Justice Assistance Grant (JAG) Program Closeout Report— January 2010–March 2012

December 6, 2012

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OVERVIEW

A recent review of performance data submitted by grantees of the Bureau of Justice Assistance's (BJA) Edward Byrne Memorial Justice Assistance Grant (JAG) Program revealed a need to revise the measures, to reduce the burden placed on grantees to collect large amounts of data, and to increase clarity of understanding among all grantees. 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 in the process of revising the performance measures for the JAG Program in response to the Government Accountability Office's 2010 report, *Recovery Act: Department of Justice Could Better Assess Justice Assistance Grant Program Impact.* To address the report findings, BJA developed a process to understand the concerns of its grantees and to respond better to its stakeholders. The process included telephone interviews with grantees, a focus group, and meetings with stakeholders. Analysts and staff conferred with experts in the field of performance measurement and evaluating formula grant programs, made presentations to constituent groups, and vetted the measures with grantees. These efforts have led to the development of 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 their use of JAG funding and what their programs accomplished during the reporting period.

This document is the last of a series of reports on performance measures submitted by JAG grantees before beginning to report on new measures for April–June 2012.

INTRODUCTION

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program, administered by the Bureau of Justice Assistance (BJA), is the leading source of federal justice funding to state, tribal, and local jurisdictions. The JAG Program provides states, tribes, and local governments with critical funding necessary to support a range of program areas, including law enforcement; prosecution and courts; crime prevention and education; corrections and community corrections; drug treatment and enforcement; program planning, evaluation, and technology improvement; and crime victim and witness initiatives. Figures 1 and 2 and Tables 1 and 2 display the amount and percentage of JAG funds allocated to each of the seven purpose areas by JAG grantees and subgrantees.[1]

The activities conducted under each purpose area are broad and include such activities as hiring and maintaining staff, paying for overtime, training, and buying equipment and/or supplies. The following identifies the seven purpose areas under JAG and provides more specific examples of the types of activities allowable under each purpose area:

- **Law enforcement** activities include operating crime deterrence projects, hiring or maintaining police officers, buying equipment and supplies, and conducting or attending law enforcement-related training.

- **Prosecution and court** activities include prosecution and/or defense activities such as hiring personnel (investigators, prosecutors, and public defenders), training personnel, or paying for overtime to diminish a backlog of cases.

- **Prevention and education** activities include activities such as crime prevention programs or campaigns and/or publication and dissemination of educational materials.

- **Corrections and community corrections** activities include correctional activities and programs such as reentry programs that fund services ranging from educational and vocational training to employment and housing placement.

- **Drug treatment and enforcement** activities include drug treatment (either inpatient or outpatient) as well as clinical assessment, detoxification, counseling, and aftercare.

- **Planning, evaluation, and technology improvement** activities include activities such as planning and conducting evaluations and making technology improvements.

- **Crime victim and witness** activities include those conducted by law enforcement, legal, medical, counseling, advocacy, or educational organizations. Examples include victim programs such as domestic shelters that may provide or refer victims to services ranging from hotlines and transportation to safety planning and counseling.

The reporting cohort of this analysis included a number of JAG grantees funded between 2009 and 2011 (see Figure 1 for the distribution of amounts allocated by JAG grantees by fiscal year).

Grantees/subgrantees from Fiscal Years 2009–2011 allocated the largest amount of funds to the law enforcement purpose area, including 9,022 grantees/subgrantees allocating $616,000,000 (Tables 1 and 2).

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[1] This report is based on self-reported data. Figures 1–3 and Tables 1 and 2 display data from all JAG grantees and subgrantees allocating funds in the Performance Measurement Tool as of the January–March 2012 reporting period. For more accurate information on the funding levels, please see BJA's Enterprise Reporting Tool (ERT) or Grants Management System (GMS).

Figure 1. Justice Assistance Grant Program Amounts Allocated by Fiscal Year
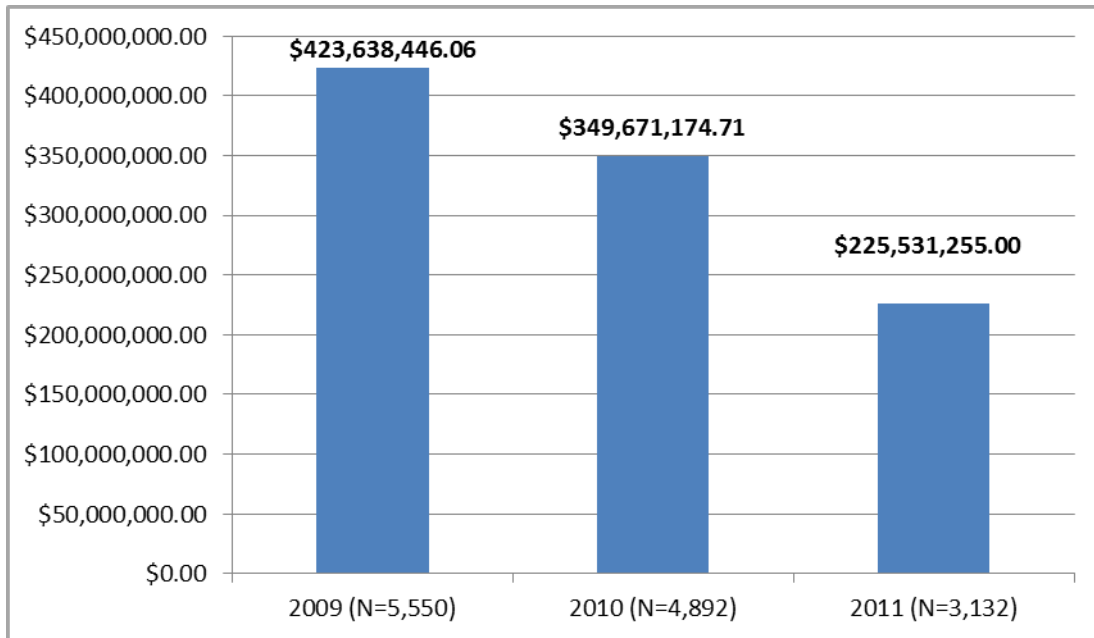
Figure 2. Amount Allocated by Fiscal Year and Purpose Area
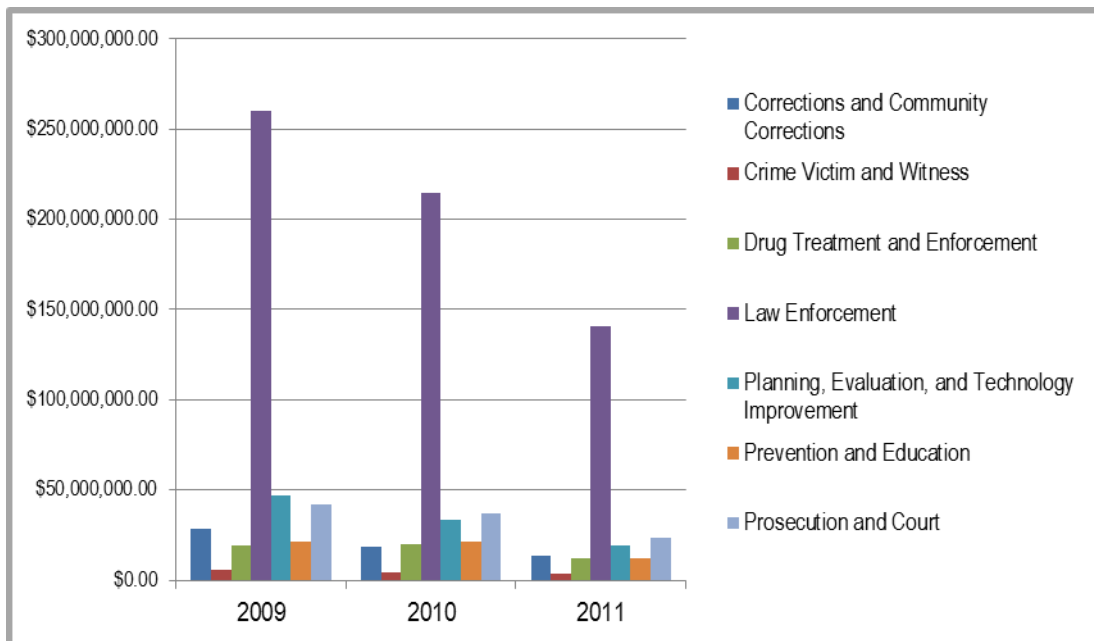
Table 1. Amount Allocated by Fiscal Year and Purpose Area (Dollars)

Fiscal Year	Corrections and Community Corrections	Crime Victim and Witness	Drug Treatment and Enforcement	Law Enforcement	Planning, Evaluation, and Technology Improvement	Prevention and Education	Prosecution and Court	Total
2009 (N=5,550)	$28,323,260.75	$5,913,711.25	$19,246,456.18	$260,000,000.00	$46,696,146.00	$21,261,271.13	$42,197,600.75	$423,638,446.06
2010 (N=4,892)	$18,418,252.50	$4,619,536.48	$20,228,437.81	$215,000,000.00	$33,489,917.00	$21,064,492.44	$36,850,538.48	$349,671,174.71
2011 (N=3,132)	$13,269,980.00	$3,626,355.00	$12,451,675.00	$141,000,000.00	$19,570,306.00	$11,955,929.00	$23,657,010.00	$225,531,255.00
Total	$60,011,493.25	$14,159,602.73	$51,926,568.99	$616,000,000.00	$99,756,369.00	$54,281,692.57	$102,705,149.23	$998,840,875.77

Table 2. Grantees/Subgrantees Allocating Funds by Purpose Area (Number)

Fiscal Year	Corrections and Community Corrections	Crime Victim and Witness	Drug Treatment and Enforcement	Law Enforcement	Planning, Evaluation, and Technology Improvement	Prevention and Education	Prosecution and Court	Total
2009	233	127	203	3,678	559	410	340	5,550
2010	211	101	237	3,218	448	360	317	4,892
2011	113	69	133	2,126	306	197	188	3,132
Total	557	297	573	9,022	1,313	967	845	13,574

Figure 3. Total Amount Allocated by Purpose Area (Percent)
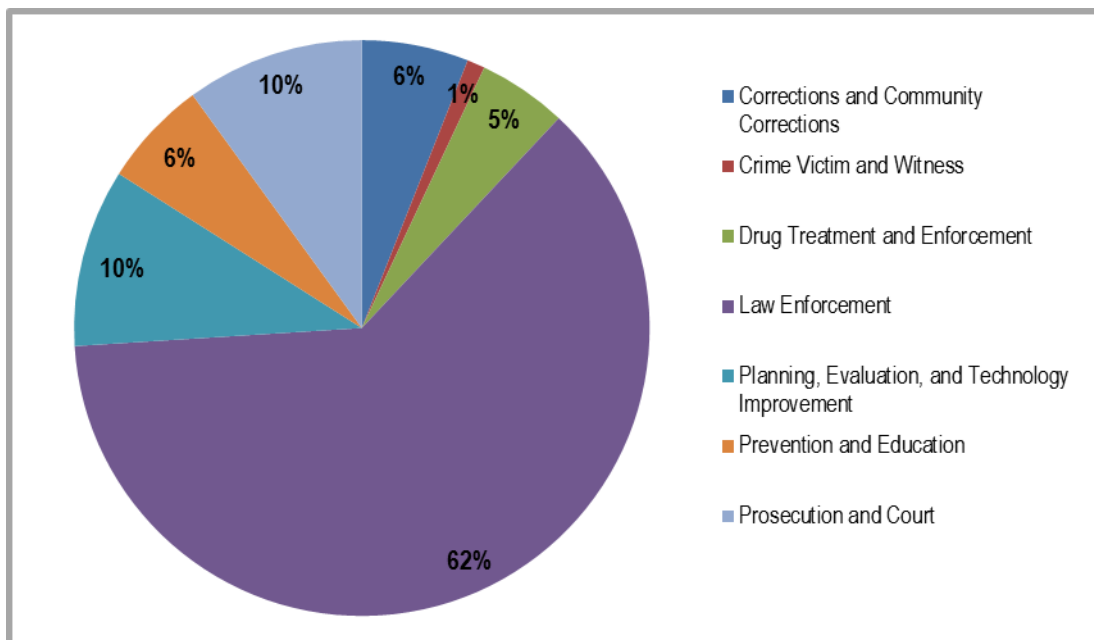
To fulfill reporting requirements of the Government Performance and Results Act (GPRA, P.L. 103-62), grantees were required to provide performance data measuring the results of their work. The descriptive analysis presented in this report is based on quarterly performance data in the Performance Measurement Tool (PMT) submitted by grantees with open and active awards from January 2010 to March 2012.

This report is divided into eight sections based on the eight activity areas that grantees/subgrantees select: state/local initiatives; training; technical assistance; equipment; personnel; contractual support; information systems for criminal justice systems; and research, evaluation, and product development. Each section describes the scope of work and presents performance data specific to grantees from each purpose area. The quarterly performance data were aggregated to evaluate the overall result of the work for each of the eight categories.

State/Local Initiative Activities

State/local initiatives include running programs to address a wide range of issues, including crime prevention, cyber and Internet crime prevention, mentoring, public awareness, building safer neighborhoods, domestic violence, employment, and fatherhood initiatives.

As seen in Figure 4, 2,058,207 new participants have been served through various JAG state/local initiatives. The large increase during the July–September 2011, October–December 2011, and January–March 2012 reporting periods is explained by the fact that several grantees are serving multiple schools through crime prevention awareness and cyber and Internetcrime safety programs.

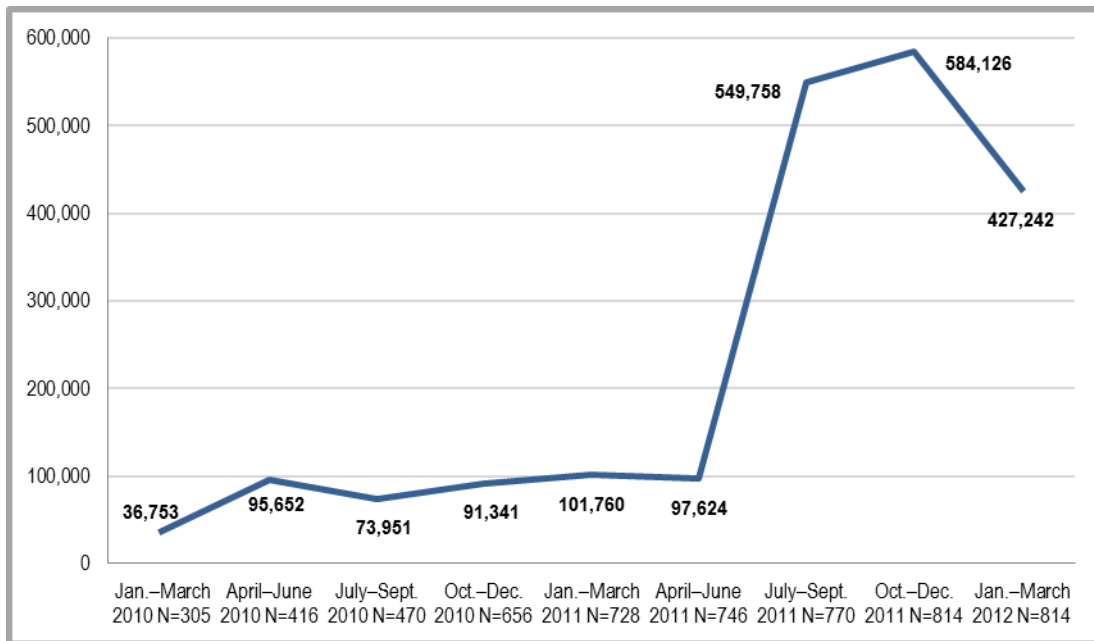### Figure 4. New Participants Served (Number)

Figure 5 and Table 3 present the completion rates for those individuals who have completed state/local initiative programs. Across all the reporting periods, the completion rate was very high at 96 percent.

Figure 5. Participant Completion in State/Local Initiatives (Percent)
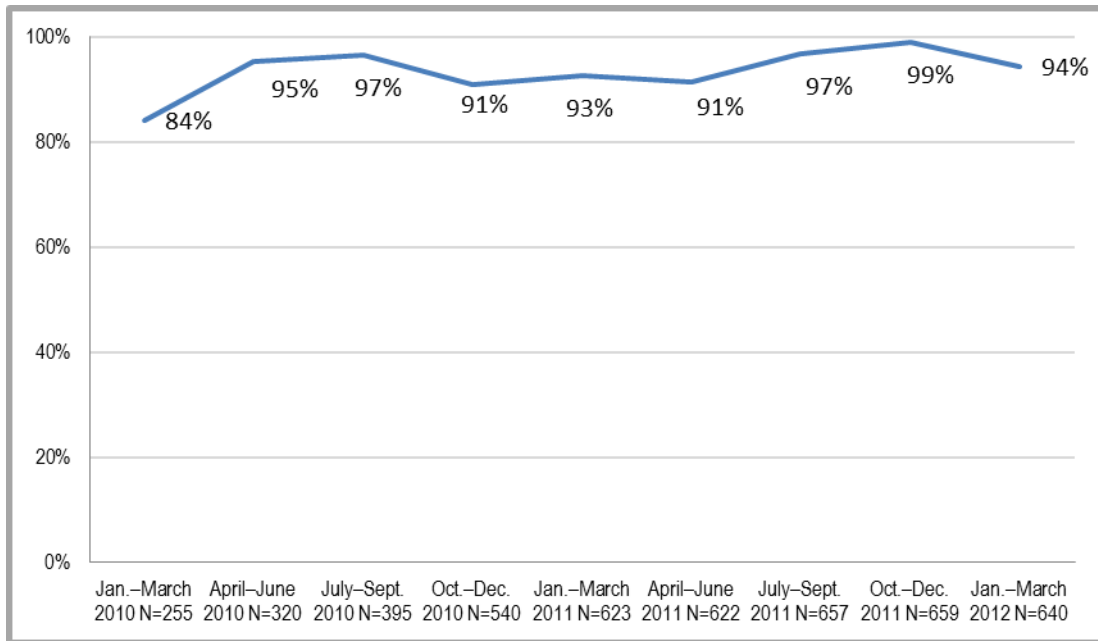
Table 3. Participant Completion and Total Exits in State/Local Initiatives (Number and Percent)

Reporting Period	Number Complete	Total Exits	Percent
Jan.–March 2010 N=255	41,686	49,588	84%
April–June 2010 N=320	33,685	35,303	95%
July–Sept. 2010 N=395	39,809	41,222	97%
Oct.–Dec. 2010 N=540	38,569	42,406	91%
Jan.–March 2011 N=623	45,841	49,412	93%
April–June 2011 N=622	52,997	57,977	91%
July–Sept. 2011 N=657	178,502	184,406	97%
Oct.–Dec. 2011 N=659	339,855	343,477	99%
Jan.–March 2012 N=640	55,565	58,883	94%
Total	826,509	862,674	96%

Training Activities

Training grantees use funds to provide training to individuals within their organizations and individuals outside their organizations, and to offer employees the ability to receive training outside of the organization. The type of training varies, and grantees can spend their funding on training and other activities. Some examples of the types training grantees provide include active shooter training for law enforcement personnel, IT training, case management training, and training for drug treatment providers.

Figure 6 notes the number of individuals trained across the reporting periods. A total of 409,510 individuals were trained. The large spike in the October–December 2011 reporting period is attributed to

a single grantee that provided a statewide counterdrugcounterdrug training course aimed at community leaders; 162,011 individuals were trained during the course.

Figure 7 and Table 4 show the rates of completion for individuals receiving training. Overall, these rates are very high, with the lowest being 96 percent. The average rate across the reporting periods was 99 percent.
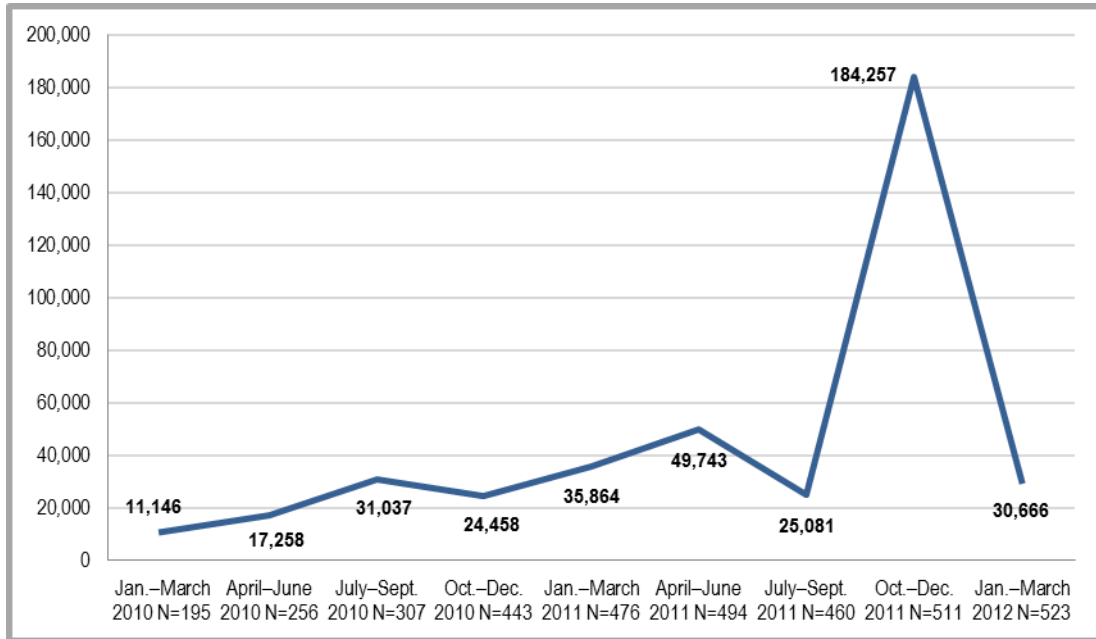
Figure 6. Individuals Trained (Number)

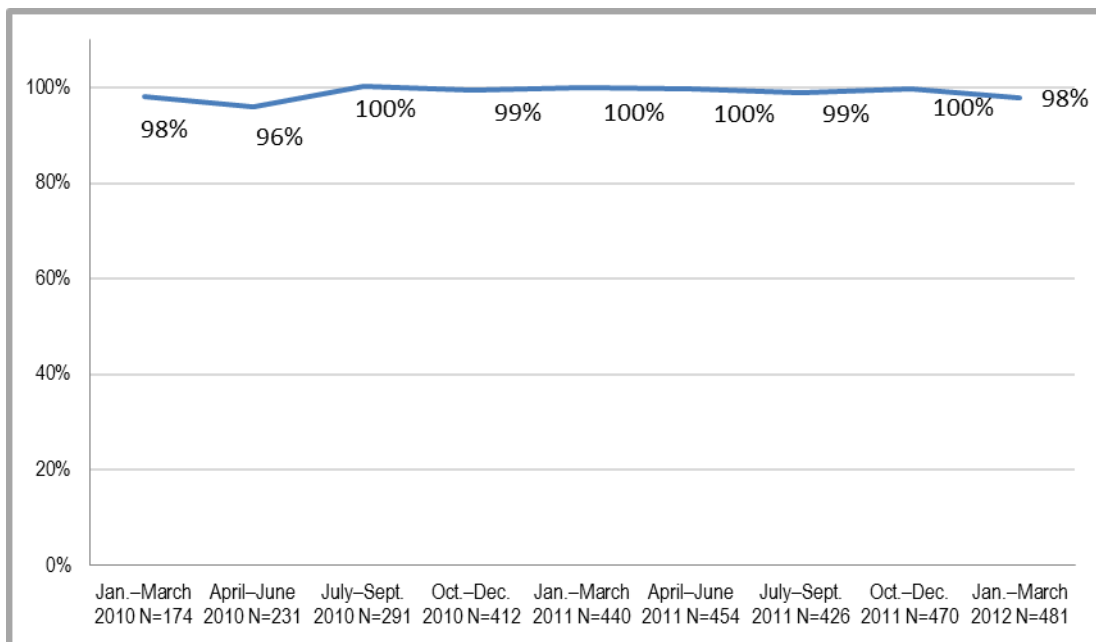### Figure 7. Completion of Training (Percent)

Table 4. Completion of Training (Number Completing Versus Participating)

Reporting Period	Number Completing Training	Number Participating in Training	Percent
Jan.–March 2010 N=174	10,890	11,104	98%
April–June 2010 N=231	16,140	16,813	96%
July–Sept. 2010 N=291	31,032	30,964	100%
Oct.–Dec. 2010 N=412	24,940	25,074	99%
Jan.–March 2011 N=440	36,350	36,350	100%
April–June 2011 N=454	47,285	47,389	100%
July–Sept. 2011 N=426	29,012	29,279	99%
Oct.–Dec. 2011 N=470	185,254	185,489	100%
Jan.–March 2012 N=481	31,403	32,115	98%
Total	412,306	414,577	99%

Technical Assistance Activities

Technical assistance activities include providing individuals or organizations specific content knowledge to address a need. Examples of grantee technical assistance include innovative law enforcement techniques, field reporting, record preservation, and organizational change.

Figure 8 presents the number of individuals who received technical assistance. Across the reporting periods, a total of 21,705 individuals received technical assistance. The large spikes in technical assistance during the October–December 2010, January–March 2011, and April–June 2011 reporting periods are attributed to a single grantee operating a state fusion center that provides technical assistance on criminal justice issues to local law enforcement agencies throughout the state.

Figure 9 reveals that a high percentage (78 percent across the reporting period) of individuals who received technical assistance reported that they increased their knowledge as a result of the technical assistance provided. . The percentages were consistently in the 70–80 percent range.

Figure 8. Individuals Receiving Technical Assistance (Number)
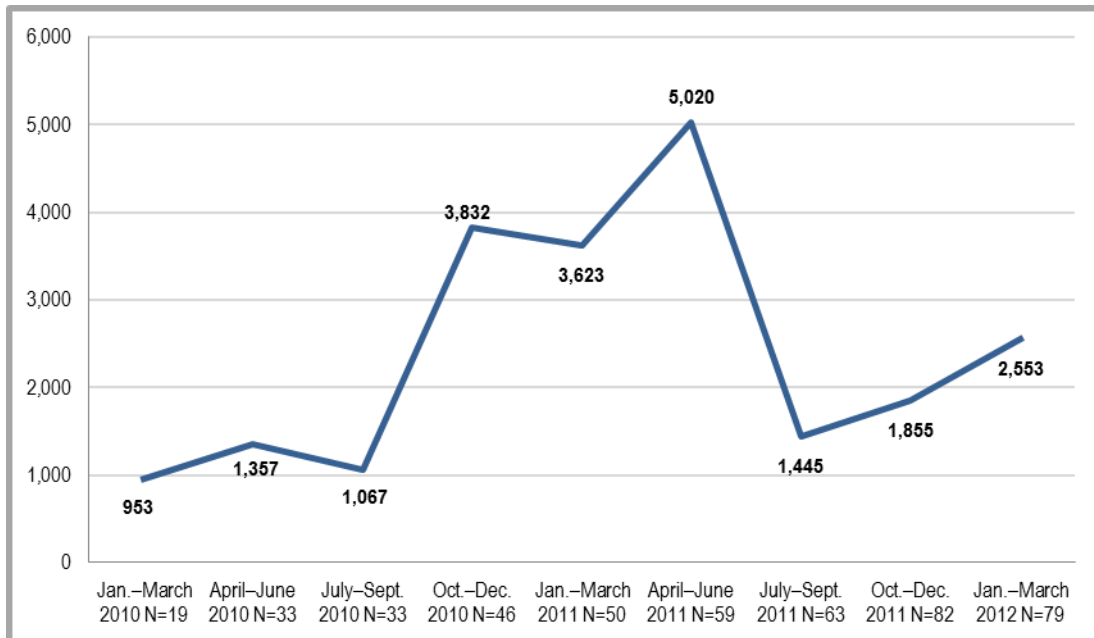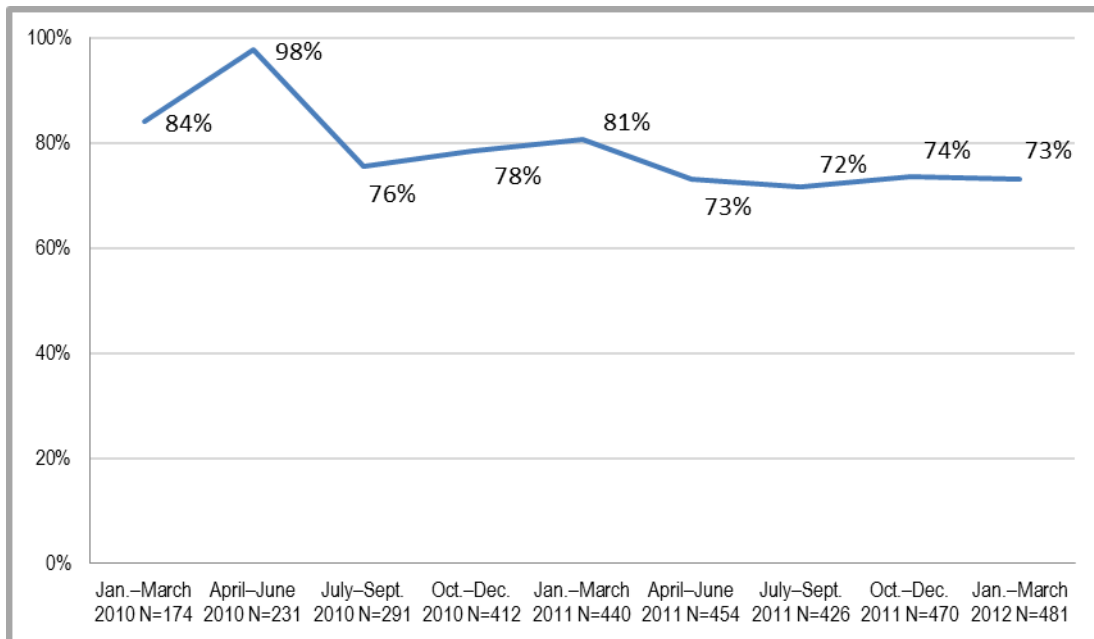

Figure 9. Staff Reporting Increased Knowledge after Receiving Technical Assistance (Percent)

**Table 5. Staff Reporting Increased Knowledge
After Receiving Technical Assistance (Number and Percent)**

Reporting Period	Staff Reporting Increased Knowledge	Staff Requesting Technical Assistance	Percent
Jan.–March 2010 N=174	342	407	84%
April–June 2010 N=231	905	926	98%
July–Sept. 2010 N=291	281	372	76%
Oct.–Dec. 2010 N=412	883	1,126	78%
Jan.–March 2011 N=440	1,177	1,459	81%
April–June 2011 N=454	1,417	1,936	73%
July–Sept. 2011 N=426	537	750	72%
Oct.–Dec. 2011 N=470	588	798	74%
Jan.–March 2012 N=481	879	1,200	73%
Total	7,009	8,974	78%

Personnel Activities

Personnel activities include hiring, maintaining, and paying overtime for various personnel. Personnel may include staff in law enforcement; prosecution and court; prevention and education; corrections and community corrections; drug treatment and enforcement; planning, evaluation, and technology improvement; and crime victim and witness personnel. Due to inconsistencies between PMT data and American Recovery and Reinvestment Act Section 1512 reporting, only overtime hours are presented in this report.

Figure 10 shows the number of overtime hours reported. A total of 955,856 overtime hours have been paid across the reporting periods. The number of hours fluctuates between reporting periods. This pattern may be the result of several grantees reporting large numbers of overtime hours in one reporting period and then not reporting any additional overtime hours during the grant period. Some of these grantees pay overtime for specific law enforcement training, which may include task-force activities, summer camps, and assessment activities such as clinical mental health or substance abuse assessments conducted at one time for all program participants.

Figure 10. Overtime Hours (Number)
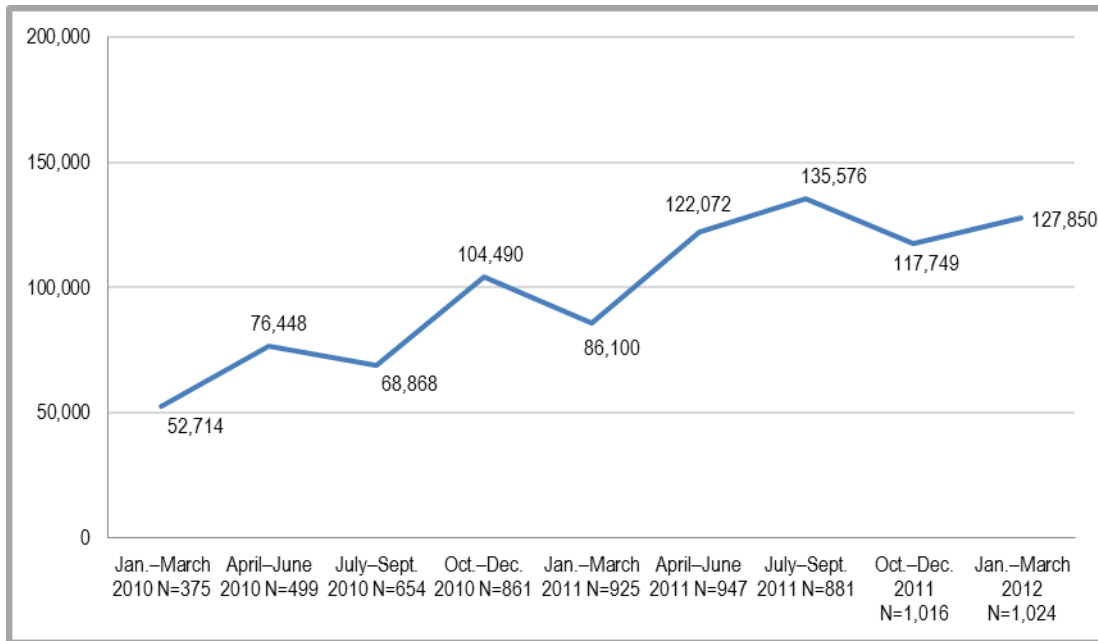
Equipment Activities

Equipment activities include using JAG funds to purchase various types of equipment and supplies, including weapons, vehicles, computers, software, and biometric equipment.

Figure 6 shows the number of grantees/subgrantees purchasing each type of equipment. The greatest number of grantees/subgrantees purchased computers, equipment for police cruisers, and software. The fewest number purchased kiosk units for community access or registration. The numbers reflect the number of grantees/subgrantees purchasing the items and not the number of items purchased.

Table 6. Grantees/Subgrantees Purchasing Each Type of Equipment (Number)

Type of Equipment	Jan.–March 2010	April–June 2010	July–Sept. 2010	Oct.–Dec. 2010	Jan.–March 2011	April–June 2011	July–Sept. 2011	Oct.–Dec. 2011	Jan.–March 2012	Total
Weapons	110	119	78	114	132	108	89	129	121	1,000
Equipment for Police Cruisers	106	134	123	184	170	131	133	148	172	1,301
Uniforms	35	51	39	52	60	79	48	46	66	476
Computer Aided Dispatch (CAD)	10	16	14	8	11	9	13	9	10	100
Records Management Systems (RMS)	10	22	12	25	32	20	17	25	25	188
Software	116	121	113	160	174	123	126	165	181	1,279
Computers	166	190	179	256	239	224	215	213	315	1,997
Mobile Access Equipment	36	52	54	70	87	85	81	82	90	637
Security Systems	19	36	29	37	33	31	21	35	32	273
Biometric Equipment	12	15	20	52	30	18	30	27	39	243
In-car Camera Systems	63	80	75	99	112	57	78	88	78	730
Video Observation	48	46	61	84	74	76	54	63	84	590
Undercover Surveillance Equipment	71	88	73	91	93	84	65	82	89	736
License Plate Readers	6	10	9	13	10	17	17	18	15	115
Kiosk Units for Community Access or Registration	6	2	4	2	2	0	4	0	1	21
Vehicles	51	65	62	75	80	98	99	103	84	717
Radios	77	85	62	113	119	125	91	123	139	934

Contractual Support Activities

Contractual support activities include signed contracts with vendors to receive certain types of services or products. Examples of contractual support services reported by grantees include external accounting, evaluation, hazardous waste disposal, IT support, victim advocacy, reentry treatment, and fingerprint analysis.

Figure 11 presents the number of contractual support hours paid through JAG funds. A total of 98,422 hours of contractual support were provided with JAG funds. Generally, the numbers are increasing based on the number of grantees reporting. The increase during October–December 2010 is attributed to several grantees who reported more than 10,000 contractual support hours each. These grantees reported that contractual hours were used for program development and evaluation and for the services of an external crime analyst.

Figure 12 shows the percentage of departments reporting a change in efficiency due to the contractual support received. Overall, 87 percent of departments reported a change in efficiency due to such support. Examples of increased efficiency vary widely. For instance, the professional services of a crime analyst helped a department implement the COMPSTAT process, which increased the department's efficiency and resulted in more accurate deployment of resources. Another grantee's crime scene processing became faster and more effective, with shorter turnaround times for processing evidence such as fingerprints. Other examples include hiring licensed clinicians to help improve outcomes, including fewer program participants testing positive for drugs or reoffending.

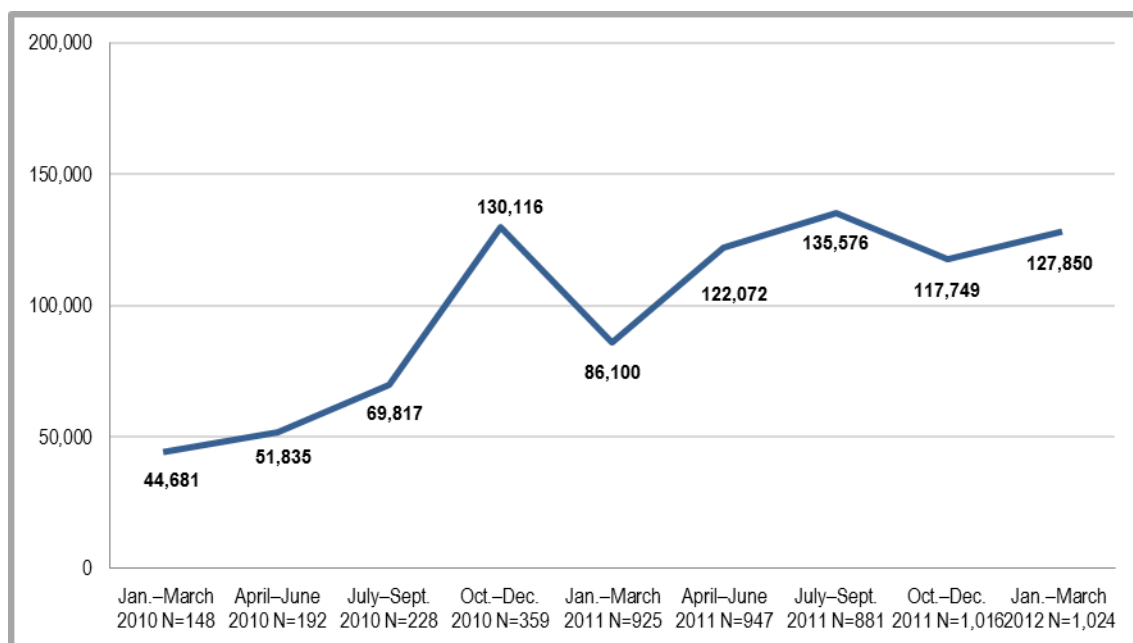### Figure 11. Contractual Support Hours (Number)

Figure 12. Change in Department Efficiency Due to Contractual Support (Percent)
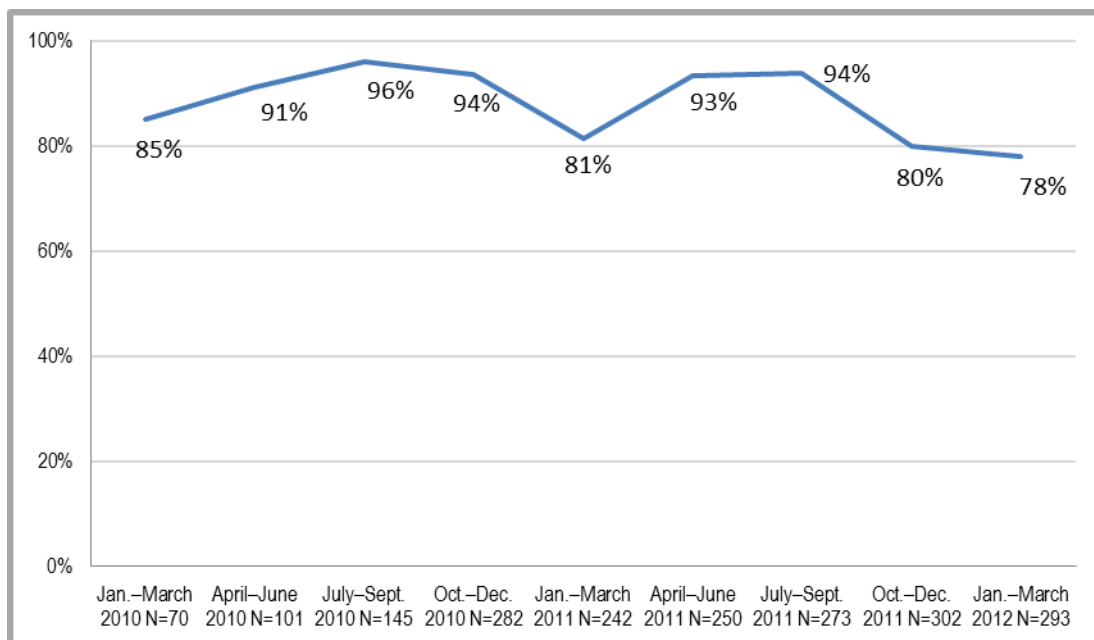

**Table 7. Change in Department Efficiency Due to Contractual Support
(Number, Total Departments, and Percent)**

Reporting Period	Departments Reporting Change in Efficiency	Total Departments	Percent
Jan.–March 2010 N=70	92	108	85%
April–June 2010 N=101	210	230	91%
July–Sept. 2010 N=145	337	351	96%
Oct.–Dec. 2010 N=282	264	282	94%
Jan.–March 2011 N=242	323	397	81%
April–June 2011 N=250	446	478	93%
July–Sept. 2011 N=273	496	528	94%
Oct.–Dec. 2011 N=302	402	503	80%
Jan.–March 2012 N=293	588	753	78%
Total	3,158	3,630	87%

Information Systems for Criminal Justice Systems

Grantees who receive funding for information systems for criminal justice systems conduct activities related to the development and implementation of and improvements to such systems. Examples of these activities include increasing data communication between departments, agencies, or counties; installing data, case, or record management systems; and upgrading servers.

Figure 13 and Table 7 show the percentages of departments that completed improvements to information systems. Across the reporting periods, 32 percent of improvements have been completed. One reason for

this low rate may be that improvements to information systems can be time consuming and might not be completed until well after the reporting periods.

Figure 14 shows the percentage of departments that reported a desired change in efficiency due to information system improvements. This percentage is based on the number of departments that completed information systems improvements (Table 8). Across the reporting periods, 87 percent of departments reported a change in efficiency due to information systems improvements. Examples of increases in efficiency include reductions in staff workloads due to automatic processing of data, improved communication between districts due to new local network switches, and quicker servers that allow for better database search capabilities.

**Figure 13. Departments Completing
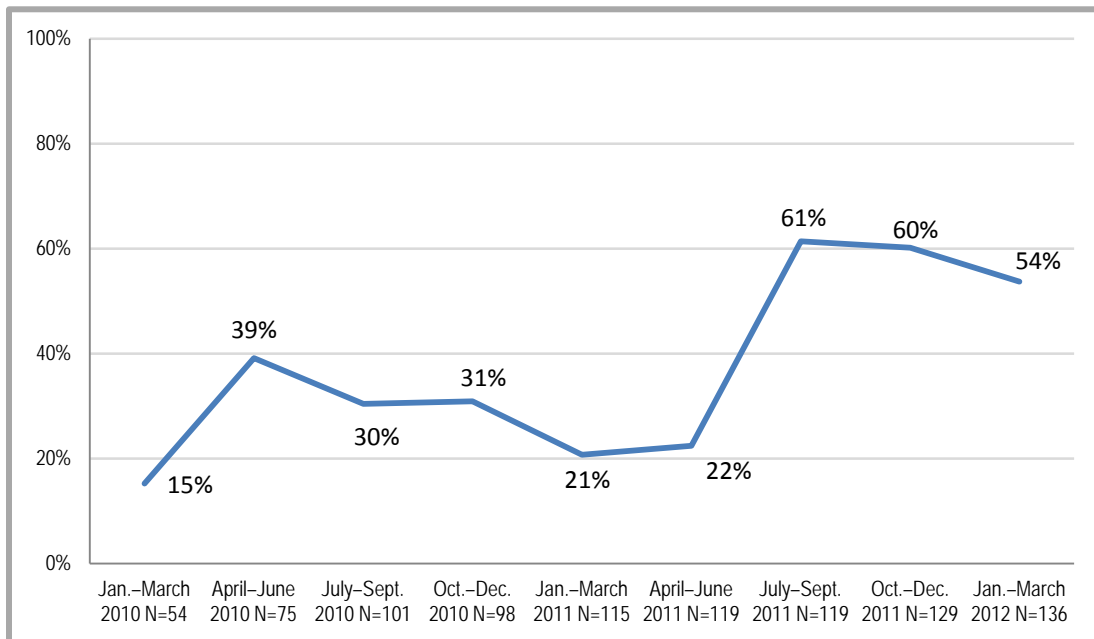Improvements to Information Systems (Percent)**

**Table 8. Departments Completing Improvements to Information Systems
(Completed versus Work in Progress; Percent)**

Reporting Period	Departments Completing Improvements	Total Number of Departments Making Improvements	Percent
Jan.–March 2010 N=54	46	302	15%
April–June 2010 N=75	202	516	39%
July–Sept. 2010 N=101	91	299	30%
Oct.–Dec. 2010 N=98	101	327	31%
Jan.–March 2011 N=115	101	488	21%
April–June 2011 N=119	114	508	22%
July–Sept. 2011 N=119	81	132	61%
Oct.–Dec. 2011 N=129	136	226	60%
Jan.–March 2012 N=136	94	175	54%
Total	966	2,973	32%

**Figure 14. Departments Reporting Desired Change in Efficiency
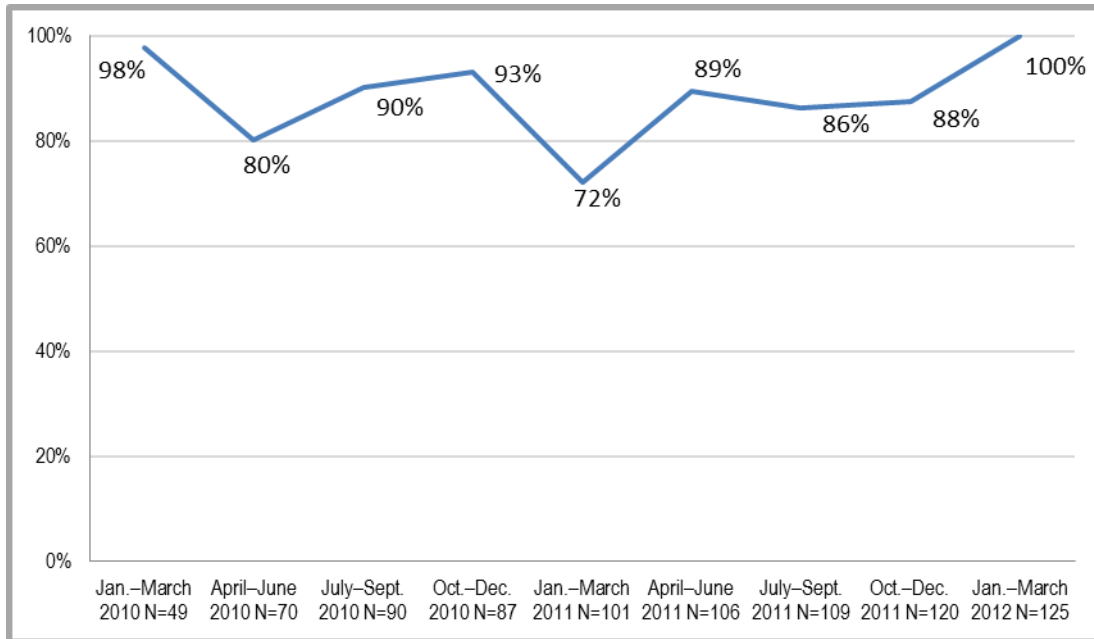Due to Information System Improvements (Percent)**

**Table 9. Departments Reporting Desired Change in Efficiency Due to
Information System Improvements (Completed versus Work In Progress; Percent)**

Reporting Period	Departments Reporting Change in Efficiency	Departments Completing Improvements	Percent
Jan.–March 2010 N=49	45	46	98%
April–June 2010 N=70	162	202	80%
July–Sept. 2010 N=90	82	91	90%
Oct.–Dec. 2010 N=87	94	101	93%
Jan.–March 2011 N=101	73	101	72%
April–June 2011 N=106	102	114	89%
July–Sept. 2011 N=109	70	81	86%
Oct.–Dec. 2011 N=120	119	136	88%
Jan.–March 2012 N=125	94	94	100%
Total	841	966	87%

Research, Evaluation, and Product Development

Research, evaluation, and product development activities relate to research and evaluation of programs and activities and help to inform decisionmaking and program development. Examples of work done by grantees include substance abuse treatment evaluations, community public safety survey studies, performance review and improvement, sentencing policy review, peer review research and analysis, and program effectiveness studies.

Table 10 shows the number of criminal justice research studies, evaluations, and product development projects completed, including 91 research studies, 92 evaluations, and 60 product development projects. It

is important to note that a comparatively small number of grantees/subgrantees choose to perform such research, evaluation, and product development activity.

**Table 10. Research Studies, Evaluations, and
Product Development Projects Completed (Number)**

Reporting Period	Research Studies	Evaluations	Product Development
Jan.–March 2010 N=3,5,1	0	0	0
April–June 2010 N=7,8,4	0	2	2
July–Sept. 2010 N=12,15,7	2	12	7
Oct.–Dec. 2010 N=19,19,7	13	13	11
Jan.–March 2011 N=19,33,16	7	12	12
April–June 2011 N=24,37,16	18	12	18
July–Sept. 2011 N=21,34,14	18	19	3
Oct.–Dec. 2011 N=25,26,17	12	12	4
Jan.–March 2012 N=27,39,17	21	10	3
Total	91	92	60

CONCLUSION

Between January 2010 and March 2012, JAG Program grantees noted many accomplishments:

- Serving 2,058,207 individuals through state/local initiatives;
- Training 162,011 individuals;
- Providing technical assistance to 21,705 individuals;
- Funding 955,856 hours of overtime;
- Purchasing computers (1,997 grantees/subgrantees);
- Funding 98,422 contractual hours;
- Completing information system improvements in 966 departments; and
- Completing 91 research studies, 92 evaluations, and 60 product development projects.

With the implementation of new performance measures beginning with the April–June 2012 reporting period, more accurate data about the results of these programs will be available. Grantees will report on the new measures by purpose area, which will enable BJA to total the amount of money grantees allocated for each purpose area.