



# Solutions for Safer Communities



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

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

Pursuant to the Omnibus Crime Control and Safe Streets Act of 1968, as amended by the Anti-Drug Abuse Act of 1988 (Public Law 100-690), in accordance with Section 522, I am pleased to transmit the Bureau of Justice Assistance Annual Report for Fiscal Year 2011.

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.  
November 2012

# MESSAGE FROM THE DIRECTOR

The Bureau of Justice Assistance (BJA), a component of the U.S. Department of Justice's (DOJ's) Office of Justice Programs (OJP), 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 criminal justice policy, develop effective partnerships with the field, promote accountability, offer technical assistance and training, and encourage local control of programs. BJA's leadership, along with the services we provide, has been essential to both identifying and putting into practice the most current, innovative, and evidence-based approaches to criminal justice.

This Report to Congress describes the funding, technical assistance, and diverse resources BJA provided in fiscal year (FY) 2011 to support jurisdictions in their efforts to reduce and prevent crime and promote fairness in the criminal justice system. We are proud to highlight the many examples of how our stakeholders used BJA's resources to make a difference in their communities and across the nation.

The diversity of programs and activities has been remarkable, including launching major initiatives such as the pilot training for VALOR (Preventing Violence Against Law Enforcement Officers and Ensuring Officer Resilience and Survivability), a key component of the Attorney General's national Officer Safety Initiative; the Justice Reinvestment Initiative, which uses a data-driven approach to reduce corrections spending and reinvest savings in evidence-based strategies that increase public safety and hold offenders accountable; the Building

Neighborhood Capacity Program, a component of the White House-led Neighborhood Revitalization Initiative, which supports the transformation of distressed neighborhoods into ones of opportunity; and the Law Enforcement Congressional Badge of Bravery, which honors exceptional acts of bravery in the line of duty by federal, state, local, and tribal law enforcement officers.

BJA also forged new partnerships and continued successful collaborations on several programs and initiatives, including working with OJP's National Institute of Justice to develop the Honest Opportunity Probation with Enforcement Demonstration Field Experiment, which replicates Hawaii's highly successful probation model; with the Substance Abuse and Mental Health Services Administration's Center for Substance Abuse Treatment in issuing a second joint solicitation to enhance the court services, coordination, and substance abuse treatment capacity of adult drug courts; and with OJP's Office for Victims of Crime and DOJ's Civil Rights Division to administer the Anti-Human Trafficking Task Force Initiative, which uses proactive investigations to identify and rescue victims of human trafficking as well as provide training to law enforcement agencies and victim service providers.

BJA continued to administer the leading source of federal justice funding to state and local jurisdictions: the Edward Byrne Memorial Justice Assistance Grant (JAG) Program. In FY 2011 alone, BJA awarded more than 1,400 formula grants totaling more than \$366 million. To illustrate how this funding is being used across the country, our online JAG Showcase focuses on JAG-funded statewide, local, and subgrantee

projects that have demonstrated success or have shown promise in meeting the objectives and goals of JAG while positively impacting communities. Each year, new methods are being discovered to reduce and prevent crime, violence, and drug abuse and to improve the functioning of the criminal justice system, and the JAG Showcase provides a forum for us to share this information.

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 initiatives within this report highlight the

good ideas that were generated in the field. I applaud the many achievements of the men and women in the justice field who, with the support of BJA and collaborative efforts at the state and local levels, have made such a difference in their communities.

BJA is proud to have played a role in the successes of these programs and the numerous other programs and initiatives that BJA funded in FY 2011. 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](http://www.bja.gov/AR).

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# FY 2011 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) 2011, 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 2011, BJA focused on several key justice priorities facing America's communities. These priorities addressed the U.S. Department of Justice's (DOJ's) strategic goals and objectives and included:

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

A brief look at a few of the many programs administered by BJA in FY 2011 reveals the following:

**Edward Byrne Memorial Justice Assistance Grants** provided more than \$366 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 \$24 million to nearly 5,000 jurisdictions.

Through the **Intellectual Property Enforcement, Training, and Technical Assistance Program**, grantees seized nearly \$64 million in counterfeit assets and more than \$10.5 million in noncounterfeit assets.

**Public Safety Officers' Benefits** were approved for 201 claims to provide benefits to survivors of America's fallen heroes.

The **Global Justice Information Sharing Initiative** contributed numerous recommendations to support DOJ's information-sharing mission.

**State and Local Anti-Terrorism Training Program** trainers delivered nearly 60 workshops on terrorism interdiction, investigation, and prevention to more than 5,500 law enforcement professionals.

The **Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI)** Program Management Office increased the number of NSI operational sites from 15 to 53.

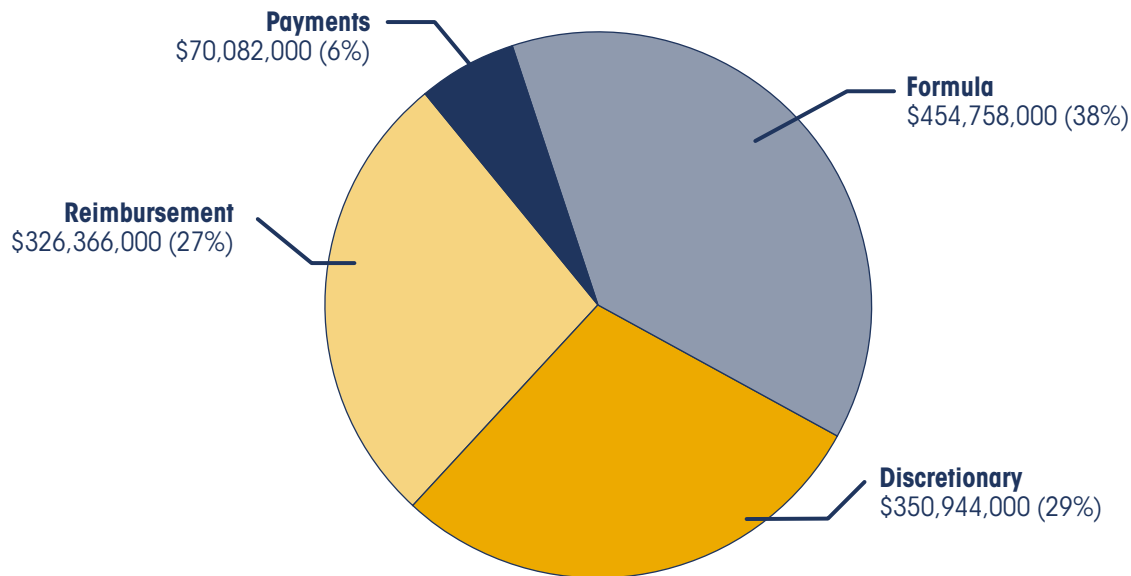
**Second Chance Act** funds of more than \$41 million allowed communities to provide critical services to returning offenders and ensure necessary accountability.

**Adult Drug Court** funding of nearly \$25 million enabled 85 jurisdictions to develop and implement drug treatment courts.

**Tribal Initiatives** were bolstered through three programs totaling nearly \$33 million for courts, treatment, and corrections efforts, which were awarded through DOJ's Coordinated Tribal Assistance Solicitation.

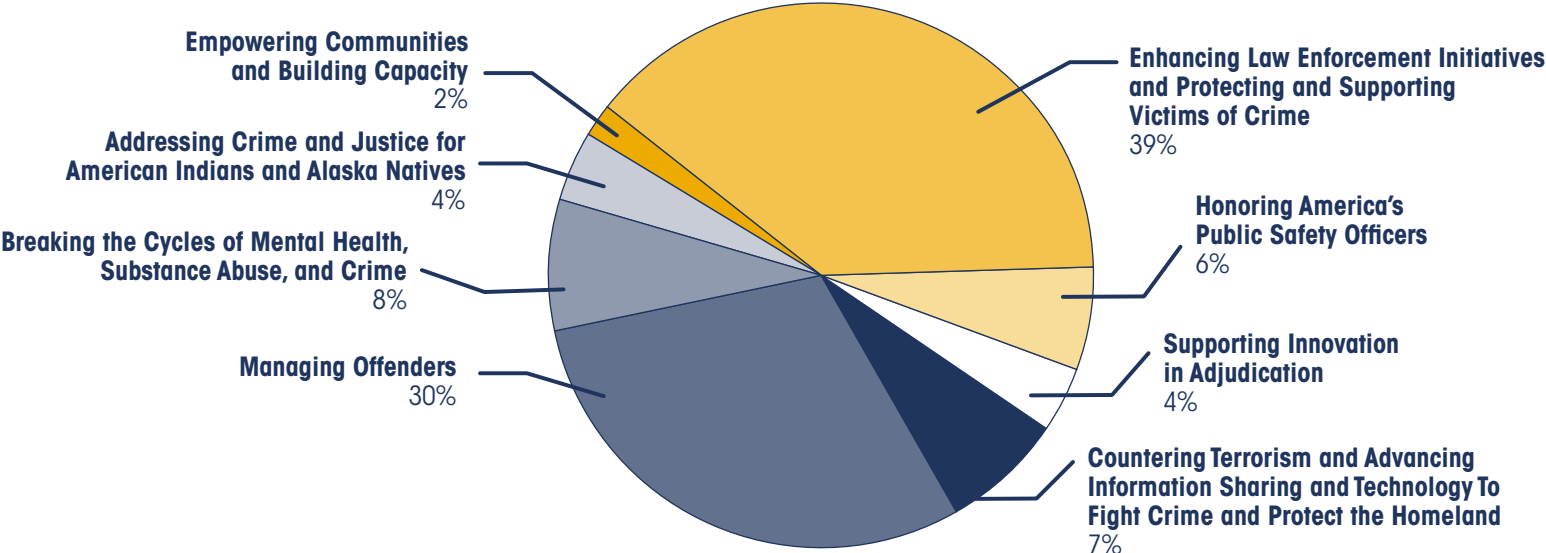
These and other BJA efforts reflect the dedication, commitment, and successes of a nation of justice partners who believe that more can always be done to help reduce and prevent crime and enhance the criminal justice system.

## FY 2011 APPROPRIATIONS FOR BJA-ADMINISTERED PROGRAMS





# FY 2011 FUNDING BY BJA PROGRAM AREAS



## CHAPTER 1

# ENHANCING LAW ENFORCEMENT INITIATIVES AND PROTECTING AND SUPPORTING VICTIMS OF CRIME

The Bureau of Justice Assistance (BJA) supports initiatives that address the prevention, suppression, and subsequent reduction of violent crime, gang activity, and economic crime, and it provides resources, including training and technical assistance (TTA), to law enforcement agencies and the communities they serve. These initiatives include smart policing, officer safety, anti-human trafficking task forces, forensics, drug market intervention, mortgage fraud, intellectual property, leadership development, and crime prevention. Further, BJA administers victim-centered programs that leverage support from partners at the state, local, and tribal levels. More information on these initiatives and success stories can be found in the online annual report, available at [www.bja.gov/AR](http://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 60 percent of annual JAG funding—from awards made in fiscal years (FYs) 2009, 2010, and 2011—is allocated for law enforcement personnel, initiatives, and equipment, including multijurisdictional drug and gang task forces, police cruisers, and less-than-lethal devices. In FY 2011, JAG-funded task forces reported that they had disrupted 1,191 drug trafficking organizations and dismantled 451. In addition, 82,519 individuals, including 4,602 gang members, were arrested on felony charges and another 26,755, including 1,245 gang members, were arrested on misdemeanor charges. A total of 136,745 new investigations were initiated, 2,306 federal and 24,659 state judicial search warrants were served, and 17,848 firearms were seized.

In FY 2011, BJA awarded 1,348 local and 56 state JAG formula grants totaling more than \$366 million (approximately \$246 million to states and territories and \$120 million to local units of government).

BJA's JAG Showcase ([www.bja.gov/Programs/JAGsuccess.html](http://www.bja.gov/Programs/JAGsuccess.html)) highlights JAG statewide, local, and subgrantee projects that have demonstrated success or have shown promise in meeting the objectives and goals of JAG while positively impacting communities. Each year, new methods

to reduce and prevent crime, violence, and drug abuse and to improve the functioning of the criminal justice system are being discovered. The JAG Showcase serves as a resource for criminal justice professionals in the field who seek to stay informed of some of the most interesting, innovative, results-oriented projects that have been funded with JAG money in the last several years.

## Smart Policing Initiative

Developing solutions that are data driven, effective, and economical—as measured by reduced crime, higher closure rates, and realistic cost—would be of great benefit to law enforcement agencies in this era of budget reductions and limited staffing. The goal of the Smart Policing Initiative (SPI) is to identify those solutions.

### SPI SITES



Beginning in 2009, 10 law enforcement agencies have been testing solutions with their research partners. Research partners, generally from local universities, work closely with their SPI agency partner and help identify the issues, assist in solution development, and devise an evaluation plan to measure the impact of solutions. Results are still coming in, but some preliminary findings are encouraging for law enforcement agencies grappling with chronic crime problems. In 2012, several of these projects will be releasing final reports on their solutions to crime problems.

In FY 2011, BJA made awards to 16 sites, for a total of nearly \$5 million. The FY 2011 funded sites are Glendale, Arizona; Phoenix, Arizona; New Haven, Connecticut; Evans County, Georgia; Grangeville, Idaho; Shawnee, Kansas; York, Maine; Boston, Massachusetts; Cambridge, Massachusetts; Lowell, Massachusetts; Michigan State Police, Michigan; Kansas City, Missouri; Las Vegas, Nevada; Frisco, Texas; Pharr, Texas; and Pullman, Washington. The total number of SPI sites is now 28.

## Officer Safety

### Bulletproof Vest Partnership

Based on preliminary data, it appears that felonious assaults on law enforcement and corrections officers are continuing to increase, despite the fact that violent crime in many states across the country is declining for the fifth consecutive year. As of December 7, 2011, 64 law enforcement and corrections officers have died

after being assaulted while performing their jobs. Fifty-four of those officers died as a result of firearms-related incidents, an increase of 12 percent over the same time period last year.

Created by the Bulletproof Vest Partnership Grant Act of 1998, the Bulletproof Vest Partnership (BVP) Program is a unique Department of Justice (DOJ) initiative designed to provide a critical resource to state and local law enforcement. With serious state and local budget constraints facing jurisdictions across the United States, the BVP Program continues to provide funds to help jurisdictions provide bullet- and stab-resistant body armor for sworn law enforcement and corrections officers.

At the direction of the Attorney General, beginning with FY 2011 BVP funds, jurisdictions must have a written mandatory wear policy for uniformed officers who are engaged in field activities in order to receive BVP funds. Although some jurisdictions chose to not apply for funds in 2011 because of the mandatory wear policy requirement, BJA recorded receiving the second highest number of BVP applications since the inception of the program. In FY 2011, BJA received 5,134 applications and awarded a total of nearly \$24.3 million to 4,960 state, local, and tribal jurisdictions. These funds will be used to pay for up to 50 percent of the cost of protective vests that meet the current National Institute of Justice (NIJ) body armor standards.

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

Preventing Violence Against Law Enforcement Officers and Ensuring Officer Resilience and Survivability (VALOR) is a national officer safety and technical assistance initiative developed and delivered by BJA in response to the precipitous increase in officer deaths and injuries due to

violent felonious assaults. During the past 2½ years, police officer deaths from gunfire have dramatically increased from an all-time low in 2008. According to the National Law Enforcement Officers Memorial Fund, the number of officers shot and killed surged 22 percent in 2009 and another 24 percent in 2010. Unfortunately, as of December 9, 2011, preliminary figures for 2011 indicate a 13 percent increase in gunfire deaths over those of 2010.

VALOR training is designed to help prevent violence against law enforcement officers and ensure officer resilience and survivability following any violent encounters they may face during the course of their duties. Under this initiative, critical nationwide TTA is provided to sworn state, local, and tribal law enforcement officers through a variety of delivery mechanisms.

During FY 2011, VALOR training has been presented in nine different locations.

- The pilot 2-day regional training was held in Richmond, Virginia in January 2011. Additional 2-day regional trainings were held in Detroit, Michigan; San Diego, California; and Seattle, Washington. One-day specialized trainings were held in Gatlinburg, Tennessee; St. George, Utah; and Grand Island, Nebraska. VALOR training has been presented to 1,442 state, local, tribal, and federal law enforcement officers.
- The officer safety training program has proved so popular that a train-the-trainer course was piloted in Richmond, Virginia in August 2011.
- BJA developed and published more than 8,000 law enforcement *Officer Safety Toolkits* that describe the officer safety resources available to law enforcement officers and agencies. The toolkits have been distributed to state, local,

tribal, and federal law enforcement agencies by the 93 U.S. Attorneys' Offices and by BJA.

- The VALOR web portal ([www.valorforblue.org](http://www.valorforblue.org)) went live on May 4, 2011. The portal, which provides officers with access to online training, officer safety resources, and information concerning upcoming officer safety training events, currently has nearly 1,300 registered users.

## Reducing Officer Injuries

Policing is a high-risk profession; however, injuries and deaths need not be accepted as just part of the job. Through this national program, BJA's partner, the International Association of Chiefs of Police's (IACP's) Division of State Associations of Chiefs of Police, has been thoroughly examining and quantifying how officers are getting injured in order to develop a comprehensive policy response. The intended outcome of this effort is to better equip law enforcement agencies with the information and tools necessary to address areas of vulnerability, thereby reducing injuries suffered by police officers.

The goals of the project are to identify and document the cause and magnitude of officer injuries, develop practical resources to assist law enforcement agencies in identifying and responding to officer injury vulnerabilities, and widely disseminate the resources to the law enforcement community.

To accomplish these goals, a 12-month national study of 18 agencies was conducted to thoroughly examine and quantify a total spectrum of injuries sustained by law enforcement officers. Data collection ended in June 2011 and analysis began shortly thereafter. In late August 2011, an advisory board meeting made up of law enforcement executives, educators, and researchers led to initial discussions about what resources to provide to the law

enforcement community. The next steps include publishing a final report and creating fact sheets, case studies, checklists, journal articles, an executive summary, and other materials for the law enforcement community on how to reduce officer injuries and support officer safety.

## National Center for the Prevention of Violence Against the Police

Responding to the need for critical information on emerging trends involving felonious assaults directed at law enforcement, IACP, in partnership with BJA, established the National Center for the Prevention of Violence Against the Police (National Center). The mission of the National Center is to prevent felonious assaults against law enforcement through the timely development and dissemination of actionable information within the wider context of IACP's officer safety initiatives.

Since launching the first year of activity in February 2011, the National Center has been working to understand what information about felonious assaults against law enforcement officers is currently available and what actionable information can be extracted to inform preventative measures. Activities have included the development of an expert advisory group to guide the National Center's efforts, a preliminary data review and analysis, web page and postincident administrative review protocol development, and publication of several items in IACP's *The Police Chief* magazine.

National Center staff will study this available data and information to develop a protocol and strategies designed to prevent violent assaults against law enforcement officers throughout the criminal justice system. Part of the National Center's work is to integrate these findings into the broader body of knowledge being produced on duty-related

injuries, disabilities, and deaths in order to enhance overall community and officer safety efforts.

## 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 trafficking victims play in the investigation and prosecution of traffickers. Working with an Office for Victims of Crime (OVC) grantee and DOJ's Civil Rights Division, BJA's Anti-Human Trafficking Task Force Initiative uses proactive investigations to identify and rescue victims of human trafficking.

As of December 2011, there were 31 active anti-human trafficking task forces. In FY 2011, BJA and OVC jointly released the Enhanced Collaborative Model to Combat Human Trafficking Competitive Grant Announcement. Twelve new awards were made (six law enforcement and six victim service providers) for a total of more than \$5.8 million.

In FY 2011, OVC and BJA worked collaboratively to host three Regional Training Forums (in San Jose, California; Hartford, Connecticut; and Chicago, Illinois). The forums provided an opportunity for the BJA task forces and the OVC service providers to receive training, discuss case information, share intelligence, and network with other law enforcement and victim service providers in the region. Additionally, the Upper Midwest Community Policing Institute delivered advanced human trafficking investigation training and, in partnership

with the National Judicial College and the National Association of Attorneys General, designed, developed, and delivered human trafficking training for state judges and prosecutors.

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

The Violent Gang and Gun Crime Reduction Program, also known as Project Safe Neighborhoods (PSN), is a strategy for reducing gun and gang crime 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 the delivery of TTA to the field.

Some of the significant PSN accomplishments in FY 2011 include the following:

- BJA provided nearly \$9.5 million in direct grants for local PSN initiatives. These formula grants supported the delivery and implementation of the PSN strategy to communities and task forces within the districts as they continue to expand their gang and gun reduction efforts. In FY 2012, these grants will be awarded competitively. Additionally, \$2.5 million was provided for the PSN TTA program. In FY 2011, BJA received approximately 55 PSN TTA requests.
- As a result of PSN task force investigations in FY 2009, 11,276 individuals were prosecuted and convicted of violations

of federal firearm laws; for FYs 2010 and 2011, the numbers were 10,468 and 10,771, respectively.

- The National Crime Prevention Council (NCPC) (1) supports PSN Anti-Gang Training Conferences, (2) conducts outreach to identify stakeholders and engage community leaders, and (3) makes available information, tools, and resources on best practices and emerging gun and gang violence trends. During FY 2011, NCPC trained more than 1,000 participants through anti-gang trainings, completed 3 PSN supplemental trainings at non-PSN events, held 1 webinar on engaging youth in service, and developed 4 documents for publication in 2012—on girls and gangs, anti-gang civil injunctions, hybrid gangs, and schools and gangs.
- NCPC, in partnership with the National District Attorneys Association (NDAA), served as an outside facilitator to assist the National Alliance of Gang Investigators' Association's Strategic Planning Committee in formulating vision/mission statements, goals, objectives, and activities for the organization at its 3rd Annual World Gang Control Strategy Summit.
- BJA collaborated with the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF); the U.S. Marshals Service; the Institute for Intergovernmental Research (IIR); and other training partners to review the current PSN training curriculum. Key issues addressed were determining the appropriate sequence of the curriculum, developing supplemental training, refocusing the training to emphasize how federal law enforcement resources can better support state and local law enforcement, and determining the most economical way to deliver the training.

## Center for Task Force Training

To provide affordable, timely, and effective training that addresses multijurisdictional criminal activity, BJA, in partnership with IIR, administers the Center for Task Force Training (CenTF) Program. The CenTF Program offers two core training programs that can be tailored to meet the needs of law enforcement: the Task Force Commanders Workshop and the Methamphetamine Investigative Management Workshop. The CenTF Program also provides highly customized technical assistance services for law enforcement—delivered by subject-matter experts—and focuses on the implementation and administration of task forces based on sound management principles.

In FY 2011, nearly 1,100 law enforcement professionals were trained through the CenTF Program. The program also offers a distance-learning component—the Center for Task Force Leadership and Integrity—through which more than 1,600 law enforcement officers from 46 states and 2 territories completed training during FY 2011.

## National Forensic Academy

The University of Tennessee's National Forensic Academy (NFA) is an intense 10-week, in-residence training program designed to increase the skills of crime scene investigators. It provides a practical, hands-on, knowledge-based interdisciplinary training environment in which participants learn the best practices and standards in crime scene investigation.

While NFA has long been the standard for forensic training, in recent years greater efficiency has been brought to the program, allowing for more comprehensive training and more cost-effective delivery.



In FY 2011, NFA held two training sessions. The first had 24 graduates from 15 states representing 19 agencies, and the second had 24 graduates from 16 states representing 21 agencies.

## Forensic Science Technology Training and Technical Assistance

The National Forensic Science Technology Center (NFSTC), in partnership with BJA, responds to TTA requests from the field by providing agencies and practitioners with the latest knowledge and skills to enhance forensic services. This assistance is crucial to ensuring the proper administration of justice in our nation's court system.

In FY 2011, NFSTC delivered key assistance and resources to law enforcement agencies in cities including Detroit, Philadelphia, New Orleans, and Los Angeles. Objectives included assessing laboratory processes, evaluating the use of forensic technology, and reviewing inventory control protocols and backlog-reduction strategies. In addition, this program provided online training in crime scene processing and medicolegal death investigation.

Notable successes achieved through the program in 2011 included the development of a comprehensive model for addressing forensic service challenges that can be used by community leaders nationwide. An outcome of NFSTC's Michigan Public Safety Project is the guide, *Restructuring Forensic Services: A Community Approach to Excellence*, which provides step-by-step approaches for establishing model forensic service delivery.

In addition, BJA cosponsored the National Public Safety Summit on Forensic Science to educate nonforensic criminal

justice practitioners about forensic science issues that may affect their agencies and the cases they manage.

## Drug Market Intervention

In FY 2008, BJA, through PSN, developed a training continuum for local teams interested in implementing an open-air drug market intervention (DMI) initiative, commonly referred to at the time 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, consists of a continuum of 3 trainings for up to 10 target sites that are interested in replicating the strategy. Each selected site's team consists of a law enforcement officer, a local prosecutor, a community leader, and a social service provider, all of whom attend all three trainings. Each team receives a site visit from a BJA technical assistance provider along with ongoing support to assist local teams in adapting the model to their unique local context. BJA's national partners have developed a training manual for target sites that interested jurisdictions can use to implement DMI locally.

During FY 2011, BJA's national partners accomplished the following:

- Held four DMI training sessions.
- Responded to more than 100 TTA requests from the field.
- Revised the appearance and content of the DMI public web site and maintained the secure site.



- Published a lessons-learned document and an evaluation of the High Point DMI effort.
- Revised the High Point video for distribution.
- Provided presentations about DMI at meetings and through webinars.

## Mortgage Fraud

Mortgage fraud played a large role in the economic down cycle starting in 2007. The Federal Bureau of Investigation (FBI) estimates that mortgage fraud costs \$4–\$6 billion in losses annually. Foreclosure rates in some communities exceed 20 percent, and many experts estimated that 2011 would see the peak of the foreclosure crisis. BJA awarded grants to state and local jurisdictions across the country in FY 2009 and again in FY 2010 to increase their ability to investigate and prosecute mortgage fraud.

In 2009, BJA convened a working group of representatives from various regions of the country in response to the accelerating growth of mortgage fraud and problem vacant properties. The goal of this initiative is to increase the capacity of state and local agencies to prevent, detect, investigate, and prosecute mortgage fraud cases in coordination with federal agencies. This work continued in 2010 when BJA developed a network of TTA providers—the National White Collar Crime Center (NW3C), NCPC, NDAA, and St. Petersburg College Center for Public Safety Innovation—to respond to state and local needs. In FY 2011, BJA's TTA providers developed and piloted training curricula for prosecutors, investigators, and line officers on the subject of mortgage fraud investigation and vacant property crime in coordination with the U.S. Attorneys' Offices throughout the country. BJA's site-based grantees continued to use their resources

to launch investigations and prosecutions of individuals suspected of engaging in mortgage fraud, and have reported several successes in this arena.

## National Gang Center

The National Gang Center (NGC), jointly funded by BJA and the Office of Juvenile Justice and Delinquency Prevention (OJJDP), conducts research on street gangs, serves as a clearinghouse for individuals and agencies seeking gang-related information, and provides TTA in gang prevention, intervention, suppression, and reentry.

In FY 2011, NGC's accomplishments included the following:

- Continued to operate and maintain the NGC web site.
- Published three evaluations: *Results From a Multisite Evaluation of the G.R.E.A.T. Program*; *Findings from the Evaluation of OJJDP's Gang Reduction Program*; and *City Gangs*.
- Developed three new publications for online dissemination: *U.S. Gang Problem Trends and Seriousness, 1996–2009*; *Highlights of the 2009 National Youth Gang Survey*; and *Gang Prevention: An Overview of Research and Programs*.
- Updated and posted to its web site the database of gang-related state legislation and municipal codes.
- Conducted five law enforcement trainings. Developed and administered pre- and post-test exams for participants.
- Developed and published a brochure describing the law enforcement curricula. The brochure is made available at all appropriate conferences sponsored by NGC, BJA, and OJJDP, and at other conferences when requested.

- Provided faculty to the National Alliance of Gang Investigators' Associations' World Gang Control Summit.
- Convened the 2011 National Gang Symposium June 7–10, 2011 in Orlando, Florida.

## Intellectual Property Crime

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

In FY 2011, BJA made \$4.92 million available to support these efforts, with 21 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 NW3C, the National Association of Attorneys General, and NCPC to enhance TTA to state, local, and tribal law enforcement agencies to increase their capacity to respond to IP crime. BJA also engaged in extensive outreach efforts by initiating the production of an IP Theft Public Education Campaign and providing IP investigation and prosecution training.

The following accomplishments were achieved in FY 2011:

- Offered 11 regional trainings to law enforcement agencies throughout the country.
- Produced and finalized IP theft awareness campaign materials in partnership with collaborators at the federal, state, and local level as well as industry, nonprofit organizations, and media sectors.
- Seized \$63,926,540 in counterfeit assets, \$10,601,256 in noncounterfeit assets, and \$236,715 in cash through BJA's IP grantees' enforcement operations.

## Leading by Legacy

The Leading by Legacy program, funded through the FY 2009 American Recovery and Reinvestment Act and developed in partnership with IACP, is designed to meet leadership and management training needs for rural law enforcement agencies. The program provides onsite training in rural areas of the United States, webinars, CD-ROM training, and onsite technical assistance to small rural agencies. Onsite trainings are limited to 30 participants and designed to allow participants to become actively engaged in small group exercises and interact with the cadre of trainers.

Five trainings were held during FY 2011, and 145 individuals completed the training and returned to their communities with improved leadership and legacy-building skills. Partnerships developed with local agencies and law enforcement training facilities to cohost the training have helped reduce costs, and more than 100 persons are pending acceptance into additional trainings to be held in 2012.

## Rural Law Enforcement Training Initiative

The Rural Law Enforcement Training Initiative addresses the unique needs of rural law enforcement agencies. Working

with Regional Community Policing Institutes across the United States, as well as other law enforcement agencies, the University of Tennessee's Law Enforcement Innovation Center (UT-LEIC) has implemented a comprehensive training initiative covering a wide range of criminal justice topics and consisting of multiple training activities. Course offerings include *Reducing Domestic Violence*; *DNA Evidence Identification, Collection and Preservation for Law Enforcement*; *Survival Spanish for Law Enforcement*; *Survival Spanish for Jail Facilities*; *Crime Scene Management*; and *Fundamentals of Cybercrime Investigation*. In FY 2011, UT-LEIC delivered 51 classes to nearly 1,200 participants.

## Volunteers in Police Service

The goal of the Volunteers in Police Service (VIPS) Program, managed by IACP, is to enhance the capacity of state, local, campus, and tribal law enforcement to use volunteers. The VIPS Program serves as a resource for all law enforcement volunteer programs and efforts, and it offers print and multimedia resources and TTA to agencies interested in establishing or enhancing a law enforcement volunteer program. More than 2,200 local programs have registered, representing 250,000 volunteers from all 50 states, the District of Columbia, Guam, and Puerto Rico.

Program accomplishments in FY 2011 include:

- Releasing *Volunteers in Police Service Add Value While Budgets Decrease*. The publication is also available on the VIPS web site.
- Registering the 500th person for its *Building Blocks of a Law Enforcement Volunteer Program* e-learning course, and making substantial progress in the development of *VIPS and Disaster Response*, a second e-learning course.

- Inaugurating a monthly podcast series featuring news and information about the VIPS Program that was viewed more than 2,500 times.
- Releasing four new issues of the *VIPS in Focus* publication series.

The foundation of this national initiative is the VIPS web site ([www.policevolunteers.org](http://www.policevolunteers.org)), which has received nearly 58 million hits since its inception. The web site serves as a gateway to information and resources for law enforcement agencies and citizens.

## National Neighborhood Watch/ USAonWatch Program Initiative

Since 1972, the USAonWatch (UOW)/Neighborhood Watch Program—managed by the National Sheriffs' Association (NSA)—has worked to unite law enforcement agencies, private organizations, and individual citizens in a nationwide effort to diminish crime and improve local communities. BJA has been a key supporter of the project since 2002, when USAonWatch.org was launched as the online outreach of the National Neighborhood Watch Program.

Neighborhood Watch brings together community members and law enforcement at the local level to prevent crime and work toward local crime solutions while encouraging general public safety. The program starts community conversations and leads to valuable relationships that enable law enforcement and public safety to do their jobs more effectively. Overall, tasks for the national project are to provide information, training, materials, technical support, and outreach to local law enforcement agencies and citizens to support and expand local community prevention programs throughout America.

NSA accomplished the following during FY 2011:

- Distributed 11 monthly UOW e-newsletters to approximately 7,000 people.
- Maintained the UOW web site ([www.usaonwatch.org](http://www.usaonwatch.org)), which features a searchable library that includes nearly 200 community/law enforcement-related publications. In FY 2011, UOW's web site received more than 310,000 total page views. An additional 1,350 watch groups have been added to the database, which now has more than 23,000 programs listed.
- Developed a Facebook and Twitter presence to better reach out to citizens and law enforcement. Posts focus on DOJ and White House projects, program materials, tips, helpful resources, and program partners.
- Conducted 7 training sessions across the country, training more than 280 officers/deputies from 100 law enforcement agencies, which brought the total number of law enforcement personnel trained through this BJA project to more than 3,500, representing more than 1,900 agencies.
- With The Partnership® at Drugfree.org, created and released the Neighborhood Watch–PACT360 Module for the *Neighborhood Watch Toolkit*. The PACT360 Module content—which consists of Meth360®, Parents360, Latino360, and Padres360—was developed to address the specific needs of parents, parent/teacher organizations, and neighborhood watch groups.
- Distributed 1,500 UOW Action Packs, 5,000 program brochures, 3,000 *Neighborhood Watch Manuals*, and 250 *Neighborhood Watch Toolkits*.

## Celebrate Safe Communities

NCPC partners with BJA on Celebrate Safe Communities (CSC). CSC takes a local approach to crime prevention—local people working with local law enforcement to address local issues. CSC was created in 2008 by NCPC in partnership with NSA to increase crime prevention capacity in local communities nationwide. Each year, CSC provides downloadable community education and engagement tools, TTA, and a kit of crime prevention publications and resources to local sites that register a public safety event. For law enforcement and other agencies struggling with cuts in crime prevention budgets nationally, CSC's tools offer a cost-effective way to engage the public in addressing specific local trends, such as home burglaries, or to increase crime prevention awareness in their communities. BJA has provided \$1 million to support CSC.

Program accomplishments for FY 2011 include the following:

- Overall, there has been a 73 percent increase in participation since CSC began. In 2011, 287 sites in 40 states participated in CSC. Fifty-four percent of 2011 sites also participated in 2010.
- CSC highlighted four themes that emerged from a 2010 program evaluation for October's Crime Prevention Month: home safety, crime reporting and community engagement, school and campus safety, and drug abuse prevention. Eight national organizations partnered with NCPC to provide web-based resources highlighting these themes.
- More than 250 local crime prevention practitioners received TTA.

- The enhanced CSC web site ([www.celebratesafe.comunities.org](http://www.celebratesafe.comunities.org)) was launched, and since October 1, 2009, more than 100,000 people have viewed and downloaded resources from the CSC web site.
- Twenty-two publications were developed and distributed to more than 50,000 partners.
- CSC received more than \$1 million in donated media time.

## 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 (IACLEA) as well as with federal partners such as the Office of Community Oriented Policing Services (COPS Office) and the FBI, BJA identifies gaps in training and resources and then addresses those needs.

Under this campus safety initiative, in FY 2011 Margolis Healy & Associates began Phase Two of its "Develop Evidence-Based, Modern Crime Prevention Strategies for Institutions of Higher Education" project by examining and identifying successful, evidence-based, and age-appropriate crime prevention programming suitable for institutions of higher education. Margolis Healy organized the research team; launched a web site and online forums for focus group participants; conducted a summit of diverse national stakeholders in campus public safety in Philadelphia, Pennsylvania; and

conducted a second focus group of IACLEA campus public safety leaders at the IACLEA National Conference in Charlotte, North Carolina.

## Gang Resistance Education And Training Program

The 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 delinquency, youth violence, and gang membership. Currently, 468 law enforcement agencies around the country teach the G.R.E.A.T. Program.

Unlike most efforts to reduce gang problems, which 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 2011, the G.R.E.A.T. Program enabled BJA to train 385 law enforcement professionals to teach the curriculum in elementary and middle schools. In addition, 110 law enforcement professionals were trained to facilitate the G.R.E.A.T. Families component. In FY 2011, a total of 221,088 middle school students and 125,391 elementary school students in 46 states, the District of Columbia, and the territories of Guam and Puerto Rico completed the G.R.E.A.T. Program. Since the program's inception in 1991, almost 11,000 law enforcement officers and law enforcement professionals have been certified as G.R.E.A.T. instructors, and almost 6 million students have graduated from the G.R.E.A.T. Program.

## Statewide Automated Victim Information and Notification Program

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

During FY 2011, BJA worked collaboratively with its national partners to produce the following resources and services to the field:

- In April 2011, BJA—in partnership with the National Criminal Justice Association (NCJA), Justice Solutions, and the IJS Institute—held a SAVIN training workshop, attended by 96 SAVIN program managers, information technology professionals, victim advocates and survivors, and other criminal justice professionals.
- In April 2011, the SAVIN Online Community ([www.savinonline.org](http://www.savinonline.org)) was formally launched. This web site provides a peer-to-peer forum for SAVIN administrators to communicate, exchange ideas and solutions, and access program resources.
- Technical assistance and peer-to-peer mentoring occurred in nine states, providing targeted assistance on topics such as strategic planning and sustainability.

- In collaboration with OVC, the SAVIN program conducted a national web forum addressing stalking.
- BJA, in partnership with the IJS Institute, launched a new effort to create a national SAVIN Information Sharing Standard to assist with dissemination of victim information and notification and improve delivery of victim services.

## Missing Alzheimer's Disease Patient Assistance Program

Law enforcement agencies expend countless hours annually searching for missing persons with Alzheimer's disease, who, if not found quickly, are at high risk of serious injury or even death. In addition, law enforcement officers may not be trained or equipped to handle the special needs of those with Alzheimer's disease once they are found. BJA partners with the Alzheimer's Disease and Related Disorders Association, IACP, and Project Lifesaver, Inc. (PLI) to develop guidance and training programs that help educate law enforcement agencies and their officers about the special needs of persons with Alzheimer's disease and related dementias and provide techniques and tools that officers can use when approaching and dealing with them.

FY 2011 accomplishments include the following:

- The Alzheimer's Disease and Related Disorders Association enrolled more than 9,000 new persons and 1,100 caregivers into the MedicAlert + Safe Return system and processed more than 8,000 renewals. They achieved a 98.8 percent successful return rate for those reported missing who were enrolled in the program.
- IACP developed a concepts and issues paper, training key, and model policy. It also promoted Alzheimer's resources



through articles and advertisements in its monthly *The Police Chief* magazine and conducted presentations and trainings at six State Associations of Chiefs of Police meetings and at IACP's annual conference.

- PLI approved and completed 52 applications from law enforcement agencies and public safety organizations for the tracking equipment and training provided by BJA grant funds. Grant funds also covered the distribution of more than 650 individual transmitter units to persons meeting the program criteria (i.e., those diagnosed with Alzheimer's disease or other related dementia). PLI reported that participating agencies conducted more than 200 searches for individuals enrolled in the PLI program and, because of the technology, were able to successfully locate all of the missing persons within 30 minutes of the time they were reported missing.

## Witness Intimidation

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

In FY 2011, IWI's goals were to identify and partner with three pilot sites to conduct safety audits, focusing on an assessment of each community's responses to witness intimidation.

The FY 2011 program accomplishments include:

- Identifying three pilot sites—Knoxville, Tennessee; Duluth, Minnesota; and San Diego, California—to receive training on the safety audit process, and initiating safety audit/data

collection at each site. For each site, IWI will prepare a final report with the findings and recommendations of the safety audit and help to develop a strategy for implementing the recommendations.

- Beginning development of performance measures to evaluate the impact of each site's effort to reduce intimidation.
- Completing additional trainings on witness intimidation and responding to 147 requests for technical assistance.

## Real Crimes in Virtual Worlds Training and Technical Assistance Program

The Real Crimes in Virtual Worlds Training and Technical Assistance Program helps the law enforcement and criminal justice community investigate and respond to crimes occurring in or facilitated by online games (such as *Second Life* or *World of Warcraft*) and gaming consoles (Xbox, Playstation, and Wii). Gaming platforms and virtual worlds are generally unmonitored by the law enforcement community, and recent trends indicate that crimes—including online enticement of minors and child pornography, identity theft, money laundering, and coordination of prostitution and gang activities—are increasingly prevalent in these environments. Many members of the law enforcement community charged with responding to these crimes are unaware that criminals are using these new technologies, and they lack the proper training to respond to reported incidents involving new technologies.

In FY 2011, Drakontas, the program's TTA provider, developed a unique in-person classroom and a web-based, distance learning training curriculum with support from Drexel University's Criminal Justice Department. The team conducted

10 1-day in-person trainings at sites across the country, training nearly 250 law enforcement professionals on crimes in virtual worlds. Further, two webinars were attended by 165

people representing the practitioner, private industry, and academic communities.



## 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](http://www.bja.gov/AR).

### Public Safety Officers' Benefits Program

The Public Safety Officers' Benefits (PSOB) Program 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 of DOJ; local, state, tribal, and federal public safety organizations; and national organizations.

As of September 30, 2011, BJA's PSOB Office received 345 new death claims and 62 new disability claims. With the exception of the year in which death cases were filed for public safety officers killed in the terrorist attacks of September 11, 2001, FY 2011 represents the second highest year for new death cases since the PSOB law was enacted in 1976.

Of the death claims filed in FY 2011, 91 of the cases have already been reviewed and determined; of these, 76 have been approved and benefits paid. Also in FY 2011, 294

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 enable family members to pursue their dreams of higher education and obtain meaningful employment in the future.

In FY 2011, the PSOB Office coordinated with the Officer Down Memorial Page, the Concerns of Police Survivors, and the National Fallen Firefighters Foundation to implement grants to conduct proactive outreach to public safety agencies nationwide to increase awareness about the PSOB death, disability, and education programs and provide effective technical assistance to the field when filing PSOB death claims.

TYPE OF CLAIM	CLAIMS FILED	CLAIMS APPROVED
Death	345	201
Disability	62	25
Education	294	294

Looking back on 2011, the PSOB Office offered the following services:

- A call center that was open Mondays through Fridays from 7:00 a.m. to 7:00 p.m., so that individuals could connect with a "live voice" when they called.
- PSOB Outreach Specialists who assisted with collecting all required basic documents to enable cases to move forward for review.

- PSOB Benefits Specialists who reviewed ever-challenging and complex cases in accordance with the PSOB Act and its regulations.

## 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. BJA oversees the National Medal of Valor Office, which manages the MOV Review Board and the award process that culminates in a presentation ceremony presided over by the President or the Vice President and the Attorney General and is attended by local and national media, national public safety organizations, and other stakeholders.

The major tasks accomplished in FY 2011 include holding two MOV Review Board meetings; continued outreach to the public safety community to inform them about the program and encourage their participation; opening the annual application period; receiving 163 applications from 30 states, leading to 11 recommendations for the MOV award being submitted to the Attorney General for his final approval; and initiating a plan with the Institute of Heraldry to modernize the MOV design to ensure that the award is reflective of its position as the highest national award for valor in the public safety field.

## Law Enforcement Congressional Badge of Bravery Program

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

The major tasks accomplished in FY 2011 include convening the first joint meeting of the two CBOB Review Boards (members were briefed on the program and voted to approve the medal designs, bylaws, and other critical operational procedures); receiving a total of 194 CBOB applications from 29 states, 1 U.S. territory, and 1 foreign country; holding 2 separate Review Board meetings; holding a joint federal/state and local review committee meeting (which deliberated on a group of applications involving both federal and local law enforcement team members); and finalizing the 21 recommendations of the Review Boards and obtaining the Attorney General's approval of the inaugural CBOB recipient class.

## CHAPTER 3

# 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](http://www.bja.gov/AR).

### Problem-Solving Justice Training and Technical Assistance

The overall goal of the Problem-Solving Courts Training and Technical Assistance Project is to help judges, court administrators, prosecutors, defense attorneys, and other innovators around the country gain the knowledge and the confidence they need to plan, implement, sustain, and coordinate problem-solving courts, which accommodate specific needs and problems that are not adequately addressed in traditional courts (e.g., drug abuse and mental illness). Under this project, the Center for Court Innovation (CCI) provides a wide range of technical assistance services to promote the implementation of community-based criminal justice reform, focusing the energies of the justice

system on achieving more meaningful outcomes for victims, communities, litigants, and defendants.

The following list includes just a few of the project's accomplishments in FY 2011:

- Hosting nearly 600 community justice reformers for structured site visits to CCI's problem-solving court projects in New York.
- Convening the first-ever international conference of community courts in Dallas, Texas on October 19–20, 2010.
- Building the capacity of three "mentor" community courts in Dallas, Texas; Hartford, Connecticut; and Seattle, Washington to serve as regional resources for jurisdictions seeking to improve their handling of low-level criminal cases.
- Supporting the planning, launch, and enhancement of community-based, problem-solving justice programs, including Newark Community Solutions in New Jersey, the Milliken Community Court in Colorado, and the "neighborhood court" diversion program in San Francisco, California.
- Developing four publications and a video designed to provide concrete tools to aid practitioners and spark reform efforts: *Reentry Courts: Looking Ahead—A Conversation About Strategies for Offender Reintegration*; *Statewide Coordination of Problem-Solving Courts: A Snapshot of Five States*; *What is a Community Court? How the Model is Being Adapted Across the United States*; *Community Court:*

*The Research Literature*; and *Testing New Ideas: Evidence, Innovation, and Community Courts* (video).

- Responding to more than 300 additional requests for technical assistance via e-mail, mail, and telephone.
- Hosting a roundtable discussion at which community justice practitioners from around the United States were invited to share ideas about their work.

## Community Prosecution

BJA's Innovations in Criminal Justice Summit & Community Prosecution Technical Assistance Initiative provides 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. This initiative is administered by the Association of Prosecuting Attorneys (APA), whose goal in FY 2011 was to identify innovative cost-saving programs that are leading to a more efficient and effective justice system. APA accomplished this goal by hosting the Innovations in Criminal Justice Summit and assisting state and local jurisdictions with the implementation/replication of the 10 innovative initiatives highlighted at the summit.

During FY 2011, APA's accomplishments included:

- Hosting the Innovations in Criminal Justice Summit in Chicago, Illinois from September 28–30, 2011, which was attended by more than 140 registered participants.
- Drafting and disseminating *Choosing Performance Indicators for Your Community Prosecution Initiative*, a report that examines setting goals, objectives, and performance measures for prosecutors' offices.

- Maintaining its web site ([www.APAinc.org](http://www.APAinc.org)), which features searchable publications and community prosecution resources. APA also maintains a listserv to address technical assistance questions over the Internet.
- Drafting and disseminating two community prosecution monographs: *Community Prosecution: A Decade into the 21st Century* and *A Framework for High Performance Prosecutorial Services*.

## Southwest and Northern Border Prosecution Initiatives

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

In FY 2011, 44 SWBPI payments were made for a total of nearly \$24.8 million, and 7 NBPI payments were made for a total of more than \$2.2 million. The SWBPI and NBPI programs reimbursed the costs associated with 6,576 cases that were federally declined and referred to the local jurisdictions. Without this funding, the state and local jurisdictions would most likely be unable to prosecute these federal cases.

In FY 2012, BJA plans to continue its close partnership with the U.S. Attorneys' Offices in the SWBPI and NBPI jurisdictions to enhance the guidance on this program.

## Capital Case Litigation Initiative

Created in 2005 by BJA after the President's State of the Union address, the Capital Case Litigation Initiative (CCLI) provides 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. In FY 2011, BJA made five state-based awards totaling approximately \$1.06 million and three TTA awards totaling nearly \$887,000.

During FY 2011, BJA's national TTA partners produced the following deliverables:

- The National Clearinghouse for Science, Technology and the Law held two 3-day trainings—one for defense attorneys (June 6–8, 2011 in Plano, Texas) and one for prosecutors (August 29–31, 2011 in Tampa, Florida). Both conferences focused on multiple topics in forensic science to expose the attendees to national experts in a variety of disciplines.
- The National Association of Criminal Defense Lawyers (NACDL) hired an expert capital defense consultant to help update and refine NACDL's curriculum in accordance with the latest professional and training guidelines, including standards promulgated by the American Bar Association, the National Legal Aid and Defender Association, and other leading organizations.
- NDAA responded to 27 requests for technical assistance from prosecutors. These mainly took the form of requests for training materials; however, eight requests were for information on defense experts in capital cases.

## 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 in cases of post-conviction claims of innocence. The goals of this initiative are to (1) provide high-quality and efficient representation for defendants who may be factually innocent and wrongfully convicted; (2) alleviate burdens placed on the criminal justice system through costly and prolonged post-conviction litigation; and (3) identify, whenever possible, the actual perpetrator of the crime. The program supports the expenditure of funds to evaluate and litigate claims of innocence and may be used to help defray the costs of forensic re-analysis, expert consultation and testimony, screening/evaluation, and litigation services, including hiring qualified attorneys. Through this program in FY 2011, BJA made 10 awards totaling more than \$2.5 million.

In addition to funding entities that work to exonerate people who have been wrongfully convicted, BJA provided grant funds to a national TTA provider, NACDL, to provide support and training to grantees and non-grantees.

In FY 2011, NACDL accomplished the following:

- Presented a national training event, Righting Wrongful Convictions: Challenging Flawed Forensics, in Cincinnati, Ohio on April 7, 2011. A total of 179 participants from 37 states and the District of Columbia attended and received cutting-edge instruction on forensic evidence and post-conviction litigation strategies. In 2011, 21 lawyers handling post-conviction cases received full travel scholarships and 2 received partial scholarships, an increase over the 11 travel scholarships awarded the previous year.

- Lawyers not able to attend the national training event received a DVD and CD-ROM of the materials. Additional DVDs and CD-ROMs were produced to fulfill another 130 requests. The materials are reaching defense lawyers who handle post-conviction cases across the country in all types of practice settings; 60 Innocence Network organizations received the materials.

## Criminal Courts Technical Assistance Project

The Criminal Courts Technical Assistance Project (CCTAP) offers a wide range of free and cost-share services to criminal courts and related judicial system agencies. The goal of this initiative 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 response to increases in the volume and complexity of criminal caseloads, particularly those addressing violent crime and gang activity. Client agencies served by CCTAP include general and limited jurisdiction courts, indigent defense delivery agencies, prosecuting attorney offices, pretrial services and court services agencies, State Administrative Offices of the Courts, and general government agencies responsible for criminal justice system policy development.

CCTAP supports the efforts of criminal courts to constructively respond to the fiscal crisis that has been affecting the available resources of both the court and the justice and other agencies upon which the court depends. In addition, the project will promote the adoption of proven and promising operational practices by criminal courts and justice agencies, as these practices relate to due process, efficiency, modern concepts of court and case management,

interagency relations, and the image of the judicial system in the community.

During FY 2011, BJA's national partner, American University (AU), completed the following:

- Handled 41 assignments entailing requests for onsite services in 13 states plus the District of Columbia.
- Assisted 8 State Administrative Offices of the Courts, 16 local courts, 2 state public defender agencies, 1 local public defender office, 1 county commission, and 3 national organizations.
- Undertook a special initiative to provide state and local courts with technical assistance to develop caseflow management improvement programs designed to reduce case processing delays and promote more efficient use of judicial resources.

According to AU's evaluation and followup with client agencies receiving CCTAP services, client evaluation ratings continue to be 4.5 (out of 5.0) for each onsite assignment conducted during FY 2011. Followup with client agencies during the 3- to 6-month period following provision of technical assistance services indicates that client agencies have adopted and/or implemented approximately 80 percent of the technical assistance recommendations submitted.

## Court Communication Project

BJA launched a new national demonstration project that aims to test the impact that improved courtroom communication can have on defendant compliance and perceptions of fairness in a criminal court context. The goal

of the project is to enhance perceptions of fairness and trust in the justice process by improving the oral, written, and nonverbal communication used by all of the major players in criminal courtrooms.

Research indicates that litigant perceptions of fairness play a key role in increasing compliance with court orders and improving public confidence in justice. Comprehensibility—the degree to which court procedures and decisions are clearly understood and perceived as reasonable—is particularly important. Yet, for victims, litigants, and members of the public, the reaction to a trip to court is all too often one of confusion. Technical jargon, abbreviations, and acronyms are routinely employed by judges, attorneys, clerks, probation officers, and court officers alike.

To combat the perception of incomprehensibility in the court system, CCI and the National Judicial College, in partnership with BJA, developed a curriculum with guidance from a multidisciplinary advisory group of judges, researchers, and linguistics and communications experts. BJA's partner jurisdiction for pilot testing the curriculum is Milwaukee, Wisconsin, which will work with BJA and CCI to implement the training for judicial and nonjudicial criminal courtroom staff. After the training, court staff will employ the new communication strategies in their courtrooms while project researchers monitor any changes in defendant perceptions and/or compliance with court orders.

## Holistic Advocacy

In 2010, BJA supported the launch of the Center for Holistic Defense, a project of the Bronx Defenders. The center was created as a resource for public defender offices, individual advocates, policymakers, and other criminal justice stakeholders who seek information and guidance in adopting

a more holistic model of public defense representation. Holistic defense is a client-centered and interdisciplinary model of public defense that combines aggressive legal advocacy with a broader recognition that, for most indigent people arrested and charged with a crime, the criminal case is only one of the many devastating consequences of criminal justice involvement. The key insight of holistic defense is that, to be truly effective advocates for clients, defenders must broaden the scope of their representation to address not only criminal representation but also related legal representation (e.g., civil and family), social work support, and advocacy in the client community.

Accomplishments for FY 2011 included:

- Releasing a request for proposals in January 2011 for applicants seeking to receive 8 months of intensive technical assistance in implementing holistic defense. Three sites were selected in March 2011.
- Delivering a presentation on holistic defense at NCJA's conference in August 2011 and at APA's Innovations in Criminal Justice Summit in September 2011.
- Designing and implementing an evaluation of the effectiveness of holistic defense as practiced by the Bronx Defenders, and drafting a preliminary report.

## Animal Cruelty

In FY 2009, BJA awarded funds to APA, 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 of this initiative is to provide prosecutors and law enforcement with the training and resources necessary to raise awareness of the



connection between animal abuse and domestic violence, children exposed to violence, elder abuse, and gangs, and to enhance prosecutors' ability to successfully identify and prosecute animal cruelty and animal fighting cases.

During FY 2011, APA's accomplishments included:

- Hosting the 2nd National Conference on Prosecuting Animal Cruelty and Fighting Cases on October 27–29, 2010, attended by more than 80 registered participants.
- Hosting and moderating four 1-hour webinars (certified for continuing legal education credit) for 265 registrants and viewers who had downloaded the trainings. The topics included search warrants in animal cruelty cases,

prosecuting cockfighting, veterinarian forensics, and prosecuting dogfighting.

- Maintaining [www.APAinc.org](http://www.APAinc.org), which features searchable publications and prosecution resources on animal cruelty and fighting. The web site also includes a listserv for technical assistance, *Lex Canis* (APA's newsletter), and other training materials.
- Drafting, with George Mason University's Center for Evidence-Based Crime Policy, *Developing an Evidence-Base for the Understanding and Prevention of Dog Fighting Crimes*.



## CHAPTER 4

# COUNTERING TERRORISM AND ADVANCING INFORMATION SHARING AND TECHNOLOGY TO FIGHT CRIME AND PROTECT THE HOMELAND

**B**JA continued its support of terrorism awareness training for law enforcement agencies and communities as well as its partnership with the U.S. Department of Homeland Security (DHS) in support of the nation's network of state and major urban area fusion centers. BJA also remained committed to information sharing, reflecting its support to improving the operation of the criminal justice system as a whole. The Nationwide Suspicious Activity Reporting (SAR) Initiative (NSI) Program Management Office (PMO) created national standards, policies, and processes that enable law enforcement agencies to effectively and efficiently share information to help prevent terrorist attacks. Other programs discussed below also represent important components of justice information sharing: some relate to policy and legal issues, some to program/project management, and others to technical standards and software. Collectively, BJA hopes to support a body of work that, based on recommendations of the Global Justice Information Sharing Initiative (Global), 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](http://www.bja.gov/AR).

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

The purpose of BJA's State and Local Anti-Terrorism Training (SLATT<sup>®</sup>) Program is to provide law enforcement personnel with specialized pre-incident information training and the resources needed to combat terrorism and extremist criminal activities. Since the program's inception, more than 111,800 law enforcement professionals have participated in SLATT's onsite training programs.

The SLATT Program delivers a comprehensive set of educational programs and tools to state, local, and tribal agencies, both onsite and via its web site ([www.SLATT.org](http://www.SLATT.org)). Each course is delivered by certified subject-matter expert instructors and is specifically designed to meet the needs of the target audience—from the street-level officer to the executive.

Additionally, the SLATT Train-the-Trainer Program leverages our nation's limited law enforcement resources by providing trainers with a comprehensive anti-terrorism curriculum. Participants receive teaching aids, video resources, and student materials to use in their training. Since the inception of the Train-the-Trainer Program in 2003, more than 2,700 trainers,

including approximately 320 FBI representatives, have trained more than 228,260 individuals using this curriculum.

During FY 2011, the SLATT Program:

- Delivered nearly 60 workshops upon request to more than 5,500 law enforcement professionals.
- Distributed more than 80,500 counter-terrorism publications, CD-ROMs, and DVDs to law enforcement.
- Employed its subject-matter experts to address the increased threat from radicalized individuals and groups and from domestic extremist groups that target law enforcement.
- Commenced a review and restructuring of the Train-the-Trainer Program.

In FY 2011, SLATT also supported the Communities Against Terrorism (CAT) program, which offers law enforcement agencies a resource tool to engage members of the local community by providing industry-specific information on activities associated with the planning and preparation of a terrorist attack.

During FY 2011, the CAT program:

- Distributed nearly 13,000 CD-ROMs containing program materials to law enforcement agencies.
- Made program materials available on the SLATT web site ([www.SLATT.org](http://www.SLATT.org)); more than 1,700 files were downloaded from the site.
- Distributed fliers and tutorials targeted to bus and train terminals.
- Launched a robust Training Impact Assessment Methodology study. The program worked with a team of

academicians and subject-matter experts to develop stronger, scientifically based measurements that objectively assess the effectiveness of SLATT's training programs. The measurement tools include indepth pre- and post-testing qualitative surveys, as well as a 90-day impact assessment of the overall training and the individual blocks of instruction. Feedback about the SLATT Program thus far has been overwhelmingly positive.

## 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, through both BJA and Global, have partnered with several other agencies and organizations to provide additional TTA 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's) *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 2011, the program delivered more than 30 services to fusion centers, including fusion process orientation technical assistance; fusion liaison officer program development and implementation; and training for executives in criminal intelligence and in protecting privacy, civil rights, and civil liberties. Staff also made 35 site visits, including onsite peer-to-peer privacy policy evaluations.

In addition, approximately 30 representatives from federal, state, and local agencies—including High Intensity Drug Trafficking Areas (HIDTAs), fusion centers, DHS, the White House Office of National Drug Control Policy (ONDCP), DOJ, and the FBI—convened to explore how best to position fusion centers and HIDTAs as uniquely valuable resources and partners for their customers and participating entities.

On March 15–17, 2011 in Denver, Colorado, BJA, DHS, Global, the FBI, ODNI, the Program Manager for the Information Sharing Environment (PM-ISE), ATF, and the COPS Office sponsored the 2011 National Fusion Center Conference, which attracted more than 800 attendees.

## Nationwide Suspicious Activity Reporting Initiative Program Management Office

The NSI PMO initiated operations in March 2010 with the challenge of ensuring that regardless of where in the country suspicious activity is reported, these potential indicators of terrorist activity can be analyzed and compared with other SAR information nationwide.

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

Some of the highlights of the progress made by the NSI PMO in FY 2011 include the following:

- Increased the number of NSI operational sites from 15 to 53.
- Increased the number of line officers trained via the NSI Line Officer Training DVD from 11,256 to 188,976—representing almost 25 percent of total line officers trained in the United States.
- Delivered 27 SAR Analytic Trainings to fusion center analysts across the country.
- Held a federal train-the-trainer session for the FBI and DHS.
- Entered more than 16,000 SARs in the NSI Federated Search, with nearly 28,000 searches conducted.

## Building Communities of Trust

The Building Communities of Trust (BCOT) initiative focuses on developing relationships of trust among law enforcement, fusion centers, and the communities they serve—particularly immigrant and minority communities—to help prevent crime and terrorist-related activities and keep communities safe. In FY 2011, NSI worked with local law enforcement agencies and state and major urban area fusion centers to hold several roundtables across the country. NSI also partnered with IACP and DHS's Federal Emergency Management Agency to develop *Building Communities of Trust: A Guidance for Community Leaders*, a resource for community leaders that complements the previously published *Guidance for Building Communities of Trust*. The information for this updated resource was provided by community leaders who attended the roundtable events held in summer 2011.

In FY 2011, BCOT initiative staff worked more closely with U.S. Attorneys to better coordinate community outreach efforts.

BCOT was highlighted as a best practice in *Empowering Local Partners to Prevent Violent Extremism in the United States*, the White House strategy that was released in August 2011. This strategy outlines the President's plan for how the federal government will support and help empower American communities and their local partners to prevent violent extremism.

## Global Justice Information Sharing Initiative

DOJ's Global contributed numerous recommendations to BJA to support DOJ's information-sharing mission. Global ([www.it.ojp.gov/global](http://www.it.ojp.gov/global)) serves as the formal vehicle for local, state, and tribal justice entities to provide recommendations to the 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 of support to DOJ through participation on the Global Advisory Committee (GAC) and Global's five working groups—the Global Infrastructure/Standards Working Group (GISWG); Criminal Intelligence Coordinating Council (CICC)/Global Intelligence Working Group (GIWG); Global Outreach Working Group; Global Privacy and Information Quality Working Group (GPIQWG); and Global Security Working Group (GSWG).

In FY 2011, Global continued to support BJA's efforts of developing national standards and promoting information sharing in the areas of privacy, intelligence, infrastructure, and security. BJA produced many valuable products and influenced many positive outcomes based on the recommendations made by Global members, GAC, and Global working groups. Some key examples are:

- GISWG contributed significant recommendations supporting development of the Global Reference Architecture (GRA)—a technical framework based on service-oriented architecture standards attuned to the needs of the justice and public safety communities. As a result, detailed specifications were refined and/or developed to facilitate the sharing of fingerprints, warrants, terrorist screening center encounters, inmate release information, SARs, and other information.
- BJA finalized two significant publications (the *Global Privacy Resources* booklet and *An Introduction to Familial DNA Searching: Issues for Consideration*) intended to help local, state, and tribal agencies protect individual privacy, civil liberties, and civil rights. This work was made possible through recommendations made by GPIQWG.
- BJA 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 through policies that help ensure that shared information is not misused or handled improperly. Progress in this area was made possible through recommendations of GSWG.
- GSWG continues to provide recommendations supporting BJA's production and refinement of 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.
- BJA addressed a multitude of issues relating to the collection, handling, and dissemination of criminal intelligence information, including the protection of privacy, civil rights, and civil liberties related to this information. This

progress was made based on recommendations and support of CICC/GIWG, along with other local, state, tribal, and federal partners.

## 28 C.F.R. Part 23 Training and Technical Assistance Program

In FY 2011, BJA partnered with IIR to support the Criminal Intelligence Systems Operating Policies (28 C.F.R. Part 23) Training and Technical Assistance Program ([https://www.iir.com/Home/28CFR\\_Program](https://www.iir.com/Home/28CFR_Program)). 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. In addition to the 4-hour training that specifically covers the 28 C.F.R. Part 23 regulation, the program offers a 1-day training—Criminal Intelligence Sharing: Protecting Privacy, Civil Rights, and Civil Liberties—that addresses national information-sharing trends and the value of protecting the privacy, civil rights, and civil liberties of individuals.

During FY 2011, more than 6,000 law enforcement professionals were trained on 28 C.F.R. Part 23. Specifically, classroom-based training was delivered to more than 900 law enforcement professionals, and more than 5,700 people completed the 28 C.F.R. Part 23 online training.

## National Information Exchange Model

The National Information Exchange Model (NIEM) was launched in 2005 to bring together key stakeholders from federal, state, local, and tribal governments to develop and deploy a national model for information sharing and

the organizational structure to govern it. In FY 2011, the NIEM National Training Event took place in Philadelphia, Pennsylvania on August 23–25, 2011. More than 500 registrants attended from 4 different countries, 38 states, and the District of Columbia. These registrants represented more than 15 federal agencies, 78 private industry organizations, and numerous state and local agencies.

FY 2011 saw the release of a new NIEM web site ([www.niem.gov](http://www.niem.gov)) where users can learn about NIEM and connect and collaborate with experts and others in their respective domains. Users also can register for events or training, attend online trainings and webinars, access the latest versions of NIEM and tools for working with NIEM, and create NIEM-conformant XML exchanges.

In FY 2011, the global expansion and adoption of NIEM continued. Through efforts in several domain areas, both Canada and Mexico are looking at adopting NIEM. In addition, the NIEM PMO recently sent a team to the Netherlands to brief Europol law enforcement and law enforcement information technology partners in Europe on NIEM.

Domestically, NIEM continued to expand to new domains throughout the government. As a result of a recent Office of Management and Budget passback request, more than a dozen federal agencies are adopting NIEM. The three program sponsors—DOJ, DHS, and the U.S. Department of Health and Human Services—participate in intergovernmental forums such as the Information Sharing Environment (ISE), the Federal CIO Council, and others. Through support of strategic partner organizations such as the National Association of State Chief Information Officers, NIEM is beginning to bridge information-sharing capabilities with other communities, including health, financial management, and transportation.

## National Motor Vehicle Title Information System

Vehicle theft and cloning have too often become lucrative illegal activities for organized criminals, with the profits often used to support other violent crime. In an effort to combat automobile fraud and theft, the National Motor Vehicle Title Information System (NMVTIS) ([www.vehiclehistory.gov](http://www.vehiclehistory.gov)) was established and is overseen by BJA. BJA implements NMVTIS in partnership with the American Association of Motor Vehicle Administrators (AAMVA), which is the system operator.

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

Designed to prevent vehicle histories from being concealed from consumers, NMVTIS captures into one system specific data from state motor vehicle titling agencies, automobile recyclers, junk and salvage yards, and insurance carriers. It is the only publicly available system in the United States to which all of these parties are required under federal law to report on a regular basis.

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

Program accomplishments during FY 2011 include the following:

- The program reached a major milestone by facilitating the participation of all states and the District of Columbia.
- The number of salvage or total loss records received increased to 38 million.
- AAMVA maintained 99.9 percent system availability.
- An enforcement strategy and process were developed to ensure that junk yards, salvage yards, and insurance carriers are reporting specific information to NMVTIS on a monthly basis, as required by the NMVTIS regulations. The enforcement strategy and process added more than 100,000 previously unreported vehicles to NMVTIS.
- The NMVTIS Law Enforcement Search Tool was made available to law enforcement through Law Enforcement Online (LEO) hosted by the FBI at [www.LEO.gov](http://www.LEO.gov). Law enforcement access to NMVTIS data continues to be available through the Regional Information Sharing Systems.

The entire system has produced remarkable results in protecting consumers from fraud and unsafe vehicles, increasing the ability to identify cloned vehicles prior to title issuance, and improving theft and fraud investigative abilities for law enforcement. When fully implemented, the Government Accountability Office (GAO) estimates that NMVTIS will save taxpayers \$4–\$11 billion each year.

## Regional Information Sharing Systems and RISSafe Program

The Regional Information Sharing Systems® (RISS) Program offers secure information sharing and communications capability, investigative support services, and technical



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

In FY 2011, RISS developed 40,550 analytical products, opened 155 digital forensics cases, and answered 816 audio/video enhancement requests to assist law enforcement. More than 4,600 pieces of equipment were loaned by the RISS centers. RISS sponsored or cosponsored 1,164 events that trained 68,064 criminal justice professionals. Over the past 3 years, member agency cases that used RISS services resulted in 14,547 arrests and more than \$85 million in narcotics, property, and currency seizures.

The RISS Secure Intranet (RISSNET) is a secure law enforcement cloud-computing platform that hosts and provides access to millions of pieces of data, offers bidirectional information sharing, connects disparate systems, and acts as the communications infrastructure for a number of critical resources and investigative tools. Currently, 86 agency systems are connected or pending connection to RISSNET. Authorized users can access the RISS Criminal Intelligence Databases (RISSIntel), the RISSGang resources, the RISS Automated Trusted Information Exchange, and the RISS Officer Safety Event Deconfliction System (RISSafe), as well as other critical resources and tools. More than 350 resources

are available to authorized users via RISSNET; the owners of these resources rely on RISSNET for its proven and secure infrastructure.

RISSIntel enables members to inquire about and search for suspected criminal information. In FY 2011, RISSIntel contained more than 3.1 million intelligence records, and member agencies made more than 4 million inquiries in the RISSIntel databases. The RISSIntel user interface provides real-time, online federated search capabilities to 15 RISS partner system intelligence databases, including state systems and the California gang intelligence system (known as CalGang), and it enables RISSNET users to access partner systems with a single user account.

RISSafe is the only comprehensive and nationwide deconfliction system that can be accessed by all law enforcement agencies on a 24/7, 365-day basis. RISSafe stores and maintains data on planned law enforcement events—such as undercover operations—with the goal of identifying and alerting agencies of potential conflicts that may affect law enforcement efforts. RISSafe was first deployed in 2008. Since its inception, more than 408,500 operations have been entered, resulting in more than 132,000 identified conflicts.

## National Criminal Intelligence Resource Center

The National Criminal Intelligence Resource Center (NCIRC), a partnership effort between BJA and IIR, provides criminal justice professionals with a multitude of resources for law enforcement intelligence operations. NCIRC provides a centralized location for TTA resources, including criminal

intelligence standards, policies, guidelines, and 28 C.F.R. Part 23 online training. The web site ([www.ncirc.gov](http://www.ncirc.gov)) has resources for implementing the *National Criminal Intelligence Sharing Plan*, privacy information relating to intelligence systems, information on NSI, a Criminal Intelligence Training Master Calendar, fusion center resources, and information on new resources and initiatives.

NCIRC maintains both a public 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™, the FBI's LEO, and the Homeland Security Information Network–Intel—provides additional law enforcement and homeland security resources, including policies, techniques, best practices, and lessons learned; TTA opportunities; resources for fusion centers via the DHS/DOJ Fusion Process Technical Assistance Program; and contact information for intelligence units, fusion centers, organizations, and associations.

During FY 2011, NCIRC accomplishments included the following:

- The NCIRC web site continues to be one of the few resources that can be accessed by multiple secure-but-unclassified networks.
- NCIRC continued to make additional resources available to all of its users and became the central access point for NSI and Global's CICC.
- The NCIRC secure site received 11,264 visits, 195,069 page views, 540,099 hits, and 52,785 downloads. The NCIRC nonsecure web site received 120,562 visits, 927,310 page views, 2,080,028 hits, and 40,553 downloads.

## Public Safety Data Interoperability Program

BJA partners with the IJIS Institute and the Association of Public-Safety Communications Officials–International (APCO) to address several critical information-sharing needs for the public safety community in general and for first responders in particular. The Public Safety Data Interoperability Program is a collaborative effort among multiple public safety communities, including law enforcement, fire services, 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, the project resulted in several key milestones in FY 2011:

- Assembled the project committee for the initiative, which included representatives from emergency communications, law enforcement, fire services, emergency medical services, and industry.
- Developed the Unified Computer-Aided Dispatch Functional Requirements (UCADFR) document, which is expected to be released in 2012. Drafted a strategy for UCADFR document maintenance and technical support for agencies implementing the recommendations. Partnered with the American National Standards Institute and APCO to formalize the UCADFR document as a fully fledged standard that will be recognized by the entire public safety community following release.



- Upgraded the Automated Secure Alarm Protocol exchange standard to include fields that will provide full video attachments and metadata.
- Conducted outreach at several major conferences/events, including the 2011 IACP Law Enforcement Information Management Conference, the APCO 2011 Conference, and the 2011 Virginia APCO/National Emergency Number Association Conference. Placed an article in RadioResource Media Group's *MissionCritical Communications*.

## Economic, Electronic, and High-Tech Crime

In FY 2011, NW3C partnered with BJA to offer 26 high-quality training courses that address cutting-edge technology and techniques in cybercrime, financial crime, and intelligence analysis, which were attended by more than 8,100 state, local, and tribal law enforcement officers. NW3C offers 14 digital evidence/cybercrime/cyber security and high-tech investigations courses, as well as training in vehicle identification number cloning and motor vehicle title fraud investigations. NW3C also published a series of publicly available papers addressing different aspects of economic and high-tech crime, including cyberbullying, embezzlement, electronic pickpocketing, health care reform scams, and overviews of trademark, trade secret, and patent laws. Further, NW3C supports IP crime and mortgage fraud prevention efforts (see Chapter 1).

Another facet of BJA's electronic crime strategy is the Internet Crime Complaint Center (IC3<sup>®</sup>), an alliance between BJA, NW3C, and the FBI that provides a convenient and easy way for citizens to report Internet crime. IC3 ([www.ic3.gov](http://www.ic3.gov)) uses a referral mechanism that quickly analyzes and processes complaints for agency enforcement and investigation.

During the reporting period, IC3 received 310,889 complaints. Working with law enforcement, IC3 analysts created 1,142 cases, which contained a combined 31,836 complaints.

NW3C has created a web-based mechanism, known as the Internet Complaint Search and Investigation System (ICSIS), which helps state, local, and tribal law enforcement agencies to remotely access all complaints in the system, as well as search, sort, and combine the complaints into cases and collaborate with other agencies. NW3C delivers an ICSIS training course to help law enforcement personnel better use this system. NW3C also provides agencies with technical assistance in the form of case analysis, database information services, and supplemental case funding. In the past year, NW3C created analytical products for law enforcement agencies that resulted in a total of 2,132 months in criminal sentences imposed and more than \$23 million in restitution.

## Justice Information Exchange Model

The Justice Information Exchange Model (JIEM) is an important tool for those seeking to develop information-sharing capacity. Created by SEARCH (the National Consortium for Justice Information and Statistics) in partnership with BJA, JIEM greatly simplifies the process of translating business and information exchange requirements into reusable models and exchange specifications that greatly expedite implementation and enable reusability.

During the past year, JIEM has been used for two notable activities. First, JIEM was employed to develop reference Service Specification Packages (SSPs) in support of DOJ's GRA and BJA's Services Task Team (STT). The STT is charged with enabling rapid adoption of GRA through development of reference SSPs that focus on the more significant and recurring information-sharing challenges in criminal justice,

thereby providing a foundation for practical implementers to adapt in local settings. The use of JIEM to develop these SSPs improved the speed, completeness, and accuracy of the SSPs and ensured that they fully accounted for the business needs of potential users.

Second, JIEM has been used to develop specific GRA service specifications, such as those used in the Warrants and Disposition Management Improvement project being managed by the National Center for State Courts in collaboration with SEARCH as well as SEARCH's public safety subscription/notification capability for the arrest of offenders in Hawaii. Recent improvements in JIEM—the ability to produce NIEM-conformant Information Exchange Package Documents and SSPs—enable the tool to provide a single mechanism to address most of the steps in the information exchange development process, including requirements gathering, mapping and modeling, building and validation, and assembly of the exchange packages.

## Cross-Boundary Information Sharing Competitive Grant Program

In FY 2010, BJA used a competitive grant process to identify and support innovative cross-boundary information-sharing implementation projects. These projects employ emerging and established justice information-sharing practices and leverage BJA's accomplishments made possible through Global's recommendations and support. Priority was given to projects that develop and implement strategies that leverage promising regional or national information-sharing solutions and improve information-sharing capacity, agency coordination, and operational practices across multiple jurisdictions and lines of business.

Because of the time needed for grant approval, project activities for this FY 2010 funding program began in FY 2011. A brief summary of each cross-boundary award recipient is included below:

- The Hawaii Integrated Justice Information Sharing Program is developing a federated search capability to query its statewide criminal history repository and the state judiciary's case management system.
- The CONNECT South Dakota project is developing a secure web-based master search engine that will link data from record management systems, computer-aided dispatch systems, and criminal history databases via a single access point for law enforcement regardless of jurisdiction. It will also facilitate sharing of criminal justice data through the National Data Exchange (N-DEX) operated by the FBI.
- The Maryland State Police, in partnership with the University of Maryland Capital Wireless Information Network (known as CapWIN) program, is seeking to implement a foundation for an extensible, standards-based set of "intelligent" information exchanges for statewide use within and across the criminal justice, public safety, homeland security, and transportation domains in support of core law enforcement activities (ticketing, queries, alerts, etc.).
- The Colorado Division of Criminal Justice, Colorado Department of Public Safety, in partnership with the Colorado Children and Youth Information Sharing Collaboration and the Center for Network Development, is working to provide access to timely and reliable information to determine and coordinate appropriate services for children, youth, and families across youth-serving agencies.
- The California Judicial Branch is seeking to replace 75 legacy court systems with a single system—the California

Courts Case Management System—using data-sharing services based on GRA and 63 NIEM services.

- The Nebraska Commission on Law Enforcement and Criminal Justice is seeking to build on the successful CONNECT Project based on law enforcement portal-sharing technologies by enhancing the CONNECT privacy and security architecture, enhancing usability, packaging the enhanced capability, and deploying the application across five states (i.e., expanding the CONNECT Project to include a fifth state).
- The Dallas County (Texas) Department of Information Technology is expanding on a successful information-sharing pilot in the county by completing the rollout of

incident information sharing to remaining Dallas County police agencies, thereby expanding both the governance model in place and the deployment of NIEM.

- The Iowa Division of Criminal and Juvenile Justice Planning, Iowa Department of Human Rights, is supporting the exchange of incident information among Iowa law enforcement agencies in real time, implementing the FBI's N-DEx program statewide, and using the existing architecture as the backbone of the exchange. The objectives are to leverage the incident-reporting function in the state's Traffic and Criminal Software (known as TraCS) and law enforcement agencies' records management systems to participate in N-DEx.

## CHAPTER 5

# MANAGING OFFENDERS

Supervising offenders in the community and preparing them to return to their neighborhoods are critical to protecting public safety. An effective approach is the use of reentry programs, which provide a broad range of services for offenders while ensuring their accountability. BJA supports numerous reentry initiatives that focus on partnering with correctional, law enforcement, and social service agencies, as well as faith-based and community organizations. In addition, BJA supports programs that work to reduce recidivism 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](http://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 home to communities. Currently, more than 2.3 million individuals are serving time in our federal and state prisons, and millions of people cycle through local jails every year. 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 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 that it promotes public safety.

In FY 2011, BJA and OJJDP awarded approximately \$49 million in competitive grants under the Second Chance Act. More than 120 awards were made to grantees that included both local and state governments and nonprofit organizations. The selection process was highly competitive, and more than 1,000 applications were received, 760 of which were specifically for BJA-funded Second Chance Act programs. BJA solicited applications under the following areas:

- Adult Offender Program for Planning and Demonstration Projects
- Adult Mentoring Grants to Nonprofit Organizations
- State, Local, and Tribal Reentry Courts
- Family-Based Offender Substance Abuse Treatment Program
- Technology Careers Training Demonstration Projects for Incarcerated Adults and Juveniles
- Reentry Program for Adult Offenders with Co-Occurring Substance Abuse and Mental Health Disorders
- Honest Opportunity Probation with Enforcement (HOPE) Demonstration Field Experiment
- Demonstration Field Experiment: Fostering Desistance through Effective Supervision

In FY 2011, BJA made 99 competitive awards, totaling more than \$41 million. Also, in FY 2011, FY 2009 and FY 2010 grantees reported the following:

- Adult Demonstration and Mentoring grantees admitted nearly 16,000 participants to pre- or post-release programs (8,495 and 7,416, respectively).
- For participants of FY 2009-funded demonstration programs, 1,605 received employment services, 90 percent obtained some form of employment, and 25 percent were employed for more than 6 months.
- Through FY 2009-funded mentoring programs, 1,609 mentors were successfully trained; through FY 2010 programs, 1,099 mentors were trained.

## National Reentry Resource Center

In FY 2009, BJA competitively awarded a cooperative agreement to the Council of State Governments Justice Center to launch the National Reentry Resource Center (NRRC), a first-of-its-kind technical assistance center dedicated to advancing the reentry field through the transfer and dissemination of knowledge that promotes the application of evidence-based best practices. Established by the Second Chance Act, NRRC ([www.nationalreentryresourcecenter.org](http://www.nationalreentryresourcecenter.org)) serves as the TTA provider for the Office of Justice Programs' (OJP's) Second Chance Act site-based grantees. It also provides distance learning, TTA, and other reentry resources to the field that includes states, tribes, territories, local governments, service providers, nonprofit organizations, corrections institutions, and ex-offenders returning home.

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

During FY 2011, NRRC accomplished and completed the following activities:

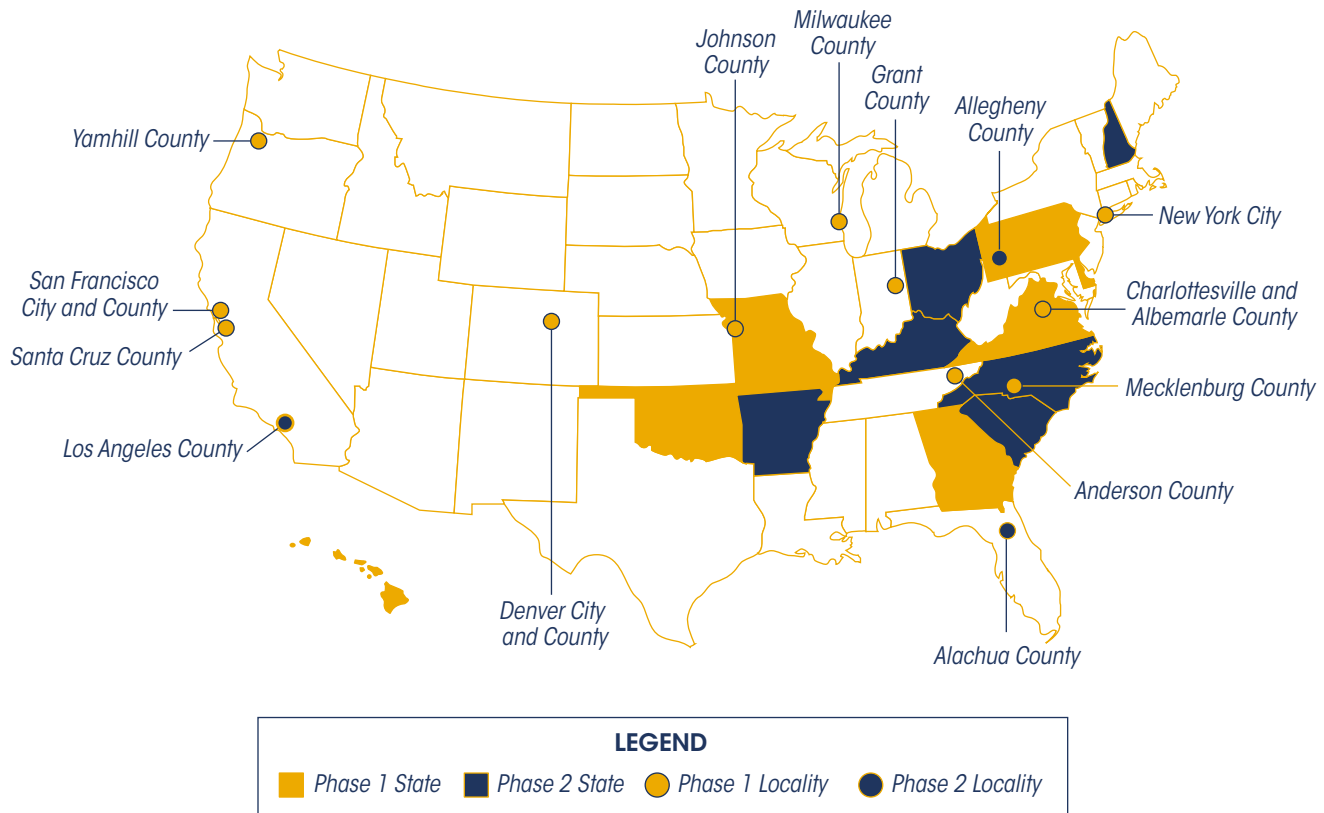
- Helped states develop comprehensive strategic plans using evidence-based practices to improve offender outcomes and support the use of public resources.
- Assisted in improving and strengthening connections between community-based grantees and their corrections and community supervision partners.
- Hosted the Making the Most of Second Chances conference, the second national grantee conference, in February 2011.
- Assisted in the development of new grantee performance measures that are better aligned with grantees' abilities to collect and report data.
- Developed a set of tools to help reentry and workforce development policymakers and practitioners identify and invest in reentry and employment services and strategies that are likely to improve employment outcomes and reduce recidivism.
- Launched the Lessons Learned and Ask the Experts conference call series.

## State and Local Justice Reinvestment

In the past 20 years, state and local spending on corrections has grown at a rate faster than nearly any other budget item. Yet despite increasing corrections expenditures, recidivism rates remain high, with half of all persons released from prison returning within 3 years. Furthermore, every state has high-risk communities to which most formerly incarcerated individuals return, placing significant burdens on local jurisdictions that are already experiencing financial hardship.

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

### JUSTICE REINVESTMENT INITIATIVE ACTIVE SITES AS OF SEPTEMBER 30, 2011



Launched in October 2010, the Justice Reinvestment Initiative (JRI) is supported by BJA in coordination with the Pew Center on the States (Pew), an independent nonprofit organization. Prior to the launching of JRI, BJA and Pew separately supported justice reinvestment and similar approaches to corrections and sentencing issues. With JRI in place, BJA and Pew have developed a process for more closely aligning their efforts that enables participating states to receive support through one or both organizations. Although the funding and programmatic efforts of BJA and Pew remain independent, the organizations are closely coordinating efforts to better leverage resources in support of jurisdictions.

The purpose of JRI is to provide technical assistance and financial support to states, counties, cities, and tribal authorities that would like to engage in justice reinvestment as either a Phase I or Phase II Site:

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

By the end of FY 2011, 13 states had received Phase I technical assistance, and 6 states advanced to Phase II. In addition, 14 localities (cities and counties) received technical assistance under Phase I.

## Research-Based Smarter Sentencing to Reduce Recidivism

In FY 2008, the Justice Management Institute (JMI) received BJA funding to administer the Research-Based Smarter Sentencing to Reduce Recidivism initiative. The movement toward research-based practices in probation, parole, and the judiciary has yielded significant results demonstrating effective strategies for addressing offender needs and reducing the risk of re-offense. Unfortunately, much of the research is in academic texts or professional journals, which many justice practitioners may be unlikely to review on a regular basis. Practitioners also may be uncertain of how to translate the research into practice. To foster research-based smarter sentencing at the state and local level, however, it is important that the research be accessible to justice professionals.

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

In FY 2011, JMI accomplished the following:

- Conducted three Research-Based Smarter Sentencing to Reduce Recidivism trainings.



- Produced two videos from the trainings in a series titled “The Practitioner’s Perspective,” in which interviewees discuss the importance of evidence-based practices and smarter sentencing.
- Delivered technical assistance to two jurisdictions: the 13th Judicial District in Arkansas and the State of Minnesota.
- Began development of an online, self-guided “basics” course and an advanced implementation workshop.
- Conducted a survey of training outcomes and implementation activities.
- Provided additional in-depth training for all personnel involved in the Smarter Sentencing to Reduce Recidivism initiative for nine jurisdictions that requested assistance.

## Corrections Information Sharing Program

The efforts of criminal justice system practitioners to promote public safety depend on their ability to share offender information across agency and discipline boundaries. This is particularly true in the context of offender reentry. 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.

In order to address the public safety challenges posed by offenders returning to communities from jail or prison, criminal justice policymakers and practitioners in many jurisdictions

are working to enhance offender reentry by building cross-system partnerships and improving their offender information-sharing capabilities. These efforts help to ensure that these stakeholders have access to offender information that supports proactive, informed decisionmaking about offender management.

Established in FY 2010, BJA originally selected three agencies to serve as pilot sites: the Maryland Department of Public Safety and Correctional Services, Rhode Island Department of Corrections, and Hampden County Sheriff’s Department (Massachusetts). In FY 2011, these three pilot sites continued to receive BJA technical assistance from a support team that included a unique combination of offender management, reentry, and technical subject-matter experts from the American Probation and Parole Association (APPA), the Association of State Correctional Administrators, SEARCH, and the IJIS Institute. Recognizing that collaboration across agencies and disciplines is an essential element of a successful approach to reentry, the work of each pilot site is being directed by a “local” collaborative policy team.

Other program accomplishments in FY 2011 included creating a strategy to measure the outcomes of this initiative and implementing comprehensive project plans tailored to each pilot site’s information-sharing needs and challenges related to offender reentry.

## Resource Center for the Elimination of Prison Rape

The Prison Rape Elimination Act (PREA) of 2003 requires the Attorney General to promulgate regulations that adopt national standards for the detection, prevention, reduction, and punishment of prison rape. PREA established the National

Prison Rape Elimination Commission (NPREC) to conduct a comprehensive legal and factual study of the impacts of prison rape in the United States and to recommend national standards to the Attorney General and Secretary of Health and Human Services. NPREC recommended four sets of national standards for eliminating prison rape and other forms of sexual abuse—one for each of the following four confinement settings: (1) adult prisons and jails, (2) juvenile facilities, (3) community corrections facilities, and (4) lockups (i.e., temporary holding facilities).

Funded in FY 2010, the National Council on Crime and Delinquency was awarded a \$13 million cooperative agreement by BJA to establish the Resource Center for the Elimination of Prison Rape (PREA Resource Center). The PREA Resource Center provides TTA and other resources to help the field better identify and disseminate best and promising practices, assist correctional agencies in the implementation of the Attorney General's national PREA standards, and further the overall goal of PREA for establishing zero-tolerance confinement cultures with respect to sexual assault and staff sexual misconduct.

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

During FY 2011, the PREA Resource Center accomplished the following:

- Convened the PREA Resource Center kickoff meeting and established primary strategies for TTA delivery.
- Began development of a web site and resource library.
- Convened discussions to determine the PREA Resource Center's role in promoting research.
- Continued outreach to other professional organizations for additional partnerships.
- Began planning and preparation for the State PREA Coordinator Meeting that will represent adult prisons and juvenile facilities.

The PREA Resource Center will expand upon its activities moving forward and in anticipation of the final PREA Standards.

### PREA Demonstration Projects

In FY 2011, BJA released its first Prison Rape Elimination Act: Demonstration Projects to Establish "Zero Tolerance" Cultures for Sexual Assault Program Solicitation. This site-based program provides funding to state and local governments and federally recognized tribes for demonstration projects within confinement settings, including adult prisons and jails, juvenile facilities, community corrections facilities, law enforcement lockups and other temporary holding facilities, and tribal detention facilities. Successful applicants must have successfully communicated a comprehensive approach to the prevention, detection, and response to the incidence of sexual abuse, and they must have clearly prioritized gaps not yet addressed, either programmatically or through changes

in policy and procedures, as they relate to implementation of the PREA standards. The PREA Resource Center will provide TTA to applicants funded through this program.

During FY 2011, BJA awarded nearly \$9.3 million to 18 eligible applicants.

## National Parole Resource Center

The National Parole Resource Center (NPRC), a partnership of the Center for Effective Public Policy and the Association of Paroling Authorities International, in collaboration with BJA and NIC, is a training, technical assistance, and information resource for state paroling authority members. Prior to the inception of the center, there were no resources tailored specifically to the challenges faced by this group of decisionmakers—that is, a group of fewer than 200 individuals nationwide who are responsible for managing the prison release of more than 125,000 offenders, setting conditions of release and responding to offender violations, and handling more than 300,000 additional offenders released on mandatory parole each year. NPRC aims to communicate the lessons emerging from the research on recidivism reduction by tailoring that information into targeted technical assistance, training, and information resources for these decisionmakers.

During FY 2011, NPRC completed the following:

- Worked closely with four selected NPRC learning sites—in Connecticut, Georgia, Pennsylvania, and South Dakota—to assist them in assessing and improving their practices by providing intensive onsite technical assistance and supporting a strategic planning session at each site.
- Responded to a wide range of paroling authority requests for information and assistance, including requests from

paroling authorities in Alaska, Kansas, Kentucky, Tennessee, Washington, and Wyoming.

- Developed and delivered a curriculum on collaboration between paroling authorities and their key criminal justice partners.
- Began work on a “self-assessment” toolkit for paroling authorities.
- Conducted trainings at prominent national meetings involving parole.
- Maintained, enhanced, and expanded the NPRC web site (<http://nationalparoleresourcecenter.org>), which provides specialized information for paroling authorities. The site received more than 53,000 hits in FY 2011.

## Risk, Needs, and Responsivity Simulation Tool

BJA has provided funding for George Mason University (GMU) and the University of Massachusetts–Lowell (UML) to develop and implement the Risk, Needs, and Responsivity (RNR) Simulation Tool. This tool is being developed to help federal, state, and local jurisdictions define the types and nature of correctional options available in their jurisdictions. It will also help jurisdictions assess their current system, identify gaps, and prioritize both services and controls (drug testing, electronic monitoring, etc.) based on the desired outcome of reducing recidivism.

The RNR Simulation Tool is 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 (e.g., cost reduction, offender change, and public safety) in their jurisdictions.

The RNR team has produced and vetted an “underlying assumptions” document for the RNR tool. They are also in the process of completing meta-analyses on:

- Recidivism as a function of age, ethnicity, gender, offense type, or criminogenic needs.
- The use of risk assessment instruments and their relationship to recidivism.
- How offenders change and the impact of those changes on criminogenic needs and on reducing recidivism.
- Different programming options that affect changes in criminogenic needs.

In addition, the GMU/UML team is in the process of developing a web site that will enable frontline individuals to use the RNR Simulation Tool to determine the type of programming and services that are likely to reduce recidivism. The RNR Simulation Tool will be piloted in 2012.

## State Criminal Alien Assistance Program

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

records submitted by the grantees and with BJS to refine the data received from DHS. State and local governments benefit from this program, as it reimburses them for the costs incurred when detaining undocumented criminal aliens in their jails.

In FY 2011, BJA received program funding totaling approximately \$272 million for SCAAP and made 929 SCAAP payments to various states and localities. This is critical funding to jurisdictions that depend on SCAAP dollars to meet their corrections needs. Several jurisdictions receiving SCAAP funds have submitted numerous examples of how funding enhances their ability to effectively manage their inmate populations and how SCAAP maintains or creates jobs in jurisdictions that might have otherwise removed officer positions due to budget cuts.

## Discover Corrections

BJA is addressing workforce development issues in corrections by providing funds to APPA to develop and implement the Discover Corrections web site ([www.discovercorrections.com](http://www.discovercorrections.com)). This project is a collaborative effort overseen by a core project team of major corrections stakeholders, including APPA, the American Correctional Association, the American Jail Association, and the Center for Innovative Public Policies. The web site will focus on promoting corrections as a profession and presenting the correctional field in a positive and comprehensive manner. In addition, the web site will provide detailed information about the field and specific job opportunities that can serve as a resource for anyone seeking a better understanding of this dynamic profession.

Discover Corrections will establish a central Internet location for job seekers and students seeking information about

entry-level and advanced careers in corrections, and it will identify job opportunities available for correctional employees.

FY 2011 activities focused primarily on the development of the Discover Corrections web site. In March 2011, an “alpha” version of the site depicting its basic architecture was created and released for testing to project partners, project advisory group members, and funders. Results were compiled in April 2011, and feedback was used to drive the development of the “beta” version; feedback on this version was obtained from more than 110 individuals in the corrections field. The site was officially launched at the APPA Winter Training Institute in February 2012.

## National Resource Center on Justice-Involved Women

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

In response to these issues, BJA, in partnership with NIC, established the National Resource Center on Justice-Involved Women (NRCJIW)—available at [www.cjinvolvedwomen.org](http://www.cjinvolvedwomen.org)—

to address the unique and complex needs of adult women involved in the criminal justice system. NRCJIW is administered by the Center for Effective Public Policy through a BJA FY 2010 Field-Initiated Program competitive grant of nearly \$750,000.

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

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

## CHAPTER 6

# BREAKING THE CYCLES OF MENTAL HEALTH, SUBSTANCE ABUSE, AND CRIME

**B**JA 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, TTA, and policy development to help them address situations where substance abuse and mental illness are the root or contributing cause of criminal behavior. BJA provides this support in contexts such as first encounters with law enforcement, adjudication, incarceration, and reentry. BJA also helps communities track prescriptions for controlled substances to prevent fraud and abuse and assist children who are endangered by drug manufacturing, sales, and abuse. More information on these initiatives and success stories can be found in the online annual report, available at [www.bja.gov/AR](http://www.bja.gov/AR).

### Justice and Mental Health Partnerships

The purpose of the Justice and Mental Health Collaboration Program (JMHCP) is to increase public safety and public health by supporting innovative cross-system collaborations between criminal justice and mental health professionals to improve access to effective treatment for justice-involved individuals with mental illnesses or co-occurring mental

health and substance abuse disorders. The JMHCP grant program enables eligible applicants from state, local, and tribal jurisdictions to plan, implement, or expand a collaborative initiative between criminal justice and mental health agencies.

JMHCP:

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

To support both JMHCP grantees and non-grantees, BJA provides intensive, hands-on TTA. In FY 2011, BJA provided more than \$1.5 million to the Council of State Governments Justice Center for two of its TTA programs: the Justice and Mental Health Collaboration Training and Technical Assistance Program and the Justice and Mental Health Collaboration State-Based Capacity Building Program.

In FY 2011, BJA's JMHCP TTA provider accomplished the following:

- Conducted 14 site visits with FY 2010 grantees and 6 site visits with FY 2009 grantees.
- Developed eight webinars on topics related to justice and mental health issues, including child trauma and juvenile justice, specialized policing responses, juvenile risk assessment, cognitive behavioral interventions, and performance measurements in mental health courts.
- Identified six law enforcement agencies from across the nation—Los Angeles, California; University of Florida; Portland, Maine; Houston, Texas; Salt Lake City, Utah; and Madison, Wisconsin—as potential Law Enforcement/Mental Health Learning Sites that would foster peer-to-peer learning and enable law enforcement agencies to share expertise on how to improve responses to people with mental illnesses in their jurisdictions.
- Hosted an orientation event for FY 2010 JMHCP grantees and a national TTA event to benefit non-grantee jurisdictions. The event was well attended: 260 practitioners attended the grantee orientation, and 445 attended the national event. During the orientation, grantees were provided with in-person technical assistance to help them initiate grant plans, identify key questions, and form networks to support their ongoing work. For the national event, the Justice Center convened practitioners, researchers, and public officials to make presentations on three major themes: assigning the right people to the right programs, maximizing health care resources, and measuring and communicating outcomes.

## Preventing Prescription Drug Abuse

The nonmedical use of controlled substances is a serious public health concern and one that continues to grow. Prescription drug abuse poses a unique challenge, requiring a balance between the need for prevention, education, and enforcement and the need for legitimate access to controlled substances. The Harold Rogers Prescription Drug Monitoring Program focuses on providing assistance to states that want to plan, establish, or enhance a prescription drug monitoring program (PDMP). Program objectives include building a data-collection and analysis system, enhancing the ability of existing programs to analyze and use collected data, facilitating the exchange of collected prescription data between states, and assessing the efficiency and effectiveness of the programs funded under this initiative. Specific activities include grants, support for collaborations between state and local jurisdictions, and TTA in the areas of performance measurement, accountability, and capacity building to both competitively awarded states and states that are planning to establish a PDMP.

BJA made 12 awards to states to implement or enhance a PDMP. In addition, BJA awarded two cooperative agreements to Brandeis University to continue to provide the field with TTA and best practice guidance through the National PDMP TTA Center (TTAC) and the PDMP Center of Excellence at the Schneider Institutes for Health Policy. Through these TTA providers, BJA continued to provide intensive, hands-on technical assistance to the 15 FY 2010 grantees in FY 2011.

TTAC provided guidance and assistance to states that were implementing PDMPs and others that were introducing PDMP legislation, including a major review of Oregon's laws and regulations and its *PDMP Policy and Procedures Manual*



and assistance to Maryland and Georgia with their PDMP legislation. During the reporting period, TTAC responded and provided assistance to more than 300 requests from state, federal, and other stakeholders and organizations.

## Drug Courts

BJA's Adult Drug Court Discretionary Grant Program (ADCDGP) provides training, financial assistance, and related programmatic guidance and leadership to communities interested in establishing and enhancing 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; appropriate sanctions; and other rehabilitative services. Through the FY 2011 ADCDGP solicitation, BJA made 75 grant awards for a total of nearly \$21 million.

In FY 2011, one of the priorities for ADCDGP was to build the capacity of existing drug courts to increase participation rates among appropriate target populations and to combine court and treatment resources. To that end, BJA partnered with the Substance Abuse and Mental Health Services Administration's (SAMHSA's) Center for Substance Abuse Treatment (CSAT) to issue a joint solicitation to enhance the court services, coordination, and substance abuse treatment capacity of adult drug courts. One advantage of this initiative is that it allows applicants to compete for access to both criminal justice and substance abuse treatment funds with one application. Under this solicitation, BJA awarded 10 grants totaling more than \$3.6 million.

ADCDGP priorities also included meeting the needs of special populations—in particular, returning veterans. In partnership with SAMHSA and the U.S. Department of Veterans Affairs (VA), BJA recommends that drug courts, mental health courts, and other problem-solving courts aggregate their veteran participants so that the full services of the VA may be 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. In response to this growing problem, BJA expanded the component of its Drug Court Planning Initiative—which trains teams on starting new drug courts—that focuses specifically on training for Veterans' Treatment Courts (VTC) and provided an increase in funding for an additional 20 teams. Currently, more than 90 VTC hybrid drug and mental health courts use the drug court model to serve veterans struggling with addiction, serious mental illness, or co-occurring disorders, including serious undertreated ailments like post-traumatic stress disorder (PTSD) and traumatic brain injuries, both of which may put people at greater risk of drug abuse, domestic violence, and other criminality.

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

with its national partners, including the National Association of Drug Court Professionals (NADCP), AU, CCI, the National Center for State Courts, the Tribal Law and Policy Institute (TLPI), and the National Development and Research Institute.

## Second Chance Act: Substance Abuse Treatment Programs

The Second Chance Act of 2007 (see Chapter 5 for more information on the Second Chance Act) 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. In this context, “reentry” is not envisioned as a specific program, but rather it is a process that begins when the offender is first incarcerated and ends with his or her successful community reintegration, as evidenced by lack of recidivism. This process should provide the offender with appropriate evidence-based services—including those addressing individual criminogenic needs—based on a reentry plan that relies on a risk/needs assessment that reflects the risk of recidivism for that offender. BJA administers two Second Chance Act programs that focus on substance abuse treatment: the Family-Based Offender Substance Abuse Treatment (Family-Based) Program and the Reentry Program for Adult Offenders with Co-Occurring Substance Abuse and Mental Health Disorders (Co-Occurring Disorders) Program.

**Family-Based Program:** Section 113 of the Second Chance Act authorizes grants to states, units of local government, and tribes to improve the provision of substance abuse treatment within prisons and jails and after reentry for inmates who have minor children. It also includes outreach to families and the provision of treatment and other services to children and other family members of participant inmates. To address

the intent of Section 113, BJA seeks eligible grant applicants to plan, implement, or expand such treatment programs. During FY 2011, BJA made 12 awards under the Family-Based Program for a total of more than \$5.2 million.

**Co-Occurring Disorders Program:** Section 201 of the Second Chance Act authorizes grants to states, units of local government, territories, and tribes to improve the provision of drug treatment to offenders in prisons, jails, and juvenile facilities during the period of incarceration and through the completion of parole or other court supervision after release into the community. The intent of Section 201 is to provide support to eligible applicants for developing and implementing comprehensive and collaborative strategies that address the challenges that reentry poses to maintaining public safety and reducing recidivism. During FY 2011, BJA made 17 awards under the Co-Occurring Substance Abuse/Mental Health Program for a total of nearly \$9 million.

## Residential Substance Abuse Treatment

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

RSAT funds are used to support three types of correctional programs:

1. **Residential programs** are required to (1) operate for at least 6 months and no more than 12 months; (2) provide residential treatment facilities set apart from the general

correctional population; (3) focus on the substance abuse problems of the inmate and develop the inmate's cognitive, behavioral, social, vocational, and other skills to resist drug use and criminal behavior; and (4) require drug and alcohol testing for program participants.

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

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

In FY 2011, BJA awarded RSAT formula grants totaling nearly \$22.9 million to 55 states and U.S. territories.

## Improving Outcomes for Children Exposed to Substance Abuse

The mission of the National Alliance for Drug Endangered Children (National DEC), a BJA grantee, is to improve outcomes for children living with adults who manufacture, sell, possess, or use illicit drugs, or who abuse other substances. These children are an underserved population, and National DEC raises awareness about the risks this population faces, provides TTA in developing partnerships between law enforcement and other professionals, and works to

institutionalize a collaborative, multidisciplinary approach to breaking the cycle of abuse and neglect.

With BJA support, National DEC has created a national infrastructure that includes a network of 24 affiliated state DEC alliances and more than 100 volunteer DEC experts who work to develop and implement effective problem-solving techniques and promising practices. National DEC provides leadership, strategic planning, and TTA to its alliances and network members and hosts an online resource center ([www.nationaldec.org](http://www.nationaldec.org)) that features a searchable library of hundreds of research reports, articles, training presentations, and protocols.

Program accomplishments for FY 2011 include the following:

- Developed a draft drug-endangered children multidisciplinary training that builds on the existing Core DEC Training (which was developed to address the unique needs of practitioners who work with these children) and focuses specifically on law enforcement, child welfare, and prosecutors.
- Hosted monthly webinars, DEC Connect monthly calls, semiannual face-to-face DEC Leaders meetings, and a national conference; provided hands-on trainings and presentations; and developed state DEC alliances.

## Women's Pathways to Jail Evaluation Project

Jail administrators have reported that the presence of women with mental illness is an increasing problem in local jails, with many of the same inmates repeatedly cycling in and out of jails. The consequences of this problem extend beyond the offenders and their victims; they can include jail overcrowding,

increased pharmacological costs, and stress for correctional personnel who may be ill-equipped to address mental illness.

The purpose of the Women's Pathways to Jail Evaluation Project, administered by Idaho State University, is to examine this issue and explore the pathways that lead to jail for women with and without mental illness. The sample will include approximately 400–500 women incarcerated in jails in Colorado, District of Columbia/Maryland, Idaho, and South Carolina. Research interviews will be conducted at the facilities, and measures will include structured interviews that address mental health, victimization, and criminal activity. This study will use a modified version of the Composite International Diagnostic Interview to assess depression, bipolar disorder, psychosis, PTSD, and alcohol and substance use.

Preliminary findings from this study indicate that women in jail experience significant mental health problems that may have an impact on crime and rehabilitation. The study's preliminary data from 219 women incarcerated in rural and urban jails indicate that 55 percent of the women meet the criteria for lifetime PTSD and 60 percent have histories of substance dependence; both rates are five times or more as high as

those of women in the general population. Incarcerated women also showed increased rates of serious mental illness compared with women in the general population: major depression (31 percent), bipolar disorders (16 percent), schizophrenia spectrum (5 percent), and brief psychotic disorder (13 percent). In many instances, these illnesses were co-occurring, such as when a woman experiences PTSD in conjunction with major depression and substance use disorder. Such comorbidity creates complex problems that often require multiple forms of treatment (e.g., medication in addition to diagnosis-specific therapies and addiction treatment).

This project has important implications for mental-health screening at jails and for gender-responsive programming during incarceration and reentry. The recommendations from this project may also help improve the capacity of state and local justice systems in areas including law enforcement response, court competency determinations, mental health diversion programs, and training and resources for correctional staff. Interviews for the study will continue through March 2012, with the final results expected to be released in June 2012.

## CHAPTER 7

# ADDRESSING CRIME AND JUSTICE FOR AMERICAN INDIANS AND ALASKA NATIVES

**B**JA works with tribes to provide leadership, management, TTA, and services in grant administration and policy development. The tribal programs administered by BJA help these communities prevent and control crime, violence, and substance abuse. These programs also improve the functioning of criminal justice systems in tribal communities and in collaboration with neighboring state, tribal, and local jurisdictions. More information on these initiatives and success stories can be found in the online annual report, available at [www.bja.gov/AR](http://www.bja.gov/AR).

## Tribal Law and Order Act Implementation

### Tribal Justice Plan

In FY 2011, BJA responded to the passage of the Tribal Law and Order Act of 2010 (TLOA), which seeks to enhance and empower tribal justice systems across the United States. Specifically, in FY 2011, BJA—in partnership with the U.S. Department of the Interior’s Bureau of Indian Affairs—coordinated outreach between federal agencies and Indian Country to develop and release the *Long Term Plan to Build and Enhance Tribal Justice Systems* (Tribal Justice Plan). The Tribal Justice Plan ([www.bja.gov/Publications/FinalTLOATribalJusticePlan.pdf](http://www.bja.gov/Publications/FinalTLOATribalJusticePlan.pdf)) is a long-term detention and alternatives to detention plan for American Indian adults and juveniles. The plan was further enhanced to include offender

reentry. The plan responds to sections 211, 241, and 244 of the TLOA.

BJA held a consultation session in Scottsdale, Arizona to gather input from tribal leaders to develop the plan. BJA also conducted four webinars and three focus groups in Scottsdale, Arizona; Billings, Montana; and Rapid City, South Dakota. More broadly, BJA gathered comments from tribes and the public across the nation.

### Intergovernmental Collaboration

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

### Tribal-State Collaboration and Justice Capacity Building Project

Through BJA funding, NCAI and NCJA initiated the Tribal-State Collaboration and Justice Capacity Building Project. The project’s initial focus was Minnesota—a Public Law 280 (known as PL280) jurisdiction—and the tribes therein. This

effort involved creating and compiling material for a core curriculum that will train tribes in other PL280 jurisdictions to coordinate with local, state, and federal partners to develop action plans. The project will also offer access to an online, interactive toolkit with examples of promising practices and practical applications. The project's next step is to focus on a non-PL280 jurisdiction.

TLPI launched the Walking on Common Ground web site ([www.walkingoncommonground.org](http://www.walkingoncommonground.org)), which provides resources for promoting and facilitating tribal, state, and federal collaborations. The site includes an interactive, searchable map with links to cooperative agreements, tribal state forums, and relevant legislation.

## Coordinated Tribal Assistance Solicitation

In FY 2011, DOJ continued its Coordinated Tribal Assistance Solicitation (CTAS) initiative, which enables tribes to submit a single application for all DOJ tribal government-specific competitive solicitations. This approach provides federally recognized tribes and tribal consortia the opportunity to develop a comprehensive approach to public safety and victimization by responding to multiple "purpose areas." BJA funds projects in two of the CTAS purpose areas:

- Develop and enhance the operation of tribal justice systems and prevent and reduce alcohol- and substance abuse-related crimes.
- Plan, renovate, or construct correctional and/or correctional alternative facilities.

In FY 2011, 236 tribes submitted applications, and more than 280 DOJ grant awards were approved for funding, totaling more than \$118 million.

In FY 2011, BJA also funded six Tribal Justice System Capacity Building TTA awards totaling nearly \$2.8 million. These awards are designed to fill identified gaps in the capacity of tribal justice systems—for both CTAS grantees and non-CTAS tribes—to address issues of crime, violence, and substance abuse. Deliverables under these awards include the Tribal Drug Courts TTA, Tribal Probation Academy, and Tribal Justice System Strategic Planning.

## Develop and Enhance the Operation of Tribal Justice Systems

The Tribal Courts Assistance Program (TCAP) provides funding and TTA to federally recognized tribal governments to develop, implement, and enhance court services and programs that meet the needs of tribal communities. TTA is available to both BJA grantee tribes and non-BJA grantee tribes, which increases the reach of TCAP.

In FY 2011, BJA awarded 37 TCAP site-based grants totaling more than \$15.6 million through CTAS, and one TCAP TTA award for \$1.3 million. In addition, BJA funding enabled the University of North Dakota's Tribal Judicial Institute to conduct 28 TCAP training events for more than 1,640 individuals. TCAP funding also supported 16 onsite TTA visits to tribes and more than 106 scholarships that enabled BJA grantees and non-BJA grantees to attend national TTA events.

In FY 2011, BJA funding enabled the National Tribal Judicial Center (NTJC), at the National Judicial College, to conduct 10 TCAP training events for more than 400 individuals; provide financial assistance in the form of travel/lodging/per diem assistance to 253 BJA grantees and non-grantees to attend NTJC and partner events; provide financial assistance to 58 judges and court personnel to attend NTJC courses that are tuition based; and provide financial assistance to 149 judges

and court personnel to attend grant-funded courses or events.

### **Prevent and Reduce Alcohol and Substance Abuse-Related Crimes**

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 2011, BJA awarded 21 IASAP grants totaling nearly \$9 million through CTAS and one IASAP TTA award of \$875,000.

Through Fox Valley Technical College's Criminal Justice Center for Innovation (CJCI), BJA provided 26 training programs (including regional trainings and national conferences) for more than 1,000 individuals. IASAP also funded 25 TTA site visits and 185 scholarships to attend national TTA events for officials from BJA grantees and tribes that do not currently have a grant with BJA.

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

The Correctional Systems and Correctional Alternatives on Tribal Lands (CSCATL) Program—formerly the Correctional Facilities on Tribal Lands Program—provides site-based grants and funding for TTA projects to assist tribes with adult and juvenile detention and rehabilitative efforts. In FY 2011, BJA awarded 23 site-based grants—totaling more than \$8.2 million—for the planning, renovation, and construction of correctional and correctional alternative facilities. Additionally, BJA awarded an \$850,000 cooperative agreement to the National Indian Justice Center to provide TTA to FY 2011 CSCATL grant recipients and to tribes that do not currently have a grant with BJA.

In FY 2011, BJA continued to partner with Justice Solutions Group to offer onsite and offsite TTA to tribes receiving grants under this program—including onsite TTA to 30 tribes and offsite TTA to 11 tribes. In May and June 2011, Justice Solutions Group provided three 1-week workshops for recipients of FY 2010 CSCATL planning grants; 13 tribes participated in these events. In November 2011, BJA and Justice Solutions Group delivered a Tribal Jail Administrator's Forum in collaboration with the Bureau of Indian Affairs' Office of Justice Services Detention Summit.

In FY 2011, BJA also extended a logistical and support services contract with Alpha Corporation, which works with CSCATL grantees to ensure that projects are using cost and schedule strategies efficiently and effectively to achieve project goals. In FY 2011, Alpha provided logistical and support services to 44 CSCATL projects in 16 states, totaling \$230 million in grant awards. Alpha completed 30 site visits and provided detailed site visit reports on project scope, design, construction schedule, and budget status as well as an indepth analysis of the grantee's ability to fulfill project goals. Alpha also assisted 22 grantees in obtaining National Environmental Policy Act clearance.

### **Tribal Probation Academy**

BJA currently funds a 4-week Tribal Probation Academy (TPA), conducted through a partnership between APPA and CJCI. TPA provides up-to-date information to new and experienced probation officers serving in tribal communities and teaches them the skills they will need for effective case management, officer safety, and career development.



## Tribal Drug Courts

In FY 2011, BJA provided funding to 10 tribes through the Tribal Healing to Wellness Court Planning Initiative, including funding for two tribes to implement (\$700,000) and four tribes to enhance (\$673,804) their Tribal Healing to Wellness Courts. Additionally, one tribe received support with planning resources to create a VTC.

In FY 2011, TLPI and the National Drug Court Institute (NDCI) coordinated resources to provide TTA for these efforts. TLPI performed six onsite TTA visits to review the implementation of Tribal Adult Wellness Court program policies, services, and operations; posted TLPI publications on the web site ([www.tlpi.org](http://www.tlpi.org)); and developed the Healing to Wellness Court web site, which received more than 3,500 hits. NDCI performed one 5-day training for 10 Tribal Healing to Wellness Court planning teams at the Fort McDowell Tribe in Arizona; maintained the Tribal Healing to Wellness Court database (available at [www.ndcrc.org](http://www.ndcrc.org)), including a map of operational Tribal Healing to Wellness Courts and other drug courts; and continued to conduct a Tribal Healing to Wellness Court symposium and a training track at the NADCP annual conference.

## Tribal Civil and Criminal Legal Assistance Program

The Tribal Civil and Criminal Legal Assistance (TCCLA) Program provides nonprofit organizations with grants, policy leadership, and TTA to support federally recognized tribal nations in enhancing their tribal justice systems and improving access to those systems. The grants are, by statute, limited to 501(c)(3) nonprofit organizations. The goal of TCCLA is to strengthen and improve the representation of indigent defendants in criminal cases and indigent respondents in

civil causes of action under the jurisdiction of American Indian tribes.

In FY 2011, the TCCLA Program received 28 applications and made 6 awards totaling more than \$3 million: 2 awards for Civil Legal Assistance for nearly \$900,000, 2 awards for Criminal Legal Assistance totaling more than \$1.5 million, and 2 awards for TTA totaling \$600,000.

## Tribal Reentry

In 2011, BJA led and coordinated the eight-part "Offender Reentry in Indian Country & Native Communities" webinar series. More than 620 attendees participated in at least one of the eight webinars, which are available on the National Reentry Resource Center web site ([www.nationalreentryresourcecenter.org](http://www.nationalreentryresourcecenter.org)).

## Tribal Justice Information Sharing System

With BJA support, the National Center for Rural Law Enforcement of the University of Arkansas Criminal Justice Institute developed and administers the Tribal Justice Information Sharing System (TJISS) to provide TTA resources to tribal criminal justice practitioners nationwide. In FY 2011, TJISS delivered three 2-day courses titled *Crime Data Collection and Reporting*. Designed to instruct tribal practitioners on the Uniform Crime Reports/National Incident-Based Reporting System and various methods available to report crime data, the course blends classroom lectures with hands-on exercises, using a mobile computer training lab.

During FY 2011, the TJISS web site ([www.tjiss.net](http://www.tjiss.net)) delivered the following resources:

- Tools to collect and report crime data, including a video tutorial and electronic manual.
- Model law enforcement policies and procedures, job descriptions, work schedules, and mutual aid agreements.
- Mentoring for newly appointed chiefs of police and public safety directors.
- The TribalShare listserv, which facilitates information sharing between tribes and across jurisdictional boundaries and disciplines.
- A TTA needs survey.

## Expanding Anti-Gang Training Into Indian Country

In 2011, BJA—in partnership with the Executive Office for U.S. Attorneys and through the National Gang Center—conducted a series of anti-gang training courses in Indian Country: at the Menominee Reservation in Wisconsin, Santa Ana Pueblo in New Mexico, and the Confederated Tribes of Warm Springs in Oregon. The courses include an overview of gang activity in the region, instruction on the intelligence process and the role of gang investigators in the process, strategies and tactics that are effective in suppressing gang activity, and advice on the use of gang-specific legislation in

the investigation and prosecution of gang crime. The trainings were attended by 166 tribal, state, county, or federal law enforcement officers as well as representatives from the four U.S. Attorneys' Offices.

## Prison Rape Elimination Act Resources for Indian Country

BJA, through a cooperative agreement with APPA, addresses PREA by developing products that offer policy and practice guidance to tribal detention personnel (see Chapter 5 for more information on PREA). In 2011, this project developed, pilot tested, and delivered a training curriculum for frontline tribal detention staff: *Preventing and Addressing Sexual Abuse in Tribal Detention Facilities: The Impact of PREA*. The training package is available on the APPA web site at [www.appa-net.org](http://www.appa-net.org).

Other resources developed through this project include a policy development guide for Tribal Detention Facility Administrators (*Preventing and Addressing Sexual Abuse in Tribal Detention Facilities: A Policy Development Guide*); a PREA bulletin to serve as a primer for tribal detention professionals and tribal leaders; and a PREA brochure for tribal leaders.

## CHAPTER 8

# EMPOWERING COMMUNITIES AND BUILDING CAPACITY

In FY 2011, BJA introduced a new initiative—Building Neighborhood Capacity—and continued to expand upon TTA for the field, support evidence integration into program development, 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](http://www.bja.gov/AR).

### Building Neighborhood Capacity Program

In September 2011, BJA awarded a \$2.5 million cooperative agreement to the Center for the Study of Social Policy to enable the launch of the Building Neighborhood Capacity Program (BNCP), a component of the Neighborhood Revitalization Initiative (NRI). NRI is a White House-led federal partnership that supports the transformation of distressed neighborhoods into neighborhoods of opportunity—places that provide the choices, resources, and environments that children, youth, and adults need in order to thrive.

BNCP is designed to help low-income neighborhoods build the infrastructure and resources needed to ensure that families experience better results in education, employment, safety, housing, and more; and to illustrate how communities around the country can build and harness capacity to

transform tough neighborhoods into neighborhoods of opportunity.

This project is a partnership between all the agencies involved with NRI—the U.S. Departments of Justice, Education, Housing and Urban Development, Health and Human Services, and Treasury—as they work to organize federal resources and develop policies that more effectively support neighborhood transformation efforts.

### Integrating Evidence

BJA recognizes the importance of integrating research, evidence, and data into the program and policy development process in order to ensure that staff are supporting the development of strategies and initiatives that are innovative, promising, evidence based, and effective. BJA is developing a dynamic plan to more systemically integrate and translate research knowledge and methods, as well as data, in issue identification and prioritization and in strategy development and implementation. This plan is based upon innovative approaches that BJA has piloted, especially in the areas of drug courts, reentry, and smart policing. In addition, BJA has been developing program-related logic models to drive program accountability and performance measurement. BJA staff use the data resulting from performance measures to determine whether a program

is meeting the intended goals and objectives. On the basis of these findings, staff assess the program design and implementation strategies and identify TTA needs, monitoring priorities, and refinements to the program design and approach.

BJA is also working with staff from the OJP Assistant Attorney General's Evidence Integration Initiative Team, and staff from NIJ, to examine the research and evidence in criminal justice and incorporate these findings into the BJA decisionmaking process. BJA staff also play critical leadership roles in projects such as the Evidence Integration Teams, the Crime Solutions web site, and the new Diagnostic Center to be launched in 2012, which will assist state, tribal, and local policymakers in using data and research to address critical issues facing their jurisdictions.

## Generating New Knowledge

In an effort to produce new knowledge in the areas of probation and community supervision for returning offenders, BJA is coleading two demonstration field experiments (DFE). The probation DFE will replicate Hawaii's Opportunity Probation with Enforcement (Hawaii HOPE) probation model, and the post-release community supervision model will be tested as part of BJA's Second Chance Act Honest Opportunity Probation with Enforcement (HOPE) DFE reentry initiative.

DFEs are designed to generate new evidence and continue to build a knowledge base. In a DFE, an existing program model with some accumulated evidence of effectiveness is tested in multiple locations to determine the model's general effectiveness. This DFE includes a randomized controlled trial (RCT), in which people are allocated at random (by chance

alone) to receive one of several interventions. One of these interventions will be the standard of comparison (or "control"). The control may be a standard practice ("business as usual") or no intervention at all. RCTs seek to measure and compare the outcomes after the participants receive the interventions.

## Hawaii's HOPE DFE Model

On the basis of recent research, Hawaii HOPE has been identified as a promising program that may be a solution to what can become a "revolving door" for offenders on probation in the criminal justice system. BJA and NIJ are supporting the multisite HOPE DFE in an effort to enhance public safety and improve the outcomes of probationers. The HOPE DFE will combine a multisite replication and demonstration of the Hawaii HOPE model—a probation modification program—along with a rigorous experimental evaluation in an applied setting. The HOPE DFE will consist of an RCT for which the costs associated with program implementation will be funded by BJA and costs associated with the evaluation will be funded by NIJ. BJA has been collaborating with NIJ staff and Pepperdine University—the TTA partner—to develop and implement this DFE.

In FY 2011, BJA selected four sites to participate in its HOPE DFE: Clackamas County, Oregon; Essex County, Massachusetts; Saline County, Arkansas; and Tarrant County, Texas. The initial planning and training phase of this DFE will begin in spring 2012, with full implementation beginning in fall 2012.

## Second Chance Act DFE

As part of a collaborative effort with NIJ and NIC, BJA will implement and rigorously test important criminal justice interventions and programs as part of a multisite DFE on prisoner reentry. This DFE will address motivation to change

as well as criminal thinking—two areas that need more scientific information. In addition, parole officers and service providers will work collaboratively to improve delivery of the DFE interventions. This DFE will use an RCT research method and will answer critical questions about the impact of providing criminal thinking to alter offender outcomes. It will also provide a rigorous test of a specific reentry model intended to improve offender outcomes post-release. Some of the outcomes of interest include, but are not limited to, re-offending and re-incarceration (recidivism).

The sites for this DFE will be selected in FY 2012, and the planning and training phase for the DFE sites will begin in fall 2012, with implementation beginning in winter 2013.

## Performance Management Through Data and Research

Effective program management starts with sound data collection using a reliable tool. BJA has continued to invest in the Performance Measurement Tool (PMT) for its grantees to use for reporting program results. In FY 2011, BJA began tracking successes, using new measures in the PMT for 10 programs; the measures for 2 Second Chance Act programs also were revised in FY 2011.

### Support for Grantee Reporting

To support grantees with their reporting of program results, BJA offered online training through webinars on the use of PMT, the content and definitions of the performance measures, and best practices for good data collection. The training these grantees received complemented the ongoing training and outreach that PMT staff conduct, on a quarterly basis, for all grantees with programs in PMT. Since the

start of PMT reporting, 2,341 grantees have attended these webinars or in-person trainings. BJA also provides a help desk to offer reporting assistance; during FY 2011, the help desk received more than 6,700 requests for assistance on a wide range of topics, including data output, technical issues, and performance measure definitions.

The process for gathering performance measures data is not always clear. BJA strives to make this process more transparent for the criminal justice community by describing the purpose for the measures and the uses for the data. BJA conducts several webinars, conference calls, and in-person workshops to increase grantee understanding of the performance measures data-collection process. This information sharing is expected to lead to better reporting compliance and improved understanding of program measurement.

BJA works to simplify data collection for grantees by reducing the number of duplicative or unclear measures. BJA also customizes program measures to reduce the reporting burden on grantees. As a result of these efforts, grantees now report only on measures that pertain to their specific award category.

### Analysis

BJA is determined to take full advantage of the rich data that have been collected. In FY 2011, BJA provided analysis in the following new areas:

- Developing program logic models.
- Creating data dictionaries and business rules to increase the quality of the reported data.
- Authoring research summaries for the criminal justice field to use.

- Publicizing fact sheets about program successes (such as mortgage fraud and southern border law enforcement activities).
- Providing research and analysis to inform benchmarks and target setting to better gauge grantee performance.
- Coordinating with program-specific TTA providers to provide targeted technical assistance based on grantee-level performance data.
- Providing content analysis on the narrative data to target technical assistance and identify trends.
- Developing quarterly performance updates for every program in PMT that provide analysis of both aggregated and individual-level performance data.
- Documenting the content of stakeholder feedback during the performance measure revision process.
- Contributing to BJA's GrantStat process with meaningful core measures that are analyzed against program averages.
- Developing new tools and resources for grantee reporting, such as FAQs for measures, data-collection spreadsheets, and recorded trainings for viewing at any time.

## Results

As a result of these investments in collecting and processing performance data, BJA is better positioned to analyze and report programmatic performance data to stakeholders. In FY 2011, BJA presented performance data at several grantee conferences and through BJA's *Justice Today* e-newsletter. BJA also positively responded to Office of the Inspector General

and GAO audits, published grantee results on the BJA web site, and improved the ability to quickly answer calls for data.

With these grantee data and improved data analysis, BJA can more quickly identify grantee performance issues and direct targeted technical assistance to grantees in need. This also facilitates BJA's ability to efficiently and effectively document programmatic successes and learn from weaknesses, enabling BJA to make better programmatic decisions. BJA will continue to participate in OJP- and DOJ-wide initiatives to support a strategic approach to performance measurement.

## Training and Technical Assistance Coordination

BJA has supported the National Training and Technical Assistance Center (NTTAC) since FY 2008. NTTAC coordinates BJA's TTA activity and delivers direct technical assistance services in those areas not already addressed by a specific TTA provider. NTTAC supports criminal justice agencies, organizations, and practitioners through training, information dissemination, technical assistance, and conference facilitation.

BJA's NTTAC had many significant accomplishments in FY 2011:

- Conducted 12 "Second Tuesdays at 2" webinars, which highlight BJA activities, programs, and TTA providers. Each webinar had from 70 to more than 700 participants. One session—"Dealing with Gang Members"—was also translated into Spanish.
- NTTAC expanded and updated its web site ([bjatraining.org](http://bjatraining.org)) to make TTA services more readily available, easier to access, and more efficiently managed.

- The monthly e-newsletter series provides information to the field on critical issues, success stories, and resources. More than 5,600 individuals have subscribed to the e-newsletter.
- NTTAC continued to promote and encourage collaboration and communication among BJA TTA providers. These providers are regularly highlighted on the NTTAC web site, participate in the webinar series, and link to the NTTAC web site. Monthly provider meetings, facilitated by NTTAC, promote ongoing communication among providers, resource sharing, and collaboration on technical assistance requests and special projects.

During FY 2011, NTTAC received 329 inquiries, which resulted in 81 funded technical assistance projects and 48 referrals to existing TTA providers. NTTAC's services will be greatly expanded, beginning in FY 2012 with the award of a multiyear contract.

## Policymaker Collaboration

### National Governors Association

BJA, in partnership with the National Governors Association (NGA), provides assistance to governors' offices on a variety of criminal justice issues that require synthesizing current research, identifying promising practices and available resources, and recommending strategies to overcome potential challenges.

NGA performs the following roles:

- Convenes meetings of leading policymakers, program officials, and subject-matter experts in states to assist policymakers in achieving state criminal justice priorities.

- Disseminates need-to-know updates and other important information to ensure that governors and their staff meet federal deadlines and take advantage of funding opportunities.
- Produces confidential, quick-response memoranda on specific policy requests.
- Facilitates strategic problem solving within states by matching experts and peers across state boundaries to share common experiences and effective responses.

In FY 2011, with BJA support, the NGA Center for Best Practices held the 2011 Institute for Governors Criminal Justice Policy Advisors in Annapolis, Maryland. Governors' senior criminal justice policy advisors from 29 states gathered for a 2-day summit to explore critical state public safety issues, identify emerging statewide trends, learn about current research and best practices in criminal justice policy, and network with their peers from other states. The topics and themes covered at the institute included:

- Best practices related to governance of state criminal justice and public safety systems, including information sharing and use of data for decisionmaking, funding and budgeting, crisis management, and communication with governors, state policymakers, and other stakeholders.
- Emerging state and federal legislative trends, navigating the legislative process, and lessons learned by governors' criminal justice advisors.
- Evidence-based approaches for reducing prison populations and recidivism, including community-based sanctions and parole and probation reform.



## Criminal Justice Coordinating Council Network

With BJA support, JMI, the Pretrial Justice Institute (PJI), and the National Association of Counties (NACo) brought together leaders and top-level staff from 12 criminal justice coordinating councils (CJCCs) across the country to form the CJCC Network. CJCCs have major roles in shaping decisions regarding criminal justice. Although CJCCs vary in size, structure, and membership, they generally are the entities responsible for local-level criminal justice planning and policy development. The Network provides a central place for the leaders and senior CJCC staff to share information and ideas about common problems and promising approaches to addressing these problems.

The Network members, who were determined by a competitive application process, identified the priority theme for the year: local criminal justice planning in tough economic times. Topics addressed at the Network meetings included assessing the costs and benefits associated with different justice strategies; creative uses of technology for planning and management of justice system operations; and evidence-based practices and decisionmaking in local criminal justice systems.

In FY 2011, with BJA support, JMI, NACo, and PJI:

- Held two CJCC Network meetings, attended by all 12 network jurisdictions. Topics discussed included cost-benefit analyses, evidence-based decisionmaking, reducing pretrial jail populations, information management, serving the needs of mentally ill offenders, and combating illegal prescription drug sales.
- Produced two publications:
  - *Improving Criminal Justice System Planning and Operations: Challenges for Local Governments*

- *Criminal Justice Coordinating Councils and Fostering and Sustaining Criminal Justice System Reform: The Role of Criminal Justice Coordinating Councils*

- Developed a secure web site to serve as an online portal where Network members can post requests for information, upload documents for other Network members, hold online “chats,” and share calendar information.
- Created a National CJCC Network Facebook page to share information about upcoming training events, the release of new reports that might be relevant to them, and Network news.
- Developed a matrix of programs implemented by Network members.

## Evidence-Based Practices Technical Assistance Project

With BJA support, the Justice Research and Statistics Association (JRSA), in partnership with NCJA, is developing a tool—the Research Evidence Self-Assessment Tool (RESAT)—for State Administering Agencies (SAA) to use to assess their current and future plans regarding evidence-based programs and practices, and the use of research evidence.

JRSA conducted 43 interviews with SAA directors or their designees, between June and September 2011, to learn more on how evidence-based practices are being facilitated and implemented within the state funding agencies. The preliminary findings were presented at the American Society of Criminology conference in November 2011.

JRSA and NCJA will produce a report on the current role of funding agencies in promoting, implementing, and sustaining evidence-based practices and will provide the RESAT for SAAs

to use to evaluate their current strategies and improve their implementation of evidence-based practices.

## **Building Sustainable Capacity To Engage in Community and Evidence-Based Strategic Planning**

With BJA support, NCJA provides technical assistance to SAAs through staff and peer-to-peer assistance from former SAA directors and leaders in the field of criminal justice planning. NCJA offers TTA throughout the strategic planning process, starting with community engagement through key stakeholder groups and constituencies.

NCJA promotes and enhances justice planning by using the community engagement model to establish priorities and ensure accurate problem identification and strategy development. In its second year of the project, NCJA identified creative ways to bring in new partners, created broader stakeholder communities, and used technology in innovative ways to make the strategic planning process more inclusive and cost-effective. NCJA brought national leadership to justice planning processes with the following notable results:

- Provided nine webinars in FY 2011 as part of the ongoing NCJA webinar series on evidence-based programs and practices.
- Made major enhancements to the National Center for Justice Planning web site ([www.ncjp.org](http://www.ncjp.org)), which includes profiles on all SAA agencies and their work, up-to-date information on cutting-edge research and evaluations done nationally and by the Statistical Analysis Centers (SAC), promising programs and practices in all areas of criminal and juvenile justice, and strategic planning information and assistance.
- Facilitated working collaborations between SAAs and the SACs in their states. The SACs assist the SAAs by providing

various kinds of data, gathering data and input from the field, and providing information and training to their stakeholders on evidence-based programs.

## **Tools for the Field**

### **Skills for Offender Assessment and Responsivity in New Goals**

BJA is funding a collaborative team from GMU and Carleton University to develop the Skills for Offender Assessment and Responsivity in New Goals (SOARING-2) project. SOARING-2 will create a suite of web-based tools that can facilitate criminal justice professionals' development of knowledge and skills to sustain evidence-based practices. Being web based, SOARING-2 tools will supplement traditional correctional and judicial academies; that is, they will provide in-office skill development for the individual staff and agencies to facilitate the sustainability of evidence-based practices and to provide innovative tools to assist staff in managing offender outcomes.

This project is designed to increase declarative knowledge ("what"), procedural knowledge ("how"), and strategic knowledge ("when") for professionals in a manner that involves cognitive, interpersonal, and psychomotor skills, or tasks, and to evaluate its impact on outcomes in select probation settings. The project has three phases: developing the interactive, web-based system; training coaches and correctional agencies to use the system; and assessing the effects of the mastery of skills on offender outcomes.

### **Cost-Benefit Knowledge Bank for Criminal Justice**

BJA has been working with the Vera Institute of Justice to develop and enhance a Cost-Benefit Knowledge Bank (<http://cbkb.org>) to assist jurisdictions with criminal justice

planning and policymaking in order to reduce costs and use resources more effectively. The Knowledge Bank consists of a web site that serves as a clearinghouse for resources and ongoing research on cost-benefit analysis, thereby reducing the time that jurisdictions spend on finding relevant resources. The site contains references to more than 400 cost-benefit related studies and articles on different criminal justice functions. It also provides original materials (including blogs, podcasts, videos, and a cost-benefit toolkit) and updates on new studies and important topics related to the economic pros and cons of justice policies and programs.

In FY 2011, Vera staff conducted conferences and presentations on cost-benefit analysis, provided useful and timely content to the Knowledge Bank web site, continued to assist jurisdictions with the cost-benefit analysis issues, and held cost-benefit analysis roundtables focused on capacity building and law enforcement. They also facilitated webinars focused on the following topics:

- Cost-Benefit Analysis (CBA) and Justice Policy for State Legislators
- Demystifying Victim Costs
- Estimating Marginal Costs for CBA in Criminal Justice
- Linking Evaluation and CBA in Criminal Justice
- CBA for Justice Policy

## Center for Program Evaluation and Performance Measurement

BJA is funding JRSA to manage its Center for Program Evaluation and Performance Measurement, which provides evaluation, performance measurement, and logic model development information to criminal justice practitioners and policymakers. The Center ([www.bja.gov/evaluation](http://www.bja.gov/evaluation)) helps translate evaluation, research, and evidence-based findings into understandable language that can help develop sound and effective policies and practices.

JRSA also provides technical assistance for direct evaluation and performance measurement to requesting jurisdictions. Examples of this technical assistance include the following:

- Assisting staff from a municipal court to develop performance measures to track their effectiveness.
- Facilitating a webinar on criminal justice evidence-based practices.
- Reviewing jurisdictions' evaluation plans.

In addition, JRSA issues a monthly e-newsletter that summarizes important evaluations for the field (*Evaluation News*) and developed a document to help practitioners review and digest outcome-evaluation reports (*Assessing Outcome Evaluation Research: A Guide for Practitioners*).

# ACRONYMS AND ABBREVIATIONS

AAMVA	American Association of Motor Vehicle Administrators	CentTF	Center for Task Force Training
ADCDGP	Adult Drug Court Discretionary Grant Program	C.F.R.	Code of Federal Regulations
APA	Association of Prosecuting Attorneys	CICC	Criminal Intelligence Coordinating Council
APCO	Association of Public-Safety Communications Officials	CJCC	Criminal Justice Coordinating Council
APPA	American Probation and Parole Association	CJCI	Criminal Justice Center for Innovation
ATF	Bureau of Alcohol, Tobacco, Firearms and Explosives	COPS	Community Oriented Policing Services
AU	American University	CSAT	Center for Substance Abuse Treatment
BCOT	Building Communities of Trust Initiative	CSC	Celebrate Safe Communities
BJA	Bureau of Justice Assistance	CSCATL	Correctional Systems and Correctional Alternatives on Tribal Lands
BJS	Bureau of Justice Statistics	CTAS	Coordinated Tribal Assistance Solicitation
BNCP	Building Neighborhood Capacity Program	DEC	drug-endangered children
BVP	Bulletproof Vest Partnership	DFE	Demonstration Field Experiment
CAT	Communities Against Terrorism	DHS	U.S. Department of Homeland Security
CBA	cost-benefit analysis	DMI	Drug Market Intervention
CBOB	Congressional Badge of Bravery	DOJ	U.S. Department of Justice
CCI	Center for Court Innovation	FBI	Federal Bureau of Investigation
CCLI	Capital Case Litigation Initiative	FY	fiscal year
CCTAP	Criminal Courts Technical Assistance Project	GAC	Global Advisory Committee
		GISWG	Global Infrastructure/Standards Working Group

GIWG	Global Intelligence Working Group	JIEM	Justice Information Exchange Model
Global	Global Justice Information Sharing Initiative	JMHCP	Justice and Mental Health Collaboration Program
GMU	George Mason University	JMI	Justice Management Institute
GPIQWG	Global Privacy and Information Quality Working Group	JRI	Justice Reinvestment Initiative
GRA	Global Reference Architecture (formerly Justice Reference Architecture)	JRSA	Justice Research and Statistics Association
G.R.E.A.T.	Gang Resistance Education And Training	LEO	Law Enforcement Online
GSWG	Global Security Working Group	MOU	memorandum of understanding
HIDTA	High-Intensity Drug Trafficking Area	MOV	Medal of Valor
HOPE	Honest Opportunity Probation with Enforcement	NACDL	National Association of Criminal Defense Lawyers
IACLEA	International Association of College Law Enforcement Administrators	NACo	National Association of Counties
IACP	International Association of Chiefs of Police	NADCP	National Association of Drug Court Professionals
IASAP	Indian Alcohol and Substance Abuse Program	NBPI	Northern Border Prosecution Initiative
IC3	Internet Crime Complaint Center	NCAI	National Congress of American Indians
ICSIS	Internet Complaint Search and Investigation System	NCIRC	National Criminal Intelligence Resource Center
IIR	Institute for Intergovernmental Research	NCJA	National Criminal Justice Association
IP	intellectual property	NCPC	National Crime Prevention Council
ISE	Information Sharing Environment	NDAA	National District Attorneys Association
IWI	Initiative on Witness Intimidation	NDCI	National Drug Court Initiative
JAG	Edward Byrne Memorial Justice Assistance Grant	N-DEx	National Data Exchange
		NFA	National Forensic Academy
		NFSTC	National Forensic Science Technology Center

NGA	National Governors Association	ONDCP	Office of National Drug Control Policy
NGC	National Gang Center	OVC	Office for Victims of Crime
NIC	National Institute of Corrections	PDMP	Prescription Drug Monitoring Program
NIEM	National Information Exchange Model	PJI	Pretrial Justice Institute
NIJ	National Institute of Justice	PLI	Project Lifesaver, Inc.
NMVTIS	National Motor Vehicle Title Information System	PM-ISE	Program Manager for the Information Sharing Environment
NPD	National Preparedness Directorate	PMO	Program Management Office
NPRC	National Parole Resource Center	PMT	Performance Measurement Tool
NPREC	National Prison Rape Elimination Commission	PREA	Prison Rape Elimination Act
NRRC	National Reentry Resource Center	PSN	Project Safe Neighborhoods
NRCJIW	National Resource Center on Justice-Involved Women	PSOB	Public Safety Officers' Benefits
NRI	Neighborhood Revitalization Initiative	PTSD	Post-traumatic stress disorder
NSA	National Sheriffs' Association	RCT	randomized controlled trial
NSI	Nationwide SAR Initiative	RESAT	Research Evidence Self-Assessment Tool
NTJC	National Tribal Judicial Center	RISS	Regional Information Sharing Systems
NTTAC	National Training and Technical Assistance Center	RISSIntel	RISS Criminal Intelligence Databases
NW3C	National White Collar Crime Center	RISSafe	RISS Officer Safety Event Deconfliction System
ODNI	Office of the Director of National Intelligence	RISSNET	RISS Secure Intranet
OJJDP	Office of Juvenile Justice and Delinquency Prevention	RNR	Risk, Needs, and Responsivity
OJP	Office of Justice Programs	RSAT	Residential Substance Abuse Treatment for State Prisoners
		SAA	State Administering Agency

SAC	Statistical Analysis Centers	TLOA	Tribal Law and Order Act of 2010
SAMHSA	Substance Abuse and Mental Health Services Administration	TLPI	Tribal Law and Policy Institute
SAR	Suspicious Activity Reporting	TPA	Tribal Probation Academy
SAVIN	Statewide Automated Victim Information and Notification	TTA	training and technical assistance
SCAAP	State Criminal Alien Assistance Program	TTAC	Training and Technical Assistance Center
SLATT	State and Local Anti-Terrorism Training	UCADFR	Unified Computer-Aided Dispatch Functional Requirements
SOARING--2	Skills for Offender Assessment and Responsivity in New Goals	UML	University of Massachusetts--Lowell
SPI	Smart Policing Initiative	UOW	USAonWatch
SSP	Service Specification Packages	U.S.C.	United States Code
STT	Services Task Team	UT--LEIC	University of Tennessee's Law Enforcement Innovation Center
SWBPI	Southwest Border Prosecution Initiative	VA	U.S. Department of Veterans Affairs
TCAP	Tribal Courts Assistance Program	VALOR	Preventing Violence Against Law Enforcement Officers and Ensuring Officer Resilience and Survivability
TCCLA	Tribal Civil and Criminal Legal Assistance	VIPS	Volunteers in Police Service
TJISS	Tribal Justice Information Sharing System	VTC	Veterans' Treatment Courts



# Bureau of Justice Assistance Information

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

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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:

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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.



**U.S. Department of Justice**

Office of Justice Programs

*Bureau of Justice Assistance*

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