the conventions, which involved reviewing all award files and observing the purchased equipment and technology upgrades. Final visits will be conducted in FY 2013 just before the awards' closing.

As a result of BJA's guidance, oversight, and technical assistance to the two host cities of the conventions both cities were able to effectively plan, manage, and provide a high level of security for these national special security events. Both cities were able to efficiently purchase and procure all the necessary equipment, provide required overtime, and fund all the extraordinary law enforcement and related security costs, which allowed them to ensure top security and safety for all the officials and participants of the conventions.

Program accomplishments in FY 2012 include:

- BJA transitioned the PSN program from a formula-based funding allocation to a competitive-based program. In this competitive environment, the key factors for funding selection were need, the involvement of a research partner, and the use of more effective intelligence- and data-driven strategies. Performance results and related factors were also considered.
- BJA provided approximately \$3.9 million in competitive grants for local PSN initiatives. These competitive grants supported the delivery and implementation of the PSN strategy to communities and task forces as they continue to expand their gang and gun violence reduction efforts. The 13 funded PSN sites were Salinas, California; Bibb and Twiggs Counties, Georgia; Chicago, Illinois; East Saint Louis, Illinois; Louisville, Kentucky; New Orleans, Louisiana; Detroit, Michigan; Omaha, Nebraska; the Navajo Nation, New Mexico; Syracuse, New York; Cincinnati, Ohio; San Juan, Puerto Rico; and Salt Lake City, Utah.
- BJA provided \$531,660 for the PSN TTA program. In FY 2012, BJA received approximately 50 PSN TTA requests.
- On July 18–19, 2012, BJA, in collaboration with Michigan State University (MSU) and the Eastern District of Texas U.S. Attorney’s Office (USAO), delivered the Research Partner Orientation Course (RPOC) at Lamar University in Beaumont, Texas. Designed for new task force research personnel and current task force members, RPOC discussed promising practices of law enforcement researchers and explained the roles and responsibilities of the research partner. This training is the first of its kind to provide a standardized curriculum to familiarize new and current research partners with their roles and responsibilities as PSN task force members. Additionally, RPOC will provide BJA with a mechanism to facilitate the delivery of evidence-based research practices to PSN task forces. Approximately 60 law enforcement and criminal justice personnel (including teams from USAOs in Texas and Louisiana) attended the training. The attendees provided very positive feedback regarding RPOC at the conclusion of the training.

- As a result of PSN task force investigations in FY 2010, 11,276 individuals were prosecuted and convicted of violations of federal firearm offenses; for FYs 2011 and 2012, the numbers were 10,771 and 10,545, respectively.
- The American Probation and Parole Association (APPA) supports PSN Anti-Gang TTA requests; conducts training for law enforcement, probation, and parole personnel as well as engages local government and community stakeholders; and makes available information, tools, and resources on promising/best practices, emerging gun and gang violence trends, and information/intelligence sharing between probation/parole and law enforcement. During FY 2012, APPA:
 - Trained more than 800 participants through anti-gang trainings.
 - Held a webinar on *Gang Awareness and Assessment in Rural Communities: Implications for Community Corrections*.
 - Developed several articles for publication, including “Police-Probation/Parole Partnerships: Responding to Local Street Gang Problems” for *Police Chief* and “Gangs and Guns a Threat to Public Safety: Enhancing Firearm Interdiction Strategies” for the *Journal of Community Corrections*.

For more information on PSN, go to www.psn.gov.

Law Enforcement Leadership

BJA has been examining police leadership needs for some time. Not since the President’s Commission on Law Enforcement and Administration of Justice has there been an extended examination of leadership needs. This examination has been undertaken in part to respond to the increased demands, scrutiny, challenges, and changes policing has undergone over the past 20 years.

The BJA Executive Session on Police Leadership—hosted with St. Petersburg College (Florida)—brought together a cross-disciplinary group of current and future police leaders and other influential community stakeholders to undertake an examination of the needs of police leaders and the development

of leadership in the future. Eight work groups were formed to examine eight significant areas considered vital for future police leaders in producing community safety: Law Enforcement, Collaboration & Trust, Creating Problem Solving and the Law, Work on Policing, Community Building, Performance Measures, Leadership Development (Training), and Leadership Development (Experiential Learning). Each of these work groups is developing a product for publication:

- The Law Enforcement work group is producing “Organization of the Future—Developing an Integrated Public Service Model and New Partnership System.”
- The Collaboration & Trust work group is producing “Yale University Law School Student Clinic Innovations in Policing: Onsite City Studies of Police-Community Innovative Collaborations.”
- The Creative Problem Solving and the Law work group is producing “Enhanced Role of Prosecutors in Building Sustainable Communities.”
- The Work of Policing work group is producing “Videotaped Forum at the U.S. Capitol on the Changing Nature of Police Work in Contemporary America.”
- The Community Building work group is producing “Role of Police in Early Stages of Community Design and Development, Working with Non-police Entities.”
- The Performance Measures work group is producing “Measurement System for Public Service Model Leader and Organization.”
- The Leadership Development (Training) work group is producing “Learning Agency Program: Prototype for Multi-Agency Learning Center (North Carolina).”
- The Leadership Development (Experiential Learning) work group is producing “New Learning Landscape that Re-Positions Leadership Development for Leaders of the Future.”
- In July 2012, the initiative’s core conclusions for policing of the future were presented at the summer meeting of the Major Cities Chiefs in the paper, “Organization of the Future.”

National Forensic Academy

The University of Tennessee’s National Forensic Academy (NFA) is an intensive 10-week, in-residence training program designed to increase the skills of crime scene investigators. It provides a practical, hands-on, knowledge-based interdisciplinary training environment in which participants learn the best practices and standards in crime scene investigation. NFA has long been the standard for forensic training, and in recent years the program has gained greater efficiency, allowing for more comprehensive training and more cost-effective delivery.

In FY 2012, NFA held two training sessions. The first had 24 graduates from 10 states representing 18 agencies, and the second had 24 graduates from 12 states representing 22 agencies.

Drug Market Intervention

Previously under the PSN initiative, BJA developed a training curriculum for local teams interested in implementing an open-air drug market intervention (DMI) initiative, commonly referred to as the “High Point model” after the successful program in North Carolina. DMI is a strategy that uses focused deterrence, intervention, and prevention to eliminate illegal open-air drug markets and the crime, violence, and disorder associated with them.

The BJA-sponsored DMI Training Initiative, in partnership with MSU, consists of a continuum of three trainings for sites that are interested in replicating the strategy. Each selected site’s team consists of a law enforcement officer, a local prosecutor, a community leader, and a social service provider, all of whom attend all three trainings. Each team receives a site visit from a BJA technical assistance provider, along with ongoing support to assist local teams in adapting the model to their local context and circumstances. BJA’s national partners have developed a training manual that interested jurisdictions can use to implement DMI locally.

Program accomplishments in FY 2012 include:

- Completed the fourth DMI training for the Round III DMI sites, which was held in October 2012 at the Roanoke (Virginia) Police Department Training Academy. Training evaluation results and feedback from the participants were positive.
- Responded to more than 120 TTA requests from the field.
- Addressed numerous requests for DMI information, resources, and onsite assistance. MSU fulfilled general field requests from Sanford, Florida; Atlanta, Georgia; Peoria, Illinois; Baton Rouge, Louisiana; Kansas City, Missouri; Memphis, Tennessee; and Austin, Texas.
- Provided targeted assistance to the Round III DMI sites: Jacksonville, Florida; Lake County, Iowa; New Orleans, Louisiana; and Flint, Michigan. International support was provided to Toronto, Canada and Santiago, Chile.
- Published two documents on the High Point DMI effort:
 - A lessons-learned guide that can be readily used as a resource tool online and during training sessions.
 - A High Point evaluation, "The Impact of Drug Market Pulling Levers Policing on Neighborhood Violence: An Evaluation of the High Point Drug Market Intervention," that was accepted for publication in *Criminology and Public Policy* and is available on the DMI public web site (www.dmimsu.com/).
- The DMI strategy was presented to PSN coordinators—Assistant U.S. Attorneys and Law Enforcement Coordinating Councils—at the National Advocacy Center as part of the Addressing Violent Crime in the 21st Century training program. DMI was presented as an effective strategy when PSN problem analysis reveals overt drug markets to be associated with violence. The presentation included findings from DMI and PSN research and made attendees aware of the DMI TTA program.
- The DMI strategy was part of the PSN training curriculum for Strategic Problem Solving and Research Partnerships, piloted in Beaumont, Texas on July 10–11, 2012, which was attended by approximately 60 law enforcement and criminal justice personnel, including teams of personnel from USAOs from Texas and Louisiana.

Mortgage Fraud

As news reports have indicated and justice and community representatives have reported, the number of vacant and abandoned properties in communities across the United States has increased, and mortgage fraud and foreclosures are reported to play a key role. One estimate gives a conservative figure of \$218 billion in losses in 2007 as a direct result of mortgage fraud on subprime loans. Vacant and abandoned properties often become unsightly, diminish the property values of surrounding homes and communities, and invite disorder and criminal activity into these communities. Mitigating the effects of these problems, reducing the frequency of these occurrences, and restoring these properties to productive use can play a significant role in reducing and preventing neighborhood crime.

In 2009, BJA convened a working group of representatives from various regions of the country in response to the accelerating growth of mortgage fraud and problem vacant properties. The goal of this initiative is to increase the capacity of state and local agencies to prevent, detect, investigate, and prosecute mortgage fraud cases in coordination with federal agencies. In FY 2012, BJA continued to respond to state and local needs through a network of TTA providers: the National White Collar Crime Center (NW3C), National Crime Prevention Council (NCPC), National District Attorneys Association (NDAA), and St. Petersburg College Center for Public Safety Innovation (CPSI).

In FY 2012, NW3C received supplemental funding to continue its TTA efforts in the area of mortgage fraud. BJA's site-based grantees continued to use their resources to launch investigations and prosecutions of individuals suspected of engaging in mortgage fraud, and they have reported several successes in this arena.

Program accomplishments in FY 2012 include:

- NW3C held a training program, "Mortgage Fraud Trainings to State, Local, and Tribal Criminal Justice Systems," in Phoenix, Arizona; San Diego, California; Tallahassee, Florida; Buffalo Grove, Illinois; Indianapolis, Indiana; Carson City, Nevada; and Hillsborough, New Jersey.

- NDAA developed curricula for training prosecutors: Mortgage Fraud Training for Prosecutors developed curricula for training prosecutors.
- CPSI developed online videos and training materials for line officers on how to address vacant properties and crimes associated with these properties.
- NCPC mortgage fraud activities included:
 - Completed four radio public service announcements (PSA) on mortgage fraud prevention in English and translated two of those PSAs in Spanish.
 - Developed one set of posters, palm cards, and fliers about spotting the "red flags" of mortgage fraud for use by law enforcement and mortgage fraud prevention support services.
 - Presented on the mortgage fraud and vacant property initiatives of the grant at the 7th Annual Land Bank Conference in Kalamazoo, Michigan. The conference explored the ways that land banking can transform vacant, abandoned, and foreclosed properties into productive reuse.
 - Produced and posted two podcasts (one with James Freis, the Director of Financial Crimes Enforcement Network, and the other with Eileen O'Connor, Counsel for the Lawyers' Committee for Civil Rights Under Law). Both podcasts focused on mortgage fraud in 2012 and are available on the NCPC web site.
 - Created a mortgage fraud prevention/victimization fact sheet.
 - Created the platform and theme for the spring 2013 NCPC Mortgage Fraud Virtual Conference—"Mortgage Fraud: Saving Homeowners. Empowering Victims."

National Gang Center

The National Gang Center (NGC) is a collaborative effort between BJA and the Office of Juvenile Justice and Delinquency

Prevention (OJJDP). This partnership recognizes that solutions to combat street gang activities must reach out to gang members of all ages and involve a range of strategies, including prosecution, prevention, intervention, suppression, and aftercare. NGC conducts research on street gangs and serves as a clearinghouse for individuals and agencies seeking information and TTA in the areas of gang prevention, intervention, suppression, and reentry.

Program accomplishments in FY 2012 include:

- Continued to operate and maintain the NGC web site (www.nationalgangcenter.gov/).
- Developed and disseminated the *National Gang Center Quarterly Newsletter*.
- Developed two new publications for online dissemination:
 - *Street Outreach and the OJJDP Comprehensive Gang Model*.
 - *Highlights of the 2010 National Youth Gang Survey*.
- Updated and posted to the NGC web site a database of gang-related state legislation and municipal codes.
- Conducted five law enforcement trainings, and developed and administered pre- and post-training exams for participants.
- Developed and published a brochure describing NGC's law enforcement curricula, which is made available at all appropriate conferences sponsored by NGC, BJA, and OJJDP, and at other conferences when requested.
- Provided training for several law enforcement conferences, including the Milwaukee Anti-Gang Conference hosted by the USAO for the Eastern District of Wisconsin, the National Association of School Safety and Law Enforcement Officials National Conference, and the Virginia Gang Investigators Association conference.
- Updated the National Youth Gang Survey Analysis.
- Disseminated the 2011 National Youth Gang Survey to a nationally representative survey sample of 2,500 police and sheriff's departments. NGC staff coordinated the data-collection effort to achieve a response rate of 81 percent.

- Updated three CD-ROMs: *Gang Publications Library*, *Addressing Community Gang Problems*, and *Best Practices to Address Community Gang Problems*.

Intellectual Property Crime

The improved coordination of IP rights enforcement efforts among federal, state, and local authorities is a high priority for DOJ. BJA's IP Enforcement, Training, and Technical Assistance Program (IP Grant Program) assists state and local law enforcement agencies and educational institutions in providing resources for IP crime prevention, response, and TTA efforts.

In FY 2012, BJA made \$2.45 million available to support these efforts, with 13 jurisdictions receiving funding to reimburse expenses related to performing criminal enforcement operations; educating the public to prevent, deter, and identify criminal violations of IP laws; establishing task forces to conduct investigations, forensic analyses, and prosecutions; and acquiring equipment to conduct investigations and forensic analysis of evidence. In addition, NW3C and NAAG continued to offer regional BJA-sponsored trainings on the subject of IP investigation and prosecution.

Finally, BJA, in collaboration with NCPD, launched the National IP Theft Public Education Campaign. The purpose of the campaign is to combat the purchase and sale of counterfeit and pirated products. It will educate the public on various forms of

IP theft and highlight the potential health, safety, and economic consequences of this type of theft.

IP Grant Program accomplishments in FY 2012 include:

- Offered 14 regional trainings to law enforcement agencies throughout the country.
- Produced and launched national IP theft awareness campaign materials in partnership with public-sector collaborators at the federal, state, and local levels as well as private-sector partners such as industry, nonprofit organizations, and media outlets. Since the campaign's launch in November 2011, it has garnered more than \$42 million in donated media time, and the PSAs have received more than 52,952 total airings on TV in 208 of 210 markets and 26,830 airings on radio.
- IP Enforcement grantees disrupted or dismantled 583 IP theft organizations and arrested 1,245 individuals suspected of committing IP-related crime.

Leading by Legacy

The Leading by Legacy program, funded through the FY 2009 American Recovery and Reinvestment Act (ARRA) and developed in partnership with IACP, was designed to meet the leadership and management training needs of rural law enforcement agencies. The program provides onsite training, webinars, CD-ROM training, and onsite technical assistance to agencies in small



INVESTIGATING TRADEMARK INFRINGEMENT

The San Francisco District Attorney's Office has been able to successfully use BJA grant funding to expand its collaborative partnerships in investigating cases involving several federal, state, and local agencies to identify patterns and trends involving violations of IP and to share vital

information that would lead to arrests and prosecutions.

During FY 2012, six defendants from Thousand Oak Barrels Company, Inc., located in Prince William County, Virginia, reached a plea agreement on 12 counts of trademark infringement.

Special agents from Virginia's Bureau of Criminal Investigation Fairfax Field Office specifically assigned to IP cases initiated the investigation. This was the first instance in Virginia that a company was successfully convicted of trademark infringement.

rural areas of the United States. Onsite trainings are limited to 30 participants and designed to allow participants to become actively engaged in small group exercises and interact with the cadre of trainers.

During FY 2012, five trainings were held across the country. A total of 134 individuals, representing rural law enforcement agencies in more than 25 states, completed the training and returned to their communities with improved leadership and legacy-building skills. Also during FY 2012, Leading by Legacy funding allowed IACP to assist four rural law enforcement agencies with technical assistance that focused on specific problems the agencies were experiencing and provide a 2-day regional training event for agency executives, command staff, and first-line supervisors from northeastern South Dakota.

IACP's ability to partner with local agencies and law enforcement training facilities to cohost the training has helped reduce costs and allowed the grant to be extended so that the balance of funds can be expended to conduct additional trainings. As of September 30, 2012, a total of 367 chiefs, sheriffs, and command staff officers from 235 law enforcement agencies serving rural communities in 45 states have benefitted from this leadership training.

Those who have completed the training continue to receive support through access to webinars on a variety of topics and an active e-mail list to which alumni can submit questions and seek information on topics or issues their agencies are experiencing.

During the period of the project funded through the ARRA, this training was restricted to law enforcement agencies from rural communities. Because of this restriction, IACP was forced to decline training requests from numerous small agencies that did not qualify as rural because of their geographic location near metropolitan areas. Recognizing the need of small law enforcement agencies serving communities with fewer than 60,000 residents, BJA provided nearly \$450,000 of FY 2012 JAG Discretionary funds to IACP to begin providing Leading by Legacy training to these agencies over the next 2 years.

Volunteers in Police Service

The goal of the Volunteers in Police Service (VIPS) Program, managed by IACP, is to enhance the capacity of state, local, campus, and tribal law enforcement to use volunteers. The VIPS Program serves as a resource for all law enforcement volunteer programs and efforts, and it offers print and multimedia resources



LEADING BY LEGACY

Below are some samples of testimony from Leading by Legacy course participants and local media:

Chief Arleigh R. Porter of the Sturgeon Bay (Wisconsin) Police Department attended training and said, "I wanted to express to you my appreciation for the extremely valuable program 'Leading by Legacy' that was provided to rural law enforcement leaders. Somehow, I have become one of

the 'Old Timers' in this great profession and have had the fortune of having attended training from coast to coast across this great country of ours. The program that the IACP provided was some of the finest training that I have attended, especially in the short 2 ½ days that is allowed."

Based on information presented during the Leading by Legacy training and assistance from IACP's Leading by Legacy staff and

instructors, Chief Jim Willis, Mount Desert (Maine) Police Department, used an online survey to ask his community to provide feedback on the services provided by his agency. The residents and business owners were pleased to be asked for their opinions, and the results indicated that the police department and its officers are doing an excellent job of serving their community. The local newspaper highlighted the results of the survey.

and TTA to agencies interested in establishing or enhancing a law enforcement volunteer program. More than 2,260 local programs have registered, representing 256,000 volunteers from all 50 states, the District of Columbia, Guam, and Puerto Rico.

Program accomplishments in FY 2012 include:

- Released a new e-learning course, *VIPS and Disaster Response*, for which 170 people registered.
- Registered the 700th person for its *Building Blocks of a Law Enforcement Volunteer Program* e-learning course.
- Created the VIPS State Advocate Network through which established VIPS coordinators will increase outreach and communication at the local and state levels.
- Partnered with the University of North Texas Health Science Center to educate 70 law enforcement officers and 60 volunteers on the use of the National Missing and Unidentified Persons System.
- Released nine audio podcast presentations featuring news and information about the VIPS Program that were viewed more than 1,700 times.
- Promoted the VIPS: Celebrating a Decade of Service campaign through which 135 new VIPS programs were registered; articles were featured in the magazines, newsletters, and blogs of the Office of Community Oriented Policing Services (COPS), IACP's Discover Policing, USAonWatch, National Sheriffs' Association (NSA), and NCPC.

The VIPS web site (www.policevolunteers.org), which has received nearly 65 million hits since its inception, serves as a gateway to information and resources about this national initiative for law enforcement agencies and citizens.

Celebrate Safe Communities

Celebrate Safe Communities (CSC) is a national crime prevention program that takes a local approach—local people working with local law enforcement to address local issues. CSC was created in 2008 by NCPC and BJA, in partnership with NSA. The CSC web

site (www.celebratesafecommunities.org) aims to increase local crime prevention capacity by providing free, downloadable, and customizable community education and engagement tools, TTA materials, and other crime prevention publications and resources. For agencies struggling with cuts in crime prevention budgets, the CSC program offers law enforcement agencies, crime prevention practitioners, and others engaged in public safety a cost-effective way to address specific trends, such as home burglaries, or general crime prevention education.

The centerpiece of the CSC program is Crime Prevention Month in October, during which local sites are encouraged to host community public safety events. For the last 2 years, BJA and NCPC have selected a law enforcement theme for each week of the month based on national crime trends and feedback from local site partners. The CSC provides targeted resources to help localities address these issues.

Program accomplishments in FY 2012 include:

- Developed and implemented four podcasts on key topics: community engagement, school safety, working with local businesses, and program operation.
- Held four webinars that reached more than 100 law enforcement officers, crime prevention practitioners, and local community-based organizations.
- Launched an electronic media kit that was downloaded by 1,771 local sites.
- Published a home safety brochure, posted a quarterly online newsletter, and updated a BJA-sponsored publication to include tips on addressing crime trends, such as mortgage fraud and elder abuse.
- Launched a program evaluation that revealed:
 - More than half of the CSC sites have participated for 2 or more years, and all planned to participate in the coming year.
 - 80 percent of site organizers found the starter kit of crime prevention resources very or extremely helpful.
 - 64 percent of site organizations (mostly law enforcement) reported an economic impact on crime prevention

programming, and with little or no resources, held public education events that reached 300 to 1,000 participants, with one event in Hawaii reaching 8,000.

- Launched four brief videos that were viewed by more than 1 million people: *Help Keep Your Community Safe*, featuring Ann Harkins, President and CEO of NCPC; *Getting Involved in Neighborhood Safety*, featuring former Sgt. Steve Parker of the Des Moines County (Iowa) Sheriff's Office; *Start a Neighborhood Watch*, featuring Carmen Caldwell, Executive Director of Citizens' Crime Watch of Miami-Dade, Florida; and *How to Build a Stronger Community*, featuring Denise E. O'Donnell, BJA Director.
- More than 240 sites in 40 states participated in CSC in FY 2012. Florida, Georgia, Kentucky, Maryland, and Texas had the largest number of events per state.

Campus Safety

Campus safety services vary greatly on the nation's college and university campuses. Campus law enforcement agencies include full-service police departments (both armed and unarmed), private security operations, contractual services, and more. Such departments also vary greatly in how they relate to and share information with local and state public safety agencies. Working with organizations in the field such as the International Association of College Law Enforcement Administrators as well as with federal partners such as the COPS Office and the Federal Bureau of Investigation (FBI), BJA works to identify gaps in training and resources and then addresses those needs.

Under this campus safety initiative, in FY 2012 Margolis Healy & Associates continued work on Phase Two of its Develop Evidence-Based, Modern Crime Prevention Strategies for Institutions of Higher Education project by examining and identifying successful, evidence-based, and age-appropriate crime prevention programming suitable for institutions of higher education.

Additionally, Margolis Healy & Associates received a supplemental award of nearly \$300,000 to examine and identify successful multidisciplinary, evidence-based safety and security assessment

models for student travel abroad (including policies and processes) that would be appropriate for institutions of higher education. By and large, institutions of higher education have not implemented multidisciplinary safety and security assessment and prevention strategies for student travel abroad. However, as the demand for student travel abroad access increases, such measures are becoming more important than ever.

Finally, in FY 2012, BJA, the FBI, and the U.S. Department of Homeland Security (DHS) jointly sponsored a Campus Security Focus Group of experienced university police leaders to identify promising practices for providing security at campus events. The meeting was a discussion of practices that can supplement an existing security plan in order to minimize the probability of an incident; aid in apprehension of violent offenders; and maximize the ability to respond to incidents that may take place at large spectator events on college campuses.

Statewide Automated Victim Information and Notification Program

Victims of crime have a great need for information about their offender's case. Court schedules, release and parole dates, and other information can reduce the risk of repeat incidents and help prevent further victimization. The Statewide Automated Victim Information and Notification (SAVIN) Program, administered by BJA, was created to assist states in building, implementing, and improving victim notification capacity. By providing registered victims with timely and accurate information about any important dates and developments relating to the criminal proceedings at issue in their case, SAVIN helps protect victims of crime from further victimization and ensures that their rights are secured.

Missing Alzheimer's Disease Patient Assistance Program

Law enforcement agencies expend countless hours annually searching for missing persons with Alzheimer's disease, who, if not found quickly, are at high risk of serious injury or even death. In addition, law enforcement officers may not be trained or

equipped to handle the special needs of those with Alzheimer's disease once they are found.

Since 2009, BJA has partnered with the Alzheimer's Disease and Related Disorders Association, IACP, and Project Lifesaver, Inc. (PLI) to support several Alzheimer's registries, provide devices for tracking missing persons with Alzheimer's disease, and develop guidance and training programs. These programs help educate law enforcement agencies and their officers about the special needs of persons with Alzheimer's disease and related dementias and provide techniques and tools that officers can use when interacting with these individuals.

BJA awarded a total of nearly \$900,000 to the University of Illinois and the University of South Florida for projects to create protocols for a "Holistic Approach for Law Enforcement and Communities to Manage Missing Persons with Alzheimer's" and the "Promotion of a National Silver Alert System." These projects will enhance efforts to protect and locate missing persons with Alzheimer's disease.

Program accomplishments in FY 2012 include:

- The Alzheimer's Disease and Related Disorders Association enrolled more than 10,000 new persons and 1,300 caregivers in the MedicAlert + Safe Return system and processed more than 10,000 renewals. They achieved a 94 percent successful return rate for those reported missing who were enrolled in the program. The online Safety Center maintained by the Association continues to average more than 21,000 visitors each month.
- IACP has continued to host semi-annual meetings of the Alzheimer's Advisory Board that was implemented in 2010. Based on recommendations from the Advisory Board, the "Approaching Alzheimer's" training curriculum was developed, with four pilot trainings held during FY 2012. A total of 176 persons completed these trainings, with evaluations showing that the training was well received. Additionally, several short videos depicting law enforcement officers interacting with



SAVIN IN ACTION

- With assistance from the national SAVIN TTA Program, the Pennsylvania SAVIN program (PA SAVIN) recently redesigned the SAVIN section of the Pennsylvania Commission on Crime and Delinquency web site, including the PA SAVIN logo. The PA SAVIN site provides a brief description of SAVIN and offers page links for specific visitors to the site—victims, law enforcement, corrections, victim service providers, and other interested parties—that provide a comprehensive list of resources.
- The North Carolina Statewide Automated Victim Assistance and Notification (NC SAVAN) program developed and coordinated a highly successful statewide outreach and

awareness campaign targeting Spanish-language communities that included print and television PSAs. The NC SAVAN program teamed up with Univision, a Spanish-language television network, to develop and air a PSA and host a talk show. The PSA tells victims how to seek help from NC SAVAN. Univision produced the PSA without charge to the program and waived the \$15,000 cost of a 3-hour talk/call-in show that aired on Univision's Spanish-language television station. The purpose of the call-in show was to educate the Hispanic community about victims' rights, as well as NC SAVAN resources and services available to victims of crime.

The various resources developed, including the television PSA, can be viewed on the NC SAVAN program web site.

- In May 2012, New Hampshire's new SAVIN program received technical assistance from the national SAVIN Program to conduct a roundtable discussion with 11 crime victims and survivors to help plan their SAVIN program. One of the outcomes of this highly successful and informative roundtable was that the New Hampshire SAVIN program created a SAVIN Victim/Survivor Advisory Council to help guide the implementation of its new program.

missing persons with Alzheimer's disease were developed for use during the training and distribution for roll call training.

- PLI continued to distribute the tracking equipment and provide training to law enforcement agencies. Fourteen agencies received the equipment, and PLI is processing applications from another 53 agencies.

Witness Intimidation

AEquitas's Improving the Justice System Response to Witness Intimidation (Initiative on Witness Intimidation [IWI]) is a BJA-funded, field-initiated project to improve the criminal justice system's response to intimidation. The project seeks to develop, evaluate, and refine justice system practices that identify, prevent, and suppress all forms of intimidation to increase victim safety and offender accountability.

In FY 2012, IWI partnered with three pilot sites—Knoxville, Tennessee; Duluth, Minnesota; and San Diego, California—to conduct safety audits, focusing on assessing each community's responses to witness intimidation. Each site received training on the safety audit process and initiated safety audit/data collection. IWI will prepare a final report for each site with the findings and recommendations of the safety audit and help to develop a strategy for implementing the recommendations.

The qualitative data collected thus far has provided an opportunity to create a systems approach to the assessment and reduction of witness intimidation.

Program accomplishments in FY 2012 include:

- IWI provided TTA on how to develop, catalog, and maintain resources for justice system professionals that will better enable them to investigate and prosecute intimidation crimes.
- The Safety and Accountability Audit methodology developed and employed by IWI staff at each of the pilot sites has generated rich qualitative data about the systemic vulnerabilities in the criminal justice system. These data have greatly informed the development of resources and the provision of TTA beyond the three pilot sites.

- Each of the pilot sites is already defining intervention plans in response to the audit findings, which have been crafted in close consultation with the Justice Management Institute (JMI).
- Work with the sites has been successful, based on positive anecdotal feedback received. One professional in Duluth, Minnesota reported that "just doing the audit put witness intimidation on everyone's radar. Everyone is paying more attention to it, and seeing it."

Real Crimes in Virtual Worlds Training and Technical Assistance Program

The Real Crimes in Virtual Worlds Training and Technical Assistance Program (www.drakontas.com/training/) aims to raise the awareness of law enforcement and the broader criminal justice community to crimes occurring in or facilitated by online virtual worlds, videogames (such as *Habbo* or *World of Warcraft*), and gaming consoles (such as Microsoft Xbox 360, Sony PlayStation 3, and Nintendo Wii). The embedded communications and storage features of gaming systems and virtual worlds are generally unmonitored by the law enforcement community, and the purpose of this program is to enhance law enforcement's investigative and response capacities.

Recent trends indicate that crimes—including online enticement of minors, possession and distribution of child pornography, identity theft, fraud, money laundering, and coordination of prostitution rings and gang activities—are increasingly prevalent in these online environments. Many members of the law enforcement community are unaware that criminals are now using these technologies and their embedded communications options to carry out illicit activities, and agencies charged with responding to these crimes often lack the proper training, tools, and techniques to respond effectively to reported incidents involving modern, Internet-connected technologies.

In FY 2012, Drakontas LLC, BJA's TTA provider, continued to offer a joint in-person classroom and a web-based, distance-learning training curriculum with support from Drexel University's Criminal Justice Department.

Program accomplishments in FY 2012 include:

- Conducted seven 1-day in-person training sessions for nearly 150 law enforcement officers across the country, with student participants demonstrating a significant increase (27 percent) in subject matter knowledge.
- Conducted three presentations at national, regional, and statewide criminal justice conferences.
- Authored two case studies that address the issues of crimes committed in virtual worlds and online gaming communities: one policy brief and one book chapter targeted at researchers and law enforcement and security professionals.
- Provided technical assistance to an adult probation and parole department and developed appropriate investigative methods and procedures to address the use of gaming consoles by sexual offenders under supervision.
- Attended a national industry conference to enhance information exchange between private industry and the criminal justice community on the use of gaming consoles and online virtual worlds for criminal purposes.

Anti-Animal Cruelty

BJA's National Animal Cruelty and Fighting Initiative for the Prevention and Reduction of Violent Crime Prosecution Technical Assistance Initiative provides prosecutors, law enforcement officers, and advocates with the skills they need to prosecute and investigate animal cruelty and fighting crimes. This initiative focuses on the link between animal abuse and interpersonal violence, especially in the areas of domestic violence, child abuse, and elder abuse.

BJA partners with the Association of Prosecuting Attorneys (APA) for this initiative. In FY 2012, APA's goal was to provide TTA to the field to assist with current investigations and cases, increase capabilities at the local level, and educate prosecutors, judges, law enforcement officers, and advocates on the link between animal abuse and interpersonal violence. Three objectives were identified for this project: (1) increase the knowledge gained

about animal cruelty by continuing to develop training and resources for prosecutors and allied criminal justice professionals and advocates; (2) develop an awareness campaign on the connection between interpersonal violence and animal abuse; and (3) design training for law enforcement to increase officer safety while reducing pet shootings.

The APA web site (www.APAInc.org) features searchable publications and resources on prosecuting animal cruelty and fighting cases, including multiple publications and presentations on the link between interpersonal violence and animal abuse. The web site also includes a listserv for technical assistance, publishes the quarterly Lex Canis newsletters and other training materials, compiles state animal abuse case and statute summaries, promotes training opportunities, and features links to organizations working on animal cruelty investigation and prosecution efforts.

Program accomplishments in FY 2012 include:

- Hosted three 1-hour, CLE-certified webinars for 277 registrants and viewers. The training topics included High Volume Dog Breeders (Puppy Mills), Ahisma House—Services to DV Victims with Pets, and Baltimore's Anti-Animal Abuse Campaign—"Show Your Soft Side."
- Published four issues of the Lex Canis newsletter. The topics included intimate partner violence, puppy mills, working with veterinarians, and using research in the criminal justice system.
- Held the 3rd National Conference on Prosecuting Animal Cruelty Cases on October 3–5, 2012. More than 125 attendees registered for the 2 ½ days of training. This conference included sessions on law enforcement safety and reducing pet shootings as well as on the link between animal cruelty and interpersonal violence.
- Compiling, in partnership with The George Washington University School of Law, the state criminal statutes and cases related to the investigation and prosecution of animal abuse. Currently, 28 state summaries are posted on the APA web site's State Criminal Animal Protection Laws page, and the summaries have been downloaded by prosecutors and investigators hundreds of times throughout the year.

- Produced with George Mason University's Center for Evidence-Based Crime Policy a monograph, *Developing an Evidence-Base for the Understanding and Prevention of Dog Fighting Crimes*. This publication is available on the APA web site and was electronically disseminated to prosecutors and investigators throughout the country.
- Maintained the Animal Welfare Listserv of more than 100 prosecutors, investigators, veterinarians, and advocates working on animal abuse to provide technical assistance, allow all participants to communicate regarding cases or current issues, and provide information regarding resources available to investigators and prosecutors.
- Provided technical assistance. Staff and members of the Animal Cruelty Advisory Council (ACAC) responded to more than 100

requests for technical assistance. The requests related to all facets of the program, including investigation activities (e.g., search warrants), working with and training law enforcement and nonprofit personnel, admissible evidence and theories for introduction at trial, sentencing, and parole of violent offenders convicted of animal abuse and related crimes.

Law Enforcement Forecasting Group

The Law Enforcement Forecasting Group (LEFG) helps BJA anticipate emerging crime trends and identify developments in tactics, strategies, and technologies that might assist law enforcement agencies provide quality police services. Composed of 20 law enforcement executives and criminal justice researchers, LEFG members provide environmental scanning that BJA uses



ANTI-ANIMAL CRUELTY

- The APA's Animal Welfare listserv has been active since the project's inception in 2009 and continues to add members both nationally and internationally. Last spring in Atlanta, a violent domestic abuse crime was perpetrated during which the victim's dog was beaten to death. The crime was assigned to an experienced animal abuse prosecutor. Despite her experience, she needed advice and information from other jurisdictions and needed it quickly to prepare for court. When she posted the request for assistance, she received more than 20 offers of assistance within the hour. She informed the APA staff that because of the project's listserv, she was able to proceed in the manner necessary to hold the offender accountable for his crimes.
- The APA web site (www.APAInc.org) includes state statute and case information from 28

states. Although some sites have state-based information, they do not include the cases that define or explain the statutes. Many prosecutors and investigators are not aware of all of the animal cruelty laws and use this resource to help find the appropriate statute or check on recent case decisions. On a recent case, a Pennsylvania prosecutor was faced with a difficult filing decision as to whether the facts presented to her constituted cruelty or neglect under the Commonwealth's statutory animal cruelty scheme. Her colleagues recommended that she check the case summaries on the APA web site. Upon reading the statutes and cases, she found that she could proceed against the animal abuser on the charges presented to her by the investigating agency.

- During the summer of 2012, APA received an e-mail from a prosecutor in South Africa who was working on a dog-fighting case. He had been presented with a weight-pulling defense and wondered if that defense was being used in the United States. Both APA staff and a member of the ACAC assisted in providing information about the use of this defense and methods to overcome the defense if in fact the accused is harming and abusing his dogs by engaging in dog fighting. The prosecutor explained that he was drawn to the APA materials, including the *Developing an Evidence-Base for the Understanding and Prevention of Dog Fighting Crimes* monograph published in FY 2012, because he was impressed that prosecutors, rather than advocacy groups, were helping other prosecutors on these issues.

to develop new demonstration programs to test concepts and to create TTA programs that are immediately relevant to the law enforcement field.

LEFG members have identified the five top priorities for BJA law enforcement programs: (1) crime analysis capacity building, (2) gun violence, (3) information sharing, (4) human resources (recruiting, training, retaining), and (5) social media.

Beyond providing guidance, the group has produced two reports:

- *Increasing Analytic Capacity of State and Local Law Enforcement Agencies: Moving Beyond Data Analysis to Create a Vision for Change*
- *Leading Our Most Important Resource: Police Personnel Issues in the Year 2020*

CHAPTER 2

Honoring America's Public Safety Officers

Throughout the country, public safety officers watch over neighborhoods and work to make communities safer. BJA respects these officers' devotion and their willingness to place themselves in danger to protect the nation's citizens. BJA is honored to administer the following programs, which recognize the nation's public safety heroes and their selfless dedication to their communities.

Public Safety Officers' Benefits Program

The Public Safety Officers' Benefits (PSOB) Program provides vital death and education benefits to survivors of fallen law enforcement officers, firefighters, and other first responders, as well as disability benefits to officers catastrophically injured in the line of duty. PSOB is a unique partnership of DOJ; local, state, tribal, and federal public safety organizations; and national organizations.

As of September 30, 2012, BJA's PSOB Office received 258 new death claims and 89 new disability claims. In FY 2012, the PSOB Office determined a total of 269 death cases (from various fiscal years); of these 269 cases, 195 were approved and benefits paid to the survivors. The PSOB Office determined 63 disability cases in FY 2012, with 29 of the cases approved for payment. Also in FY 2012, 262 education claims were approved for funding to spouses and children to enable family members to pursue their dreams of higher education.

Continuing in FY 2012, the PSOB Office coordinated with the Concerns of Police Survivors and the National Fallen Firefighters Foundation to conduct proactive outreach to public safety agencies nationwide to increase awareness about the PSOB death, disability, and education programs; provide effective assistance when filing PSOB claims; and offer meaningful peer

Below are a few of the many comments received by the PSOB Office from survivors and claimants:

"...we are very saddened by the loss of Jeff. I very much appreciate the information that you have provided and I will be in contact soon. It's comforting to know that your program is there to support Jeff's family and to release part of the hardship that will follow this tragedy. "

"I wish to thank you and your staff...and the effort you put into the assistance with my award package. Both my wife and three children express their gratitude as well."

"David and I wanted to express how much we appreciated the assistance you gave with the processing of David's application for assistance through DOJ. It is very rare to find someone who showed the care, concern, and professionalism that you give. Never have I experienced the quality of assistance that you... gave. It was truly a pleasure to know there are still people servicing the public who care and show it. Please accept this small token of our appreciation for all the patience, care, and concern you gave every time we called. You will never know what a blessing we received."

support and counseling services to survivors of America's fallen officers. Visit the PSOB web site for more information: www.psob.gov/.

Public Safety Officer Medal of Valor

Every day, public safety officers risk their lives to protect America's citizens and communities. To honor that commitment, Congress passed the Public Safety Officer Medal of Valor (MOV)

Act of 2001, which created the Public Safety Officer MOV, the highest national award for valor by a public safety officer. BJA oversees the National MOV Office, which manages the MOV Review Board and the award process that culminates in a presentation ceremony presided over by the President or the Vice President and the Attorney General and is attended by local and national media, national public safety organizations, and other stakeholders.

The major tasks accomplished in FY 2012 include: holding two MOV Review Board meetings; continued outreach to the public safety community to inform them about the program and encourage their participation; opening the 2011–12 MOV application period; receiving 176 applications from 32 states and 2 foreign territories, leading to 6 recommendations for the MOV award being submitted to the Attorney General for final approval; and fostering continued collaboration between the Attorney General's Office and the White House to schedule a joint presentation ceremony for the 2009–10 and 2010–11 MOV recipient classes. Information about the recipients is available at www.medalofvalor.gov.

Law Enforcement Congressional Badge of Bravery Program

In 2008, Congress passed the Law Enforcement Congressional Badge of Bravery (CBOB) Act, creating the Federal Law Enforcement CBOB and the State and Local Law Enforcement CBOB to honor exceptional acts of bravery in the line of duty by federal, state, tribal, and local law enforcement officers. The badges are awarded annually by the Attorney General and are presented by the recipients' congressional representatives. BJA was tasked in 2009 with establishing the CBOB Office and enacting the program called upon by the act.

The major tasks accomplished in FY 2012 include: conducting stakeholder outreach for the program; opening the 2011 CBOB application period; receiving a total of 240 applications from 32 states and 1 foreign territory; holding 2 Review Board meetings that led to 38 recommendations being submitted to the Attorney General for his approval; and collaborating with DOJ acquisition management staff to procure a contractor to produce the CBOB decoration sets. Information about the CBOB recipients is available at <https://badgeofbravery.ncjrs.gov/>.

CHAPTER 3

Supporting Innovation in Adjudication

Prosecutors, judges, and court personnel are looking for fresh approaches to adjudicating offenders that will lower recidivism rates, clear cases, and decrease court dockets. Crimes involving violent and nonviolent offenders require special efforts to ensure that these offenders are held accountable and that they return to the community with the help and supervision they need to avoid re-offending. BJA is committed to providing prosecutors, judges, and court personnel with the resources, training, and support they need to test new ideas.

Pretrial Justice Reform

BJA's pretrial justice reform efforts coordinate and provide mentoring opportunities for jurisdictions engaged in pretrial reform. BJA worked with its TTA provider, the Pretrial Justice Institute (PJI), on these efforts, which include hosting and facilitating state and regional education sessions; providing peer-to-peer mentoring opportunities for criminal justice professionals engaging in pretrial justice reform; and managing and continuing the work of the national Pretrial Justice Working Group (PJWG) and its subcommittees.

In FY 2012, PJI accomplished the following:

- Held meetings in March and June 2012 of the three subcommittees formed by the PJWG: Research, Communications, and Criminal Justice System. These subcommittees seek to expand participation of stakeholder groups beyond those represented on the PJWG and to coordinate members' pretrial justice initiatives.
- Provided focused education and training efforts for the following criminal justice system disciplines:

- Prosecutors: In February, PJI presented at the National District Attorneys Association Conference on how prosecutors can benefit from the use of empirically validated pretrial risk assessment tools. In October, PJI presented a webinar on evidence-based approaches to pretrial justice for APA members, during which more than 300 prosecutors participated.
- Defense Attorneys: PJI presented a plenary session on pretrial justice at the annual training conference of the Utah Association of Criminal Defense Attorneys. The session, which was attended by both public defenders and private defense counsel, included a discussion of the challenges pretrial justice reform faces in Utah and the role of the defense bar in overcoming those challenges. PJI presented a similar session to the South Carolina Public Defender Association. Attended by almost every public defender in South Carolina, the session served as an introduction to pretrial justice reform in a state that currently has no formal pretrial release program.
- Judiciary: PJI and BJA formed the National Judicial Council on Pretrial Justice, which met for the first time in April. Fifteen judges from around the country attended the meeting and discussed the opportunities and challenges for pretrial justice from their perspective.
- PJI and BJA published three documents providing information to pretrial services programs: Risk Assessment 101, Using Technology to Enhance Pretrial Services, and Dispelling the Myths: What Policymakers Need to Know About Pretrial Research. PJI, in partnership with the National Association of Counties (NACo), is drafting a guide for rural county elected officials on implementing pretrial services in rural areas.

- PJI completed multicounty risk assessment studies in Colorado and Florida. These studies—the Colorado Pretrial Assessment Tool (CPAT) and Florida Pretrial Risk Assessment Instrument—will allow all counties in those states to implement a risk assessment tool that has been validated for their state. Several counties in those states are beginning to use these instruments. Additionally, single-jurisdiction pretrial risk assessment studies were completed in Lee County, Florida; Wayne County, Michigan; Santa Clara County, California; and Allegheny County, Pennsylvania.
- In September, PJI, together with BJA and OVC, convened a Victim’s Focus Group to discuss pretrial justice from the perspective of victims. Discussions are underway to establish a Victim’s Council on Pretrial Justice to continue discussion of these issues.

Information about PJI and PJWG and its subcommittees can be found at www.pretrial.org/.

Holistic Defense

In 2010, BJA supported the launch of the Center for Holistic Defense (www.holisticdefense.org/), a national TTA resource center and a project of the Bronx Defenders, an award-winning public defender office in New York City. Since its inception, the center has established itself as a national TTA resource for public defender offices, individual advocates, policymakers, and other criminal justice stakeholders who seek information, guidance, and assistance in adopting a more holistic model of public defense representation.

Holistic defense is a client-centered interdisciplinary model of public defense that combines aggressive legal advocacy with a broader recognition that, for most indigent people arrested and charged with a crime, the criminal case is only one of the many devastating consequences of criminal justice involvement. The key insight of holistic defense is that to be truly effective advocates for clients, defenders must broaden the scope of



TTA TO ENHANCE PRETRIAL JUSTICE

Judge Margie Enquist, District Court, 1st Judicial District of Colorado

For years, representatives from all of the major stakeholders in Colorado’s 1st Judicial District have been working to reexamine and improve how bail is administered. The district made some improvements; however, it did not have an adequate tool to determine pretrial risk. A BJA grant facilitated the gathering and analysis of information from 10 counties in Colorado and the conversion of that information into an effective risk assessment instrument. With this grant assistance, Colorado decisionmakers now have the Colorado Pretrial Assessment Tool (CPAT), an empirically validated multijurisdictional pretrial risk assessment

instrument that is being implemented in several counties. Recently, Judge Enquist acted as cochair of the Colorado Commission on Criminal & Juvenile Justice’s bail subcommittee, which examined bail administration and pretrial practices across Colorado. The availability of CPAT allowed the subcommittee to recommend changes in the bail statute, so that bail decisions focus on risk (of re-offense and failure to appear) and not on a monetary bond schedule. Legislation is anticipated to be introduced in 2013.

Walt Smith, Court Administrator, 12th Judicial District of Florida

In 2011, Manatee County, Florida participated in a multijurisdictional study,

funded by BJA, to develop an evidence-based risk assessment tool to assist judges in determining the risk that arrestees might fail to appear for court or be rearrested if they are released awaiting trial. Data were collected from Manatee County and five other Florida counties, and a risk assessment tool was developed. The Manatee County judges began using this tool in April 2012 and have indicated their satisfaction with it. Without the support of BJA and the expertise provided by PJI, evidence-based decisionmaking for pretrial release in Manatee County would not have been implemented.

their representation to not only provide criminal representation but also address the underlying issues that play a part in driving clients into the criminal justice system, including related legal representation (e.g., civil and family), social work support, and advocacy in the client community.

Accomplishments for FY 2012 include:

- Releasing a national request for proposals (RFP) in January 2012 seeking applicant defender offices interested in receiving 8 to 12 months of intensive, hands-on TTA in implementing holistic defense. Three successful applicants were chosen in March 2012: the Maryland Office of the Public Defender, the East Bay Community Law Center (Berkeley, California), and the Mecklenburg County Public Defender Office (Charlotte, North Carolina).
- Delivering presentations on holistic defense at the first ever Symposium on Public Defense in Indian Country held at Gonzaga Law School in Spokane, Washington and at the BJA-sponsored Tribal Civil Legal Assistance and Criminal Indigent Defense Planning and Coordination meeting held in Washington, D.C.
- Developed and produced a 30-minute documentary-style training film on holistic defense to be distributed nationally and used in conjunction with ongoing TTA efforts.

Judicial Training

BJA has developed a successful partnership with NJC and collaborates on training topics and scans the field for emerging issues. They meet quarterly to discuss priorities and determine how to leverage existing resources to best serve state, local, and tribal judges. Through NJC, BJA reaches a vast array of judges with new judge training and education on pretrial reform and innovative leadership skills.

NJC's accomplishments in FY 2012 include:

Mental Competence Best Practices Model Program: With BJA grant funding, NJC developed a best practices model for addressing mental competency issues in the criminal justice

system. In January 2012, NJC launched the Mental Competency web site (www.mentalcompetency.org), as well as a blog and Facebook and Twitter accounts. Three webcasts to discuss the contents of the best practices model were held in July, August, and September.

Innovative Leadership Skills for Leader-Manager Judges: NJC presented *The Theory and Practice of Judicial Leadership*, the first of two resident leadership programs contemplated under the BJA grant, in Reno, Nevada on April 23–26, 2012. During the following 6 months, NJC delivered the second resident program (*Meeting the Leadership Challenge*), developed web-based learning sessions, and released two white papers (one of which focused on pretrial reform).

Continuum of Criminal Justice Responses to Drug-Involved Offenders: Vision and Consensus: NJC is partnering with JMI, PJI, and APPA to determine the best and most effective responses to drug-involved offenders at points along the criminal justice continuum. During the first meeting, held in January 2012, stakeholders began to build a consensus on the best ways to create a systemic process for managing drug-involved offenders within the criminal justice system. The second meeting, which was held on June 26–27, 2012, reviewed the group's work and finalized the continuum and consensus report.

Tribal Justice: Collaborative Training and Technical Assistance Project: The National Tribal Judicial Center (www.judges.org/ntjc/) at NJC is currently operating under two BJA grants with its partner, the Tribal Justice Institute at the University of North Dakota. The main purpose is to assist grantees of BJA's Tribal Court Assistance Program (TCAP) develop, implement, and enhance their tribal justice systems. The partnership's courses will cover core subject areas involving entry-, medium-, and advanced-level court-related subjects. Courses currently under development include:

- Trial Advocacy and Evidence for Non-Attorney Tribal Prosecutors.
- Handling Domestic Violence Cases in Tribal Court.
- The Indian Civil Rights Act: Protecting Rights in Tribal Court.

- Pending and Declined Prosecutions in Indian Country: Coordinating With U.S. Attorneys.
- California Tribal Court-State Court Symposium.

NJC also:

- Hosted an annual train-the-trainer session for judges. In this intensive skills-based course, selected individuals learn the theory of adult education as it applies to judges and put those skills into practice by making a presentation and receiving critical feedback.
- Produced webcasts, including 12 sessions adapted from sessions presented during courses held in Reno, Nevada in 2012.
- With BJA, the National Institute on Drug Abuse, the White House Office of National Drug Control Policy (ONDCP), and Treatment Alternatives for Safe Communities, held three symposia: “Presiding Judges Symposium: Enhancing Court Efficiency Through Emerging Addiction Science” and two state symposia on the science of addiction.

Community Prosecution

Administered by APA, the Community Prosecution Initiative provides TTA for prosecutors’ offices to gain the skills they need to build partnerships with and define a role for the community in public safety. This initiative’s goal in FY 2012 was to identify evidence-based strategies for prosecutors to use to ensure public safety and increase community trust and confidence in the criminal justice system by implementing cost-saving programs that lead to a more efficient and effective justice system. APA accomplished this goal by establishing five new community prosecution initiatives around the country (Baltimore, Maryland; San Francisco, California; Anchorage, Alaska; Denver, Colorado; and Norfolk, Virginia) and assisting two offices with the improvement of their community prosecution strategies (Portland, Maine and Austin, Texas).

Accomplishments for FY 2012 include:

- With assistance from APA, the Baltimore City State’s Attorney’s Office restructured its entire office under a community prosecution geographical zone model. The office now has teams of prosecutors assigned to one of three zones who handle all cases arising from their assigned zone. This effort allows prosecutors to engage the community more effectively while defining a role for citizens in public safety and crime prevention. Moreover, prosecutors build better partnerships with law enforcement because they work with the same policing precincts daily.
- APA conducted mentoring site visits in an effort to enhance the community prosecution strategies of the Portland (Maine) Police Department and the Travis County (Texas) District Attorney’s Office. New community prosecution strategies have flourished in these jurisdictions, including the establishment of the DMI Initiative.
- APA hosted the 7th National Community Prosecution Conference in Minneapolis, Minnesota. This conference was a public/private partnership with Target Corporation, which provided conference facilities and logistical support, allowing APA to maximize prosecutorial training at a reduced federal expense.
- APA’s *Innovations in Criminal Justice Summit: 2011 Conference Report* was disseminated to state and local prosecutors and uploaded to APA’s web site, encouraging criminal justice practitioners to download this document and replicate the identified innovative programs.
- APA conducted an onsite mentoring visit to the San Francisco District Attorney’s Office to provide TTA for the establishment of a citywide community prosecution operation. Following the visit, the San Francisco District Attorney’s Office deployed 10 prosecutors to work with the community and law enforcement on problem-solving and crime prevention strategies.
- APA conducted an onsite mentoring visit to the Anchorage City Attorney’s Office to conduct community prosecution training for that office’s criminal division. Following the visit, the Anchorage City Attorney’s Office launched plans to restructure according to the geographic community prosecution model. The transition date is set for March 1, 2013.

- APA conducted a TTA site visit to the Denver City Attorney's Office to train assistant city attorneys who will be responsible for establishing a community prosecution unit within the office. As of November 2012, two assistant city attorneys have been deployed to the community to address quality-of-life, code enforcement, and crime prevention issues.
- APA provided technical assistance to the Norfolk (Virginia) Commonwealth Attorney's Office to launch its Community Collaboration Center located in the city's Workforce Development Center, which provides community access to services such as job skills development and placement. The partnership with the Workforce Development Center allows the Norfolk Commonwealth Attorney's Office to access additional onsite resources when assisting members of the community with problem-solving or crime prevention efforts.

Southwest and Northern Border Prosecution Initiatives

The Southwest Border Prosecution Initiative (SWBPI) and the Northern Border Prosecution Initiative (NBPI) provide funds to eligible jurisdictions in the 4 Southwest border and 14 Northern border states for qualifying federally initiated and referred criminal cases. The programs reimburse jurisdictions for the prosecution and pretrial detention costs of cases that the federal government has declined and referred to the local or state jurisdiction. SWBPI and NBPI differ from many other BJA programs in that they are reimbursement programs for costs incurred by state and local jurisdictions rather than grants.

- In FY 2012, 37 SWBPI payments were made for a total of more than \$8 million, and 5 NBPI payments were made for a total of more than \$896,000. The programs reimbursed the costs associated with 6,453 cases that were federally declined and referred to the local jurisdictions. Without this funding, the state and local jurisdictions would most likely have been unable to prosecute these federal cases.
- In FY 2013, BJA plans to continue its close partnership with the U.S. Attorneys' Offices in the SWBPI and NBPI jurisdictions to enhance the guidance on this program. BJA will also offer

a webinar to all jurisdictions in spring 2013 that will cover program requirements and guidelines, mechanisms for tracking and reporting supporting documentation, and the case review process.

Visit the SWBPI web site at www.ojp.usdoj.gov/swbpi/index.html, and the NBPI web site at www.ojp.usdoj.gov/nbpi for more information.

Wrongful Conviction Review Program

In FY 2009, at the direction of Congress, BJA created the Wrongful Conviction Review Program to provide grant funds to public and nonprofit entities that represent potentially wrongfully convicted individuals in cases of post-conviction claims of innocence. The goals of this initiative are to (1) provide high-quality and efficient representation for defendants who may be factually innocent and wrongfully convicted; (2) alleviate burdens placed on the criminal justice system through costly and prolonged post-conviction litigation; and (3) identify, whenever possible, the actual perpetrator of the crime. The program supports the expenditure of funds to evaluate and litigate claims of innocence and may be used to help defray the costs of forensic re-analysis, expert consultation and testimony, screening/evaluation, and litigation services, including hiring qualified attorneys. Through this program, BJA made 11 awards totaling more than \$2.2 million in FY 2012.

In addition, BJA partnered with NIJ to provide \$75,000 in support of IACP's "National Summit on Wrongful Convictions." BJA also awarded eight JAG awards to State Administering Agencies (SAA) totaling \$617,000 to create a demonstration project that provides video recording equipment for use in taping custodial interrogations.

Finally, BJA continued to support the activities of the National Association of Criminal Defense Lawyers (NACDL), its current national TTA provider, to grantees and other entities engaged in wrongful conviction review and representation activities. NACDL accomplished the following in FY 2012:

- Completed an indepth assessment of the FY 2009 Wrongful Conviction Review Program grantees. This project examined

the impact of BJA grant funds on improving representation and increasing efficiency in post-conviction innocence claims. It looked not only at case outcomes but also at other factors such as the effects in offsetting costs, increasing the number of cases that offices are able to accept, and decreasing the length

of the case screening process. According to the assessment's results, BJA funding vastly improved grantees' capability to screen, investigate, and litigate claims of actual innocence more efficiently and effectively.

Wrongful Conviction Review Program: Success Stories

(Note: The full accounts—and additional ones—can be found online at www.bja.gov/AR)

Brian Banks: Wrongfully Accused

In 2002, 17-year-old Brian Banks was wrongfully convicted of rape. At the time of his conviction, Banks was, by all accounts, a rising football star with dreams of playing in the NFL. Nearly a decade after his conviction, Banks' accuser recanted her statements and acknowledged she fabricated the whole story. The California Innocence Project presented this evidence of Banks' innocence to the Los Angeles District Attorney's Office, who launched an investigation into the case. After a thorough review of the evidence, the District Attorney's Office conceded that Banks was wrongfully convicted. On May 24, 2012, Judge Mark C. Kim of the Los Angeles Superior Court reversed Banks' conviction.

Andre Davis: Nearly 32 Years Behind Bars—and Innocent

Andre Davis was exonerated based on a DNA test after nearly 32 years behind bars for the kidnapping, rape, and murder of a 3-year-old girl in Champaign County, Illinois. The DNA test also identified the apparent perpetrator of the crime, an individual who had testified against Davis at two trials in the early 1980s.

The crime for which he was wrongfully convicted occurred on August 8, 1980. Shortly after 6:30 p.m., the 3-year-old victim, Brianna Stickle, disappeared from the front yard of her home in Rantoul, Illinois, where she lived with her mother and stepfather. Brianna was found dead in a utility room of a neighborhood house, and Davis was arrested the same day for the crime. At Davis's first trial in 1981, the prosecution sought the death penalty, but jurors did not unanimously agree. Instead, he was sentenced to natural life in prison. That conviction was later reversed because a bailiff had failed to tell the judge that the jury had requested a transcript during its deliberations. At Davis's 1983 retrial, he again was convicted of all charges but sentenced to 80 years in prison rather than natural life. The appellate court affirmed the conviction in April 1984.

On February 17, 2004, Davis, represented by Jane Raley of the Center on Wrongful Convictions, filed a motion for DNA testing of the biological evidence in the case. The test identified two male profiles, neither of which was Davis's. Raley filed a petition in the Champaign County Circuit Court to vacate Davis's conviction based on, among other new evidence, the DNA test results. Nonetheless, Champaign County Circuit Court Judge Charles M. Leonhard denied the petition in February 2011, ruling that the new evidence "did not undermine confidence in the outcome" of the trial.

Raley appealed, and on March 5, 2012, the Illinois Appeals Court overturned the denial of the petition and ordered a new trial based on the DNA test results. On July 6, the prosecution dismissed the charges, and Davis was released from Tamms Correctional Center, the state's most secure prison.

Davis was the 42nd Illinois defendant exonerated by DNA since the advent of the DNA forensic testing in 1989. There were 64 Illinois exonerations based on evidence other than DNA in that period, bringing the total number to 106. Of those, Davis served the longest—31 years, 10 months, and 29 days. He was 19 when arrested and 50 when released.

- In March, presented a national training event titled *Examining Forensic Pathology: Distinguishing Medicine from Myth* in Kansas City, Missouri. This successful program had 168 attendees from 37 states and the District of Columbia.

Court Reengineering

Severe budget cuts during the past several years have forced state courts to change how they operate. Grant assistance from BJA and the State Justice Institute (SJI) has enabled state courts, through technical assistance from the National Center for State Courts (NCSC), to develop long-term solutions to these cuts rather than implement only short-term remedies. These reengineering solutions have improved many state court processes despite decreasing resources. BJA partnered with SJI on its State Court Reengineering Initiative to expand these efforts to three additional states: Arkansas, Maine, and Georgia.

In FY 2012, the following accomplishments were achieved:

Arkansas: NCSC assisted the Arkansas Administrative Office of the Courts to establish five standalone court-based programs/dockets to reduce probation violations by drug offenders. Based on the Hawaii Opportunity Probation with Enforcement program, Arkansas' SWIFT Courts (which stands for "swift and certain sanctions") are an outgrowth of that state's work with the Justice Reinvestment Initiative. NCSC has assisted the SWIFT Court pilot programs in developing short- and long-term performance measures, assessing capacity to collect data related to these measures, and providing onsite implementation reviews at each of the five sites.

Maine: The use of technology is a key aspect of improving operations in the state courts. NCSC worked with the Maine Supreme Court and Administrative Office of the Courts to evaluate their technology infrastructure, operations, and goals. A new strategy was established, and Maine Judiciary has started to use technology to reduce costs and improve operations.

Georgia: Working with the Fulton County Court Improvement Task Force, NCSC presented and facilitated the first ever Joint Leadership Session of the Fulton County Superior and State

Court Judges. This forum resulted in the adoption of a charter and the election of a Joint Governance Committee to plan for administrative efficiencies and service improvements that were identified in the previously released task force report.

Harvard Executive Session for State Court Leaders in the 21st Century

BJA, in partnership with SJI and NCSC, sponsored the Harvard Executive Sessions for State Court Leadership in the 21st Century. Hosted during six meetings over 3 years (2008–2011) at Harvard's Kennedy School of Government, subject-matter experts met to develop and answer questions that U.S. state courts will face in the foreseeable future. This project sought to clarify what leaders of state courts can and should do to distinguish their role in our system of democratic governance.

In FY 2012, the following project goals were accomplished:

- The first three papers in the Perspectives on State Court Leadership series were published. These papers discussed principles for court governance, approaches for sharing court leadership between state and local levels, and methods for courts to communicate more effectively with the public and the justice community. They were directly informed by the conversations and conclusions reached during the Executive Session meetings.
- The key ideas from the Executive Session were highlighted at national and state conferences focused on state court governance and advancement.
- A strategy was developed to implement ideas from the Executive Session through three pilot projects to be carried out in collaboration with individual states and trial courts.

Problem-Solving Justice Initiatives

The Center for Court Innovation (CCI) works in close partnership with BJA in many areas in the criminal justice system. Three ongoing priorities for BJA and CCI are to foster problem-solving

innovation within the justice system, promote procedural justice, and encourage thoughtful risk-taking among criminal justice officials.

FY 2012 accomplishments include:

- **A New Community Court:** Under the Byrne Criminal Justice Initiative (BCJI) and with the support of New York City Mayor Michael Bloomberg and New York State Chief Judge Jonathan Lippman, CCI has begun planning a new community court in Brownsville, a Brooklyn neighborhood with high rates of violence. While still in the planning stages, the Brownsville Community Justice Center has already launched a series of programs, including the Brownsville Anti-Violence Project supported by BJA under BCJI. The antiviolence initiative, which includes the New York City Police Department, the Brooklyn District Attorney's Office, USAO, and local service providers and ex-offenders, convenes a monthly series of offender notification forums with local parolees.

BJA Director Denise E. O'Donnell and other DOJ and local leaders spoke at the Brownsville Community Justice Center kickoff meeting.

- **Fighting Gun Violence:** With support from a BJA ARRA grant, CCI created a gun violence-prevention program in Crown Heights, Brooklyn. Based on the CureViolence model from Chicago, Save Our Streets Crown Heights takes a public health approach to preventing gun crime, sending "violence interrupters" into the streets to halt the cycle of retaliatory violence before it spins out of control. Preliminary findings suggest that the Crown Heights initiative has reduced gun violence compared to adjacent police precincts in Brooklyn.
- **National Drug Court Online Learning System:** With support from BJA, CCI created an online training platform for drug court practitioners. This free resource offers lessons on a wide array of topics, including the psychopharmacology of addiction, sanctions and incentives, and cultural competency. For more information, see www.drugcourtonline.org.
- **Honors:** In 2012, the National Council on Crime and Delinquency (NCCD) honored CCI with three PASS Awards, two of which were for products made possible from BJA grants: a

film (*Testing New Ideas*) and a podcast series (*New Thinking*). The PASS Awards honor creative work that furthers public understanding of criminal justice, juvenile justice, child welfare, and adult protection issues.

Problem-Solving Justice Training and Technical Assistance

The Problem-Solving Justice Training and Technical Assistance initiative helps innovators around the country plan, implement, sustain, and evaluate problem-solving initiatives that link addicted offenders to treatment and services and improve outcomes for communities. In partnership with BJA, CCI provides a wide range of services to promote the implementation of community-based criminal justice reforms.

Accomplishments in FY 2012 include:

- Hosting nearly 550 criminal justice reformers (judges, attorneys, police officers, probation officials, and others) for structured site visits to CCI's demonstration projects in New York. More than two out of three visitors said they learned new ideas that they wanted to test when they returned home.
- Convening an international conference of community courts in Washington, D.C., which drew more than 300 attendees from 75 jurisdictions and 7 countries. Keynote speakers included then Assistant U.S. Attorney General Laurie O. Robinson, ONDCP Director R. Gil Kerlikowske, and BJA Director Denise E. O'Donnell. Pre- and post-conference surveys indicated an average increase in knowledge of more than 30 percent. The Community Justice 2012 web page posts key information and ideas from the conference for those who could not attend.
- Providing hands-on consulting services to dozens of innovative projects across the United States. This includes aiding the launch of new programs in Washington, D.C. (where the D.C. Superior Court was restructured to create six community-focused courts, each with a dedicated judge) and Portland, Oregon (which opened a court in a community-based, supportive housing facility to serve the homeless population). With CCI's help, several jurisdictions planned to apply problem-solving principles in centralized court settings (e.g., southwest

Detroit, Michigan and South Tucson, Arizona). Staff from CCI also worked to improve existing innovations, including helping community courts in South Dallas, Texas; Hartford, Connecticut; and Seattle, Washington to serve as mentors to other programs in their regions.

- Adding nearly 30 features to the CCI web site, including interviews, articles, and podcasts. New publications included *The Public Wants to Be Involved: A Roundtable Conversation about Community and Restorative Justice* and *Minding the Elephant: Criminal Defense in Community Courts*. Traffic to CCI's web site increased by 18 percent over the course of the year.

Improving Courtroom Communication

In close collaboration with court system leaders in Milwaukee, Wisconsin (including Milwaukee Chief Judge Jeffrey Kremers, District Court Administrator Bruce Harvey, District Attorney John Chisholm, and First Assistant State Public Defender Tom Reed), CCI and NJC implemented a national demonstration project designed to test whether improved communication practices in the courtroom can improve perceptions of justice and compliance with court orders.

In pursuit of this goal, researchers from CCI have conducted a combination of defendant interviews, structured courtroom observation, and compliance tracking to harvest pre- and post-training data about Milwaukee defendants' perceptions of their court experience as well as their compliance with court orders (e.g., successfully completing a term of probation, paying a fine) and their compliance with the law generally. This was followed by an intensive training for judges and other Milwaukee court participants that covered five modules: (1) the role of procedural fairness, (2) verbal communication, (3) nonverbal communication, (4) considering special populations, and (5) implementing procedural fairness.

Researchers conducted a post-training focus group with the judges who attended the training to solicit guidance on how the curriculum could be improved going forward. A recurring theme was that the training helped justify practices that many judges

already strive to implement. The pilot curriculum is available at CCI's Procedural Justice page: www.courtinnovation.org/topic/procedural-justice. The final research report will be published in early 2013 with a list of suggested best practices to improve courtroom communication.

Trial and Error Initiative

Initiated by CCI with the support of BJA, the Trial and Error Initiative is a multifaceted inquiry designed to promote thoughtful criminal justice reform and honest self-reflection among criminal justice agencies. It does this by examining previous efforts to improve the criminal justice system that may not have achieved the intended results and by attempting to identify lessons learned and promote innovation going forward. In FY 2012, the initiative focused on two products:

Innovation Survey: More than 600 top-level officials (including chief judges, chief court administrators, district attorneys, and local and state police chiefs and sheriffs) from across the nation participated in a survey designed to highlight the state of criminal justice innovation in the United States. The study gathered quantitative data from agency leaders about the innovation process: Where do leaders look for new ideas? What are the barriers to innovation? Do agency heads have access to research? The survey findings will be distributed nationally in 2013.

Qualitative Interviews: Project staff conducted interviews with a wide variety of criminal justice leaders, including A. Gail Prudenti, New York State's Chief Administrative Judge; Alex Busansky, director of NCCD; Jerry McElroy, executive director of New York City's Criminal Justice Agency; Paul DeWolfe, head of the Maryland Office of the Public Defender; Chief Justice Herb Yazzie of the Navajo Nation; and Vincent Schiraldi, commissioner of the New York City Department of Probation. These interviews highlight the trial and error process, helping tomorrow's innovators learn from the experiences of today's leading criminal justice practitioners and thinkers.

For more information and to access project publications, visit www.courtinnovation.org/topic/trial-and-error.

CHAPTER 4

Advancing Information Sharing and Technology to Fight Crime, Counter Terrorism, and Protect the Homeland

BJA continues to successfully advance the implementation of criminal justice information sharing across local, state, and tribal agencies by remaining committed to a consensus-based, collaborative approach. The successes of BJA's justice information-sharing initiatives are realized by focusing efforts across four key activities:

- Defining national policy and practices.
- Developing technical standards and guidelines.
- Providing training and technical assistance.
- Supporting targeted, issue-based implementations in the field.

These advances in information sharing are efficient and effective because each leverages a broad array of government investments made possible by BJA's Global Justice Information Sharing Initiative (Global) and related TTA programs. BJA and Global's unique collaboration with partners from various jurisdictions, disciplines, and sectors is working to foster a secure and trusted environment where the justice and public safety community's need for timely, accurate, complete, and appropriately accessible information can be realized. Moreover, BJA's Global standards-based tools provide cost-effective solutions that promote evidence-based and data-driven decisionmaking.

In FY 2012, BJA continued its support of targeted training for law enforcement officers, investigators, analysts, and executives, including terrorism awareness training in partnership with DHS and the Program Manager, Information Sharing Environment (PM-ISE) to support the nation's network of state and major urban area fusion centers as well as initiatives to fight electronic crime and promote social media.

State and Local Anti-Terrorism Training and the Communities Against Terrorism Programs

State and Local Anti-Terrorism Training

BJA's State and Local Anti-Terrorism Training (SLATT) Program provides law enforcement personnel with specialized training on pre-incident information and the resources needed to combat terrorism and extremist criminal activities. The SLATT Program delivers a comprehensive set of educational programs and tools, both in person and via its web site (www.SLATT.org). Each course is delivered by certified subject-matter expert instructors and is specifically designed to meet the needs of the target audience—from the street-level officer to the executive.

Since the program's inception in 1996, more than 123,100 law enforcement professionals have participated in SLATT's onsite training programs. SLATT maintains strong partnerships with USAOs, the FBI, fusion centers, and RISS Centers, along with state, local, and tribal law enforcement agencies. For example, in the years 2010–2012, SLATT collaborated with USAOs in 47 states to deliver 146 anti-terrorism training events that were customized to the needs of each audience.

Additionally, the SLATT Train-the-Trainer Program leverages the nation's limited law enforcement resources by providing trainers with a comprehensive anti-terrorism curriculum. Participants receive teaching aids, video resources, and student materials to use in their training. Since the Train-the-Trainer Program began in 2003, more than 2,900 trainers, including approximately 320 FBI representatives, have trained more than 238,800 individuals using this curriculum.

Key FY 2012 SLATT accomplishments include:

- Delivered 109 on-demand workshops to more than 10,950 law enforcement professionals. This is the second-largest number of officers trained in a year since the program's inception.
- Experienced a 67.3 percent increase in registration on its web site (www.SLATT.org).
- Distributed more than 69,890 counter-terrorism publications, CD-ROMs, and DVDs to law enforcement.

Selected 90-Day Followup Comments from SLATT Workshop Participants

- "Have utilized both the online training and onsite training and have found both to be an indispensable form of LEO [law enforcement officer] instruction regarding the intelligence community and today's trends. I have made it mandatory for my detectives to join SLATT as a resource. Look forward to all future training endeavors with SLATT."
- "I felt the training was very useful, and I was so impressed with SLATT and your instructors that I have arranged for SLATT to come back to Washington on behalf of the fusion center and teach a 1-day class. Thanks again!"
- "I thought the Muslim culture class was excellent and very well taught. I could have spent a lot more time learning from our instructor. She was very knowledgeable and had a fantastic presentation."
- "A letter from an unknown citizen was left on one of our squad cars in the police parking lot. The writing contained information indicative of someone who aspires to sovereign citizen ideals. The CD from my training was shared with department personnel, and intelligence on a likely writer/deliverer of the letter was obtained from a neighboring agency, which identified a person with whom we had had and were currently having contact. Information was shared with patrol officers for future reference."
- "I appreciate having been alerted to the level of danger and caution involved when dealing with these individuals. I can recognize their tactics and be more prepared if I ever encounter some, rather than being caught off guard and confused."

- Met a critical need for instruction on the criminal element of the sovereign citizen movement. This extremely popular training has been delivered to 6,413 participants in 28 states.
- Administered quantitative onsite assessments and qualitative surveys for in-person training with 90-day post-training followup via quantitative online surveys, and assessment results have been favorable:
 - Since January 1, 2012, assessments have been administered and measured for 20 workshops, and 90.3 percent of participants demonstrated an improvement in knowledge as a result of the training.
 - 482 workshop participants completed surveys 90 days after attending SLATT training, and 99 percent of respondents agreed that SLATT training increased their awareness of terrorism indicators. Additionally, 83 percent of the respondents indicated that they had shared information with colleagues.

Communities Against Terrorism

In FY 2012, SLATT also supported the Communities Against Terrorism (CAT) program, which offers law enforcement agencies resource tools such as flyers for distribution to engage members of the local community. The CAT program provides industry-specific information on suspicious activities associated with the planning and preparation of a terrorist attack. Industry practitioners know what is "normal" in their business arena (e.g., train and bus terminals, hobby stores, or chemical suppliers), and the CAT program leverages this knowledge by enhancing the ability of practitioners to detect activities with potential terrorism connection.

Key FY 2012 CAT accomplishments included:

- Distributed more than 15,200 CD-ROMs containing program materials to law enforcement agencies. Program materials were made available on the SLATT web site; more than 1,663 files were downloaded from the site.
- Conducted comprehensive reviews of program material with terrorism subject matter experts, civil liberties and privacy experts, industry practitioners, and program staff.

Nationwide Suspicious Activity Reporting Initiative Program Management Office

Managed and staffed by BJA, the Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI) Program Management Office (PMO) initiated operations in March 2010 with the challenge of ensuring that regardless of where in the country suspicious activity is reported, these potential indicators of terrorist activity can be analyzed and compared with other SAR information nationwide.

NSI (<http://nsi.ncirc.gov/>) has developed a comprehensive program that includes community and law enforcement outreach, standardized processes, training, a privacy framework, and enabling technology—all of which are essential for successful implementation of the initiative. The NSI PMO has continued to work with key partners at the state, local, tribal, territorial, and federal levels of government, as well as advocacy groups, not only to develop and update NSI's policies and processes but also to help ensure that Americans' privacy, civil rights, and civil liberties are protected throughout the implementation and institutionalization of these processes.

NSI, through the National Network of Fusion Centers, reaches more than 14,000 law enforcement agencies in 47 states, the District of Columbia, Puerto Rico, and the Virgin Islands, as well as more than 60 federal departments and agencies. From the information submitted by these law enforcement agencies, there are now more than 23,000 SAR records accessible to fusion center analysts and the FBI. According to the FBI, this has resulted in the initiation of more than 1,000 FBI terrorism-related investigations. To date, NSI has trained more than 2,160 state, local, tribal, and federal analysts, ensuring that information shared conforms to NSI standards and privacy protections.

NSI has trained approximately 250,000 line officers across the country on recognizing behaviors that are potential indicators of terrorism activity, and there are continual efforts to institutionalize this training. NSI has also developed SAR awareness training (http://nsi.ncirc.gov/training_online.aspx) for five sectors of critical hometown security partners: fire/emergency medical services, emergency management, probation/parole/corrections, public safety telecommunications, and private-sector security.

Key FY 2012 NSI PMO accomplishments included:

- Increased the number of NSI operational sites from 53 to 73.
- Accomplished 53 NSI site visits and delivered 17 NSI Federated Search technical assistance engagements.
- Increased the number of line officers trained via the NSI Line Officer Training Program from 166,670 to 240,817.
- Delivered 14 SAR Analytic Trainings to fusion center analysts across the country.
- Maintained more than 23,000 SARs in the NSI Federated Search—an increase of more than 7,000 SARs from FY 2011. In addition, more than 64,000 searches of these SARs have been conducted—an increase of more than 36,600 searches from FY 2011.
- Developed and disseminated five new sector-specific SAR awareness training programs complete with certificate capability. Since their launch in April 2012, more than 6,660 people have taken this training online.
- Developed the *Major Events Toolkit and Fusion Liaison Officer Toolkit* and managed broad distribution to the field.

National Criminal Intelligence Resource Center

The National Criminal Intelligence Resource Center (NCIRC), a partnership between BJA and the Institute for Intergovernmental Research, provides criminal justice professionals with a multitude of resources for law enforcement intelligence operations. NCIRC offers a centralized location for TTA resources, including criminal intelligence standards, policies, guidelines, and 28 CFR Part 23 online training. The web site (www.ncirc.gov) has resources for implementing the National Criminal Intelligence Sharing Plan, privacy information relating to intelligence systems, information on NSI, a Criminal Intelligence Training Master Calendar, fusion center resources, and information on new resources and initiatives.

NCIRC maintains both a public and a secure web site. The public web site provides criminal justice professionals with access

to numerous resources for local, state, tribal, and federal law enforcement intelligence operations and practices. The secured site—accessible through RISS Secure Intranet (RISSNET™), the FBI’s Law Enforcement Online (LEO), and the Homeland Security Information Network–Intel—provides additional law enforcement and homeland security resources, including policies, techniques, best practices, and lessons learned; TTA opportunities; resources for fusion centers via the DHS/DOJ Fusion Process Technical Assistance Program; and contact information for intelligence units, fusion centers, organizations, and associations.

The NCIRC site, one of the few resources that can be accessed by multiple secure-but-unclassified (SBU) networks, continued to make additional resources available to all of its users and became the central access point for NSI and Global’s Criminal Intelligence Coordinating Council (CICC). In FY 2012, the NCIRC secure site received 10,837 visits, 143,330 page views, 523,040 hits, and 22,432 downloads. The NCIRC nonsecure web site received 151,804 visits, 1,589,911 page views, 2,439,304 hits, and 60,855 downloads.

Global Justice Information Sharing Initiative

Global (<https://it.ojp.gov/global>) is BJA’s award-winning program for working with practitioners to advance effective and efficient justice information sharing. As a federal advisory committee to the Attorney General, Global serves as the formal vehicle for local, state, and tribal justice entities to provide recommendations to the Attorney General to promote standards-based electronic information sharing and interoperability throughout the justice and public safety communities. This group has been essential to promoting resources that provide interoperable business solutions based on proven national policy, practices, and technology solutions.

Several hundred representatives from leading organizations within the justice community volunteered countless hours of support to DOJ through participation on the Global Advisory Committee (GAC) and Global’s four working groups—the CICC/Global Intelligence Working Group (GIWG); Global Standards Council (GSC); Global Privacy and Information Quality Working Group (GPIQWG); and Global Outreach Working Group (GOWG).

In FY 2012, Global continued to support BJA’s efforts to develop national standards and promote information sharing in the areas of privacy, intelligence, infrastructure, and security. BJA produced many valuable products and influenced many positive outcomes based on the recommendations made by Global members, GAC, and Global working groups. Following are some key examples:

- BJA, through the efforts of the GSC, continued to support development and maintenance of numerous Global information-sharing technical exchange standards, such as service specification packages in the areas of terrorist screening center encounter information, fingerprint information, inmate release information, and supervision conditions summary information. Under the direction of BJA, the GSC also developed Global Reference Architecture (GRA) service specification packages in numerous areas, including arrest warrant information, victim notification, gang intelligence, charging information, and subject contact notices. Development work was also completed on numerous Global Federated Identity and Privilege Management (GFIPM) standards.
- BJA finalized two significant publications (*An Introduction to Familial DNA Searching for State, Local and Tribal Justice Agencies: Issues for Consideration* and *Guide to Conducting Privacy Impact Assessments for State, Local, and Tribal Justice Entities*) to help local, state, and tribal agencies protect individual privacy, civil liberties, and civil rights. This work was made possible through recommendations made by the GPIQWG.
- BJA addressed a multitude of issues related to collecting, handling, and disseminating criminal intelligence information, including protecting privacy, civil rights, and civil liberties related to this information. Several significant publications resulted from these efforts, including *Recommendations for First Amendment-Protected Events for State and Local Law Enforcement Agencies* and *Developing a Policy on the Use of Social Media in Intelligence and Investigative Activities: Guidance and Recommendations*. This progress was made based on recommendations and support from CICC/GIWG and other local, state, tribal, and federal partners.

- BJA directed the development of the Global Information Sharing Toolkit (GIST), which was designed to showcase the comprehensive set of Global recommendations and resources and to assist visitors to the Justice Information Sharing web site (<https://it.ojp.gov>) in locating the appropriate BJA resources for solving their justice information sharing issues. The GIST web page (<https://it.ojp.gov/gist>) allows users to identify customized lists of resources that address many of the business problems facing local jurisdictions.

Key FY 2012 Global accomplishments in the field included:

- **Improving reentry efforts to support safer communities and recidivism reduction**—Correctional institutions have increased their capacity to share treatment and program information about formerly incarcerated individuals with service providers to enable continuity of care.
- **Addressing prescription drug abuse across the nation**—Integration of various state prescription drug monitoring systems provides a national architecture, fosters interoperability, and reduces costs of state implementation.
- **Statewide Information Sharing Capability**—Agencies across the nation have recognized the importance of sharing justice information statewide to promote more informed decisionmaking about criminal cases. One example is the CONNECT South Dakota project, whose goal is to facilitate statewide information sharing among state and local law

enforcement agencies, regardless of disparate geographic locations or records management systems/jail management systems (RMS/JMS), through the CONNECT South Dakota hub. To complete its goals, this project is implementing *Global recommendations such as the GRA, GFIPM, and Global Privacy Policy Development Guide and Implementation Templates*, as well as the BJA-supported National Information Exchange Model (NIEM).

- **Interstate Compact Offender Tracking System (ICOTS)**—ICOTS is used by states to notify, accept, and exchange information about transferring offenders from one state to another. There are 300,000 ICOTS users nationwide. BJA-supported Global standards were used to develop the system, which allowed for the reuse of existing technology assets, collaboration between loosely connected organizations, use of open source software, significant cost savings, and implementation within a few months.
- **Sex Offender Relocation and Notification Act (SORNA) Inter-jurisdictional Relocation Service (SIRS)**—SORNA establishes a set of minimum standards for sex offender registration and notification in the United States. It aims to close potential gaps and loopholes that existed under prior law and generally strengthens the nationwide network of sex offender registration and notification programs. SIRS enables the exchange of offender and relocation information, including notifications, between jurisdictions and qualified agencies as



THE INDIANA DATA EXCHANGE PROJECT

The Indiana Data Exchange (IDEx) is a 21-agency effort under the leadership of the Indiana Department of Homeland Security that includes local, state, and federal agency participation. By using a range of Global-supported solutions, including GRA, GFIPM framework, and NIEM, the initiative connects disparate

justice and public safety systems' data, leveraging existing investments for enhanced decisionmaking and increased public safety. Because the planning, design, and initial capital investment were grant funded, IDEx exemplifies how a state can use federal support to initiate a project

resulting in immediate and long-term cost savings and efficiencies.

The IDEx Project webinar can be viewed at www.ncja.org/webinars-events/jisp-webinars##idexproject.

part of the officer relocation registration process. The SORNA Exchange Portal was created to facilitate effective information sharing and serve as the mechanism by which jurisdictions' sex offender registry officials securely communicate with one another. However, because the current exchange portal has limitations in terms of time, cost, and information provided, a standard is being developed utilizing GRA. Once completed, the exchange portal will be able to share sex offender information electronically via a system-to-system exchange with no manual intervention required.

National Information Exchange Model

NIEM, which grew out of BJA's Global Justice XML Data Model, was launched in 2005 to develop and deploy a national model for information sharing and the organizational structure to govern it. NIEM has been adopted by federal, state, local, and tribal governments across the nation, including an unprecedented collaboration among multiple federal agencies such as DOJ, DHS, and the Department of Health and Human Services. Originally designed using a consensus-based method funded and managed by BJA, NIEM is now recognized as a fundamental building block to enable the sharing of information across domains, disciplines, and jurisdictions.

NIEM brings together diverse communities that collectively leverage NIEM tools, processes, and technologies to increase efficiencies and improve decisionmaking. NIEM has been implemented in all 50 states and several countries. Recent NIEM implementations include the following:

- The CONNECT South Dakota project is currently implementing NIEM to facilitate statewide information sharing among state and local law enforcement, regardless of geographic location or RMS/JMS.
- Hawaii is currently partnering with state and local governments to share justice information using NIEM and GRA. The Hawaii Integrated Justice Information Sharing program brings together Hawaii's state, county, and federal justice and non-justice related agencies to share justice-related information.

- The Virginia Information Technologies Agency (VITA) is working to standardize "citizen-centric" data with NIEM. VITA has centered its compliance strategy on migrating agencies toward conformance with NIEM. The move reflects the Commonwealth's increased awareness of the need to reduce data redundancy, enforce data quality, and realize a higher return on investment for data assets. (See the success story below.)

The NIEM web site (www.niem.gov) provides users with the opportunity to learn about NIEM and to connect and collaborate with experts and others. Users also can register for events or training, attend online trainings and webinars, access the latest versions of NIEM and tools for working with NIEM, and create NIEM-conformant XML exchanges. Enhancements to the site began in FY 2012 and include technological advancement in stakeholder communication and other updated features.

April 19, 2012 marked the seventh anniversary of the NIEM program, and the global expansion and adoption of NIEM continued through FY 2012. Through efforts in several domain areas, both Canada and Mexico are looking at adopting NIEM. In addition, the NIEM PMO recently sent a team to the Netherlands to provide NIEM technical training to more than a dozen participants from Europol, Eurojust, and Frontex, as well as representatives from countries including Bulgaria, Denmark, Finland, Poland, and Sweden.

Domestically, NIEM expanded through the addition of the following domains: NIEM Government Resource Management, NIEM Health, and NIEM Human Services. These new partnerships broaden the reach of the NIEM community to 15 domains. Progress also continues across NIEM's more established domains: Biometrics; Chemical, Biological, Radiological, Nuclear; Cyber; Emergency Management; Immigration; Infrastructure Protection; Intelligence; International Trade; Justice; Maritime; Screening; and Children, Youth, and Family Services.

In July 2012, BJA led discussions with the NIEM Executive Steering Council (ESC) about the importance of initiating and supporting the next release of NIEM (version 3.0), which the ESC subsequently approved. BJA is managing the implementation of NIEM 3.0 with support from the Georgia Tech Research Institute (GTRI). NIEM was built to be governed by the community and to

respond to its business requirements, and NIEM 3.0 will address community-identified needs to date. NIEM 3.0 release activities will be conducted over a 13-month period, with a planned delivery of fall 2013.

National Motor Vehicle Title Information System

Vehicle theft and cloning have too often become lucrative illegal activities for organized criminals, with the profits often used to support other violent crime. To combat automobile fraud and theft, BJA established and oversees the National Motor Vehicle

Title Information System (NMVTIS) (www.vehiclehistory.gov). BJA implements NMVTIS in partnership with the American Association of Motor Vehicle Administrators (AAMVA), which operates the system.

NMVTIS is an electronic system designed to assist states and law enforcement in deterring, investigating, and preventing title fraud and other vehicle-related crimes. In addition, the system is intended to protect consumers from fraud and unsafe vehicles and to keep stolen vehicles from being resold.

Designed to prevent vehicle histories from being concealed from consumers, NMVTIS captures into one system specific data from state motor vehicle titling agencies, automobile recyclers, junk



ACHIEVING INTEROPERABILITY ACROSS VIRGINIA THROUGH NIEM

In May 2012, Virginia's General Assembly adopted language in the 2012 Appropriation Act requiring the Commonwealth's Secretary of Technology to work with all cabinet secretaries and their agencies to standardize "citizen-centric" data. The move reflects the legislature's increased awareness of the need to reduce data redundancy, enforce data quality, and realize a higher return on investment for data assets.

VITA, working on behalf of Virginia's Secretary and the Chief Information Officer, has centered its compliance strategy on migrating commonwealth agencies toward conformance with NIEM. By integrating NIEM into Virginia's enterprise information architecture program, VITA will be able to enforce a common discipline, an established and stable set of standards, and a shared vocabulary to support semantic interoperability for person-related data across state government.

VITA's NIEM integration strategy will also give agencies the ability to map

data elements in legacy systems and commercial-off-the-shelf solutions toward a NIEM-conformant IEP. For new systems, VITA will support agencies in their implementation of NIEM standards throughout the system lifecycle. Compliance with adopted standards also will be a required element in VITA's review and approval process for new projects.

This adoption of NIEM represents Virginia's latest step toward enterprise data governance and standardization. The state has already made significant progress on interoperability in the health information technology domain. Based on guidance from its Health IT Standards Advisory Committee, more than 125 health IT standards have been adopted during the past year, including implementation guides, data exchange, vocabulary, messaging, and technology standards. VITA maintains the inventory of adopted standards in its searchable, web-based Enterprise Standards Repository.

VITA views its NIEM integration strategy as an opportunity to bring the other domains of state government up to the level of interoperability achieved in the health domain, as well as to establish a framework for building information exchanges across domains and levels of government. The agency has started implementing its NIEM strategy by mapping adopted standards for personal data to a NIEM-conformant IEP. Also, in November 2012, VITA hosted an onsite NIEM technical training by the IJIS Institute for data stewards across Virginia.

VITA recognizes that achieving interoperability through a NIEM-conformant strategy will be an incremental process, and the state has been working from an interim plan for meeting the new statutory requirements. The final plan, which will include a cost estimate, scope, and schedule for NIEM conformance, will be ready in July 2013.

For more information, visit the VITA Technology Oversight web site (www.vita.virginia.gov).

and salvage yards, and insurance carriers. It is the only publicly available system in the United States to which all of these parties are required under federal law to report on a regular basis.

NMVTIS ensures that key information about a vehicle's condition and history is available, accessible, and affordable to consumers. Consumers can obtain a NMVTIS Vehicle History Report to access critical nationwide total loss, odometer reading, brand history, title, and salvage information about a vehicle to make an informed car-buying decision.

Key FY 2012 NMVTIS accomplishments included:

- The level of state compliance increased; data from 88 percent of the nation's departments of motor vehicles are represented in the system.
- The number of salvage or total loss records received increased to 48 million.
- AAMVA maintained 99.9 percent system availability.
- An enforcement strategy and process were implemented to ensure that businesses meeting the NMVTIS definitions for junkyards, salvage yards, and insurance carriers are reporting specific information to NMVTIS on a monthly basis, as required by the NMVTIS regulations. The enforcement strategy and process added more than 960,000 previously unreported vehicles to NMVTIS.
- The NMVTIS Law Enforcement Access Tool is available at no cost to law enforcement through RISS or the FBI's LEO. The number of authorized law enforcement users of NMVTIS data increased to 1,600.
- The number of consumer NMVTIS inquiries increased significantly. This increase can be attributed to several factors: the authorization of additional companies as NMVTIS data providers, the aggressive marketing strategies of NMVTIS data providers, and the passage of California state legislation (AB 1215) which, among other things, requires California automobile dealers to obtain a NMVTIS Vehicle History Report before offering a used vehicle for sale to a consumer.

The system is helping to protect consumers from fraud and unsafe vehicles, assist with the identification of cloned vehicles prior to

title issuance, and provide increased theft and fraud investigative abilities for law enforcement. The Government Accountability Office (GAO) estimates that, when fully implemented, NMVTIS will save taxpayers \$4 billion to \$11 billion each year.

Regional Information Sharing Systems

The RISS Program, funded through BJA, offers secure information sharing and communications capabilities, investigative support services, technical assistance, and critical deconfliction services. RISS's services and programs directly support and positively affect our nation's public safety mission. RISS consists of six regional centers and a national technology support center. The program serves thousands of local, state, federal, and tribal law enforcement and public safety agencies in all 50 states, the District of Columbia, U.S. territories, Australia, Canada, England, and New Zealand. RISS's services and programs ultimately affect nearly 1 million law enforcement officers, analysts, and public safety personnel who have the responsibility for protecting our nation from crime and terrorism.

In addition, RISS provides investigative support services such as analytical support, equipment loans, intelligence research, training, specialized publications, and technical assistance. RISS offers law enforcement full-service delivery from the beginning of an investigation to the ultimate prosecution and conviction of criminals. Through RISS, an officer can query multiple intelligence databases, retrieve information from investigative systems, solicit assistance from research staff, utilize surveillance equipment, receive training, and obtain analytical products.

RISSNET is a secure law enforcement cloud-computing platform that hosts and provides access to millions of pieces of data, offers bidirectional information sharing, connects disparate systems, and acts as the communications infrastructure for a number of critical resources and investigative tools. Currently, 86 agency systems are connected or pending connection to RISSNET. More than 350 resources are available to authorized users via RISSNET; the owners of these resources rely on RISSNET for its proven and secure infrastructure. Through RISSNET, authorized users can access the RISS Criminal Intelligence Databases (RISSIntel), the RISSGang resources, the RISS Automated Trusted Information

Exchange (RISS ATIX), and RISSafe, as well as other critical resources and tools. In FY 2012, more than 31.6 million records were available via RISSNET from all these resources combined.

RISSIntel enables members to inquire about and search for suspected criminal intelligence information. In FY 2012, RISSIntel contained more than 2.8 million intelligence records, and member agencies made more than 4.7 million inquiries in the RISSIntel databases. The RISSIntel user interface provides real-time, online federated search capabilities to 22 RISS partner system intelligence databases, including state systems and the California gang intelligence system (known as CalGang), and it enables the RISSNET user to access partner systems with a single user account.

With RISSafe, RISS places officer safety as a high priority. RISSafe is the only comprehensive and nationwide deconfliction system that can be accessed by all law enforcement agencies on a 24/7, 365-day basis. RISSafe stores and maintains data on planned law enforcement events—such as undercover operations—with the goal of identifying and alerting affected agencies of potential conflicts that may affect law enforcement efforts. RISSafe was first deployed in 2008, and the RISSafe web site (www.riss.net/Resources/RISSafe) was launched in March 2011.

Over the last 3 years, the use of RISS services in member agency criminal cases resulted in 15,157 arrests and more than \$284 million in narcotics, property, and currency seizures. With available FY 2012 funding, RISS strived to continue this success through its critical services and resources, its related applications, and its analytical services.

Some of RISS's accomplishments during FY 2012 included:

- Increased the number of RISS member agencies to 8,952 and authorized users to 112,830.
- Developed 32,657 analytical products, opened 127 digital forensics cases, supported 620 audio/video enhancement requests, and provided 92,326 other analytical services.
- Loaned more than 4,580 pieces of specialized equipment to law enforcement agencies.

- Responded to 184,553 requests for intelligence research support.
- Sponsored or cosponsored 1,875 events that trained 53,308 criminal justice professionals.
- Continued to support officer safety through RISSafe. Users entered 164,094 events into RISSafe, which resulted in 57,500 identified conflicts.
- Supported the 23 RISSafe Watch Centers that currently operate.
- Deployed the RISSafe Mobile application that enables officers to use their mobile devices to enter law enforcement events and receive immediate notification of potential conflicts.
- Continued to provide law enforcement and public safety professionals with a diverse set of communications and information sharing tools through RISS ATIX. The number of public safety professionals accessing RISS ATIX increased to 121,443.
- Supported systems currently connected to RISSNET and connected additional systems.
- Created numerous secure sites that are accessible via RISSNET, including those for the Medicaid Fraud Control Unit and the Medicaid Integrity Institute.
- Continued to support RISSGang, which enhances gang investigators' ability to share intelligence information, research gang protocols, and access gang-related resources.
- Continued to participate in the Assured SBU Interoperability Initiative under the auspices of the White House and the PM-ISE. RISS is at the forefront in providing federated access and simplified sign-on capabilities. Users of the FBI's LEO, the Chicago Police Department, the Pennsylvania Justice Network, and the federal Joint Automated Booking System utilize Federated Identity to access resources.
- Continued to support other programs such as NSI and the National Virtual Pointer System.

- Continued work to expand the RISS Pawnshop Database nationwide. More than 3.4 million records are available in the database.

Electronic and High-Tech Crime

National White Collar Crime Center

During FY 2012, BJA partnered with the National White Collar Crime Center (NW3C) to deliver specialized training to more than 4,400 state, local, tribal, and territorial law enforcement officers in 39 states and 2 territories. Training courses on a variety of subjects were taught during the year, including “Cyber Crime Investigation and Forensics” (2,898 students) and financial crime topics such as “Mortgage Fraud and Intellectual Property Crime” (1,525 students). These trainings have helped increase the capacity of state, local, and tribal law enforcement to keep up with the ever-evolving complexity of economic and high-tech crime.

NW3C staff, operating the Internet Crime Complaint Center (IC3), processed 290,907 complaints, of which 236,973 were referred for investigation to state and local law enforcement agencies. IC3 analysts and NW3C Investigative Support analysis also provided investigative support to state and local agencies, resulting in many successful prosecutions.

NW3C increased its collaboration with other BJA-funded projects in FY 2012, maximizing the effectiveness of effort from all partners, including:

- Collaboration on the mortgage fraud problem continues among BJA, NW3C, NDAA, NCPC, and the St. Petersburg College Center for Public Safety Innovation.
- The National Association of Attorneys and NW3C continue to collaborate to deliver intellectual property training to state, local, and tribal law enforcement.
- NW3C partnered with the IACP Social Media Project to educate law enforcement about the growing importance and impact of social media.

Preventing and Responding to Crimes Committed Using Handheld Devices

In FY 2012, BJA partnered with Drakontas, Drexel University, and BK Forensics to develop a web-based training curriculum for law enforcement officers on preventing and responding to crimes committed using handheld devices (e.g., smart phones, tablets). The project team is using feedback and input collected from the law enforcement community to structure the curriculum and guide content development. The curriculum, to be released in FY 2013, will include a comprehensive pre-/post-test to measure the knowledge gained by participants.

Cross-Boundary Information-Sharing Program

BJA funded cross-boundary information-sharing programs, which employ emerging and established justice information-sharing practices, in more than 20 local or state agencies in FYs 2010 and 2011. These funds continue to reap results for the agencies funded as well as other agencies. These and other agencies are leveraging the national technical standards and tools developed via other BJA Global investments and efforts that stretch limited funds and exercise national standards and tools to afford ongoing improvement and broader use. Below are descriptions of key projects.

CONNECT South Dakota

“South Dakota citizens are safer, South Dakota police officers are safer, and offenders in South Dakota’s jails are safer.” This is how Michael Milstead, Sheriff of Minnehaha County, South Dakota, described the significant impact of the CONNECT South Dakota project during the GAC Biannual Meeting on October 24, 2012. South Dakota CONNECT was funded under BJA’s FY 2010 Cross-Boundary Information Sharing Program. The purpose of the CONNECT South Dakota project is to integrate the formerly “siloeed” information systems of law enforcement agencies across South Dakota while upholding privacy rights and civil liberties and allowing local agencies to retain control of their own data. The sheriff also emphasized that the use of Global tools has resulted in “tremendous” cost-savings for the state. The Connect South

Dakota solution is being shared nationwide with the expectation that it can be replicated at lower cost in other jurisdictions.

Hawaii Integrated Justice Information Sharing Program

This program is leveraging Global tools to implement a federated search and identity management capability that will allow law enforcement, prosecutors, courts, and correctional facilities to query one another's systems from a single, streamlined user interface. Having access to other agencies' offender information will significantly enhance decisionmaking and save significant time by eliminating the need to search multiple data systems.

Colorado Department of Public Safety, Division of Criminal Justice

Colorado's project focuses on creating automated information exchanges among state and local agencies that work with at-risk juveniles and their families, so that they will have access to timely and reliable information about available services. It is also creating and testing privacy protocols related to the protection of sensitive juvenile and family data. The project is overseen by Colorado's Division of Criminal Justice, the Colorado Children Youth Information Sharing Collaboration, and the Center for Network Development, with participation by the Colorado Departments of Education, Health Care Policy and Financing, Human Services, Public Health and Environment, Public Safety, and State Judiciary, and the Governor's Office of Information Technology.

Nebraska Commission on Law Enforcement and Criminal Justice

This program focuses on the development and implementation of the "Global in a Box" concept, which is an appliance consisting of a hardware server and software that conforms to Global standards and NIEM. Developed by the Nebraska Commission on Law Enforcement and Criminal Justice, it builds on the CONNECT Project that links criminal justice information-sharing portals from Nebraska, Alabama, Kansas, and Wyoming. When finalized, the appliance will be installed in the four participating states of the CONNECT Project as well as an additional state to be identified, and it will be available for export to other states. Current CONNECT Project proof-of-concept services will be

migrated to run on the appliance and take advantage of security, performance, usability, and administrative enhancement created by this project.

Dallas County Department of Information Technology

Dallas County has evolved a successful project to share incident and arrest information between two of the key agencies in the county (the Sheriff and District Attorney's Case Management System) focused on electronic booking and case filing initiatives. The purpose of this program is to expand coverage of this information-sharing initiative to 25 additional agencies in Dallas County. This project is facilitating information sharing among the information systems of these 25 agencies using NIEM and the Global standards. This initiative is estimated to save 18,000 labor hours related to the booking process and 35,000 labor hours related to preparation and delivery of case filing packets to the District Attorney's Office. A primary focus of this initiative is ensuring the privacy and security of the information exchanges being implemented.

Iowa Division of Criminal and Juvenile Justice Planning

The purpose of this initiative is to develop National Data Exchange (N-DEx) compliant information exchange package (IEP) documents and web services to exchange incident information among state law enforcement and other justice agencies in real time. The result will be statewide implementation of N-DEx using the existing Criminal Justice Information System.

County Commissioners Association of Pennsylvania

The purpose of this pilot is the development of a replicable unified case management system serving adult probation, jail, prosecutors, and juvenile detention interests statewide. Offender information will be entered one time and then assigned to multiple cases, which will significantly reduce the time spent entering duplicative offender data. A system prototype is being developed and pilot-tested in three to five counties with at least two departments, and a robust statewide governance process is being implemented to oversee the project. It is estimated that \$7 million per year will be saved if Pennsylvania can reduce its prison population by 1 percent by making more informed

management decisions using higher quality data at the county level.

Passaic County Prosecutor's Office

The New Jersey Passaic River Corridor comprises 83 municipalities located in 6 Urban Area Security Initiative counties. Numerous major roadways traverse the region, facilitating access east to New York City and south to Philadelphia. This ease of movement, coupled with the many jurisdictional borders of the 83 municipalities, challenges law enforcement to prevent, interdict, and prosecute criminals and recidivists who exploit the contiguous municipalities by crossing jurisdictional boundaries to commit crimes. The cities of Paterson, Passaic, and Newark, along with the New Jersey Regional Information Operations Center, joined in 2009 to deploy a pilot platform and governance protocols to enable rapid sharing of information about crimes that cross jurisdictional borders, particularly the modus operandi and attributes of offenders. More than 100 users in 43 jurisdictions across 3 counties, along with the New Jersey State Police, participate. The BJA Cross-Boundary Information Sharing Program supports the Passaic River Corridor Cross-Jurisdictional Collaboration Pilot, which successfully applies virtual collaborative case management capabilities to enable information exchange immediately after the commission of a crime. Cloud computing and social networking technologies enable automated discovery and connection of data relationships, visual messaging, link visualization, and association mapping. The pilot deployment focuses primarily on shootings, robberies, burglaries, auto theft, and organized retail crime. As a result of this pilot initiative, the Passaic River Corridor platform is being enhanced and is leveraging NIEM and Global tools to (1) expand the user community; (2) provide more robust collaboration features; (3) introduce querying to augment collaboration capabilities; and (4) integrate data from additional sources. Benefits of these significant enhancements include reduced case closure times; more precise and timely tracking, apprehending, and prosecuting of offenders committing cross-jurisdictional crimes; more effective allocation of investigative resources; enhanced predictive analysis to support intelligence-driven operations and provide real-time trend analysis; support for deconfliction efforts; and cost savings.

National Governors Association Center for Best Practices

The purpose of this National Governors Association (NGA) initiative is to assist states in improving their ability to implement corrections reform by optimizing justice information—sharing capabilities. NGA will conduct a policy academy where states will develop a strategic understanding of the policy and technical challenges to implementing Global standards and tools, as well as how adopting these standards and tools will support reform efforts. The project objectives include convening a national faculty of justice information-sharing experts to help plan and carry out policy academy activities, an issue brief for governors and their staff, a three-state policy academy on corrections information sharing, technical assistance to policy academy states, and national lessons-learned briefings based on project results.

Criminal Information Sharing Alliance, Inc.

One of the primary impediments to secure electronic information exchange and system interoperability is identity and privilege management—ensuring that authorized individuals have access to the data sources they need regardless of where they reside in the enterprise. The Criminal Information Sharing Alliance (CISA) addressed these problems by developing, operating, and maintaining the CISA network (CISAnet), which joined 10 state and several federal agencies in a secure law enforcement information-sharing network. In 2005, CISA joined two other criminal justice information-sharing organizations—the Pennsylvania Justice Network and RISS—to show that authorized users of one system could access information on another system without being a member of, or separately logging into, that system. This demonstration was the first phase of the GFIPM project. The project was initiated in response to a growing demand from the justice community that critical investigative information be made available across federal, state, tribal, and local agencies in a secure, efficient, and cost-effective manner. With Cross-Boundary Information Sharing Program funding from BJA, CISA is implementing an Identity Provider (IDP) and Service Provider for the Georgia Bureau of Investigation, and

a Texas Department of Public Safety IDP. When both IDPs are implemented, 3,500 state law enforcement officers in Georgia and Texas will have access to other state's case management information system.

Vera Institute of Justice

The criminal justice involvement of drug users and people with mental health problems is a growing public health crisis that stretches the resources of overburdened state and county justice systems. In 2005, three times as many people with mental illness were in our nation's prisons and jails as in psychiatric hospitals. As increasing numbers of people with behavioral health needs become involved in the justice system, it is important that behavioral health and justice agencies can communicate and coordinate care for people as they enter and leave correctional settings and appropriately divert people to community treatment alternatives. At a time when public officials are seeking ways to maximize the use of scarce resources, many jurisdictions recognize the potential for data sharing to improve service provision, enhance individual outcomes, and reduce duplication of effort. Privacy considerations are an integral part of designing any data-sharing initiative, but the multiple local, state, and federal regulations governing the release of health information generally (e.g., Health Insurance Portability and Accountability Act) and drug treatment information specifically (e.g., 42 CFR Part 2) are especially complex and difficult to navigate. The goal of the Behavioral Health and Justice Information Sharing Project (BHAJIS) is to increase the capacity nationwide of jurisdictions to share behavioral health and justice data in secure, legal, and ethical ways that maximize benefits to clients while reducing costs. This project will provide guidance on determining the type of data exchanges that are legally permissible under local regulations, outline potential ethical pitfalls, and offer assistance with arranging data exchanges, including examples of proven strategies. Specifically, BHAJIS will create a "knowledge bank" web site to disseminate a variety of web-based resources collected and created by the project team. These resources and tools will address a variety of topics, making the project accessible and instructive to jurisdictions at various stages of developing information-sharing initiatives and with different levels of capacity and technical expertise.

San Diego Association of Governments

San Diego's Automated Regional Justice Information System, Arizona's AZLink, the San Diego and Arizona Fusion Centers, and justice agencies in New Mexico and Texas are collaborating to expand interstate offender information sharing along the southwest border via handheld devices. This initiative, called the South West Offender Real-time Notification (SWORN) program, will focus on sharing corrections, probation and parole, law enforcement, and homeland security data across jurisdictional and agency boundaries. Specifically, SWORN will provide real-time field access to data, alerts, and photographs not currently shared, including identifying images, probation information, and inmate release conditions from the Arizona Department of Corrections, California Department of Corrections and Rehabilitation, San Diego County Probation, federal probation, Superior Court of California, Maricopa County Jail, and immigration and customs enforcement to southwestern agencies.

The ongoing violence among Mexican drug trafficking organizations and Mexican law enforcement agencies with ties to the drug trade have increased violence along both sides of the U.S./Mexican border. Compounding the direct effects of the drug conflict is the increase in gang violence. In addition, the California Supreme Court made a recent decision to release more than 100,000 inmates to mitigate prison overcrowding. This decision is likely to result in movement of released inmates to neighboring states. Since 57 percent of ex-offenders return to prison within 2 years, the offenses they commit before re-incarceration result in danger to the public and an inestimable impact in the lives of their victims. In many jurisdictions, notification of releases from corrections to law enforcement is cumbersome and not communicated to the frontline officers. Reports of these releases have minimal information and no photographs or detailed demographic data, and they are still sometimes mailed or faxed to the agency of the jurisdiction where the ex-offender is going. Enabling officers and investigators to positively identify individuals in the field and, in particular, to be aware of ex-offender status and probation and parole conditions are critical to ensuring the safety and effectiveness of law enforcement and the safety of the public.

Public and Private Partnerships

The value of BJA's Global information-sharing standards is directly proportional to the level of adoption and use of those standards by commercial product and service providers. Understanding that private industry plays a critical role in realizing the promise of the Global standards (e.g., reduced cost, improved scalability, and responsible information sharing across the justice and public safety enterprise), BJA continues to advance collaboration between the public and private sectors through its partnership with the Integrated Justice Information System (IJIS) Institute.

In FY 2012, the IJIS Institute launched its Springboard Initiative (SBI) in partnership with BJA and the PM-ISE. SBI is a Global standards-based interoperability program designed to expand and mature the adoption of such standards by providing a national venue for system testing and reference implementations and by enabling more informed agency procurement selections through compliance testing and product certifications. After initial launch (which involved establishing the Springboard Governance Council, concept of operations, and physical infrastructure), SBI implemented standards testing and certification for the Prescription Monitoring Information Exchange (PMIX). This testing proved critical to ensuring the interoperability of competing PMIX hubs that would have otherwise resulted in disparate and incompatible intrastate systems. BJA can now limit funding to only those solutions that enable full national prescription monitoring and management. Such standards-based technical solutions minimize customized local development and maximize agility and scalability, helping justice and public safety agencies appropriately focus their limited resources.

To further demonstrate the power of bringing together private and public professionals, BJA, in partnership with the IJIS Institute and Association of Public-Safety Communications Officials, collaborated with private suppliers and diverse justice and public safety professionals to develop national requirements for a unified law enforcement, fire, and EMS (UCAD) system. The UCAD Functional Requirements (UCAD FR) help local and state agencies better define and communicate their system requirements,

while helping CAD providers become standards-conformant. The UCAD FR provides a detailed, comprehensive, and unified set of more than 130 functional requirements for police, fire, and EMS CAD systems and provides information on future issues for CAD systems, such as Next Generation 9-1-1 (NG9-1-1) and Broadband/LTE (Long-Term Evolution). The UCAD FR provides a starting point for emergency response agencies when developing CAD requests for proposals, which levels the playing field when selecting new CAD solutions and promotes system interoperability (e.g., CAD-to-CAD).

BJA also continued to partner with the IJIS Institute on the Gang Intelligence Information Sharing project. Working with several system providers, this standards-based project is piloting the exchange of gang intelligence information between multiple legacy systems and local agencies in Florida, Indiana, and Texas. This work leverages prior collaborations to build national technical standards that define the content and technical infrastructure for sharing gang data, which will save effort with each implementation and enable later integration and inclusion of additional legacy systems and new agencies. This architecture takes advantage of assets and investments made in other BJA programs (such as the NSI shared space server) and will support a federated search across locally controlled databases.

In FY 2012, BJA partnered with the IJIS Institute, SEARCH, and APPA to deploy a standards-based information sharing capability to support reentry programs in Rhode Island, Maryland, and Hampden County, Massachusetts. Hampden County Sheriff's Department, law enforcement and public safety partners, and independent human and social service providers in the community are working together to strengthen the quality and comprehensive support of offender reentry to provide for continuity of care, improved public safety, and reduced recidivism. This work was accomplished with minimal investment and provides for additional expansion through the use and reuse of the Global Standards Package. Participating community service providers are required to complete a pre-implementation survey online and another survey 6 months after implementation to quantify results and assess outcomes.

With assistance from BJA, the IJIS Institute and its members helped the Montana Department of Corrections develop and deploy standards and a new technical approach to separating the collection and disbursement of corrections data and the resulting victim notification. The subsequent state implementation was cost-effective and locally controlled. Moreover, this Victim Information & Notification Everyday (also known as VINE) proof of concept is paving the way for other service providers to enter this once monopolized provider space.

TTA related to information sharing remain the strongest examples of how BJA and the IJIS Institute engage private industry to support and inform state, local, and tribal agencies' efforts to improve criminal justice policies and practices and enhance public safety. In FY 2012, the IJIS Institute and its members' successful TTA activities included:

- Completed five onsite TA engagements in law enforcement agencies around the nation.
- Completed six onsite TA engagements in state fusion centers and began planning efforts for work in three more.
- Trained more than 600 law enforcement and justice personnel on NIEM and the development and implementation of national reference standards. The training was highly rated by the participants.
- Continued support for the National Information Sharing Standards Helpdesk and Standards Clearinghouse and Knowledge Base, which involved addressing 312 help desk inquiries, publishing 97 knowledge base articles, and publishing 7 new reference standards.

CHAPTER 5

Supporting Corrections and Reentry

Supervising offenders in the community and preparing them to return to their neighborhoods are critical to protecting public safety. An effective approach is the use of reentry programs, which provide a broad range of services for offenders while ensuring their accountability. BJA supports numerous reentry initiatives that focus on partnering with correctional, law enforcement, and social service agencies, as well as faith-based and community organizations. In addition, BJA supports programs that work to reduce recidivism, promote coordinated efforts among reentry stakeholders, reduce corrections and related criminal justice spending, promote information sharing, and reimburse jurisdictions for expenses incurred when they incarcerate undocumented criminal aliens.

Second Chance Act Programs

The Second Chance Act of 2007 (SCA) provides a comprehensive response to the increasing number of incarcerated adults and juveniles who are released from prison, jail, and juvenile residential facilities and are returning to communities. Currently, more than 2.3 million individuals are serving time in federal and state prisons, and millions of people cycle through tribal and local jails every year. Ninety-five percent of all offenders incarcerated today will eventually be released and will return to communities. The SCA helps to ensure that the transition individuals make from prison, jail, or juvenile residential facilities to the community is successful and promotes public safety, and it provides funding to eligible states, units of local governments, federally recognized tribes, and nonprofit organizations for adult and juvenile programs.

Administered by OJP through BJA, OJJDP, and NIJ, SCA programs focus on reducing recidivism, incorporating research evidence-based strategies, providing reentry services in both pre- and post-release settings, and evaluating the effectiveness and impact of reentry programs. These activities focus on adult offenders with co-occurring substance abuse and mental health disorders; family-based substance abuse treatment; adult and juvenile demonstration (planning and implementation) projects; state, local, and tribal reentry courts; adult mentoring programs; technology careers training projects for incarcerated adults and juveniles; and the evaluation of adult and juvenile reentry demonstration projects.

In FY 2012, BJA made 85 awards totaling approximately \$48 million (see the table below) that included the following: new competitive site-based awards; supplemental continuation awards for special projects and for sites participating in NIJ evaluations; and a new competitive award for the National Reentry Resource Center (NRRC).

BJA also made awards for two new SCA programs: the Adult Offender Comprehensive Statewide Recidivism Reduction Demonstration Program and the Smart Probation: Reducing Prison Populations, Saving Money, and Creating Safer Communities Program. Under the Adult Statewide Recidivism Reduction Program, BJA made seven awards totaling \$6.1 million that will provide resources to state departments of corrections to reduce the historical baseline recidivism rate through planning, capacity building, and implementation of effective and evidence-based interventions. The Smart Probation Program (nine awards totaling \$3.7 million) will provide resources to states, units of local government, and federally recognized Indian tribes to develop evidence-based probation practices that effectively address offenders' needs and reduce recidivism.

Since the SCA was enacted into law, more than \$270 million has been appropriated for SCA programming and OJP offices have awarded more than 440 competitive awards to support state, local, and tribal reentry programs for adult and juvenile populations; research and evaluation; and substantial support of the NRRC. This funding has resulted in TTA services being delivered to hundreds of justice practitioners and policymakers to guide and improve local reentry efforts.

SECOND CHANCE ACT PROGRAMS	AWARDS	AMOUNT
Adult Demonstration: Planning and Implementation Projects (SCA Section 101)	19	\$6,213,948
Family-Based Substance Abuse Treatment (SCA Section 113)	5	\$1,499,172
Technology Career Training Projects for Incarcerated Adults and Juveniles (SCA Section 115)	5	\$2,677,588
Adults with Co-Occurring Substance Abuse & Mental Health Disorders (SCA Section 201)	9	\$5,320,710
Adult Mentoring Grants to Nonprofit Organizations (SCA Section 211)	10	\$2,916,046
Supplemental Awards for NIJ Evaluation: State, Local, and Tribal Reentry Courts Program	8	\$3,141,993
Supplemental Awards for NIJ Evaluation: Adult Demonstration Sites (SCA Section 101)	9	\$9,404,000
Supplemental Awards/Special Projects: Adult Demonstration Projects (SCA Section 101)	3	\$1,665,000
Adult Offender Comprehensive Statewide Recidivism Reduction Demonstration Program (SCA Section 101) (New Program)	7	\$6,142,775
Smart Probation: Reducing Prison Populations, Saving Money, and Creating Safer Communities (New Program)	9	\$3,675,366
National Reentry Resource Center (SCA Section 101)	1	\$4,997,895
TOTALS	85	\$47,654,493

Some examples of the progress reported by SCA grantees include the following:

- From December 2009 through June 2011, the Adult Demonstration and Adult Mentoring Programs admitted a total of 15,911 participants, and from July 2011 to June 2012, these programs admitted a total of 23,187 participants.
- To date, under the Adult Mentoring programs, 5,316 mentors have been successfully trained.
- Under the Adult Demonstration Program, 4,083 participants have received employment services, 65 percent have received some form of employment, and 20 percent were employed for more than 6 months.

These collaborative efforts furthered DOJ's commitment to providing services and programs to help facilitate the reintegration of individuals as they return home and ensure their transitions from prisons or jails are safe and successful.

National Reentry Resource Center

In FY 2009, BJA competitively awarded a cooperative agreement to the Council of State Governments (CSG) Justice Center to launch the NRRC (www.nationalreentryresourcecenter.org), a first-of-its-kind technical assistance center dedicated to advancing the reentry field through the transfer and dissemination of knowledge that promotes the application of evidence-based best practices. Established by the SCA, the NRRC serves as the TTA provider for OJP's SCA site-based grantees. The NRRC also provides distance learning, TTA, and other reentry resources to the field, including states, tribes, territories, local governments, service providers, nonprofit organizations, corrections institutions, and individuals returning home.

The NRRC's objectives are to (1) provide a one-stop, interactive source of current, user-friendly reentry information; (2) identify, document, and promote evidence-based practices; (3) deliver individualized, targeted technical assistance to SCA grantees; and (4) advance the reentry field through training, distance learning, and knowledge development.

BJA recompeted the NRRC in FY 2012, and the CSG Justice Center was awarded \$5 million to administer the NRRC.

Among the resources available from the NRRC to date are the following:

- **Web site.** Among other resources, the NRRC web site (www.nationalreentryresourcecenter.org) features a searchable library that contains more than 1,100 publications related to reentry, including BJA-sponsored reports. In FY 2012, the NRRC web site received approximately 820,000 total page viewings and 147,000 unique visitors.
- **Online Newsletters.** In FY 2012, the NRRC distributed nine issues of an e-newsletter that highlights important news, events, research, and funding opportunities related to reentry. Each newsletter reached approximately 14,000 subscribers.
- **Webinars.** In FY 2012, the NRRC conducted 27 webinars that collectively reached more than 7,500 participants. Webinars provide researcher and practitioner perspectives on important reentry issues. Recordings of past webinars are available on the NRRC web site.
- **What Works in Reentry Clearinghouse.** In May 2012, the NRRC, in partnership with the Urban Institute, launched the What Works in Reentry Clearinghouse (<http://whatworks.csgjusticecenter.org/>), which provides a user-friendly, web-based, one-stop shop for practitioners and service providers seeking guidance on evidence-based reentry interventions. Since May 2012, nearly 5,000 unique visitors have visited the Clearinghouse.



SECOND CHANCE SUCCESS STORIES

Second Chance Act (SCA) grantees are using principles of effective practice, honed by research over recent decades, to develop collaborative reentry projects that target recidivism. Two examples are the Virginia Department of Corrections (DOC) and Kennebec County, Maine. These grantees are using validated risk and need assessment instruments to develop treatment and reentry plans that address their most pressing criminogenic needs.

The Virginia DOC received an FY 2010 SCA Family-Based Substance Abuse Treatment grant that focused on mothers with minor children who were returning from state prison to three rural counties in southwest Virginia. Participants completed a parenting program in their institution that focused on enhancing and practicing parenting skills and participated in video visitation when

their children and family members were unable to travel to the facility in person. Client advocates, who are also certified addiction counselors, supported women and their families as they prepared for reentry and for at least 6 months following release. The Virginia DOC also held community forums in the three targeted counties to gather feedback directly from community and family members about improving the reentry process.

Kennebec County, Maine received an FY 2010 SCA Adult Demonstration grant to launch the Kennebec Regional Reentry Project (KeRRP) to provide transition planning involving an integrated system of risk assessment, health care, case management, medication assistance, and comprehensive community-based wraparound services to men and women

returning from local jails. Participants were assigned to reentry specialists who were responsible for working with a community mental health care provider to develop individualized transition plans. Individuals identified as being at a higher risk of recidivism were enrolled into a 5-week intensive institution-based treatment and skill-building program that enhances co-occurring substance abuse/mental health treatment by integrating trauma-informed and risk-reduction interventions. Participants also received case management and transition support for up to 6 months following release. Based on the success of this project, Kennebec County received a FY 2012 SCA grant to expand KeRRP to provide integrated treatment services to a larger population of higher-risk individuals with co-occurring mental health and substance abuse treatment needs.

- **Second Chance Act Conference.** In May 2012, the NRRC hosted the third national SCA Conference, attended by approximately 700 representatives of SCA grantees and other federal grant programs related to reentry. The event provided reentry practitioners an unparalleled opportunity to network with other grantees and learn about integrating evidence-based practices into their grant-funded projects. Materials from the conference, including video of all plenaries and select workshops, are available on the NRRC web site.
- **State Leaders' National Forum on Reentry and Recidivism.** In December 2011, the CSG Justice Center, in partnership with BJA, the Association of State Correctional Administrators, the Public Welfare Foundation, and the Pew Center on the States, convened a national forum on reentry and recidivism reduction. It involved leaders from a number of states and key federal officials interested in using the principles of effective prisoner reentry to make identifiable reductions in recidivism. Materials from the forum, including videos, are available on the NRRC web site.
- **Ongoing Collaboration To Advance the Reentry Field.** In FY 2012, the CSG Justice Center convened expert panels that guided the development of documents that provide practical advice on integrating effective reentry practices in the fields of behavioral health, employment, and juvenile justice. One of these publications—*Adults with Behavioral Health Needs under Correctional Supervision: A Shared Framework for Reducing Recidivism and Promoting Recovery*—was released in September 2012 and is available online (<http://csgjusticecenter.org/mental-health/publications/behavioral-health-framework/>). A framework for integrating effective reentry and employment practices will be released in FY 2013, and a framework for juvenile reentry and recidivism reduction is in development.

Justice Reinvestment Initiative

In the past 20 years, state and local spending on corrections has grown at a rate faster than nearly any other budget item. Yet despite increasing corrections expenditures, recidivism rates remain high, with half of all persons released from prison returning within 3 years. Furthermore, every state has high-risk

communities, to which most formerly incarcerated individuals return, placing significant burdens on local jurisdictions that are already experiencing financial hardship.

JUSTICE REINVESTMENT INITIATIVE (JRI) ACTIVE SITES AS OF NOVEMBER 20, 2012

STATES (17 TOTAL)

Arkansas	New Hampshire
Delaware	North Carolina
Georgia	Ohio
Hawaii	Oklahoma
Kansas	Oregon
Kentucky	Pennsylvania
Louisiana	South Carolina
Missouri	South Dakota
New Hampshire	West Virginia

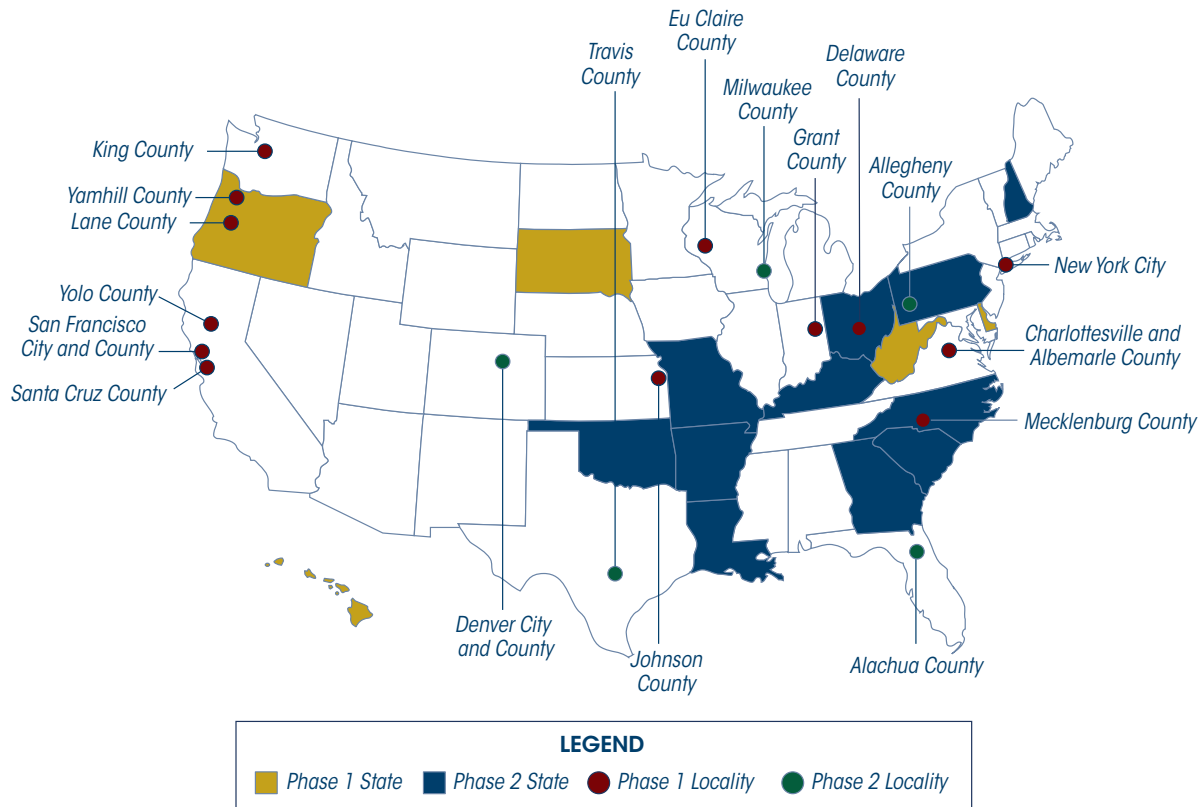
COUNTIES/LOCALITIES (18 TOTAL)

Alachua County, Florida	Lane County, Oregon
Allegheny County, Pennsylvania	Mecklenburg County, North Carolina
Charlottesville and Albemarle County, Virginia	Milwaukee County, Wisconsin
Delaware County, Ohio	New York City, New York
Denver City and County, Colorado	San Francisco City and County, California
Eau Claire County, Wisconsin	Santa Cruz County, California
Grant County, Indiana	Travis County, Texas
Johnson County, Kansas	Yamhill County, Oregon
King County, Washington	Yolo County, California

JRI - TECHNICAL ASSISTANCE (TA) PROVIDERS

State-Level Jurisdictions	Local-Level Jurisdictions
Pew Center of the States (Pew)	Community Resources for Justice: Crime & Justice Institute (CJI)
Council of State Governments Justice Center (CSG)	Center for Effective Public Policy (CEPP)
Vera Institute of Justice (Vera)	

JUSTICE REINVESTMENT ACTIVE SITES AS OF NOVEMBER 2012



“Justice reinvestment” represents a response to these challenges; it is a data-driven approach to reducing spending on corrections and reinvesting identified savings in evidence-based strategies designed to increase public safety and hold offenders accountable. States and localities engaging in justice reinvestment collect and analyze data on the drivers of criminal justice populations and costs, identify and implement changes that address costs and achieve better outcomes, and measure both the fiscal and public safety impacts of those changes.

Launched in October 2010, the Justice Reinvestment Initiative (JRI) is supported by BJA in coordination with the Pew Center on the States (Pew), an independent nonprofit organization.

Before launching JRI, BJA and Pew separately supported justice reinvestment and similar approaches to corrections and sentencing issues. With JRI in place, BJA and Pew have developed a process for more closely aligning their efforts that enables participating states to receive support through one or both organizations. Although the funding and program efforts of BJA and Pew remain independent, the organizations are closely coordinating efforts to better leverage resources in support of jurisdictions.

BJA’s JRI grantees include five competitive awards to nonprofit organizations in three subject areas: Program Oversight, Coordination, and Outcome Assessment (the Urban Institute);

State-Level Justice Reinvestment Program Implementation (CSG and the Vera Institute of Justice); and Local and Tribal Justice Reinvestment Program Implementation (the Center for Effective Public Policy and the Crime and Justice Institute). These grantees provide technical assistance and financial support to states, counties, cities, and tribal authorities that would like to engage in JRI as either a Phase I or Phase II site:

- **Phase I Sites:** These sites receive intensive, onsite technical assistance to start the justice reinvestment process, which involves engaging leaders and key stakeholders, conducting a comprehensive analysis of criminal justice data, and identifying strategies to reduce costs and increase public safety.
- **Phase II Sites:** These sites receive targeted technical assistance and are eligible for “seed” funding to support the implementation of justice reinvestment strategies. Sites that apply for Phase II must have already completed all of the steps associated with Phase I.

Currently, 35 jurisdictions (17 states and 18 local jurisdictions) participate in JRI (see the table). Since 2010, more than \$24 million has been appropriated for JRI. In FY 2012 alone, several states (e.g., Georgia, Hawaii, Louisiana, Missouri, Oklahoma, and Pennsylvania) have passed landmark legislation and policies that are projected to save money on incarceration while maintaining—or improving—public safety. In FY 2012, BJA awarded \$5,235,049

in supplemental funding to the CSG Justice Center and the Vera Institute of Justice to provide additional technical assistance and state pass-through funding to continue to support JRI state-level efforts.

Research-Based Smarter Sentencing to Reduce Recidivism

In FY 2011, JMI received supplemental BJA funding to administer the Research-Based Smarter Sentencing to Reduce Recidivism initiative, a TTA program that helps state and local criminal justice systems incorporate evidence-based research and practices into their sentencing decisions. The movement toward research-based practices in probation, parole, and the judiciary has yielded significant results that demonstrate effective strategies for addressing offender needs and reducing the risk of re-offense. Unfortunately, much of the research is in academic texts or professional journals, which many justice practitioners may be unlikely to review regularly. Practitioners also may be uncertain of how to translate the research into practice. JMI’s initiative fosters research-based smarter sentencing at the state and local levels by making this research accessible to justice professionals.

To address the public safety challenges posed by offenders returning to communities from jail or prison, criminal justice



PENNSYLVANIA ENACTS JRI LEGISLATION

On October 25, 2012, Pennsylvania Governor Tom Corbett, joined by state leaders from across the political spectrum, signed and enacted comprehensive legislation designed to increase public safety, redirect funds from corrections to communities, and save Pennsylvania taxpayers millions of dollars. The resulting

legislation (Senate Bill 100 and House Bill 135) contains a justice reinvestment framework that reinvests a portion of savings to be generated as a result of more effective corrections and parole policies. Once implemented, funds generated from these savings in the state prison system will be redirected back to local communities to

be used for law enforcement, probation, parole, crime victim services, expanding the use of risk assessment, and other activities. It is estimated that Pennsylvania’s taxpayers will see cumulative savings of up to \$253 million over the next 5 years due to key system enhancements.

policymakers and practitioners in many jurisdictions are working to enhance offender reentry efforts and reduce recidivism by establishing multidisciplinary teams to inform sentencing decisions. The premise of this collaborative approach—which involves prosecutors, judges, public defenders, and community corrections—is that sentencing based on strategies that demonstrate effectiveness in addressing offender needs will facilitate offender rehabilitation and reentry. This multidisciplinary strategy enables justice system officials to share knowledge and work collaboratively to achieve mutual goals.

In FY 2012, JMI conducted regional training events in Philadelphia (Pennsylvania), Charlotte (North Carolina), and Portland (Oregon) that included multidisciplinary teams from the following jurisdictions:

- **Portland, Oregon Workshop:** Multnomah County, Oregon; Harris County, Texas; Clinton County, Iowa; Coconino County, Arizona; and Hennepin County, Minnesota.
- **Philadelphia, Pennsylvania Workshop:** Eau Claire, Wisconsin; Lubbock, Texas; Philadelphia, Pennsylvania; Salt Lake City, Utah; and Spokane, Washington.
- **Charlotte, North Carolina Workshop:** Cook County, Illinois; Johnson County, Kansas; Mecklenberg County, North Carolina; Pinellas County, Florida; and Sacramento, California.

Corrections Information Sharing Program

The efforts of criminal justice system practitioners to promote public safety depend on their ability to share offender information across agency and discipline boundaries. This is particularly true in the context of offender reentry. BJA's Corrections Information Sharing Program leverages technology to enhance information sharing among the stakeholders—corrections and community corrections staff, community-based service providers, law enforcement officers, and others—who share responsibility for managing the transition of offenders from jail or prison back to the community in states and local jurisdictions across the nation.

To address the public safety challenges posed by offenders returning to communities from jail or prison, criminal justice policymakers and practitioners in many jurisdictions are working to enhance offender reentry by building cross-system partnerships and improving their offender information sharing capabilities. These efforts help to ensure that these stakeholders have access to offender information that supports proactive, informed decisionmaking about offender management.

In FY 2010, BJA selected three agencies to serve as pilot sites: Maryland Department of Public Safety and Correctional Services, Rhode Island Department of Corrections (DOC), and Hampden County Sheriff's Department (Massachusetts). In FYs 2011 and 2012, these three pilot sites received BJA technical assistance from a support team that included a combination of offender management, reentry, and technical subject-matter experts from APPA, Association of State Correctional Administrators, SEARCH, and the IJIS Institute.

Key program accomplishments in FY 2012 included working with the project pilot sites to measure the business benefits of the technical solutions being implemented. In Rhode Island, for example, the technical solution will enable information sharing between the state Department of Children, Youth, and Families (DCYF) and the state DOC. DOC will use official juvenile criminal history information from DCYF to complete the Level of Service Inventory—Revised (LSI-R) assessment tool at prison intake. (DOC previously relied on offenders' self-reported juvenile criminal histories in administering the LSI-R.) To measure the impact and benefit of this justice information-sharing enhancement, an effort is underway in Rhode Island to analyze the LSI-R scores of a sample of offenders by comparing scores using self-report data with those using DCYF's official data.

In addition, in FY 2012, BJA and its partners initiated the development of a corrections/reentry privacy policy template. The pilot sites and other jurisdictions nationwide will use this resource to guide efforts to implement policies, practices, and technology solutions to uphold the privacy requirements for offenders in the context of reentry efforts.

Implementing the Prison Rape Elimination Act

The Prison Rape Elimination Act of 2003 (PREA) was enacted to address the sexual abuse of prisoners in federal, state, local, and tribal correctional facilities, including prisons, jails, police lockup, and other confinement facilities. PREA requires the Attorney General to promulgate regulations that adopt national standards for the detection, prevention, reduction, and punishment of prison rape. PREA established the National Prison Rape Elimination Commission (NPREC) to conduct a comprehensive legal and factual study of the impacts of prison rape in the United States and to recommend national standards to the Attorney General and Secretary of Health and Human Services. NPREC recommended four sets of national standards for eliminating prison rape and other forms of sexual abuse—one for each of the following four confinement settings: (1) adult prisons and jails, (2) juvenile facilities, (3) community corrections facilities, and (4) lockups (i.e., temporary holding facilities). On June 20, 2012, DOJ released the Final Rule: National Standards To Prevent, Detect, and Respond to Prison Rape. This landmark rule sets national PREA standards for the four categories of facilities.

Resource Center for the Elimination of Prison Rape

Funded through a FY 2010 competitive award to NCCD, the National PREA Resource Center (PRC) was established to provide TTA and other resources to help the field better identify and disseminate best and promising practices regarding PREA; assist correctional agencies in implementing the Attorney General's national PREA standards; and further the overall goal of PREA of establishing zero-tolerance for sexual assault and staff sexual misconduct in confinement cultures.

The PRC represents a collaborative partnership with a wide array of national stakeholder organizations representing federal, state, local, and tribal corrections, including adult prisons and jails, juvenile detention, community corrections, tribal facilities, lockups, and victim advocacy groups. In addition, federal partner agencies—including BJA, OJJDP, the Bureau of Justice Statistics (BJS), OVC, the Office on Violence Against Women, and the National Institute of Corrections (NIC)—will collaborate to ensure that adult and juvenile PREA efforts are supported and that victim services are incorporated into comprehensive responses.

The PRC has collectively received award totals of approximately \$18 million, which includes the initial FY 2010 award and supplemental funding. In FY 2012, the PRC's accomplishments included:

- Launched the official PRC web site (www.prearesourcecenter.org) in concert with the finalization of the national PREA standards.
- Expanded its partnership collaboration to include correctional associations, victim advocacy groups, and consultants that will provide more extensive TTA services to the field.
- Completed various webinars, national presentations, and outreach to the field.
- Convened two national-level meetings for adult and juvenile PREA state coordinators.
- Provided TTA support for BJA's PREA site-based demonstration grantees.

Future activities will include: the development of an application process for auditors to request DOJ certification; development and beta-testing of a PREA audit tool; development and deliverance of PREA auditor training; provision of various webinars and regional training events; and continued TTA support to BJA's PREA site-based grantees.

In addition, the PRC will provide funds for local PREA efforts through direct subgrantee demonstration project awards to city, county, or tribal agencies that operate jails, lockups, juvenile detention facilities, and community confinement facilities. The intent of this new subgrantee program administered by the PRC will be to provide resources to these agencies to meet the requirements of the national PREA standards. These awards will be distributed among agencies of all sizes, including those that operate small (fewer than 100 beds) or medium (fewer than 500 beds) facilities.

PREA Demonstration Projects

Originally released in FY 2011, BJA's Demonstration Projects to Establish "Zero Tolerance" Cultures for Sexual Assault in Local Adult and Juvenile Correctional Facilities Program provides

funding to state governments for demonstration projects within state, local, and tribal adult and juvenile confinement settings, including jails and juvenile detention facilities, law enforcement lockups and other temporary holding facilities, and tribal detention facilities. Applicants must successfully communicate a comprehensive approach to preventing, detecting, and responding to the incidence of sexual abuse and clearly prioritize unaddressed gaps, either programmatically or through policy and procedures, in relation to implementation of the national PREA standards. Design elements of a comprehensive response may include the following: policy and practice review and revision; preventive infrastructure and technology enhancements; offender education; victim support services; leadership and cultural examination; data collection; staffing support; and evaluation. Comprehensive demonstration projects, when feasible, should focus on systemic changes as opposed to discrete changes in single facilities or operational practices.

To date, BJA has administered 31 awards totaling \$13,242,415 to eligible state governments for demonstration projects within state, local, and tribal adult and juvenile confinement settings, including jails and juvenile detention facilities, law enforcement lockups and other temporary holding facilities, and tribal detention facilities. In FY 2012, an additional 13 grant awards (\$3,963,217) were made to state-level correctional agencies to assist these jurisdictions in preparing to achieve compliance with the national PREA standards that were released in May 2012. The PRC also continues to provide TTA to site-based grantees and the field to assist with the national PREA standards.

National Parole Resource Center

Approximately 200 individuals nationwide serve as members of state paroling authorities, with the responsibility of making judgments about the timing and setting conditions of release for approximately 125,000 offenders annually. These decisionmakers also set conditions of release for another approximately 300,000 offenders released on mandatory parole; oversee compliance with conditions and make decisions when conditions are violated on post-release supervision; and are responsible for the return of several hundred thousand offenders to prison as a result of

parole revocations. Until recently, there was no resource that state paroling authorities could draw upon to access information, guidance, and support on best practices or evidence emerging from the research that would strengthen their work and make it more effective.

Created in 2010 with funding support from BJA, the National Parole Resource Center (NPRC) is a partnership of the Center for Effective Public Policy (CEPP) and the Association of Paroling Authorities International (APAI). Operated in collaboration with BJA and NIC, the NPRC aims to address these gaps and communicate the lessons emerging from research on recidivism reduction by tailoring that information into targeted TTA and information resources for this key group of criminal justice decisionmakers. The NPRC maintains links with a growing network of organizations that provide information and guidance on substantive topics and related resources. The mission of the resource center is to serve as:

- A source of information and TTA for paroling authorities and the supervision agencies that they oversee and with whom they collaborate.
- A forum and source of support that will enable parole leadership to continue to define the evolving role of parole in a criminal justice system seeking to carry out its statutory mandates, including community protection and the wise use of public resources.
- A portal to other resources for parole, beyond those directly provided by NPRC, by establishing collaborative partnerships with other public and private entities seeking to assist paroling authorities and agencies.

To date, the NPRC has completed the following activities:

- Created and maintained the NPRC web site, www.nationalparoleresourcecenter.org, which provides a unique portal for information, resources, literature, events, and links to other web sites of interest to parole leaders.
- Completed intensive technical assistance work with four competitively selected National Parole Learning Sites (Connecticut, Georgia, Pennsylvania, and South Dakota) to support the implementation of sound, evidence-based practices

for parole, which have been documented and are available on the NPRC web site.

- Provided short-term, onsite, jurisdiction-specific technical assistance to a number of state parole boards.
- Developed and delivered in two states a “continuity curriculum” designed to respond to the challenges facing paroling authorities that are working to assimilate new members, providing those new members with the information and resources necessary to do their jobs most effectively and offering the entire board an opportunity to revisit their role as a policymaking team.
- Developed and delivered in two states a curriculum specifically addressing collaboration between paroling authorities and their partners that are responsible for correctional institutions and parole supervision.
- Developed and delivered a training session on strategic planning in an era of evidence-based practice that involved members from 16 paroling authorities.
- Convened conference-based training sessions every year at the APAI annual meeting on a variety of issues related to parole decisionmaking for parole boards and staff.
- Completed and used as training materials (with funding from project partner NIC) a five-document series titled “Parole Essentials: Practical Guides for Parole Leaders”:
 - Core Competencies: A Resource for Parole Board Chairs, Members, and Executive Staff
 - Evidence-Based Policy, Practice, and Decisionmaking: Implications for Paroling Authorities
 - Strategic Planning and Management for Results
 - Special Challenges Facing Parole
 - The Future of Parole as a Key Partner in Assuring Public Safety
- Completed a technical assistance self-assessment toolkit designed to help paroling authorities conduct a gaps analysis of

their current policies and practices and determine their priority TTA needs.

- Developed a webcast that addresses the ways in which the parole interview can be used as an effective tool and as an opportunity to enhance the motivation of offenders to rehabilitate.

In FY 2012, the NPRC received supplemental funding to continue current activities and for additional work, including providing strategic planning technical assistance to parole boards and developing specialized information resources on sex offenders, women offenders, and individuals with mental health challenges.

State Criminal Alien Assistance Program

BJA's State Criminal Alien Assistance Program (SCAAP) provides federal payments to states and localities that incurred costs for correctional officer salaries as a consequence of incarcerating undocumented criminal aliens who have at least one felony or two misdemeanor convictions for violations of state or local law for which they were incarcerated for at least 4 consecutive days during the reporting period. BJA works with DHS to verify the inmate records submitted by states and localities, and with BJS to refine the data received from DHS.

In FY 2012, BJA received program funding totaling approximately \$214 million for SCAAP and made 898 SCAAP payments to various states and localities. This is critical funding to jurisdictions that depend on SCAAP dollars to meet their corrections needs such as enhancing their ability to effectively manage their inmate populations and enabling them to maintain or create jobs in jurisdictions that might have otherwise removed officer positions due to budget cuts.

Discover Corrections

BJA is continuing to address workforce development issues in corrections by providing funding support to APPA for the initial development, implementation, and continued management of the Discover Corrections web site (www.discovercorrections.com).

The web site was officially launched at the APPA Winter Training Institute in February 2012 and has been continuously promoted through social media and at various correctional conferences and events. The web site and project are a collaborative effort overseen by a core project team of major corrections stakeholders, including BJA, APPA, the American Correctional Association, the American Jail Association, and the Center for Innovative Public Policies. The web site focuses on promoting corrections as a profession and presenting the correctional field in a positive and comprehensive manner. In addition, the web site provides detailed information about the field and specific job opportunities that can serve as a resource for anyone seeking a better understanding of this dynamic profession.

As the premier national web site dedicated to promoting corrections careers, Discover Corrections establishes a central location with valuable information for both employers and jobseekers. DiscoverCorrections.com enables employers in corrections to:

- Reach a local and national audience of informed, interested, and qualified candidates.
- Present potential candidates with detailed information about their agency.
- Post jobs to the Discover Corrections jobs board.
- Search resumes of registered jobseekers.
- Do it all for free.

Discover Corrections also provides a valuable career tool to students and experienced professionals seeking information about entry-level and advanced careers in corrections and identifies job opportunities available for current correctional employees. DiscoverCorrections.com enables potential jobseekers to:

- Identify key advantages to a career in corrections.
- Present an accurate and up-to-date description about the role and functions of various aspects of corrections (community corrections, jails and detention, prisons and institutions, and more).

- Describe the wide range of jobs and career choices for potential employees (traditional and nontraditional jobs in the corrections field).
- Summarize the general requirements needed by applicants to join the profession.
- Highlight professionals who work in the field.
- Search open jobs on the site's full-featured, corrections-specific job board.

National Resource Center on Justice-Involved Women

According to research, women are one of the fastest growing populations entering the criminal justice system. Although they make up only about 17 percent of the total criminal justice-involved population, the implications of women's experiences in jail, prison, or community supervision are far reaching, affecting their children, family members, and neighborhoods.

In response to these issues, BJA, in partnership with NIC, established the National Resource Center on Justice-Involved Women (NRCJIW), to address the unique and complex needs of adult women involved in the criminal justice system. NRCJIW is administered by CEPP through a BJA FY 2010 Field-Initiated Program competitive award of nearly \$750,000, and serves as a resource for policymakers and practitioners who work with adult women involved in the criminal justice system. BJA's partnership with NIC ensures a coordinated approach to delivering much-needed products and services to the field specific to justice-involved women.

CEPPS's administration of NRCJIW includes collaborating with a variety of individuals and organizations that have been at the forefront of conducting research, developing tools, and training professionals about gender-informed, evidence-based practices with women offenders. In addition to BJA and NIC, these partners include CORE Associates; Orbis Partners; the Substance Abuse and Mental Health Services Administration's (SAMHSA) National Center for Trauma-Informed Care; the Moss Group; University of

Cincinnati, School of Criminal Justice; and the Women's Prison Association.

NRCJIW provides guidance and support to criminal justice professionals and promotes evidence-based, gender-responsive policies and practices to reduce the number of, and improve the outcomes for, women involved in the criminal justice system. Specifically, the goals of NRCJIW include:

- Promoting the safety of the public, justice-involved women, and the professionals who work with them.
- Synthesizing and disseminating evidence-based and gender-responsive research and knowledge.
- Promoting the implementation of innovative, evidence-based, and gender-responsive approaches that build on women's strengths and address their risks and needs.
- Promoting gender-informed policy and management practices that have systemic impacts and improve outcomes.
- Highlighting critical issues confronting this population.
- Building a community of professionals to encourage the exchange of ideas and information and advancing gender-informed practices nationally.

To date, NRCJIW has provided a variety and depth of resources to the field that include the following:

- Provided TTA to 12 jurisdictions in 11 states (Colorado, Illinois, Indiana, Montana, Missouri, New York, Oklahoma, Rhode Island, South Carolina, South Dakota, and Wisconsin) that included 19 instances of technical assistance.
- Reached more than 1,300 individuals nationally through webinars.

- Worked closely with NIC to ensure the most appropriate response to TTA requests. NRCJIW received and referred to NIC seven instances of technical assistance in five states (Colorado, Delaware, Michigan, Missouri, and Washington).
- Responded to more than 60 information requests in 14 states (California, Connecticut, Washington D.C., Kansas, Kentucky, Massachusetts, Minnesota, New York, Oregon, Pennsylvania, Texas, Virginia, Vermont, and Wisconsin).
- Conducted presentations and workshops at national conferences for approximately 800 participants at 12 national events.
- Provided information such as a bi-monthly e-newsletter sent to a current listserv of 1,673 members consisting of individuals from community corrections, courts, prisons and jails, sheriff's offices, pretrial organizations, nonprofit and community-based service organizations, other state/local government agencies, federal agencies, universities, and national professional associations throughout the country.
- Provided profiles of five innovators on the NRCJIW web site (www.cjinvolvedwomen.org):
 - Center for Gender and Justice and Dr. Stephanie Covington, Co-Director
 - Women on the Rise Telling Her Story (WORTH) program, New York, NY and Tina Reynolds, CEO
 - College and Community Fellowship program, Brooklyn, NY and Vivian Nixon, CEO
 - Drew House, Brooklyn, NY and Charles Hynes, Kings County District Attorney, Co-Founder
 - State of Connecticut Judicial Branch, Connecticut Court Support Services Division and Erika Nowakowski, Adult Programs and Services Unit

CHAPTER 6

Breaking the Cycles of Mental Health, Substance Abuse, and Crime

BJA oversees initiatives to assist communities in planning, implementing, and enhancing criminal justice system diversion and intervention for offenders with substance abuse, mental health, and co-occurring disorders. BJA supports cross-system collaboration and partnerships among the criminal justice system and substance abuse and mental health agencies through grants, TTA, and policy development to help them address situations where substance abuse and mental illness are the root or a contributing cause of criminal behavior. BJA provides this support in contexts such as first encounters with law enforcement, adjudication, incarceration, and reentry. BJA also helps communities track prescriptions for controlled substances to prevent fraud and abuse, and assist children who are endangered by drug manufacturing, sales, and abuse.

Justice and Mental Health Partnerships

The purpose of the Justice and Mental Health Collaboration Program (JMHCP) is to increase public safety and public health by supporting innovative cross-system collaborations between criminal justice and mental health professionals to improve access to effective treatment for justice-involved individuals with mental illnesses or co-occurring mental health and substance abuse disorders. The JMHCP grant program enables eligible applicants from state, local, and tribal jurisdictions to plan, implement, or expand a collaborative initiative between criminal justice and mental health agencies.

JMHCP:

- Encourages early intervention for individuals who are involved with both justice and behavioral health systems.

- Maximizes diversion opportunities for nonviolent, justice-involved individuals with mental illnesses or co-occurring mental health and substance abuse disorders.
- Promotes training for justice and treatment professionals.
- Facilitates communication, collaboration, and the coordinated delivery of support services among justice professionals, treatment and related service providers, and governmental partners.

To support both JMHCP grantees and non-grantees, BJA provides intensive, hands-on TTA. In FY 2012, BJA provided more than \$1.5 million to the CSG Justice Center for two TTA programs: the Justice and Mental Health Collaboration Training and Technical Assistance Program and the Justice and Mental Health Collaboration State-Based Capacity Building Program.

In FY 2012, the CSG Justice Center, as BJA's JMHCP TTA provider, accomplished the following:

- Conducted 16 site visits with FY 2011 JMHCP grantees and 1 site visit with a FY 2010 JMHCP grantee.
- Developed 10 webinars on topics related to justice and mental health issues, including targeted behavioral health care responses to individuals under correctional supervision, evidence-based practices in tribal communities, gender-based programming, co-occurring disorders in court-based programs, innovative law enforcement strategies, collaborative strategies, and more.
- In FY 2011, six law enforcement agencies were identified as Learning Sites (Los Angeles, California; University of Florida; Portland, Maine; Houston, Texas; Salt Lake City, Utah; and

Madison, Wisconsin); Learning Sites foster peer-to-peer learning and enable other law enforcement agencies to share expertise on how to improve responses to people with mental illnesses in their jurisdictions. In FY 2012, the 6 sites answered more than 350 inquiries and provided technical assistance (via either phone, e-mail, or onsite visit) on topics including information sharing, training, program design, policy/procedure, and sustainability. Additionally, these 6 sites hosted 68 site visits from peers around the country.

- In FY 2012, the five Mental Health Court Learning Sites (Akron, Ohio; Bonneville, Idaho; Bronx, New York; Dougherty, Georgia; and Washoe, Nevada) continued to provide insight and guidance to other jurisdictions interested in starting or expanding a criminal justice/mental health collaboration. The 5 sites responded to approximately 50 requests for technical assistance from practitioners on topics that included collaborative planning, program design, policies and procedures, and sustainability. The sites responded to requests via phone call and/or e-mail, and hosted 15 site visits from peers seeking technical assistance in starting or expanding their own programs.
- Hosted an orientation event for FY 2011 JMHCP grantees. The event was well attended: 120 practitioners attended the grantee orientation, which included workshops addressing planning, best practices, mental health programming for youth, mental health treatment, court-based initiatives, and more. During the orientation, grantees were provided with in-person technical assistance to help them initiate grant plans, identify key questions, and form networks to support their ongoing work.

Preventing Prescription Drug Abuse

The nonmedical use of controlled substances is a serious public health concern and one that continues to grow. Prescription drug abuse poses a unique challenge, requiring a balance between the need for prevention, education, and enforcement and the need for legitimate access to controlled substances. The

Harold Rogers Prescription Drug Monitoring Program focuses on providing assistance to states that want to plan, establish, or enhance a prescription drug monitoring program (PDMP). Program objectives include building a data-collection and analysis system, enhancing the ability of existing programs to analyze and use collected data, facilitating the exchange of collected prescription data between states, and assessing the efficiency and effectiveness of the programs funded under this initiative. Specific activities include grant funding, support for collaborations between state and local jurisdictions, and TTA in the areas of performance measurement, accountability, and capacity building to both competitively awarded states and states that are planning to establish a PDMP.

BJA made 12 awards to states to implement or enhance a PDMP. In addition, BJA awarded two cooperative agreements to Brandeis University to continue to provide the field with TTA and best practice guidance through the National PDMP TTA Center (TTAC) and the PDMP Center of Excellence at the Schneider Institutes for Health Policy. Through these TTA providers, BJA continued to provide intensive, hands-on technical assistance to the 12 FY 2011 grantees.

The TTAC provided guidance and assistance to several states planning, implementing, or enhancing their PDMPs (including New Hampshire, Pennsylvania, and Missouri) and hosted several national meetings and two regional meetings: the West Regional Meeting and the South Regional Meeting. Interstate data exchange was a priority during FY 2012, and the TTAC facilitated the completion of the PMIX architecture for interstate data sharing (see chapter 4 for more information on PMIX). During the reporting period, the TTAC responded to requests for assistance from more than 350 state, federal, and other stakeholders.

The PDMP Center of Excellence staff provided testimony for congressional committees on prescription drug abuse and the role of PDMPs in helping to address abuse and diversion and promote appropriate prescribing; collaborated with states on data analyses and evaluation initiatives, including demonstrating novel applications of PDMP data; analyzed data on grantees' performance metrics; and advised PDMPs on issues related to legislation, startup, operations, and funding.

Drug Courts

BJA's Adult Drug Court Discretionary Grant Program (ADCDGP) provides training, financial assistance, and related program guidance and leadership to communities interested in establishing and enhancing drug courts. Through ADCDGP, communities can leverage the coercive power of the criminal justice system to reduce recidivism and substance abuse among nonviolent offenders and increase the likelihood of successful rehabilitation through early, continuous, and intensive judicially supervised treatment, mandatory drug testing, appropriate sanctions, and other rehabilitative services. Through the FY 2012 ADCDGP solicitation, BJA awarded 50 grants totaling more than \$15 million.

In FY 2012, one of the priorities for ADCDGP was to build the capacity of existing drug courts to increase participation rates among appropriate target populations and to combine court and treatment resources. To that end, BJA partnered with SAMHSA's Center for Substance Abuse Treatment (CSAT) to issue a joint solicitation to enhance the court services, coordination, and substance abuse treatment capacity of adult drug courts. One advantage of this initiative is that it allows applicants to compete for access to both criminal justice and substance abuse treatment funds with one application. Under this solicitation, BJA awarded 10 grants totaling more than \$2.8 million.

ADCDGP priorities also included meeting the needs of special populations—in particular, returning veterans. In partnership with SAMHSA and the U.S. Department of Veterans Affairs (VA), BJA recommends that drug courts, mental health courts, and other problem-solving courts aggregate their veteran participants so that the full services of the VA may be used. Since 2009, BJA has recognized that an increasing number of returning service members with co-occurring substance abuse and mental health issues were becoming involved in the criminal justice system. In response to this problem, BJA continues to provide services for courts wishing to implement a program under the Drug Court Planning Initiative—which trains teams on starting new drug courts—that focuses specifically on training for Veterans' Treatment Courts (VTC). Currently, more than 99 VTC hybrid drug and mental health courts use the drug court model to serve

veterans struggling with addiction, serious mental illness, or co-occurring disorders, including serious undertreated ailments like post-traumatic stress disorder and traumatic brain injuries, both of which may put people at greater risk of drug abuse, domestic violence, and other criminality.

BJA continued its formal partnership with OJJDP, the National Highway Traffic Safety Administration, and CSAT via a memorandum of understanding (MOU). This MOU provides a framework for these federal agencies to plan, coordinate, and share the design and implementation of interagency efforts that will improve the response to people with substance abuse disorders who are involved or at risk of involvement with the criminal and juvenile justice systems. Another strong federal partner is ONDCP, which continues to support this problem-solving court approach as part of its National Drug Control Strategy. To gauge the needs of and provide responsive TTA to the drug court field, BJA continues to work with its national partners, including the National Association of Drug Court Professionals (NADCP), American University, CCI, NCSC, the Tribal Law and Policy Institute (TLPI), and the National Development and Research Institute.

Second Chance Act Substance Abuse Treatment Programs

The SCA provides a comprehensive response to the increasing number of incarcerated adults and juveniles who are released from prison, jail, and juvenile residential facilities and returning to communities. Within the context of this initiative, "reentry" is not envisioned as a specific program, but rather it is a process that begins when the offender is first incarcerated and ends with his or her successful community reintegration, evidenced by lack of recidivism. This process should provide the offender with appropriate evidence-based services—including addressing individual criminogenic needs—based on a reentry plan that relies on a risk/needs assessment that reflects the risk of recidivism for that offender. (See Chapter 5 for more information about BJA's SCA activities.)

BJA administers two SCA programs that focus specifically on substance abuse treatment: the Family-Based Adult Offender Substance Abuse Treatment (Family-Based) Program and the Adult Offenders with Co-Occurring Reentry Substance Abuse and Mental Health Disorders (Co-Occurring Disorders) Program.

Family-Based Program: Section 113 of the SCA authorizes grants to states, units of local government, and Indian tribes to improve the provision of substance abuse treatment in prison and jail and after reentry for inmates who have minor children. It also includes outreach to families and the provision of treatment and other services to children and other family members of participant inmates. This program identifies eligible applications to plan, implement, or expand such treatment programs. In FY 2012, BJA made five awards to eligible applicants under the Family-Based Program, for a total of approximately \$1.5 million.

Co-Occurring Disorders Program: Section 201 of the SCA authorizes grants to states, units of local government, and Indian tribes to improve the provision of drug treatment to offenders in prisons, jails, and juvenile facilities during incarceration and through the completion of parole or other court supervision after release into the community. The goal of Section 201 is to provide support to eligible applicants for developing and implementing comprehensive and collaborative strategies that address the challenges posed by reentry to maintaining public safety and reducing recidivism. In FY 2012, BJA made nine awards to eligible

applicants under the Co-Occurring Substance Abuse Program, for a total of approximately \$5.3 million.

Residential Substance Abuse Treatment for State Prisoners Program

Created by the Violent Crime Control and Law Enforcement Act of 1994, the Residential Substance Abuse Treatment for State Prisoners (RSAT) Program enhances the capacity of states and units of local government to provide incarcerated inmates with residential substance abuse treatment, incorporate this treatment into their reentry planning, and deliver community-based treatment and other broad-based aftercare services.

RSAT funds support three types of correctional programs:

1. **Residential programs** are required to (1) operate for at least 6 months and no more than 12 months; (2) provide residential treatment facilities set apart from the general correctional population; (3) focus on the substance abuse problems of the inmate and develop the inmate's cognitive, behavioral, social, vocational, and other skills to resist drug use and criminal behavior; and (4) require drug and alcohol testing for program participants.



SAN FRANCISCO SHERIFF'S DEPARTMENT (CALIFORNIA)

The San Francisco Sheriff's Department received a FY 2010 Second Chance Act Family-Based Prisoner Substance Abuse Treatment award to serve 145 sentenced probationers incarcerated in the county jail who had a history of substance abuse and are parents to minor children. Under this project, the No Violence Alliance—One Family Reentry Initiative uses a family-

based treatment model that provides a coordinated, comprehensive response to address the needs of offenders, their children, and other family members and caregivers. The Sheriff's Department provided assessments, treatment services, and reentry case planning to participants while they were incarcerated, followed by 6 months of community-based case

management and supportive services. As a result of the grant, the Sheriff's Department strengthened the services they provided to the parent and family as a whole—including through the use of the "Parenting Inside Out" program—and created child-friendly visitation space for contact visits with parents.

2. **Jail-based programs** must (1) last at least 3 months, and (2) focus on the substance abuse problems of the inmate and develop the inmate's cognitive, behavioral, social, vocational, and other skills to resist drug use and criminal behavior. If possible, jail-based programs must separate the treatment population from the general correctional population, and program design should be based on practices scientifically demonstrated to be effective.

3. **Aftercare services** must involve coordination between the correctional treatment program and other social service and rehabilitation programs, such as education and job training, parole supervision, halfway houses, and self-help and peer group programs.

In FY 2012, BJA awarded RSAT formula grants totaling more than \$8.5 million to 55 states and U.S. territories.

BJA continued to provide an array of TTA to the RSAT community. The RSAT TTA National Resource Center faculty visited a dozen states across the country to provide direct and hands-on TTA, enhance and improve RSAT programming, and provide evidence-based treatment for inmates suffering substance use disorders. In December 2012, RSAT TTA assisted the Hawaii DOC to plan and implement a dramatic expansion of its RSAT programming.

With assistance from the RSAT TTA National Resource Center, the Hawaii DOC will triple the number of inmates who will receive treatment for substance abuse by the start of 2013. RSAT TTA faculty reviewed Hawaii's state policies and procedures, toured the state's two prison facilities, and met with the Hawaii DOC RSAT staff to assist them successfully navigate this impressive expansion.

BJA is also improving the RSAT program through the creation of a BJA RSAT Learning Community and monthly webinars. The BJA RSAT Learning Community is a web site that provides the latest evidence-based curricula and training, including its first eLearning course to the RSAT community. The web site's goal is to ensure that all RSAT programs are up to date on the latest evidence-based treatment for adult and juvenile inmates suffering from substance use disorders. The monthly RSAT webinars provide to the RSAT community the latest in evidence-based programming for the treatment of inmates suffering from substance use disorders. In 2012, these webinars kept 1,389 RSAT counselors up to date and helped them maintain their professional accreditations, which is often difficult for RSAT counselors working in isolated prisons and jails scattered across the United States and its territories. In addition, the RSAT TTA faculty awarded 962 certificates of attendance to correctional



GASTON COUNTY, NORTH CAROLINA

Gaston County, North Carolina received a FY 2010 Second Chance Act grant to provide co-occurring disorder treatment and reentry services to 100 indigent men from the West Gastonia area incarcerated in the Gaston County Jail. The Gaston County Sheriff's Department partnered with Alternative Community Penalties Program, Inc., to bring integrated substance abuse and mental disorder treatment services to Gaston County Jail inmates. This

project's comprehensive services focused on individually tailored programming facilitated by a multidisciplinary team, including post-release planning (which focused on housing, employment, and treatment) and case management that coordinated care for each participant for 18 months. As a result of the grant, Gaston County now screens for criminogenic risks and needs, and incorporates the results into programming decisions.

It has also strengthened its reentry approach through the use of several key evidence-based practices, including a standardized curriculum for the treatment of co-occurring disorders, cognitive-behavioral interventions, and motivational interviewing. Overall, this Second Chance Act award provided an important boost to the county's first program to provide jail-based reentry services, which did not exist prior to 2006.

officers and administrators who participated in the webinars. On average, an estimated 300 RSAT staff participate in the monthly presentations. The webinars enhanced professionalism on the job and fulfilled institutional training requirements.

Improving Outcomes for Children Exposed to Substance Abuse

The National Alliance for Drug Endangered Children (National DEC), a BJA grantee, works to improve outcomes for children living with adults who manufacture, sell, possess, or use illicit drugs, or who abuse other substances. These children are an underserved population, and National DEC raises awareness about the risks they face; provides TTA in developing partnerships between law enforcement and other professionals; and works to institutionalize a collaborative, multidisciplinary approach to breaking the cycle of abuse and neglect.

With BJA support, National DEC has created a national infrastructure that includes a network of 24 affiliated state DEC

alliances and more than 100 volunteer DEC experts who work to develop and implement effective problem-solving techniques and promising practices. National DEC provides leadership, strategic planning, and TTA to its alliances and network members and hosts an online resource center (www.nationaldec.org) that features a searchable library of hundreds of research reports, articles, training presentations, and protocols.

Program accomplishments for FY 2012 included:

- Pilot-tested the draft Drug Endangered Children Multidisciplinary Training using 8 experienced DEC trainers who conducted 21 pilots of the Multidisciplinary DEC Training with 1,327 practitioners in 6 states. The training addresses the needs of law enforcement, child welfare, and prosecutors who work with drug-endangered children and is currently undergoing final modifications for BJA review and approval.
- Hosted monthly webinars, DEC Connect monthly calls, semi-annual face-to-face DEC Leaders meetings, and a national conference; provided hands-on trainings and presentations; and developed state DEC alliances.

CHAPTER 7

Addressing Crime and Justice for American Indians and Alaska Natives

BJA works with tribes to provide leadership, management, TTA, and services in grant administration and policy development. The tribal programs administered by BJA help these communities prevent and control crime, violence, and substance abuse. These programs also improve the functioning of criminal justice systems in tribal nations and in collaboration with neighboring state, tribal, and local jurisdictions. Key areas of focus included continued enhancement of coordinated services through the Coordinated Tribal Assistance Solicitation (CTAS) and related TTA, as well as focus on implementation of the Tribal Law Order Act (TLOA), including the Tribal Justice Plan priorities such as developing Alternatives to Incarceration, enhancing planning tribal justice systems and physical infrastructure to be more sustainable and responsive to needs, and enhancing strategies to higher risk tribal members, including reentry from detention.

Coordinated Tribal Assistance Solicitation

In FY 2012, DOJ continued its CTAS initiative, which enables tribes to submit a single application for all DOJ tribal government-specific competitive solicitations. This approach provides federally recognized tribes and tribal consortia the opportunity to develop a comprehensive approach to public safety and victimization by responding to multiple “purpose areas.” BJA funds projects in three CTAS purpose areas:

- Comprehensive strategic planning for tribal justice systems to improve public safety and community wellness.
- Develop and enhance the operation of tribal justice systems and prevent and reduce alcohol- and substance abuse-related crimes.

- Plan, renovate, or construct correctional and/or correctional alternative facilities.

In FY 2012, 249 tribes submitted applications, and more than 200 DOJ grant awards were approved for funding, totaling more than \$101 million. (TTA resources are described below in the Intergovernmental Collaboration and Tribal Justice System Capacity Building sections.)

Develop and Enhance the Operation of Tribal Justice Systems and Prevent and Reduce Alcohol and Substance Abuse-Related Crimes

CTAS Purpose Area #3: Justice Systems and Alcohol and Substance Abuse combines TCAP and Indian Alcohol and Substance Abuse Program (IASAP) funds and TTA to provide tribes with flexibility in addressing their needs in these areas. TCAP provides funding and TTA to federally recognized tribal governments to develop, implement, and enhance court services and programs that meet the needs of tribal communities. IASAP helps tribal governments plan, implement, or enhance culturally appropriate strategies for addressing crime related to alcohol and substance abuse. In FY 2012, BJA expanded this purpose area to allow tribes to apply for funding to purchase electronic alcohol/offender monitoring devices and related equipment.

In FY 2012, BJA awarded 17 TCAP and 16 IASAP site-based grants totaling more than \$16.1 million, 1 TCAP TTA award for \$1.2 million, and 1 IASAP TTA award for \$782,000 under CTAS Purpose Area #3.

BJA funding enabled the University of North Dakota’s Tribal Judicial Institute to conduct 28 TCAP training events for more than 1,640 individuals. TCAP funding also supported 16 onsite

TTA visits to tribes and more than 106 scholarships that enabled BJA grantees and non-grantees to attend national TTA events.

BJA funding also enabled the National Tribal Judicial Center (NTJC) at NJC to conduct 22 TCAP training events for 439 individuals, plus provide financial assistance in the form of travel/lodging/per diem for BJA grantees and non-grantees to attend these events; provide financial assistance to 56 judges and court personnel to attend NTJC courses that are tuition based; and offer financial assistance to 360 judges and court personnel to attend grant-funded courses or events.

In addition, Fox Valley Technical College's (FVTC) National Criminal Justice Training Center (NCJTC) trained more than 1,000 individuals through 16 training programs, including regional trainings, national conferences, and academy sessions. NCJTC responded to 30 IASAP TTA requests (including site visits, extensive phone and email consultations, program-specific trainings and presentations, and grant management training/assistance). NCJTC provided 214 scholarships for tribal personnel to attend local, regional, and national program-specific training events. Staff conducted two field assessments, which resulted in two publications (one for alcohol/substance abuse program needs and one for CTAS improvements).

Plan, Renovate, or Construct Correctional and/or Correctional Alternative Facilities

Through CTAS Purpose Area #4: Correctional Systems and Correctional Alternatives on Tribal Lands (CSCATL) Program—formerly the Correctional Facilities on Tribal Lands Program—BJA provides site-based grants and funding for TTA projects to assist tribes with adult and juvenile detention and rehabilitative efforts. BJA expanded the scope of Purpose Area #4 to include the construction of transitional living facilities (halfway houses) and made specific outreach to tribes who are interested in or have transitional housing to share information on offender reentry resources.

In FY 2012, BJA awarded seven site-based grants—totaling nearly \$8.4 million—for renovation and construction of correctional and alternative correctional facilities, which included funding a project to renovate a women's transitional living facility. Additionally, BJA

awarded supplemental funding to the National Indian Justice Center (NIJC) to provide TTA to CSCATL grant recipients and tribes that do not currently have a grant with BJA.

As part of the work plan for the CTAS Purpose Area #4 TTA Program, NIJ, in partnership with EKM&P, conducted the Planning of New Institutions (PONI) for Tribal Communities for grant recipients on May 14–18, 2012 in Chandler, Arizona. Twenty-six participants representing 11 grantee tribal communities attended this workshop. The PONI training, developed by EKM&P, included dynamic hands-on exercises that walked the participants through common planning, design, and staffing challenges in the development of facilities. The success of this training has led to the development of an online resource that may be used in concert with the PONI training staff to provide one-on-one or webinar-based training for future planning grantees.

BJA also extended a logistical and support services contract with Alpha Corporation, who works with CSCATL grantees to ensure that projects are using cost and schedule strategies efficiently to achieve project goals. Alpha, in partnership with the Justice Solutions Group (JSG) and NIJC, works with grantees to ensure: (1) tribal projects are being constructed or renovated in accordance with applicable correctional facility standards, with emphasis on ensuring that tribal juvenile facilities adhere to the four core requirements of the Juvenile Justice Delinquency Prevention Act; (2) grantees who received American Recovery and Reinvestment Act funding are adhering to the act's requirements; and (3) grantees are adhering to National Environmental Policy Act (NEPA) requirements. In FY 2012, Alpha provided logistical and support services to 40 CSCATL projects in 17 states, totaling \$228 million in grant awards. Alpha completed 35 site visits and provided detailed site visit reports on project scope, design, construction schedule, and budget status as well as an indepth analysis of the grantee's ability to fulfill project goals. Alpha also assisted six grantees in obtaining NEPA clearance.

American Recovery and Reinvestment Act-Funded Projects

A total of 20 tribes received FY 2009 BJA grants for the construction and/or renovation of justice facilities in Indian

Country under American Recovery and Reinvestment Act (ARRA). In FY 2012, BJA in partnership with JSG and Alpha Corporation continued to assist ARRA grant recipients with project implementation and completion.

Nine grantees began construction during FY 2012: Confederated Salish & Kootenai (Montana); Colorado River Indian Tribes (Colorado); Fort Peck Assiniboine & Sioux Tribes (Montana); Native Village of Kwinhagak (Alaska); Navajo Nation–Kayenta (Arizona); Navajo Nation Tuba City (Arizona); Nisqually Tribe (Washington); Puyallup Tribe (Washington); and Eastern Band of Cherokee Indians (North Carolina).

Four projects completed construction: Pascua Yaqui Tribe (Arizona) (July 2012); Rosebud Sioux Tribe (South Dakota) (September 2012); Yakama Nation (Washington) (March 2012); and Chippewa Cree Tribe (Montana) (June 2012). Grand opening ceremonies for the new facilities were held by the Yakama Nation (May 2012) and the Chippewa Cree Tribe (May 2012). In addition, four facilities were activated during this time period: Yakama; Yankton Sioux Tribe (South Dakota); Chippewa Cree Tribe; and Pascua Yaqui Tribe.

During FY 2012, JSG provided facility activation workshops and onsite technical assistance to all of the tribes listed above to assist with transitional issues.

Tribal Civil and Criminal Legal Assistance Program

The Tribal Civil and Criminal Legal Assistance (TCCLA) Program provides grants, policy leadership, and TTA to support federally recognized tribal nations in enhancing their tribal justice systems and improving access to those systems. The grants are targeted to nonprofit organizations with 501(c)(3) tax status and serve to strengthen the representation of indigent defendants in criminal cases and indigent respondents in civil causes of action under the jurisdiction of Indian tribes. These services also target tribes that meet the federal poverty guidelines. A third category funds TTA that supports the development and enhancement of tribal justice systems.

In FY 2012, BJA made four TCCLA Program grants totaling \$2,286,218: two awards in Category 1, Civil Legal Assistance for \$912,659; one award in Category 2, Criminal Legal Assistance for \$875,000; and one award in Category 3, TTA for \$500,000.

The National American Indian Court Judges Association, through its National Tribal Justice Resource Center (NTJRC), serves as the TCCLA Program TTA provider to current grantees (civil and criminal) and those tribal organizations seeking either to become TCCLA grantees or to provide civil legal assistance or public defender services to their communities. Launched in 2012, 12 program announcements were sent out to more than 7,900 individuals and organizations. In addition to providing technical assistance, the NTJRC staff responded to more than 50 telephone and e-mail requests for information or referrals, including referrals to other TTA providers, e-mailing of publications (such as bench books and manuals), and the provision of contact information. NTJRC developed a web site, www.naicja.org/training/ntjrc, that serves as an information center for TCCLA grantees and other tribal justice stakeholders. In addition, NTJRC developed an e-publication on resources and information to tribal communities seeking to apply for TCCLA funding.

BJA and NTJRC hosted the inaugural meeting of the TCCLA Program with more than 30 participants from TCCLA Program grantee organizations, Indian tribes, and criminal justice practitioners from throughout the nation to discuss civil legal assistance and criminal indigent defense in the courts of Indian tribes and the research and resources needed to support them.

Training and Technical Assistance

In FY 2012, BJA accomplished the development of products, services, tools, and opportunities to assist tribal nations build tribal justice system capacity, support tribal-state collaboration initiatives, and engage in information sharing. In addition to the descriptions and web sites listed throughout this chapter, other initiatives are highlighted below.

Tribal Healing to Wellness Courts

In FY 2012 BJA sponsored training for 10 tribes through the Tribal Healing to Wellness Court Planning Initiative, including funding for one tribe to implement a Tribal Healing to Wellness Court. The Planning Initiative gathers all court team members together offsite for 1 week of training on team member roles and responsibilities, incentives and sanctions, and policies and procedures, and readies teams to implement new tribal drug court programs within 6 months of the training.

TLPI and the NADCP's National Drug Court Institute (NDCI) coordinated resources to provide TTA for these efforts. TLPI performed 10 onsite TTA visits to review the implementation of Tribal Adult Wellness Court program policies, services, and operations; conducted three national trainings, three statewide trainings, and one webinar; provided online access to TLPI publications; and maintained the Healing to Wellness Court web site. NDCI performed one 5-day training for 10 Tribal Healing to Wellness Court planning teams at the Fort McDowell Tribe in Arizona; maintained the Tribal Healing to Wellness Court database (available at www.ndcnc.org), including a map of operational Tribal Healing to Wellness Courts and other drug courts; and continued to conduct a Tribal Healing to Wellness Court symposium and a training track at the NADCP annual conference.

Tribal Probation Academy

Through the Tribal Justice System Capacity Building solicitation TTA Program, BJA supports the Tribal Probation Academy (TPA), conducted through a partnership between the American Probation and Parole Association and Fox Valley Technical College (FVTC). TPA provides up-to-date information to new and experienced probation officers serving in tribal communities and teaches them the skills they need for effective case management, officer safety, and career development. With BJA funding, FVTC's NCJTC trained more than 164 individuals through two 4-week Tribal Probation Academies. NCJTC provided conference presentations specific to tribal probation, community corrections, and reentry at 5 national training conferences and provided 34 scholarships to attend additional local, regional, and national probation-specific training events.

Tribal Justice System Capacity Building

BJA has explored how its funds can be used to support TLOA implementation, if desired by a tribe, including TTA. In response, BJA released a solicitation with multiple purpose areas in FY 2012 to identify and select technical assistance partners to build capacity among tribal justice system infrastructure and practitioners. The FY 2012 awards will augment BJA's robust portfolio of TTA partnerships to provide assistance on issues including increasing alternatives to incarceration; probation and programs related to substance abuse and crime; planning, renovating, and building tribal justice facilities; support for implementing enhanced sentencing authority; and supporting intergovernmental collaboration with federal, state, and local justice systems.

Tribal Justice Information Sharing System

The Tribal Justice Information Sharing System (TJISS) was developed and is administered by the University of Arkansas Criminal Justice Institute, National Center for Rural Law Enforcement. The program is designed to provide TTA resources to tribal law enforcement and tribal criminal justice practitioners nationwide. A 2-day hands-on course titled "Crime Data Collection and Reporting" instructs tribal criminal justice practitioners how to collect and report crime data to the FBI's Uniform Crime Reporting Program and National Incident-Based Reporting System; how reporting benefits the tribe; classifying crime data; preparing for the reporting process; and the different methods available to the tribes in reporting crime data. A blended learning approach incorporates instructor-led classroom lecture with hands-on lab exercises by use of a mobile computer training lab. The exercises depict actual reporting forms and processes. In FY 2012, TJISS staff delivered 8 courses at tribal locations throughout the country and trained 129 criminal justice practitioners.

In addition, technical assistance is available online from the TJISS project web site (www.tjiss.net) or via a toll-free help desk. Resources available include a "Crime Data Collection and Reporting" video tutorial and an electronic manual that serve as guides to assist tribes in collecting and reporting their crime

data; law enforcement model policies and procedures; sample job descriptions; work schedules; mutual aid agreements; and a mentoring service for newly appointed chiefs of police or public safety directors. A tribal share listserv is available to all tribal criminal justice practitioners. This tool serves to facilitate information sharing between the various tribes and across jurisdictional boundaries and disciplines.

A Tribal Justice Information Sharing TTA online survey collects information from tribal criminal justice practitioners regarding their TTA needs that will enhance their tribe's justice information-sharing capabilities. A total of 265 tribal criminal justice practitioners, representing 86 tribes, have completed the survey. During FY 2012, TJISS project staff completed 691 technical assistance requests and disseminated 2,563 publications.

Other Tribal Initiatives

In FY 2012, BJA staff led and offered subject-matter expertise to listening sessions with tribal leaders as well as implementation of tribal law and order-related activities, designed to support development of strategies and investments to reduce crime and enhance safety, support tribal justice system capacity building and planning, and coordinate resources and programs across the federal government.

Tribal Justice Plan Implementation

BJA—in partnership with the U.S. Department of Interior's Bureau of Indian Affairs (BIA)—coordinated outreach among federal agencies, Indian Country, and Native American communities to implement recommendations and action steps within the *Long Term Plan to Build and Enhance Tribal Justice Systems* (Tribal Justice Plan). The Tribal Justice Plan is a long-term detention, alternatives to incarceration, and offender reentry plan for American Indian adults and juveniles. BJA is working with other federal agencies to implement the recommendations and action steps to enhance alternatives to incarceration, explore strategies to enhance the provision of federal services and resources to support tribal justice systems infrastructure, and manage high-risk tribal offenders, especially during reentry.

Outcomes achieved to date include enhanced provision of funding and TTA from BJA for alternatives to incarceration including tribal probation, risk assessment, and healing to wellness; assessing and planning tribal justice system needs and strategies; and expanding construction funding and TTA to support tribal justice facilities other than detention including multipurpose justice centers, transitional housing, and treatment facilities.

In FY 2012, BJA, in partnership with BIA and OJJDP, hosted a pair of webinars on the TJP and implementation progress. In addition to webinars, a listening session that discussed TJP implementation progress was held at the 15th Tribal Justice, Safety and Wellness Session in Tulsa, Oklahoma in October 2012. Lastly, three sets of focus groups were held in the fall of 2012 on the major TJP priorities in conjunction with Indian Country events in Tulsa, Oklahoma; Prior Lake, Minnesota; and Green Bay, Wisconsin. These focus groups provided a forum to update tribes on current activities and gathered further comments from tribes on the implementation plan. Indian Country and Native American communities affirmed primary themes that were identified during the planning phase.

Intergovernmental Collaboration

TLOA directs the Attorney General to provide technical assistance on strategies to promote intergovernmental collaboration and relationships among state, tribal, and local partners that effectively combat crime in Indian Country and nearby communities. To offer assistance in these efforts, BJA continues to work with other federal partners and TTA partners such as the National Congress of American Indians (NCAI), the National Criminal Justice Association (NCJA), the Center for Court Innovation, and the Tribal Law and Policy Institute (TLPI).

In FY 2012, through BJA funding, NCAI and NCJA continued the Tribal-State Collaboration and Justice Capacity Building Project. This effort involves creating and compiling material for a core curriculum that will train tribal and state justice officials in Public Law 280 (known as PL280) and non-PL280 jurisdictions to enhance collaboration between state and tribal justice systems. The project will also offer access to an online, interactive toolkit with examples of promising practices and practical applications.

To accomplish these activities, a pilot initiative with two sites—Minnesota and North Dakota and tribes therein—was initiated. NCJA and NCAI will conclude the pilot by convening the tribal and state justice officials who participated to review pilot activities, identify areas of success, and establish criteria for future intergovernmental cooperative efforts between tribes and states.

The 2-day November 2012 tribal-state North Dakota meeting included more than 60 participants, with 4 Indian tribes attending, along with state government participants. Those in attendance were eager to learn more about findings of the Indian Law and Order Commission and felony sentencing under TLOA. Key issues identified by tribal-state teams were lack of resources (e.g., personnel, equipment) and treatment to address increasing violence and the presence of substance abuse in tribal communities. Strategies were identified that included building and maintaining tribal-state relations, utilizing offender risk and needs assessments, reviving traditional methods of justice, and communicating between disciplines and national law enforcement databases, such as the National Criminal Information Center. Next steps include identifying points of contact between tribes and sharing information and promising practices.

Additionally, through TLPI, BJA developed two publications: *Promising Strategies: Public Law 280* and *Promising Strategies: Tribal-State Court Relations*. Both publications focus on: (1) encouraging intertribal coordination, cooperation, and collaboration; (2) capacity building for alternatives to incarceration; and (3) providing toolkits to assist those wishing to

replicate the various promising strategies. These publications are featured on the Walking on Common Ground web site.

In FY 2012, the web site Walking on Common Ground (www.WalkingOnCommonGround.org) was launched and highlights tribal-state court collaboration, promising practices, and resource toolkits to assist those wishing to replicate these practices. Other resources include web addresses for federally recognized tribes and counties in the United States, tribal-federal collaborations, and tribal-state legislative committees. In addition, information is included on alternatives to incarceration in tribal justice systems as they relate to capacity building and evidence-based practices.

Indian Alcohol and Substance Abuse Interdepartmental Coordinating Committee

In FY 2012, BJA was represented on the Indian Alcohol and Substance Abuse Interdepartmental Coordinating Committee (IASA Committee), which provides final guidance, direction, and coordination to the appropriate federal efforts in assisting tribes to implement Tribal Action Plans as they relate to alcohol and substance abuse prevention and treatment. The IASA Committee coordinates federal resources and programs to assist tribal communities in achieving their goals in the prevention, intervention, and treatment of alcohol and substance abuse among tribal members. Other members of the IASA Committee include representatives from SAMHSA, OJP, BIA, Bureau of Indian Education, and Indian Health Services.

CHAPTER 8

Empowering Communities and Building Capacity

In FY 2012, BJA led a number of activities to enhance the capacity of community residents, organizations, partners, and criminal justice leaders to effectively collaborate in identifying and effectively responding to crime issues. These strategies also enhanced the capacity to deter crime and to enhance perceptions of community safety and trust with criminal justice staff and policymakers. In addition, BJA collaborated with the research community, policymakers, and criminal justice practitioners to enhance use of data and research in developing and managing crime responses and investments and to generate new evidence to assist the field. Finally, BJA led new efforts to increase efficiencies and effectiveness in the provision of TTA.

Building Neighborhood Capacity Program

In FY 2011, BJA expanded the Building Neighborhood Capacity Program, supported integration of evidence into program development, enhanced knowledge management, coordinated services to strategically deliver TTA to the field, and supported and facilitated policymaker collaboration.

The Neighborhood Revitalization Initiative (NRI) is a White House-led federal partnership that supports the transformation of distressed neighborhoods into neighborhoods of opportunity that provide the resources and environments that children, youth, and adults need to thrive. This initiative is a partnership among five federal agencies—the U.S. Departments of Justice, Education, Housing and Urban Development, Health and Human Services, and Treasury—as they work to organize federal resources and develop policies that more effectively support neighborhood transformation efforts. NRI is founded on the belief that desired change can best be achieved by addressing interrelated issues

in education, employment, financial security, housing, economic development, physical and behavioral health, and community and household safety. The initiative operates under a shared theory of change: a coordinated effort to increase the quality of a neighborhood's assets, sustained by local leadership over an extended period, will improve resident well-being and community quality of life.

BJA's BNCP is a key component of NRI. BNCP is designed to help low-income neighborhoods build the infrastructure and resources needed to ensure that families experience better results in education, employment, safety, housing, and more and to illustrate how communities around the country can build capacity to transform distressed neighborhoods into neighborhoods of opportunity. Funded through an interagency agreement among the Departments of Justice, Education, and Housing and Urban Development, BCJI provides intensive TTA to faith-based, nonprofit, and community organizations over a period of at least 30 months to help these neighborhoods design and begin pursuing results-driven, sustainable revitalization plans. In late 2012, the Center for the Study of Social Policy (CSSP) was competitively selected to provide TTA to these neighborhoods and to establish an online resource center for anyone interested in sustainable revitalization.

In 2012, BJA worked with the federal management team and CSSP to develop a framework and training materials to implement the BNCP effort, support the creation of a resource center, and conduct an intensive selection process for the sites. This included historical analyses of data on community distress, application review, and site visits. In July, eight neighborhoods were selected within the four chosen cities to receive targeted technical assistance to develop capacity around the essential elements of

healthy neighborhoods. The neighborhoods are Flint, Michigan's Ward 1 and Ward 3 neighborhoods; Memphis, Tennessee's Binghamton and Frayser neighborhoods; Milwaukee, Wisconsin's Amani and Metcalfe Park neighborhoods; and Fresno, California's El Dorado and Southwest neighborhoods. During the second half of 2012, CSSP worked with the federal management team and sites to assess capacity, recruit and hire staff at the community and citywide levels, and host a kickoff orientation for these site coordinators.

Policymaker Collaboration

Building Sustainable Capacity to Engage in Strategic Planning

The National Criminal Justice Association, with support from BJA, provided TTA in strategic planning to State Administering Agencies (SAAs) in 20 states, 2 territories, and the District of Columbia. TTA services have been tailored to the needs, planning scopes, and timelines established by SAAs.

BCJI 2012 GRANTEES



As a result of this TTA, SAAs are spending a greater portion of their JAG Program funds on data collection and analysis. SAAs across the country are devoting significant staff resources to reaching out more broadly than ever before to their stakeholder communities for input and development of a statewide strategic plan. The strategic plans are becoming more sophisticated in their use of data to inform what works to prevent and reduce crime. To an increasing degree, SAAs are requiring their subgrantees to gather and conduct more analysis on their priority crime initiatives and to submit applications for funding of projects that are proven to work, are seeking to replicate evidence-based practices from other jurisdictions, or will include the analysis of data to measure outcomes.

FY 2012 project highlights include:

- In Oklahoma, the project team worked with the District Attorneys Council to expand their traditional strategic planning efforts from a single-day open meeting to a more data-driven stakeholder-informed planning process. NCJA worked with the SAA to gather relevant state data and develop two surveys to help build consensus around the state's greatest criminal justice needs and priorities. After analyzing these results, the SAA successfully developed a statewide strategic plan.
- In Tennessee, the state legislature passed a bill requiring that juvenile justice funds be used for evidence-based programs. The Tennessee Office of Criminal Justice Programs (OCJP) conducted a statewide conference, with assistance from NCJA, to educate their stakeholder communities and subgrantees on evidence-based programs and their implementation at the local level. In addition, this meeting was used to help integrate the work of the office's Targeted Community Crime Reduction Project into their larger planning strategy. In preparation for the conference, the SAA held regional focus groups for local practitioners. Information from these focus groups will be used for the office's next annual strategic planning effort. With planning grants, the SAA is also funding several pilot projects in which subgrantees are required to collect and use data to inform their strategic planning. Also, the subgrantees must use only evidence-based programs and practices to address the data-identified justice issues.

- The project team also worked with the Tennessee SAA to collect data at the state and national level and convene a group of drug court professionals to share effective and innovative policies and practices. NCJA facilitated a moderated strategic planning session with judges, advisory board members, prosecutors, defenders, and members of the Tennessee Association of Drug Court Professionals to help establish priorities for the state's dedicated drug court funding. The resulting report was published on the OCJP web site for use by the drug court stakeholder community in Tennessee.

In FY 2012, NCJA and BJA produced the publication *SAA Strategic Planning: Stakeholder Engagement Strategies*. The first in a series of assessments that describes how SAAs engage in strategic planning, this document examines stakeholder identification, outreach, and the most commonly used engagement strategies. The assessment shows that planning efforts by SAAs have varied greatly in size, planning period, and system inclusivity; many of these variations have to do with planning scope, SAA statutory authority, and planning capacity. In addition, this report provides information on data integration and strategic planning consensus-building strategies.

In FY 2012, NCJA received supplemental funding of \$650,000 to continue the project for 2 more years.

Criminal Justice Coordinating Council Network

With funding from BJA, the Justice Management Institute, the Pretrial Justice Institute, and the National Association of Counties created the National Criminal Justice Coordinating Council (CJCC) Network to enable regular information sharing and to help disseminate promising practices. The goal of the National CJCC Network is to strengthen the ability of local policymakers to improve local level criminal justice planning and policy development, which will benefit all disciplines in the criminal justice system. The network is composed of leaders and top-level staff from 12 of the most-advanced CJCCs across the country that have major roles in shaping decisions regarding criminal justice to:

- Provide a forum for CJCC leaders/senior staff to discuss common issues and opportunities for addressing them.

- Facilitate a learning exchange on promising and evidence-based policy and practices.
- Develop materials that will aid CJCCs across the country in their policymaking and will assist other jurisdictions in developing effective CJCCs of their own.

Through a series of webinars and publications, the National CJCC Network has reached hundreds of local justice practitioners, policymakers, and members of local CJCCs. Listed below is a summary of the major network accomplishments and deliverables for FY 2012:

- **Publications for policymakers and practitioners:** Improving Criminal Justice System Planning and Operations: Challenges for Local Governments and Criminal Justice Coordinating Councils; Fostering and Sustaining Criminal Justice System Reform: The Role of Criminal Justice Coordinating Councils (to be released in 2013); the CJCC Mini-Guide Series, which was disseminated electronically through the National CJCC Network Listserv; and CJCC County Profiles, also disseminated through the listserv and via newsletter.
- **Educational webinars:** “Enhancing Criminal Justice Practice with a Criminal Justice Coordinating Council” (127 registrants) and “Diagnosing Your Criminal Justice System: Identifying Approaches, Issues, and Priorities” (280 registrants).
- **Information exchange and peer-to-peer learning webinars for network members:** topics include Effective Juvenile Justice Strategies; Performance Measures for CJCCs; Racial Disparities in the Criminal Justice System; a two-part series on Diagnosing Your System and the Use of Data; and Strategic Planning.
- **Information dissemination through social media, listservs, and shared cloud servers:** 145 jurisdictions signed up for the network listserv; created the National CJCC Network Facebook page to share upcoming training opportunities, grant opportunities, new publications/reports, and network news; and established an online Google portal for network members to post requests for information, update documents, hold online “chats,” and share calendar information about upcoming events.

Governors’ Criminal Justice Policy Advisors Project

The National Governors Association (NGA) Center assists governors and their criminal justice and public safety advisors in meeting criminal justice policy priorities by applying lessons from current research and practice to promote evidence-based policies. For the last 10 years, the NGA Center has supported a network of governors’ criminal justice policy advisors with the goal of improving how criminal justice policy decisions are made within states by providing a nexus between research and policy. NGA works with these advisors and provides a trusted and confidential forum for them to learn about current research and practice. This network is the only venue specifically designed to provide governors’ criminal justice advisors a place to learn about emerging research and to discuss with their peers its implications for state criminal justice policy. Building on a training for new criminal justice advisors hosted in 2012, NJC hosted a range of technical assistance to states.

In FY 2012, the NGA Center provided technical assistance to 15 states, including Alaska, Georgia, Iowa, Illinois, Kentucky, Maryland, Minnesota, Nebraska, Nevada, New York, North Carolina, Tennessee, Vermont, Virginia, and Wisconsin. Assistance included:

- NGA Center staff worked with Maryland’s Office of Crime Control and Prevention to plan and organize the Mid-Atlantic Regional Information Sharing Summit, held on June 25, 2012 in Baltimore, Maryland and attended by public safety leaders from four states and the District of Columbia. During the meeting, senior state officials discussed sharing data to better monitor violent offenders when they move across state lines; networking and expanding license plate recognition technology to link state systems; mechanisms to share information in real time between criminal justice and public safety officials in the various states to facilitate criminal investigations and crime prevention; “next generation” Fusion Centers and greater integration of federal, state, and local agencies in collecting, monitoring, and sharing data; and coordinating and unifying scrap metal, pawn, and secondhand property databases to regulate and enforce secondhand property transactions throughout the region.

- To assist the New York Governor's Office in identifying how governors' offices are organized in states with high-functioning criminal justice systems, the NGA Center made confidential inquiries to governors' offices identified as having high-functioning criminal justice systems, consulted experts in criminal justice policy, conducted independent research, and prepared a detailed memo summarizing its findings.
- At the request of the Iowa Governor's Office, NGA coordinated and hosted a conference call for governor's offices in Iowa, Minnesota, and Wisconsin to learn about one another's efforts to track pseudoephedrine sales and to discuss potential opportunities for interstate collaboration in sharing information related to pseudoephedrine sales with the goal of reducing the production and distribution of methamphetamine. Included on the call were governors' criminal justice policy advisors, representatives of state drug enforcement agencies, and other executive officials.
- The Illinois Governor's Office asked the NGA Center to provide assistance regarding cost-effective corrections vocational/education, mental health, and drug treatment programs that reduce recidivism. NGA Center staff provided their publication titled *State Efforts in Sentencing and Corrections Reform* and additional resources related to the specific areas of interest. NGA Center staff also provided contact information for several subject-matter experts for followup assistance.

NGA also hosted conference calls for all governors' criminal justice policy advisors to provide them an opportunity to connect with their peers from across the country, learn from researchers and experts about best practices related to public safety and criminal justice policy, and receive program and funding updates from BJA. One such call featured a presentation on the Pew Public Safety Performance Project's report, "Time Served: The High Cost, Low Return of Longer Prison Terms."

In addition, in August 2012, BJA and NGA hosted a national webcast for governors' offices and state policymakers on policies and strategies that states can adopt to provide inmate health care in more cost-effective ways. The webcast provided an overview of the primary drivers of health care costs and recommended policies and strategies states can adopt to reduce those costs.

Within the first 3 months of airing, the webcast was viewed 2,900 times.

Integrating Evidence

BJA is finalizing a plan to more systemically integrate and translate research knowledge and methods, as well as data, into its everyday processes and procedures. This plan is based on innovative approaches that BJA has piloted, especially in the areas of drug courts, reentry, community corrections, and smart policing. In these areas BJA staff have reviewed, summarized, and translated the research for the field. They have also identified the key model components and included these requirements, along with the translated research, in funding solicitations. For example, the FY 2012 Second Chance Act Adult Offender Reentry Program for Planning and Demonstration Projects grant announcement included an appendix titled "What You Need to Know to Ensure Your Program is Built on Principles of Effective Practice." This appendix included six research-supported principles of evidence-based correctional practice that are widely accepted as strategies to reduce future criminal behavior and provided brief descriptions of the importance of putting each principle into practice. In addition, BJA is working with staff from the OJP Assistant Attorney General's Evidence Integration Initiative Team and from NIJ to examine the research and evidence in criminal justice and incorporate these findings into the BJA decisionmaking process. BJA staff is also in critical leadership roles on the OJP Institutional Review Board, the CrimeSolutions.gov working group, and OJP Science Advisory Board BJA Subcommittee, connecting the needs of practitioners through translation, ethical research, and building capacity through enhanced collaborations between practitioners and researchers.

Generating New Knowledge

In an effort to produce new knowledge in the areas of probation and post-release community supervision, BJA, in partnership with NIJ, is involved in two Demonstration Field Experiments (DFE). DFEs allow BJA and NIJ to bring the rigor of science to program

implementation, including the use of randomized controlled experiments, tracking and coaching for program fidelity, and strength in data collection and analysis. The TTA partner and the independent evaluator are key partners in the process.

In 2012, BJA and NIJ began the implementation of the probation DFE that is replicating the Hawaii Opportunity Probation with Enforcement probation model, a program in Hawaii that is showing strong evidence of success. During 2012, this implementation, dubbed the Honest Opportunity Probation with Enforcement (HOPE) DFE, was begun in four sites: Clackamas County, Oregon; Essex County, Massachusetts; Saline County, Arkansas; and Tarrant County, Texas.

The second DFE, the post-release community supervision model, is an extension of BJA's SCA reentry initiatives. BJA is currently working with NIC to develop four innovative training modules for the SCA DFE sites. BJA also funded a study that examined the prevalence of mental illness among women in jails as well as the pathways to jail for women with and without mental illnesses.

Hawaii HOPE DFE

BJA and NIJ teamed up to replicate the Hawaii Opportunity Probation with Enforcement program. NIJ is funding the evaluation of the BJA demonstration sites. The four sites selected for this DFE are located in the Northwest, the Northeast, and two in the Southwest. This DFE is rigorously testing whether the HOPE probation model can promote the successful completion of probation for high-risk probationers. DFE sites are being asked to examine risk assessment scores, criminal histories, and prior behavior on probation to determine which probationers are at high risk for failing probation through drug use, missed appointments, and/or reoffending. After the pool of high-risk probationers has been determined, they are being randomized into one of the following groups: (1) HOPE probation or (2) probation as usual. Research coordinators onsite facilitate the randomization process and collect data throughout the experiment. There are also Project Coordinators located onsite to monitor implementation fidelity. The evaluation team will also follow up with offenders for 12 months after they leave the program.

In FY 2012, \$232,873 was provided to TTA partner, Pepperdine University, and \$3.16 million was provided for the site-based awards.

Second Chance Act DFE

BJA released a solicitation to fund three demonstration sites to test a crime desistance-based reentry model. This project will be a collaborative effort among BJA, NIJ, and the National Institute of Corrections (NIC). BJA will fund the demonstration sites, NIJ has funded the evaluation, and NIC will develop and deliver the training and facilitate the technical assistance and coaching to the sites. BJA, NIJ, and NIC are supporting this multisite DFE in an effort to significantly expand the body of evidence associated with improving the outcomes for offenders reentering the community. This DFE will combine a multisite demonstration of a reentry model with rigorous experimental evaluation in an applied setting. Both the parole officers and the parolee participants will be randomized into treatment and control groups.

BJA is currently working with NIC and their partners to develop a set of curricula focused on improving the interactions between the parole officer and the parolee and improving the outcomes of parolees. The desistance framework will be the underpinning for these curricula, which will include modules for Effective Core Correctional Practices, Integrated Case Management & Supervision, and Motivational Therapy. The NIC "Thinking for a Change" 3.0 curricula will also be incorporated into the training for offenders.

To generate new knowledge about effective solutions for working with offenders in the community and to enhance practice, this DFE will be focused on examining the community-based components of a comprehensive reentry strategy. This DFE will also examine how post-release interactions, programs, services, and activities impact parolees. The results from this DFE are expected to enhance the knowledge base for working with post-release offenders in the community. Final site selection is expected to take place in spring 2013.

Women's Pathways to Jail

Jail administrators have reported that the presence of women with mental illness is an increasing problem in local jails, with many of the same female inmates cycling in and out of jails repeatedly. Consequences include jail overcrowding, increased pharmacological costs, and stress for correctional personnel who may be ill-equipped to address mental illness. Unfortunately, few studies have examined the prevalence of serious mental illness among women in jails. This project examined the prevalence of mental illness among women in jails and pathways to jail for women with and without mental illness. The sample included 491 women in both urban and rural jails from 4 geographical regions of the United States: the Southwest, Mid-Atlantic, Northwest, and Deep South. The study found that:

- Trauma and mental health were associated with onset of crime.
- Many women in jail met the criteria for serious mental illness (SMI), post-traumatic stress disorder, and/or substance use disorders in the past 12 months, and 25 percent reported severe functional impairment in the past year.
- Half of the women received substance use treatment or mental health treatment prior to incarceration.
- Most of the women in jail experienced multiple types of adversity and interpersonal violence in their lives.
- Women with SMI were more likely to have run away, experienced trauma, be repeat offenders, and have an earlier onset of substance use.

The information from this study can help criminal justice professionals develop strategies to address and respond to these issues. This information can also help the field enhance mental health screening at jails as well as gender-responsive programming for primary prevention, rehabilitation, and reentry back into the community.

BJA posted the final report to its web site and requested that other criminal justice agencies link to the report on their web sites. A BJA Policy Brief that summarizes the report also was developed and released in March 2013.

Tools for the Field

Risk-Needs-Responsivity Simulation Tool

BJA partners with George Mason University (GMU) and the University of Massachusetts-Lowell to develop a Risk-Needs-Responsivity (RNR) simulation tool to help federal, state, and local jurisdictions define the types and nature of correctional options available in their jurisdictions. The tool will help these agencies and nonprofit organizations use the risk-need-responsivity approach. The tool has three goals. In "Assess Your Jurisdiction," the goal is to define the type and nature of correctional options available in their jurisdictions. "Assess Your Program" will allow practitioners to assess the programs they already provide, based on intensity of liberty restrictions, treatment offered, content, implementation, and quality. Finally, "Assess an Individual" will allow practitioners to assess an individual's program needs based on risk and criminogenic needs. The user will enter the individual's risk level and several criminogenic needs he/she has, and the tool will then recommend programming for that individual. This tool will use a compiled database to assess reductions in recidivism, and it will provide the ability to be customized to the local jurisdiction or program.

GMU has finalized the tool, available at www.gmuace.org/research_rnr.html, and is currently in the pilot phase with a few jurisdictions. GMU also completed the background documents for the tool, which describe the underlying assumptions, the research base, and how the tool reaches its projections and recommendations.

Skills for Offender Assessment and Responsivity in New Goals

GMU's Skills for Offender Assessment and Responsivity in New Goals (SOARING-2) will create a suite of web-based tools that can facilitate the development of knowledge and skills to sustain evidence-based practices (EBPs), with the goal of providing tools that supplement traditional correctional and judicial academies. SOARING-2 is designed to provide in-office skill development for the individual staff and agencies to facilitate the sustainability of EBPs and to provide innovative tools to assist staff in managing offender outcomes.

The purpose of the project is to increase knowledge— (1) declarative knowledge (“what,” meaning of terms), (2) procedural knowledge (“how”), and (3) strategic knowledge (when to apply the technique)—for professionals in a manner that involves cognitive, interpersonal, and psychomotor skills or tasks, and then to evaluate its impact on outcomes in select probation settings. In May 2012, GMU selected the following sites to pilot the training: New York, New York; City and County of San Francisco, California; Los Angeles, California; Orange County, California; Montgomery County, Pennsylvania; Allegheny County, Pennsylvania; and Ames, Iowa. This training will be made available in FY 2013 and can be accessed at <http://soaring2.gmuace.org>.

Cost-Benefit Knowledge Bank for Criminal Justice

Few jurisdictions know what return on investment they are getting for their criminal justice system expenditures. Assumptions are made about the financial and substantive effects of policy and program choices without much solid information on the real costs or benefits incurred. Yet this information is highly relevant to the decisions policymakers and practitioners need to make, particularly in the current challenging fiscal climate. To address this gap, BJA has funded the Vera Institute of Justice to build and support a national knowledge bank for cost-benefit analysis in criminal justice. The Cost-Benefit Knowledge Bank for Criminal Justice (CBKB) is helping practitioners and policymakers better understand the economic pros and cons associated with criminal justice investments. These resources and activities will also help support policymakers and practitioners in building their capacity to promote, use, and interpret cost-benefit analysis in criminal justice settings, with the ultimate goal of helping them to identify interventions that are both effective and affordable for their jurisdictions and allocate resources accordingly.

CBKB staff are currently working with six sites to help them build their cost-benefit analysis capacity. During FY 2012, the CBKB staff produced a number of webinars, maintained and updated a cost-benefit analysis (CBA) blog, and developed information to help the field monetize benefits. All of this information is available at <http://cbkb.org>. The CBKB team has also been working to provide CBA technical assistance to four jurisdictions: Allegheny, Pennsylvania (focused on day reporting centers and diversion

services); Denver, Colorado (jail and reentry programming); Kent, Washington (intelligence-led policing and automated license plate readers); and York County, Pennsylvania (DUI treatment court).

Training and Technical Assistance Coordination

Established in 2008, the BJA National Training and Technical Assistance Center (NTTAC) facilitates the delivery of high-quality, strategically focused TTA to achieve safe communities nationwide. Promoting the mission of BJA, NTTAC coordinates the provision of rapid, expert, and data-driven TTA that supports practitioners in the effort to reduce crime, recidivism, and unnecessary confinement in state, local, and tribal communities.

The mission of BJA’s NTTAC, www.bjatrain.org, is to provide guidance to grantees and nongrant criminal justice professionals to replicate model programs and approaches; increase knowledge and use of best practices, emerging technologies, and proven strategies; and assist agencies and jurisdictions in identifying operations and program needs. The TTA services provided through NTTAC cover the broad set of BJA’s program areas to address the needs of criminal justice practitioners and agencies, elected officials, and community organizations. The services offered include assistance in implementing evidence-based programs, curriculum development, data analysis, onsite and distance learning training, peer-to-peer visits, responding to research and information requests, and strategic planning assistance.

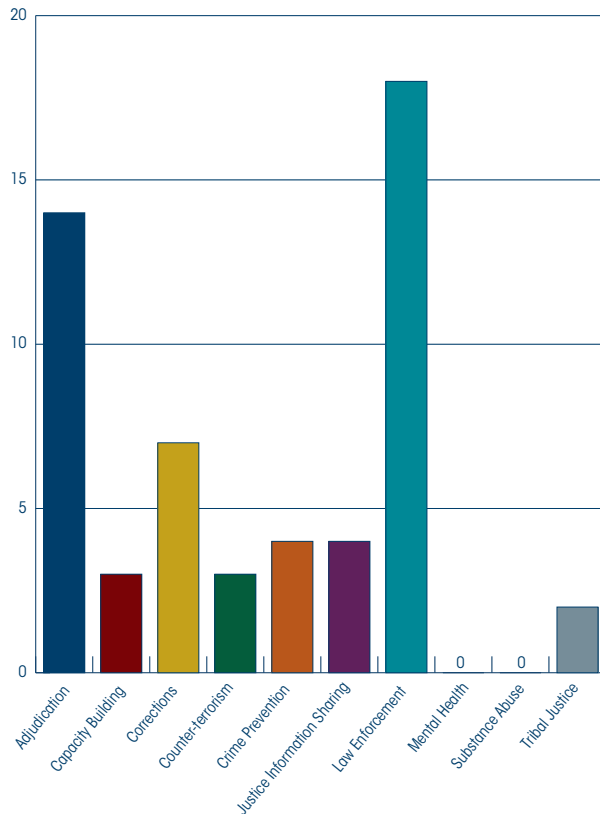
During FY 2012, the following accomplishments were achieved:

- **Established Call Center:** Established a 24-hour service-level agreement for responding to callers’ inquiries; addressed more than 552 help desk requests (359 e-mails and 193 phone) related to BJA Training and Technical Assistance Reporting System and NTTAC services.
- **Developed a Consultant Management Process:** Confirmed necessary consultant qualifications, drafted and finalized a prescreening form and an online application for consultants, and streamlined the payment process.

- **Standardized and Implemented TTA Processes:** Developed a TTA application and a TTA assessment form. Analyzed RFP development, release, and submission processes; provided a focal point for TTA requests and addressed needs from the field; reduced the effort required to meet requestor needs through standardized processes.
- **Created RFP Process:** Designed a process for RFP development, release, and submission. RFPs are now sent to expert providers for select engagements, encouraging competition, and best-fit matching of requestors and providers.

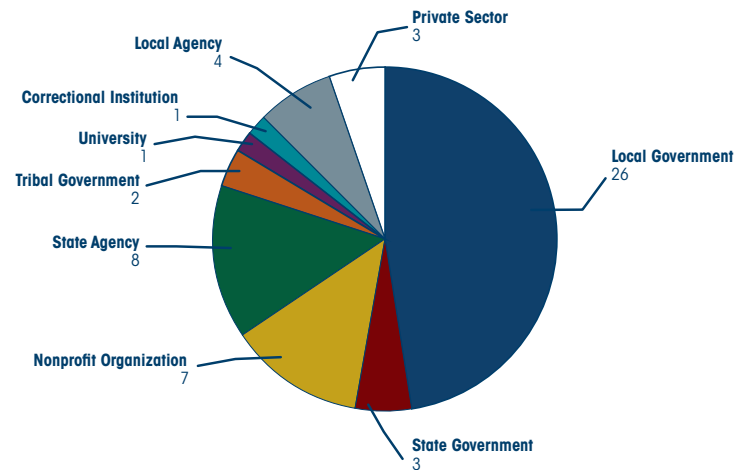
The information below summarizes the TTA requests in FY 2012:

TTA BY TOPIC AREA



- The NTTAC team submitted 55 TTA requests to BJA for consideration. NTTAC closed 34 requests (received, processed, and/or delivered); 21 TTA requests were carried over into FY 2013.
- 47 of the 55 TTA requests received and sent to BJA were categorized as “Comprehensive” or “Intensive” requests. Comprehensive requests entail standardized TTA services and materials that are delivered via onsite workshop or through virtual meetings such as conference calls and webinars; Intensive requests entail delivery of rigorous, customized solutions through direct, onsite support that addresses the specific needs of recipients, including workshops, guidance, or facilitation.
- TTA services were requested by 29 states and the District of Columbia, with 17 states submitting one request each. The District of Columbia, Massachusetts, New York, and Texas submitted the highest volume of requests.
- The types of organizations that submitted requests varied, but the vast majority of requests came from local government.

TYPES OF ORGANIZATIONS



CHAPTER 9

Performance Measurement

Performance measurement is a research technique and tool used to help BJA meet the requirements of the Government Performance and Results Act Modernization Act (GPRA Modernization Act; Public Law 111-352), which was signed into law in 2011. The act requires federal agencies to report performance data more frequently and to link strategic planning to performance goals. BJA's commitment to achieving the goals of the GPRA Modernization Act is outlined in the FY 2013–2018 Strategic Plan, which was unveiled in November 2012.

BJA believes that effective program management starts with meaningful performance measures designed to easily collect individual grantee performance data, along with a system to analyze this data to inform program management decisions. In FY 2012, BJA continued to invest in the Performance Measurement Tool (PMT), www.bjaperformancetools.org/, for its grantees to report results. BJA uses a comprehensive analysis process to produce performance reports on grantee data. With the help of TTA partners, BJA analyzes data and targets strategies that address issues identified from the data. These analyses are compiled in a series of performance reports published by BJA, fostering transparency about the use of taxpayer funds.

BJA uses performance measures to assess grantee progress toward program goals and objectives as well as for an accountability tool. Program performance measures are indicators, statistics, or metrics used to gauge program performance, conveying the extent to which each program's purpose or goals are being met. BJA uses performance measures for setting program priorities; allocating resources; adopting new program approaches or changing processes; sharing these with appropriate stakeholders; and setting expectations for grantees and mentoring them.

FY 2012 Accomplishments

In FY 2012, BJA added new performance measures in the PMT for the Tribal Criminal and Civil Legal Assistance Program. BJA worked with stakeholders, practitioners, and GAO to refine performance measures for certain programs whose data were already being collected to ensure relevancy, consistency, and accuracy. Performance measures were revised for the following programs in FY 2012:

- Justice and Mental Health Collaboration Program.
- Residential Substance Abuse Treatment Program.
- Edward Byrne Memorial Justice Assistance Grant Program.
- Second Chance Act Program.
- Adult Drug Court Program.
- Prescription Drug Monitoring Program.

Based on recommendations from GAO's Adult Drug Court Grant Program review (GAO 12-53), BJA worked toward improving its performance management process by using the recommendations in GAO's *Managing for Results: Enhancing Agency Use of Performance Information Management Decision Making* (GAO 05-927, September 9, 2005).

BJA also worked with analysts in FY 2012 to interpret grantee data that were used in written reports, data requests and data memos, research and evaluation, and GrantStat. The GrantStat process allows BJA to take a closer look not only at grantees but also at overall program success. Using these data, BJA is also better able to direct TTA.

Performance Measure Development

Literature Review and Logic Model Development

In FY 2012, BJA implemented the performance measure development process. This ensures that performance measures reflect current research while still allowing for substantial stakeholder input. Developing new performance measures starts with a review of the program solicitation, as it outlines purpose areas and allowable activities within the program and serves as a guide for identifying outcomes. It is then important to develop a broader understanding of the program and the scientific literature on which it is based. The scientific literature helps to identify key program design features, processes, and outcomes. All of this information is then laid out in a logic model that ultimately informs the “problem statement,” goals of the program, inputs and outputs, activities, and program outcomes. The use of a logic model helps to identify the steps that must be taken (and measured) to achieve certain outcomes.

For example, in FY 2012, BJA started developing a comprehensive set of measures for the Tribal Court Assistance Program and the Indian Alcohol and Substance Abuse Prevention Program. BJA recognizes how important it is to develop measures that are meaningful and sensitive to tribal issues. Before the measures were drafted and while the logic model was being created, analysts reviewed the pertinent scientific literature. They consulted a wide range of papers, including Fahey, King, and Kane’s *Crime and Justice in Indian Country: A Summary of Talking Circle Findings* and the Tribal Law and Order Act of 2010, a 2011 report from the Crime and Justice Institute at Community Resources for Justice in Boston. The literature review helped identify issues and matters pertinent to tribal courts, such as the complexities of establishing a tribal court in Indian Country and addressing related jurisdictional issues.

In this process, BJA realized it was also essential to engage the TTA providers to help inform the process from a local perspective. These TTA providers generally have intimate knowledge of and experience with local tribal grantees and their programs. Feedback from TTA providers informed the development of the

logic model and draft performance measures, ensuring these new measures are meaningful and responsive to tribal issues.

Pilot Period Review and Revisions

From time to time, BJA revises performance measures to better reflect grant activity, reflect new knowledge and research, and respond to the needs of legislators, the academic community, and other stakeholders. This was the case in FY 2012 for PDMP and the SCA Program.

The performance measures for the PDMP were updated in FY 2012 to reflect changes in the way researchers use the performance measurement data reported by grantees. Researchers told BJA that the timeframes for some of the measures BJA collects are not consistent with other research in the field, and BJA responded by adjusting the reporting guidelines. This included providing training and technical support to grantees during the change and to researchers in making them aware of the new information. Grantees began reporting on the new measures in January 2013.

The revision of performance measures for SCA Programs was a multistep process that started with identifying problematic measures and developing revised measures with guidance from relevant stakeholders, such as TTA providers. Once a revised set of draft measures was developed, BJA staff and other stakeholders vetted the new instrument so that analysts could receive their feedback and suggested changes. The final step was a vetting process with grantees to gather more feedback and explain the data collection process to ensure accurate data collection. Feedback from these vetting sessions was included in the revised measures, which were returned to BJA staff for final approval. The vetting process included a webinar with 196 grantees participating in the vetting process, representing 33 percent of all SCA organizations. In addition, 39 grantees attended in-person vetting workshops at the SCA Conference in May 2012.

Once the revised measures were made available in the PMT, grantees entered a pilot data entry period of two FY 2012

quarters. The pilot period data were used to ensure that data entered by grantees are valid and reliable, and that grantees have a chance to become familiar with the reporting requirements, system, and process. In the final step, analysts conduct data validations and reliability assurances to verify that the measures are accurate. This process includes a review of the new data to validate and, if necessary, edit the questions or better define what each measure is asking; and to establish additional validation checks and rules in the system.

Oversight and Accountability

In FY 2012, GAO conducted performance measurement reviews of the ADGDGP (GAO 12-53) and the ARRA JAG Program (GAO 11-87). For the drug court program, GAO made one recommendation for executive action: that BJA “document key methods used to guide future revisions of its adult drug-court program performance measures.” This recommendation included a plan for assessing measures after grantees report on them and a documented rationale for when measures are refined. BJA took action to respond to these findings and successfully closed out the GAO review.

For the ARRA JAG program, GAO made two recommendations for executive action. First, GAO recommended that BJA “consider, as appropriate, key attributes of successful performance measurements systems, such as clarity, reliability, linkage, objectivity, and measurable targets.” In response, BJA received feedback from more than 100 state and local grantees to assist with developing relevant performance measures. The process included telephone interviews with grantees, a focus group, and meetings with stakeholders. Analysts and staff conferred with experts in performance measurement and evaluation of formula grant programs, made presentations to constituent groups, and vetted the measures with grantees.

For ARRA JAG, GAO also recommended that BJA develop a mechanism to validate the integrity of performance data. In response, BJA implemented system-level validation rules in the PMT that help verify and identify inconsistent responses at the data entry level.

Selected Programs and PMT Data Profiles

Adult Drug Court Discretionary Grant Program

The ADCDGP is intended to build and/or expand drug court capacity at the state, local, and tribal levels to reduce crime and substance abuse among high-risk, high-need offenders. Some of the key components that serve as guidelines for drug court operations include early intervention and intensive treatment, close judicial supervision, mandatory and random drug and alcohol testing, community supervision, appropriate incentives and sanctions, and recovery support services.

As of July–September 2012, 1,148 drug courts were operating and reporting data into the PMT. The ADCDGP had an overall graduation rate of 47 percent in FY 2012, coming within 1 percentage point of achieving its goal of 48 percent (Figure 1). However, in the last two quarters of FY 2012, the target graduation rate was achieved. In total, 5,316 drug court participants graduated from their programs. BJA is striving to ensure drug courts are institutionalizing the use of validated risk and needs assessment instruments. In FY 2012, 14,106 assessments of participants were completed, which revealed that more than half (52 percent) were high-risk, high-need offenders. Randomized drug and alcohol testing is an important component of the drug court program. In FY 2012, more than 66,000 drug and alcohol tests were administered, and only approximately 17 percent revealed illegal substance use.

The drug court program has also noted a number of successes represented in the qualitative data collection portion of the PMT. As seen in Case Study 1, these results show evidence of grantee efforts and funding impact.

Second Chance Act Adult Offender Reentry Demonstration Program

As part of BJA’s evidence-based initiative, the SCA Adult Offender Reentry Demonstration Program collects performance measures on a number of key areas, such as program capacity; new admissions; percentage of high-, moderate-, and low-risk

FIGURE 1. ADULT DRUG COURT GRADUATION RATE

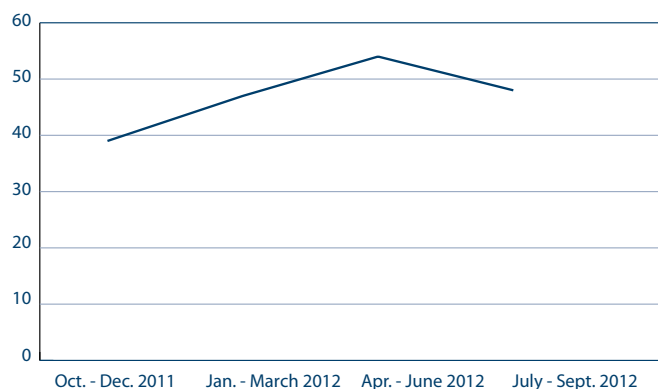
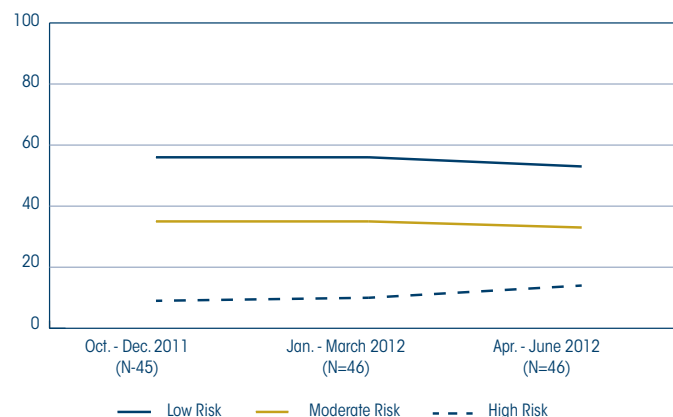


FIGURE 2. PARTICIPANT RISK ASSESSMENT SCORE



offenders; employment outcomes; and program completion. Through measuring program performance in this way, BJA can identify program success, offer evidence to inform the program, and prepare information and findings to share with the criminal justice field.

The reentry program had a number of successes in FY 2012. The overall completion rates were 83 percent for pre-release and 47 percent for post-release programs. The reentry program has also been successfully serving target populations. This program was intended to focus on moderate- to high-risk offenders convicted as adults. Figure 2 indicates that over the last three reporting periods, 89 percent of the enrollees on average who were assessed using a valid risk and needs assessment instrument were found to be either moderate or high risk. This indicates the enrolled population is as intended.

The reentry program has also had a number of successes reported by the grantees in the qualitative data collection portion of the PMT. As seen in Case Study 2, these results show the specific effects of the programs at the street level and offer evidence of grantee efforts.

Edward Byrne Memorial Justice Assistance Grant Program

The JAG Program is the leading source of federal justice funding to state and local jurisdictions. The program provides states, tribes, and local governments with critical funding necessary to support a range of program areas.

BJA's review of performance data submitted by JAG grantees revealed a need to revise the measures, to reduce the burden placed on grantees to collect large amounts of data, and to foster clarity of understanding among all grant recipients. The ultimate goal of the revision process was to produce measures that accurately convey the value of JAG grants and improve the overall quality of programs.

Over the past 2 years, BJA has been revising the performance measures for the JAG Program in response to the GAO report Recovery Act: Department of Justice Could Better Assess Justice Assistance Grant Program Impact (GAO-11-87). To address the report findings, BJA developed a process to understand the concerns of grantees and to better respond to stakeholders. This required a new set of measures to meet BJA's reporting needs to internal and external stakeholders. The measures were also developed to give grantees the opportunity to better

describe how they used JAG funding and what their programs accomplished during the reporting period.

Under the new measures, grantees report their data according to the seven purpose areas listed below. Their reporting gives detailed data on the amount of funding spent on each purpose area and the activities conducted in each (Figure 3). JAG grantees began to collect data on the new JAG performance measures in April 2012 and submitted their first data report in June 2012. The following is a list of the seven program areas and the types of data collected with the new measures:

- **Law enforcement** activities include creating or fostering law enforcement programs, hiring or maintaining police officers, investing in equipment or technology, conducting or attending law enforcement–related training, funding multijurisdictional task forces, and reporting data on seizures.
- **Prosecution and courts** as well as defense and indigent defense activities include hiring personnel (i.e., court clerks, investigators, prosecutors, and public defenders), paying overtime, investing in equipment or technology, and training personnel.
- **Prevention and education** include activities such as crime prevention programs or campaigns and/or publication and dissemination of educational materials.
- **Corrections and community corrections** include correctional activities and initiatives such as reentry programs that fund services ranging from educational and vocational training to employment and housing placement.
- **Drug treatment and enforcement** include drug treatment (inpatient or outpatient) as well as clinical assessment, detoxification, counseling, and aftercare. Drug enforcement activities include task forces and seizures.
- **Planning, evaluation, and technology improvement** includes activities such as planning and conducting evaluations and making technology improvements.
- **Crime victim and witness protection** activities include providing legal, medical, counseling, advocacy, or educational services to crime victims and/or witnesses. Training is an

Case Study 1: Adult Drug Court

Recently our drug court was selected as a host site for the All Rise America National Motorcycle Relay for Recovery. Given the national attention the relay was garnering and the historical nature of such an event, the team decided this would be a great time to reach out to the community to solicit support for our drug court program. Numerous civic organizations and community leaders were contacted and invited to attend a local motorcycle rally as well as a drug court session followed by a graduation ceremony. A number of local business and civic organizations agreed to provide a location for the rally, as well as food and beverages for those in attendance. In discussing motives for the rally with different agencies, we were able to obtain sponsorship for the event as well as educate those we spoke to about the benefits of drug court. Each agency was informed as to the importance of its future support and how it will facilitate the ongoing success of drug courts within the community. Those who attended the motorcycle rally got to see firsthand the benefits of drug court, when past graduates told their stories as to how drug court made a difference in their lives. Past graduates were also made available to answer individual questions from all who attended. Given the positive response to the rally, it appears the team's goals of building community partnerships and raising awareness about the benefits of drug court were met. The following day, an open drug court session was held with local media covering the event. Again, numerous civic organizations and community leaders were in attendance and able to experience drug court proceedings. They were able to see how each individual participant was held accountable for negative behavior as well as rewarded for positive efforts. Given the attendance and media coverage at each event, it would appear the court was successful in educating the community and gathering support for the drug court.

important component of these services, including training individuals and distributing training materials appropriate for crime victims and/or witnesses.

In addition to the new questions, the PMT questionnaires now include a narrative section for grantees to provide details of their accomplishments during the reporting period (Case Study 3).

Case Study 2: Second Chance Act Reentry

Our local experience suggests that reentry programs funded by the Second Chance Act are well placed to initiate and guide justice system reform efforts, similar to those underway throughout the country. Effective reentry strategies achieve better public safety outcomes, address victim concerns, and better manage limited resources, making reentry an ideal starting point for systemic reform. Staff and partners have taken the lead in distributing research summaries, articulated service delivery models, trained stakeholders to implement and interpret risk and needs assessment, evaluated and prioritized services linked to common criminogenic need, identified policies and practices that support successful reentry, and promoted community awareness and support for evidence-based corrections practice. Although the BJA funding ends this fiscal year, the project has served as an invaluable pilot. The project has given us a considerable lead compared with other counties in California in being prepared to implement effective, evidence-based practices to manage offender reentry. Our services, partnerships, practices, and staffing will be sustained within the new framework, focused on a broader target population.

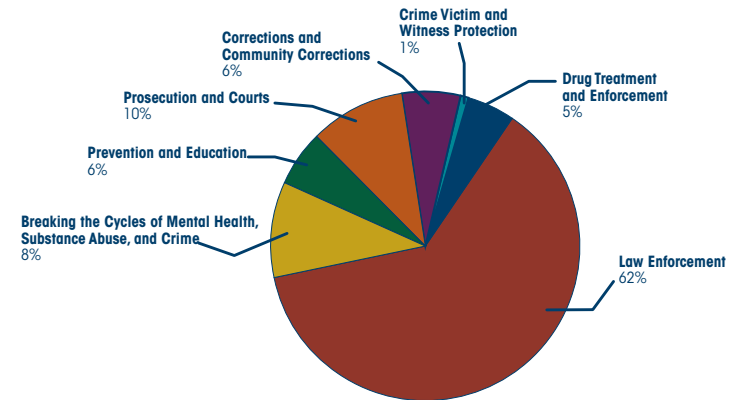
Accomplishments include any additional information or program accomplishments grantees want to share with BJA, including benefits or changes observed as a result of their JAG-funded activities.

Research and Data Analysis

Program Performance Reports

In FY 2012, BJA expanded reporting of grantee performance information by adopting a new format for reports. Responding to feedback from BJA staff, grantees, and the general public, BJA unveiled new Program Performance Reports that reflect input from these audiences. Designed to be short and flexible, these reports include information on the status of up to six key

FIGURE 3. TOTAL AMOUNT OF JAG FUNDING ALLOCATED BY PURPOSE AREA (PERCENT)



performance variables that give an overall performance picture across all grantees. These reports are used by BJA staff to identify issues in grantee performance or reporting, distributed to grantees to allow for peer-to-peer performance comparisons, and are posted on the BJA web site. Sample Program Performance Reports can be found on BJA's SCA Program web page.

Annual Reports

Annual reports provide an overall picture of grantee and program performance in a fiscal year. This gives BJA and the public a strategic view of grant activity and allows for adjustment in grantee strategy and overall program management. Selected annual reports are posted on BJA's web site. In FY 2012, BJA produced a special report on JAG Drug Task Force performance measures that detailed the activity and findings of a special task force. The task force was convened to gather information from grantees and stakeholders on the JAG Drug Task Force performance measures. The goals were to improve the findings by analyzing the data that grantees report, and to reduce the level of effort required of grantees to report this information. This report can be found at www.bja.gov/Publications/JAGDrugPerfReport.pdf.

Closeout Reports

As noted previously, BJA revises performance measures to better reflect grant activity or respond to the needs of BJA staff, legislators, the academic community, and other stakeholders. When measures are revised, BJA often produces a closeout report of the existing measures in preparation for rollout of the new measures. Whenever possible, these reports are posted on BJA's web site. For example, the closeout report for the previous JAG measures can be found at www.bja.gov/Publications/JAG0312CloseoutReport.pdf; the closeout report for the measures used for the Justice and Mental Health Collaboration Program through FY 2011 is available at www.bja.gov/Programs/JMHCP2011CloseoutReport.pdf.

Validity and Reliability Report

When new measures are developed, BJA produces a Validity and Reliability report, which details the measurement and analysis properties of the new measures. The results of the analysis are used to revise the measures before they are finalized and used in future reporting periods. The Drug Courts Quality Assurance Plan, for example, can be accessed at www.bja.gov/Publications/ADC_PM_QAP.pdf.

Special Reports

BJA also produces a variety of special reports to meet specific needs of the criminal justice field, including three created in FY 2012:

- Mortgage Fraud Fact Sheet: www.bja.gov/Publications/MortgageFraudFS.pdf
- Public Safety Officers' Benefits Program: www.bja.gov/Programs/PSOB/PSOBmeasures.pdf
- Edward Byrne Memorial JAG Grants Program Survey Results 2012: www.bja.gov/Programs/JAG/JAGSurveyResultsSummary.pdf

Case Study 3: Justice Assistance Grant Program

During the reporting period, the police department hired a court operations specialist. The specialist provides ongoing staff support for the city's Early Resolution Court and performs other court-related duties, such as working with GunStat and the Criminal Citation Programs. The specialist also assists the police with warrant projects, tracks individuals who fail to appear at their court cases, and conducts case disposition research as needed.

GrantStat

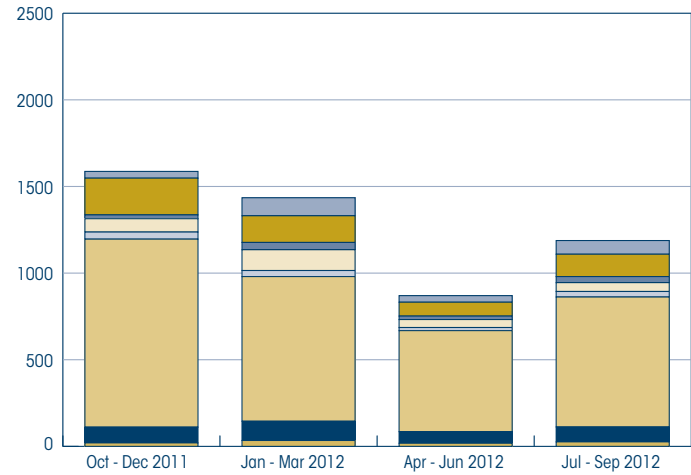
During FY 2012, BJA replicated and expanded its GrantStat process, which is used to continuously analyze and monitor grant and program performance. GrantStat is based on the anticrime strategy CompStat, which law enforcement agencies across the country use to help reduce crime through systematic data collection, crime analysis, and heightened accountability. GrantStat helps BJA staff assess program performance to determine the health of a cohort of grantees, address the needs of individual grantees, and identify promising practices that can be studied further and shared with others.

In FY 2012, BJA revisited the programs reviewed in FY 2011 (the Adult Drug Court Program, the Correctional Facilities on Tribal Land program, and the SCA Reentry Demonstration program) and expanded the process to include SAVIN and SPI. During the GrantStat review process, BJA identified opportunities to improve grantee performance by targeting technical assistance to specific grantees. The process facilitated information exchange between BJA staff and TTA providers, resulting in identification of program-wide issues and trends that were previously unavailable. In addition to program management changes, BJA has changed some internal processes as a result of GrantStat. These include adding information to solicitations to help applicants design and propose projects that use evidence-based techniques, and revising program performance measures to address information needs identified during GrantStat.

Training and Technical Assistance

In FY 2012, the PMT Help Desk fielded and responded to 6,402 technical assistance requests from BJA grantees and conducted 48 formal and informal (webinar) training events. A total of 3,091 BJA grantees and federal staff attended at least one training event. Figure 4 presents a breakdown of technical assistance requests by grant program and type for each quarter in FY 2012.

FIGURE 4. PMT TECHNICAL ASSISTANCE BY PROGRAM TYPE



Tribal Programs	39	104	38	79
SCA Programs	212	154	80	129
RSAT	22	42	20	35
Drug Court Programs	77	120	46	51
Other ARRA Programs	41	35	18	32
Byrne JAG	1085	835	583	750
Other Programs	91	111	67	86
Unspecified	20	34	8	26
Total	2016	1738	1074	1574

Acronyms and Abbreviations

A		CBA	Cost-benefit analysis
AAMVA	American Association of Motor Vehicle Administrators	CBKB	Cost-Benefit Knowledge Bank for Criminal Justice
ACAC	Animal Cruelty Advisory Council	CBOB	Congressional Badge of Bravery
ADCDGP	Adult Drug Court Discretionary Grant Program	CCI	Center for Court Innovation
ALERRT	Advanced Law Enforcement Rapid Response Training	CEPP	Center for Effective Public Policy
APA	Association of Prosecuting Attorneys	CICC	Criminal Intelligence Coordinating Council
APAI	Association of Paroling Authorities International	CIO	Chief Information Officer
APPA	American Probation and Parole Association	CISA	Criminal Information Sharing Alliance
ARRA	American Recovery and Reinvestment Act	CJCC	National Criminal Justice Coordinating Council
ASCA	Association of State Correctional Administrators	COPS	Office of Community Oriented Policing Services
B		CPAT	Colorado Pretrial Assessment Tool
BCJI	Byrne Criminal Justice Initiative	CPSI	Center for Public Safety Innovation (St. Petersburg College)
BIA	Bureau of Indian Affairs	CROP-DE	Common Regional Operating Picture – Data Exchanges
BJA	Bureau of Justice Assistance	CSAT	Center for Substance Abuse Treatment (SAMHSA)
BJS	Bureau of Justice Statistics	CSC	Celebrate Safe Communities
BNCP	Building Neighborhood Capacity Program	CSCATL	Correctional Systems and Correctional Alternatives on Tribal Lands
BVP	Bulletproof Vest Partnership	CSG	Council of State Governments
C		CSSP	Center for the Study of Social Policy
C.F.R.	Code of Federal Regulations	CTAS	Coordinated Tribal Assistance Solicitation
CAD	Computer Aided Dispatch		
CAT	Communities Against Terrorism		

D		GPIQWG	Global Privacy and Information Quality Working Group
DCYF	Department of Children, Youth, and Families (Rhode Island)	GPRA	Government Performance and Results Act
DEC	Drug endangered children	GRA	Global Reference Architecture
DFE	Demonstration Field Experiments	GSC	Global Standards Council
DHS	U.S. Department of Homeland Security	H	
DMI	Drug market intervention	HOPE	Honest Opportunity Probation with Enforcement
DOC	Department of Corrections	I	
DOJ	U.S. Department of Justice	IACP	International Association of Chiefs of Police
DPS	Texas Department of Public Safety	IASAP	Indian Alcohol and Substance Abuse Program
E		IC3	Internet Crime Complaint Center
ESC	Executive Steering Council	ICOTS	Interstate Compact Offender Tracking System
F		IDEx	Indiana Data Exchange
FBI	Federal Bureau of Investigation	IDP	Identity Provider
FVTC	Fox Valley Technical College	IEP	Information exchange package
FY	Fiscal year	IIR	Institute for Intergovernmental Research
G		IJIS Institute	Integrated Justice Information System Institute
GAC	Global Advisory Committee	IP	Intellectual property
GAO	U.S. Government Accountability Office	IPNO	Innocence Project – New Orleans
GFIPM	Global Federated Identity and Privilege Management	IT	Information technology
GIST	Global Information Sharing Toolkit	IWI	Initiative on Witness Intimidation
GIWG	Global Intelligence Working Group	J	
Global	Global Justice Information Sharing Initiative	JAG	Edward Byrne Memorial Justice Assistant Grant
GMU	George Mason University	JMHCP	Justice and Mental Health Collaboration Program
GOWG	Global Outreach Working Group	JMI	Justice Management Institute
		JRI	Justice Reinvestment Initiative

JSG	Justice Solutions Group	NCSC	National Center for State Courts
K		NDAA	National District Attorney's Association
KeRRP	Kennebec Regional Reentry Project	NDCI	National Drug Court Institute
L		N-DEx	National Data Exchange
LEFG	Law Enforcement Forecasting Group	NEPA	National Environmental Policy Act
LEO	Law Enforcement Online	NFA	National Forensic Academy
LSI-R	Level of Service Inventory—Revised	NGA	National Governors Association
M		NGC	National Gang Center
MOU	Memorandum of understanding	NIC	National Institute of Corrections
MOV	Medal of Valor	NIEM	National Information Exchange Model
MSU	Michigan State University	NIJ	National Institute of Justice
N		NIJC	National Indian Justice Center
NAAG	National Association of Attorneys General	NJC	National Judicial College
NAC	National Advocacy Center	NMVTIS	National Motor Vehicle Title Information System
NACDL	National Association of Criminal Defense Lawyers	NPRC	National Parole Resource Center
NACo	National Association of Counties	NPREC	National Prison Rape Elimination Commission
NADCP	National Association of Drug Court Professionals	NRCJIW	National Resource Center on Justice-Involved Women
NBPI	Northern Border Prosecution Initiative	NRI	Neighborhood Revitalization Initiative
NC SAVAN	North Carolina Statewide Automated Victim Assistance and Notification	NRRC	National Reentry Resource Center
NCAI	National Congress of American Indians	NSA	National Sheriffs' Association
NCCD	National Council on Crime and Delinquency	NSI	Nationwide SAR Initiative
NCIRC	National Criminal Intelligence Resource Center	NTJC	National Tribal Judicial Center
NCJA	National Criminal Justice Association	NTJRC	National Tribal Justice Resource Center
NCJTC	National Criminal Justice Training Center	NTTAC	BJA National Training and Technical Assistance Center
NCPC	National Crime Prevention Council		

NW3C	National White Collar Crime Center
NYPD	New York Police Department
O	
OCJP	Office of Criminal Justice Programs (Tennessee)
OJJDP	Office of Juvenile Justice and Delinquency Prevention
OJP	Office of Justice Programs
ONDCP	Office of National Drug Control Policy
OVC	Office for Victims of Crime
P	
PDMP	Prescription Drug Monitoring Program
Pew	Pew Center on the States
PJI	Pretrial Justice Institute
PJWG	Pretrial Justice Working Group
PLI	Project Lifesaver, Inc.
PM-ISE	Program Manager for the Information Sharing Environment
PMIX	Prescription Monitoring Information Exchange
PMO	Program Management Office
PMT	Performance Measurement Tool
PONI	Planning of New Institutions
PRC	National PREA Resource Center
PREA	Prison Rape Elimination Act of 2003
PSA	Public service announcement
PSN	Project Safe Neighborhoods
PSOB	Public Safety Officers' Benefits

Q

R

RFP	Requests for proposals
RISS	Regional Information Sharing Systems
RISS ATIX	RISS Automated Trusted Information Exchange
RISSafe	RISS Officer Safety Event Deconfliction System
RISSGang	RISS National Gang Program
RISSIntel	RISS Criminal Intelligence Databases
RISSNET	Regional Information Sharing Systems (RISS) Secure Intranet
RMS/JMS	Records management system/jail management system
RNR	Risk-Needs-Responsivity
ROI	Reducing Officer Injuries
RPOC	Research Partner Orientation Course (PSN)
RSAT	Residential Substance Abuse Treatment for State Prisoners

S

SAA	State Administering Agencies
SAMHSA	Substance Abuse and Mental Health Services Administration
SAR	Suspicious Activity Reporting
SAVIN	Statewide Automated Victim Information and Notification
SBI	Springboard Initiative
SBU	Secure but unclassified
SCA	Second Chance Act of 2007

SCAAP	State Criminal Alien Assistance Program	TTA	Training and technical assistance
SIRS	SORNA Inter-jurisdictional Relocation Service	TTAC	National PDMP TTA Center
SJI	State Justice Institute	U	
SLATT	State and Local Anti-Terrorism Training	U.S.C.	United States Code
SMI	Serious mental illness	UCAD	Unified law enforcement, fire, and EMS Computer Aided Dispatch
SOARING-2	Skills for Offender Assessment and Responsivity in New Goals (GMU)	UCAD FR	UCAD Functional Requirements
SORNA	Sex Offender Relocation and Notification Act	UMCPI	Upper Midwest Community Policing Institute
SPI	Smart Policing Initiative	USAO	Assistant U.S. Attorneys
SWBPI	Southwest Border Prosecution Initiative	USAO	United States Attorneys' Offices
SWORN	South West Offender Real-time Notification	V	
T		VA	U.S. Department of Veterans Affairs
TCAP	Tribal Courts Assistance Program	VALOR	Preventing Violence Against Law Enforcement Officers and Ensuring Officer Resilience and Survivability
TCCLA	Tribal Criminal and Civil Legal Assistance Program	VIPS	Volunteers in Police Service
TJISS	Tribal Justice Information Sharing System	VITA	Virginia Information Technologies Agency
TJP	Tribal Justice Plan	VTC	Veterans' Treatment Courts
TLOA	Tribal Law and Order Act	WXYZ	
TLPI	Tribal Law and Policy Institute	XML	Extensible Markup Language
TPA	Tribal Probation Academy		

Bureau of Justice Assistance Information

BJA's mission is to provide leadership and services in grant administration and criminal justice policy to support local, state, and tribal justice strategies to achieve safer communities. For more information about BJA and its programs, contact:

Bureau of Justice Assistance

810 Seventh Street NW.

Washington, DC 20531

Phone: 202-616-6500

www.bja.gov/contactus.aspx

Web site: www.bja.gov

The BJA Clearinghouse, a component of the National Criminal Justice Reference Service, shares BJA program information with local, state, tribal, and federal agencies and community groups across the country. Information specialists provide reference and referral services, publication distribution, participation and support for conferences, and other networking and outreach activities. The clearinghouse can be contacted at:

Bureau of Justice Assistance Clearinghouse

P.O. Box 6000

Rockville, MD 20849-6000

Toll free: 1-800-851-3420

Fax: 301-519-5212

Questions/comments: www.ncjrs.gov/App/ContactUs.aspx

Web site: www.ncjrs.gov

Clearinghouse staff are available Monday through Friday, 10 a.m. to 6 p.m. eastern time. Ask to be placed on the BJA mailing list.



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