



BUREAU OF JUSTICE ASSISTANCE
FY 2010 ANNUAL REPORT TO CONGRESS

SOLUTIONS

FOR SAFER COMMUNITIES

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

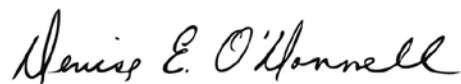
TO THE SPEAKER OF THE HOUSE OF REPRESENTATIVES AND THE PRESIDENT PRO TEMPORE OF THE SENATE:

Pursuant to the Omnibus Crime Control and Safe Streets Act of 1968, as amended by the Anti-Drug Abuse Act of 1988 (Public Law 100-690), in accordance with Section 522, I am pleased to transmit the Bureau of Justice Assistance Annual Report for Fiscal Year 2010.

This report also includes information pursuant to:

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

Respectfully submitted,



Denise E. O'Donnell

Director, Bureau of Justice Assistance

Washington, D.C.

September 2011

MESSAGE FROM THE DIRECTOR

The Bureau of Justice Assistance (BJA), a component of the U.S. Department of Justice's Office of Justice Programs, was created in 1984 to help America's local, state, and tribal governments reduce violence and restore security in communities and thereby improve the efficiency and effectiveness of our nation's criminal justice system. For nearly 30 years, BJA's mission has been to promote sound policy, develop effective partnerships with the field, promote accountability, offer technical assistance and training, and encourage local control of the programs the agency supports. BJA's leadership, along with the varied services we provide, has been essential to both identifying and putting into practice the most up-to-date, evidence-based approaches to criminal justice.

This Report to Congress describes the funding, technical assistance, and diverse resources BJA provided in fiscal year (FY) 2010 to support jurisdictions in their efforts to reduce and prevent crime. We are proud to highlight the many examples of communities and organizations throughout the nation that used BJA's resources to make a difference in their communities.

The diversity of projects and activities has been impressive, ranging from the first-ever Smart Policing National Meeting, which enabled the Smart Policing community to share best practices and collaboration on goals; to launching a new JAG Showcase that highlights the most innovative, results-oriented projects that have been funded with Edward Byrne Memorial Justice Assistance Grant money in the past several years; to developing community-based transition facilities to address the needs of offenders in secure facilities who would not otherwise have access to reentry services; to modifying the Drug Court model to include Veterans' Treatment Courts that serve veterans struggling with addiction, serious mental illness, and/or co-occurring disorders, including serious, undertreated ailments like post-traumatic stress disorder and traumatic brain injuries, both of which can produce higher rates of drug abuse, domestic violence, and other criminality.

BJA also administers programs like the Public Safety Officers' Benefits (PSOB) Program, a unique partnership among the Department of Justice and local, state, federal, and national public safety organizations, which provides death and education benefits to survivors of fallen law enforcement officers, firefighters, and other first responders. To honor those who made the ultimate sacrifice, in May 2010, during National Police Week, the PSOB Office introduced "The Heroes Walk," a visual display of photographs and key information regarding each fallen law enforcement officer whose claim the PSOB Office had recently determined or received.

Yet another successful program has been the Nationwide Suspicious Activity Reporting Initiative, which enables law enforcement agencies to appropriately identify and share suspicious activity data, “connect the dots,” and protect communities against terrorism. During FY 2010, training emerged as one of the top priorities of the initiative, with a focus on training chief executives, fusion center analysts, and frontline officers.

As BJA's Director, it is an honor to see how technical assistance, training, funding, and other resources from BJA have enabled communities to build exciting, worthwhile projects tailored to their local needs and conditions. Some of the most successful crime enforcement and prevention initiatives within this report highlight the good ideas that are generated in the field. I applaud the many achievements of the men and women in our communities who, with the support of BJA and collaborative efforts at the state and local levels, have made such a difference in their communities.

BJA is proud to have played a role in these successes, as well as those of the numerous programs and initiatives that BJA has funded in FY 2010. For more details about these programs, including success stories, links to the resources mentioned, and online access to data on BJA funding by state and locality, visit the online version of this report at www.bja.gov/AR.

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FY 2010 AT-A-GLANCE

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

In fiscal year (FY) 2010, BJA focused its programmatic and policy efforts on providing a wide range of resources to law enforcement, courts, corrections, treatment, justice information sharing, and community-based partners to address emerging and chronic crime challenges nationwide.

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

In FY 2010, BJA focused on several key justice priorities facing America's communities. These priorities addressed the Department of Justice's strategic goals and objectives and included:

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

A brief look at a few of the many programs administered by BJA in FY 2010 reveals the following:

Edward Byrne Memorial Justice Assistance Grants provided more than \$450 million to 50 states, the District of Columbia, and 5 territories for local, state, and tribal justice initiatives.

The **Bulletproof Vest Partnership Program** distributed more than \$37 million to over 4,100 jurisdictions.

Public Safety Officers' Benefits were approved for 144 FY 2010 claims to provide benefits to survivors of America's fallen heroes.

The **Global Justice Information Sharing Initiative** assisted states and local communities nationwide in overcoming obstacles to sharing information appropriately and securely.

State and Local Anti-Terrorism Training Program trainers delivered nearly 80 workshops on terrorism interdiction, investigation, and prevention to more than 6,500 law enforcement professionals.

The **Nationwide Suspicious Activity Reporting (SAR) Initiative** (NSI) Program Management Office was established in March 2010 to coordinate existing resources and further develop and deploy NSI.

Second Chance Act funds of more than \$82 million allowed communities to provide critical services to returning offenders and ensure necessary accountability.

Justice and Mental Health Partnerships Collaboration funding provided \$10.2 million for 62 site-based grants to states and units of local government, and intensive training and technical assistance was provided to 43 FY 2009 grantees.

Adult Drug Court funding of \$29 million enabled 110 jurisdictions to develop and implement drug treatment courts.

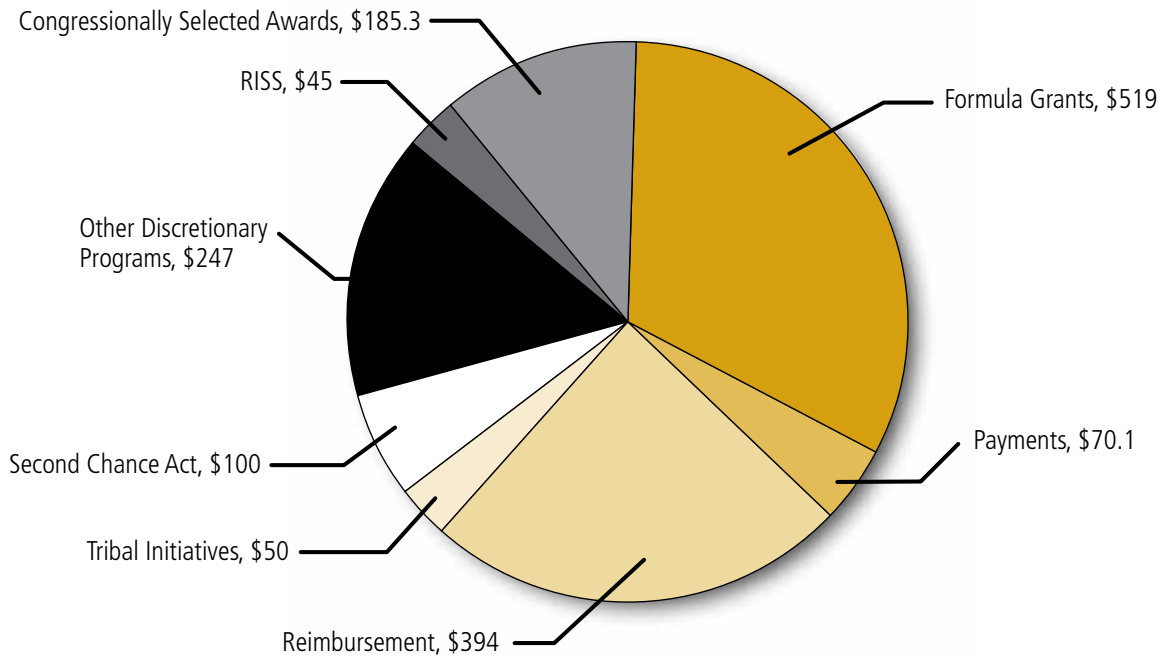
Tribal Initiatives were bolstered through three programs totaling approximately \$36 million for courts, treatment, and corrections efforts, which were awarded through the Department of Justice's Coordinated Tribal Assistance Solicitation.

The **Internet Crime Complaint Center (IC3)**—a partnership of BJA, the Federal Bureau of Investigation, and the National White Collar Crime Center—registered more than 300,000 complaints for analysis by IC3 experts.

Through the **Anti-Human Trafficking Task Force Initiative**, 41 task forces are in operation, and BJA, in partnership with the Office for Victims of Crime, released a strategy and operations e-guide.

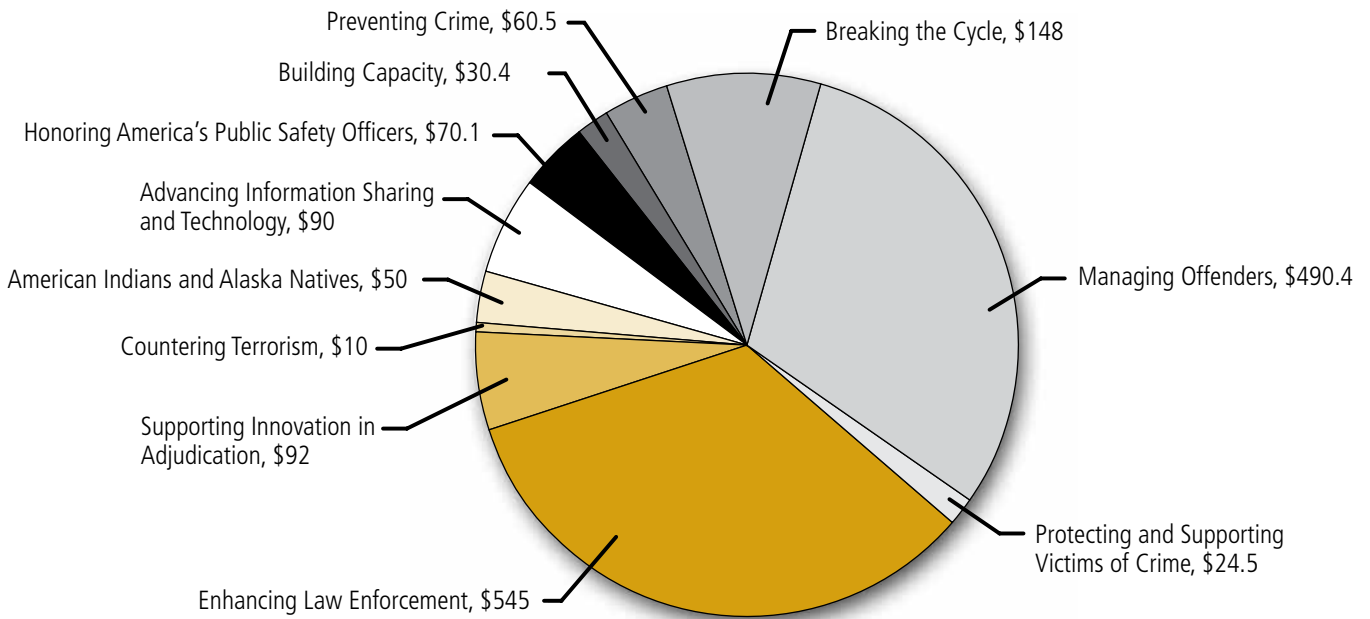
These and other BJA efforts reflect the dedication, commitment, and successes of a nation of justice partners who believe that more can always be done to help reduce and prevent crime and enhance the criminal justice system.

FY 2010 Appropriations for BJA-Appropriated Programs (in \$ millions)



FY 2010 Funding by BJA Program Areas (in \$ millions)*

*Does not include congressionally selected awards



CHAPTER 1

ENHANCING LAW ENFORCEMENT INITIATIVES

The Bureau of Justice Assistance (BJA) supports initiatives that address the prevention, suppression, and subsequent reduction of violent crime and gang activity and provides resources, including training and technical assistance (TTA), to law enforcement agencies and the communities they serve. These initiatives include smart policing, multiagency task forces, forensics, drug market intervention, mortgage fraud, intellectual property, officer safety, and leadership development. More information on these initiatives and their success stories can be found in the online annual report, available at www.bja.gov/AR.

Edward Byrne Memorial Justice Assistance Grant Program

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program, the leading source of federal justice funding to state and local jurisdictions, provides states, tribes, and local governments with critical funding necessary to support a range of program areas, including law enforcement, prosecution and the courts, prevention and education, corrections and community corrections, drug treatment and enforcement, planning, evaluation, technology improvement, and crime victim and witness initiatives. JAG awards have a 4-year project period, but funds are distributed up front

rather than on a reimbursement basis, allowing recipients to earn interest on their awards and generate additional funding for successful initiatives and future projects.

On average, more than 40 percent of annual JAG funding is allocated to law enforcement personnel, initiatives, and equipment, including multijurisdictional drug and gang task forces, police cruisers, and less-than-lethal devices. In FY 2010, JAG-funded task forces reported disrupting 1,507 drug trafficking organizations. Further, 641 drug trafficking organizations were dismantled, and 53,651 individuals were arrested on felony charges and 18,352 on misdemeanor charges.

In FY 2010, BJA processed 1,578 local and 56 state applications for JAG funding totaling more than \$450 million (approximately \$300 million to states and territories and \$153 million to local units of government). In addition to this FY 2010 JAG funding, BJA also awarded more than \$3 million in remaining 2009 American Recovery and Reinvestment Act funding to 120 local jurisdictions.

Smart Policing Initiative

Several longitudinal studies have shown that a small number of offenders are responsible for a disproportionate amount of crime. Research

also has shown that many of these crimes are clustered at specific locations or in narrow, easily defined areas. Therefore, effective policing requires a tightly focused, measurable approach based on sound, detailed analysis. The Smart Policing Initiative (SPI) builds on the concepts of “offender-based” and “place-based” policing.

In October 2009, BJA partnered with the CNA Corporation, a nonprofit research and analysis institution, to provide targeted TTA to local police departments. SPI practices focus on strategic planning; effective use of traditional and nontraditional information sources; social marketing, collaboration, and community outreach; strategic targeting of problematic people and places; and the use of intelligence to increase police organizations’ efficiency and effectiveness in times of diminished public resources.

To assist the SPI sites:

- CNA hosts monthly technical assistance conference calls, during which it receives project updates from each site and offers technical assistance and recommendations for action.
- The information gathered from these calls is used to develop and distribute technical assistance materials that directly benefit the Smart Policing community (e.g., reports, job aids, case studies, and webinars).
- BJA and CNA conducted a 2-day Inaugural Smart Policing National Meeting in May 2010, which marked the first opportunity for the Smart Policing community to meet, collaborate on project goals, share best practices, review important implementation components, and learn about police innovation.

BJA and CNA also launched a new web site, www.smartpolicinginitiative.com, which provides a clearinghouse of data, case studies, podcasts, transcripts from major sessions at the

national meeting, a secure-access discussion forum for the Smart Policing community, and other resources.

Project Safe Neighborhoods

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

In addition to the PSN strategy—which brings together state and local law enforcement, corrections, the local community, and other key stakeholders in the local jurisdictions—BJA also coordinates the national PSN Anti-Gang Training, which is tailored to address the concerns of criminal justice practitioners at multiple levels as well as intervention/prevention personnel and community members. There are four program tracks:

- The 1-day Executives Track is presented in a roundtable format for key leaders and decisionmakers to increase their awareness about, and develop a strategy for addressing, local criminal gang issues and initiatives.
- The 2½-day Line Law Enforcement Track provides law enforcement officers, corrections personnel, and probation and parole officers with information to help them address relevant issues.
- The 2½-day Investigators and Prosecutors Track enables these professionals to explore gang topics in depth.

- The 2½-day Intervention and Prevention Track provides specific information for educational and other professionals who interact with gang-involved youth.

During FY 2010, BJA and its national partners accomplished the following:

- Delivered 18 PSN Anti-Gang trainings to a total of 5,133 sworn and non-sworn personnel throughout the United States, with 6 scheduled for 2011.
- Partnered with the National District Attorneys Association (NDAA), enabling it to publish a newsletter on civil gang injunctions and a monograph titled *Firearms Identification in the Forensic Science Laboratory*.
- Responded to 50 more requests for supplemental TTA than had been made in 2009.
- Provided approximately \$11.8 million in direct grants for local PSN initiatives. These grants supported the delivery and implementation of the PSN strategy to the communities and task forces within the districts as they continued to expand their gang and gun reduction efforts. Each of the 93 federal judicial districts was eligible to apply for a formula-based allocation, based on crime and population.
- Provided \$2.9 million to support critical PSN TTA activities in those jurisdictions with a high volume of gun- and gang-related crime.

Center for Task Force Training

In response to escalating multijurisdictional crime and criminal organizations, local law enforcement has turned increasingly to multiagency task forces. BJA, in partnership with the Institute for Intergovernmental Research (IIR), administers the Center for Task Force Training (CentTF) Program to support these task forces.

In FY 2010 BJA, through the CentTF Program (www.iir.com/Justice_Training/centtf), conducted 26 training events for nearly 1,500 law enforcement professionals representing 42 states and 2 territories. BJA worked with nationally recognized subject matter experts to promote effective task force management and command, increase officer safety awareness, and increase task force operational effectiveness through CentTF's Task Force Commander and Methamphetamine Investigation Management Workshops.

CentTF's Center for Task Force Leadership and Integrity (CTFLI) provided restricted-access, web-based training to 2,160 law enforcement officers. The distance-learning training focused on some of the most critical areas of task force organization and operations management, such as "Executive Leadership"; "Task Force Commander Leadership and Management"; and "Safeguarding Privacy, Civil Rights, and Civil Liberties in Task Force Operations."

National Forensic Science Training and Technical Assistance Program

Investigating and solving crimes often requires collaboration from myriad practitioners throughout the criminal justice system. BJA's collaboration with the National Forensic Science Technology Center (NFSTC) is focused on providing TTA to the law enforcement, forensic science, and legal communities to promote collaboration and provide educational opportunities in forensic science, policy, and practice. The TTA was accomplished through an annual training symposium on a specific forensic science discipline or subject, and through the provision of specialized onsite TTA. In addition, BJA will be developing a unique training package for criminal justice practitioners in multiple fields that will address the intersection of forensics and policy and practice.

In August 2010, NFSTC hosted an Impression and Pattern Evidence Symposium—cosponsored by the National Institute of Justice (NIJ), BJA, and the Federal Bureau of Investigation (FBI) Laboratory Division—which brought together more than 300 professionals from the law enforcement, forensic science, and legal communities to encourage information sharing, promote collaboration, and provide unique educational opportunities for impression and pattern evidence examiners. A post-conference survey revealed that:

- 98.8 percent of respondents would consider attending another Impression and Pattern Evidence Symposium.
- 95 percent of attendees were either “satisfied” or “very satisfied” with the overall symposium (59.3 percent were very satisfied; 36 percent were satisfied).
- When asked if the symposium content was appropriate and informative, attendees gave the conference a 4.45 rating on a scale of 1–5 (1 = very unsatisfied, 5 = very satisfied).

National Forensic Academy

Forensic investigations have become an increasingly important part of the administration of justice throughout the nation. Recently, forensic science in the United States has been described as “badly fragmented” and in need of standardization. Forensic practitioners, like so many other professionals, have found themselves doing more with reduced resources while also experiencing heightened scrutiny due to the popularity of crime-related media. There is a clear need for quality, interdisciplinary forensic training that affords the forensic practitioner the opportunity to become more effective as a practitioner and also provides a network of other forensic personnel and experts that he or she can call upon as a resource.

The National Forensic Academy (NFA) at the University of Tennessee offers an intensive 10-week training opportunity that provides law enforcement personnel in the field of forensic investigation with theoretical knowledge, practical application, and hands-on, realistic training while also enriching the forensic network of every attendee.

Begun in 2001 and funded by BJA since 2005, NFA has been the benchmark for forensic training because it increases the effectiveness of all of its graduates. Through its partnership with NFA, BJA is working to address the need for standardized training for forensic practitioners. Currently, NFA has 495 graduates from 47 states, the District of Columbia, and the Icelandic Police.

NFA brings together forensic experts from a multitude of disciplines who provide not only theoretical knowledge and demonstrations of forensic techniques, but also an opportunity for participants to apply what they have learned in realistic, hands-on exercises. In addition to the training that forensic practitioners receive during their time with NFA, they are also the beneficiaries of an extensive network made up of the instructors who make themselves available for assistance long after the practitioner has graduated. NFA also provides an opportunity for forensic practitioners to study for and attain International Association for Identification certification while they are participating in the NFA program.

During 2010, NFA developed and delivered a 40-hour shooting-incident reconstruction course as a result of ongoing requests from forensic practitioners. In addition, NFA hosted the 4th biennial Forensic Symposium in Nashville, Tennessee. Nearly 200 forensic practitioners attended and were given the opportunity to hear about best practices, lessons learned, and emerging forensic technology in addition to meeting many other forensic practitioners who broadened their professional network.

In FY 2010 alone, NFA delivered:

- Three 10-week sessions.
- Numerous 40-hour specialized forensic training courses.
- More than 30,000 contact hours of professional forensic training.

Returning Veterans Project

Current U.S. military actions in the Middle East, including the deployment of National Guard and Reserve units, are having a serious impact on law enforcement agencies around the country. In the years since the 9/11 bombings, sworn law enforcement and correctional officers who serve in our nation's reserve and guard units have been deployed for extended periods of time with their military units, often returning with either physical injuries or post-traumatic stress disorder (PTSD). Both may affect an officer's ability to return to his or her pre-deployment criminal justice position, thus impacting his or her agency's staffing levels and fiscal budgets.

In partnership with the International Association of Chiefs of Police (IACP) and its Employing Returning Combat Veterans as Law Enforcement Officers project, BJA created a series of guidebooks to assist both officers and agencies with the reintegration process following military deployments and to help agencies and individuals seeking employment to navigate the recruitment, training, and integration of former military personnel into our nation's law enforcement agencies. The guidebooks were released in both hard copy and electronically, and:

- IACP received a total of 392 requests for the guidebooks from various agencies and organizations in the first 2 months of availability.
- A total of 5,522 hard copies of the veterans' guides and 3,216 of the leaders' guides

were distributed in the final 2 months of FY 2010. BJA also made copies available at law enforcement conferences across the country.

- Approximately 9,770 documents were downloaded from IACP's web site during this same 2-month period.
- IACP began development of a user's survey for the guidebook and a guidebook for the families of veterans; both will be completed in FY 2011.

Drug Market Intervention

In FY 2008, BJA, through the Project Safe Neighborhoods initiative, developed a training continuum for local teams interested in implementing an open-air Drug Market Intervention (DMI) initiative that was commonly referred to as the "High Point model." DMI is a strategy that uses focused deterrence, intervention, and prevention to effectively eliminate illegal open-air drug markets and the crime, violence, and disorder associated with them.

The BJA-sponsored DMI training initiative, in partnership with Michigan State University (MSU), consists of a continuum of three trainings for up to 10 target sites interested in replicating the strategy. The first training consists primarily of presentations on the foundational elements of the strategy by various representatives from jurisdictions that have already implemented it. The second and third trainings build on the initial training by adding additional presentations on more advanced topics such as working with the media, how to collect data for performance measures, funding and resources, and sustainability issues. These later sessions also focus on problem solving through breakout sessions, in which teams have the opportunity to work with peers within their discipline as well as with other teams to work through the obstacles and challenges that they are facing

in implementing the strategy. They also have opportunities to consult with representatives from other successful communities that have experienced similar challenges and are able to provide counsel and advice.

Each selected site's team consists of a law enforcement officer, a local prosecutor, a community leader, and a social service provider, who attend all three trainings. Each team receives a site visit from a BJA technical assistance provider along with ongoing support to help local teams adapt the model to their unique local context. In addition, BJA's national partners have developed a training manual for target sites that interested jurisdictions may use to implement DMI locally.

Through the DMI Round III Training and Technical Assistance Request for Commitment (RFC), a total of eight applications were accepted by MSU, BJA, and DOJ for the following sites: Flint, Michigan; Guntersville, Alabama; Jacksonville, Florida; Lake County, Indiana; Montgomery County, Maryland; Quinault Indian Nation, Washington; Roanoke, Virginia; and New Orleans, Louisiana.

During FY 2010, BJA's national partners produced the following deliverables:

- MSU continued to maintain and make upgrades to the public DMI web site (drugmarketinitiative.msu.edu) as well as the secure site.
- MSU worked with the Center for Court Innovation to produce the High Point video. In addition to uploading the video to the public web site, MSU distributed more than 50 copies at trainings and meetings.
- The DMI *Implementation Guide and Lessons Learned* (www.bja.gov/pdf/DMIGuide.pdf) was updated and used as a training product and for technical assistance requests.

Bulletproof Vest Partnership

Although overall crime in the United States was down in 2010, deadly assaults against law enforcement officers rose by more than 20 percent. Efforts continue to develop protective body armor that provides maximum protection with increased coverage and comfort wearability.

The Bulletproof Vest Partnership (BVP) Program was created by Congress through the Bulletproof Vest Partnership Grant Act to help state and local jurisdictions purchase body armor vests for use by law enforcement agencies. Eligible state and local jurisdictions submit applications online in the BVP system (www.ojp.gov/bvpbasi) based on the number of officers in the jurisdiction and the vest replacement cycle used by each law enforcement agency in the jurisdiction.

As a consequence of a new vest standard established by the National Institute of Justice, in FY 2010, BJA updated the vest information in the BVP system to display only the latest, NIJ-certified vests. Additionally, a 50 percent match waiver was completed in the BVP grants management system to allow jurisdictions in financial hardship to use 100 percent of available BVP funds toward the purchase of a bullet-resistant vest. BJA also worked with national organizations, such as IACP, to ensure that all jurisdictions, especially those that have not applied previously, are aware of the program and the application requirements.

In FY 2010, BJA awarded more than \$37 million to over 4,100 jurisdictions.

Preventing Suicide Among Law Enforcement Officers

Suicide by law enforcement officers has increased significantly over the past decade, yet little has been done to directly address this issue. More officers die by their own hand

than by homicide or other line-of-duty deaths, yet training is developed as if the opposite were true. BJA recognizes the need to increase awareness about this problem and develop comprehensive tools to combat it.

In FY 2008, BJA partnered with the Florida Regional Community Policing Institute (FL RCPI) at St. Petersburg College to support the In Harm's Way: Law Enforcement Suicide Prevention Program. The goal of this program is to improve the probability that law enforcement officers contemplating suicide will seek help from mental health professionals, help command staff and peers recognize the behavioral red flags of a potential law enforcement suicide victim, foster an understanding about the myths and misconceptions of suicide, and reduce the rate of suicide among law enforcement officers over the long term.

Experts agree that suicide is complex and multifactorial, yet with prevention education and awareness, it is highly preventable. The intent of this program is to provide information to law enforcement command staff and officers about suicide prevention so that they can in turn educate and provide awareness to their colleagues. By offering train-the-trainer sessions and conference presentations, the program enables police practitioners to get the tools and information necessary to implement awareness and prevention programs at their respective agencies. Upon request, speakers make presentations for the states' chiefs and sheriffs associations and at key trainings and meetings to provide critical information, which can assist in bringing about a change in a police culture that tends to close its collective eyes to the topics of stress management, PTSD, and suicide. The FL RCPI web page (<http://PoliceSuicide.SPCollege.edu>) offers a plethora of resources, camera-ready materials that can be adapted for local departments and then reproduced, a speakers' bureau, and a host of other cutting-edge materials.

During FY 2010, as BJA's national partner, FL RCPI accomplished the following:

- Held six "Law Enforcement Suicide: Tactics for Prevention and Intervention" train-the-trainer classes across the country.
- Held two In Harm's Way: Law Enforcement Suicide Prevention conferences (New Jersey and Texas).
- Developed and maintained the In Harm's Way: Law Enforcement Suicide Prevention web site, which contains articles and publications on the topics of stress management, crisis intervention, and peer support.
- Spoke at six summits, conferences, meetings, and executive trainings across the country on the topic of law enforcement suicide prevention.

Mortgage Fraud

Mortgage fraud played a large role in the economic downturn starting in 2007. The FBI estimates that mortgage fraud costs \$4–\$6 billion in losses annually, with foreclosure rates in some communities exceeding 20 percent. The best, if not the only, way to attack this type of fraud is through multijurisdictional task forces, prosecution, and prevention.

The BJA mortgage fraud program has two major components:

1. Grants to state and local agencies to support prevention, detection, investigation, and prosecution of mortgage fraud. In FY 2010, six grants totaling more than \$7.7 million were added to the eight awards made in 2009.
2. A four-member training and technical assistance consortium formed in FY 2010 to provide state and local agencies and task forces with TTA on all facets of mortgage fraud, later adding an award to NDAA. The other consortium members are the National

White Collar Crime Center, National Crime Prevention Council, and St. Petersburg College Center for Public Safety Innovation.

National Gang Center

Street gangs are a serious problem in many U.S. communities. Reducing the number of crimes they commit and improving the quality of life in affected neighborhoods is a high priority for BJA. To that end, BJA partners with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to fund the National Gang Center (NGC), which for more than 15 years has contributed to reductions in gang-related crime and violence.

NGC provides national leadership and information to policymakers and researchers, and resources, training, and technical assistance to practitioners nationwide by:

- Conducting research on gangs, including the National Youth Gang Survey administered annually since 1995, thereby providing information about the nature of the national gang problem.
- Identifying new and promising anti-gang programs and best practices and disseminating information via the NGC web site (www.nationalgangcenter.gov) and other media.
- Providing TTA to communities that are planning and implementing anti-gang strategies.
- Providing specialized training to law enforcement.

NGC also developed and delivered the Gangs in Indian Country curriculum, a basic training in gang investigations especially designed for tribal law enforcement officers and state and local officers who partner with them. In addition, NGC subject matter experts delivered 6 hours

of specialized training on gang prevention and intervention to a total of 1,245 persons at PSN Anti-Gang trainings around the United States.

Reducing Officer Injuries

Policing is a high-risk profession in which officers face a variety of dangers every day. Although administrators are committed to protecting their law enforcement officers, thousands are needlessly injured, disabled, or killed each year. However, little to no effort is made to document and track non-assault related police officer injuries. Many members of the law enforcement and research fields have acknowledged this deficiency and identified the lack of useful data as a hindrance in their abilities to provide recommendations for safeguarding officers. Agencies need the information and tools necessary to address areas of vulnerability and thereby to reduce the number of injuries suffered by police officers.

The Reducing Officer Injuries project is conducting a pilot study to identify and document the cause and magnitude of all reported injuries sustained by law enforcement officers from 18 participating agencies. The information gleaned from the project will be used to develop practical resources to help law enforcement agencies identify and respond to officer vulnerabilities for injury. This program seeks to aid everyone within and associated with the law enforcement community both personally and financially.

In FY 2010, BJA partnered with IACP to thoroughly examine and quantify how officers are getting hurt by conducting a pilot study that tracks a spectrum of injuries to police officers. From the data obtained, policy-relevant strategies will be developed to reduce risk and minimize injuries. During FY 2010, IACP accomplished the following:

- Convened an advisory group, consisting of law enforcement executives, representatives from research and medical fields, and private industry entities, which designed the data collection tool for the study.
- Converted the data collection tool into an online format and implemented it using a secure web site.
- Conducted site visits to each of the participating agencies to provide an overview of the project's scope and expectations and to provide training on how to properly complete the online tool for consistency in reporting.
- Conducted preliminary analysis of the data and created and disseminated an initial report with basic injury data to the participating agencies.
- Trained more than 1,900 law enforcement leaders through the Smaller Agency Certificate Track at the IACP Annual Conference in Denver.
- Trained more than 600 law enforcement leaders at onsite regional training events.
- Provided mentoring services to more than 50 new executives from smaller agencies.
- Disseminated the *Big Ideas for Smaller Law Enforcement Agencies* e-newsletter to a subscription list of more than 5,800 law enforcement leaders.
- Maintained a web site with resources that include electronically archived editions of *Big Ideas for Smaller Law Enforcement Agencies*, the Best Practices Guide series, sample community and internal surveys, and other valuable tools for smaller agency executives. The site receives approximately 65,000 hits annually.

Smaller Law Enforcement Agency Technical Assistance Program

IACP, in partnership with BJA, provides training, technical assistance, and support services to law enforcement executives across the country, particularly those from smaller agencies serving a population of 50,000 or less, through the Smaller Law Enforcement Agency Technical Assistance Program (Smaller Agency Program).

There are approximately 15,000 smaller and tribal law enforcement agencies in the United States, and the mission of the Smaller Agency Program is to provide them with access to affordable training, technical assistance, policy support, and other resources. While smaller agencies make up the majority of law enforcement agencies in the country, they are often faced with limited access to training and resources that are tailored to their unique needs.

In FY 2010, the Smaller Agency Program and its New Police Chief Mentoring Project had several accomplishments:

Law Enforcement Leadership Initiative

Criminal justice organizations have always sought quality leaders. Discovering and developing individuals to be the next generation of leaders is extremely demanding, especially for those in law enforcement. Examining the needs for the next generation of 21st-century law enforcement leaders has been a priority of BJA for the past 6 years.

In FY 2010, BJA funded two separate but complementary projects to examine law enforcement's leadership needs. Under the heading of BJA's Executive Session on Police Leadership, St. Petersburg College and the Police Executive Research Forum (PERF) were funded for a 3-year period to examine leadership needs and challenges. Both these projects have been designed to challenge

the cultural issues in law enforcement with the intent of redesigning the current law enforcement model to meet future precipitous budget challenges. St. Petersburg College has been exploring how best to develop quality next-generation leaders. Specifically, the college will identify what next-generation leaders will need to be collocation builders, thought leaders, or community leaders. Or, alternatively, determine if there should be different models of leadership to prepare individuals. PERF is examining the leadership challenges in three specific law enforcement agencies: Manchester, England; New Orleans, Louisiana; and San Francisco, California.

St. Petersburg College and PERF have held their initial executive session meetings and are now drafting case studies and competencies requirements for future leaders, which should be completed in late 2011.

Intellectual Property Crime

BJA recognizes that intellectual property (IP) rights enforcement must be a priority of law enforcement. Innovation—whether in creative, high-technology, automotive, life sciences, or countless other industries—is central to growing the United States' economy and getting more Americans back to work. For America's innovative businesses to remain competitive in a global economy, they need protection from criminals here and abroad who would steal their creations and replace them with cheap or dangerous imitations. IP enforcement is about more than just protecting businesses from economic loss, however. It is also about protecting Americans from dangerous goods ranging from counterfeit pharmaceuticals to lead-tainted jewelry. Finally, research has shown that IP crimes are closely related to and support other crimes, including violent crime.

The improved coordination of IP rights enforcement efforts among federal, state, and local authorities is a high priority of the Department of Justice. BJA's Intellectual Property Enforcement, Training, and Technical Assistance Program (IP Grant Program) assists state and local law enforcement agencies and educational institutions in providing resources for IP crime prevention, response, and TTA efforts. In FY 2010, BJA made approximately \$4 million available to support these efforts, with 14 jurisdictions receiving funding to reimburse expenses related to performing criminal enforcement operations; educating the public to prevent, deter, and identify criminal violations of IP laws; establishing task forces to conduct investigations, forensic analyses, and prosecutions; and acquiring equipment to conduct investigations and forensic analysis of evidence. In addition, BJA awarded grants to the National White Collar Crime Center, the National Association of Attorneys General, and the National Crime Prevention Council to enhance TTA to state, local, and tribal law enforcement agencies so they may increase their capacity to respond to IP crime. BJA also engaged in extensive outreach efforts by kicking off its national training initiative in Baltimore, Maryland on September 14, 2010 and holding an Intellectual Property Rights Summit in Pasadena, California on September 30, 2010.

In FY 2010, BJA also implemented a grantee reporting program that will collect important performance information about crime in grantee jurisdictions, such as the number of arrests and charges filed, the number of counterfeit organizations identified and dismantled, and the value of cash and property seized.

Real Crimes in Virtual Worlds

Criminal activities in online gaming communities and virtual worlds are on the rise, and criminals are using popular games such as *World of Warcraft*, online communities such as Second Life®, and social media tools to commit a wide range of crimes. These are real crimes committed in virtual worlds.

The purpose of the Addressing Crime in Virtual and Online Gaming Worlds program—which is administered by Drakontas LLC in partnership with Drexel University—is to enhance the capacity of state and local law enforcement personnel to investigate traditional crimes that are committed using unconventional, modern technologies. These technologies, which include gaming consoles and modern handheld devices, have Internet connections that enable users to interact via embedded social communication tools, which criminals exploit to commit social and economic crimes.

This program addresses the issue of crimes in virtual and online gaming worlds through the delivery of a comprehensive, 1-day training session and an online reference library, both of which are focused on the various types of crimes being committed, the means by which they are being carried out using the embedded communications tools in gaming systems, and the forensic tools and techniques available to law enforcement to investigate these incidents. The primary beneficiaries of this training program are state and local law enforcement practitioners, namely investigators and digital forensics personnel; however, the broader criminal justice community stands to benefit from additional awareness and training on these issues as well.

Accomplishments in FY 2010 include:

- Development of training curricula and an online reference library.

- Delivery of in-person training to 192 law enforcement personnel at 9 sites across the country.
- Demonstrable increase in knowledge retention of course materials through the delivery of pre-/post-test assessments, reflecting an average increase of 47 percent.
- Delivery of 2 webinars to 168 practitioners and industry representatives.

Rural Law Enforcement— Leading by Legacy

Rural law enforcement agencies face resource limitations that create significant challenges as they serve and protect the citizens in their communities. These limitations are only exacerbated by the current economic crisis. Rural agencies are often under-staffed, with a majority of the sworn officers having only a high school education. The chief executives of many rural law enforcement agencies are considered “working chiefs” and, in addition to fulfilling administrative duties, serve the community by responding to calls for service, covering patrol functions and so on and, in general, function as patrol officers. The strain of this additional workload inhibits the executive from being connected to regional, state, or federal resources. Compounding the strain of added workloads, executive leadership training is not readily available or accessible to police leaders in rural areas.

The Leading by Legacy program was funded through the FY 2009 American Recovery and Reinvestment Act funds set aside to provide training and technical assistance to rural law enforcement agencies. The program provides onsite training in rural areas of the United States, webinars, trainings on CD-ROM, and technical assistance site visits to small rural agencies. Onsite trainings are limited

to 30 participants and are designed to allow participants to become actively engaged in small group exercises and interact with the cadre of trainers.

In FY 2010:

- Two Leading by Legacy trainings were held, with a total of 56 law enforcement executives and command and first-line, supervisory-level staff completing the training.
- The Leading by Legacy web page (www.theiacp.org/PublicationsGuides/Projects/LeadingbyLegacy/tabid/687) averaged 1,000 visits each month.
- The Leading by Legacy program received nearly 200 applications from persons interested in attending future trainings, and 3 of the 5 future trainings planned are already at capacity.

CHAPTER 2

HONORING AMERICA'S PUBLIC SAFETY OFFICERS

Throughout the country, public safety officers watch over neighborhoods and work to make communities safer. BJA respects these officers' devotion and their willingness to place themselves in danger to protect the nation's citizens. BJA is honored to administer the following programs, which recognize the nation's public safety heroes and their selfless dedication to their communities. More information on these initiatives can be found in the online annual report, available at www.bja.gov/AR.

Public Safety Officers' Benefits Program

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

As of September 29, 2010, BJA's PSOB Office had received a total of 286 new public safety officer death claims and 67 new disability claims. Of the new death claims filed in FY 2010, 180 of them have been reviewed and determined;

of these, 144 have been approved, and the survivors have been provided with PSOB benefits to assist them during such a tragic time. Also in FY 2010, a total of 249 education claims were approved for funding to spouses and children of America's fallen and catastrophically injured law enforcement officers, firefighters, and first responders to pursue their dreams of higher education. Many of these families have shared with PSOB that they could never have achieved their professional goals without this vital funding from DOJ.

In FY 2010, the PSOB Office unveiled its first-ever PSOB Call Center. The center is fully staffed Monday through Friday from 7 a.m. to 7 p.m. BJA and the PSOB Office want survivors and agencies that experience a line-of-duty death or catastrophic injury to know that PSOB Cares—beginning with a live voice on the other end of the telephone line when the first call for assistance is made.

Also in FY 2010, the PSOB Office updated the PSOB Information Kit and distributed the kit to nearly 60,000 public safety agencies across the United States. The kit includes an updated fact sheet and easy-to-use checklists for submitting claims, a poster agencies can display in a break room or common area, and an emergency card with PSOB contact information that can be duplicated and distributed among officers.

Exploring new initiatives to further support survivors and surviving agencies, the PSOB Office in FY 2010 partnered with the Officer Down Memorial Page, the Concerns of Police Survivors, and the National Fallen Firefighters Foundation to pilot grants to conduct proactive outreach to public safety agencies nationwide to increase awareness of the PSOB death, disability, and education programs, as well as to provide effective technical assistance to the field when filing PSOB death claims.

An exceptional time of year for BJA and the PSOB Office is that of National Police Week each May when the nation comes together in Washington, D.C. to recognize the supreme sacrifice of those who have fallen in the line of duty in the previous year. In FY 2010, the PSOB Office held its first National Police Week event, “The Heroes Walk,” a visual display of photographs and key information regarding each fallen law enforcement officer whose claim the PSOB Office determined benefits for or received from October 1, 2009 to May 2010. Displayed in BJA’s longest corridor between “a thin blue line” of ribbon, hundreds of photographs served as a somber yet awe-inspiring reminder of those who keep America’s communities safe—and who willingly lay down their lives for this cause.

Public Safety Officer Medal of Valor

Every day, public safety officers risk their lives to protect America’s citizens and communities. To honor that commitment, Congress passed the Public Safety Officer Medal of Valor Act of 2001, which created the Public Safety Officer Medal of Valor (MOV), the highest national award for valor by a public safety officer. The medal is awarded annually by the President or Vice President to public safety officers who have exhibited courage, regardless of personal safety, in the attempt to save or protect human life.

BJA oversees the MOV initiative (www.medalofvalor.gov) and manages the award process, which culminates in an awards ceremony presided over by the President or the Vice President and attended by local and national media, national public safety organizations, and other stakeholders. The awards ceremony highlights on a national stage the service and many sacrifices of public safety officers across the nation.

The most recent MOV ceremony and reception were held on September 22, 2010 and 14 Medal of Valor recipients from 2007–08 and 2008–09 and their families were honored.

During the 2010 open nomination period, which closed July 31, 2010, the Medal of Valor Office received 106 applications from 22 states and the District of Columbia for consideration for the 2009–10 MOV.

Law Enforcement Congressional Badge of Bravery

Congress passed the Law Enforcement Congressional Badge of Bravery Act of 2008 to honor acts of bravery by federal, state, and local law enforcement officers while in the line of duty. The act establishes two award categories, the Federal Law Enforcement Congressional Badge of Bravery and the State and Local Law Enforcement Congressional Badge of Bravery, each with its own review board. Under the act, the Attorney General may award, and a Member of Congress or the Attorney General may present in the name of Congress, a Congressional Badge of Bravery (CBOB) award to a federal, state, or local law enforcement officer who is cited by the Attorney General, upon the recommendations of the Review Boards. Officers will receive the CBOB for performing acts of bravery while in the line of duty that resulted in injury or that put the officers at risk of serious personal injury or death.

During FY 2010, Congress directed BJA to develop and oversee the CBOB Program, which manages the application process through its online CBOB nominating system. The CBOB Office will also collaborate with the congressional offices of each recipient and provide those offices with the CBOB award and its appurtenances. The congressional offices will then jointly present the CBOB award to the recipient from their districts. The presentation of the CBOB in a public ceremony will provide a platform for Congress and the Attorney General to honor the bravery and sacrifices of law enforcement officers across the nation.

During FY 2010, BJA:

- Collaborated with the Office of General Counsel, OJP, and DOJ to clarify provisions of the act.
- Developed policies and procedures necessary to operate this national award program.

- Collaborated with OJP, Congress, and designated national law enforcement organizations to seek and receive the appointments of members to the Federal and the State and Local Review Boards.
- Collaborated with the Institute of Heraldry and the Commission of Fine Arts to design the CBOB medals, ribbons, and appurtenances.
- Conducted a public outreach effort to inform law enforcement organizations across the nation about the CBOB Program.
- Developed in partnership with Lockheed Martin, the CBOB web site (www.bja.gov/CBOB) and online application system, which opened for its first application period in December 2010.

CHAPTER 3

ADVANCING INFORMATION SHARING AND TECHNOLOGY TO FIGHT CRIME AND PROTECT THE HOMELAND

Access to timely and accurate information is at the heart of an effective criminal justice system. BJA's commitment to information sharing, therefore, is reflective of its commitment to improving the operation of the criminal justice system as a whole. Criminals know no boundaries, and neither should information. The following programs each represent an important component of justice information sharing: some relate to policy and legal issues; some to program/project management; and some to technical standards and software. Collectively, BJA hopes to support a body of work that, with the support of the Global Justice Information Sharing Initiative, will incrementally and steadily improve the use of information sharing and technology in the justice community to put the right information in the right hands at the right time. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

Global Justice Information Sharing Initiative

In FY 2010, DOJ's Global Justice Information Sharing Initiative (Global) helped DOJ bureaus, as well as the U.S. Department of Homeland Security (DHS), the Office of the Director of National Intelligence, and the Office of

the Program Manager, Information Sharing Environment, to achieve their information-sharing missions. Global serves as the formal vehicle for local, state, and tribal justice entities to provide recommendations to the U.S. Attorney General promoting standards-based electronic information sharing and interoperability throughout the justice and public safety communities.

Several hundred representatives from leading organizations within the justice community volunteered countless hours to the Global Initiative through participation on the Global Advisory Committee (GAC) and Global's five working groups. In FY 2010, Global (www.it.ojp.gov/global) continued to lead the way in supporting the development of national standards and promoting information sharing in the areas of privacy, intelligence, infrastructure, and security. The Global working groups produced many valuable products and influenced many positive outcomes. Some key examples are:

- The Global Infrastructure/Standards Working Group (GISWG) made significant progress in developing the Justice Reference Architecture (JRA)—a technical framework based on service-oriented architecture standards attuned to the needs of the justice community. Several robust resources were developed to enable and guide adoption of

this standard technical architecture. Detailed specifications also were developed to facilitate the sharing of fingerprints, arrest warrants, and terrorist screening center encounters.

- The Global Privacy and Information Quality Working Group (GPIQWG) finalized three significant products intended to help local, state, and tribal agencies—as well as their state and urban area fusion center information-sharing partners—protect individual privacy, civil liberties, and civil rights and increase data quality and secure data privacy.
- The Global Security Working Group (GSWG) continued to provide guidance on the safe and secure transmission of data between jurisdictions. This work is intended to promote agency comfort with sending data outside its sphere of direct control through tools that secure data protection and policies that help ensure that shared information is not misused or handled improperly. GSWG produced a reference library consisting of a comprehensive set of standards, guidelines, and specifications for technical implementers and policymakers that provides for a national federated identity and privilege management capability.
- The Criminal Intelligence Coordinating Council (CICC)/Global Intelligence Working Group (GIWG), along with other local, state, tribal, and federal partners, addressed a multitude of issues relating to the collection, handling, and dissemination of criminal intelligence information.

These products have proved to be central to national efforts to combat terrorism and criminal activities that have a possible nexus to terrorism, with an emphasis on helping state, local, tribal, and federal agencies secure the privacy, civil rights, and civil liberties of individuals. This work also includes recommendations for updates to the *2007 National Strategy for Information Sharing*.

Privacy and Civil Liberties Protections: State Privacy Policy Technical Assistance Program

Today's increased security needs not only dictate enhanced information sharing but also highlight the need to balance privacy protection and justice information access. DOJ takes protecting individuals' right to privacy and civil liberties protections seriously. BJA believes that the dissemination and use of personally identifiable information must be driven by sound and effective policies and practices.

In FY 2010, BJA was involved in numerous privacy-related initiatives for state, local, and tribal justice entities, as well as for state and major urban area fusion centers. BJA, in collaboration with the Global Privacy and Information Quality Working Group, continued to assist state, local, and tribal justice entities in ensuring that personal information is appropriately collected, used, and disseminated through the adoption of privacy and information quality policies.

In FY 2010, the following key accomplishments were realized:

- BJA, in partnership with the National Governors Association (NGA), founded the NGA Privacy Policy Academy, which provided a one-time \$25,000 stipend to two state justice information-sharing agencies to perform privacy impact assessments and develop privacy protection policies. The sites (CONNECT, a multistate justice information-sharing effort among Alabama, Kansas, Nebraska, and Wyoming, and Hawaii's Integrated Justice Information Sharing Program) met with Global privacy technical assistance providers and NGA representatives throughout 2009 and 2010 to perform privacy impact assessments and to develop privacy policies for their justice information-sharing programs. The academy's efforts will culminate in a best practices and lessons

learned product, as well as model policies for use by state-level agencies nationwide.

- In October 2010, the first in a new GPIQWG Biometric Series debuted—an educational primer titled *Privacy and Information Quality Issues: Justice Agency Use of Biometrics*. This primer makes the case for privacy and information quality policies in the collection, sharing, and storage of biometrics; provides useful quick-reference charts (or frameworks) for gauging privacy and information quality risks; summarizes biometric privacy and information quality issues; illustrates scenarios of biometric use; and contains guidance and resources for addressing complex issues.

28 C.F.R. Part 23 Training

In FY 2010, BJA partnered with the Institute for Intergovernmental Research (IIR) to support the Criminal Intelligence Systems Operating Policies (28 C.F.R. Part 23) Training and Technical Assistance Program (www.iir.com/Justice_Training/28cfr/default.aspx). The program outlines privacy guidelines for law enforcement agencies that operate federally funded, multijurisdictional criminal intelligence systems. Understanding and conforming to these guidelines is critical to advancing information sharing across disciplines and jurisdictions.

The training program covers the definition of intelligence; the legislative history of 28 C.F.R. Part 23; the collection, storage, and dissemination of criminal intelligence information; and the review and purge of data. To further emphasize the importance of information sharing among our nation's law enforcement professionals, the training also addresses national information-sharing trends and the value of protecting the privacy, civil rights, and civil liberties of individuals. Agency-designated individuals responsible for the collection or management of criminal information are encouraged to complete this training.

During FY 2010, BJA's national partners trained more than 4,400 law enforcement professionals on 28 C.F.R. Part 23. The following are highlights from this training effort:

- IIR developed and delivered training on 28 C.F.R. Part 23 to more than 400 law enforcement professionals.
- IIR published and maintained online 28 C.F.R. Part 23 training and provided training to more than 4,000 law enforcement participants via the web site.
- All 72 state and urban area fusion centers have received 28 C.F.R. Part 23 training.
- IIR provided technical assistance to state, local, and tribal law enforcement agencies, including policy reviews, onsite technical assistance, and office-based responses to e-mails and phone calls.

National Information Exchange Model Program

FY 2010 was an active year for the National Information Exchange Model (NIEM) program (www.niem.gov). The fiscal year began with the closing of the 2009 NIEM National Training Event, held in Baltimore, Maryland. Nearly 700 attendees were present, representing 21 federal agencies, 32 states, and more than 100 private industry partners. A variety of tracks served to educate partners from all backgrounds, from the executive and policy branches to architecture and software engineering. The educational focus ensured that participants walked away from the event with an expanded knowledge of the value of NIEM and its practical application to support information sharing.

Several outreach initiatives were conducted in addition to the national event. The NIEM Town Hall served as an opportunity for new voices in the NIEM community to come forward and advocate new program directions and activities. In addition, a partnership effort with

the Office of Management and Budget resulted in a survey of all executive branch agencies on their current or potential use of NIEM which, in turn, garnered a significant amount of positive feedback—some from unexpected places, where new information-sharing efforts are now anticipated to grow.

During FY 2010, the most significant new federal partnership for NIEM was that with the Department of Health and Human Services (HHS). The partnership was formalized with the signing of the NIEM Memorandum of Understanding, establishing HHS as the third signatory, joining DOJ and DHS. Activities going forth are expected to bring new insights into how NIEM can support the major efforts underway in the health community to digitize health records and improve the electronic sharing of those records when appropriate. HHS's Administration for Children and Families, a current partner in NIEM's Children, Youth, and Family Services domain, is also tasked with the establishment of a new human services domain, which will become HHS's first sponsored domain in the NIEM community.

The NIEM data model itself is gaining capabilities, as the domain independence tools and concepts are finalized. These tools will allow domains to independently coordinate and submit their data content, without waiting for NIEM program action. This in turn will enable faster, more agile adoption of the latest technical requirements in the model. The NIEM training program also took a major step forward, delivering a new curriculum-based model to allow greater customization and audience-specific content to maximize training effectiveness. This new training curriculum will soon take its place alongside other online training tools, thereby enabling NIEM to offer comprehensive, consistent training across a variety of media.

National Motor Vehicle Title Information System

Vehicle theft and cloning have become a profitable business for organized criminals, with the profits often used to fund additional criminal activity and terrorism. In addition, automobile theft and fraud negatively impact public safety and often result in tremendous financial losses to the public. The National Motor Vehicle Title Information System (NMVTIS) is an electronic system designed to protect consumers from fraud and unsafe vehicles and to keep stolen vehicles from being resold. It is a tool that assists states and law enforcement in deterring and preventing title fraud and other vehicle-related crimes.

NMVTIS (www.nmvtis.gov) is a powerful tool that:

- Allows state titling agencies to instantly and reliably verify a vehicle's title before issuing a new title and facilitates the electronic exchange of information between states to improve titling efficiency and reduce fraud.
- Assists law enforcement with its investigations of crimes involving vehicles, including vehicle theft rings, violent crimes, drug crimes, financial crimes, and smuggling.
- Provides consumers with access to information on the vehicle's current title, including brand and odometer data, and about whether the vehicle has been designated as a junk or salvage vehicle (including those determined to be a total loss), so that the consumer may make a better informed decision about whether to purchase the vehicle.

FY 2010 NMVTIS accomplishments include:

- The NMVTIS Law Enforcement Search Tool was made available through the Regional Information Sharing Systems (RISS) to all law enforcement agencies.

- All states, except Illinois and the District of Columbia, were participating in NMVTIS (i.e., providing data to NMVTIS, performing title verifications using NMVTIS, and/or in development to do so).
- A total of 22 million salvage or total loss records were input in NMVTIS.

Regional Information Sharing Systems and RISSafe Program

In FY 2010, BJA partnered with the six RISS regional centers and a technology support center to provide a nationwide information-sharing and investigative support program. The program serves thousands of local, state, federal, and tribal law enforcement and public safety agencies in all 50 states, the District of Columbia, U.S. territories, Australia, Canada, England, and New Zealand. Hundreds of thousands of officers, analysts, and other criminal justice personnel rely on the RISS program (www.riss.net) for secure information-sharing capabilities, analytical support, equipment loans, training and publications, field services support, and technical assistance.

- The RISS Secure Intranet (RISSNET™) houses and provides access to millions of pieces of data, offers bi-directional sharing of information, connects disparate systems, and acts as the communications infrastructure for more than 600 resources and investigative tools.
- Almost 100 systems are connected or pending connection to RISSNET. Authorized users can access the RISS Criminal Intelligence Databases, the RISS National Gang Program (RISSGang), the RISS Automated Trusted Information Exchange, and the RISS Officer Safety Event Deconfliction System (RISSafe).
- RISSafe stores and maintains data on planned law enforcement events—such as undercover operations—with the goal of identifying and

alerting affected agencies of potential conflicts that may affect law enforcement efforts.

- From its inception through September 30, 2010, a total of 252,779 operations were entered into RISSafe, resulting in 82,078 identified conflicts. The RISS Officer Safety Website (www.riss.net/Resources/RISSafe) is dedicated to providing law enforcement with timely officer safety information and a secure means to exchange and share officer safety-related information.

National Criminal Intelligence Resource Center

The National Criminal Intelligence Resource Center (NCIRC), a partnership effort of BJA and IIR, provides criminal justice professionals with a multitude of resources for law enforcement intelligence operations. NCIRC (www.ncirc.gov) provides a centralized location for training and technical assistance resources, including criminal intelligence standards, policies, and guidelines and 28 C.F.R. Part 23 online training. The web site has resources for implementing the *National Criminal Intelligence Sharing Plan*, privacy information relating to intelligence systems, information on the Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI), a Criminal Intelligence Training Master Calendar, Fusion Center Resources, and new and emerging resources and initiatives.

The center maintains both a public site and a secure site. The public site provides criminal justice professionals with access to numerous resources for local, state, tribal, and federal law enforcement intelligence operations and practices. The secured site—accessible through RISSNET™, Law Enforcement Online (LEO), and Homeland Security Information Network (HSIN)-Intel—provides additional law enforcement and homeland security resources, including policies, techniques, best practices, and lessons learned; training and technical assistance opportunities;

resources for fusion centers via the DHS/DOJ Fusion Process Technical Assistance Program; and contact information for intelligence units, fusion centers, and organizations and associations.

During FY 2010, NCIRC accomplishments included the following:

- The NCIRC site continues to be one of the few resources that can be accessed by multiple secure but unclassified (SBU) networks.
- During the past year, NCIRC continued to make additional resources available to all its users and became the center access point for NSI and Global's Criminal Intelligence Coordinating Council.

Public Safety Data Interoperability

BJA partnered with the Integrated Justice Information Systems Institute (IJIS Institute) and the Association of Public-Safety Communications Officials–International (APCO) to address several critical information-sharing needs for the public safety community as a whole, and first responders in particular. The Public Safety Data Interoperability (PSDI) project is a collaborative effort among public safety communities, including law enforcement, the fire service, emergency medical services, and transportation. This project helps public safety professionals at all levels of government to explore, define, plan, and implement standards that will further data interoperability in this realm.

Led by a steering committee composed of both government practitioners and private industry representatives, and supported by technical working teams and subject matter experts, in FY 2010 the project engaged in the development of several value-added reference papers:

- *Priority Exchange List for Local Communication Centers*

- *Guide to Information Sharing and Data Interoperability for Local Communication Centers*

- *Revision Assessment for the Incorporation of Fire and EMS Functions to the Law Enforcement CAD Functional Specifications*

Additionally, the project supported the upgrade of the External Alarm Interface exchange specification from a deprecated standard (Global Justice XML Data Model) to the National Information Exchange Model. The committee's work on the computer-aided dispatch (CAD) functional standards allows for the provision in 2011 of comprehensive guidance for unified CAD systems that incorporate public safety dispatching operations with that of law enforcement-specific systems.

Economic, Electronic, and High-Tech Crime Initiatives

In FY 2010, BJA partnered with the National White Collar Crime Center (NW3C), the National Association of Attorneys General (NAAG), the National District Attorneys Association (NDAA), and SEARCH's High-Tech Crime Training Services division to deliver training, investigative support, research, technical assistance, and tools to local, state, and federal justice and public safety agencies nationwide. This training and assistance is aimed at combating economic, electronic, and high-tech crime with a specific focus in FY 2010 on increasing investigations and prosecutions for intellectual property crime and mortgage fraud.

BJA's partners developed a variety of no-cost tools that have become widely accepted within the law enforcement and computer forensics communities and have recently completed a nationwide white collar crime victimization survey. NW3C produced and administered practical training targeted to law enforcement through more than 25

classes, including cybercrime investigation, computer forensics, intelligence analysis, and financial crime investigation. NW3C's work with academia spans the gamut of research from forensic software tool development to social science research and work relating to the vicarious trauma experienced by criminal justice personnel. NW3C, NAAG, and NDAA collaboratively developed intellectual property crime and mortgage fraud training. SEARCH provided a wide assortment of classroom-led training on subjects ranging from digital forensics and investigation tools to the use of social media. SEARCH additionally provided customized technical assistance to more than 50 agencies.

During FY 2010, BJA's national partners accomplished the following:

- NW3C's investigative support section provided assistance that resulted in the ordering of more than \$26 million in criminal restitution.
- More than 9,000 students from more than 4,000 agencies participated in NW3C training.
- SEARCH provided 12 unique training courses to a total of 614 students. Course presentations included "Core Skills for the Investigation of Cellular Devices," "Social Networking Sites: Investigative Tools and Techniques," and "Advanced Responders: Search and Seizure of Networks."

Justice Information Exchange Model Program

In FY 2010, BJA continued its longstanding partnership with the SEARCH Group and delivered a pre-release version of the Justice Information Exchange Modeling (JIEM) tool, version 5.0. This important tool has been used in countless justice improvement projects to document and analyze information-sharing requirements between agencies. JIEM 5.0 provides significant feature enhancements,

including greater connectivity and alignment with data- and service-oriented technology standards (National Information Exchange Model and Global Reference Architecture [GRA]) and the ability to capture and implement technical privacy requirements that are applicable to information sharing. JIEM 5.0 automates the process of capturing information exchange business requirements and transforming them into GRA-compliant service specifications.

The JIEM tool is provided free-of-charge to practitioners and developers who support all levels of government across the spectrum of justice and public safety upon completion of a training class and certification process. Certification of JIEM tool users is designed to ensure that, upon completion of training, the student is prepared to conduct justice information exchange modeling activities at a high level of proficiency.

During FY 2010, BJA's national partner, SEARCH, accomplished the following:

- Continued to train and support users of the prior version of JIEM (4.1) by conducting 4 online (webinar) classes, which were attended by 23 participants from jurisdictions across the country.
- Launched an online training class that was completed by 13 individuals. With the release of JIEM 5.0, SEARCH will transition all training to the online training format, which reduces overall costs and makes JIEM more accessible and affordable to users.
- Continued to develop JIEM reference models, which are templates of common exchange scenarios that can be used as starting points for exchange modeling activities, thereby saving time and effort as well as promoting consistency nationwide. SEARCH is in the process of adding reference models for the Logical Entity Exchange Specification (LEXS), privacy policy implementation, and the offender reentry process. In all, JIEM provides

a comprehensive tool and methodology that assists agencies in implementing information-sharing capabilities across all levels of government and is an important part of BJA's information-sharing strategy.

Cross-Boundary Information Sharing Competitive Grant Program

The Cross-Boundary Information Sharing Competitive Grant Program supports innovative cross-boundary information-sharing implementation projects at the state and local levels that focus on enabling data exchanges between disparate components of government that have a significant impact on criminal justice issues. Examples of entities that may be included in cross-boundary exchanges under this program are:

- Corrections.
- Homeland security.
- Prosecution.
- Courts.
- Juvenile justice.
- Public safety.
- Criminal intelligence.
- Labor and workforce development.
- Reentry services.

- Defense.
- Law enforcement.
- Social and family services.
- Education.
- Mental health.
- Substance abuse.
- Health and human services.
- Probation and parole.
- Transportation.

The eight grantees competitively selected in FY 2010 to participate in this program possess a demonstrated need and readiness to address significant cross-boundary information-sharing challenges by implementing technical and business solutions at the operational level. These solutions leverage and are consistent with many of the DOJ Global tools and resources. All the grantees have established cross-agency collaborative teams to oversee their efforts, developed (or are working to develop) robust governance structures to maximize the effectiveness of their projects, and made commitments to share outcome data and performance metrics with BJA to assist future efforts to implement best practices and effective technology solutions. A total of \$3.75 million was awarded to the eight grantees.

CHAPTER 4

COUNTERING TERRORISM AND PLANNING FOR EMERGENCIES

BJA continued its support of terrorism awareness training for law enforcement agencies and communities as well as its partnership with the Department of Homeland Security in support of nationwide fusion centers. Further, BJA established the Nationwide Suspicious Activity Reporting Initiative Program Management Office. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

State and Local Anti-Terrorism Training

Through the State and Local Anti-Terrorism Training (SLATT®) Program, BJA works to increase the effectiveness of state, local, and tribal law enforcement professionals in countering terrorism. The SLATT Program's primary purpose is to provide law enforcement personnel with specialized preincident information training and the resources needed to combat domestic terrorism and extremist criminal activities.

The SLATT Program addresses the issue of terrorism prevention by delivering a comprehensive set of educational programs and tools to state, local, and tribal agencies, both onsite and via its web site, www.SLATT.org. Our law enforcement agencies benefit from the

program by staying informed of current counterterrorism trends and tactics.

Each course is delivered by subject matter experts and is specifically designed to meet the needs of the target audience—from the street-level officer to the executive. Topics include terrorism/extremism orientation, interdiction, investigation, and prevention. The program also provides research and training via the web site. During FY 2010, the SLATT Program:

- Trained its 100,000th law enforcement officer since the program's inception.
- Delivered nearly 80 workshops upon request to more than 6,500 law enforcement professionals.
- Distributed more than 66,000 counterterrorism publications and CD-ROMs to law enforcement.
- Used its subject matter experts to support several BJA meetings that addressed the increased threat from radicalized individuals and groups and from domestic extremist groups that target law enforcement. Partnering with BJA, SLATT researched and developed comprehensive curricula to address the growing issue of radicalization, including a component oriented to campus law enforcement.

- Began a Training Impact Assessment Methodology study, under BJA's direction. The program worked with a team of academic and subject matter experts to develop stronger, scientifically based measurements that objectively assess the effectiveness of SLATT's training programs. The new evaluation process is expected to commence in FY 2011.
- Added several new resources to its web site, including a video series titled "Discussions on Terrorism" and the Terrorism Incidents Database, which allows users to search terrorism-related incidents using criteria utilized by the Nationwide Suspicious Activity Reporting Initiative.

Communities Against Terrorism

In FY 2010, BJA partnered with the Institute for Intergovernmental Research to counter terrorism through the Communities Against Terrorism (CAT) program. The program provides law enforcement agencies with a resource tool to engage members of the local community in the fight against terrorism. The CAT program provides industry-specific information on activities associated with the planning and preparation of a terrorist attack. Industry practitioners know what is normal in their business arena, and the CAT program leverages this specialized knowledge by enhancing the ability of practitioners to detect activities that could potentially have a terrorism connection. Informed community members who know how to report potentially suspicious behaviors can be an invaluable resource to law enforcement. The partnership between the community and law enforcement is essential to the success of anti-terrorism efforts and benefits both entities.

During FY 2010, the CAT program produced the following materials:

- Developed and vetted resource materials for three industries: general aviation airports,

parks and public lands, and bus and train terminals.

- Distributed more than 10,300 CD-ROMs containing program materials to law enforcement agencies.
- Made program materials available on www.SLATT.org; nearly 2,300 files were downloaded from the site.

Fusion Center Training and Technical Assistance

To facilitate the development of a national fusion center capability, BJA and DHS's National Preparedness Directorate (NPD) partnered in 2007 to develop the Fusion Process Technical Assistance Program and Services. DHS and DOJ have also partnered with several other agencies and organizations to provide additional training and technical assistance services to fusion centers. This program has played a key role in helping fusion centers implement the *Global Fusion Center Guidelines* and the Office of the Director of National Intelligence's (ODNI) *Information Sharing Environment Implementation Plan*, as well as meet the capabilities identified in the *Baseline Capabilities for State and Major Urban Area Fusion Centers* and critical operational capabilities.

In FY 2010, the program delivered more than 26 services to fusion centers, including a train-the-trainer program for privacy/civil liberties officials at fusion centers in partnership with the DHS Office of Civil Rights and Civil Liberties and the Privacy Office. The training programs were held in conjunction with the regional fusion center directors' meetings, also sponsored by the Fusion Process Technical Assistance Program.

Under the Fusion Center Privacy Policy Technical Assistance Program, fusion centers have made substantial progress in drafting and implementing policies designed to protect

the privacy, civil rights, and civil liberties of individuals who are the subjects of information and intelligence collected by the centers. Of the 72 fusion centers recognized by DHS and the FBI, 67 centers (48 primary/state centers and 19 recognized/regional centers) have sent their policies to BJA's Privacy Policy Technical Assistance Review Team. At the end of FY 2010, 25 centers had completed the BJA Privacy Policy Technical Assistance Review and were determined by DHS to have met the Information Sharing Environment (ISE) Privacy Guidelines requirements. By January 2011, 50 of the 72 fusion centers had approved privacy policies.

In FY 2010, BJA, DHS, Global, the FBI, ODNI, the Program Manager for the Information Sharing Environment (PM-ISE), and the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) sponsored the 2010 National Fusion Center Conference, held February 23–25, 2010 in New Orleans, Louisiana. This fourth annual conference enabled fusion center personnel to receive TTA and other support to help them achieve a baseline level of capability and meet the goals identified in the *National Strategy for Information Sharing*. The event also supported the ultimate goal of establishing an integrated national network of state and major urban area fusion centers. The conference attracted nearly 900 attendees from state and major urban area fusion centers, as well as representatives from federal agencies that support these centers, and provided more than 30 breakout sessions, which focused on identifying promising practices, lessons learned, and additional resources on how to implement the baseline capabilities. The conference also included a series of hands-on labs that highlighted several initiatives, including privacy, civil liberties, and civil rights protection; facial recognition projects; and suspicious activity reporting.

Nationwide Suspicious Activity Reporting Initiative Program Management Office

On December 17, 2009, DOJ was named the Executive Agent to establish and operate the Program Management Office (PMO) for the Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI), taking on responsibility for coordinating existing resources and managing additional support to further develop and deploy NSI. In March 2010, the PMO (nsi.ncirc.gov) was established within BJA to coordinate the implementation of NSI through the cooperative efforts of the state and urban area fusion centers and federal partners, and is utilizing standardized process and data structure to make sharing of SAR information more consistent while maintaining local control of the data.

The goal of the PMO is to facilitate the implementation of NSI across all levels of government and help participating agencies to adopt compatible processes, policies, and standards that foster broader sharing of SARs, while ensuring that privacy and civil liberties are protected in accordance with local, state, and federal laws and regulations. Primary functions of the PMO include advocating on behalf of NSI, providing guidance to participants at all levels, and coordinating various efforts within NSI. Given the criticality of privacy and civil liberties issues, the PMO works collaboratively with and is supported by the DOJ Privacy and Civil Liberties Office.

Building Communities of Trust

BJA partnered with the Office of Community Oriented Policing Services (COPS Office), DHS, and PM-ISE to implement the Building

Communities of Trust (BCOT) initiative in the Suspicious Activity Reporting Evaluation Environment sites. The purpose of the BCOT initiative is to encourage and improve information sharing among police officers, fusion centers, and the communities they serve—particularly immigrant and minority communities—to address the challenges of crime control and terrorism prevention. The BCOT initiative began in mid-2009 as a pilot project featuring roundtable discussions with community members and representatives from law enforcement and fusion centers in four cities. The feedback from those sessions

resulted in the development of guidance for local police agencies and fusion centers on building relationships with residents of culturally diverse neighborhoods that often do not have strong collaborative relationships with law enforcement.

During FY 2010, roundtable sessions were held in Boston, Miami, Seattle, and Texas, and the information from these sessions informed the publication *Guidance for Building Communities of Trust* (www.cops.usdoj.gov/files/RIC/Publications/e071021293_buildingcommtrust_revision.pdf), which was released in fall 2010.

CHAPTER 5

MANAGING OFFENDERS

Supervising offenders in the community and preparing them to return to their neighborhoods are critical to protecting public safety. Community supervision officers must balance the time required to manage growing caseloads and their desire to provide offenders with the services they need to become law-abiding citizens. Throughout the country, state and local probation and parole officials are testing new ways to meet these challenges. An increasingly popular and effective approach is the use of reentry programs, which provide a broad range of services for offenders while ensuring accountability. BJA supports numerous reentry initiatives that focus on partnering with correctional, law enforcement, and social service agencies, as well as faith-based and community organizations. In addition, BJA supports programs that work to reduce recidivism and promote coordinated efforts among reentry stakeholders, reduce corrections and related criminal justice spending, promote information sharing, and reimburse jurisdictions for expenses they incur when they incarcerate undocumented criminal aliens. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

Second Chance Act Programs

The Second Chance Act of 2007 provides a comprehensive response to the increasing number of incarcerated adults and juveniles who are released from prison, jail, and juvenile residential facilities and returning to communities. More than 2.3 million individuals are serving time in our federal and state prisons and millions of people are cycling through local jails every year. In addition, approximately 94,000 youth are in residential confinement within the juvenile justice system on any given day. Ninety-five percent of all offenders incarcerated today will eventually be released and will return to local communities. The Second Chance Act will help ensure that the transition individuals make from prisons, jails, or juvenile facilities to the community is successful and promotes public safety.

Beginning in FY 2009, BJA collaborated with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in administering grant awards under the Second Chance Act for adult and juvenile target populations, awarding more than \$28 million to states, local governments, and nonprofit organizations. In FY 2010, Congress appropriated \$100 million for the implementation and administration of the seven sections of the Second Chance Act:

- Adult and Juvenile Demonstration Grants (Section 101)
- Adult Mentoring Grants to Nonprofit Organizations (Section 211)
- Reentry Courts (Section 111)
- Family-Based Prisoner Substance Abuse Treatment (Section 113)
- Program to Evaluate and Improve Educational Methods (Section 114)
- Technology Careers Training Demonstration Projects for Incarcerated Adults and Juveniles (Section 115)
- Co-Occurring Substance Abuse and Mental Health Disorders (Section 201)

In FY 2010, BJA and OJJDP received more than 1,000 applications, and made more than 180 awards, totaling approximately \$82 million. Also in FY 2010, FY 2009 grantees reported the following:

- From October 2009 through December 2010, the FY 2009 Adult Demonstration grantees reported serving 3,829 participants.
- From October 2009 through December 2010, the FY 2009 Second Chance Act Mentoring grantees reported serving 3,344 participants.

National Reentry Resource Center

Section 101 of the Second Chance Act provides funding that allows for grants to state and local governments and federally recognized Indian tribes for demonstration reentry projects. In addition, Section 101 also provides funding for the establishment of the National Adult and Juvenile Offender Reentry Resource Center (NRRC), which is operated by the Council of State Governments Justice Center.

Established by the Second Chance Act and funded by BJA beginning in FY 2009, NRRC's

work is guided by partners representing nearly 100 leading nonprofit organizations and service providers in the reentry field. NRRC provides a host of resources including education, training, and technical assistance to assist state, local, and tribal governments, service providers, and nonprofit organizations. During FY 2010, NRRC program accomplishments included:

- **Newsletter.** NRRC distributed 9 monthly e-newsletters to approximately 10,000 people.
- **Web Site.** NRRC maintains a web site, www.nationalreentryresourcecenter.org, which features a searchable library that includes nearly 1,000 reentry-related publications. In FY 2010, NRRC's web site received approximately 495,000 total page views and approximately 64,000 unique visitors.
- **"What Works" Library.** One of NRRC's partners, the Urban Institute, convened the What Works in Reentry Roundtable in Washington, D.C. to obtain lessons learned from both the implementation and evaluation of federal reentry initiatives, and to solicit input on the development of the "What Works" library.
- **National Conference for Grantees.** In May 2010, NRRC hosted the first national conference for Second Chance Act grantees. More than 200 representatives from FY 2009 Second Chance Act grantee agencies attended this conference.
- **Advisory Committees.** NRRC developed nine advisory committees that provide expert guidance on various key reentry issues (e.g., employment, education, and housing). In the future, a web site will be launched to provide distance learning tools, including an FAQ compendium, webinars/webcasts, at-a-glance guides, and practitioners' briefs to provide expert guidance to grantees and the overall reentry field.
- **Performance Measurement Project.** A performance measurement project (PMP)

was initiated to gain a greater understanding of the Second Chance Act performance measurement and data collection capacity of Second Chance Act grantees.

State and Local Justice Reinvestment

In recent decades, justice responses to crime relied substantially on incarceration strategies alone, resulting in exponential growth in incarceration rates; criminal justice spending for state, local, and tribal governments; and probation and parole rates. These expensive and unsustainable approaches also lead to jail and prison overcrowding, budget constraints within the justice system and local government, and overwhelmed community supervision agencies, programs, and service systems, which are left to supervise high numbers of clients. As a result, state, local, and tribal policymakers have been challenged to design policies that:

- Manage corrections system growth.
- Respond strategically to offender risks and needs based on sustainable, evidence-based approaches that do not jeopardize public safety and do ensure offender accountability.
- Coordinate existing resources and develop new approaches to promote successful offender reintegration.
- Reinvest savings generated from reduced corrections spending into communities.

Justice reinvestment is a data-driven approach to reducing corrections and related criminal justice spending and reinvesting savings in strategies designed to increase public safety. The purpose of justice reinvestment is to manage criminal justice populations and allocate resources more cost effectively, generating savings that can be reinvested in evidence-based strategies that increase public safety while holding offenders accountable. States and localities engaging in justice reinvestment collect and analyze data on

the factors driving the growth in criminal justice populations and costs, identify and implement changes to increase efficiencies, and measure both the fiscal and public safety impacts of those changes.

BJA's Justice Reinvestment Initiative (JRI) provides technical assistance and competitive financial support to states, counties, cities, and tribal authorities that are either engaged in justice reinvestment or are well positioned to undertake such work as either a Phase I or Phase II site:

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

Research-Based Smarter Sentencing to Reduce Recidivism

Prosecutors, defenders, judges, and community corrections professionals all play critical roles in reducing the risk of re-offending and, through a systemic application of research-based practices, can work to reduce recidivism and facilitate successful offender reentry. The purpose of the Research-Based Smarter Sentencing to Reduce Recidivism Initiative, administered by the Justice Management Institute, is to provide training to multidisciplinary teams from state and local jurisdictions across the nation on implementing smarter sentencing practices to facilitate reentry efforts and reduce recidivism. This Smarter Sentencing project is designed to provide training to the primary stakeholders in the criminal justice system—prosecutors, defenders,

the judiciary, and probation and parole—to apply research-based practices of plea negotiation, sentencing, and revocation from community supervision in local jurisdictions. Its goal is to provide the knowledge and skills to practitioners required to develop Smarter Sentencing policies that will reduce reliance on the expensive sanction of incapacitation, whether in jail or prison, while enhancing public safety. During the earlier part of FY 2010, a draft Research-Based Smarter Sentencing to Reduce Recidivism training curriculum was pilot-tested with multidisciplinary teams representing five counties in Minnesota. After the workshop was evaluated, the curriculum was revised for a second pilot workshop for three teams representing counties in Arizona, California, and Wyoming. Subsequently, a third pilot training was conducted for three teams representing counties in Arkansas, New York, and Nebraska.

Corrections Information Sharing Program

The efforts of criminal justice system professionals to promote public safety are contingent on their ability to share offender information across the bounds of agency and discipline. This is particularly true in the context of offender reentry. The purpose of BJA's Corrections Information Sharing Program is to leverage technology to enhance information sharing between the stakeholders (corrections and community corrections staff, community-based service providers, law enforcement officers, and others) who share responsibility for managing the transition of offenders from jail or prison back to the community in state and local jurisdictions across the nation.

To address the public safety challenges posed by offenders returning to communities from jail or prison, criminal justice policymakers and practitioners in many jurisdictions are working to enhance offender reentry by building cross-system partnerships and improving their

offender information-sharing capabilities. These efforts help to ensure that community corrections staff, law enforcement officers, community-based service providers, and others have access to offender information that supports proactive, informed decisionmaking regarding offender management.

In FY 2010, BJA selected two state agencies and one county-based agency to serve as Corrections Information Sharing pilot sites. These pilots are receiving technical assistance (TA) that will continue through FY 2011 from a BJA-supported team that includes a unique combination of subject matter and technical experts from the American Probation and Parole Association (APPA), the Association of State Correctional Administrators (ASCA), SEARCH (the National Consortium for Justice Information and Statistics), and the Integrated Justice Information Systems (IJS) Institute. With support from the TA team and BJA, these pilot sites' agencies are:

- Enhancing their collaborative relationships with community-based service providers, law enforcement, and others involved in reentry.
- Developing and implementing policies, practices, and technology solutions that improve the timeliness, quality, and comprehensiveness of offender data that is shared among key stakeholders.
- Continuing efforts to implement evidence-based practices.
- Augmenting the ability of community-based service providers to deliver interventions to released offenders that reduce their likelihood of recidivism.

Prison Rape Elimination Act

The Prison Rape Elimination Act of 2003 (PREA) was enacted to address the sexual abuse of inmates in the custody of correctional agencies. PREA calls for federal, state, and local corrections systems to have a zero-tolerance policy for

sexual abuse (prison rape) within prisons, jails, police lockups, and other confinement facilities. Section 7 of PREA established the National Prison Rape Elimination Commission (NPREC) to (1) carry out a comprehensive legal and factual study of the penological, physical, mental, medical, social, and economic impacts of prison rape in the United States and (2) recommend national standards for enhancing the detection, prevention, reduction, and punishment of prison rape. Under PREA, the Attorney General must publish a final rule adopting national standards, based on independent judgment but with “due consideration” to the NPREC proposals.

DOJ is committed to supporting the field’s work in combating sexual abuse and addressing the detection, prevention, reduction, and punishment of sexual abuse (i.e., prison rape) in adult prisons and jails, lockups, juvenile facilities, and community corrections facilities. In anticipation of a final rule, it is important that correctional agencies be made aware of existing resources and provided with training, technical assistance, and program implementation resources.

During FY 2010, BJA competitively awarded a \$13 million multiyear cooperative agreement to the National Council on Crime and Delinquency (NCCD) for the establishment of the Resource Center for the Elimination of Prison Rape (PREA Resource Center). The PREA Resource Center will provide services and resources to the field to assist in the implementation of national PREA standards and will further the overall goal of PREA of establishing zero-tolerance confinement cultures with respect to sexual assault and staff sexual misconduct.

BJA also funded an indepth cost analysis of the proposed draft standards to help determine the fiscal impact associated with their adoption and implementation. The data from the initial report was factored into final recommendations on PREA standards provided to the Attorney General.

National Parole Resource Center

Recognizing the critical and growing importance of parole in assuring community safety, appropriate responses for victims, and the responsible use of public resources, BJA awarded funding to the Center for Effective Public Policy (CEPP) for the establishment of the National Parole Resource Center (NPRC) to help support and shape the future of parole as an increasingly effective stakeholder in the criminal justice system. NPRC includes a partnership with CEPP and the Association of Paroling Authorities International (APAI), in collaboration with BJA and the National Institute of Corrections (NIC). NPRC maintains links with a growing network of organizations that provide information and guidance on substantive topics and related resources. The mission of the NPRC is to serve as a:

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

In FY 2010, NPRC accomplished the following:

- Selected four state paroling authorities and their collaborative partners as Learning Sites: the Connecticut Board of Pardons and Paroles, the Georgia Board of Pardons and Paroles, the Pennsylvania Board of Probation and Parole, and the South Dakota Board of Pardons and Paroles.

- Developed, completed, and launched NPRC’s web site, www.nationalparoleresourcecenter.org, which provides a unique portal for information, resources, literature, events, and links to other sites of interest to parole leaders.
- Continued to serve as a portal to a wide range of resources available for paroling authorities and their supervision partners and secured the collaboration of an active advisory group including NIC, the National Reentry Resource Center, the Pew Public Safety Project, the Urban Institute, and the Vera Institute of Justice.
- Completed a strategic planning effort that generated an agreement on a set of “practice targets” for paroling authorities that translated the principles of evidence-based and emerging best practices into guides to improve operations.
- Assigned site coordinators for Learning Sites that planned and conducted initial site visits and convened retreats of each state’s parole board.
- Provided ongoing training and technical assistance involving telephone and e-mail communication, development of resource materials, identification and links to key literature, links to other helpful sites, exchange of information on “other” parole-focused efforts, and regional and topical workshops.
- Began development of a “continuity curriculum” designed to respond to the challenges facing paroling authorities who are working to assimilate new members and to provide those members with the information and resources necessary to do their jobs most effectively.

Risk, Needs, and Responsivity Simulation Tool

The evidence-based practices framework emphasizes that offenders should be matched to programs and services that are based on risk and need factors that are referred to as the risk-needs-responsivity (RNR) principle. The effective use of risk and need assessment principles is difficult to implement because (1) the services available for offenders in the community are often not consistent with the risks and needs of offenders; and (2) competing issues make it difficult for policymakers to consider how best to simultaneously manage offenders in the community, ensure public safety, contain or reduce costs, and reduce recidivism. In response, BJA funded a project that focuses on a tool that can assist agencies with using the RNR approach through defining the type and nature of correctional options available in their jurisdictions.

George Mason University (GMU) and the University of Massachusetts–Lowell (UML) will develop an RNR Simulation Tool to assist federal, state, and local jurisdictions with defining the types and nature of correctional options available in their jurisdictions. The RNR simulation tool will also help jurisdictions assess their current system, identify gaps, and prioritize both services and controls (e.g., drug testing, electronic monitoring) based on desired outcomes. The tool will be web-based, allowing jurisdictions to modify the parameters of the model based on the unique features of their jurisdictions. It will also complement efforts to advance the use of evidence-based practices by helping jurisdictions strategically review their existing correctional and treatment services, and then make choices based on maximizing

different outcomes (i.e., costs, offender change, and public safety) in their jurisdictions. The RNR simulation tool is being designed to provide, at the policy level, an opportunity to simulate the results from RNR decisions on three primary outcomes: size, recidivism, and cost. During FY 2010, the following deliverables were completed under this project:

- Began discussions with correctional, research-oriented, and government agency stakeholders on the RNR model and the work required for this project, including a 2-day stakeholders meeting to test the assumptions of the tool.
- Hosted a web site (www.gmuace.org/research_rnr.html) to allow access to the RNR Simulation Tool and to all products from the project.
- Continued a literature search and developed the RNR prototype model.

State Criminal Alien Assistance Program

The State Criminal Alien Assistance Program (SCAAP) provides federal payments to states and localities that incurred costs for correctional officer salaries as a consequence of incarcerating undocumented criminal aliens who have at least one felony or two misdemeanor convictions for violations of state or local law and were incarcerated for at least 4 consecutive days during the reporting period. SCAAP funds can be used for any corrections-related expense, but most jurisdictions use SCAAP to cover salaries and overtime costs for their corrections officers. This maintains or creates jobs in jurisdictions in which the jurisdiction might otherwise have to remove officer positions due to budget cuts.

In FY 2010, 865 SCAAP awards were made, totaling approximately \$324 million. For the first time, the SCAAP awards were obligated prior to the end of the fiscal year (September 30, 2010), thereby ensuring that critical funds were put in the hands of our state and local partners.

CHAPTER 6

BREAKING THE CYCLES OF MENTAL ILLNESS, SUBSTANCE ABUSE, AND CRIME

BJA oversees numerous initiatives to assist communities in planning, implementing, and enhancing criminal justice system diversion and intervention for offenders with substance abuse disorders, mental health disorders, and co-occurring disorders. BJA supports cross-system collaboration and partnerships among the criminal justice system and substance abuse and mental health agencies through grants, training and technical assistance, and policy development to help them address substance abuse and mental illness when they are the root or contributing cause to criminal behavior. BJA provides this support in contexts such as first encounters with law enforcement, adjudication, incarceration, and reentry. BJA also helps communities stem illegal drug production, sales, and abuse; track prescriptions for controlled substances to prevent fraud and abuse; and assist children who are endangered by drug manufacturing, sales, and abuse. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

Justice and Mental Health Partnerships

BJA recognizes that the involvement of people with mental illness in the justice system is an

important issue for state and local governments. We know that many people who have mental illness cycle through the justice system, often for low-level crimes, without receiving needed mental health and other treatment services.

The Justice and Mental Health Collaboration Program (JMHCPC) increases public safety by making use of innovative cross-system collaborations between criminal justice and mental health professionals to improve access to effective treatment for individuals who have mental illnesses or co-occurring mental health and substance abuse disorders. Specific activities include grants, support for state and local jurisdiction collaborations, and TTA in the areas of performance measurement, accountability, and capacity building to both competitively awarded states and local jurisdictions and states that did not receive grant awards.

In FY 2010, BJA made 62 site-based awards, totaling more than \$10.2 million, to states and local jurisdictions for planning, implementing, or enhancing a collaborative project between criminal justice and mental health partners. Through BJA's TTA provider, the Council of State Governments Justice Center, BJA continued to provide intensive, hands-on technical assistance to the 43 FY 2009 grantees.

In FY 2010, JMHCPC grantees reported serving 1,928 offenders in corrections-based mental

health programs (39 percent) or in court-based programs (61 percent). The average completion rate for corrections-based programs was 61 percent, and the average rate of completion of court-based programs was 54 percent.

Preventing Prescription Drug Abuse

The non-medical use of controlled substances is a serious public health concern and one whose incidence continues to rise. Prescription drug abuse poses a unique challenge because of the need to balance prevention, education, and enforcement efforts with the need for legitimate access to controlled substances.

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

In FY 2010, BJA made 15 awards to states for planning, implementing, or enhancing a PDMP. By the end of FY 2010, 34 states had operational PDMPs. Through its TTA provider, Brandeis University, BJA continued to provide intensive, hands-on technical assistance to the 16 FY 2009 grantees.

HRPDMP grantees reported that in FY 2010 more than 3.3 million reports were requested by users of prescription drug monitoring

systems, including prescribers, pharmacists, law enforcement personnel, regulatory agencies, medical examiners, and drug court judges. Grantees reported that during this time, nearly 125,000 stakeholders were trained on the use of these systems. Further, more than 24,000 unsolicited reports were automatically generated in FY 2010 and sent to program participants, including 22,000 notifications sent to prescribers to alert them of suspected prescription drug abuse or diversion by one or more of their patients.

Drug Courts

BJA's Adult Drug Court Discretionary Grant Program (ADCDGP) provides training, financial assistance, and related programmatic guidance and leadership to state, local, and tribal governments interested in establishing drug courts. Through ADCDGP, communities are able to leverage the coercive power of the criminal justice system to reduce recidivism and substance abuse among nonviolent offenders and increase the likelihood of successful rehabilitation through early, continuous, and intensive judicially supervised treatment, mandatory drug testing, and appropriate sanctions and other rehabilitative services. In FY 2010, BJA made 82 drug court grant awards for a total of nearly \$22 million.

Also in FY 2010, BJA partnered with the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration (SAMHSA), Center for Substance Abuse Treatment (CSAT) to issue the first-ever joint solicitation to enhance the court services, coordination, and substance abuse treatment capacity of adult drug courts. The purpose of this new initiative was to jointly fund comprehensive strategies for enhancing drug court capacity, allowing applicants to compete for access to both criminal justice and substance abuse treatment funds with one application.

Under this initiative, BJA awarded 28 grants totaling more than \$7 million.

Performance Data for Drug Court Grantees and Participants

BJA collected the following data for the ADCDGP.

FY 2010 participants who received services from Implementation grantee service providers reported mixed results related to four important program outcomes. The number of participants who tested positive for drugs increased by 7 percent between the first and fourth reporting periods (an average of 42 percent), and program violations increased considerably by 22 percent between the first and fourth reporting period (an average of 63 percent). However, grantees also reported that during FY 2010, the average rearrest rate for participants in these drug courts decreased, and the percentage of participants who reported reduced substance abuse increased from 73 percent to 76 percent.

Enhancement grantees are able to enhance drug court operations and provide additional services to drug court participants. FY 2010 Enhancement grantee service providers were able to enhance their drug court operations by recruiting participants, adding treatment programs and providers, adding ancillary services and service providers, increasing capacity, automating drug court cases, and training service providers. Performance Measurement Tool (PMT) data revealed that 16,326 participants were served; 189 treatment programs and 97 drug treatment providers were added; 535 ancillary services and 271 ancillary service providers were added; 3,443 substance abuse services and 4,350 treatment slots were added; 6,185 drug cases were automated; and 613 participants received management information system training.

Finally, under Statewide Enhancement, state agencies can improve, enhance, or expand drug

court services statewide. FY 2010 Statewide Enhancement grantee service providers were able to enhance the functions of their drug courts by fulfilling information requests, disseminating materials, and participating in a number of trainings. PMT data revealed that 1,049 drug courts were operational in their state or territory; 2,020 requested and received drug court materials and information; and 1,369 participated in the various trainings held.

Training and Technical Assistance

BJA funded the National Drug Court Institute (NDCI) to develop and deliver four curricula to assist drug court practitioners with specialized populations. Three new curricula are in development: addressing issues with child welfare, veterans, and tribal-specific drug court planning initiatives. The Cultural Proficiency curriculum was revamped by NDCI with the assistance of the National Development and Research Institute (NDRI) to improve how courts address cultural diversity within drug court programming. The curriculum is now available to all of the 2,400 drug courts nationally.

In FY 2010, priorities for ADCDGP included building the capacity of existing drug courts to increase participation rates among appropriate target populations and meeting the needs of special populations—in particular, returning veterans.

As a result of the outreach and technical assistance provided by American University, two common themes were identified that affected the success of drug court programs: (1) proper screening and providing services for persons with co-occurring disorders and (2) engaging and retaining young adults in drug court programs. Enhancing program capacity to address effectively these two areas is critical to ensuring that drug courts are serving the populations who need their services.

To provide a prompt and ongoing response to these needs, the Drug Court Technical Assistance Program developed an interactive webinar series for drug court teams, conducted by NDRI and headed by the drug court judge. These webinars are archived and accessible to all programs.

In partnership with SAMHSA and the Department of Veterans Affairs (VA), BJA recommends that drug courts, mental health courts, and other problem-solving courts aggregate their veteran participants so that the full services of the VA may be utilized. Since 2009, BJA has recognized that an increasing number of returning service members with co-occurring substance abuse and mental health issues were becoming involved in the criminal justice system. Thus, BJA added a component to the Drug Court Planning Initiative that focused specifically on developing a training curriculum for Veterans' Treatment Courts. These hybrid drug and mental health courts use the Drug Court model to serve veterans struggling with addiction, serious mental illness, and/or co-occurring disorders, including serious, undertreated ailments like post-traumatic stress disorder and traumatic brain injuries, both of which can produce higher rates of drug abuse, domestic violence, and other criminality.

Residential Substance Abuse Treatment for State Prisoners Program

Created by the Violent Crime Control and Law Enforcement Act of 1994, the Residential Substance Abuse Treatment (RSAT) for State Prisoners Program enhances the capacity of states and units of local government to provide incarcerated inmates with residential substance abuse treatment, incorporate this treatment into their reentry planning, and deliver community-based treatment and other broad-based aftercare services. In FY 2010, BJA awarded nearly \$29.2 million to the states and territories.

BJA is working to improve all data collection responses and performance measurement collected from RSAT grantees and subgrantees. In fact, per performance measure data reported by grantees, in FY 2010, participants in the RSAT program had an overall completion rate of 71 percent and, of those, 79 percent remained arrest-free 1 year after completion.

BJA is also working to improve RSAT programming by providing an array of TTA. RSAT TTA provides proactive, culturally competent, comprehensive, and user-friendly TTA services to BJA grantees and the RSAT field at large. The program assists grantees through providing a listserv of specified key contacts, a working group to guide curriculum development and deliver an online curriculum to cross-train corrections and treatment professionals, and related resource materials.

In FY 2010, the BJA-sponsored online RSAT TTA National Resource Center became operational, having been developed by Advocates for Human Potential, Inc., in partnership with Treatment Alternatives for Safe Communities and AdCare Criminal Justice Services. The center's web site (www.rsat-tta.com) offers services to assist jail, prison, and aftercare RSAT providers. The services include (1) onsite TA, teleconferences, consultation, and speakers; (2) online cross-training curricula for corrections and treatment professionals; (3) curricula on continuum of care, trauma-informed care, and HIV/AIDS for treatment professionals; (4) monthly webinars; and (5) an open forum for RSAT program personnel.

Improving Outcomes for Children Exposed to Substance Abuse

Many professionals have witnessed the devastating effects experienced by children living in homes where methamphetamine and other illicit drugs are being manufactured, distributed,

and used. As a result, these professionals—including law enforcement, social services, medical providers, and prosecutors—have begun to collaborate to protect and secure the interests of the child victims known as drug endangered children (DEC). BJA has partnered with the National Alliance for Drug Endangered Children (National DEC) to support communities throughout the nation in building and sustaining these multidisciplinary collaborations at the state and local levels. In FY 2010, with BJA funding, National DEC:

- Continued to sustain and develop the DEC Leaders Network of 24 State DEC Alliances and more than 100 expert professionals by holding its annual meeting at the National DEC Conference in Spokane, Washington, and conducting a virtual Spring Summit meeting.
- Developed a partnership with DOJ's Executive Office for U.S. Attorneys to work on tribal DEC training. To that end, National DEC certified two DOJ employees in the Core DEC Training Program and worked with the national Indian Country training coordinator to adapt the core DEC program into the Core DEC Training for Tribal Communities program. National DEC is also drafting a plan to bring together a tribal DEC steering committee to develop more tribal DEC awareness training and creating an agenda for a 2-day meeting to be held in South Carolina in 2011.
- Gave 17 DEC training presentations in 7 states and Canada.
- Continued its series of free monthly webinars, with an average attendance of 150 participants (nearly double the average attendance of webinars held during FY 2009). Webinars are archived and available for later viewing from the National DEC web site.
- Expanded its Online Resource Center by adding nearly 350 new articles, reports, and other resources addressing DEC-related issues, including a number focused on tribal issues.

The library now has more than 650 online publications. The web site also offers technical assistance to practitioners and community members through an "Ask an Expert" service, and features a training calendar, a list of local events around the country, funding announcements, and State DEC Alliance contacts.

- Disseminated a series of DEC-related fact sheets that address the various aspects of the DEC effort.
- Conducted outreach presentations, meetings, and conference calls with other similarly focused organizations, federal agencies, and legislative representatives to raise awareness about DEC efforts across the nation. FY 2010 outreach efforts included:
 - Participating in a press conference hosted by the National Jewish Medical and Research Center on the hazards of meth lab exposure and its impact on children at the American Industrial Health Association Conference, where more than 7,000 professionals attended.
 - Presenting at the summit for the BJA-funded Rural Law Enforcement Meth Initiative in Denver, Colorado.
 - Presenting information on DEC efforts to the Congressional Meth Caucus and the Drug Enforcement Administration in Washington, D.C.
 - Meeting with the Office of National Drug Control Policy Director and his staff to share information on DEC efforts taking place across the nation and how these efforts are a big part of demand reduction by helping to break the cycle of abuse and neglect in the next generation.
 - Presenting at the 17th Annual American Professional Society on the Abuse of Children Conference in New Orleans, Louisiana.

CHAPTER 7

SUPPORTING INNOVATION IN ADJUDICATION

Prosecutors, judges, and court personnel are looking for fresh approaches to adjudicating offenders that will lower recidivism rates as well as clear cases and decrease court dockets. Crimes involving violent and nonviolent offenders require special efforts to ensure that these offenders are held accountable and that they are returned to the community with the help and supervision they need to avoid re-offending. BJA is committed to providing prosecutors, judges, and court personnel with the resources, training, and support they need to test new ideas. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

Problem-Solving Justice Training and Technical Assistance

In a time of fiscal austerity, jurisdictions across the country are grappling with how to reduce crime without relying on expensive, short-term jail sentences as a default setting. And given the current levels of disenchantment with government, criminal justice officials are looking for new ways to restore public trust in justice. There is mounting evidence to suggest that problem-solving justice can help achieve all of these goals: reducing crime, reducing the use of

incarceration, and reviving public confidence in the justice system.

Under the Problem-Solving Justice Training and Technical Assistance Initiative, the Center for Court Innovation provides a wide range of technical assistance services to promote the implementation of problem-solving, community-based practices, focusing the energies of the justice system on achieving more meaningful outcomes for victims, communities, litigants, and defendants. These include holding a national workshop, hosting structured site visits to demonstration court projects, making presentations at national and regional conferences, providing one-on-one technical assistance to practitioners, and creating new publications, web site features, and an educational video.

In FY 2010, funding from BJA enabled the center to:

- Host 600 practitioners who visited demonstration court projects in New York City.
- Conduct an online survey of participants in center-hosted site visits over the past decade. Sixty-five percent of survey respondents reported that one or more of the ideas they learned about on their site visit had been implemented in their jurisdiction.

- Provide indepth technical assistance to 10 jurisdictions seeking to plan, launch, or strengthen community justice initiatives.
- Respond to an additional 240 requests for technical assistance from the criminal justice field.
- Work with the White House Office of National Drug Control Policy to include the community court model in the nation's new drug control strategy.
- Create five new practitioner publications (*Principles of Community Justice: A Guide for Community Court Planners; Building Support for Justice Initiatives: A Communication Toolkit; A Tale of Three Cities: Drugs, Courts and Community Justice; A Full Response to an Empty House: Public Safety Strategies for Addressing Mortgage Fraud and the Foreclosure Crisis; and Addressing Foreclosed and Abandoned Properties*).
- Plan and cofacilitate a reentry focus group on June 1, 2010 in Boston, which brought together practitioners from around the country to discuss court-based strategies for offender reintegration. The center has produced a report on this focus group, *Reentry Courts: Looking Ahead*.

Community Prosecution

With difficult economic times; state, local, and tribal budgetary challenges; and the burgeoning costs of incarceration, it is more important than ever to efficiently and effectively manage the operations of the prosecutor's office. Through community prosecution, prosecutors are embracing innovative practices that build partnerships with the community and their allied criminal justice partners while establishing prosecutorial priorities that are reflective of the communities they serve.

The purpose of BJA's National Community Prosecution Technical Assistance Initiative is

to provide prosecutors with the skills they need to strengthen links between the criminal justice system and the community. Community prosecution encourages prosecutors' offices to build partnerships with and define a role for the community in public safety. With a focus on crime prevention, this initiative enables state, local, and tribal prosecutors nationwide to receive the TTA necessary for them to develop their problem-solving skills.

During FY 2010, BJA's national partners—the Association of Prosecuting Attorneys (APA) and the Center for Court Innovation—produced the following deliverables:

- Onsite technical assistance helped launch the Philadelphia District Attorney's Office's Community Prosecution Initiative.
- Onsite technical assistance was provided to the Manhattan District Attorney's Office to help develop goals and objectives for its community prosecution efforts.
- The 6th National Community Prosecution Conference: The 21st Century Prosecutor saw a greater number of elected prosecutors in attendance than in previous years.

Southwest and Northwest Border Prosecution Initiatives

The Southwest and Northern Border Prosecution Initiatives (SWBPI and NBPI) provide funds to eligible jurisdictions in the 4 southwest and 14 northern border states for qualifying federally initiated and referred criminal cases. The goal of the program is to reimburse jurisdictions for the prosecution and pretrial detention costs of cases that the federal government declined and referred to local or state jurisdictions. SWBPI and NBPI are different from many other BJA programs, as they provide reimbursements for costs incurred by state and local jurisdictions, rather than grants.

In FY 2010, BJA created a new calculation for reimbursing eligible SWBPI and NBPI costs, which is based on stakeholder feedback and is designed to better meet the needs of the grantees. Instead of having to track eligible cases by the hours worked, for example, the new calculation uses salary and total eligible caseload to reimburse the jurisdictions. SWBPI and NBPI programs reimbursed the costs associated with 7,855 cases that were federally declined and referred to the local jurisdictions during the FY 2010 cycle. Specifically, 49 SWBPI grants were awarded for approximately \$37.4 million, and 11 NBPI grants were awarded for approximately \$2.9 million.

Capital Case Litigation Initiative

Created in 2005 by BJA after the President's State of the Union address, the purpose of the Capital Case Litigation Initiative (CCLI) is to provide high-quality TTA on death penalty issues to attorneys and judges who litigate these cases. Capital case litigation consists of two trials (a guilt phase and a penalty phase) and is governed by unique evidentiary rules and processes. BJA recognizes that proper legal training is essential to help ensure reliable jury verdicts and minimize post-conviction litigation.

During FY 2010, BJA's national partners produced the following deliverables:

- The National Clearinghouse for Science, Technology and the Law held two 2-day trainings. Topics covered included forensic pathology, the crime scene, pattern evidence, forensic toxicology, forensic DNA, digital evidence, forensic odontology, and eyewitness evidence.
- The National District Attorneys Association (NDAA) developed a new course, "Capital Litigation—Mental Health and Retardation," which was held September 27–28, 2010 at the National Advocacy Center.

- BJA held a 1-day kickoff meeting for FY 2009 grantees on January 7, 2010. Grantees had the opportunity to ask questions of experts and become more familiar with the respective training curricula. Representatives from all eight grantee states were present: Arizona, Georgia, Kentucky, Louisiana, Ohio, Oklahoma, Pennsylvania, and South Carolina.

Criminal Courts Technical Assistance Project

The goal of the Criminal Courts Technical Assistance Project (CCTAP) is to help criminal courts and related agencies at the state and local levels improve the capacity, efficiency, and quality of the judicial system's ability to respond to increases in the volume and/or complexity of criminal caseloads, particularly those dealing with violent crime and gang activity. CCTAP supports the efforts of criminal courts to constructively respond to the fiscal crisis that has been affecting the resources available for the court as well as for other agencies on which the court depends. In addition, the project promotes adoption of proven and promising operational practices by criminal courts and justice agencies, as they relate to due process, efficiency, modern concepts of court and case management, interagency relations, and the image of the judicial system in the community they serve.

During FY 2010, BJA's national partner, American University (AU), completed:

- Sixty assignments, 20 of which entailed requests submitted during FY 2010. An additional 40 entailed requests previously submitted for which screening and/or provision of services was handled during FY 2010. In all, the CCTAP requests handled during the period were from 24 states plus the District of Columbia and Puerto Rico.
- Twenty-four onsite studies, 8 training programs, 17 technical assistance reports,

3 monographs/resource documents, and 5 training curricula.

- Routine followup with every agency that received onsite technical assistance. The average client evaluation rating was 4.5 (out of 5) for each onsite assignment conducted during FY 2010. AU also conducted followup with every agency that received onsite technical assistance within 3 to 6 months following each submission of the technical assistance report to ascertain the actions taken on each recommendation submitted, the reasons why recommendations may have been rejected, if appropriate, and whether there is a need for any additional technical assistance services. Based on the followup AU conducted to date on assistance completed during FY 2010, the recommendation of “adoption/implementation” is reported in excess of 80 percent.

Wrongful Conviction Review Program

In FY 2009, at the direction of Congress, BJA created the Wrongful Conviction Review Program to provide grant funds to public and nonprofit entities that work to exonerate people who have been wrongfully convicted. The purpose of the Wrongful Conviction Review Program is to provide high-quality and efficient representation for potentially wrongfully convicted defendants in cases of post-conviction claims of innocence. The goals of this initiative are to (1) provide quality representation to those who may be factually innocent and wrongfully convicted; (2) alleviate burdens placed on the criminal justice system through costly and prolonged post-conviction litigation; and (3) identify, whenever possible, the actual perpetrator of the crime. The program supports the expenditure of funds to evaluate and litigate claims of innocence in cases in which potentially flawed eyewitness identification evidence was offered at trial; cases in which confession

evidence, which appears to be unreliable or false, was offered at trial; cases in which forensic evidence was offered at trial involving (but not limited to) composite bullet lead analysis, fingerprints, tool marks, bite marks, hair microscopy, shaken baby, arson, time or cause of death, and/or cases involving any other potentially probative evidence of innocence. Funds may be used to help defray the costs of forensic reanalysis, expert consultation and testimony, screening/evaluation, and litigation services, including hiring qualified attorneys.

In addition to funding nine entities that work to exonerate people who have been wrongfully convicted, BJA provided grant funds to the National Association of Criminal Defense Lawyers (NACDL) to provide training and support to grantees and nongrantees. In FY 2010, NACDL accomplished the following:

- Held the grant program’s first national training event, “Litigating Non-DNA Post-Conviction Innocence Cases,” with 175 people from 32 states and the District of Columbia in attendance. This included representatives from Innocence Projects and other nonprofit, post-conviction innocence efforts, state and federal public defenders, and private attorneys handling post-conviction cases on a court-appointed and/or pro bono basis.
- Distributed 170 DVD sets of the training and written materials to defense lawyers who handle post-conviction cases, reaching defense lawyers in all types of law practices.
- Determined that 94 percent of the trainees/participants who took part in pre- and post-tests improved their knowledge or skill scores after the training.

Holistic Advocacy

Holistic defense is an innovative, client-centered, and interdisciplinary model of public defense that addresses both the circumstances driving indigent people into the criminal justice system

and the consequences of criminal justice involvement by offering criminal, as well as related civil legal representation, social work support, and advocacy in the client community.

BJA provided funding to the Bronx Defenders to enable the group to launch the Center for Holistic Defense. The center was created to serve as a resource for public defenders' offices, individual advocates, policymakers, and other criminal justice stakeholders who seek guidance in adopting a more holistic model of public defense representation. Funding from BJA will help the center provide step-by-step guidance and hands-on assistance to three public defenders' offices that are pilot testing a more holistic practice. The Knox County Public Defender's Community Law Office in Tennessee, Wisconsin State Public Defender, and Washoe County Public Defender in Nevada were chosen from 23 applicants from throughout the country.

In FY 2010, the Center for Holistic Defense achieved the following:

- Launched its web site (www.holisticdefense.org), where visitors will find a detailed discussion of the theoretical framework that underpins the practice of holistic defense, learn of the services offered by the center, and register to access a library of original content covering a variety of topics related to the practice of holistic defense.
- Released a Request for Proposals, seeking applications from defender offices throughout the country that wanted to receive extensive, hands-on technical assistance in developing specific aspects of holistic defense.
- Helped to create a client needs assessment tool for attorneys in Washoe County, Nevada to use when first meeting clients, to determine what sorts of issues (in addition to their criminal cases) clients may be struggling with and helped the county to pilot a project in the local jail to gauge the types of services most needed by their client population.

- Helped design and implement a statewide immigration services plan in Wisconsin to help staff attorneys identify clients with potential immigration issues and provide guidance in resolving those cases in a way that minimizes, as much as possible, any adverse immigration consequences. As a result of the center's work in Wisconsin, a coordinated immigration project has been implemented in defenders' offices across the state.

Animal Cruelty

In FY 2009, BJA awarded funds to the Association of Prosecuting Attorneys, in partnership with the Animal Welfare Institute, to implement the National Animal Cruelty and Fighting Initiative for the Prevention and Reduction of Violent Crime. The goal is to provide prosecutors and law enforcement with the requisite skills to strengthen links between the criminal justice system and the community by protecting vulnerable animals and to enhance prosecutors' ability to successfully identify and prosecute animal cruelty and animal fighting cases. This project is dedicated to disseminating information about the most innovative and evidence-based initiatives aimed at stopping animal cruelty and animal fighting through its listserv, publications, web site, and technical assistance. Another project objective is to increase the knowledge base about animal cruelty and animal fighting cases by providing at least four trainings (one national conference and three trainings administered by distance learning mechanisms). Yet another objective includes convening an advisory group meeting to develop and refine the training curriculum and to identify additional ways to strengthen links between the community and criminal justice system in an effort to prevent precursor crimes such as animal cruelty and animal fighting, which often lead to or are indicative of more violent crime such as child abuse and domestic violence. Last, the project is dedicated to conducting training activities for law enforcement, prosecutors, and

allied animal welfare professionals to instruct them on how to investigate and identify, build, and prosecute cases of animal cruelty.

In FY 2010, BJA's national partners:

- Conducted the first meeting of the Animal Cruelty Advisory Committee.
- Published four issues of *Lex Canis*, the APA's quarterly TTA newsletter.
- Completed a cooperative agreement with George Mason University's Center for Evidence-Based Crime Policy for an evaluation and review of anti-dogfighting programs throughout the United States. The results will be disseminated on APA's web site or published as a monograph.
- Established and maintained a listserv for prosecutors, allied law enforcement, and interested nonprofit organizations.
- Provided logistical support for 2009 and 2010 national conferences.
- Developed and maintained a brief bank for prosecutors and investigators.
- Completed 51 documented technical assistance requests from prosecutors and law enforcement relating to animal abuse and fighting.
- Drafted a monograph for prosecutors on the topic of dogfighting, which will include information about the End Dogfighting Program of the Humane Society of the United States.

CHAPTER 8

ADDRESSING CRIME AND JUSTICE FOR AMERICAN INDIANS AND ALASKA NATIVES

BJA works with tribes to provide leadership, management, training and technical assistance, and quality services in grant administration and policy development. The tribal programs administered by BJA help these communities prevent and control crime, violence, and substance abuse and improve the functioning of criminal justice systems in their communities. In FY 2010, BJA and other OJP components, working in collaboration with the Office on Violence Against Women and the Office of Community Oriented Policing Services, released the Department of Justice Coordinated Tribal Assistance Solicitation (CTAS) to provide tribes easier access to government funding by allowing them to submit one application for multiple purpose areas. This streamlined approach, a direct result of input received from tribal leaders at DOJ's Tribal Nations Listening Session in 2009, helped DOJ and tribes address public safety in Indian Country in a more comprehensive manner. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

Tribal Courts Assistance Program

Crime, violence, and substance abuse are critical challenges faced by American Indian and Alaska Native communities. In many tribes, the rates

of violent crime are far higher than the national averages. Tribal law enforcement and justice system resources are typically scarce, and the problem is exacerbated by both the vast size and geographic isolation of many reservations. Complex jurisdictional issues also frequently make effective handling of crimes committed on tribal land difficult.

The Tribal Courts Assistance Program (TCAP) is designed to assist federally recognized American Indian and Alaska Native communities in developing and enhancing their tribal justice systems. Funding supports the development, implementation, and enhancement of both western-style courts and traditional indigenous justice approaches.

TCAP provides funding and TTA to federally recognized tribal governments to help them develop, implement, and enhance tribal justice systems. In FY 2010, through the CTAS solicitation, BJA awarded 48 site-based TCAP grants totaling nearly \$17 million.

TCAP TTA is provided to both TCAP grantees and to American Indian and Alaska Native tribes-at-large on request. During FY 2010, TCAP TTA providers conducted 21 trainings for more than 1,000 participants representing tribes from across the United States. These trainings were designed to assist tribes in overall justice system planning and implementation and also

to improve the skills of specific tribal justice professionals such as tribal court judges, clerks, and probation officers.

Indian Alcohol and Substance Abuse Program

Crime, violence, and substance abuse are critical challenges faced by American Indian and Alaska Native communities. In many tribes, alcohol and substance abuse are factors in the vast majority of crimes committed within the reservation community. Limited tribal law enforcement resources and the vast geographic distances present on many reservations make innovative approaches to preventing and addressing alcohol and substance abuse critical to the health and safety of these communities.

The Indian Alcohol and Substance Abuse Program (IASAP) helps federally recognized tribal governments to plan, implement, or enhance culturally appropriate strategies for addressing crime related to alcohol and substance abuse. In FY 2010, through the CTAS solicitation, BJA awarded 26 IASAP grants totaling nearly \$10 million.

IASAP TTA is provided to both IASAP grantees and to American Indian and Alaska Native tribes-at-large on request. In FY 2010, IASA TTA providers conducted 13 training programs for more than 900 individuals. IASAP funding also supported 42 TTA visits and provided 166 scholarships that enabled tribal officials to attend national TTA events. Tribes used this TTA along with BJA grant funding to develop and implement community-based programs to address alcohol- and substance abuse-related crime.

Correctional Facilities on Tribal Lands

The Correctional Facilities on Tribal Lands (CFTL) Discretionary Grant Program provides funding

for site-based and TTA projects. In FY 2010, through the CTAS solicitation, BJA awarded 25 site-based grants for a total of \$8.8 million for the planning, renovation, and construction of correctional and correctional-alternative facilities to assist tribes with adult and juvenile detention and rehabilitative efforts.

Additionally, BJA conducted three regional workshops designed to provide TTA to grant recipients who received American Recovery and Reinvestment Act and/or Violent Crime and Law Enforcement Act funding under the CFTL Program. BJA also partnered with the Justice Solutions Group to continue providing onsite and offsite technical assistance to grant recipients that received CFTL funds in FYs 2007, 2008, and 2009.

Expanding Anti-Gang Training Into Indian Country

In response to a long-perceived need to address law enforcement challenges in Indian Country, and with support from the Administration and enactment of the Tribal Law and Order Act of 2010, a new comprehensive training program for tribal police, prosecutors, and corrections personnel titled “Gangs in Indian Country” was implemented, and on October 25–28, 2010 in Gallup, New Mexico, BJA and representatives of the Executive Office for U.S. Attorneys and the National Gang Center conducted the first pilot training, hosted by the U.S. Attorneys’ Offices of New Mexico and Arizona. The course included an overview of gangs active in the region, instruction on the intelligence process and the role of gang investigators in the process, strategies and tactics effective in suppressing gang activity, and advice on the use of gang-specific legislation in the investigation and prosecution of gang crime. BJA and partners are considering more sites for FY 2011.

CHAPTER 9

PREVENTING CRIME AND EMPOWERING COMMUNITIES

BJA's crime prevention programs address two types of crime risks: factors in a given environment that are known to facilitate situations in which unlawful behavior is more likely to occur, and factors that are known to aggravate unlawful behavior by an individual or increase the vulnerability of an individual to criminal victimization. BJA addresses these risks by encouraging communities to partner with law enforcement and other criminal justice agencies in mitigating crime, raising awareness and education of crime prevention techniques, and building the capacity of organizations with a crime prevention focus. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

Volunteers in Police Service

The Volunteers in Police Service (VIPS) Program is one of five Citizen Corps partner programs that build on the successful efforts in place in many communities around the country to prevent crime and respond to emergencies. VIPS is managed by the International Association of Chiefs of Police on behalf of BJA. The program's ultimate goal is to enhance the capacity of local and state law enforcement agencies to make better use of volunteers. The VIPS Program also serves as a resource for all law enforcement

volunteer programs and efforts. The program's web site, www.policevolunteers.org, which has received more than 50 million hits since its inception, serves as the gateway to multiple resources for law enforcement. These include:

- A searchable directory that allows agencies to network or contact programs with similar volunteer programs.
- A library of sample documents and forms.
- A resource guide for agencies interested in starting a volunteer program.
- An introductory e-learning course and other educational programs for law enforcement executives.
- Technical support.
- A moderated online discussion group.
- A monthly newsletter.

In FY 2010, the VIPS Program surpassed a major milestone, registering its 2,000th program. The VIPS Program itself held 4 workshops and conducted 11 site visits. VIPS also developed a new publication, *Missing Persons: Volunteers Supporting Law Enforcement*, and transformed its popular Building Blocks of a Law Enforcement Volunteer Program curriculum into a 2-hour e-learning course.

Neighborhood Watch

Communities working with law enforcement have always been an effective aid to preventing crime and maintaining safe neighborhoods. An increase in crime during the 1960s heightened the need for a crime prevention initiative that would focus on residential areas and involve local citizens. The National Sheriffs' Association (NSA) responded to this need by creating the National Neighborhood Watch Program in 1972.

In 2002, NSA, in partnership with BJA, launched USAonWatch (www.USAonwatch.org) to expand the role of watch programs to include disaster preparedness, emergency response, and terrorism awareness. As local governments face budget constraints, there is a growing need to use residents and neighborhoods as "force multipliers" who add to the "eyes and ears" of law enforcement.

In FY 2010, NSA:

- Provided training to 600 officers from more than 200 law enforcement agencies.
- Registered approximately 2,000 additional Neighborhood Watch groups, bringing the total to more than 23,000 registered watches.
- Doubled the distribution of its newsletter, *Neighborhood Watch News*, to more than 4,000 subscribers.

Internet Crime Complaint Center

Internet crime is an ever-changing, ever-growing landscape with high-tech criminals becoming increasingly savvy about ways to exploit the Internet. This growth has been fueled by a younger generation raised in the computer age, unlike many of the criminals of just a decade ago. It is imperative for law enforcement to have the tools to battle modern-day cyber criminals and for victims to have access to a mechanism for reporting their complaints.

To address these concerns, BJA, the FBI, and the National White Collar Crime Center partnered to create and operate the Internet Crime Complaint Center (IC3). This partnership not only provides a place for victims to report Internet-based crimes, but also arms law enforcement with the latest technological tools needed to bring the perpetrators to justice. In addition, the expert analysis IC3 provides to law enforcement fosters greater collaboration. Through this partnership, IC3 has evolved to keep pace with emerging trends and technology, becoming an indispensable asset to law enforcement and the victims of online crime.

During FY 2010, the activities of this partnership resulted in the following:

- More than 300,000 complaints registered from citizens who had a problem or were a victim of a crime over the Internet.
- An annual report that identifies some of the most common Internet scams and crimes committed, which is available at www.ic3.gov/media/annualreport/2010_IC3Report.pdf.
- An online complaint form for victims to use to report online crimes and scams, available at www.ic3.gov/contact.

National Crime Prevention Council Initiatives

BJA and the National Crime Prevention Council (NCPC) partner on several nationwide crime prevention initiatives.

Circle of Respect

The Circle of Respect is NCPC's latest and most comprehensive campaign to protect youth from bullying and cyberbullying. The campaign seeks to change the commonly held belief that bullying is a rite of passage, and teaches instead that such behavior is unacceptable through a positive, pro-social message that encourages respect and consideration for others. To promote

its mission, the Circle of Respect features an education campaign, outreach materials (including publications and public service advertising), and partnership efforts to reach a national audience. The Circle of Respect's web site (www.circleofrespect.org) serves as the primary face of the initiative and includes resources for teens, young adults, and educators on relational crimes such as bullying, dating violence, and gangs.

In FY 2010, funding from BJA enabled NCPC to:

- Conduct a series of focus groups among children and teens from ages 8 to 17 years to facilitate discussions about respect and friendship and to obtain youth input into program messages and awareness of key issues. NCPC held a groundbreaking event at the National Press Club in Washington, D.C., which highlighted new research on youth's views on respect and the roles adults play in modeling respectful behavior. The event also engaged well-known researchers and authors in discussion about respect for others, bullying, and cyberbullying.
- Partner with YouTube and Saatchi & Saatchi to develop a new Internet resource titled "OceanKing97." This viral campaign showcases a powerful video demonstration of how quickly words can affect someone and how painful cyberbullying can be for young people.
- Release the new bullying prevention video *Samantha's Choice*. This 5-minute animated film follows the story of a young girl who is afraid to go to ballet class for fear of being bullied. "Stop, Talk, & Walk" is the essential advice that McGruff® the Crime Dog shares with the young girl in the story.

National Children and Youth Safety Campaign

Every day, children and youth across the country are being victimized at alarming rates,

committing crimes, or engaging in dangerous behaviors. The National Children and Youth Safety Campaign is designed to educate children and youth about personal safety and to engage them in service projects that facilitate their connection to the community and foster a sense of civic responsibility. This program provides tools and resources for parents, teachers, and school counselors to teach children and youth about safety skills and educate them about the consequences of cyberbullying from the perspectives of both victims and perpetrators. The program also works to enhance the capacity of law enforcement and crime prevention practitioners to engage parents in local crime prevention efforts.

In FY 2010, funding from BJA enabled NCPC to:

- Develop two new McGruff® Readers and accompanying activity books for children in grades 3 and 4. The readers address issues such as online and neighborhood safety, while the activity books reinforce these messages.
- Develop six online educational games to teach children about bullying, Internet safety, drugs, and other dangers. The games were posted on NCPC's children's web site, www.mcgruff.org.
- Conduct an online advanced strategy lab that collected feedback from McGruff® House coordinators to identify successful strategies for engaging community members in McGruff® House volunteer activities and related community initiatives.

Celebrate Safe Communities

Given the recent tightening of state and local budgets, local law enforcement agencies need additional resources to mobilize communities and increase their capacities to prevent crime, maintain safe communities, and prepare for emergencies. The Celebrate Safe Communities (CSC) program, a partnership of NCPC and NSA, promotes local crime prevention and safety

events by providing local law enforcement agencies and community groups with web-based training, technical assistance, crime prevention and safety information, and promotional materials for localized events.

The CSC program gives law enforcement and community groups information and advice on all aspects of initiating, organizing, partnering, marketing, and conducting crime prevention events. Free promotional materials that can be localized are available on the web site, along with crime prevention and public safety materials. Communities, residents, law enforcement and public safety agencies, businesses, and school campuses all derive benefits from the CSC program.

In FY 2010, CSC participation significantly increased, with 251 sites in 146 cities from 39 states participating. The CSC web site (www.celebratesafecommunities.org) received 45,200 hits.

Campus Safety

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

Three campus safety-related projects funded by BJA in 2007 completed their work in FY 2010 and produced valuable resources for the field:

- The Major Cities Chiefs Association developed *Campus Security Guidelines*, which contains

operational policies developed by local and campus law enforcement that can be replicated and implemented by campuses across the nation.

- IACP developed several campus resources, including a video titled *Community Involvement in Campus Safety* and a supplemental chapter for the VIPS's *Volunteer Programs: Enhancing Public Safety by Leveraging Resources* guide, titled "VIPS in a College or University Setting." These publications provide case studies, best practices, and resources for starting or enhancing campus safety programs at the nation's colleges and universities. In addition, IACP developed the VIPS E-Learning module, which can be used to train citizen volunteers in local and campus law enforcement agencies.
- NSA developed the Schools and Universities Safety Resource Center, an online resource center (www.communitysafetyinstitute.org/SUSRC) that provides tools to help educators, law enforcement personnel, and community members make schools and college campuses safer for students.

Gang Resistance Education And Training Program

BJA's Gang Resistance Education And Training (G.R.E.A.T.) Program is a school-based classroom curriculum taught by law enforcement officers. It is intended to immunize youth against the lures of delinquency, youth violence, and gang membership. Currently, 490 law enforcement agencies around the country teach the G.R.E.A.T. Program.

The G.R.E.A.T. Program (www.great-online.org) consists of four components: a 13-week middle school curriculum, a 6-week elementary school curriculum, a summer program, and a 6-session training curriculum for families. G.R.E.A.T. differs from most efforts to reduce gang problems.

While many programs are directed at active gang members and target high-risk youth, the G.R.E.A.T. Program is presented to various school-age populations to prevent students from engaging in some of the risk factors that lead to gang involvement. Uniformed officers teach students to set positive goals, resist negative pressures, resolve conflicts peacefully, and understand how gangs affect the quality of their lives.

In FY 2010, the G.R.E.A.T. Program enabled BJA to train 452 law enforcement professionals to teach the curriculum in elementary and middle schools. In addition, 131 law enforcement professionals were trained to facilitate the G.R.E.A.T. Families component. In FY 2010, a total of 233,726 students in 3,656 middle schools and 135,040 students in 2,056 elementary schools completed the G.R.E.A.T. Program. Since the program's inception in 1991, more than 10,000 law enforcement officers and law enforcement professionals have been certified as G.R.E.A.T. instructors, and more than 5 million students have graduated from the G.R.E.A.T. Program.

Preventing Crime in the Black Community

For many urban African-American communities, crime rates and victimization rates remain higher than the national average. Changing this

pattern will require collaboration among law enforcement and other government agencies, community and faith-based organizations, businesses, schools, researchers, and African-American leaders.

The 25th Annual National Conference on Preventing Crime in the Black Community, held May 26–29, 2010 in Orlando, Florida, was designed to foster collaboration, communication, and action among practitioners by sharing innovative ideas and research on the criminal justice system and the causative factors and prevention strategies unique to the African-American community.

BJA provided stipends for law enforcement managers from urban communities with high crime rates to attend the conference. In addition, BJA provided funding for a pre-conference "Summit on Crime Prevention in Black Communities" and assembled a panel of criminal justice experts and community leaders from the national and state level to identify the top crime prevention issues facing black communities.

The conference attracted 1,350 participants, and BJA stipends supported travel expenses for 150 law enforcement managers who would not otherwise have been able to attend.

CHAPTER 10

PROTECTING AND SUPPORTING VICTIMS OF CRIME

Although the Office for Victims of Crime (OVC) is the component of OJP that specializes in resources and support for victims, BJA takes the lead on victim-centered programs that also must leverage support from established BJA partners at the state, local, and tribal levels. In this capacity, BJA developed the Anti-Human Trafficking Task Force Initiative, which operates in close collaboration with OVC, and the Statewide Automated Victim Information and Notification (SAVIN) Program, which provides funding for states to develop and implement information systems that notify victims of events affecting their offenders and their offenders' cases, about which the victim has a right to be informed under the 2004 Justice for All Act. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

Anti-Human Trafficking Task Force Initiative

Combating human trafficking requires a comprehensive response from government and nongovernment entities in myriad areas from human rights, to employment issues, to law enforcement. Under the Anti-Human Trafficking Task Force Initiative, BJA and its partners work

closely with local and state law enforcement agencies to organize anti-human trafficking task forces with a multidisciplinary, victim-centered approach that takes into account both the humanitarian principle behind the identification and rescue of victims and the role that trafficking victims play in the investigation and prosecution of traffickers. Currently, 41 task forces are in operation.

In FY 2010, OVC and BJA developed the *Anti-Human Trafficking Task Force Strategy and Operations e-Guide* (www.ovcttac.gov/TaskForceGuide/EGuide), an e-learning tool targeted to both established and new task forces. The guide provides direction on forming new anti-human trafficking task forces; ideas for strengthening existing task forces; creative strategies, examples, and lessons learned from existing task forces; and links to valuable tools, trainings, and resources.

Also in FY 2010, BJA provided funding to two grantees for developing and piloting the Advanced Human Trafficking Investigator curriculum, a 3-day training program whose goal is to increase the capacity of human trafficking investigators. A total of 89 people were introduced to the training at the national conference and 2 pilot training events in 2010.

On behalf of BJA, the upper Midwest Community Policing Institute convened two focus groups, made up of subject matter experts from the field, representatives of current task forces, victims' services representatives, concerned stakeholders, and federal partners to:

- Evaluate the current task force model used to identify, rescue, and restore victims of human trafficking; conduct human trafficking investigations; and prosecute those who traffic in persons.
- Determine the most effective way to meet the goals of the Trafficking Victims Protection Act and its reauthorizations.
- Make specific recommendations for future strategies, practices, and sustainment support to address the crime of human trafficking.

Statewide Automated Victim Information and Notification Program

Victims of crime have a great need for information relating to their offender's case. Knowledge of court schedules, release and parole dates, and other information can reduce the risk of repeat incidents and help prevent further victimization. With limited resources, law enforcement and court officials face considerable obstacles to maintaining efficiency and reliability in victim notification. BJA's SAVIN Program was created to assist states in building, implementing, and improving their victim notification capacity.

The goal of the SAVIN Program is to increase public safety and deliver basic victim notification

rights. Effective SAVIN programs require broad multiagency support for increasing victim safety, meeting legislative requirements, and minimizing the costs associated with keeping victims notified of important dates and developments relating to the status of their offender.

During FY 2010, BJA worked collaboratively with our national partners to provide the following resources and services to the field:

- BJA and our training and technical assistance partners—the National Criminal Justice Association, Justice Solutions, and the IJIS Institute—have built a SAVIN web site (www.savinonline.org) that serves as a portal for providing information and technical assistance to SAVIN programs. Its features include a peer-to-peer forum that allows SAVIN administrators to communicate and exchange ideas and solutions with each other.
- The project team has made presentations at national conferences, including the conferences of the National Organization for Victim Assistance, the National Association of Victim Service Professionals in Corrections, the National Criminal Justice Association, and the American Probation and Parole Association, as well as at a victim services committee meeting for the International Association of Chiefs of Police, to raise awareness about the importance of SAVIN programs. In collaboration with OVC's Web Forum series, project staff guest hosted a session on how SAVIN programs can be a valuable resource for stalking victims. The project team continues to develop resources that SAVIN administrators can use to promote their programs.

CHAPTER 11

BUILDING CAPACITY

In FY 2010, BJA continued to expand upon its training and technical assistance for the field, provide meaningful data on the performance of BJA programs, enhance knowledge management, and support and facilitate policymaker collaboration. More information on these initiatives and success stories can be found in the online annual report, available at www.bja.gov/AR.

Training and Technical Assistance Coordination

BJA's mission is to provide policy leadership and assistance that supports local criminal justice strategies to achieve safe communities. One of BJA's most important functions is to support the work of practitioners in state, local, and tribal justice systems through TTA programs. BJA-sponsored TTA provides direct assistance in developing and implementing comprehensive, systemwide strategies for public safety that also improve criminal justice systems.

In FY 2010, BJA provided more than \$1.5 million to Fox Valley Technical College for implementation of the National Training and Technical Assistance Center (NTTAC) to provide direct technical assistance to "fill the gaps" in situations for which BJA does not have an existing program. To do this, NTTAC supports

criminal justice practitioners, elected officials, and citizen advocates with training, information dissemination, technical assistance, and conference facilitation.

In FY 2010, BJA's NTTAC achieved the following:

- Received 315 inquiries and was able to make 26 referrals to existing programs and fund 88 separate technical assistance projects.
- Launched a monthly webinar series, which highlights BJA's activities, programs, and TTA providers. The webinars are recorded and maintained on the NTTAC web site for future viewing.
- Expanded and updated the NTTAC web site (www.bjatraining.org), making TTA services more readily available, easier to access, and more efficiently managed.
- Developed a monthly e-newsletter in conjunction with BJA staff, which provides information to the field on critical issues, success stories, and resources. More than 3,000 individuals have signed up to receive the e-newsletter.
- Promoted and encouraged collaboration and communication among BJA's TTA providers by encouraging joint work and activities on projects, highlighting the work of other TTA providers on its web site, and creating a

consultant development course which BJA's TTA providers will use to promote consistency, excellence, and increased credibility among consultants working in the field.

Performance Measurement

BJA uses performance measurement as an accountability tool to assess progress toward its programs' goals and objectives. Performance measures are indicators, statistics, or metrics used to gauge program performance that will benefit BJA and its grantees.

In FY 2010, BJA:

- Began tracking the performance for three new programs in its Performance Measurement Tool: the Prescription Drug Monitoring Program, Second Chance Act Demonstration Program, and Second Chance Act Mentoring Program.
- Participated in the OJP-wide Performance Measures Advisory Group to support the strategic approach to performance measurement agencywide.
- Participated in the OJP Evidence Integration Initiative, which is an effort to harness, synthesize, and make available more evidence both to BJA for program decisions and externally for grantees to use for program design decisions.

Training and Technical Assistance Reporting System

In FY 2010, BJA enhanced the system that is used to gather quantitative program performance data from grantees that provide TTA. The Training and Technical Assistance Reporting System (TTARS) collects numerical totals of events and the products of grantee activities and captures this information on a calendar to publicize it to the criminal justice

community. The system now incorporates several new reporting features as well as provides improved data validation checks to ensure that high-quality data is obtained.

In FY 2010, BJA asked 124 grantee organizations to use the TTARS system to report on 410 grant awards. Of those that were required to report, more than 380 (or 93 percent) successfully completed their reporting in TTARS.

A total of 5,476 events and activities were reported in FY 2010; of these, 1,296 were training events at which a total of 77,202 participants received training. These participants were asked to complete pre- and post-testing, and the results showed that more than 99 percent of participants who completed the evaluation reported an improvement. Of those who completed the evaluation, the vast majority (95 percent) rated the training as satisfactory or better in terms of its content, appropriateness, and delivery. Enhancements made to the system and the user interface in January 2010 resulted in a 61 percent increase in the completion rate of a followup questionnaire for participants in distance learning webinar trainings.

In FY 2010, 139 conferences were reported in the system, with a total of 67,993 attendees. Of the 5,963 attendees (9 percent) who completed an evaluation at the conclusion of the conference, more than 99 percent rated the conference as satisfactory or better. A total of 224 peer-to-peer hosted technical assistance site visits were reported in the TTARS system in 2010, and 71 followup visits were conducted 6 months later.

Knowledge Management

The mission of BJA's knowledge management program is to analyze and collect research and evaluation information, identify BJA program success, provide evidence to inform BJA

programs and policies, and prepare information and findings to share within BJA and OJP and the criminal justice field at large.

BJA's knowledge management program focuses on utilizing subject matter experts to highlight disciplines, techniques, and best practices of program review, assessment, and evaluation; evidence translation and integration; and demonstration field experiments. Targeted to practitioners, policymakers, and researchers in the field as well as staff from BJA, OJP, and DOJ, the program oversees long-range planning and analysis of new substantive agency programs for which precedents are scarce or nonexistent. In addition, the knowledge management program develops policies and processes for the efficient capture of relevant information, knowledge, evidence, and research content across the entire spectrum of criminal justice issues.

In FY 2010, BJA:

- Coordinated with the National Institute of Justice to assess the evaluability of FY 2009 Second Chance demonstration sites.
- Worked with the Vera Institute of Justice to establish a Cost-Benefit Knowledge Bank (<http://cbkb.org>) for the criminal justice field, which was launched in FY 2011.
- Worked with George Mason University to develop a risk-needs-responsivity simulation tool for practitioners and policymakers in criminal justice (discussed in more detail in chapter 5).
- Continued to work with the Justice Research and Statistics Association to provide program evaluation and performance measurement information through BJA's online Center for Program Evaluation and Performance Measurement.

Policymaker Collaboration

Public safety is a priority concern of state and local policymakers, and they are challenged

today to meet their communities' needs and provide services amid difficult budget conditions. BJA's policymaker collaboration efforts provide states and localities with a timely opportunity to gain knowledge and tools that can help them reshape their criminal justice approaches and reallocate resources for sustainable benefits. The program is geared toward benefiting practitioners and policymakers in the field.

BJA funded two projects that focus on strategies to reach state and local officials who shape criminal justice policy:

- In partnership with the National Conference for State Legislators, BJA provides information to state legislators and legislative staff that contributes to better informed decisionmaking on priority criminal justice issues.
- BJA launched a new project with the National Criminal Justice Association (NCJA) to assist State Administering Agencies in strategically investing their Justice Assistance Grant Program funding through comprehensive planning that will assess community needs through better use of data and evidence.

NCJA collected data from almost all 56 states and territories on their plans for spending their JAG funding. Information was collected across the 7 purpose areas and 43 project types. NCJA also analyzed the data and developed graphics showing how JAG funds are spent in each state and nationally in each purpose area encompassing all aspects of the criminal justice system. This was the first time this data had been captured for the JAG Program in such a comprehensive way, thereby providing a snapshot of JAG in the field and highlighting the JAG Program's successful practices and innovative projects, giving a broad picture of the uses and effectiveness of this grant program.

ACRONYMS AND ABBREVIATIONS

ADCDGP	Adult Drug Court Discretionary Grant Program	CentTF	Center for Task Force Training
APA	Association of Prosecuting Attorneys	CEPP	Center for Effective Public Policy
APAI	Association of Paroling Authorities International	C.F.R.	Code of Federal Regulations
APCO	Association of Public-Safety Communications Officials	CFTL	Correctional Facilities on Tribal Lands
APPA	American Probation and Parole Association	CICC	Criminal Intelligence Coordinating Council
ASCA	Association of State Correctional Administrators	COPS	Community Oriented Policing Services
ATF	Bureau of Alcohol, Tobacco, Firearms and Explosives	CSAT	Center for Substance Abuse and Treatment
AU	American University	CSC	Celebrate Safe Communities
BCOT	Building Communities of Trust	CTAS	Coordinated Tribal Assistance Solicitation
BJA	Bureau of Justice Assistance	CTFLI	Center for Task Force Leadership and Integrity
BJS	Bureau of Justice Statistics	DEC	drug endangered children
BVP	Bulletproof Vest Partnership	DHS	U.S. Department of Homeland Security
CAD	computer-aided dispatch	DMI	Drug Market Intervention
CAT	Communities Against Terrorism	DOJ	U.S. Department of Justice
CBOB	Congressional Badge of Bravery	EMS	emergency medical service
CCLI	Capital Case Litigation Initiative	FBI	Federal Bureau of Investigation
CCTAP	Criminal Courts Technical Assistance Project	GAC	Global Advisory Committee

GISWG	Global Infrastructure/Standards Working Group	JRA	Justice Reference Architecture
GIWG	Global Intelligence Working Group	JRI	Justice Reinvestment Initiative
Global	Global Justice Information Sharing Initiative	LEO	Law Enforcement Online
GMU	George Mason University	LEXS	Logical Entity Exchange Specification
GPIQWG	Global Privacy and Information Quality Working Group	MOV	Medal of Valor
GRA	Global Reference Architecture (formerly Justice Reference Architecture)	MSU	Michigan State University
G.R.E.A.T.	Gang Resistance Education And Training	NAAG	National Association of Attorneys General
GSWG	Global Security Working Group	NACDL	National Association of Criminal Defense Lawyers
HHS	U.S. Department of Health and Human Services	NBPI	Northern Border Prosecution Initiative
HRPDMP	Harold Rogers Prescription Drug Monitoring Program	NCCD	National Council on Crime and Delinquency
HSIN	Homeland Security Information Network	NCIRC	National Criminal Intelligence Resource Center
IACP	International Association of Chiefs of Police	NCJA	National Criminal Justice Association
IASAP	Indian Alcohol and Substance Abuse Program	NCPC	National Crime Prevention Council
IC3	Internet Crime Complaint Center	NDAA	National District Attorneys Association
IIR	Institute for Intergovernmental Research	NDCI	National Drug Court Institute
IJIS	Integrated Justice Information Systems	NDRI	National Development and Research Institute
IP	Intellectual Property	NFA	National Forensic Academy
ISE	Information Sharing Environment	NFSTC	National Forensic Science Technology Center
JAG	Edward Byrne Memorial Justice Assistance Grant	NGA	National Governors Association
JIEM	Justice Information Exchange Model	NGC	National Gang Center
JMHCP	Justice and Mental Health Collaboration Program	NIC	National Institute of Corrections
		NIEM	National Information Exchange Model
		NIJ	National Institute of Justice
		NMVTIS	National Motor Vehicle Title Information System

NPD	National Preparedness Directorate	RCPI	Regional Community Policing Initiative
NPRC	National Parole Resource Center	RISS	Regional Information Sharing Systems
NPREC	National Prison Rape Elimination Commission	RNR	risk-needs-responsivity
NRRC	National Reentry Resource Center	RSAT	Residential Substance Abuse Treatment for State Prisoners
NSA	National Sheriffs' Association	SAMHSA	Substance Abuse and Mental Health Services Administration
NSI	Nationwide Suspicious Activity Reporting (SAR) Initiative	SAR	Suspicious Activity Reporting
NTTAC	National Training and Technical Assistance Center	SAVIN	Statewide Automated Victim Information and Notification
NW	National Neighborhood Watch	SBU	secure but unclassified
NW3C	National White Collar Crime Center	SCAAP	State Criminal Alien Assistance Program
ODNI	Office of the Director of National Intelligence	SLATT®	State and Local Anti-Terrorism Training
OJJDP	Office of Juvenile Justice and Delinquency Prevention	SEARCH	National Consortium for Justice Information and Statistics
OJP	Office of Justice Programs	SPI	Smart Policing Initiative
OVC	Office for Victims of Crime	SWBPI	Southwest Border Prosecution Initiative
PDMP	prescription drug monitoring program	TA	technical assistance
PERF	Police Executive Research Forum	TCAP	Tribal Courts Assistance Program
PM-ISE	Program Manager for the Information Sharing Environment	TTA	training and technical assistance
PMO	Program Management Office	TTARS	Training and Technical Assistance Reporting System
PMT	Performance Measurement Tool	UML	University of Massachusetts-Lowell
PREA	Prison Rape Elimination Act	U.S.C.	United States Code
PSDI	Public Safety Data Interoperability	VA	U.S. Department of Veterans Affairs
PSN	Project Safe Neighborhoods	VIPS	Volunteers in Police Service
PSOB	Public Safety Officers' Benefits	XML	eXtensible Markup Language
PTSD	Post-traumatic stress disorder		

Bureau of Justice Assistance Information

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

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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

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

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



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