



# Solutions for Safer Communities

FY 2013  
ANNUAL REPORT TO CONGRESS



**BJA**  
Bureau of Justice Assistance  
U.S. Department of Justice

**U.S. Department of Justice**  
**Office of Justice Programs**  
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NCJ 248683

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](http://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 2013.

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.]).

Respectfully submitted,

A handwritten signature in black ink that reads "Denise E. O'Donnell".

Denise E. O'Donnell  
Director  
Bureau of Justice Assistance  
April 2015





## Message from the Director

**T**he Bureau of Justice Assistance (BJA), a component of the U.S. Department of Justice's Office of Justice Programs, was created in 1984 to reduce violent crime, restore security in communities, and reform our nation's criminal justice system through the development and implementation of policy, services, and sound grant management. We are proud to be a national leader in providing training, technical assistance, funding, and other resources to state, local, and tribal jurisdictions seeking solutions to their unique public safety needs.

This is an exciting time for criminal justice reform. We know so much more now than ever before about what works in the criminal justice field. Because of improved data and action-based research, we have more opportunities to achieve true systems reform that results in lower crime and stronger communities. BJA is at the forefront of this movement, inspiring collaboration and innovation across the country, fostering program accountability, and investing in data-driven, evidence-based programs and practices that are proving to save taxpayers money while making neighborhoods safer.

The programs featured in this report highlight BJA's successes in fiscal year 2013, but they would not be possible without our longstanding and bipartisan partnerships throughout the field. Time and again, our state, local, and tribal partners have demonstrated willingness to pilot new approaches, engage in systemwide reforms, and be held accountable through research and evaluation. Their contribution has uniquely positioned BJA to adapt innovations directly from the field and to disseminate evidence-based and promising practices to every corner of the nation. Additionally, our partners join us in dedication to increasing program effectiveness through data analysis, information sharing, and performance management.

As BJA's Director, I applaud the many achievements of the men and women who, with the support of BJA and collaborative efforts at the state and local levels, have made such a difference in their communities. It is an honor to participate in nationwide successes that enable our partners to build exciting, worthwhile projects tailored to their local needs and conditions.

Thank you for taking the time to review this annual report and for your commitment to making our nation's communities safer. I look forward to meeting tomorrow's challenges and sharing our success with the many partners that make it possible.

Sincerely,

A handwritten signature in black ink that reads "Denise E. O'Donnell". The signature is written in a cursive style with a large, prominent 'D' at the beginning.

Denise E. O'Donnell



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## FY 2013 Overview

**T**he 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, reduce recidivism, and promote a fair and safe criminal justice system. In fiscal year (FY) 2013, BJA focused its programmatic and policy efforts on providing a wide range of resources, including training and technical assistance, to law enforcement, prosecution, indigent defense, courts, corrections, treatment, reentry, justice information sharing, and community-based partners to address chronic and emerging criminal justice challenges nationwide.

BJA delivers resources to state, local, and tribal communities and justice agencies with an emphasis on 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. BJA also performs a unique role as a "convener," bringing together subject matter experts, practitioners, and stakeholders to better inform criminal justice policy on emerging public safety issues.

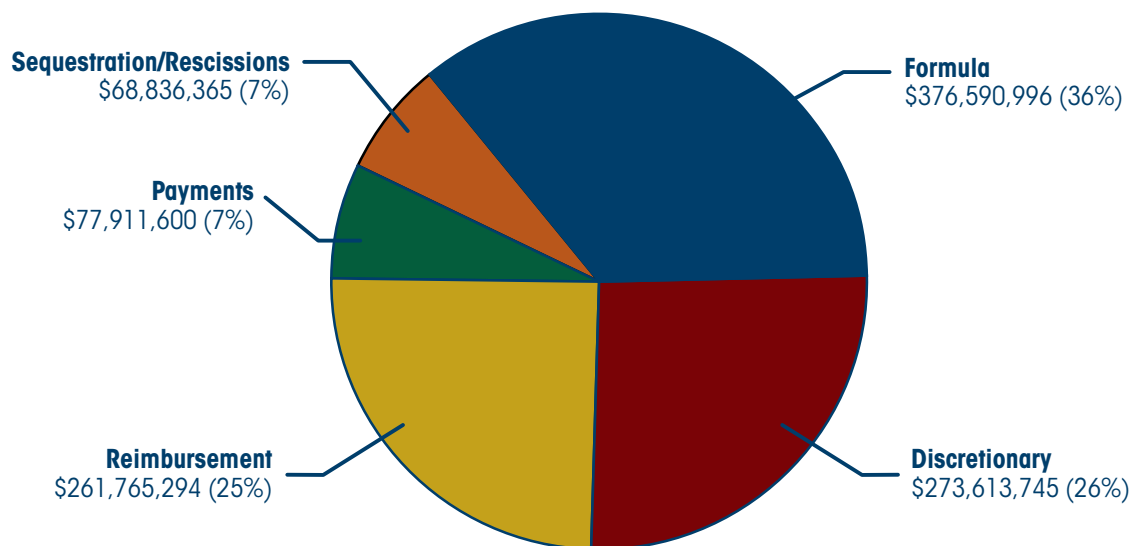
The programs and initiatives described within this report reflect the dedication, commitment, and successes of a nation of justice partners who believe that more can always be done to help reduce and prevent crime and enhance the criminal justice system. They also reflect the major strategic focus areas identified in BJA's Strategic Plan for FYs 2013–2016:

1. Reduction of violent crime, improvement of community safety, and support for public safety officers.
2. Reduction of recidivism and prevention of unnecessary confinement.

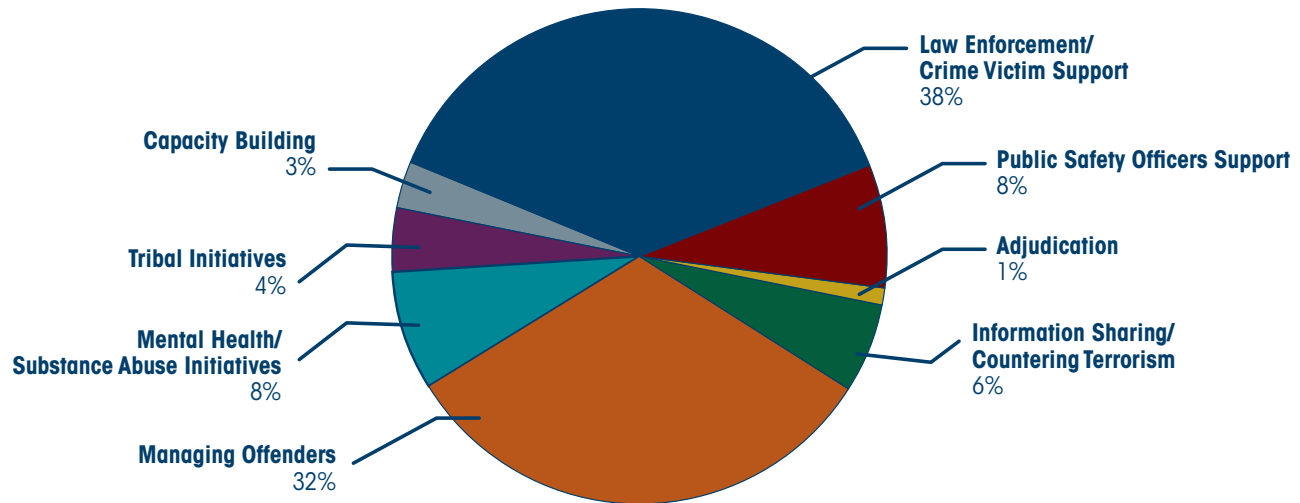
- Integration of evidence-based, research-driven strategies into the day-to-day operations of BJA and the programs BJA administers and supports.
- Increase in program effectiveness with a renewed emphasis on data analysis, information sharing, and performance management.

The charts below illustrate BJA's FY 2013 appropriation and how funding was distributed by program area. A complete listing of FY 2013 grant awards can be found online at <http://ojp.gov/funding/Explore/OJPAwardData.htm>.

### FY 2013 APPROPRIATIONS FOR BJA-ADMINISTERED PROGRAMS



## FY 2013 FUNDING BY BJA PROGRAM AREAS\*



\*Does not include sequestration and across-the-board rescission totals. In FY 2013, they totaled \$68,836,365. The above percentages are for those funds available after these reductions.





## Chapter 1

# Reduction of Violent Crime, Improvement of Community Safety, and Support for Public Safety Officers

**T**he Bureau of Justice Assistance (BJA) supports initiatives that address the reduction and prevention of violent crime; the improvement of community safety; and support for public safety officers. BJA initiatives cover smart policing, officer safety, cybercrime, campus safety, crime prevention, and victim-centered programs that leverage support from partners at the state, local, and tribal levels. These efforts provide resources, including grant funding and training and technical assistance (TTA), to criminal justice agencies, their partners, and the communities they serve.

## Edward Byrne Memorial Justice Assistance Grant Program

BJA's Edward Byrne Memorial Justice Assistance Grant (JAG) Program, the leading source of federal justice funding for state and local jurisdictions, provides states, tribes, and local governments with funding necessary to support a range of program areas, including law enforcement; prosecution, indigent defense, and the courts; prevention and education; corrections and community corrections; drug treatment and enforcement; planning, evaluation, and technology improvement; and crime victim and witness initiatives.

BJA continues to support efforts of JAG grantees to invest in strategies that are research- or evidence-based and address their priority needs. Additionally, BJA encourages JAG grantees to engage in strategic planning to guide funding decisions. If such a plan does not exist, BJA strongly encourages state and local jurisdictions to bring all system stakeholders together in the strategic planning process to identify funding gaps and ensure that the impact of JAG funding decisions is considered across the entire criminal justice system. BJA has partnered with the National Criminal Justice Association's National Center for Justice Planning, which offers strategic-planning TTA to JAG's State Administering Agencies.

In FY 2013, BJA made 1,078 local and 57 state awards totaling more than \$280 million, including approximately \$194 million (including prior year available funds) to states and territories and \$87 million to local units of government. JAG awards are up to 4 years in length and funds may be drawn down upfront rather than on a reimbursement basis, allowing recipients to earn interest on their awards and generate additional funding for successful initiatives and future projects.

BJA's JAG Showcase highlights high-performing and innovative JAG-funded programs. FY 2013 accomplishments include:

- A \$461,402 justice information sharing program in Maryland ([www.bja.gov/SuccessStoryDetail.aspx?ssid=38](http://www.bja.gov/SuccessStoryDetail.aspx?ssid=38)) that assists law enforcement and public safety agencies in developing crime analysis and mapping capabilities to identify crime patterns, trends, and areas of concentration so that effective deterrent strategies can be devised.
- A \$464,183 alternative sentencing program in Kentucky ([www.bja.gov/SuccessStoryDetail.aspx?ssid=30](http://www.bja.gov/SuccessStoryDetail.aspx?ssid=30)) that supports the state's Department of Public Advocacy's (DPA) efforts to provide social worker services to indigent criminal defendants who are represented by Kentucky's public defenders. DPA began this pilot program to assess defendants' mental health and substance abuse needs and to plan viable community treatment options to relieve the courts' burden and potentially the burden of custody for corrections and jails.
- A \$214,290 evidence-based program in Pennsylvania ([www.bja.gov/SuccessStoryDetail.aspx?ssid=37](http://www.bja.gov/SuccessStoryDetail.aspx?ssid=37)) to implement the Lethality Assessment Program, which addresses some fundamental issues concerning violence against women.

For more information and resources on BJA's JAG Program, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=59](http://www.bja.gov/ProgramDetails.aspx?Program_ID=59).

## Byrne Criminal Justice Innovation Program

BJA launched the Byrne Criminal Justice Innovation (BCJI) Program in 2012 as a part of the Obama Administration's Neighborhood Revitalization Initiative (NRI), which coordinates interagency federal support for state, local, and tribal

communities to develop place-based, community-oriented strategies to transform neighborhoods of distress into neighborhoods of opportunity. BCJI contributes to NRI's goals by supporting data- and research-driven projects that build community capacity to create comprehensive strategies that reduce crime and improve community safety.

Each BCJI site assembles partnerships representing a broad cross-section of community stakeholders, including neighborhood residents, local law enforcement, social and human service agencies, housing, education, research partners, and others. These partners then target neighborhoods with hot spots of violent and serious crime and employ data-driven, cross-sector strategies to reduce crime and violence. Thousands of community members across the nation have contributed to BCJI efforts by helping to identify drivers of crime and to shape how law enforcement and community members work together to improve safety.

As the program was newly launched in FY 2012, many of these sites have only just completed planning efforts and begun to implement strategies specific to their neighborhood crime issues. Yet early efforts within BCJI sites are promising. For instance, citizens have turned out to plant flowers and help neighbors clean up blighted properties in Milwaukee, Wisconsin; residents participated in problem-solving training so they could be more informed contributors to hot spot response strategies in Seattle, Washington; and people with criminal backgrounds have secured transitional services in Omaha, Nebraska.

BJA and its TTA partner, the Local Initiatives Support Corporation (LISC), work closely with BCJI grantees. LISC's TTA is organized around several main themes of the BCJI model: using data and research to guide program strategy, engaging community members in shaping crime prevention and revitalization efforts, tackling problems from multiple angles through cross-sector partnerships, and integrating crime-control efforts with revitalization strategies.

BCJI is a component of BJA's Smart Suite of programs, which support research/practitioner partnerships to integrate data and evaluation into program models in policing, prosecution, indigent defense, probation, and pretrial initiatives. (See page 26 for more information about BJA's Smart Suite.)

FY 2013 accomplishments include the following:

- Fifteen communities, representing the inaugural group of BCJI grantees from FY 2012, launched research-informed and data-driven efforts to reduce crime and address the interconnected challenges of blight and poverty.
- Fourteen additional communities were awarded grants in FY 2013 to plan, implement, and/or enhance BCJI initiatives.

See below for a map of the 2013 BCJI sites. (It can also be viewed at [www.bja.gov/Funding/12-13BCJIAwardsMap.pdf](http://www.bja.gov/Funding/12-13BCJIAwardsMap.pdf)).

For more information and resources on the BCJI Program and the individual sites, visit [www.lisc.org/bcji](http://www.lisc.org/bcji).

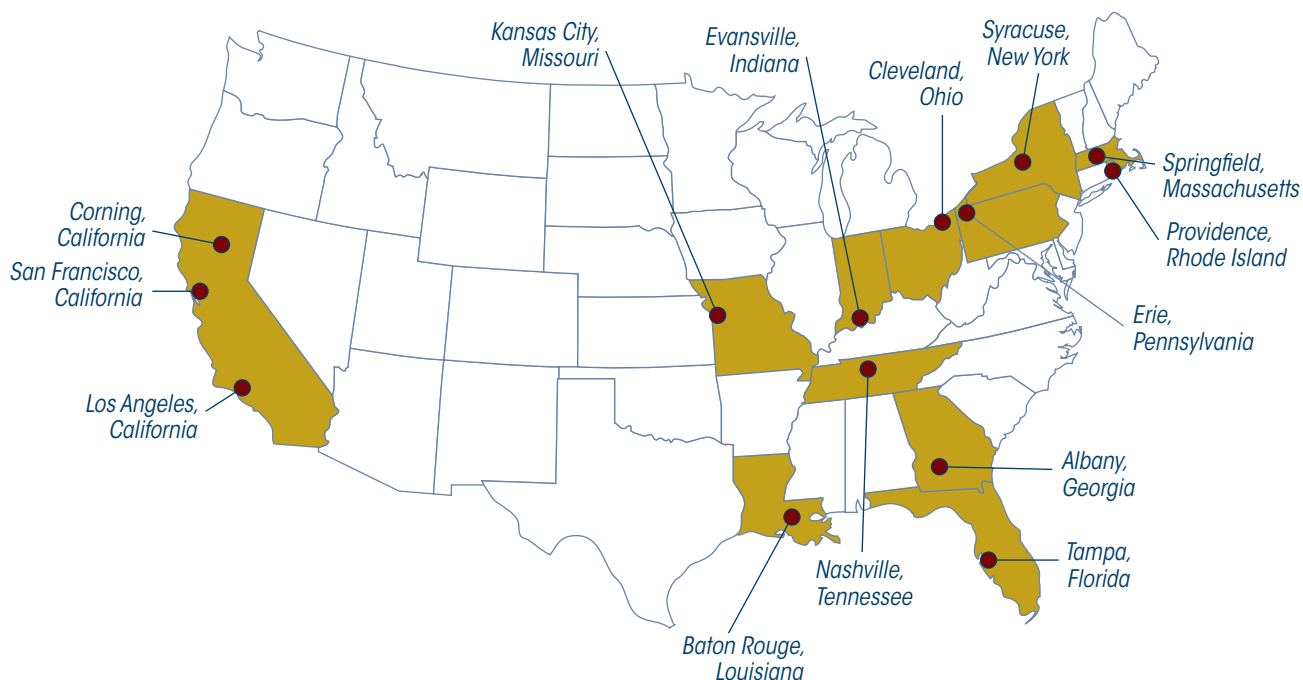
## Cybercrime

High-tech and electronic crime—often called “cybercrime”—impacts every corner of our nation. It encompasses a full range of crimes, from economic crime such as identify theft,

corporate and personal hacking, and fraud; to personal crime such as cyberbullying and cyber stalking; to terrorism and espionage. Federal agencies are well-equipped to address international and interstate threats, but it is the state, local, and tribal agencies that confront this threat on a daily basis. BJA is committed to providing TTA and resources to these agencies to build their expertise and capacity to deal with these crimes.

Since 2011, the National White Collar Crime Center (NW3C) has been a key BJA partner in fighting cybercrime. NW3C serves law enforcement agencies by offering 26 specialized investigative and forensic classes in the fields of cybercrime, financial crime, and intelligence analysis ([www.nw3c.org/training](http://www.nw3c.org/training)); technical assistance and investigative support for improved investigations and prosecutions ([www.nw3c.org/services/investigative-support/analytical-support](http://www.nw3c.org/services/investigative-support/analytical-support)); research on emerging issues ([www.nw3c.org/services/research/publications](http://www.nw3c.org/services/research/publications)); and resources for justice agency and public awareness of electronic/cyber and other white collar crimes ([www.nw3c.org/News](http://www.nw3c.org/News)).

## BYRNE CRIMINAL JUSTICE INNOVATION PROGRAM



In FY 2013, NW3C trained 7,235 students from 3,805 agencies during in-person classes and 3,547 students in web-based classes/presentations. These FY 2013 totals include:

- An Intellectual Property (IP) course created in partnership with the National Association of Attorneys General in 2010. In FY 2013, popularity increased 61 percent over all previous years combined, with 680 investigators and prosecutors attending the IP classes (1,758 attendees since 2010).
- Mortgage fraud crimes TTA programs that can be customized for targeted audiences. In FY 2013, attendance increased 48 percent over all previous years combined, with 273 students from 122 agencies (521 attendees since 2011).
- Data analysis and investigative support that provided technical assistance and analytical products for law enforcement to search 12,609 public records and 587 court documents. This effort helped to secure 204 months in criminal sentences and \$10.4 million in restitution.
- A Social Media 101 course ([www.nw3c.org/training/specialty-training/78](http://www.nw3c.org/training/specialty-training/78)) that demonstrated dynamic tools and proper procedures for use in online investigation activities. NW3C held 23 classes for 1,238 students from 584 agencies.
- An Instructor Development Program ([www.nw3c.org/training/specialty-training](http://www.nw3c.org/training/specialty-training)) that equips new instructors to establish effective, sustainable training at local agencies. Feedback indicates at least 277 additional students were trained this year by the new instructors.
- Training for officers to use proprietary investigative tools such as PerpHound™ (<http://perphound.nw3c.org>), with 817 students this year (3,544 since 2010), and TUX4N6™ (<http://tux4n6.nw3c.org>), with 637 students this year (9,067 since 2009).

Response to NW3C training has been positive. New York County District Attorney Cyrus R. Vance, Jr., expressed appreciation of the Instructor Development Program by stating, “Our collaboration with NW3C has allowed for the expansion of my office’s Cyber Academy, enabling our in-house instructors to conduct comprehensive, multi-day trainings for law enforcement agencies and prosecutors around the city, state, and country.” Another popular resource for officers, the Cell Phone Investigations course, elicited the following

comment from Sgt. James Seger of the Prince George’s County Police Department, Maryland: “We have used these cell phone skills in almost every case, with over 222 cases this year, as we charge and clear suspects, identify locations, and track missing persons.”

For more information and resources on NW3C and BJA’s efforts to combat cybercrime, visit [www.nw3c.org](http://www.nw3c.org).

## Campus Public Safety

Campus law enforcement agencies vary greatly across the nation’s colleges and universities, ranging from full-service police departments (both armed and unarmed) to private security operations and contractual services. Such departments also vary greatly in how they relate to and share information with local and state public safety agencies. BJA improves campus safety by identifying and addressing gaps in training and resources among these agencies. BJA’s partners in these efforts include organizations in the field such as the International Association of Campus Law Enforcement Administrators and federal agencies such as the Office of Community Oriented Policing Services and the Federal Bureau of Investigation (FBI).

## National Center for Campus Public Safety

In fall 2013, BJA competitively selected Margolis Healy and Associates (MHA) to create and host the National Center for Campus Public Safety (National Center). The National Center provides TTA and other resources to campus police chiefs, directors of public safety, emergency managers, and key campus safety stakeholders. Its mission is to bring together all forms of campus public safety, professional associations, advocacy organizations, community leaders, and others to improve and expand services to those who are charged with providing a safe environment on the nation’s campuses.

The National Center will work with BJA to:

- Identify and prioritize the needs of the field—especially in the areas of gender and sexual violence on campus (Title IX), firearms on college campuses, and challenges in Clery Act compliance—and develop comprehensive responses.



- Connect existing federal and non-federal resources with the needs of constituents.
- Connect major campus public safety entities with one another and with federal agencies to facilitate collaboration and coordination to improve campus public safety.
- Highlight and promote best and innovative practices specific to campus public safety challenges.
- Deliver TTA that addresses the specific needs of campus public safety.

For more information and resources from the National Center, visit <http://nccpsafety.org>.

### Best Practices for Campus Crime Prevention

In FY 2013, MHA continued the Developing Evidence-Based Modern Crime Prevention Strategies for Institutions of Higher Education project with key stakeholders in the campus public safety, law enforcement, and prevention communities. The project develops free crime prevention programming, technical assistance materials, and professional networking opportunities for the campus safety community. These resources are meant to identify best practices that can improve the effectiveness of current campus crime prevention programming and to enable institutions to improve student safety, both on and off campus.

FY 2013 accomplishments for this project include the following:

- Researchers isolated key dimensions of an evidence-based campus crime prevention program and identified 10 campus programs for closer site-visit evaluation.
- Campus Sentinel, a free app that was launched in May 2012 and is available for download via Google Play and iTunes stores, was upgraded to include additional resources covering gender violence and crime prevention.

Additionally, MHA continued work on its Best Practices for Study Abroad Safety and Security project. International studies potentially put students at much higher risk in terms of their safety and security, but for the most part, institutions of higher learning have not implemented assessment and prevention strategies to address this elevated risk. The project responds to this gap by examining and identifying successful multidisciplinary, evidence-based student travel abroad safety

and security assessments, including policies and processes, as models appropriate for institutions of higher education.

Learn more about other MHA campus safety activities at [www.margolishealy.com/resources/category/campus\\_safety](http://www.margolishealy.com/resources/category/campus_safety).

For more information about BJA's work on enhancing campus safety and security, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=108](http://www.bja.gov/ProgramDetails.aspx?Program_ID=108).

## Officer Safety and Wellness

### Preventing Violence Against Law Enforcement and Ensuring Officer Resiliency and Survivability

The Preventing Violence Against Law Enforcement and Ensuring Officer Resiliency and Survivability (VALOR) Program responds to the startling increase in felonious assaults that have taken the lives of many law enforcement officers. VALOR is a national officer safety TTA initiative that delivers current, dynamic classroom and web-based training, research, and resources for sworn state, local, and tribal law enforcement officers.

Since the program's launch, 14,424 law enforcement officers have received VALOR training in 103 events in 40 states. In FY 2013, 36 of those events trained more than 4,700 officers. There continues to be a high demand for VALOR across the country.

FY 2013 accomplishments include the following:

- The VALOR web portal ([www.valorforblue.org](http://www.valorforblue.org)) was updated with improved navigation to enhance user experience.
- Several online training modules were developed and made available on the VALOR web portal to heighten officer awareness. Topics include foot pursuits and officer-safety indicators.
- VALOR offers a train-the-trainer component to extend its reach to more law enforcement officers across the United States. The multiplying effect of this format enabled at least 1,200 additional officers to be trained in FY 2013.

To learn more about BJA's VALOR Program, visit [www.valorforblue.org](http://www.valorforblue.org).

## Advanced Law Enforcement Rapid Response Training

The BJA-funded Advanced Law Enforcement Rapid Response Training (ALERRT) Center, administered by Texas State University, provides frontline law enforcement officers across the country with advanced scenario-based training to safely and effectively respond to, address, and stop active shooters. ALERRT has trained more than 50,000 law enforcement professionals nationwide since the program was established in 2002.

Responding to the increased demand for active-shooter response training following the 2012 tragedy in Newtown, Connecticut, BJA and the FBI partnered to expedite and broaden the delivery of the Basic Active Shooter Level I curriculum to state and local law enforcement throughout the country. This project—the Active Shooter Response Training Initiative—trained 100 FBI tactical instructors on the Level I curriculum to enable them to teach this course jointly with ALERRT instructors. Teams of two ALERRT and two FBI instructors are now delivering Level I training across the country.

FY 2013 accomplishments include the following:

- Since 2012, the ALERRT program has conducted 115 events, directly training more than 2,600 law enforcement officers.
- Officers who have completed the ALERRT train-the-trainer course administered 139 indirect ALERRT training programs, reaching an additional 3,600 law enforcement officers.
- The FBI and numerous states and agencies adopted the ALERRT curricula as their national training standard for active-shooter response.
- States such as Alabama, Delaware, Georgia, and Maryland adopted the Active Shooter Response Training Initiative model, using FBI and ALERRT instructors to spread this training throughout their states.
- The ALERRT/FBI partnership initiated 60 active-shooter trainings, reaching almost 1,500 attendees. An additional 10 indirect programs were conducted, training an additional 245 law enforcement officers.

- The FBI field office in Atlanta established ALERRT in all five regional training academies.

To learn more about ALERRT, visit [www.alerrt.org](http://www.alerrt.org).

To learn more about BJA's Active Shooter Response Training Initiative, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=106](http://www.bja.gov/ProgramDetails.aspx?Program_ID=106).

## Bulletproof Vest Partnership Program

BJA's Bulletproof Vest Partnership (BVP) Program provides funds to state, local, and tribal law enforcement agencies to purchase life-saving, bullet- and stab-resistant body armor for sworn law enforcement and corrections officers. The BVP Program grant funds pay for up to 50 percent of the cost of protective vests that meet the current National Institute of Justice's (NIJ) body armor standards. The BVP Program distributes funds on a reimbursement basis—after the protective vests are actually received by the officers and appropriate documentation is submitted.

In FY 2013, BJA awarded a total of \$16.3 million to 4,580 state, local, and tribal jurisdictions. These funds will be used to pay for NIJ-compliant protective vests that are purchased before September 30, 2015.

FY 2013 accomplishments include the following:

- More than 94,710 vests were purchased and distributed to officers at an average cost to the BVP Program of only \$288 per vest.
- Vests were directly attributable to saving the lives of at least 17 law enforcement and corrections officers in various states and the District of Columbia, according to data collected and recorded by BJA staff. These successes include the incidents described below:
  - On August 16, 2013, a deputy with the Butler County (Kansas) Sheriff's Office received a new bullet-resistant vest, bought in part with BVP funds. Less than 3 weeks later, while conducting a motor vehicle equipment stop, this deputy was shot in the chest at point-blank range by a subject with an outstanding felony warrant. This would likely have been a deadly encounter without the protective vest.

- On December 21, 2012, a Pennsylvania State Trooper was shot in the chest while trying to apprehend a person wanted in the killing of three persons. The vest he was wearing, which was purchased in part with BVP funds, is credited with saving his life.

To learn more about BJA's BVP Program, visit <http://ojp.gov/bvpbasi/home.html>.

## RISSafe

A component of BJA's Regional Information Sharing Systems (RISS), RISS Officer Safety Event Deconfliction System (RISSafe) is a deconfliction system that helps to ensure that officers remain safe during police operations. The system helps identify potential conflicts between agencies or officers unknowingly conducting operations—such as raids, controlled buys, and surveillances—in close proximity to each other or that focus on the same suspect at the same time, and it notifies affected parties of identified conflicts prior to engaging in operations. Failure to use RISSafe may result in compromised case integrity, or worse, officers could be unintentionally injured or killed. This system is the only comprehensive, nationwide program that is available to all law enforcement agencies on a 24/7/365 basis.

More than 900,000 operations have been entered since the system's inception, resulting in more than 300,000 identified conflicts. On average, 30 percent of all operations entered have a potential for a law enforcement-related conflict. In FY 2013, more agencies established internal agency policies mandating the use of event deconfliction, and the number of submissions using RISSafe Mobile continued to increase.

The importance of RISSafe is consistently highlighted by positive testimonials from the field, including the following comment from the Philadelphia (Pennsylvania)/Camden (New Jersey) High Intensity Drug Trafficking Area (HIDTA): "We process upwards of 5,000 event deconfliction requests annually for approximately 30 agencies in the southeast Pennsylvania and southern New Jersey area.... We do consider RISSafe a critical part of our services to law enforcement participants. It is reliable, adaptive, and easy to employ."

FY 2013 accomplishments include the following:

- 179,770 events were entered into RISSafe, resulting in 73,119 identified conflicts. This represents almost 41 percent of operations entered.

- The number of RISSafe Watch Centers increased to 24, 18 of which are operated by organizations other than RISS, such as state agencies, fusion centers, and HIDTAs.
- The RISSafe Online Training Program was launched on the RISS Officer Safety web site, which all law enforcement officers can access by logging on to their RISSNet user account ([www.riss.net](http://www.riss.net)) or by registering at the VALOR web site ([www.valorforblue.org](http://www.valorforblue.org)).
- Substantial progress was made to connect three disparate deconfliction systems and provide a nationwide deconfliction search capability with a single sign-on. RISSafe and Case Explorer (a case management system) have established connectivity and plans are underway to connect the HIDTA system in 2014.

To learn more about RISSafe, visit [www.riss.net/Resources/RISSafe](http://www.riss.net/Resources/RISSafe).

## Smart Policing Initiative

BJA's Smart Policing Initiative (SPI) provides financial and technical assistance to law enforcement agencies seeking to build evidence-based best practices that improve policing performance—as measured by reduced crime, higher closure rates, and saved costs. Strong collaboration between law enforcement and their research partners is a defining characteristic of SPI. SPI grantees are required to partner with research practitioners at every stage of the project, leveraging their capacity to objectively identify pressing crime issues through data-driven research and crime analysis, develop strategic and tactical solutions to those issues, and devise an evaluation plan to collect and analyze data that measure the impact of police strategies. Research partnerships and the information they produce not only help to reduce crime, they also increase agency accountability and transparency. To date, BJA has provided more than \$14.4 million to 35 agencies conducting 38 unique projects with their research partners.

As a result of SPI, jurisdictions across the country are now using evidence-based research and technical assistance from nationally recognized subject matter experts to reduce and prevent violent crime. SPI not only creates safer communities, but also makes a sound fiscal investment. Research shows that violent crimes (e.g., rape and sexual assault, robbery,

aggravated assault, homicide) are costly (ranging from several hundred thousand to several million dollars, per crime event); thus reducing and preventing violent crime in any community not only (and most importantly) prevents harm to individuals and communities, but yields millions in fiscal savings to jurisdictions.

SPI is a component of BJA's Smart Suite of programs, which includes prosecution, indigent defense, probation, and pretrial initiatives. (See page 26 for more information about BJA's Smart Suite.)

Response to SPI has been positive. For example, Philadelphia Police Commissioner Charles Ramsey and Deputy Commissioner Nola Joyce provided commentary on SPI in the September 2013 issue of *Police Quarterly*: "With a targeted, research-based approach, we can use our resources more effectively. Leveraging research is a key component of policing smarter. The more we understand, the more we can work toward creating a safer community for us all."

FY 2013 accomplishments include the following:

- **Indio, California:** The Indio Police Department, working with its research partner from the University of California, Riverside, identified a chronic problem with residential burglary. Further analysis revealed a predictive link between school truancy and residential burglary. The research partner developed and validated a predictive model based on truancy, while the Indio SPI team implemented a multipronged, community-policing strategy to engage schools, parents, and the business community in intervention- and prevention-oriented tactics to reduce burglaries. The project evaluation reveals a 16 percent decline in burglaries and an 8 percent decline in thefts in the targeted geographic areas.
- **New Haven, Connecticut:** The New Haven Police Department SPI used a supplementary foot patrol strategy to reduce violence and the number of shooting incidents in one of the city's most violent neighborhoods, Newhallville. Over the 13-week intervention period, the Newhallville neighborhood saw a 19 percent reduction in violent crime neighborhood-wide and a 36 percent reduction in violent crime within the high-risk areas. In the 13 weeks following the intervention, there was a further 41 percent drop in violent crime at the

neighborhood level and a 56 percent drop in the high-risk areas.

To learn more about the Smart Policing Initiative, visit [www.smartpolicinginitiative.com](http://www.smartpolicinginitiative.com).

## State and Local Anti-Terrorism Training Program

BJA's State and Local Anti-Terrorism Training (SLATT) Program provides law enforcement personnel with specialized training and resources to combat domestic terrorism and violent criminal extremism, covering topics such as international/domestic terrorism, violent criminal extremism, radicalization, and more. SLATT instructors have worked on many of the nation's most notorious terrorism cases and have an in-depth understanding of terrorism, pre-event planning, and investigative procedures. Their expert knowledge gives state, local, and tribal law enforcement professionals the tools and skills that they can use in their daily duties to safeguard communities and do their jobs more safely.

Since its inception, SLATT has trained more than 136,400 law enforcement professionals in 1,335 events. In FY 2013, the program trained 8,577 law enforcement professionals at 64 events. As a trusted training partner to United States Attorney's Offices (USAO), SLATT has delivered 266 terrorism-prevention events that were hosted/cohosted by USAOs in 48 states from 2008 to 2013. SLATT continues to be in high demand by the law enforcement field, with more than 120 agencies on the waiting list for this training.

FY 2013 accomplishments include the following:

- **SLATT's Workshops on the Web (WOW) initiative** allows students to download workshop materials. Every time a student downloads material, it saves the program printing, shipping, and labor costs. Between June and September 2013, class participants downloaded 2,993 files.
- **In collaboration with the International Association of Chiefs of Police Committee on Terrorism**, SLATT produced the acclaimed training video, *Sovereign Citizen Encounters*, featuring an introduction by retired Chief Robert Paudert, whose son, Officer Brandon Paudert, was gunned down by a

sovereign citizen. The video is available through IACP or the SLATT password-protected web site.

- SLATT responded to a surge in need for TTA related to the criminal element of the sovereign citizen movement by delivering 38 specialized training events to 5,946 law enforcement participants and developing related online tools.
- SLATT.org received 105,101 visits from 20,670 registered law enforcement professionals.

To learn more about the SLATT Program, visit [www.slatt.org](http://www.slatt.org).

## 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 effort of the U.S. Department of Justice (DOJ); local, state, tribal, and federal public safety organizations; and national organizations.

As of September 30, 2013, BJA's PSOB Office received 294 new death claims and 90 new disability claims. In FY 2013, a total of 160 death cases (from various fiscal years) were determined at the PSOB Office level; of these 160 cases, 120 were approved, and benefits paid to the survivors. A total of 44 disability cases were determined at the PSOB Office level in FY 2013, with 17 of the cases approved for payment. Also in FY 2013, 293 education claims were approved for funding to spouses and children to enable family members to pursue their dreams of higher education.

The PSOB Office continued to collaborate 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 support and counseling services to survivors of America's fallen officers.

For information and resources on PSOB's death, disability, and education programs, visit [www.psob.gov](http://www.psob.gov).

## High-Performing Prosecution/Community Prosecution

BJA's Enhancing Community Prosecution through the National High Performance Prosecution (HPP) Framework Initiative is based on a model for prosecutors published by BJA and the Association of Prosecuting Attorneys (APA). The HPP Framework supports efforts to reduce violent crime and improve community safety through four components: (1) embracing community prosecution, (2) harnessing science and technology, (3) implementing information sharing, and (4) employing outcome evaluation. These four components also provide a structure for examining the opportunities and resource needs of today's prosecutors.

In FY 2013, APA trained more than 300 prosecutors via webinar on issues related to the HPP Framework and the criminal justice system. Topics included prosecutorial ethics and Brady obligations, establishment of mental health courts, and prosecution and racial justice issues. APA also conducted numerous peer-to-peer onsite technical assistance visits to jurisdictions such as Portland, Oregon (Brady obligations); Chicago, Illinois (overcoming the no-snitch campaign); San Francisco, California (implementing neighborhood courts and a crime strategies unit); and Norfolk, Virginia (officewide community prosecution training).

FY 2013 accomplishments include the following:

- The San Francisco District Attorney's Office is successfully diverting cases from the formal criminal justice system under its Neighborhood Court Program. There are 10 neighborhood courts across the city, with more than 60 adjudicators serving on them and a waitlist of over 30 additional community members who wish to serve. In 2013, the District Attorney's Office sent 651 cases to neighborhood court. Learn more about this program at the San Francisco District Attorney's web site: [www.sfdistrictattorney.org/index.aspx?page=178](http://www.sfdistrictattorney.org/index.aspx?page=178).
- Portland, Oregon codified *Brady v. Maryland*, and APA has been requested to provide officewide and statewide training in an effort to educate prosecutors on their discovery obligations under the new law.

To learn more about the HPP Framework, visit APA's web site at [www.apainc.org/programs/high-performance-prosecution](http://www.apainc.org/programs/high-performance-prosecution) or see BJA's FY 2012 solicitation at [www.bja.gov/Funding/12EnsuringProceduralJusticeSol.pdf](http://www.bja.gov/Funding/12EnsuringProceduralJusticeSol.pdf).

## Coordinated Tribal Assistance Solicitation

In FY 2013, BJA continued to support DOJ's Coordinated Tribal Assistance Solicitation (CTAS) initiative, which enables tribes to submit a single application for all DOJ tribal government-specific competitive solicitations. The CTAS approach allows federally recognized tribes and tribal consortia to develop a comprehensive approach to public safety and victimization by responding to multiple "purpose areas." BJA funds projects in three of the CTAS purpose areas:

- Purpose Area #2: Comprehensive strategic planning for tribal justice systems to improve public safety and community wellness.
- Purpose Area #3: Develop and enhance the operation of tribal justice systems and prevent and reduce alcohol- and substance abuse-related crimes.
- Purpose Area #4: Plan, renovate, or construct correctional and/or correctional alternative facilities.

In FY 2013, 219 tribes submitted applications, and 53 grant awards were approved for funding under the three BJA purpose areas, totaling more than \$24 million.

### Purpose Area #2: Comprehensive Tribal Justice Strategic Planning Program

BJA's Comprehensive Tribal Justice Strategic Planning Program (CTJSPP) supports federally recognized tribes as they engage in the tribal justice system planning process. Two BJA TTA providers, Fox Valley Technical College's National Criminal Justice Training Center and the Center for Court Innovation, offer extensive CTJSPP guidance and support. This support equips grantees to conduct community needs assessments and develop comprehensive strategic plans that respond to the needs and strengths of their individual tribal communities. A central element of this TTA involves ongoing mentor relationships to facilitate the planning process. The mentor-based approach gives grantees consistent contact with experts

familiar with their unique program needs. This method has proven successful over the past year.

FY 2013 accomplishments include the following:

- The Northern California Intertribal Court System (NCICS) created a strategic plan to develop an overarching sustainable justice system for consortium member tribes. The consortium is composed of four member tribes: Hopland Band of Pomo Indians (Hopland Tribe), Cahto Tribe of the Laytonville Rancheria (Cahto Tribe), Coyote Valley Band of Pomo Indians (Coyote Valley Tribe), and Manchester-Point Arena Band of Pomo Indians (Manchester Point Arena). As part of the strategic plan, each member tribe will have its own set of ordinances and its own tribal court. In 2013, NCICS conducted community assessments, prepared community profiles, and examined the unique justice system requirements of each member tribe. The information gathered was reviewed and a written strategic plan was developed.

To learn more about tribal strategic planning TTA, visit [www.ncjtc.org/TJSPP/Pages/default.aspx](http://www.ncjtc.org/TJSPP/Pages/default.aspx).

### Purpose Area #3: Tribal Court Assistance Program

BJA's Tribal Court Assistance Program, as part of DOJ's Indian Country Law Enforcement Initiative, administers grants to support the development, implementation, enhancement, and continuing operation of tribal judicial systems. BJA's Tribal Courts TTA providers, including the National Tribal Judicial Center (TJC) at the National Judicial College, conducted 7 trainings serving approximately 400 tribal court practitioners.

FY 2013 accomplishments include the following:

- The Sisseton Wahpeton Oyate Tribe designed and implemented a court-management software system to respond to a burgeoning drug problem on its reservation. The court-management system enables the tribe to streamline the prosecution of approximately 2,000 criminal proceedings, including approximately 50 jury trials, per year. The system maintains the criminal calendar, produces important documents, tracks criminal history, and enables the tribe to look at possible implementation of the Tribal Law and Order Act.

- The Quileute Nation learned to address the challenge of providing substance abuse services for its members after the recent pullout of its on-reservation treatment provider. During a TJC Tribal Court Management of Alcohol and Drug Cases course, a team from the nation developed an action plan and then returned home to implement the plan. Within about 2 weeks, the nation started contracting for services with an off-reservation provider about 20 miles away.

### **Purpose Area #3: Indian Alcohol and Substance Abuse Program**

BJA's Indian Alcohol and Substance Abuse Program (IASAP) provides funding and TTA to help federally recognized tribal governments plan, implement, or enhance strategies to address crime issues related to alcohol and substance abuse. The IASAP TTA provider, Fox Valley Technical College's National Criminal Justice Training Center, implemented online discussion boards and best practice webinars to enhance communications for IASAP grantees.

FY 2013 accomplishments include the following:

- The Sisseton Wahpeton Oyate Tribe expanded its adult drug court, working with South Dakota to accept tribal members convicted in state courts of nonviolent felony drug and alcohol offenses. Since this program started, the tribe has successfully diverted 150 tribal citizens from prison.
- The Lac Courte Oreilles Band of Lake Superior Chippewa Indians of Wisconsin developed a strategy to create a tribal community service program for young offenders. The Lac Courte Oreilles Tribal Courts conducted community assessments to investigate the overall strengths and weaknesses of local systems, identify gaps in services, and plan improvements to existing programs. The tribal courts are using the information gathered through the needs assessments to develop a comprehensive 10-year Tribal Action Plan, and they will continue to work with other service providers to implement the plan.

To learn more about IASAP TTA, visit [www.ncjtc.org/iasap](http://www.ncjtc.org/iasap).

### **Purpose Area #4: Tribal Justice System Infrastructure Program**

The Tribal Justice System Infrastructure Program—formerly the Correctional Systems and Correctional Alternatives on Tribal Lands Program—provides site-based grants and funding for TTA projects to assist tribes with adult and juvenile detention and rehabilitative efforts.

A total of 20 tribes received BJA grants for the construction and/or renovation of justice facilities in Indian Country under the American Recovery and Reinvestment Act. During FY 2013, the following projects completed construction or activated facilities:

- Rosebud Sioux Tribe/Rosebud Sioux Adult Correctional Facility (156-bed adult detention): Construction complete October 2012.
- Navajo Nation-Tuba City/ Tuba City Adult Correctional Facility (132-bed adult detention): Construction complete February 2013.
- Colorado River Indian Tribes/New Hope Youth Development Center (38-bed juvenile detention): Construction complete March 2013.

### **Tribal Drug Endangered Children Training**

BJA funded the National Alliance for Drug Endangered Children (National DEC) to create the Tribal Drug Endangered Children (Tribal DEC) Training Program. The culturally tailored training curriculum raises awareness about issues and concerns of drug endangered children in Indian Country while fostering collaboration between practitioners at all levels of intervention. The training teaches law enforcement, child protection, prosecutors, judges, probation, medical personnel, treatment providers, teachers, and other professionals to use a collaborative approach to identify, protect, and serve drug endangered children and break the multigenerational cycles of neglect and abuse. Tribal DEC training is provided in approximately 25 tribal communities and at state, regional, and national conferences.

FY 2013 accomplishments include the following:

- Developed an online interactive Tribal DEC training that is available free of charge.

- Completed the training and certification of more than 100 Tribal DEC trainers representing more than 40 tribes and Alaska Native communities.

To learn more about National DEC, visit [www.nationaldec.org](http://www.nationaldec.org).





## Chapter 2

# Justice Systems Reforms, Recidivism Reduction, Prevention of Unnecessary Confinement, and Managing Offenders

**B**JA is committed to providing resources, training, and support to improve every stage of the criminal justice system, from corrections and probation/parole supervision to prosecutors, judges, and courts. Through BJA-funded programs, jurisdictions across the country are learning evidence-based, data-driven best practices and receiving assistance in applying these tools to test new ideas in their communities.

The job of supervising offenders in the community and preparing them to return to their neighborhoods is 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 evidence-based programs that work to reduce recidivism, promote coordinated efforts among reentry stakeholders, lower corrections and related criminal justice spending, promote information sharing, and reimburse jurisdictions for expenses incurred when they incarcerate undocumented criminal aliens.

Prosecutors, judges, and court personnel are also looking for evidence-based approaches to adjudicating offenders that will reduce recidivism rates, clear cases, lower costs, and decrease court dockets. Crimes involving violent and nonviolent offenders require special efforts to ensure that these offenders are held accountable and that they are returned to the community with the help and supervision they need to avoid reoffending.

### Justice Reinvestment Initiative

BJA launched the Justice Reinvestment Initiative (JRI) to help states and counties develop and implement cost-effective, evidence-based policies projected to generate meaningful

savings in corrections spending and then reinvest some portion of these savings into proven criminal justice programs that contribute to increased public safety. JRI also promotes enhanced accountability, systemwide collaboration, and justice system reform. JRI, which is a public/private partnership between BJA and the Pew Charitable Trusts, currently provides financial support and in-kind technical assistance to 19 states and 17 localities.

Although each jurisdiction is unique, many JRI sites have learned that common issues affect their prison populations: parole and probation revocations, sentencing policies and practices, insufficient or inefficient community supervision and support, and parole system process delays and denials. Many of these sites respond to these issues with strategies that integrate evidence-based practices and data-driven decisionmaking into state justice system operations. Strategies include risk and needs assessments, accountability measures, earned-time credits, community-based treatment, intermediate and graduated sanctions, sentencing changes and departure mechanisms, mandatory supervision requirements, problem-solving courts, streamlined parole processes, and expanded parole eligibility.

The Urban Institute released a BJA-funded report, *Justice Reinvestment Initiative State Assessment Report*, in January 2014 assessing progress from the launch of JRI in 2010 through July 31, 2013. While the report recognizes that it is too soon to assess the full impact of justice reinvestment reforms, it notes that early results are promising. It found that states expect prison populations either to decrease (by 0.6 to 19 percentage points) or to grow more slowly (by 6 to 21 percentage points). Projected savings vary across states and time periods, ranging from a low of \$7.7 million (over 5 years) to a high of \$875 million (over 11 years).

South Carolina is one example of early success through JRI. In 25 years, the state's prison population had tripled, and spending on corrections had increased 500 percent. In 2010, South Carolina enacted commonsense sentencing reform and strengthened probation. By reducing probation revocations alone, the state saved more than \$12.5 million between 2011 and 2013 and reduced prison usage by over 2,000 beds, all while the violent crime rate dropped by 17 percent between 2010 and 2013.

Similarly, a rising prison population in Kentucky caused corrections spending to grow to \$440 million in FY 2010, an increase of 214 percent over the past two decades. Kentucky passed legislation that directs resources toward serious offenders, strengthens community supervision, and makes systemwide improvements across Kentucky's corrections system. As a result of JRI reforms, Kentucky has realized a total savings of \$34.3 million: \$25 million in averted jail costs and \$9.3 million from its mandatory reentry supervision program. Kentucky has invested \$13.9 million in evidence-based programs, including educational, substance abuse treatment, and sex offender treatment programs. The prison population declined 7.5 percent between January and September 2013.

Georgia's prison population more than doubled between 2000 and 2011. Without reform, the prison population would likely have grown 8 percent by 2018 at a cost of \$264 million. In response, Georgia passed a law in 2011 that focused prison beds on serious offenders, expanded alternative sentencing options, and strengthened probation. Using anticipated savings from the reforms, Georgia has invested more than \$17 million into accountability courts and residential substance abuse treatment programs. Overall, prison commitments have decreased, indicating that Georgia's prison population could soon decline as projected. And while prison commitments of white males dropped 1.5 percent, commitments of African-American males dropped 19 percent from 2009 to 2013.

State and national leaders support JRI because they are seeing impacts—states are saving money and improving outcomes for people, families, and communities. A few quotes from state leaders who have seen JRI in action illustrate this support:

- "These reforms will reduce recidivism, cut corrections costs, and increase public safety." Governor Sam Brownback (R-KS)
- "By reducing the number of prisoners in the justice system, we have been able to cut costs for the state and improve the safety of our communities." Senator John Cornyn (R-TX)
- "[Justice reinvestment is] transformational, profound change." David Lust (R), majority leader of the South Dakota House of Representatives
- "I hope other states will consider the justice reinvestment model to take a 'smart on crime' approach to prison

overcrowding and public safety.” Governor Earl Ray Tomblin (D-WV)

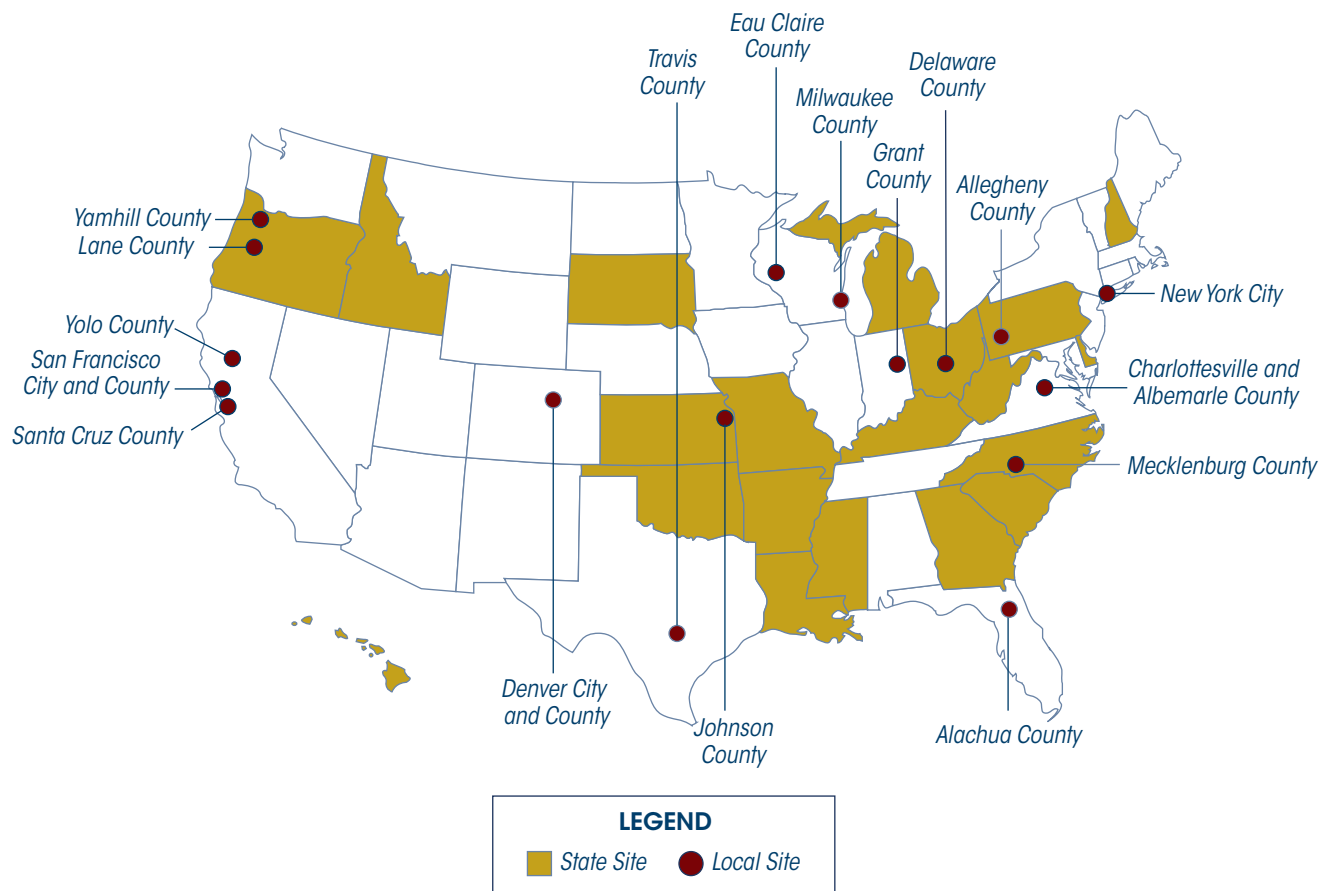
- “I look forward to seeing these [justice reinvestment] reforms have greater impact as the years go by.” Governor Tom Corbett (R-PA)

To learn more about JRI, visit [www.bja.gov/jri](http://www.bja.gov/jri).

## Second Chance Act Programs and Recidivism Reduction Activities

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. Administered by the Office of Justice Programs (OJP) through BJA, the Office of Juvenile Justice and Delinquency Prevention, and NIJ, SCA programs

### JUSTICE REINVESTMENT INITIATIVE SITES AS OF SEPTEMBER 18, 2013



([www.bja.gov/ProgramDetails.aspx?Program\\_ID=90](http://www.bja.gov/ProgramDetails.aspx?Program_ID=90)) provide funding to eligible states, units of local government, federally recognized tribes, and nonprofit organizations. These funding resources help to ensure that the transition of adult and juvenile individuals from prison, jail, or juvenile residential facilities to their communities is successful and promotes public safety.

Between FY 2009 and FY 2013, DOJ has supported reentry efforts in 49 states, awarding more than 600 SCA grants that total more than \$312 million. These awards support various evidence-based activities that include programs for 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 2013, BJA made 92 awards totaling more than \$52 million that included the following:

- New competitive site-based reentry program grants, including technology career training.
- Supplemental continuation awards for special projects and for sites participating in NIJ evaluations of SCA.
- Continued support for the Council of State Governments Justice Center's National Reentry Resource Center (NRRC) (<http://csgjusticecenter.org/nrrc/>).
- Two programs—the Comprehensive Statewide Adult Recidivism Reduction Planning Program and the Smart Probation: Reducing Prison Populations, Saving Money, and Creating Safer Communities Program—that were funded for the first time in 2012.

Significant FY 2013 results include the following:

- BJA, NRRC, and the Association of State Correctional Administrators released three Recidivism Reduction Checklists (<http://csgjusticecenter.org/reentry/reentry-checklists/>) to assist state corrections leaders with evaluating their reentry efforts and developing recidivism reduction plans. Each checklist is tailored to a specific audience: executive and legislative policymakers, state corrections administrators, and state reentry coordinators.

- The What Works in Reentry Clearinghouse (<http://whatworks.csgjusticecenter.org>) was expanded to include three new sections: substance abuse programs, family-based programs, and educational programs.
- NRRC hosted a webinar for current and past Second Chance Act and Justice and Mental Health Collaboration Program grantees on strategies for assisting justice-involved persons in accessing health care benefits to ensure access to treatment and services.
- BJA, NRRC, and the U.S. Department of Labor, with support from the Annie E. Casey Foundation, hosted a national forum on reentry and employment and released *Integrated Reentry and Employment Strategies: Reducing Recidivism and Promoting Job Readiness*.

To learn more about BJA's SCA activities, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=90](http://www.bja.gov/ProgramDetails.aspx?Program_ID=90).

## Community Corrections

BJA's Smart Probation Program entered its second year. Funded through SCA, the program provides 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. As part of the program, probation departments partner with researchers to develop strategies that address the needs of supervised populations, assess the effectiveness of the interventions, and ensure fidelity to evidence-based practices.

The Smart Probation Program is a component of BJA's Smart Suite of programs, which includes prosecution, policing, indigent defense, and pretrial initiatives. (See page 26 for more information about BJA's Smart Suite.)

Significant FY 2013 results include the following:

- BJA made seven awards totaling more than \$3.8 million.
- NRRC continues to provide technical assistance focused on planning and implementation for the six FY 2012 grantees.
- BJA's National Training and Technical Assistance Center (NTTAC) supports community corrections through targeted technical assistance engagements. For example, in FY 2013,

NTTAC worked with the New York City Department of Probation as part of its comprehensive plan to implement evidence-based practices systemwide.

- BJA supported the development and implementation of two practical tools—Skills for Offender Assessment and Responsivity in New Goals (SOARING2) and the Risk-Needs-Responsivity (RNR) Simulation Tool—that have been embraced by the community corrections field. (See chapter 3 for more information about SOARING2 and RNR.)

## Harold Rogers Prescription Drug Monitoring Program

The Harold Rogers Prescription Drug Monitoring Program (HRPDMP) combats nonmedical use of controlled substances by helping states to plan, establish, or enhance prescription drug monitoring programs (PDMP), which collect and analyze dispensed pharmaceutical controlled substance data, particularly at the retail level where no other automated information collection exists. PDMPs enhance the capacity of regulatory and law enforcement agencies and public health officials to prevent and detect the diversion and abuse of pharmaceutical controlled substances, while allowing for legitimate medical use.

HRPDMP includes three funding categories: (1) PDMP implementation and enhancement; (2) tribal efforts to develop and implement the infrastructure to report data to state PDMPs; and (3) a new opportunity for counties and states to pilot tools that track prescription drug abuse and diversion data and to develop prevention, treatment, and enforcement responses. A portion of HRPDMP funds was also awarded to Brandeis University, which operates the PDMP Training and Technical Assistance Center (TTAC) and PDMP Center of Excellence (COE). TTAC provides direct TTA assistance to state PDMPs, compiles data on PDMP capabilities and services, conducts surveys, and facilitates regional and national meetings. COE operates as an information clearinghouse of PDMP best practices and related research and analysis. It also operates the Prescription Behavior Surveillance System, which conducts indepth analysis of de-identified PDMP dispensing

data across state lines to identify trends, patterns, and links among various factors that contribute to drug abuse and diversion.

In FY 2013, BJA created a new funding category for multidisciplinary responses to prescription drug abuse and diversion. BJA awarded funding to six sites: Fairfield County, Ohio; Florida Department of Health; Jackson County, Oregon; Maryland Department of Health and Mental Hygiene; New York County (New York) District Attorney's Office; and the Norfolk County (Massachusetts) District Attorney. These innovative partnerships span a range of purpose areas, from enforcement/investigations to prescriber education and outreach to overdose prevention and treatment support. The projects, which begin in FY 2014, complement and reinforce the mission of PDMPs by leveraging PDMP data with state and county data sources to better understand local prescription drug abuse and to formulate comprehensive strategies to minimize the impacts from both a public health and criminal justice perspective.

Significant FY 2013 results include the following:

- Convened a series of well-attended meetings, including the annual Harold Rogers Prescription Drug Monitoring National Meeting in September 2013 and regional meetings in the South and West for PDMPs to develop strategies for tackling regional challenges.
- Convened an interstate data-sharing summit with interested state PDMPs and stakeholders to create the Prescription Monitoring Information Exchange (PMIX) Architecture, a standards-based approach to sharing PDMP data across state lines.
- Published guidelines for law enforcement use of PDMPs and a milestone document assessing the state-of-the-art best practices from across the country.

For a full listing of TTAC and COE publications and resources, visit [www.pdmpassist.org](http://www.pdmpassist.org) and [www.pdmpexcellence.org](http://www.pdmpexcellence.org).

To learn more about HRPDMP and related BJA resources, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=72](http://www.bja.gov/ProgramDetails.aspx?Program_ID=72).

## Justice and Mental Health Collaboration Program

BJA's Justice and Mental Health Collaboration Program (JMHCPC) promotes public safety by fostering cross-system collaborations between criminal justice and mental health professionals that respond to the treatment needs of justice-involved individuals with mental illnesses or co-occurring mental health and substance abuse disorders. Through JMHCPC, BJA funds collaborative planning projects as well as planning/implementation and enhancement projects. In FY 2013, BJA awarded 34 JMHCPC grants to state, local, and tribal jurisdictions to plan, implement, and expand initiatives between criminal justice and mental health agencies. Additionally, funds were awarded for the State-Based Capacity Building Program to deliver TTA resources and services to unfunded, eligible JMHCPC applicants.

Significant FY 2013 results include the following:

- BJA's TTA provider, the Council of State Governments Justice Center, responded to more than 250 technical assistance requests from state, local, and tribal governments.
- A report, *Improving Outcomes for People With Mental Illnesses Involved With New York City's Criminal Court and Correction Systems*, was released that presents the results of an unprecedented analysis of the mental health needs, criminogenic risk, and risk of failure to appear in court for individuals admitted to the New York City Department of Correction. New York City is responding to the report's findings by creating court-based intervention and resource teams to serve more than 3,000 clients with mental health needs annually.
- A report, *Adults With Behavioral Health Needs Under Correctional Supervision: A Shared Framework for Reducing Recidivism and Promoting Recovery*, was widely disseminated and implemented over the course of FY 2013. This report reassesses the way that behavioral health care, services, and treatment are provided in correctional settings.
- BJA funded a new project with The Arc, a national advocate for people with disabilities. This project, the National Center on Justice and Disability, will create a national resource center to address challenges the justice system faces when law enforcement, courts, and corrections encounter people with

disabilities. The center will provide information, evaluation, technical assistance, and training to justice professionals to build their capacity to meet the needs of victims, suspects, and offenders with intellectual and developmental disabilities.

To learn more about JMHCPC, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=66](http://www.bja.gov/ProgramDetails.aspx?Program_ID=66).

## Corrections Information Sharing

BJA's Correctional Agency Information Sharing (CIS) initiative seeks to improve reentry outcomes by leveraging technology to bridge information sharing gaps among stakeholders—corrections, law enforcement, and community-based service providers—who manage the successful return of offenders to communities across the nation. Sharing critical information such as offender status and reentry attributes across agencies in a timely, secure, and accurate manner improves recidivism rates and reduces crime and victimization.

BJA's CIS initiative has provided funding to implement reentry information exchanges in three pilot sites—two at the state level (Maryland Department of Public Safety and Correctional Services and Rhode Island Department of Corrections) and one at the county level (Hampden County, Massachusetts, Sheriff's Department). To facilitate this initiative, BJA identified four partners on this project: Association of State Correctional Administrators, IJIS Institute, American Probation and Parole Association (APPA), and SEARCH (The National Consortium for Justice Information and Statistics).

Significant FY 2013 results include the following:

- BJA coordinated with the IJIS Institute to develop standardized correction reentry service specifications, which will be implemented at three state departments of corrections to demonstrate the effectiveness of electronic exchanges of information that comply with national standards.
- A Global Strategic Solutions Working Group task team identified 10 high-priority exchanges for correctional agencies and identified partners in the health and human services area where coordination is necessary to provide continuity of care for incarcerated individuals and to promote effective reentry strategies. This effort will maximize the

national impact of this work and will ensure that it meets the needs of local practitioners who deal with both criminal justice and health care services for incarcerated individuals.

- Technical standard and reusable policy templates were developed to simplify the process of establishing information sharing between justice and health organizations, while also promoting consistency and reuse of grant-funded projects.
- Maryland's Department of Public Safety and Correctional Services implemented a two-way reentry information exchange in the state's Alcohol and Drug Abuse Administration's "SMART system," which connects more than 360 community-based substance abuse treatment providers. This included implementation of a consent-management capability to address consent-to-share and confidentiality requirements under 42 CFR Part 2.
- The CIS Project Advisory Board was created to guide projects and ensure successful adoption of the offender information sharing exchange standards.

## Problem-Solving Courts

Problem-solving courts take a holistic approach to justice reform by accommodating offenders with specific needs (drug abuse, mental illness, domestic violence) that are not adequately addressed in traditional courts. In general, problem-solving courts tend to be less adversarial than typical criminal justice processing and focus on positive case outcomes—for not only the offender, but also the victim and society.

## Community Courts

The overall goal of BJA's Problem-Solving Justice TTA Program is to help judges, court administrators, prosecutors, defense attorneys, and other innovators around the country to plan, implement, sustain, and evaluate problem-solving initiatives. BJA's partner in this program, the Center for Court Innovation, provides hands-on consulting services to jurisdictions seeking to implement community-based problem-solving justice reforms that aim to reduce recidivism, cut the use of jail, and effectively link offenders to services. The center currently works with more than 20 jurisdictions across the United States.

Significant FY 2013 results include the following:

- Contributed to the planning and implementation of the North Las Vegas Justice Court after Nevada enacted legislation authorizing community court pilot projects throughout the state.
- Assisted the Seattle Municipal Court and its partners in strategic planning to revise practices at the Seattle Community Court. As a followup to this activity, the court modified its eligibility criteria and sentencing options to focus primarily on defendants at higher risk for recidivating.
- Helped Detroit's 36th District Court launch an initiative based on community court principles that seeks to reduce the use of fines and shorten jail sentences for lower level risk cases by instituting community service mandates and addressing defendants' social service needs.
- Worked with stakeholders in promoting countywide coordination of problem-solving courts in El Paso County, Colorado, and created an advisory board that now meets regularly.
- Added content to [www.courtinnovation.org](http://www.courtinnovation.org), including interviews, articles, podcasts, and publications such as *Testing the Cost Savings of Judicial Diversion*, *The Public Wants To Be Involved: A Roundtable Conversation about Community and Restorative Justice*, and *Prostitution Diversion Programs*. Traffic to the center's web site increased by nearly 40 percent compared to the previous year.

## Drug Courts

Drug courts help reduce recidivism and substance abuse and increase the likelihood of successful rehabilitation by integrating the coercive power of the criminal justice system with substance abuse treatment, mandatory drug testing, community supervision, and other habilitation services. BJA's Drug Court Discretionary Grant Program provides financial and technical assistance to communities seeking to implement and enhance drug courts. In FY 2013, BJA awarded 51 grants to state, local, and tribal jurisdictions, in addition to TTA awards, totaling just under \$34 million.

Significant FY 2013 results from BJA TTA providers include the following:

- The Center for Court Innovation's Statewide Drug Court TTA Program began training drug court practitioners to serve as peer facilitators of local drug court assessment and training. Known as peer-assisted learning, this approach helps to effectively translate national drug court standards into local practice by combining the cost-effectiveness of web-based learning with hands-on assistance from local peers. The center has also created a peer-assisted learning toolkit to guide peer facilitators in this work.
- The National Drug Court Institute launched *The Beat: A Law Enforcement Officer's Guide to Drug Courts* curriculum. This self-paced course educates law enforcement officers on drug court programs and the role law enforcement plays on a drug court team. The institute also published a special edition of the *Drug Court Review* that focused on best practices.
- American University convened more than 30 drug court judges and other practitioners for the Drug Court Judicial Leadership initiative. The initiative supports the critical leadership role of drug court judges in promoting and sustaining drug courts.

To learn more about BJA's Drug Court Discretionary Grant Program, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=58](http://www.bja.gov/ProgramDetails.aspx?Program_ID=58).

## Veterans Treatment Courts

The first Veterans Treatment Court (VTC) was founded in Buffalo, New York, in January 2008 in response to an increasing number of veterans appearing on the drug and mental health court dockets. As this increase was felt nationally, BJA's TTA provider, the National Association of Drug Court Professionals, established the Justice for Vets (JFV) professional services division in 2010 to support the increasing demand and growth of VTCs.

To assist new VTC program development, BJA funded JFV to launch the Veterans Treatment Court Planning Initiative (VTCPI), which offers TTA for local jurisdictions to prevent and control substance abuse and crime. Since 2010, BJA funding has provided VTCPI training for drug court practitioners at 87

jurisdictions and has assisted 5 local VTCs with federal grant funding. Each of the 87 jurisdictions receiving training was required to complete pre-training worksheets, participate in pre-training webinars, attend a 3-day training program, maintain routine correspondence with program staff, and submit a VTC implementation plan and draft policy and procedure manual. As of December 2013, 188 VTCs and more than 20 jurisdictions receive federal assistance to support VTCs operating in 35 states.

## Tribal Healing to Wellness

BJA supports problem-solving courts in Indian Country, particularly Healing to Wellness Courts (HTWC). HTWCs are adaptations of the drug court model that reflect tribal culture and values. Tribes can apply for funding to establish HTWCs through the Drug Court Discretionary Grant Program. BJA funds the Tribal Law and Policy Institute (TLPI) to provide TTA for tribes to develop, implement, and enhance their HTWCs.

Significant FY 2013 results include the following:

- TLPI updated the popular *Tribal Healing to Wellness Courts: The Key Components*, which provides information to tribes seeking to implement an HTWC, HTWCs seeking to enhance their services, and any HTWCs applying for or managing a federal grant. This updated second edition, available in 2014, will also highlight current drug court research and how it may or may not apply to tribes.
- TLPI hosted the Second Annual Tribal Healing to Wellness Court Enhancement Training at the Agua Caliente Indian Reservation. With more than 90 attendees, this training event offered comprehensive and multidisciplinary workshops for operational HTWCs, including adult, juvenile, family, and driving-under-the-influence wellness courts. *Tribal Healing to Wellness Courts: The Key Components* was also successfully pilot tested at the training.
- The Keweenaw Bay Indian Community, a FY 2013 Adult Drug Court Enhancement grantee, identified a need to address enablement issues through education and counseling for families and community members. The community also implemented the Positive Peer Culture process (a form of peer group support adapted to cultural norms) and the Enabling Program (a family support service).



To learn more about BJA's Tribal Healing to Wellness Court TTA, visit [www.tlpi.org](http://www.tlpi.org).

## Prison Rape Elimination Act

The Prison Rape Elimination Act (PREA) of 2003 required the U.S. Attorney General to promulgate regulations that adopt national standards for the detection, prevention, reduction, and punishment of prison rape. On June 20, 2012, DOJ published the Notice of Final Rule, which created the National Standards to Prevent, Detect, and Respond to Prison Rape (standards) as required by PREA. The standards apply to adult prisons and jails, juvenile facilities, police lockups, and community confinement facilities. Under the standards, one-third of each facility type operated by an agency, or by a private organization on behalf of the agency, must be audited within each year of a 3-year audit cycle. The first audit cycle began on August 20, 2013.

In general, the implementation of the standards and the creation, implementation, and ongoing management of the auditing process are assigned to BJA. Through congressional appropriations and DOJ authorization, BJA has been actively engaged in providing various PREA resources to the field, including state, local, and tribal confinement facilities across the nation. Resources provided to the field include:

- Numerous 40-hour PREA auditor trainings, which are a key component of the process established by the PREA Management Office (PMO) for DOJ to certify PREA auditors.
- Comprehensive audit tools—for use by agencies, facilities, and auditors—that cover the four confinement facility types defined in the standards.
- Targeted TTA for state, local, and tribal jurisdictions on issues related to establishing “zero tolerance” cultures regarding sexual abuse in confinement facilities, and to achieving compliance with the standards.
- An array of training curricula, webinars, and other materials designed to support the PREA-related efforts of agencies and confinement facilities nationwide.

- Interpretative guidance—issued in the form of FAQs on the National PREA Resource Center (PRC) web site—related to the standards that is developed by the DOJ PREA Working Group, an entity convened by the PMO and composed of representatives from numerous DOJ components.

These resources have been provided through three main mechanisms: PRC, BJA's PREA competitive grant program, and the PMO.

Funded through an FY 2010 competitive award to the National Council on Crime and Delinquency, PRC provides TTA and other resources to help the field better identify and disseminate best and promising practices, assist correctional agencies in the implementation of the standards, and advance the overall PREA goal of establishing zero-tolerance confinement cultures with respect to sexual assault and misconduct. Since FY 2010, PRC has collectively received award totals of approximately \$24 million.

Originally released in FY 2011, BJA's PREA competitive solicitation—Demonstration Projects to Establish “Zero Tolerance” Cultures for Sexual Assault in Correctional Facilities—provides funding to eligible applicants (states, units of local government, and federally recognized tribes) for demonstration projects within confinement settings. From FY 2011 through FY 2013, BJA has awarded 49 grants totaling more than \$17.7 million. In addition, in April 2013, PRC made 43 subawards from its existing BJA funding that totaled nearly \$5 million.

In August 2013, the Deputy Attorney General approved the formation of the PMO, which is administered by BJA. Key examples of PREA activities tasked to the PMO include overseeing PRC's strategic direction and activities; conducting outreach to correctional authorities and other key stakeholder groups affected by PREA and the standards; certifying and recertifying PREA auditors; developing and enhancing PREA auditor training materials; convening and facilitating DOJ's PREA Working Group; and managing the process associated with the submission of certifications of full compliance with the standards and assurances related to the standards by the nation's state and territorial governors.

For more information on PREA, go to [www.prearesourcecenter.org](http://www.prearesourcecenter.org).

## Wrongful Conviction (Best Practices for Conviction Integrity)

BJA's Wrongful Conviction Review Program funds public and nonprofit entities that work to exonerate people who have been wrongfully convicted. In addition, BJA funds the National Association of Criminal Defense Lawyers (NACDL) to provide TTA to grantees and other innocence projects/defender offices. Activities include direct TTA on issues related to post-conviction claims of innocence; hosting a national training event; and conducting an indepth assessment of FY 2010 grantees to examine the impact of program funds on improving representation and increasing efficiency in post-conviction innocence claims.

In FY 2013, NACDL made significant contributions toward correcting errors in microscopic hair comparison analysis evidence. In addition to providing direct support and training to defense lawyers, NACDL collaborated with the FBI and the Innocence Project in a comprehensive review of capital cases potentially affected by this issue. This collaborative project is examining every case set for execution since late 2012 where hair comparison may have been used. To date, the grant-funded project attorney has reviewed approximately 600 capital cases to determine whether microscopic hair comparison evidence was used, giving urgent priority to cases with a scheduled execution. This review resulted in the stay of an execution to obtain DNA testing in a case where erroneous hair microscopy testimony was given by an FBI examiner at trial.

NACDL also trained 561 people at 3 events, with an additional 175 lawyers trained under NACDL's first grant award; distributed 500 DVD/CD sets from the 3 trainings; and provided 60 travel scholarships, with an additional 11 under the first award.

To learn more about NACDL, visit [www.nacdl.org](http://www.nacdl.org).

## BJA Prosecution Fellowship

BJA has sponsored a Prosecution Fellowship devoted to developing statewide best practices committees for prosecutors. These committees have proven to be an effective mechanism for prosecutors to take the lead in responding to emerging issues and identifying ways to enhance the

procedures. The BJA Fellow, Kristine Hamann, meets with prosecutors to encourage the development of best practices committees, works collaboratively with national prosecutor associations to address emerging issues, and provides technical assistance to prosecutors on policy issues and committee development.

Accomplishments to date include the following:

- Thirty states are exploring or developing a prosecutors' best practices committee, and 15 of these states have formed a committee and started meeting.
- Best practices committees in six states have received BJA funding: California, Colorado, Missouri, North Carolina, Tennessee, and Virginia.
- Four regional best practices meetings will be held in 2014 for senior prosecutors from 27 states. These meetings will be held in Denver, St. Louis, Philadelphia, and Washington, D.C.

## Pretrial Reform

BJA's Pretrial Justice TTA Initiative coordinates and provides mentor opportunities for jurisdictions that are currently engaged in pretrial reform. BJA's TTA provider, the Pretrial Justice Institute (PJI), provides regional training and peer-to-peer mentoring opportunities for criminal justice professionals (including law enforcement, the judiciary, prosecution, victims' rights, defense, jail administrators, and state and local government officials) throughout the country.

Significant FY 2013 results from PJI include the following:

- Continued to work with the Pretrial Justice Working Group (PJWG) and its subcommittees to address the recommendations of the 2011 National Symposium on Pretrial Justice ([www.pretrial.org/infostop/pjwg/national-symposium-pretrial-justice](http://www.pretrial.org/infostop/pjwg/national-symposium-pretrial-justice)). The 2012 PJWG progress report was published in early 2013 ([www.pretrial.org/download/pji-reports/PJI-PJWG-ProgressReport.pdf](http://www.pretrial.org/download/pji-reports/PJI-PJWG-ProgressReport.pdf)).
- Promoted the evidence-based Colorado Pretrial Assessment Tool (CPAT). Activities included creating a guide for administering CPAT throughout the state and training local program directors and other stakeholders about implementing and using CPAT. PJI also published *Pretrial*

*Performance Measurement: A Colorado Example of Going From the Ideal to Everyday Practice.*

- In partnership with the National Judicial College, developed a model curriculum for judges on pretrial release decisionmaking. The curriculum was piloted in Delaware to the entire bench of bail-setting magistrate judges.
- PJI's Pretrial Justice TTA Initiative also supports an online help desk ([www.pretrial.org](http://www.pretrial.org)) that organizes materials related to learning the what, why, and how of pretrial justice challenges and improvements and includes a bibliography on pretrial research. In September 2013, PJI launched a completely revamped version of this web site. PJI also shares information through social media and a biweekly newsletter ([www.pretrial.org/blog/newsletter-archive](http://www.pretrial.org/blog/newsletter-archive)) with a readership of about 300 that is regularly featured in publications of organizational partners.

## Right to Counsel/Holistic Defense

BJA funded the Center for Holistic Defense, a project of The Bronx Defenders. The center is a national TTA resource center for public defender offices, individual advocates, policymakers, and others who seek to adopt a more holistic approach to the defense of indigent clients who have been arrested and criminally charged. Holistic defense broadens the scope of public defense beyond criminal representation to also address the circumstances driving clients into the criminal justice system and the devastating consequences of criminal justice involvement.

Significant FY 2013 results include the following:

- Provided 12 months of indepth technical assistance to the Alameda County Public Defender in Oakland, California; the Shelby County Public Defender in Memphis, Tennessee; the Public Defender for the City of Atlanta, Georgia; the Santa Clara County Public Defender in San Jose, California; the Arch City Defenders in St. Louis, Missouri; and the Jefferson County Public Defender in Birmingham, Alabama.
- Provided shorter term TTA to defender offices and at conferences and symposia across the county.

For more information about the center and to view a detailed report on the 2014 Holistic Defense Symposium, visit [www.bronxdefenders.org](http://www.bronxdefenders.org).

## 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 tribes in improving their justice systems and access to those systems. The grants are targeted to nonprofit organizations with a 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 2013, the TCCLA Program received 18 applications, and 5 awards were made totaling almost \$2 million: 2 awards for Category 1, Civil Legal Assistance, and 3 awards for Category 2, Criminal Legal Assistance.

Significant FY 2013 results include the following:

- In the Civil category, the Native American Disability Law Center partnered with the Navajo Nation Council to develop the Tribal Guardianship Code Development Project, a tribal guardianship code project that preserves tribal sovereignty while protecting the due process rights of indigent American Indians with disabilities facing tribal court systems. The project expanded the role and involvement of the family inherent in many tribal communities. Navajo families provided input to development of a draft code, which was circulated to the Navajo judicial community and DOJ for comment and review.
- In the Criminal category, New Mexico Legal Aid's Native American Program (NAP) participated in the development of the Zuni Pueblo Healing to Wellness Court. NAP advocated to agencies participating in development that a public defender should be included as part of program services. The Zuni Tribal Constitution Revision Committee requested NAP's input into the revision of its constitution. NAP developed a

pro se packet for criminal defense in the Zuni Tribal Court outlining rights under the current Zuni constitution and tips for defending oneself.

To learn more about the TCCLA Program, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=102](http://www.bja.gov/ProgramDetails.aspx?Program_ID=102).

## Tribal Law and Order Act

The Tribal Law and Order Act (TLOA) provides legislative authorities and resources to tribes to expand felony sentencing for certain crimes, establishes new minimum standards for protecting defendants' rights in the tribal court system, and encourages federally recognized Indian tribes to consider using alternatives to incarceration or correctional options as a justice system response to crime in their communities. BJA has implemented a number of these authorities. This year, BJA expanded allowable activities in CTAS to include TLOA activities such as the implementation of the enhanced sentencing authority. (See page 10 for more information on CTAS.) In addition, BJA continues to offer a range of TTA to support TLOA initiatives, including regional meetings of criminal justice policymakers, joint law enforcement training, technical assistance for tribal-state court forums, and pilot initiatives such as joint jurisdictional courts and national web sites to share information. BJA also implemented new TTA support through its TCCLA Program to Indian tribes and tribal justice systems in their work toward enhanced sentencing and indigent defense activities.

Significant FY 2013 TTA results include the following:

- The first four installments of a six-part webinar series on TLOA implementation was released by BJA, APPA, the Tribal Justice Institute, and National Judicial College's National Tribal Judicial Center. The webinars provide information to tribes moving forward with TLOA planning and implementation, including assistance with identifying impacts on tribal resources and dispelling myths. The webinars can be found on APPA's web site.
- The Western Community Policing Institute offers joint jurisdictional law enforcement awareness training for line officers and their supervisors who are responsible for

building, implementing, and sustaining tribal-state-local collaborative partnerships on public safety.

- The Walking on Common Ground web site ([www.walkingoncommonground.org](http://www.walkingoncommonground.org)) provides news, updates, and resources for promoting and facilitating tribal-state-federal collaborations.

## Tribal Justice Exchange

BJA funds the Center for Court Innovations' Tribal Justice Exchange, which provides TTA for tribal communities to address community-based practices; encourage formal collaborations between traditional tribal justice systems and state and local court systems; and identify and disseminate best practices developed in Indian Country that could be applied to public safety initiatives elsewhere in the United States.

Significant FY 2013 results include the following:

- The Pascua Yaqui Tribe launched the Attendance Achievement Program to combat truancy among tribal youth. During the first year, the program enrolled 58 tribal members in grades 1–8 who had been cited for chronic absenteeism. By providing coordinated services to students and families, the program reduced the average number of missed school days by 39.7 percent.
- The Colorado River Indian Tribes initiated changes to its court system to develop a community court model. Changes include using evidence-based tools to identify offenders' risks and needs, expanding community-based alternatives to incarceration, and promoting accountability through improved case management technology and ongoing judicial monitoring.
- The Navajo Nation continued to implement and enhance the Aneth Community Court, the first community court in Indian Country. The tribe hired a resource coordinator who is responsible for assessing the needs of defendants, linking defendants to individualized services, leading court-supervised community service projects, and monitoring defendants' compliance with court orders.

To learn more about TTA through the Tribal Justice Exchange project, visit [www.courtinnovation.org/tribal](http://www.courtinnovation.org/tribal).



## Chapter 3

# Integration of Evidence-Based, Research-Driven, and Field-Initiated Strategies into the Programs BJA Administers and Supports

Programs based on solid research and data benefit every aspect of the criminal justice system. They make law enforcement safer and more effective, they improve court and corrections outcomes by lowering recidivism and introducing efficiency, and they improve communities by deterring crime and enhancing public safety. They also save taxpayers money by ensuring that every dollar goes to programs proven to work. BJA has a history of piloting innovative approaches, especially in the areas of drug courts, reentry, community corrections, and smart policing. In these areas, BJA staff have reviewed, summarized, and translated the latest research for the field. They have also identified the key model components and included these requirements, along with the translated research, in funding solicitations. BJA continues to systemically integrate and translate research knowledge and methods, as well as data, into its everyday processes and procedures.

### Encouraging Innovation: Field-Initiated Programs

BJA's Encouraging Innovation: Field-Initiated Programs is designed to support programs that seek to prevent and reduce crime and enhance the criminal justice system through collaboration, working with the field to identify, define, and respond to emerging or chronic crime problems and systemic issues. The strategies funded under this program include trying new approaches, addressing gaps in responses, building or translating research knowledge, and building capacity to address field-defined issues. The program provides an opportunity for a small number of local, state, tribal, and national projects to bring fresh perspectives and ideas to enhance practices and prevent crime in the field.

In FY 2013, BJA piloted a new two-phase solicitation process aimed at improving the quality of grant applications while saving applicant and federal agency time. In phase one, applicants submitted a concept paper that briefly described the criminal justice problem

to be addressed and the applicant's innovative or strategic proposal to address the issue. Subject matter experts on staff reviewed the concept papers and recommended which papers should move forward. In phase two, applicants submitted full applications, which were then reviewed and selected according to the standard OJP peer review process.

In FY 2013, BJA made 11 awards in two categories to state, local, and national organizations totaling more than \$4 million. Four awards were made to category 1 applicants, which proposed to test a strategy at the state, local, or tribal level; document implementation; and develop tools to support national replication. Category 1 awards totaled approximately \$1.5 million. Seven awards were made to category 2 applicants, which proposed to develop national or regional strategies that address a critical need or gap in the field.

FY 2013 funded projects include the following:

- A category 1 project in Ohio in the amount of \$372,705 will develop a formal statewide mechanism through which researchers can partner with practitioners to conduct evaluations of promising programs and share information and expertise to provide evidence-based solutions to crime problems. The awarded organization will provide research, evaluation, data analysis, and other technical support directly to local Ohio agencies that seek assistance in solving local crime and justice problems.
- A category 2 project in South Dakota in the amount of \$399,244 will focus on administration segregation reform in the South Dakota Department of Corrections (SDDOC). The project will assess current administrative segregation practices within the SDDOC and use those assessment results to implement data-driven alternative strategies to safely and effectively reduce administrative segregation bed days and reduce the safety risks posed by inmates during and after their time in special housing. The project will share lessons learned with other states.

For more information on BJA's Encouraging Innovation: Field-Initiated Programs, visit [www.bja.gov/ProgramDetails.aspx?Program\\_ID=105](http://www.bja.gov/ProgramDetails.aspx?Program_ID=105).

## Smart Suite Programs

BJA's Smart Suite of programs promotes strategic partnerships between criminal justice practitioners and local research partners to identify and implement the most effective strategies to reduce and prevent crime in their communities. This model is evident in the following BJA programs:

- Project Safe Neighborhoods is a nationwide commitment to reduce gun, gang, and crime violence by networking with existing local programs that target these issues and providing them with the tools necessary to be successful.
- The Smart Policing Initiative assists police departments in identifying effective tactics for addressing specific crime problems based on rigorous analysis and promoting organizational change using evidence-based strategies. (To learn more about SPI, see page 7.)
- The Smart Prosecution Program will fund county and city prosecutors to develop initiatives that use local criminal justice data to develop effective and economical prosecution strategies regarding specific crime problems in their jurisdictions.
- The Smart Pretrial Program will test the cost savings and public safety enhancements that can be achieved when jurisdictions move to a pretrial model that uses risk assessment to inform decisionmaking and employs best practice strategies for risk management (such as supervision and diversion).
- The Answering Gideon's Call Program (Smart Defense) will contribute to indigent defense by encouraging and providing TTA for the development of innovative, data-driven approaches to indigent defense delivery systems.
- The Smart Supervision Program is designed to develop more effective and evidence-based probation programs that effectively address offenders' needs, reduce recidivism, and improve probation and parole success rates, which will in turn improve public safety and save taxpayer dollars.
- The Byrne Criminal Justice Innovation Program, part of the Obama Administration's Neighborhood Revitalization Initiative, works to improve community safety through communitywide partnerships that target neighborhoods with serious crime hot spots and employ data-driven, cross-sector

strategies to reduce crime and violence. (To learn more about BCJI, see page 2.)

## Demonstration Field Experiments

BJA and NIJ are jointly conducting two demonstration field experiments (DFE) in the areas of probation and post-release community supervision. DFEs produce new knowledge in key areas of criminal justice by applying the rigor of science to program implementation and then (1) evaluating those programs through randomized controlled experiments, (2) tracking and coaching for program fidelity, and (3) strengthening data collection and analysis. In both cases, BJA funds the demonstration sites and NIJ funds evaluation efforts.

The first project, the Honest Opportunity Probation with Enforcement (HOPE) DFE, is replicating the Hawaii Opportunity Probation with Enforcement model. The four sites selected for this DFE are being rigorously tested to determine whether the HOPE model can promote the successful widespread completion of probation for high-risk probationers.

The second project, the Changing Attitudes and Motivation in Parolees DFE, plans to significantly expand the body of evidence associated with improving the outcomes for offenders reentering the community. Based on a crime desistance-based reentry model, this multisite DFE will examine how post-release interactions, programs, services, and activities affect parolees. The results from this DFE are expected to enhance the knowledge base for working with post-release offenders in the community. BJA and NIJ are currently working with the National Institute of Corrections to finalize the curricula and TTA plan for this effort.

## Risk-Needs-Responsivity Simulation Tool

BJA collaborated with George Mason University (GMU) and the University of Massachusetts-Lowell to develop a Risk-Needs-Responsivity (RNR) Simulation Tool. The simulation tool is designed to help federal, state, and local agencies and nonprofit organizations use the evidence-based RNR approach to define the types and nature of correctional options available in their jurisdictions. The tool has three goals: “Assess Your Jurisdiction” helps practitioners define the type and nature

of correctional options available in their jurisdictions; “Assess Your Program” enables practitioners to assess existing programs based on intensity of liberty restrictions, treatment offered, content, implementation, and quality; and “Assess an Individual” enables practitioners to assess an individual’s programming needs based on risk and criminogenic needs. This customizable tool uses a database compiled from national, state, and local data to assess reductions in recidivism. It is currently being piloted in multiple U.S. jurisdictions.

To view the final version of the RNR Simulation Tool, visit [www.gmuace.org/research\\_rnr.html](http://www.gmuace.org/research_rnr.html).

## Skills for Offender Assessment and Responsivity in New Goals

BJA partnered with GMU to develop Skills for Offender Assessment and Responsivity in New Goals (SOARING2), a web-based training system for building knowledge and skills associated with evidence-based practices for the effective management of offenders. SOARING2 training consists of five modules—Risk-Need-Responsivity, Motivation and Engagement, Case Planning, Problem Solving, and Desistance—that are designed to encourage the use and sustainability of evidence-based practices, which in turn can improve offender management outcomes. Individuals can complete the online training at their own pace and return to the material as needed. A number of probation offices have requested and administered the SOARING2 training. A module for tribal-focused use is currently in development.

To learn more about SOARING2, log in to the system at <http://soaring2.gmuace.org>.

## Science Advisory Board

BJA continued to work with the OJP Science Advisory Board BJA subcommittee, which consists of a group of experienced criminal justice researchers tasked with reviewing BJA programs and making recommendations to encourage evidence-based principles and greater relevance to practitioners. This subcommittee focuses on helping BJA improve its strategies and capacity for program evaluations, program implementation, and methods to foster strong researcher-practitioner

partnerships. The subcommittee also provides information and suggestions to help BJA clarify models of change, enhance data collection and measurement in the field, strengthen organizational arrangements at the local level, and translate research for grantees and practitioners to use.

To learn more about the OJP Science Advisory Board, visit <http://ojp.gov/sab.htm>.

## Research-Practitioner Partnerships

BJA is partnering with Michigan State University to develop and test the Violence Reduction Assessment Tool (VRAT). VRAT assists communities with (1) assessing their local violent crime problems; (2) identifying evidence-based and promising strategies for reducing violent crime; and (3) linking communities to resources to reduce violence. VRAT will also assist communities in assessing their capacity to effectively implement these measures and identifying concrete steps to maximize the likelihood of effective implementation.

Additionally, BJA began working with the Ohio Office of Criminal Justice Services (OCJS) to support its development of a formal mechanism for criminal justice practitioners to gain access to, and funding for, experts in the field who are willing to provide practical, evidence-based solutions to obstacles faced by communities. OCJS is encouraging the use of evidence-based principles by providing research, evaluation, data analysis, and other technical support at no cost to local Ohio agencies that seek assistance. OCJS currently consists of 38 criminology and criminal justice researchers from 12 colleges and universities across Ohio.

## BJA's National Training and Technical Assistance Center

NTTAC facilitates the delivery of high-quality, strategically focused TTA to support the broad range of BJA program areas. NTTAC also reinforces BJA's commitment to evidence-based strategies. It provides guidance to grantees and non-grantee criminal justice professionals to replicate model programs and approaches, increase knowledge and the use of best practices,

promote emerging technologies and proven strategies, and assist agencies and jurisdictions in identifying and addressing their unique operational and programmatic needs.

NTTAC services include curriculum development, data analysis, onsite and distance learning training, peer-to-peer visits, research and information requests, and strategic planning assistance. In FY 2013, NTTAC coordinated 78 TTA requests across 6 topics areas, which represented an 11 percent increase from FY 2012.

Significant FY 2013 results include the following:

- NTTAC designed and launched its web site ([www.bjatrain.org](http://www.bjatrain.org)), which had more than 10,000 visitors and nearly 93,000 page views, 137 news and event postings, 7 TTA spotlights, and 5 TTA Today blog posts.
- The Boston Police Department (BPD) requested TTA to address reentry challenges using Geographic Information Systems (computerized mapping technology). The mapping results helped determine neighborhoods with high concentrations of returning inmates, the risks and needs of those inmates, and gaps in service. The Criminal Justice Institute (CJI) worked with BPD, the Massachusetts Department of Correction, and various service providers to gather data, discuss strategies, and make recommendations. Ultimately, CJI equipped BPD and the community with the tools necessary for managing returning inmates more effectively.
- The Washington State Department of Corrections requested TTA to implement a probation model of community supervision that employs "swift-and-certain" sanctions, an evidence-based response to probation violations mandated by Washington State law in 2012. Though the full impact of this request will not be evaluated until it is completed, updates from the TTA provider, Pepperdine University, have demonstrated some immediate impact. For example, through onsite meetings with the implementation team, Pepperdine University was able to proactively troubleshoot barriers to implementation of swift-and-certain sanctions and develop coaching and training materials for problem-solving concerns.

To learn more about NTTAC's services and resources, go to [www.bjatrain.org](http://www.bjatrain.org).





## Chapter 4

# Increase in Program Effectiveness With a Renewed Emphasis on Data Analysis, Information Sharing, and Performance Management

**B**JA believes that effective program management starts with meaningful performance measurement. Performance measurement is a research technique and tool used by BJA to collect and assess individual grantee output and outcome data, which is then synthesized and analyzed to inform program management decisions. Well-executed performance measurement improves program outcomes, makes more cost-effective use of grant funding, and helps BJA meet the requirements of the Government Performance and Results Modernization Act (Public Law 111-352).

BJA uses performance measures to track grantee progress toward program goals and objectives and serves as an accountability tool. Program performance measures are indicators, outputs, statistics, or metrics used to gauge program activity, processes, and performance, conveying the extent to which each program's activities or goals are being met. BJA uses performance measures for setting or adjusting program and TTA priorities, allocating resources, adopting new program approaches or changing processes, and sharing these with appropriate stakeholders.

In addition, BJA continued to emphasize its GrantStat process to continuously analyze and monitor grant and program performance. GrantStat is based on the CompStat model, which is often used in policing to identify emerging trends, discuss these trends regularly among staff, and deploy resources based on these trends.

### Performance Measurement

In FY 2013, BJA continued to invest in the Performance Measurement Tool (PMT), [www.bjaperformancetools.org](http://www.bjaperformancetools.org), for its grantees to report performance measurement data. BJA uses a comprehensive analysis process to produce performance reports on grantee data to increase accountability and transparency. 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.

Significant FY 2013 results include the following:

- BJA added new performance measures in PMT for the following programs:
  - PREA (Zero Tolerance) Program.
  - BCJI.
  - Smart Supervision Program.
  - Consolidated Tribal Assistance Solicitation Program for certain tribal initiatives.
  - Affordable Care Act (for programs providing direct services).
- BJA now collects comprehensive performance measurement data in PMT for 21 programs.
- BJA worked with stakeholders, practitioners, and the U.S. Government Accountability Office to refine performance measures for the following programs to ensure continued relevancy, consistency, and accuracy:
  - Residential Substance Abuse Treatment Program.
  - Adult Drug Court Program.
  - Harold Rogers Prescription Drug Monitoring Program.
  - Tribal Civil and Criminal Legal Assistance.
  - Edward Byrne Memorial Justice Assistance Grant Program.
- BJA published reports based on grantee performance data to increase transparency and accountability. Examples include the following:
  - *Grant Activity Report: Justice Assistance Grant (JAG) Program* (April 2012–March 2013), available at [www.bja.gov/Publications/JAG\\_LE\\_Grant\\_Activity\\_03-13.pdf](http://www.bja.gov/Publications/JAG_LE_Grant_Activity_03-13.pdf).
  - *Program Performance Report: Smart Policing Initiative Grant Program* (January–June 2013), available at [www.bja.gov/Publications/SPI\\_PPR\\_Jan-Jun2013.pdf](http://www.bja.gov/Publications/SPI_PPR_Jan-Jun2013.pdf).
  - *Program Performance Report: Enhancement Grantees of the Adult Drug Court Discretionary Grant Program*

(Federal Fiscal Year 2012 Report: October 2011–September 2012), available at [www.bja.gov/Publications/DrugCtEnhancement\\_PPR\\_09-12.pdf](http://www.bja.gov/Publications/DrugCtEnhancement_PPR_09-12.pdf).

- *Program Performance Report: Implementation Grantees of the Adult Drug Court Discretionary Grant Program* (Federal Fiscal Year 2012 Report: October 2011–September 2012), available at [www.bja.gov/Publications/DrugCtImplementation\\_PPR\\_09-12.pdf](http://www.bja.gov/Publications/DrugCtImplementation_PPR_09-12.pdf).
- *Program Performance Report: Residential Substance Abuse Treatment (RSAT) Program* (April–September 2012), available at [www.bja.gov/Publications/RSAT\\_PPR\\_09-12.pdf](http://www.bja.gov/Publications/RSAT_PPR_09-12.pdf).
- *Fact Sheet on Second Chance Act Grant Program Accomplishments* (October 2009–September 2013), available at [www.bja.gov/Publications/SCA-FS-Oct09-Sep13.pdf](http://www.bja.gov/Publications/SCA-FS-Oct09-Sep13.pdf).

## GrantStat

Through GrantStat, BJA uses programmatic, performance, and other grant-level information to closely scrutinize its grant programs. Using this model, BJA holds accountable those involved with BJA-funded grants, including grantees, BJA staff, and TTA partners. The analysis assesses whether grantees are implementing the program model with fidelity and reaching the intended target population and identifies how the solicitation guidelines and TTA strategy can enhance program implementation.

GrantStat's overall goal is to increase the success of the program and all grantees by proactively identifying areas of concern and success and taking action to address those concerns.

Significant FY 2013 results include completing a GrantStat review of the following programs:

- Adult Drug Court Program.
- SCA Co-Occurring Disorder Program.
- Intellectual Property Enforcement Program.

# Bureau of Justice Assistance Information

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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](http://www.bja.gov/contactus.aspx)

Web site: [www.bja.gov](http://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

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Questions/comments: [www.ncjrs.gov/App/ContactUs.aspx](http://www.ncjrs.gov/App/ContactUs.aspx)

Web site: [www.ncjrs.gov](http://www.ncjrs.gov)

Clearinghouse staff are available Monday through Friday, 10 a.m. to 6 p.m. eastern time.



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