



Office of Justice Programs

*Bureau of Justice Assistance*

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Washington, D.C. 20531

Dear Colleague:

It is my pleasure to present a copy of the *Fiscal Year 2009 Annual Report to Congress* for the U.S. Department of Justice, Office of Justice Programs' Bureau of Justice Assistance (BJA).

In a year of economic challenges, BJA continued to provide strong leadership, strategic funding opportunities, and criminal justice policy development to support national, state, local, and tribal justice strategies to achieve safer communities. Entrusted with American Recovery and Reinvestment Act funds, BJA had the privilege to provide justice systems nationwide with the necessary resources to develop, sustain, and enhance "smart" justice strategies.

Driving BJA's work in the field were key principles that enabled BJA to promptly respond to our nation's needs and standards of excellence. These principles were:

- Emphasize locally-driven strategies and accountability of programs.
- Develop strong partnerships and relationships with the field.
- Encourage evidence-based strategies and innovation in an effort to expand system capacity.
- Streamline grant funding, targeted training and technical assistance, and communicate smart approaches and promising practices to replicate success.

As the enclosed report will attest, BJA effectively distributed the resources on behalf of the Department of Justice and the Administration. BJA's Fiscal Year 2009 Annual Report provides information on BJA-funded and supported programs in the areas of crime prevention, managing offenders, protecting vulnerable populations, combating drug crime and abuse, problem-solving justice, tools and science for criminal justice, emergency planning, advancing tribal relations, justice information sharing, and capacity building. Our online version, available at [www.ojp.gov/BJA/AR](http://www.ojp.gov/BJA/AR), provides additional success stories, live links to the resources mentioned, and access to data on BJA funding by state and locality.

I trust this report will serve as yet another example of how the Department has supported justice and public safety in an efficient and effective way. Please do not hesitate to contact BJA at [AskBJA@usdoj.gov](mailto:AskBJA@usdoj.gov) or via 202-616-6500 if you have any questions or would like to provide feedback on the report or BJA's efforts.

Sincerely,

James H. Burch, II  
Acting Director

BOARD OF SUPERVISORS  
NOV - 4 P 12: 05



BUREAU OF JUSTICE ASSISTANCE  
FY 2009 ANNUAL REPORT TO CONGRESS

# SOLUTIONS

## FOR SAFER COMMUNITIES

**U.S. Department of Justice**  
**Office of Justice Programs**  
810 Seventh Street NW.  
Washington, DC 20531

**Eric H. Holder, Jr.**  
*Attorney General*

**Laurie O. Robinson**  
*Assistant Attorney General*

**James H. Burch, II**  
*Acting Director, Bureau of Justice Assistance*

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**Office of Justice Programs**  
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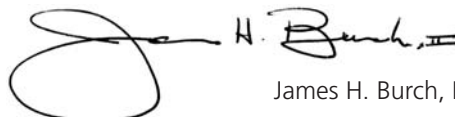
NCJ 230348

The Office of Justice Programs (OJP), headed by Assistant Attorney General Laurie O. Robinson, provides federal leadership in developing the nation's capacity to prevent and control crime, administer justice, and assist victims. OJP has seven 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; the Community Capacity Development Office; 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 2009.

Respectfully submitted,



James H. Burch, II  
Acting Director  
Bureau of Justice Assistance  
Washington, D.C.  
July 2010



# MESSAGE FROM THE DIRECTOR

Our Constitution establishes the core purpose for which government must create criminal justice systems, and it entrusts government with the power to defend its citizens and protect its communities in a fair and responsible manner. This justice system comprises law enforcement, the courts, prosecution and defense, corrections, communities, and community-based organizations.

However, the creation of the system is not enough. Many countries have the infrastructure of a criminal justice system, but our Constitution, our history, and our President call us to a higher standard: a justice system that not only has sufficient infrastructure but also is of the high quality that our values demand. President Obama has declared that his Administration will be the most transparent in history, and that our justice system must live up to that lofty goal.

Committed to President Obama's principles of excellence and transparency, and understanding that trust, transparency, and the protection of privacy, civil rights, and civil liberties are fundamental to effective crime control and to achieving safe communities, Attorney General Eric Holder has rededicated the Department of Justice (DOJ) to these values "with a welcomed obligation to future generations and with an unwavering commitment to justice for all . . . people." Under the leadership of Assistant Attorney General Laurie Robinson, the Office of Justice Programs (OJP) and the Bureau of Justice Assistance (BJA) are implementing the President's call to be transparent, engage communities, and collaborate with justice systems at all levels to foster legitimacy and to ensure equity in criminal justice.

## BJA's Role

BJA was created in 1984 with a mission to provide leadership and criminal justice policy development and grant administration services to support local, state, and tribal justice strategies for achieving safer communities. We believe that our leadership and the services that we provide are crucial to the identification and replication of sound new criminal justice approaches, and to the dissemination and facilitation of best practices throughout the country. Accordingly, BJA fulfills its mission by:

- Emphasizing local control and accountability of programs.
- Developing partnerships and relationships with the field.

- Encouraging evidence-based practices, innovation, and research.
- Building expanded capacity.
- Streamlining grant funding, targeted training and technical assistance, and smart approaches and promising practices communicated to the field.

BJA has a demonstrated ability to collaborate with the field to define priorities clearly and engage key stakeholders effectively to design and deliver programs that yield positive outcomes. The initiatives presented in this document require the participation of all BJA stakeholder communities, representing all aspects of the formal and informal or community justice system. These practitioners provide priceless insight for developing targeted, sustainable solutions nationwide.

As the Acting Director of BJA, I welcome this opportunity to share some of our agency's successes in fiscal year (FY) 2009, such as how our partnerships with communities, local justice agencies and organizations, states, tribal nations, and other federal agencies have helped strengthen the criminal justice system throughout the country so it may better address the opportunities and challenges of the year ahead.

## Reflections on FY 2009

### *Maintaining the Viability of the Justice System*

FY 2009 was a year marked with both incredible challenge and significant positive change for governmental and nongovernmental criminal justice professionals throughout the country. Vulnerable to the economic downturn, state, local, and tribal governments as well as faith-based and community organizations faced severe difficulties in finding revenue to support critical criminal justice initiatives and achieve and maintain safe communities. Although the federal government was also affected by the downturn, the American Recovery and Reinvestment Act (Recovery Act) enabled BJA to provide nearly \$3 billion in support of state and local criminal justice efforts. BJA processed more than 15,000 funding applications for Recovery Act funding, which was in high demand (for example, BJA offered \$605 million in discretionary funding, but requests for it exceeded \$4.67 billion). These Recovery Act grants were able to sustain state and local law enforcement offices and crime prevention programs throughout the country when many predicted that the hard times would fuel crime and other negative outcomes. From helping to reinstate 18 state troopers who had been laid off in Michigan, to adding 24 crime analysts in the Kentucky State Police, to adding 23 new sheriffs' service officer jobs in Polk County, Florida, DOJ's Recovery Act funding ensured that the justice system remained viable. In addition to creating and sustaining justice system jobs, the Recovery Act funding actually enabled gains in fighting crime. For example, the Kansas State Highway Patrol, having received Recovery Act funding to hire 22 new state troopers and enhance its Domestic Highway Enforcement Teams, recovered "the single largest roadside seizure of ecstasy (270 pounds)." Using new interdiction technology, this agency confiscated 70 pounds of cocaine concealed in a tractor trailer, which ultimately led to more arrests and seizures in other states and cities.

BJA's success, however, was not limited to its grant administration role. Offering tools and knowledge, including policy options and lessons learned from other communities, BJA's critical support helped policymakers and criminal justice professionals provide high-quality and efficient services.

### ***Leveraging Resources To Fight Economic Crime***

Although crime continued to ebb in FY 2009, economic crime—including mortgage fraud, financial crimes, and intellectual property (IP) crimes—became a top focus for ensuring continued economic recovery. BJA addressed this priority by leveraging its policy, funding, and training and technical assistance resources. Through the Edward Byrne Memorial Justice Assistance Grant (JAG) Program, for example, Colorado funded its Communities Against Senior Exploitation (CASE) program, which provides information, guidance, intervention, and restoration concerning economic and other crime against seniors. Similarly, the Recovery Act granted \$10.7 million specifically for state and local law enforcement and prosecutors to address mortgage fraud and crime related to vacant properties. BJA also continued funding the National White Collar Crime Center (NW3C), which provides extensive training and technical assistance nationwide as well as critical investigative and case support services on complex matters related to financial and economic crime. To address intellectual property crimes that undermine our national economy and security, BJA awarded \$2 million for state and local IP crime enforcement and prevention efforts, and partnered with NW3C and the National Association of Attorneys General to provide training and technical assistance on IP crimes and issues.

### ***Protecting Our Nation Against Terrorist Threats***

To further protect our nation against domestic and international terrorist threats and from violent crime, BJA continued to support the State and Local Anti-Terrorism Training (SLATT) Program, a dynamic, nationwide training and technical assistance initiative that has reached more than 100,000 law enforcement officers and investigators in more than 1,000 training sessions since the program's inception. Related to this initiative, BJA also continued its Communities Against Terrorism (CAT) Program, an interactive resource for law enforcement agencies nationwide that want to engage their communities in remaining alert to terrorist threats. BJA also worked closely in FY 2009 with the Federal Bureau of Investigation (FBI) and the U.S. Department of Homeland Security (DHS) to support the pilot testing of the Nationwide Suspicious Activity Reporting Initiative (NSI), which enables law enforcement agencies to appropriately identify and share suspicious activity data, “connect the dots,” and protect communities against terrorism. NSI is predicated on the necessity of establishing privacy policies and working closely with communities through the Building Communities of Trust strategy, which fosters communication and understanding between law enforcement and the community. Other programs complement and support NSI, such as the Regional Information Sharing System (RISS), which helps ensure that state, local, tribal, and federal law enforcement can effectively and securely share information to prevent crime and terrorism.

### ***Enhancing Information Sharing and Interoperability***

Clearly, law enforcement must be able to share information vertically—with federal authorities—and horizontally—with state and local law enforcement agencies. Aside from these agencies' willingness to collaborate, information sharing requires common standards and exchanges to create interoperability. BJA supported these needs in FY 2009 through many interrelated initiatives, all of which leverage work supported by DOJ's Global Justice Information Sharing Advisory Committee (Global), a federal advisory committee made up of more than 30 national criminal justice organizations representing the justice system and many state, local, tribal, and federal agency information-sharing leaders.



Taking the feedback and input of Global into consideration, BJA supported the development of the National Information Exchange Model, a common-standards, information-sharing model that promotes interoperability and efficiency through reusable standards; further developed the Justice Reference Architecture, an information-sharing blueprint or road map for justice agencies; greatly enhanced efforts to protect privacy and civil liberties as information sharing expands, including guidance in developing privacy policies and privacy impact assessments; and worked closely with DHS in the development of criminal intelligence fusion center intelligence and information-sharing tools and strategies. These efforts resulted in successes in many states and local communities. For example, the CONNECT Project has used these national resources to develop an information-sharing portal that allows justice professionals in Alabama, Kansas, Nebraska, and Wyoming to share information across state lines and with national information-exchange portals in support of local investigative efforts. The FBI's National Data Exchange, which is also built on these national resources, has, according to the FBI, "successfully enabled law enforcement officers in North Las Vegas to connect the dots between their own investigation and a seemingly unrelated Los Angeles Police Department incident report that gave them the information they needed to identify and apprehend a suspect on drug trafficking and firearms charges who otherwise may have evaded capture by using different names in different states." Pennsylvania's Justice Network's (JNET) integrated justice portal provides a common online environment for authorized users to access public safety and criminal justice information. This critical information comes from various contributing municipal, county, state, and federal agencies across the state. JNET's secure web portal provides access to more than 35,000 practitioners throughout the Commonwealth's 67 counties as well as federal and state agencies. JNET provides these practitioners with the ability to conduct secure investigations in a web-based environment. JNET also was developed using these same services and resources as well as JAG funding. These successes, made possible by the input of the field through Global, represent not only great gains in information sharing and interoperability, but also a new way forward that promotes transparency, accountability, citizen-centered government, and ultimately shared governance and shared vision among local, state, tribal, and federal justice agencies and organizations.

### ***Supporting Data-Driven and Evidence-Based Initiatives***

We know from feedback and our work with justice agencies that merely making more information available is only half of the solution. How agencies and organizations use the information provided is the key to "smarter" justice. To encourage smarter justice, BJA supported the Smart Policing Initiative, which provided funding to 10 law enforcement agencies for the use of data-driven, evidence-based practices to address contemporary public safety problems without sacrificing innovation at the local level. At the same time, through the work of the state and local law enforcement-led Criminal Intelligence Coordinating Council, BJA has continued to develop policy guidance, technical assistance, and other tools and resources to assist agencies in implementing intelligence-led policing, an approach that involves greater use of criminal intelligence, attends to offenders more than offenses, and offers a more targeted, forward-thinking, multijurisdictional, and prevention point of view to the business of policing. To ensure such strategies are implemented appropriately, BJA also launched the Center for Task Force Leadership and Integrity, which includes online training in integrity and civil liberties protection that all JAG-funded law enforcement task force personnel are required to complete successfully. Such task forces play a vital role in our ability to fight crime, and BJA is committed to ensuring their continued success and their continued integrity.

Ultimately, our support of smarter justice attempts to ensure that data—information and intelligence—guide and drive not just any policing or justice strategy, but ones determined scientifically to be effective in reducing or preventing crime. By continuing data-driven efforts and by collaborating closely with the National Institute of Justice and other OJP offices and bureaus, BJA is embracing the role that science must play in law enforcement and in the justice system overall. Led by Assistant Attorney General Robinson, and supported by the Attorney General and President Obama's Administration, BJA promotes and furthers evidence-based practices in our justice system.

Further examples of this commitment include our efforts to support drug courts throughout the country and to replicate their success in other key areas including returning offenders (reentry courts), veterans treatment courts, mental health courts, and others. At the same time, we continue to support the replication of evidence-based strategies and innovative problem-solving approaches at the community level. These strategies include community courts and community prosecution, and anti-violence strategies such as the Chicago Ceasefire violence intervention model and the Drug Market Intervention (DMI), or "High Point" model, designed to address open-air drug markets and the violence associated with these neighborhood problems.

### ***Improving Justice Effectiveness and Efficiency Through Strategic Planning and Policy Analysis Combined With Targeted Resources***

As part and parcel of this promotion of evidence-based practices, in FY 2009 BJA initiated an intensive effort with state criminal justice agencies administering JAG Program funding and the National Criminal Justice Association (NCJA) to develop statewide strategic justice plans and apply JAG funding and evidence-based practices according to these plans. NCJA was awarded \$1.5 million to support the states in this effort and to document their successes with strategic planning and evidence-based practices. Illinois and Michigan have begun strategic planning, the State of Pennsylvania has been successful with a bottoms-up approach to planning centered around local Criminal Justice Advisory Boards, and additional states have signaled an intention to undertake similar efforts.

BJA also has attempted to leverage statewide and local analytical processes to ensure that state and local justice systems are operating effectively and efficiently and not creating an unsustainable strain on state and local budgets. Through the Justice Reinvestment Initiative (JRI), BJA, in collaboration with private funders, has supported local efforts in data analysis and policy improvement that have reduced state corrections costs while holding offenders accountable and improving public safety. JRI projects in 13 states, including Kansas and Texas, have resulted in state savings in the hundreds of millions of dollars, and pilot projects underway in several local counties in other states hope to see similar results at the conclusion of their JRI pilot projects. JRI holds great promise in bringing together the best in data-driven decisionmaking and evidence-based practices to improve justice. These efforts, together with BJA's efforts under the Second Chance Act, including the National Reentry Resource Center established in 2009, will help to transform our justice system into one that is more affordable, efficient, and effective in creating safer communities, while restoring opportunity to those who have been served justice and now look forward to productive, prosocial lives.

### ***Ensuring Fair and Equal Justice***

Another key priority for BJA in FY 2009 has been to ensure that justice is truly done. The Attorney General has consistently stressed that the crisis in indigent defense reform is a serious concern shared by OJP and BJA. As a former prosecutor and judge, however, the Attorney General is also

acutely aware that without adequate funding for the courts, prosecution, problem-solving courts, and other innovative, cost-saving alternatives to incarceration, true justice cannot be achieved. In FY 2009, BJA made substantial investments of grant resources and of training and technical assistance to support indigent defense initiatives, including a unique defender hiring initiative and funding for representation in certain types of cases. Investments in prosecutor training focused on trial advocacy, problem-solving approaches such as community prosecution, and other specialized areas such as gang crimes. BJA also supported the development of training, technical assistance, and policy resources for state court systems; funded judicial training in many technical and court management areas; and supported state court systems in integrating performance into state court operations, thereby improving the outcomes and the quality of justice in those court systems.

### ***Effectively Addressing Drug Abuse and Drug-Related Crime***

The success of drug courts in addressing addiction has been a continued source of encouragement in FY 2009. At the same time, we recognize from feedback from drug court professionals and from research that drug courts are most effective with high-need, high-risk offenders, and that a continuum of prevention, intervention, and treatment options is needed to comprehensively address drug crime and addiction. To help develop this continuum, BJA supported efforts to increase the treatment capacity within the criminal justice system and supported both prevention and enforcement efforts as well. The successful implementation of statewide Prescription Drug Monitoring Programs—now numbering more than 33, with enabling legislation pending or in place in many additional states—represents another major initiative to address drug abuse. BJA supported this initiative in FY 2009 along with drug abuse education and awareness efforts such as Police And Communities Together (PACT) and the expansion of multidisciplinary state alliances to provide training, awareness, and advocacy for drug-endangered children.

During FY 2009, the nation was challenged to respond to incidents of drug-related violence along the Southwest border of the United States. In response and with the support of Congress, which appropriated \$30 million for BJA to provide to state and local communities along the Southern border, BJA awarded funds to large and small law enforcement agencies as well as High Intensity Drug Trafficking Area (HIDTA) task forces addressing these problems. Additionally, BJA funded a number of training and technical assistance providers to ensure that law enforcement on the border would have access to cutting-edge strategies and technologies to prevent and respond to border-related violence. Among these strategies and technologies are those that improve the intelligence and information-sharing efforts within the region.

### ***Honoring America's Fallen Heroes and Improving Officer Safety***

For many years, BJA has been privileged to honor the legacy of New York City Police Officer and fallen hero Edward Byrne, the namesake of DOJ's flagship funding program for state and local justice systems. In FY 2009, this privilege continued as did BJA's efforts to honor America's fallen law enforcement officers, firefighters, and other first responders and to improve officer safety. In FY 2009, BJA's Public Safety Officers' Benefits Office and programs were revitalized with new resources to ensure that the survivors of America's fallen heroes are supported and honored and that their claims for benefits are responded to fairly and efficiently. In addition, BJA significantly enhanced its funding support for peer support services for the families, children, and coworkers of America's fallen officers through Concerns of Police Survivors and the National Fallen Firefighters Foundation.

At the same time, BJA continued emphasizing its goal of improving officer safety by ensuring that officer safety training is provided to law enforcement nationwide and by providing support for a new program, developed by the International Association of Chiefs of Police, to monitor and collect data on officers' injuries and analyze that data to pinpoint areas that may need new policies and practices to reduce such injuries.

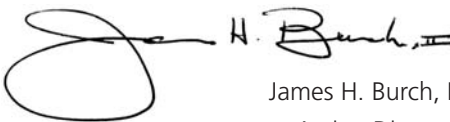
### ***Building Tribal Justice System Capacity***

BJA is also proud to acknowledge that great gains were made in supporting tribal nations' justice systems while respecting tribal sovereignty and cultural values. In many of the initiatives described in this report, tribes were active participants and contributed to the success of our overall efforts. Moreover, in FY 2009, substantial investments were made to improve the infrastructure of tribal justice systems, namely \$225 million was allocated to assist tribes in planning, renovating, and building new corrections facilities, in close coordination with the Bureau of Indian Affairs at the U.S. Department of the Interior. Such critical infrastructure support is needed and will improve justice in tribal lands, yet we and our tribal partners recognize the importance of providing broader support for tribal justice so that tribal justice does not become incarceration dependent to achieve safer communities. Through programs such as the Indian Alcohol and Substance Abuse Program, Tribal Drug Courts Program, Tribal Courts Assistance Program, and other funding streams, BJA has engaged with tribal nations just as we have with our own states and local governments to develop more effective and more sustainable justice strategies.

## **Conclusion**

As we move into FY 2010, we bring with us the successes and the lessons learned in FY 2009, many of which are highlighted in the following chapters, and many more are featured and highlighted in the online or "live" version of this report found on BJA's web site. The live version of this report also features video overviews, additional success stories, live links to the resources mentioned, and online access to data on BJA funding by state and locality. The live version is much more than an annual report; it is a portal where users can connect, explore in greater depth, and make use of BJA funding, programs, and assistance.

Emphasizing partnerships and accountability, encouraging respect for local decisionmaking and leadership, and bringing together evidence and innovation in support of local justice systems, the staff of the Bureau of Justice Assistance are proud to serve America's communities and the justice systems that help ensure our safety, our security, and our freedoms.



James H. Burch, II  
Acting Director  
Bureau of Justice Assistance



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To view an interactive, searchable database of the FY 2009 grant awards, visit <http://bja.ncjrs.gov/annualreport>.



## FY 2009 AT-A-GLANCE

**T**he Bureau of Justice Assistance (BJA) strengthens the nation's criminal justice system and helps America's local, state, and tribal governments reduce and prevent crime and violence.

In fiscal year (FY) 2009, 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, including distributing funds appropriated under the American Recovery and Reinvestment Act (Recovery Act).

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 2009, BJA focused on several key justice priorities facing America's communities. These priorities addressed the Department of Justice's strategic goals and objectives and included:

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



A brief look at a few of the many programs administered by BJA in FY 2009 reveals the following:

**Recovery Act** funding provided more than \$2.5 billion to 3,640 state, local, tribal, for-profit, and nonprofit entities.

**Edward Byrne Memorial Justice Assistance Grants** provided more than \$482 million to 50 states, the District of Columbia, and 5 territories for local, state, and tribal justice initiatives.

**Gang Resistance Education And Training Program** funding provided nearly \$2.35 million for 28 local law enforcement agencies to implement the school-based law enforcement officer-instructed classroom curriculum for thousands of elementary and middle school students nationwide.

**Justice and Mental Health Partnerships Collaboration** funding provided \$10 million for 43 site-based grants to states, units of local government, and tribes.

**Adult Drug Court** funding of \$40 million enabled 93 jurisdictions to develop and implement drug treatment courts.

**Second Chance Act** funds of more than \$20 million allowed communities to provide critical services to returning offenders and ensure necessary accountability, and enabled a national partner to establish a national reentry resource center.

**Statewide Automated Victim Information and Notification Program** funds totaling \$7.9 million allowed states to build, implement, and improve their victim notification capacity.

**Drug Market Intervention** pilot training was provided to teams from nine jurisdictions to assist with efforts to eliminate open-air drug markets and associated crime and violence.

**Smart Policing Initiative** funding of nearly \$4 million will allow 10 law enforcement agencies to identify tactics and strategies that are effective, efficient, and economical.

**State and Local Anti-Terrorism Training Program** trainers delivered 93 workshops on terrorism interdiction, investigation, and prevention to nearly 9,000 law enforcement professionals.

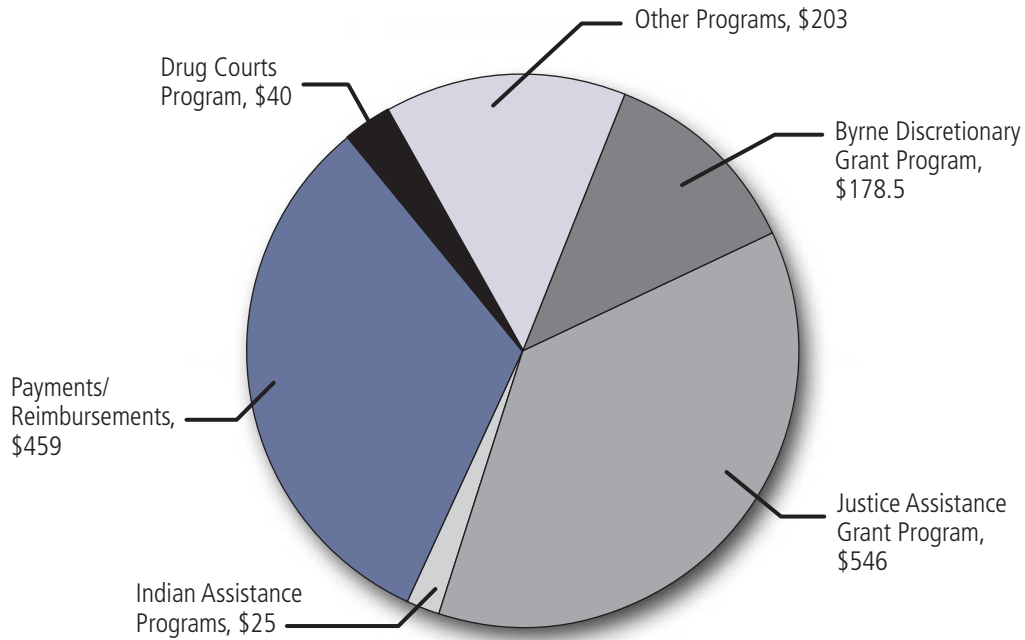
**Tribal Initiatives** were bolstered through three programs totaling approximately \$11.5 million for courts, treatment, and corrections efforts.

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

**Public Safety Officers' Benefits** were approved for 105 claims to provide benefits to survivors of America's fallen heroes.

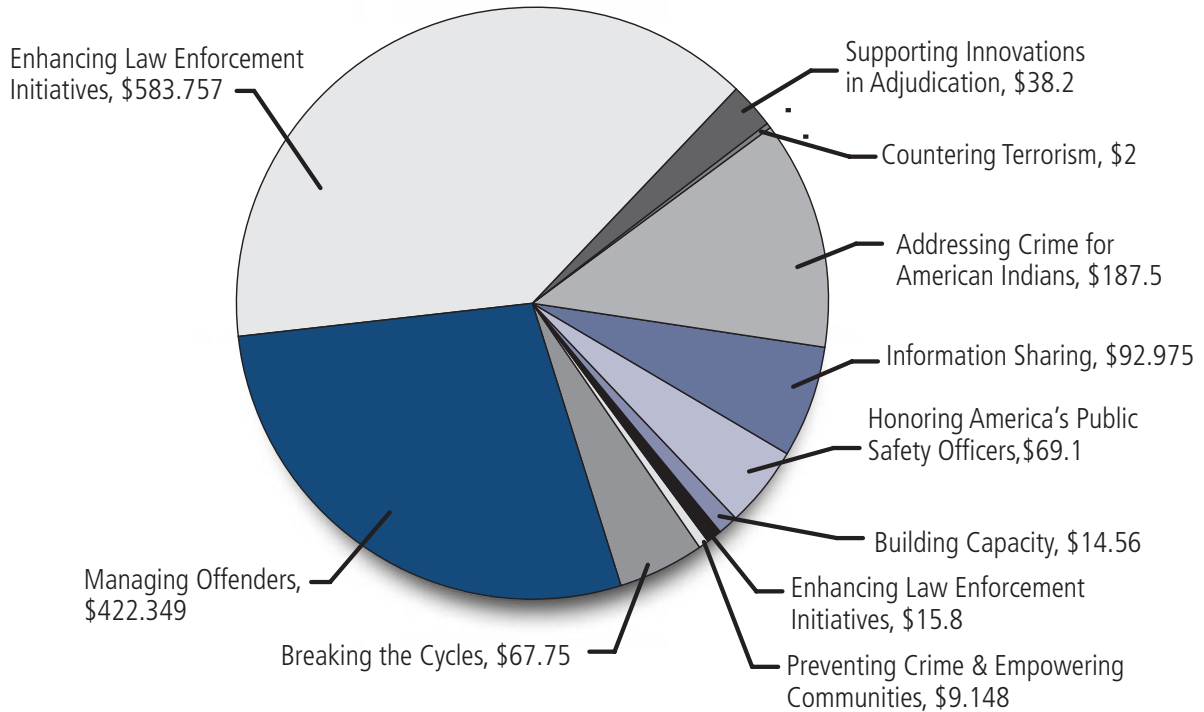
These and other BJA efforts reflect the dedication, commitment, and successes of a nation of justice partners who believe that more can always be done to help reduce and prevent crime and enhance the criminal justice system.

**FY 2009 Appropriations for BJA-Administered Programs (in \$ millions)**

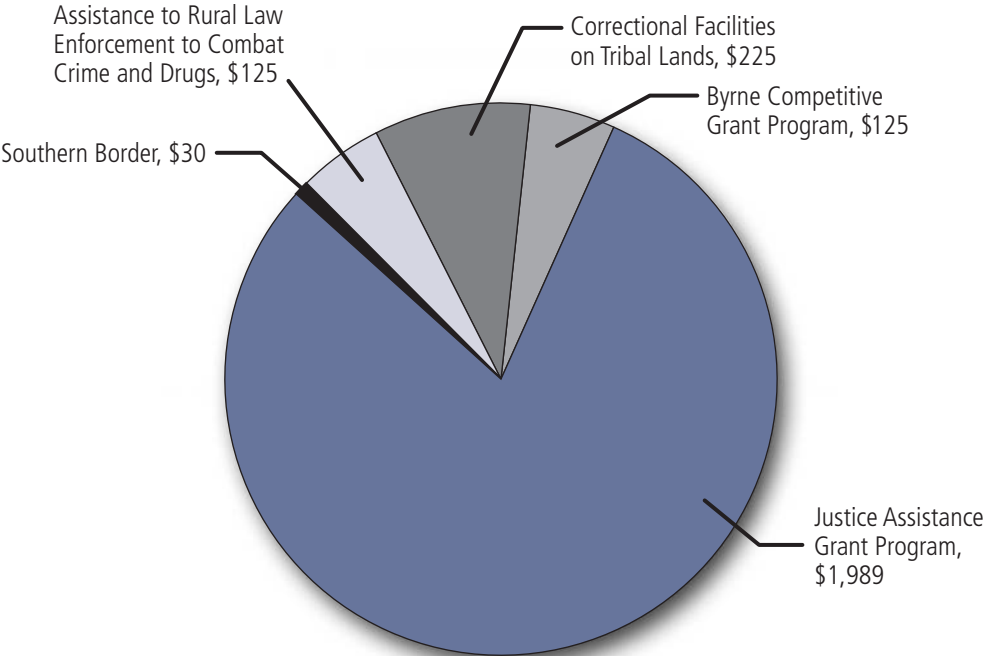


**FY 2009 Funding by BJA Program Areas (in \$ millions)\***

\*Does not include Congressionally Selected Awards



**American Recovery and Reinvestment Act Funds: BJA Programs (in \$ millions)**



## CHAPTER 1

# AMERICAN RECOVERY AND REINVESTMENT ACT OF 2009

The American Recovery and Reinvestment Act of 2009 (Recovery Act) was signed into law by President Obama on February 17, 2009 (Public Law 111-5). The goals of the Recovery Act are to jumpstart the United States economy and to create or save millions of jobs. The Act is historical in that it is an extraordinary response to a crisis unlike any the nation has experienced since the Great Depression. It includes measures to modernize our nation's infrastructure and protect those in greatest need by funding the provision of critical services at the state and local levels. The stated purposes of the Recovery Act are the following:

- Preserve and create jobs.
- Promote economic recovery.
- Assist those most affected by the recession.
- Provide investments needed to increase economic efficiency by spurring technological advances in health and science.
- Invest in transportation, environmental protection, and other infrastructure that will provide long-term economic benefits.
- Stabilize state and local government budgets in order to minimize and avoid reductions in essential services and to deter counterproductive state and local tax increases.

The Recovery Act places great emphasis on accountability and transparency in the use of taxpayer dollars. Among other things, a new Recovery Accountability and Transparency Board and a new web site—[www.Recovery.gov](http://www.Recovery.gov)—were created to provide information to the public, giving people access to detailed information on grants and contracts made with Recovery Act funds.

During FY 2009, the Bureau of Justice Assistance (BJA), authorized under the Recovery Act and 42 United States Code 3751(a), successfully awarded grants that released more than \$2.5 billion into the economy, creating jobs and providing much-needed resources for states and local communities, including funding for law enforcement and other criminal justice activities. Administering these funds represented a significant accomplishment for BJA staff, who expeditiously solicited applications and awarded funding for over 6,100 grants—more than four times the number of grants typically administered annually. Within 1 month of passage of the Recovery Act, BJA released its solicitations for funding to the field and conducted outreach to a large group of criminal justice agencies that had never before received funding from BJA. BJA staff also provided excellent customer service, despite the need for an elevated level of technical assistance (TA) to

help new applicants understand the application process. In addition, there was unprecedented interest in Recovery Act discretionary funding, with some solicitations receiving more than 1,600 applications. In response, BJA staff proactively managed the peer review and award recommendation process and awarded all of the grants within the annual timeline.

Anticipating significant reporting needs, BJA expanded its newly implemented Performance Measurement Tool (PMT) to provide grantees with a user-friendly system, gather pertinent performance metrics data for all five of the Recovery Act programs, and ultimately help demonstrate the programs' effectiveness. The tool has allowed BJA to aggregate and accurately analyze performance measurement data from the grantees. PMT data should be available by February 2010.

With any new system or program, training must occur. BJA began training Recovery Act grantees on the PMT system through webinars in June 2009. From late 2009 through early 2010, BJA conducted six PMT and three tribal in-person trainings to help Recovery Act grantees address reporting requirements.

For more information about Recovery Act funding, see the Office of Justice Programs' (OJP) Recovery Act web page at [www.ojp.gov/recovery](http://www.ojp.gov/recovery).

## **Recovery Act: Edward Byrne Memorial Justice Assistance Grant Program**

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program is the leading source of federal justice funding for state and local jurisdictions. The program was established to streamline the funding process for justice-related initiatives and the administration of these grants. Also established to give agencies the flexibility to prioritize and allocate critical

justice funds where they are needed most, JAG allows state, tribal, and local governments to support a broad range of efforts to prevent and control crime. These program areas include law enforcement, prosecution and courts, prevention and education, corrections and community corrections, drug treatment and enforcement, planning, evaluation, technology improvement, and crime victim and witness initiatives.

JAG awards are 4 years in length and are distributed up front instead of on a reimbursement basis, allowing recipients to earn interest on their awards and generate additional funding for successful initiatives and future projects. Applicants for JAG state awards are limited to states, the District of Columbia, the Commonwealth of Puerto Rico, the Northern Mariana Islands, the Virgin Islands, Guam, and American Samoa. Applicants for JAG local awards are limited to units of local government that JAG identifies annually on its JAG Allocations List. JAG legislation specifies that allocations to local governments must be based on their share of the total violent crime within the state reported to the Federal Bureau of Investigation over 3 of the past 10 years.

In FY 2009, BJA processed 1,420 local and 56 state applications totaling more than \$480 million in JAG funding. This constituted approximately \$318 million awarded to states and territories and \$165 million awarded to local units of government, an increase of nearly \$321 million from FY 2008 (\$159 million). In addition to regular JAG funding, BJA also administered more than \$1.9 billion in critical Recovery Act JAG funds, processing 3,210 awards to local communities, 56 awards to states and territories, and some awards to tribes that qualified.

For more information about JAG funding, see [www.ojp.usdoj.gov/BJA/grant/jag.html](http://www.ojp.usdoj.gov/BJA/grant/jag.html).

For more information about Recovery Act JAG funding, see [www.ojp.usdoj.gov/BJA/recoveryJAG/recoveryjag.html](http://www.ojp.usdoj.gov/BJA/recoveryJAG/recoveryjag.html).

## Recovery Act: Edward Byrne Competitive Grant Program

The Recovery Act Edward Byrne Memorial Competitive Grant (RA Byrne Competitive) Program provides resources to improve the capacity of state, local, and tribal justice systems and to provide assistance (other than compensation) to victims of crime. In FY 2009, RA Byrne Competitive funding focused on job creation and retention in support of evidence-based and data-driven programs in the following areas:

- Preventing and reducing violent crime.
- Providing funding for neighborhood probation and parole.
- Reducing mortgage fraud and crime related to vacant properties.
- Hiring civilian support personnel in law enforcement (training staff, analysts, and dispatchers).
- Enhancing forensic and crime scene investigations.
- Improving resources and services for victims of crime.
- Supporting problem-solving courts.
- Establishing and enhancing national training and technical assistance (TTA) partnerships.

In FY 2009, BJA issued a competitive solicitation and awarded 120 new grants across all 8 funding categories, for a total award amount of \$125,250,000. An additional \$97.5 million was transferred to the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to fund national and local youth mentoring programs. Analysis of the 120 projects selected for funding indicates that approximately 764 jobs will be created and 49 jobs will be retained.

For more information about the RA Byrne Competitive Program, see the OJP Recovery

Act web page at [www.ojp.gov/recovery](http://www.ojp.gov/recovery). For a list of grants and a detailed description of each of the projects funded through the RA Byrne Competitive Program, see [www.ojp.usdoj.gov/BJA/funding/FY09Awards.html](http://www.ojp.usdoj.gov/BJA/funding/FY09Awards.html).

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*Analysis of the 120 projects selected for RA Byrne Competitive funding indicates that approximately 764 jobs will be created and 49 jobs will be retained.*

## Recovery Act: Correctional Facilities on Tribal Lands Discretionary Grant Program

BJA released the Recovery Act: Correctional Facilities on Tribal Lands Discretionary Grant (CFTL) Program solicitation to assist tribes in cost-effectively constructing and renovating correctional facilities for the incarceration and rehabilitation of juvenile and adult offenders subject to tribal jurisdiction. CFTL funds also allow tribes to explore community-based alternatives to help control and prevent jail overcrowding due to alcohol and other substance abuse. BJA administers the CFTL Program in coordination with the Bureau of Indian Affairs and OJJDP.

There were five categories of awards under this grant program:

- Category I: Construction of Detention Facilities for Adult and Juvenile Offenders.
- Category II: Construction of Single-Tribe or Regional Multi-Purpose Justice Centers.
- Category III: Renovation of Existing Detention Facilities.
- Category IV: Construction of Alternative Sentencing Facilities.
- Category V: National Training and Technical Assistance for the Correctional Facilities on Tribal Lands Program. This grant focuses

primarily on those tribes that receive funding through this solicitation; however, it can also be provided to non-grantee tribes, if requested.

Applicants for Categories I–IV awards were limited to federally recognized American Indian tribes, including Alaska Native villages and corporations, and authorized intertribal consortia. Applicants for Category V awards were limited to tribal and nontribal for-profit (commercial) organizations, nonprofit organizations, faith-based and community organizations, institutions of higher learning, and consortia with demonstrated national experience in working with tribal representatives to plan, renovate, and construct correctional facilities that serve local and regional needs.

BJA awarded 20 site-based grants for construction and renovation projects totaling \$219,999,058. Under Category V, one TTA award was issued to the Justice Solutions Group for \$4,487,335.

For more information about CFTL, see [www.ojp.usdoj.gov/BJA/grant/tribal\\_correction.html](http://www.ojp.usdoj.gov/BJA/grant/tribal_correction.html).

## **Recovery Act: Assistance to Rural Law Enforcement to Combat Crime and Drugs**

BJA released the Recovery Act: Assistance to Rural Law Enforcement to Combat Crime and Drugs (ARLE) solicitation to help rural state, local, and tribal law enforcement agencies improve their criminal justice systems, and to help their communities prevent and combat drug abuse and drug-related crime, while simultaneously preserving and creating jobs and promoting economic recovery.

In FY 2009, BJA processed 207 site-based awards totaling \$117,256,292, and 5 TTA awards totaling \$7,801,449. TTA grants were awarded to Strategic Applications for Society, LLC; the University of Tennessee, Knoxville; the Institute for Intergovernmental Research;

SEARCH Group Inc.; and the International Association of Chiefs of Police. For more information about these grants, see [www.ojp.usdoj.gov/BJA/funding/FY09Awards.html](http://www.ojp.usdoj.gov/BJA/funding/FY09Awards.html).

## **Recovery Act: State and Local Law Enforcement Assistance Program**

The Recovery Act: State and Local Law Enforcement Assistance Program: Combating Criminal Narcotics Activity Stemming from the Southern Border of the United States solicitation was created to support state, local, and tribal law enforcement agencies located in the Southern border region of the country; law enforcement agencies outside the region that are working in conjunction with High-Intensity Drug Trafficking Areas (HIDTA) on criminal narcotics activity stemming from the Southern border region; and national organizations, institutions of higher education, and faith-based, community, and regional organizations that are engaged in combating criminal narcotics activity stemming from the Southern border region. This solicitation is critically important because such agencies, experiencing severe budget restraints, are faced with the prospect of reducing law enforcement services and personnel that are critical to combating the increasing violence and trafficking of drugs in the region. This program differs from other programs in that it specifically targets criminal narcotics activity within or stemming from a geographic region from which the vast majority of illicit drugs that enter the country originate.

Under this solicitation, 20 grants were awarded totaling \$29,639,507, with 1 award of \$64,493 still pending. (One additional award of \$992,460 was made via the Edward Byrne Competitive Grant Program to the New Mexico Institute of Mining and Technology to provide TTA.) For more information about this program and the awards made in FY 2009, see [www.ojp.usdoj.gov/BJA/funding/FY09Awards.html](http://www.ojp.usdoj.gov/BJA/funding/FY09Awards.html).



## CHAPTER 2

# PREVENTING CRIME AND EMPOWERING COMMUNITIES

**B**JA's crime prevention programs address two types of crime risks: factors in a given environment that are known to facilitate situations in which unlawful behavior is more likely to occur, and factors that are known to aggravate unlawful behavior by an individual or increase the vulnerability of an individual to criminal victimization. BJA addresses these risks by encouraging communities to partner with law enforcement agencies in mitigating crime, raising awareness and education of crime prevention techniques, and building the capacity of organizations with a crime prevention focus.

### Volunteers in Police Service

The International Association of Chiefs of Police (IACP), in partnership with BJA, manages the Volunteers in Police Service (VIPS) program, which provides support and resources for law enforcement agencies interested in developing or enhancing a volunteer program and for citizens who want to volunteer their time and skills to a local law enforcement agency. A component of Citizen Corps, which coordinates volunteer activities nationally to better prepare communities to respond to emergencies, VIPS has several goals: to learn about and share promising practices in existing VIPS programs; to increase the use of volunteers in existing programs; to help citizens learn about and

become involved in VIPS programs in their communities; and to help agencies initiate VIPS programs. Presently, there are more than 1,950 registered VIPS programs involving more than 223,000 volunteers in all 50 states, the District of Columbia, Puerto Rico, and Guam.

In FY 2009, BJA awarded \$596,785 to IACP for the national VIPS program. A portion of the grant funds were used to publish a second revision of the resource guide *Volunteer Programs: Enhancing Public Safety by Leveraging Resources*, first published in 2003. A handy desktop tool for chiefs, sheriffs, and others interested in establishing or enhancing a law enforcement volunteer program, this guide features a wide array of information including profiles of volunteer programs, an updated resource list, and reading list recommendations. IACP also updated a CD-ROM of resources that includes the resource guide, a model volunteer policy, and program brochures. In addition, IACP developed and administered two surveys: the Registered Program Analysis and a survey on the state of volunteerism, which went to the IACP membership. These surveys gathered information on promising approaches, programmatic challenges, and resource needs, and will help IACP to improve services to the field. IACP also conducted the "VIPS Basic," "VIPS Advanced," and "Disaster Preparedness"



trainings—in all, 13 trainings were delivered to more than 300 people throughout the country.

In FY 2009, the VIPS web site, [www.policevolunteers.org](http://www.policevolunteers.org), received more than 8 million hits. This web site is the bedrock of the program and serves as a gateway to information such as a program directory, a resource library, a photo gallery, volunteer profiles, and VIPS to VIPS archives (a discussion group for registered programs).

## USAonWatch

In 1972, the National Sheriffs' Association (NSA) saw a need for a neighborhood crime prevention initiative at the national level and created the National Neighborhood Watch Program to assist citizens and law enforcement. In 2002 NSA, in partnership with the U.S. Department of Justice (DOJ), launched the USAonWatch program to revitalize the National

Neighborhood Watch initiative and expand the role of its neighborhood programs to include disaster preparedness, emergency response, and terrorism awareness. In FY 2009, the online database of registered programs grew to more than 20,000 from 18,500 the preceding year.

The National Neighborhood Watch Program primarily provides information, training, technical support, and resources for local law enforcement agencies and citizens to build their capacity to work together in matters important to the program. In 2009, BJA awarded NSA \$400,000 to continue expanding the topics covered in the National Neighborhood Watch training. Two additional modules were added: "Terrorism Awareness and Prevention" and "Pandemic Flu." NSA trainers conducted 11 courses throughout the country, with more than 400 officers from over 280 agencies participating. NSA also produced a Native American-focused neighborhood watch publication that was disseminated to all tribal police departments.

## SUCCESS STORIES

### Akron Block Watch Halts Burglaries

According to the *West Side Leader*, the Northwest Akron Block Watch halted a series of burglaries in West Akron, Ohio. The block watch notified residents of what to look out for based on police officers' observations of how 10 burglaries had been committed. A citizen who knew the burglars' technique recognized them and called the police. After a short chase, the suspects were apprehended and the burglaries ceased. Both the city council and the police department credited the block watch program for this success. (Kathleen Folkerth, 2008, "Observant Residents Help Police Capture Burglary Suspects," *West Side Leader*, October 9)

### Identity Theft

BJA is an active partner in OJP's Identity (ID) Theft Working Group, which gathers information on ID theft programs and policies on the federal and state levels and contributes to the President's Identity Theft Task Force. The workgroup meets periodically to share updates on ID theft publications, trainings, and technical assistance for the field (e.g., prosecutors and computer forensics investigators).

BJA, in partnership with the National White Collar Crime Center (NW3C), provides national trainings for agencies involved in preventing, investigating, and prosecuting economic and high-tech crimes. These trainings also teach agencies to support and collaborate with other appropriate entities to address homeland security initiatives as they relate to these crimes.

In addition to training, NW3C ([www.nw3c.org](http://www.nw3c.org)) provides analytical investigative support for major ID theft investigations (e.g., NW3C is completing its work for an active investigation involving approximately 500 known victims from more than 25 states).

BJA also helped fund a Bureau of Justice Statistics survey that gathered extensive information for a report that will establish baseline prevalence rates, the various types of ID theft, victim demographics, and other trends.

For more information about the trainings offered by NW3C, see [www.nw3c.org](http://www.nw3c.org).

## National Crime Prevention Council

### *McGruff® Neighborhood*

The National Crime Prevention Council's (NCPC) McGruff® Neighborhood initiative—comprising the McGruff® Club, McGruff® House, and McGruff Truck® programs—allows communities to access a spectrum of coordinated programs that educate children and engage neighbors in keeping children safe. McGruff® Neighborhood addresses the wide range of issues that threaten young people's safety and also recognizes that teaching children about safety in school is not enough—they also need support and protection when they are in their neighborhoods. During the 2008–2009 school year, schools and law enforcement agencies in seven communities worked together to pilot the McGruff® Neighborhood initiative, with NCPC providing training, resources, and ongoing TA to site coordinators. Information and resources for the McGruff® Neighborhood can be found at [www.ncpc.org](http://www.ncpc.org).

### *In School: McGruff® Club*

Schools are the cornerstones of children's neighborhoods. The McGruff® Club program engages elementary schools in teaching children

about home and neighborhood safety, bullying and conflict resolution, drug abuse, and Internet safety. McGruff® Club features a new curriculum, piloted in 2008–2009 and scheduled for release in 2010. In this curriculum:

- Scripted lessons guide instructors through classroom discussions and activities for children in grades 1–4.
- Activities that incorporate proven teaching strategies develop children's critical thinking and communication skills.
- Lessons build upon each other so children enhance their skills as they age through the program.
- Knowledge is reinforced through service projects in which children share what they have learned with others.

Educators, counselors, school administrators, law enforcement officers, and youth service providers can implement McGruff® Club in just 30 minutes per week for 16 weeks in school, or as part of an afterschool program or summer camp. During the 2008–2009 school year, 7 elementary schools piloted new McGruff® Club lessons and a total of nearly 1,000 children (grades 1–4) learned to manage bullying, resolve conflicts, avoid drugs, and stay safe at home, in their neighborhoods, and online through McGruff® Club.

### *In the Community: McGruff® House and McGruff® Truck Programs*

Keeping children safe does not end at the schoolyard. The safety skills children learn through McGruff® Club need to be supplemented with a network of caring adults who can help them if they encounter danger in their neighborhoods. McGruff® Houses (residences) and McGruff® Trucks (utility or municipal vehicles) offer temporary havens for children who find themselves in frightening or dangerous situations. The National McGruff House® Network supports these programs.

McGruff® Houses provide a safety network for children and reduce the risk that children will be victimized. Children learn that they can go to specially marked McGruff® Houses, which might be houses, townhouses, apartments, or mobile homes, any time they sense danger. McGruff® House volunteers call the child's parents or appropriate authorities if a child is lost or has a medical emergency, reassure the child if he or she is frightened, and report crimes and suspicious activities. McGruff® House volunteers must consent to a background check.

McGruff® Trucks are utility or municipal trucks that children and other individuals can flag down when they feel threatened or in danger. The driver then calls for help. McGruff® Trucks are identified by their company's logo and are marked with special McGruff® Truck stickers. Participating companies benefit by offering a valuable public service that builds goodwill in the communities they serve. McGruff® Truck program participants follow the same "do's and don'ts" as McGruff® House volunteers.

During the 2008–2009 school year, sites promoted the McGruff® House Program through a variety of venues, such as back-to-school nights, community meetings, tables at local shopping malls, and articles in local newspapers. Through presentations at schools or community centers, children learned how to approach McGruff® Houses and McGruff® Trucks if they are frightened or need help. Seven sites recruited and established McGruff® Houses.

### ***National Children and Youth Safety Campaign***

NCPC's National Children and Youth Safety Campaign offers a continuum of programs that educate and engage young people from elementary school through high school. It provides tools that parents can use to enhance the continuum at home, improve their ability to talk with their children, and participate in local safety efforts.

Through the McGruff® Club program, children in grades 1–4 build skills for managing bullying, conflicts, and dangerous situations in their neighborhoods and online, whereas the McGruff® Readers program brings the character of McGruff® to life for young children and teaches them the words to say and actions to take when they encounter bullying, drugs, and other dangerous situations. Activity books reinforce the safety messages communicated by the McGruff® Readers.

The Community Works curriculum, available on NCPC's web site ([www.ncpc.org](http://www.ncpc.org)), teaches youth to protect themselves from alcohol and drug abuse, online dangers, and harassment. It provides middle and high school students with lessons on more than 30 topics, including assault, gangs, property crimes, dating violence, hate crimes, and the role of law enforcement in the community.

NCPC also promotes effective strategies for engaging parents in school safety and community crime prevention efforts, specifically through their participation in the Be Safe and Sound in School (B3S) and McGruff® House programs. B3S (discussed in further detail on page 9) brings together school administrators, students, law enforcement officers, and parents to assess school safety and implement projects to make schools safer. The McGruff® House Program encourages parents and neighbors to provide safe havens for children in frightening or dangerous situations and helps them establish their homes as places of refuge.

In addition to these general programs and resources for young people and parents, the National Children and Youth Safety Campaign also has focused considerable attention on cyberbullying. The campaign has allowed the media to continue using NCPC's public service announcements about cyberbullying and has posted new web content for young people and adults to raise their awareness of this issue.

Children and Youth Safety Campaign materials produced in FY 2009 include two new McGruff® Readers for third- and fourth-grade students that focus on conflict resolution, alcohol and drug prevention, safety in real and online communities, and appreciating diversity. With six new games for children and tips on sexting, the McGruff® web site, [www.McGruff.org](http://www.McGruff.org), had nearly 1 million visits during the year.

In addition to using the media to reach parents, NCPC conducted a webinar for reporters, distributed a press release, and engaged its president in a radio tour with 13 interviews aired by more than 8,000 stations and network affiliates, thereby reaching more than 23.5 million listeners. Key areas broadcasting the interviews included Philadelphia, Pennsylvania; Chicago, Illinois; and Washington, D.C.

For more information, see [www.ncpc.org](http://www.ncpc.org) and [www.McGruff.org](http://www.McGruff.org).

### ***Be Safe and Sound in School***

B3S is a capacity-building crime prevention initiative developed and tested by NCPC and BJA. B3S is designed to educate middle school students on the elements of school safety; engage middle school administrators, parents, students, law enforcement, and other community members in making schools safer; and facilitate the development of strategic plans to reduce crime in schools. To implement the program, the B3S action team assesses a school's social and emotional climate and identifies flaws in security equipment and procedures, as well as spaces that may be conducive to crime. The team invites community representatives to participate in a school safety and security forum for prioritizing the most critical safety and security problems and deciding what to do about them. The team then develops an action plan, which guides the school safety and security implementation process throughout the school year.

In FY 2009, 11 middle schools successfully implemented B3S. These schools employed a variety of techniques to address violence and fear and to promote a climate of respect, such as installing security cameras and visitor check-in systems, conducting a parents' night out or regular safety walk-throughs, developing a public service announcement (PSA), and engaging in team building and leadership training. NCPC plans to expand the number of schools using B3S and to revise the program implementation guidebook to incorporate lessons learned and case studies.

### ***Rapid Response Radio Public Service Announcements***

BJA and NCPC developed the rapid response PSAs for radio to give local law enforcement and the media an opportunity to respond quickly with prevention tips and information when major crime issues are happening in their community. The messages help citizens learn how to take action and get involved to make their neighborhoods safer places to live and thrive. Each of the 17 PSAs addresses timely topics such as home invasion, vacant property crime, gang violence, school shootings, crimes against seniors, sexual assault, and property theft.

Highlights of the Rapid Response program for FY 2009 include the following:

- The Rapid Response initiative received \$46,148,900 in donated media—\$6 million more than an average PSA campaign.
- NCPC promoted the Rapid Response initiative in a March 2009 *Catalyst* newsletter about the PSAs and outreach materials that complement the radio spots.
- NCPC promoted the Rapid Response initiative at the National Association of Broadcasters (NAB) April 2009 convention of 85,000 attendees. NCPC gave a presentation once a day at the exhibit booth about the initiative

and the other products and services NCPC has for the media. An NCPC member also was interviewed for NAB convention TV.

- NCPC completed a broadcasters' guidebook, *Protecting What Matters to You: NCPC–NAB Guidebook for Broadcasters*, that was given to more than 175 broadcasters at the NAB Radio Show in September 2009, was distributed to the remaining public service broadcast membership later that month, and is available to download at [www.nab.org/AM/ASPCode/SpotCenter/documents/guidebook\\_RapidResponse.pdf](http://www.nab.org/AM/ASPCode/SpotCenter/documents/guidebook_RapidResponse.pdf).
- NCPC created live announcer scripts and a log-in on its web site ([www.ncpc.org](http://www.ncpc.org)) to allow law enforcement agencies to download and personalize the announcer scripts and PSAs.
- Through a BJA-funded project that supports crime prevention capacity building for several cities (including Washington, D.C., and Philadelphia, Pennsylvania), NCPC's community outreach team developed complementary posters, palm cards, and fliers using the tips and information from the radio PSAs.

Each time a city noted a rise in a crime that related to one of the topics in the Rapid Response PSA initiative, NCPC sent a media alert to the local law enforcement agency and media about the relevant PSA and information immediately available for broadcast to the community. For example, when a series of home invasions hit a Maryland community, NCPC sent an alert that generated four media stories regarding how to protect one's home and family. NCPC generated 21 stories in FY 2009 with similar media alerts. Each story provided a more indepth look at the issue, prompted interview opportunities for NCPC and its partners, and increased the use of the prerecorded PSAs.

NCPC and BJA will continue to promote the PSAs and outreach materials to law enforcement agencies, and will post them on YouTube. For

more information, see [www.ncpc.org/topics/by-audience/law-enforcement/rapid-response](http://www.ncpc.org/topics/by-audience/law-enforcement/rapid-response).

### ***Cities Capacity Building Project***

A partnership of NCPC and BJA, the Cities Capacity Building Project provides TTA to targeted cities to help them prevent and reduce crime and increase collaboration between law enforcement and the community. The services delivered are based on the needs of the local law enforcement agency and its public safety goals. With the economic downturn straining local resources, this approach has allowed NCPC to provide community outreach support when needed, training when law enforcement agencies had limited or no training resources, and assistance to law enforcement agencies in filling gaps in service delivery caused by emerging crime trends or budget cuts.

In FY 2009, the Cities Capacity Building Project provided 7 trainings to more than 1,000 participants from 8 different law enforcement agencies and their community partners on various crime prevention programs and topics, including school safety, community partnerships, crime prevention through environmental design, and senior safety. More than 25 TA sessions were held with 3 law enforcement agency partners to build their crime prevention capacity, with an emphasis on community engagement strategies and NCPC programs for children and youth such as bullying and cyberbullying prevention, school violence prevention, B3S, and the McGruff® Club.

Twenty-one crime prevention tools in various formats and languages were developed and promoted nationally through newsletters, online networks, and broadcast media. Four media and outreach campaigns were implemented in Philadelphia, Pennsylvania, and Washington, D.C., reaching tens of thousands of community participants. Three additional campaigns are being planned in Philadelphia; Baltimore, Maryland; and D.C. Many of the printed tools

such as newsletters complement the radio PSAs, thereby providing law enforcement agencies with a multimedia capacity to respond to local crime trends. Ten of these print tools were made available in Spanish and English, and 11 were translated into 5 additional languages to help law enforcement agencies engage and respond to crime trends in populations with limited English language proficiency.

### ***Celebrate Safe Communities***

Safe communities are the result of law enforcement working with residents as equal partners in preventing crime. In recognition of this principle, BJA, NCPC, and NSA developed the Celebrate Safe Communities (CSC) program, which brings together law enforcement, community groups, and citizens to strengthen partnerships, promote crime prevention, and kick off Crime Prevention Month. Communities large and small can use web-based resources to help them hold public safety events and celebrate their successes in maintaining a safe community. Communities may hold their events at any time during the year, but the program encourages them to hold the events in October to help promote Crime Prevention Month—in 2009, all the registered sites held events in October. Events can bring together residents of a neighborhood, a homeowners association, a community, or even an entire county. In addition to law enforcement agencies, CSC events can include fire service, emergency medical service, and emergency management personnel. CSC benefits public safety agencies and community groups by designating a day each year to bring everyone together to strengthen partnerships and exchange safety ideas. In FY 2009, more than 100 sites in 34 states and the District of Columbia registered for CSC and each of those sites received a package of information that included items such as crime prevention brochures and other promotional materials.

More information and reproducible materials are available at [www.celebratesafecommunities.org](http://www.celebratesafecommunities.org).

During FY 2009, this web site received more than 6,400 hits. CSC's plans for the site include enabling easier communication among parties between registered events and adding resources about establishing local partnerships with private corporations (e.g., to assist in collecting and disposing of excess household prescription and over-the-counter drugs, and with mass shredding of household personal papers).

## **Campus Safety**

### ***Major Cities Chiefs' Campus Security Guidelines***

Multiagency coordination is always complicated for law enforcement, but when one of those agencies is responsible for safety on college campuses, there are unique challenges. In 2007, the Major Cities Chiefs Association (MCC) approached BJA with a new and bold idea to address rising violence on campus by improving the coordination between local and campus law enforcement to better protect students. In FY 2009, as part of this project, MCC published its *Campus Security Guidelines* to help law enforcement agencies improve their ability to prevent, prepare for, respond to, and recover from critical incidents on campus. This guide encourages agencies to develop written policies and formal agreements between local and campus law enforcement departments to enable coordinated and effective action.

### ***Citizen Involvement in Campus Safety***

The goal of the Citizen Involvement in School Safety project is to enhance the capacity of law enforcement to incorporate citizens into their school safety plans. It is important to note that "school" includes secondary schools and colleges and universities. Building on IACP's VIPS program, this project seeks to:

- Determine the state of citizen involvement in school safety initiatives.



- Identify leading citizen-involved school safety initiatives.
- Develop resources to promote the use of leading practices by law enforcement agencies.
- Disseminate products widely to the law enforcement community.

In FY 2007, BJA awarded IACP nearly \$500,000 for the Citizen Involvement in School Safety project. Under this award, a series of focus groups that included representatives from the Office of Community Oriented Policing Services (COPS), the Federal Bureau of Investigation (FBI), and leaders of various IACP committees were held to glean successes, challenges, and leading practices; document how law enforcement is engaged in school safety; and examine policy and process implications for such partnerships. Participants introduced specific campus safety-related issues and trends around their regions and described what responses and results they would like to see in place. They also identified a document IACP developed and published nearly 10 years ago—*Guide for Preventing and Responding to School Violence*—as a particularly useful, but now outdated, resource. IACP received approval from BJA to revise and disseminate, under the auspices of this grant, a second edition of the guide. That edition, published in 2009, is available online at [www.theiacp.org/PublicationsGuides/ResearchCenter/Publications/tabid/299/Default.aspx?id=88&v=1](http://www.theiacp.org/PublicationsGuides/ResearchCenter/Publications/tabid/299/Default.aspx?id=88&v=1).

Also as part of the project, in 2009 IACP initiated and completed production of *Community Involvement in Campus Safety*, an 11-minute video profiling law enforcement volunteer programs on three university campuses: the University of Alaska, Anchorage; Lehigh University in Pennsylvania; and California State University, San Bernardino. IACP plans to develop two distinct toolkits tailored to campus law enforcement and law enforcement agencies serving secondary schools. The toolkits will include sample materials and resources for

implementing a VIPS program in a school or campus environment.

### ***Creating the Framework for Increasing the Professionalism of Campus Safety Officers***

In 2007, BJA awarded the University of Illinois at Chicago more than \$214,000 to develop and deliver a series of training curricula geared toward enhancing the professionalism of campus safety officers. The project is a collaborative effort of the Institute for Public Safety Partnerships (IPSP) at the University of Illinois at Chicago, the university's police department, the Illinois Campus Law Enforcement Association, the Mid-Atlantic Regional Community Policing Institute, and the Western Regional Policing Institute. The project began by culling an advisory board from Illinois' leaders in campus safety as well as the field's nationally recognized experts who assisted in updating existing curricula as well as identifying gaps and training needs and providing general oversight to the project.

IPSP also sought the input of campus administrators and leaders of student organizations to ensure that the education and training designed would reflect the diversity present on college and university campuses. This training was initially developed and pilot tested in Illinois, Maryland, and Oregon, but is adaptable to other jurisdictions as well.

In 2009, the project developed a set of courses that are building blocks to more sophisticated training related to responding to terrorist and other critical incidents. The curriculum will enhance the professionalism of officers through indepth training in areas such as ethics, integrity, diversity, and problem solving. It also will better prepare officers for their day-to-day interactions with the diversity of people they encounter on campuses. An additional benefit of the curriculum will be its identification of areas in which communication is lacking between campus security and other departments and organizations on campus.

## Gang Resistance Education And Training Program

BJA's Gang Resistance Education And Training (G.R.E.A.T.) Program is a school-based classroom curriculum taught by law enforcement officers. Its primary objective is prevention, and it is intended as an immunization against delinquency, youth violence, and gang membership. G.R.E.A.T. lessons focus on risk factors leading to gang involvement. Uniformed officers teach students to set positive goals, resist negative pressures, resolve conflicts without violence, and understand how gangs impact the quality of their lives. The G.R.E.A.T. Program ([www.great-online.org](http://www.great-online.org)) consists of four components: a 13-week middle school curriculum, a 6-week elementary school curriculum, a summer program, and training for families. Five regional centers provide training to sworn law enforcement officers on how to teach the G.R.E.A.T. curriculum in elementary and middle schools throughout the country.

In FY 2009, BJA made nearly \$2.35 million in funding available to 28 local law enforcement agencies in 15 states so they could deliver

the G.R.E.A.T. Program. BJA's training partner, the Institute for Intergovernmental Research, certified an additional 610 officers at 24 G.R.E.A.T. officer trainings to teach the G.R.E.A.T. Program in elementary and middle schools, and 143 G.R.E.A.T. officers to facilitate the G.R.E.A.T. Families component at 8 G.R.E.A.T. Families trainings. (Local agencies continue to establish connections with school officials, faith-based and community organizations, and family and juvenile court agencies to promote the "families" approach in their communities.) Through their use of G.R.E.A.T. workbooks in FY 2009, officers indicated that:

- 503 local law enforcement agencies are teaching the G.R.E.A.T. Program.
- 1,410 officers and other law enforcement professionals are teaching the G.R.E.A.T. Program in elementary and middle schools.
- 153,876 elementary students graduated from the program in 2,304 elementary schools.
- 272,823 middle school students graduated from the program in 3,071 middle schools.





## CHAPTER 3

# BREAKING THE CYCLES OF MENTAL ILLNESS, 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 substance abuse and mental health disorders. BJA supports cross-system collaboration and partnerships among the criminal justice system and substance abuse and mental health agencies. It also supports states and local and tribal communities via grants, TTA, and policy development to help them address substance abuse and mental illness when they are the root or contributing cause to criminal behavior. BJA provides this support in contexts such as first encounters with law enforcement, adjudication, incarceration, and reentry. BJA helps communities stem illegal drug production, sales, and abuse; track prescriptions for controlled substances to prevent fraud and abuse; and assist children who are endangered by drug manufacturing, sales, and abuse.

### **Justice and Mental Health Partnerships**

The Mentally Ill Offender Treatment and Crime Reduction Act, signed into law in 2004 and reauthorized in 2008, created the Justice and Mental Health Collaboration Program (JMHCPC) to increase public safety through innovative

cross-system collaboration for individuals with mental illnesses or co-occurring mental health and substance abuse disorders. In FY 2009, funding was increased to \$10 million, which BJA used in part to fund 43 site-based awards under JMHCPC; of these, 10 were planning grants, 21 were planning and implementation grants, and 12 were expansion grants. These grants were made in 30 states to grantees representing 26 counties, 10 states, 5 localities, and 2 tribes. BJA also awarded a cooperative agreement to the Council of State Governments Justice Center (Justice Center) to provide FY 2009 grantees with TTA under the Justice and Mental Health Collaboration Training and Technical Assistance Program and comprehensive resources and services to eligible but unfunded JMHCPC applicants under the Justice and Mental Health Collaboration State-Based Capacity Building Program.

In FY 2009, grantees who received awards in previous years began to show their accomplishments. For example, the New Jersey Department of Corrections piloted training in trauma-informed care and reentry life skills at New Jersey's Edna Mahan Correctional Facility for Women. New York City's Department of Correction and Department of Health and Mental Hygiene created a jail diversion program for adult misdemeanor offenders with mental illnesses. Justice Center staff and expert

## SUCCESS STORIES

### **Mental Health Courts Bring Healing, Stability**

The Deschutes County Mental Health Court in central Oregon received an expansion grant to increase access to services for its target population: moderate- to high-risk adults who have pled guilty to a misdemeanor or felony crime, have a diagnosed mental illness or dual diagnosis of mental illness and substance abuse, and demonstrate a willingness to participate in the program as an alternative to incarceration in the county's jail facility. The court has documented an 85 percent graduation rate and 13 percent recidivism rate since the program started in 2002.

One case that illustrates the program's impact is that of Suzanne, a client with severe depression and post-traumatic stress disorder who had been arrested for unlawful use of a weapon. By entering the program, Suzanne was able to access needed treatment that she could not afford on her own. She reports that she has been clean from alcohol for almost a year, reconciled with her daughter, improved her relationship with her partner, and achieved mental health stability. Suzanne graduated in November 2009; her charge was dismissed, so she leaves the program with a clear record.

consultants also developed and implemented TA plans for 23 JMHCP grantees who received awards in previous years; conducted site visits to 8 planning and implementation grantees and 7 planning grantees; and continued to respond to questions, identify useful resources, and connect grantees to peers and experts in the field. Justice Center staff also continued their progress on specific TA projects with the non-grantee states

of Delaware, Idaho, Illinois, New Hampshire, Ohio, and Wisconsin.

In partnership with BJA, the Justice Center hosted a national TTA event in July 2009 entitled "Smart Responses in Tough Times: Achieving Better Outcomes for People with Mental Illness Involved in the Justice System." Targeting practitioners and policymakers on the front lines of developing and implementing collaborative criminal justice and mental health initiatives in times of constrained budgets, this event brought together 460 attendees. These included OJP's Acting Assistant Attorney General; BJA's Acting Director; and directors from OJJDP, the National Institute of Corrections (NIC), the Center for Mental Health Services (CMHS), and the Center for Substance Abuse and Treatment (CSAT).

Finally, in FY 2009, BJA renewed its partnership with OJJDP, NIC, CMHS, and CSAT. Through a memorandum of understanding, this partnership provides a framework for coordinating criminal justice and mental illness efforts and provides a foundation for developing a comprehensive, cohesive strategy to maximize federal government resources. In FY 2009, this federal partnership met regularly, compared funding objectives, determined how future federal partner TA and grant dollars could most effectively be invested and leveraged, and helped develop the agenda for the July 2009 national TTA event.

### **Law Enforcement/Mental Health Partnership Program**

BJA, the Justice Center, and the Police Executive Research Forum (PERF) established the Law Enforcement/Mental Health Partnership Program, which provides resources for law enforcement leaders and community partners to develop and enhance initiatives that make it easier for law enforcement agencies to connect people with mental illnesses to much-needed services, and to minimize the likelihood that

encounters with law enforcement will result in injury or death. To support this program, in FY 2009 the Justice Center drafted “Tailoring Responses to Jurisdictional Needs and Circumstances” (provisional title) as the third component of the Improving Responses to People with Mental Illnesses series of resources for law enforcement practitioners and their community partners. This publication will help law enforcement personnel determine the best possible model of law enforcement response for meeting their local needs. Previously developed resources in the series are *The Essential Elements of a Specialized Law Enforcement-Based Program* and *Strategies for Effective Law Enforcement Training*. The third resource will be available in FY 2010.

In FY 2009, BJA, the JEHT Foundation, and the Substance Abuse and Mental Health Services Administration funded the IACP to host the National Policy Summit—“Building Safer Communities: Improving Police Response to Persons with Mental Illness”—in May 2009. Participants included diverse leaders from law enforcement, community and family members, persons with mental illnesses, mental health practitioners, advocates, and researchers. The goal of the summit was to begin a dialogue that would result in recommendations for local, state, tribal, and federal organizations to improve the safety of community members and law enforcement officers when responding to crisis calls involving a person with a mental illness. In FY 2010, a final report that includes these recommendations will be released.

## **Methamphetamine Precursor Chemical Control**

The Combat Methamphetamine Epidemic Act of 2005 requires retailers selling pseudoephedrine and ephedrine products—precursor chemicals to methamphetamine (meth) production—to maintain a log of all sales. State and local

jurisdictions are implementing electronic tracking systems to access and use this sales information to support law enforcement’s fight against meth production and use. BJA released the FY 2009 Methamphetamine Precursor Tracking Training and Technical Assistance Program solicitation to support efforts to set up meth precursor tracking systems and to encourage and support planning for interconnectivity among state systems. BJA made an award to the Institute for Intergovernmental Research (IIR) to provide proactive, comprehensive, user-friendly TTA services; develop uniform protocols for assessing and delivering TTA, as well as tracking, evaluation, and followup; use TTA strategies that include developing tools and resources for grantees, such as distance learning, peer-to-peer consultations, onsite TA, and ongoing TA by phone and e-mail; and plan and host national meetings. IIR staff will commence these activities in FY 2010.

## **Preventing Methamphetamine Use**

Meth360, a BJA-funded project with the Partnership for a Drug-Free America (the Partnership), allows law enforcement agencies to collaborate with other stakeholders to educate their communities about the dangers of meth and to provide information, tools, and resources to educate and empower concerned citizens to address this threat, as well as other drug threats, in a proactive and informed way. All of the prevention program materials are free and available on the Meth360 web site, [www.drugfree.org/Meth360](http://www.drugfree.org/Meth360), where interested stakeholders can learn about programs in their areas, become facilitators, and download training tools and resources. By the end of FY 2009, more than 25,000 people had been trained through the Meth360 project, more than 1,000 presenters had been trained in person, and more than 1,200 presenters were registered online. Not only is the program implemented

with hands-on TA in the 10 states involved in the program in FY 2008, but presenters from an additional 37 states and from Australia, Belgium, Honduras, New Zealand, South Africa, Thailand, Turkey, and the United Kingdom are also registered.

The Partnership, supported by a BJA grant, developed two additional trainings in FY 2009. “Parents: You Matter” educates parents about why kids use drugs and alcohol and teaches them how to spot drug and alcohol abuse and what to do when they discover it. “WreckED” encourages teenagers to think about and discuss their own and their friends’ behavior regarding alcohol and other drugs.

## Prescription Drug Monitoring Program

Through the Harold Rogers Prescription Drug Monitoring Program (HRPDMP), BJA assists states that want to prevent and detect the diversion and abuse of pharmaceutical and controlled substances by helping them plan, establish, or enhance a prescription drug monitoring program (PDMP). The objectives of these programs 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. Under BJA’s leadership, the number of PDMPs has grown. Prior to FY 2002, when BJA was first appropriated funding for HRPDMP, 15 states had operational PDMPs. By the end of FY 2009, 33 states had operational PDMPs (i.e., they are able to receive and distribute PDMP information to authorized users), and 6 states and 1 U.S. territory have enacted legislation establishing PDMPs that have yet to become operational.

In FY 2009, with the \$7 million appropriated for HRPDMP, BJA awarded 15 new grants to states

that were planning, implementing, or enhancing a PDMP. Grantees who received funding in FY 2008 realized accomplishments such as the following during FY 2009:

- Florida held a summit on PDMPs with more than 100 attendees and conducted more than 10 stakeholder meetings throughout the state. As a result of this outreach, the state passed legislation establishing a PDMP and will begin plans for implementation in 2010.
- The Indiana PDMP team received the 2009 Governor’s Public Service Achievement Award for their accomplishments with the state’s PDMP, known as Indiana Scheduled Prescription Electronic Collection and Tracking (INSPECT). In 2009, INSPECT completed approximately 1,500 reports per day for more than 6,500 registered users.
- The California Department of Justice manages California’s PDMP, known as the Controlled Substances Utilization Review and Evaluation System (CURES), which launched its online system in September 2009. CURES enables preregistered health care practitioners, pharmacists, law enforcement agencies, and regulatory boards to access patients’ prescription histories 24 hours a day. Special features include notification alerts and special bulletins disseminated to select registrants; capture of prescriber reports of prescription theft and loss; a web application for reporting direct dispense controlled substances data; and an automated error correction feature for all incoming reports of controlled substance data.

BJA also supplemented an FY 2008 competitive award to Brandeis University so it could continue to provide TTA services for HRPDMP. BJA, Brandeis University, and the Alliance of States with Prescription Monitoring Programs partnered to provide TTA through the Training and Technical Assistance Center (TTAC). TTAC kicked off its support by developing a

web site ([www.pmpalliance.org](http://www.pmpalliance.org)), creating and distributing 3 quarterly newsletters, and coordinating TA in response to 102 requests from 32 states and various federal agencies and other national stakeholders. TTAC hosted 4 regional meetings involving more than 80 representatives from 39 states, including those that currently have no PDMP legislation in place, to discuss key topics such as interstate sharing efforts, an analysis of the BJA/PDMP performance measures, and discussions on data accuracy. TTAC also successfully hosted the Harold Rogers Prescription Drug Monitoring Program National Meeting. Attendees included representatives of several federal agencies, state PDMP representatives, TTAC staff, consultants, vendors, and pharmacy representatives. More than 120 people attended, representing 34 states. Welcoming remarks were offered by BJA's Acting Director, the Director of the Office of National Drug Control Policy, and Congressman Harold Rogers, who received an appreciation award for his support of PDMPs and the BJA grant program.

Finally, to detect and prevent doctor shopping across state borders, state PDMPs and BJA have invested significant time and funding on the PDMP Information Exchange (PMIX) Project, which has resulted in the development of a prototype system that proves the value of a shared hub server used to centrally facilitate and broker PMIX exchanges between states. An important achievement for BJA in FY 2009 was the successful testing of a prototype PDMP hub using simulated patient data exchanged between the Ohio State Board of Pharmacy and the Kentucky Cabinet for Health and Family Services. Next steps include the exchange of actual patient data (expected in early FY 2010) and increasing the number of participating states. The Alliance of States with Prescription Monitoring Programs has become a full partner

in the project as well and is expected to assume a stronger leadership role in the oversight and governance of the project in the near future.

## Drug Courts

BJA's Adult Drug Court Discretionary Grant Program provides financial and technical assistance to state, local, and tribal governments to develop and implement drug treatment courts for nonviolent, substance-abusing offenders. As of June 30, 2009, the United States had more than 2,300 of these courts, including adult, juvenile, family, and tribal drug courts. In FY 2009, BJA used its \$40 million appropriation to make 93 site-based awards for adult drug courts—21 for implementation grants, 63 for enhancement grants, and 9 for statewide enhancement grants.<sup>1</sup> Of this appropriation, \$4 million funded TTA provided by American University (AU), the Center for Court Innovation, and the National Drug Court Institute. With this funding, BJA also completed the entire drug court TTA portfolio and made awards to support programs that will commence in FY 2010.

FY 2009 TTA accomplishments include the following:

- Under the Drug Court Planning Initiative, BJA provided funding for 29 drug court teams to be trained on starting up a new drug court, including how to establish policies and procedures and how to plan for sustainability.
- Two training sessions were conducted on the appropriate use of incentives and sanctions in the drug court setting, and one publication was delivered to the field (*Drug Court Review*, vol. 6, no. 2).
- The BJA National Drug Court Training and Technical Assistance Program provided training sessions at 24 statewide drug court training events.

<sup>1</sup> Through funds transferred from BJA, OJJDP provided training and technical and financial assistance to juvenile and family drug courts.

- One TTA provider, the National Drug Court Institute, responded to 25 onsite TA requests and provided more than 2,500 responses to offsite TA requests from adult drug court programs.

In FY 2009, the National Drug Court Clearinghouse, managed by AU, responded to more than 2,500 inquiries, disseminated more than 10,000 documents, and prepared more than 50 reports on drug court activity for BJA and requesting jurisdictions. The clearinghouse web site recorded more than 1.7 million hits.

Grantees who had previously received funding also realized successes such as the following:

- The Lancaster County (Nebraska) Adult Drug Court provided in-house substance abuse and co-occurring mental illness services to participants and partnered with the Mental Health Jail Diversion program, which the county operates concurrently.
- The Ramsey County Adult Drug Court, located in the Second Judicial District of Minnesota, created an in-house Mental Health Clinic in the courthouse. In as little as 6 months, clinic participants experienced less drug use, greater involvement with support groups, and a reduced number of relapses.

## Residential Substance Abuse Treatment for State Prisoners Program

Created by the Violent Crime Control and Law Enforcement Act of 1994, the Residential Substance Abuse Treatment (RSAT) for State Prisoners Program enhances the capacity of states and units of local government to provide incarcerated inmates with residential substance abuse treatment, incorporate this treatment into their reentry planning, and deliver community-based treatment and other broad-based aftercare services. Lasting 6–12 months, RSAT

programs help develop offenders' cognitive, behavioral, social, vocational, and other skills to help solve their substance abuse and related problems. Allocations follow a formula that gives each state and territory a base amount plus an amount proportional to the ratio of its prison population to the total prison population of all states and territories. In FY 2009, BJA received \$9.7 million for RSAT and made awards to 55 states and territories.

## Drug-Endangered Children

Because of the devastating effects on children of living in homes where meth is manufactured and used, multidisciplinary teams comprising law enforcement, social services, medical providers, and prosecutors have emerged to jointly protect and secure the interests of these drug-endangered children (DEC). BJA has partnered with the National Alliance for Drug Endangered Children (NADEC) to support these multidisciplinary partnerships at the state and local level. In FY 2009, with BJA funding, NADEC provided the following support for state efforts on behalf of drug-endangered children:

- NADEC continued to develop and sustain a national network of experts and professionals, bringing them all together at the Expert Working Group meeting in Denver, Colorado, in May 2009.
- NADEC completed a series of webinars, with an average attendance of 80 participants, that covered topics such as the effects of drug abuse in pregnancy, the origins of addiction, and identifying DEC through law enforcement and child protective services.
- NADEC released a series of DEC-related fact sheets, including *What Caregivers Should Know, Needs and Solutions for Children and Families Impacted by Alcohol and Other Drug Dependency*, and *Developmental Effects of Parental Incarceration on Children*.



- NADEC continued to provide TA through e-mails, phone calls, and the online National DEC Training and Resource Center ([www.nationaldec.org/resourcecenter/resourcecenterhome.html](http://www.nationaldec.org/resourcecenter/resourcecenterhome.html)), which was launched in 2008.
- NADEC conducted presentations, meetings, phone conference calls, and TA with state leaders that included the following:
  - Providing TA to Colorado on planning its leadership, recruiting board members, and enhancing public awareness using the film *Crystal Darkness*.
  - Providing TTA to Montana on leadership, planning, and organizational structure and presenting an overview of NADEC to 200 professionals.
  - Presenting at a West Virginia statewide training for approximately 250 prosecutors.
- Providing TA to Missouri in finalizing its state multidisciplinary structure and planning its inaugural DEC summit in July 2009.
- NADEC continued work on the Tribal Nations Pilot Project with alliances in Arizona, Colorado, Florida, Iowa, Kansas, Minnesota, Texas, Utah, and Wisconsin. This project focuses on building collaborations among state alliances and tribes to protect DEC.
- NADEC held its 6th Annual National Alliance for Drug Endangered Children Conference in September 2009 in Spokane, Washington. Hosted by the Spokane County Sheriff's Office, this conference offered professional development and three preconference half-day workshops focusing on medical, tribal, and core DEC issues.





## CHAPTER 4

# MANAGING OFFENDERS

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

### **Prisoner Reentry Initiative**

The Prisoner Reentry Initiative (PRI) provides funding to eligible state government agencies including state departments of corrections and state criminal justice administering agencies and federally recognized Indian tribes, to deliver

pre- and post-release assessments and services. PRI funds also can be used to develop transition plans for supervised and non-supervised offenders in collaboration with other justice and community-based agencies and providers. Under this initiative, BJA has coordinated efforts for 3 years with the U.S. Department of Labor (DOL) with the design structured to work with DOL-selected faith-based and community organization service providers. PRI has demonstrated how these stakeholders can collectively work together, improve activities, and become more effective in addressing the needs of returning individuals. Examples of successful PRI sites include the Iowa Department of Corrections (with Spectrum Resources) and the Minnesota Department of Corrections (with Goodwill-Easter Seals of Minnesota).

In FY 2009, PRI transitioned to programs authorized under the Second Chance Act of 2007, in which reentry is not envisioned to be a specific program, but rather an evidence-based process that begins with initial incarceration and ends with successful community reintegration evidenced by a lack of recidivism. The Second Chance Act provides broader pre- and post-release services than PRI and expands applicant eligibility, target populations, and other more holistic services to assist individuals. In addition, while post-release funding under PRI was aimed primarily at employment readiness

## SUCCESS STORIES

### Second Chance Funding Yields Results

After serving a 3-year sentence for drug possession, Braulio returned home to his Harlem community with few job prospects. Although prospective employers responded favorably to him during interviews, all ultimately rejected him once they learned of his involvement in the criminal justice system.

In a recent group study by the Center for Court Innovation, half of parolees released to Manhattan returned to upper Manhattan neighborhoods. Within 3 years, more than 60 percent of that group returned to prison. The inability to secure employment remains one of the most common explanations for such high recidivism rates. As a condition of his parole, Braulio was enrolled in the Harlem Parole Reentry Court, a 2009 Second Chance Act demonstration grantee, and with the support of its staff and program participants, he secured employment as a maintenance technician with Storage Deluxe. He has since been promoted to manager.

At a recent graduation ceremony for the Harlem Parole Reentry Court, Braulio highlighted the importance of second chances and the support provided by the reentry court and its partners in the community. The Honorable Cyrus Vance, Jr., District Attorney for New York County, attended the ceremony and acknowledged Braulio and other honorees for their achievements.

and maintenance with partnerships with DOL-selected faith-based and community organizations, Second Chance Act funding can be used to support a holistic reentry approach, including evidence-based services related to offender supervision and substance abuse

treatment, mental health treatment, family reunification, supportive housing, mentoring, and job placement and support.

For more information on PRI and the Second Chance Act, visit [www.ojp.usdoj.gov/BJA/grant/SecondChance.html](http://www.ojp.usdoj.gov/BJA/grant/SecondChance.html).

### State and Local Justice Reinvestment

The goals of justice reinvestment are increasing public safety, reducing spending on corrections, and improving conditions in the neighborhoods to which most people released from prison return. To realize these goals, BJA has partnered with the Justice Center to advance the Justice Reinvestment Initiative at the state level. In FY 2009, the Justice Center received a supplemental award of nearly \$400,000 to continue its work and selected the state of New Hampshire for its efforts to advance justice reinvestment.

Another initiative is the Urban Institute's (UI) effort to implement justice reinvestment on the local level. In FY 2008, BJA and UI partnered with three local jurisdictions—Alachua County, Florida; Allegheny County, Pennsylvania; and Travis County, Texas—to develop, implement, and evaluate a local data-driven and collaborative strategic plan to achieve meaningful reductions in their jail populations and to guide the reinvestment of jail reduction savings into more proactive public safety measures in the community. UI will evaluate the strategic planning process in each site, documenting the challenges and successes experienced by each. In FY 2009, UI continued its justice reinvestment work with the three counties, receiving a supplemental award of nearly \$400,000. No indepth assessments of the work have been conducted to date.

To learn more about justice reinvestment, see <http://justicereinvestment.org/about>.

## Reentry Training for Correctional Agencies

With more than 2.3 million individuals serving time in federal and state prisons, and 95 percent of them eventually returning to their communities, safe and successful reentry programs are critical. In 2007 BJA, in partnership with the Center for Effective Public Policy (CEPP), developed the Training for Correctional Agencies on Strategies for Successful Offender Reentry program to assist correctional agencies in three states (to be selected through a competitive application process) in making systemic change toward justice reinvestment by implementing effective offender reentry policies. The goal of the project is to extend the impact of CEPP's proven curriculum through three training events, with CEPP developing goals and adapting the curriculum for each of the state-specific trainings.

In FY 2009, work was ongoing with the three selected states—Kentucky, New York, and North Dakota. The project targeting Kentucky seems to be the most impactful. Its onsite TA event attracted more than 250 state corrections agencies and resulted in a comprehensive reentry strategy. For more information, go to [www.cepp.com](http://www.cepp.com).

## Specialized Reentry

### *Gang Member Reentry*

The Gang Member Reentry Assistance Project focuses on developing tools, strategies, and training products that will assist law enforcement and corrections agencies in addressing the many issues faced by returning juvenile and adult gang offenders. Under this project, the American Probation and Parole Association (APPA) will develop guides and tutorials that will help corrections and law enforcement agencies to address gang member reentry issues, promote the successful

reentry of gang-affiliated individuals into the community as law-abiding citizens, and enhance training and technical assistance endeavors on a national level. APPA, in cooperation with IIR and the Association of State Correctional Administrators, is developing instructional guides to be disseminated on CD and DVD and online multimedia tutorials directed at pre- and post-release personnel. These aids will present information on providing pre-release, transition, and post-release services to gang members.

During FY 2009, the project partners continued to work on collecting and drafting material for inclusion in the gang reentry guides and to build upon the library of relevant literature created early in the project period. In an attempt to collect the most recent and field-applicable information for the instructional guides, requests were posted on the GANGINFO listserv, which resulted in numerous e-mail and telephone conversations. From this body of data, the partners developed a draft problem statement for inclusion as an introduction to the product materials, wrote the content for the instructional guides, and met to discuss the layout and technical design for the final products. The project partners also drafted guiding principles that outlined both organizational and practical considerations for implementation at each stage of reentry, from institutionalization through community supervision. The project team is currently working with BJA to finalize the deliverables, and the CD/DVD and other materials should be available to the field in FY 2010.

### *Reentry of Meth-Addicted Offenders*

The primary objectives of APPA's Reentry of Methamphetamine-Addicted Offenders project are the following:

- Research and identify effective supervision and programming strategies for offenders who are returning to the community and are addicted to methamphetamine (meth).

- Develop a tool that will help community corrections agencies assess their supervision and programming strategies for meth-addicted offenders returning to the community.
- Provide technical assistance for up to three sites to help them enhance or develop and implement effective strategies.
- Disseminate project information, findings, and lessons learned from technical assistance sites using means such as presentations, articles, and a white paper.

The three sites chosen for the project are the Colorado State Court Administrators Office, Division of Probation Services; Maricopa County Adult Probation (Arizona); and the South Dakota Board of Pardons and Parole.

By FY 2009, the site visits and final TA reports for the Colorado and South Dakota sites were completed, approved by BJA, and released to the field. The Colorado site materials are available on the APPA web site and were featured in the June 2009 edition of APPA's *CC Headlines*. The Colorado State Court Administrators Office, Division of Probation Services has implemented recommendations made during the TA visit and has reported improvements. The South Dakota site technical report is also available on the APPA web site and was featured in the December 2008 edition of *CC Headlines*. South Dakota also has implemented TA recommendations and reported communication and other improvements. Two additional followup conference call reports have also been completed.

Project staff are completing the final project tool, a resource guide that will be available online and on CD that will include project information such as site visit summaries and web-based resources for community corrections staff to use with their meth-involved offender caseloads. Still to be completed are the site visit assessment and final report of the Maricopa County TA, which will be posted on the APPA web site, and, ultimately,

an article on the project's overall findings to be published in APPA's quarterly, *Perspectives*.

## Smarter Sentencing

The Smarter Sentencing to Reduce Recidivism project trains the primary stakeholders in the criminal justice system—prosecutors, defenders, the judiciary, and probation and parole professionals—to apply research-based practices of plea negotiation, sentencing, and revocation to facilitate reentry and reduce recidivism. The goal is to lessen reliance on the expensive sanction of incapacitation, whether in jail or prison, while enhancing public safety.

BJA awarded \$340,590 to the Justice Management Institute (JMI) under the Byrne Discretionary Program in FY 2008. JMI has since held an advisory group meeting of judges, prosecutors, defense attorneys, and community corrections professionals from national organizations and state and local governments to inform training curriculum development. JMI has also gathered information about issues and topics related to the curriculum in development. In FY 2010, team-based training geared toward multidisciplinary teams will be piloted in three or four states and a research article will be disseminated. Both the training curriculum and research article will also be accessible online via the BJA web site.

## Corrections Information Sharing

Effective reintegration of offenders into communities upon release requires that law enforcement agencies be notified of who is returning and the terms of release, and that community supervision starts immediately upon release. It also involves programs that assist offenders in the reentry process, including pre-release programs, drug rehabilitation, vocational training, and work programs. Close coordination among all stakeholders is necessary for success.

To enable this coordination, BJA awarded \$300,000 to APPA and a supplemental award to the Association of State Correctional Administrators to accomplish the following tasks and implement them in three pilot sites, including at least one local jurisdiction:

- Identify business processes associated with sharing corrections information and what information should be associated with the release of offenders.
- Determine the availability of such information in formats that can facilitate its automated transmission.
- Identify organizations that are candidates for receiving such information and determine their readiness to receive it via automated transmission or manual methods of delivery.
- Develop information-sharing technology and/or manual methods tailored to potential information recipients using the Justice Reference Architecture (JRA) to facilitate the business processes required.
- Develop plans for field testing proposed solutions as a proof of concept and demonstration of results.

APPA has identified information exchange packages and their supporting documentation (IEPDs), employing the National Information Exchange Model to specify information that can be associated with the release of offenders from corrections facilities. Next steps are to identify potential recipients for that information, the range of possible information exchanges, and the three pilot sites to implement the key priority information exchanges that support effective offender reentry.

## State Criminal Alien Assistance Program

The State Criminal Alien Assistance Program (SCAAP) provides payments to states and local jurisdictions that incurred correctional officer salary costs for incarcerating undocumented criminal aliens who have at least one felony or two misdemeanor convictions for violations of state or local law, and who were incarcerated for at least four consecutive days during a 12-month reporting period. BJA works with the Department of Homeland Security to verify the inmate records submitted by the grantees and with the Bureau of Justice Statistics to compile the verified inmate data. In FY 2009, 900 SCAAP awards were made, amounting to \$394 million. About 50 of the FY 2009 SCAAP award recipients were newly introduced to the program through BJA's outreach efforts.

Most jurisdictions use SCAAP funding to pay the salaries and overtime costs of their corrections officers, but many also use these funds to pay for training and technology. For example, Titus County, Texas, and New Hanover County, North Carolina, are using SCAAP funds to train their corrections officers in specific areas such as cell extraction response, first-line corrections supervision, and K-9 jail training. In addition, the Connecticut Department of Corrections is using SCAAP funds to construct a videoconferencing center in the jail facility, which will reduce overtime and transportation costs, protect the public, and allow inmates to attend court proceedings and meet with law enforcement officials without leaving the facility.

For more information, go to [www.ojp.usdoj.gov/BJA/grant/scaap.html](http://www.ojp.usdoj.gov/BJA/grant/scaap.html).



## CHAPTER 5

# PROTECTING AND SUPPORTING VICTIMS OF CRIME

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

### Anti-Human Trafficking Task Force Initiative

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, not only because of the inherent humanitarian principle behind the identification and rescue of victims, but also because these victims are key to the successful investigation and prosecution of traffickers. Usually led by the local U.S.

Attorney's Office, a BJA-funded task force works with an OVC grantee and DOJ's Civil Rights Division to identify and rescue victims of human trafficking through proactive investigation. Although BJA did not issue a new solicitation in FY 2009, there are now 40 active task forces; maintaining these efforts on 40 task forces based on an initial grant of \$450,000 for a 3-year period adds up to \$6 million per year, which is greater than the traditional funding stream supports. BJA did supplement 19 task forces so that all task forces have sufficient funding until the end of FY 2010.

At the end of FY 2008, BJA implemented a reporting system based on a system maintained by the Bureau of Justice Statistics (BJS) that collects investigation and arrest data related to human trafficking. BJA's new system requires task forces to report on a monthly basis; it will tie victim counts to the case data collected by BJS and can be used by task forces as a case management tool. Victim data from human trafficking cases that were opened in FY 2009 are pending; however, during the first three quarters of FY 2009, 24 task forces reported that 135 foreign victims of trafficking in persons had been rescued, 109 foreign persons were rescued who were potentially victims of human trafficking, and 73 foreign persons were identified but confirmed not to be victims of trafficking.



## SUCCESS STORIES

### **SAVIN Helps Authorities Apprehend Offender**

A crime victim residing in Monroe County in western Wisconsin had been threatened by an offender who was incarcerated in adjacent Iowa. The Monroe County victim witness coordinator told the victim about the Victim Information and Notification Everyday (VINE) service and its availability in Iowa, and assisted the victim in registering for it. The Monroe County sheriff also had an interest in this offender and intended to execute an active warrant against him upon his release in Iowa.

When the offender was released, VINE immediately notified the victim. She contacted the victim witness coordinator to confirm that the released offender would be taken into custody by Monroe County. The sheriff had not been notified of the offender's release. It was because of the victim's inquiry that he immediately contacted the Iowa authorities and learned that the offender had been picked up by his mother and was en route to Monroe County. Because of the early notification to this victim and her timely followup, the sheriff was able to apprehend the offender at his mother's home and take him into custody, and a potentially dangerous situation for the victim was avoided.

Much of BJA's support for the initiative involves TTA. OVC and BJA have collaborated in funding the OVC Training and Technical Assistance Center (OVC TTAC), which delivers TTA to the law enforcement agencies and victim service providers that are funded by BJA and OVC to identify and rescue victims of trafficking in persons. In FY 2009, OVC TTAC laid the foundation for developing a human trafficking operations guide for task forces; planned a

southeast regional human trafficking conference and a 2010 national human trafficking conference; and directly delivered TA to human trafficking task forces.

Additionally, in FY 2009, BJA conducted 12 immersion trainings—week-long intensive learning experiences involving case-driven and interactive participation with some of the most successful human trafficking task forces in the United States—for BJA-OVC human trafficking task forces. BJA also continued funding the Upper Midwestern Community Policing Institute to deliver the BJA-developed train-the-trainer curriculum to law enforcement trainers through Regional Community Policing Institutes, and developed an advanced human trafficking training curriculum that is near completion.

For more information about BJA's Anti-Human Trafficking Task Force Initiative, go to [www.ojp.usdoj.gov/BJA/grant/httf.html](http://www.ojp.usdoj.gov/BJA/grant/httf.html).

### **Statewide Automated Victim Information and Notification Program**

The SAVIN Program provides registered victims with timely and accurate information about any important dates and developments in the criminal proceedings of their cases (e.g., trial dates, times, or changes; probation hearings; inmate relocation; or offender release). This information enables victims to participate fully in the judicial process while maintaining total anonymity. SAVIN programs require oversight by an authorized statewide agency (which must include at least one crime victim) and depend on effective technology, project design, and program management.

In FY 2009, BJA issued a competitive solicitation and made 5 new awards and 11 supplemental awards for system enhancements, for a total of \$7,900,519 in direct grant funding to

state agencies responsible for administering the statewide automated systems. The FY 2009 awards brought the total number of SAVIN systems to 38 states and Puerto Rico. BJA also awarded \$700,000 to the National Criminal Justice Association to help the state administering agencies implement a comprehensive TTA strategy and transferred \$1.6 million to the National Institute of Justice (NIJ) to conduct a process and outcome evaluation of the SAVIN Program.

When a SAVIN system fails, a large number of victims may receive false notifications of offender release, causing alarm and requiring quick response from public service agencies. To further support these state systems, the SAVIN Advisory Committee developed and published

the *Critical Event Management: Planning, Response and Recovery Guide* (available at [http://it.ojp.gov/documents/ijis\\_savin\\_guidelines\\_standards.pdf](http://it.ojp.gov/documents/ijis_savin_guidelines_standards.pdf)), a tool to help state SAVIN administrators prepare for, respond to, and recover from system errors, which have troubled several states in recent years. This guide provides step-by-step instructions for addressing a system error, as well as sample documents including a customer-vendor checklist to prevent future occurrences.

For more information on the SAVIN Program, visit [www.ojp.usdoj.gov/BJA/grant/savin.html](http://www.ojp.usdoj.gov/BJA/grant/savin.html). For indepth SAVIN Program standards and guidance, go to [http://it.ojp.gov/documents/ijis\\_savin\\_guidelines\\_standards.pdf](http://it.ojp.gov/documents/ijis_savin_guidelines_standards.pdf).



## CHAPTER 6

# ENHANCING LAW ENFORCEMENT INITIATIVES

**B**JA supports initiatives that address the prevention, suppression, and subsequent reduction of violent crime and gang activity and provides resources, including TTA, to law enforcement agencies and the communities they serve. BJA also provides specialized training for law enforcement professionals in smart policing, forensics, multiagency task force operations, mortgage fraud, helping combat veterans to transition or return to law enforcement careers, and preventing law enforcement officer suicide.

### Smart Policing Initiative

The Smart Policing Initiative (SPI) seeks to build on the concepts of “offender-based” and “place-based” policing. Several authoritative longitudinal projects have demonstrated that a small number of offenders commit a disproportionate amount of crime. It is also well documented that reports of crime and calls for service often occur predominantly at specific locations or in narrow, easily defined areas. These findings reveal that effective policing requires a tightly focused, collaborative approach that is measurable; based on sound, detailed analysis; and includes policies and procedures to ensure accountability. SPI aims to either build on these findings or to broaden the knowledge of

other effective policing strategies. In addition, this initiative is designed to demonstrate the value of incorporating research, analysis, and the collection of performance measures into the regular strategic thinking and operational planning of law enforcement agencies.

To respond to the steep increase in property and other violent crimes related to the country’s current economic circumstances and substantial unemployment rates, BJA released the FY 2009 Smart Policing: Evidence-Based Law Enforcement solicitation in June 2009, and in September 2009 awarded grants totaling \$3,992,662 to 10 law enforcement agencies, as well as 1 TTA grant for \$699,283 to CNA Corporation.

### Targeting Violent Crime Initiative

Initiated in FY 2007, the Targeting Violent Crime Initiative (TVCI) has provided funds to 103 agencies representing both large and small jurisdictions throughout the country. TVCI funds support creating or maintaining multiagency violent crime task forces that follow problem-solving, intelligence-led policing practices. Funds can also be used to improve agencies’ analytical capabilities and records management systems. At the end of FY 2009, 69 of the original 103 TVCI agencies were still active.

The agencies active during FY 2009 served 3,473 search warrants; made more than 60,000 felony arrests; seized hundreds of kilos of heroin, methamphetamine, cocaine (crack and powder), marijuana, and other drugs; recovered 6,834 weapons; and provided nearly 6,000 immediately actionable intelligence

items to other law enforcement agencies. As important, many of these TVCI agencies reported reductions in violent crime. In FY 2010, BJA will document the strategies and tactics that led to these substantial reductions in crime in a publication about intelligence-led policing.

## SUCCESS STORIES

### **JAG Funding Enhances Services**

During FY 2009, JAG Program funding led to many accomplishments.

#### **Baltimore City Community Services Program**

In FY 2009, JAG funds paid the salaries of one community service coordinator, three case investigators, and one clerk so they could successfully implement the Baltimore City Community Services Program (CSP), to which the Circuit Court for Baltimore City referred 7,922 offenders. For cases involving nonviolent offenses, this program enhances the ability of the court to dispose of cases in a timely manner and operates a daily work crew from the district court, which provides a visible sanction.

CSP's most visible aspect is its grassroots Working in Community project, which in FY 2009 assigned offenders to 88 community-based work projects supervised by more than 15 community associations. Through these projects, residents and offenders worked together to improve their neighborhoods with activities such as turning trash-filled vacant lots into community gardens. CSP's far-reaching prevention efforts to reduce recidivism included interviewing more than 7,000 clients and providing offenders with

information on jobs, educational and training programs, housing, record expungement, and other support services.

#### **Cincinnati's Sexual Assault Advocate Program**

Since 2000, the Sexual Assault Advocate Program—a joint effort between Women Helping Women and the Cincinnati Police Department's Personal Crimes Unit (PCU)—has supported victims through PCU advocacy, criminal court accompaniment, hospital accompaniment, the PROTECT Hotline (a joint project with the YMCA), crisis intervention sessions, and facilitated support groups structured around sexual assault. During the past year, the program followed up with 187 sexual assault victims who were accompanied at the hospital by an advocate from Women Helping Women. The advocate's contribution—though only 15 hours per week—is significant. Prosecution is often made possible because an advocate was able to calm and reassure a victim; a victim is more likely to continue working with detectives and prosecutors if an advocate is available throughout the process.

## Edward Byrne Memorial Justice Assistance Grant Program

The JAG Program is the leading source of federal justice funding to state and local jurisdictions. Established to streamline justice funding and grant administration, JAG allows states, tribes, and local governments to prioritize and place justice funds according to their own local needs and conditions, within a range of program areas, including law enforcement, prosecution and courts, prevention and education, corrections and community corrections, drug treatment and enforcement, planning, evaluation, technology improvement, and crime victim and witness initiatives. More than 40 percent of annual JAG funding is allocated to law enforcement personnel, initiatives (e.g., multijurisdictional drug and gang task forces), and equipment (e.g., police cruisers and less-than-lethal devices). Remaining JAG funds support programs and initiatives involving courts, corrections, treatment, and justice information sharing.

JAG awards are 4 years in length and are distributed up front instead of on a reimbursement basis, allowing recipients to earn interest on their awards and generate additional funding for successful initiatives and future projects. Applicants for JAG state awards are limited to states, the District of Columbia, the Commonwealth of Puerto Rico, the Northern Mariana Islands, the Virgin Islands, Guam, and American Samoa. Applicants for JAG local awards are limited to units of local government that JAG identifies annually on its JAG Allocations List. The JAG legislation specifies that allocations to local governments are based on their share of the total violent crime for the state reported to the Federal Bureau of Investigation over 3 of the past 10 years.

In FY 2009, BJA processed 1,420 local applications totaling \$164,855,071 and 56 state applications totaling \$317,509,160. Award recipients are in the initial stages of implementing their projects. The newly deployed

JAG Performance Measurement Tool will gather pertinent performance metrics data, which should be available by February 2010.

For more information, go to [www.ojp.usdoj.gov/BJA/grant/jag.html](http://www.ojp.usdoj.gov/BJA/grant/jag.html).

## Project Safe Neighborhoods

Project Safe Neighborhoods (PSN) was originally a strategy to reduce gun crime in the United States that focused on aggressive and coordinated enforcement of existing gun laws in federal and state courts, and was subsequently modified to help reduce and prevent gang crime as well. The PSN strategy focuses on implementing five elements that are integral to a comprehensive, coordinated program: partnerships, strategic planning, training, community outreach, and accountability. BJA supports the PSN strategy through both direct grant funds and the delivery of TTA to the field.

### *PSN Anti-Gang Training*

In September 2007, DOJ expanded the PSN training model by developing PSN Anti-Gang Training to increase agencies' knowledge of gangs and to promote interagency communication and collaboration among law enforcement, criminal justice, and community organizations to address more effectively the gang issues affecting communities. Participating jurisdictions receive additional resources and advanced, supplemental training or TA, as appropriate.

During FY 2009, with \$657,000 in BJA funding, PSN conducted four anti-gang trainings divided into three tracks: "Investigators/Prosecutors," "Line Law Enforcement," "Intervention/Prevention," and "Executive Session." The last track is a 1-day strategic planning session that involves service providers and law enforcement and criminal justice officials who have been identified as key community leaders by the host U.S. Attorney. In the future, more emphasis

will be placed on including community-related foundations in the Executive Session, in order to provide potential funding sources for programs and projects that are developed as a result of the session.

In response to positive feedback from attendees and requests from the field, seven PSN anti-gang trainings are scheduled for FY 2010.

### ***PSN Training and Technical Assistance***

The PSN TTA Program addresses the growing problems of violent crime, offenders, and gun and gang violence facing many communities by delivering TTA to state and local law enforcement, criminal justice partners, and communities experiencing these issues. Requests for PSN TTA nationally increased from 12 in 2007 to more than 40 in FY 2009—the highest demand since the program’s inception. In FY 2009, 11 grants and 4 interagency agreements totaling \$2,912,000 were awarded. The increased volume of TTA requests will allow more districts, jurisdictions, and communities to benefit from the variety of services available.

In FY 2010, BJA plans to complete the current TTA services and to add services for corrections and reentry strategies, media outreach, community mobilization, and coordination.

### ***PSN Grants***

In FY 2009, 93 PSN formula grants totaling \$11,645,944 were awarded to the 93 U.S. Attorney districts to support the delivery and implementation of the PSN strategy to communities and task forces within those districts. Each of the 93 federal judicial districts was eligible to apply for a formula-based allocation based on crime and population, which will then flow through the PSN fiscal agent. Also, BJA provided \$150,000 each to two tribes—the Eastern Navajo Nation in the District of New Mexico and the Tohono O’odham in the District of Arizona—for the development

of two PSN pilot initiatives in Indian Country. Deliverables include formation of a PSN Task Force that includes tribal, federal, state, and local law enforcement; identification of cases suitable for federal prosecution; a measurable increase in cases prosecuted; and development and delivery of community prevention and education programs for domestic violence, gang violence, and gun-related crimes.

## **12-City Comprehensive Anti-Gang Initiative**

Since its inception in 2006, the Attorney General’s Comprehensive Anti-Gang Initiative has selected 12 sites to participate: Los Angeles, California; Tampa/Hillsborough, Florida; Cook County/Chicago, Illinois; Indianapolis, Indiana; Detroit, Michigan; Cleveland, Ohio; Oklahoma City, Oklahoma; Rochester, New York; Raleigh/Durham, North Carolina; the Route 222 Corridor of Eastern Pennsylvania; Dallas/Ft. Worth, Texas; and Milwaukee, Wisconsin. The initiative uses a three-pronged approach of suppression and law enforcement, prevention, and reentry services and supervision to address violent gang activities in these cities. The law enforcement component focuses on suppression, cooperation, collaboration, and intelligence sharing among federal, state, and local law enforcement agencies to combat gun violence and violent street gangs. The prevention component focuses on preventing children, teenagers, and young adults from becoming involved in gangs and on deterring renewed gang involvement for those offenders returning to the community from jail or prison. The reentry component focuses on pre- and post-release services and supervision for gang members returning to the community following incarceration at the local or state level.

In FY 2009, no new sites were selected but those selected in FY 2008—Cook County/Chicago, Illinois, and Detroit, Michigan—established community-based partnerships.



Spearheaded by the U.S. Attorney's Office in each of the sites, these partnerships include federal, state, and local law enforcement agencies and prosecutors; local and state corrections and probation agencies; faith-based and community organizations; local and state service and prevention agencies; and community activist groups. For both the prevention and reentry components, the initiative encourages faith-based and community organizations or other private agencies to use vouchers to pay for the services they provide.

## Center for Task Force Training

In response to escalating multijurisdictional crime and criminal organizations, local law enforcement has turned increasingly to multiagency task forces. BJA, in partnership with IIR, administers the Center for Task Force Training (CentTF) program to support these task forces. In FY 2009, with a \$500,000 award from BJA, CentTF provided more than 100 law enforcement officers with narcotics commander training in task force leadership, policies, and procedures; personnel and training; law enforcement intelligence and case management; operations planning; working with confidential informants; and undercover operations and risk management. More than 125 officers received training in first response and lab scene procedures, raid planning, and techniques specific to investigating methamphetamine cases.

The Narcotics Commanders Workshop curriculum and the CentTF instructors' subject matter expertise were also critical components of the new Center for Task Force Leadership and Integrity program, which was created in FY 2009 to provide online training and resources for BJA-funded multiagency task forces. This new program's web site went

live in August 2009 and offers four curricula: "Executive Leadership," "Task Force Leadership and Management," "Safeguarding Privacy, Civil Rights, and Civil Liberties in Task Force Operations," and "Criminal Intelligence Systems Operating Policies (28 Code of Federal Regulations Part 23)." Modules will be updated or created to address topics in task force management as needed.

For more information and resources related to the CentTF program, see [www.iir.com/centf](http://www.iir.com/centf). For access to the Center for Task Force Leadership and Integrity's web-based training and resources, see [www.ctfli.org](http://www.ctfli.org).

## SUCCESS STORIES

### National Forensic Academy Training Leads to Better Evidence Collection

In November 2009, a criminal investigator who had received training at the National Forensic Academy (NFA) was assigned to a homicide scene in Mitchell, South Dakota, involving the death of a 16-year-old female who had been stabbed repeatedly and placed in the trunk of her car, which was then set on fire. The investigator had received training in how to exhume human remains and process an arson scene. Nevertheless, he called NFA and conferred with Dr. Jo Ann Devlin about the best way to remove the victim's remains, which were quite fragile because of the fire. Because of this consultation and the NFA training, the investigator was able to preserve important evidence, and gain confidence in his ability to work a complex crime scene effectively.

## National Forensic Science Technology Center

In FY 2007, the National Forensic Science Technology Center received a BJA award to manage, among other things, the provision of scholarships to the 2008 International Association of Forensic Sciences triennial meeting and the development of a national homicide symposium. In FY 2009, the center launched a public web site that provides project background and synopses written by the scholarship recipients who attended the 2008 meeting. The site provides a unique opportunity for forensic science practitioners to gain insight into the benefits and limitations of applying these new technologies by reading the observations of their peers. To access the site, go to <http://projects.nfstc.org/iafs2008/index.htm>.

In July 2009, the center, in partnership with BJA and NIJ, held the Homicide Investigation Symposium, which brought together 350 federal, state, local, and tribal law enforcement officers who investigate homicide cases to discuss a wide variety of topics. For example, the session entitled “Key Elements to a Homicide Investigation Involving Familial or Domestic Violence” examined case elements such as prior history of domestic violence, separation and estrangement, obsessive-possessive behavior, and morbid jealousy, as well as alcohol and drug use, unemployment, the presence of stepchildren in the home, and the important role of shame. Participants gained insight into how perpetrators’ responses to law enforcement affect the investigation, from the start of the case through prosecution, and learned about strategies such as domestic violence fatality reviews, which help improve multiagency service delivery. To learn more about the Homicide Investigation Symposium, go to <http://projects.nfstc.org/homicide2009/index.htm>.

In FY 2009, the National Forensic Science Technology Center was also awarded a

congressionally directed grant and plans to continue developing training in the forensic sciences for law enforcement professionals, medical examiners, and others.

## National Forensic Academy/ National Forensic Science Institute

A division of the University of Tennessee’s Law Enforcement Innovation Center, the National Forensic Science Institute (NFSI) conducts a 10-week National Forensic Academy (NFA) at the university, which provides unique assets such as the Anthropological Research Facility, also known as the “Body Farm.” In FY 2009, NFSI completed three NFA sessions, educating 69 crime scene investigators, and began a fourth session. The NFA curriculum validation project also was completed, ensuring that the NFA curriculum is both valid and current. Honored with the International Association of Chiefs of Police (IACP) August Vollmer Award for Excellence in Forensic Science, NFA partners with IACP’s Forensic Science Committee by providing tuition-free scholarships to award recipients and participating in IACP’s annual conference and awards ceremony.

In addition to conducting NFA, NFSI teaches advanced forensic courses throughout the country such as “Bloodstain Pattern Analysis” and “Digital Crime Scene Photography.” In FY 2009, NFSI conducted these advanced forensic courses at 10 host locations across the country. On average, 24 participants representing state and local law enforcement agencies from throughout the host state and surrounding areas participated in the courses. In December 2008, NFSI also hosted a national forensic symposium entitled “The Future of Forensic Investigations” in Nashville, Tennessee, that was attended by more than 275 participants from 3 countries, 29 states, and 136 law enforcement and forensic science agencies or organizations.

Late in FY 2009, NFSI received a congressionally directed award so it could continue its NFA sessions. Because of limited funding in the next fiscal year, NFSI will offer two rather than three sessions. For more information about the National Forensic Science Institute and its National Forensic Academy, go to [www.leic.tennessee.edu/nfsi](http://www.leic.tennessee.edu/nfsi).

## Drug Market Intervention

In FY 2008, BJA implemented the Drug Market Intervention Initiative (DMI), a 9-month TTA initiative for committed jurisdictions to implement the “High Point model” of drug crime reduction (now called the Drug Market Intervention strategy), which is based on a program designed and successfully implemented in High Point, North Carolina, to eliminate open-air drug markets and their associated crime and violence.

In FY 2009, with the assistance of national partners AU, Michigan State University (MSU), the Institute for Law and Justice, and David Kennedy of the John Jay College of Criminal Justice, BJA continued the trainings piloted in FY 2008 for teams consisting of a prosecutor, law enforcement officer, community leader, and social service provider from selected jurisdictions. This second round of TTA involved Atlanta, Georgia; Fitchburg, Massachusetts; Mesa, Arizona; Memphis, Tennessee; Middletown, Ohio; Ocala, Florida; Peoria, Illinois; Providence, Rhode Island; and Seattle, Washington. Generally, the trainings were held in cities that have successfully implemented the strategy so that students can interface with experienced local criminal justice professionals, social service providers, and community leaders. In addition to providing three trainings, the national partners phoned sites regularly between training sessions to discuss unanticipated issues and progress on local initiatives, made site visits, provided sites with evaluations and data analysis, conducted biannual followup with FY 2008 sites, and

assisted other sites interested in implementing the strategy.

During FY 2009, the following deliverables were in production by the national partners:

- MSU and AU created an implementation guide and curriculum guide to assist future implementation sites as well as those wanting to implement similar training programs.
- MSU developed and maintained the secure ANGEL web site (accessible only to participants) and the public DMI web site ([www1.cj.msu.edu/~outreach/psn/DMI](http://www1.cj.msu.edu/~outreach/psn/DMI)), which is a central repository for all course information, materials pertaining to DMI, news articles published about DMI, and other related materials.
- MSU began making a video documenting the evolution of DMI and creating a “mental mapping” process to better understand the DMI logic model.

## Returning Veterans

Much of our country’s defense depends on those who volunteer to serve as reservists for the military or are members of state-based National Guard units. These same reserve and National Guard units have become attractive secondary employment for many law enforcement officers. With the escalation of the war on terror in 2003, many law enforcement agencies were not prepared to lose some officers to active duty with their military reserve and National Guard units, nor did agencies know how best to support the families of these officers. The nation’s strategy for combating terrorism dictates that military activations of sworn and non-sworn law enforcement personnel throughout the United States will continue well beyond 2010. Law enforcement agencies have a responsibility to support these service members and their families into the future and it is imperative that they proactively address the issues that veteran officers face and

provide them with any assistance they may need. It is important that agencies develop a transition strategy and policies or refine an existing strategy to optimize their support for veteran officers and ensure them as smooth a transition as possible as they return to their law enforcement positions.

In November 2006, IACP joined with the Klein Associates Division of Applied Research Associates, Inc., to discuss this evolving issue. In late 2007, with funding support and guidance from BJA, IACP and its private partner designed a study of the issues surrounding returning combat veterans who enter or return to law enforcement careers. The study focused on understanding the recent experiences of combat veterans as they transitioned back into law enforcement careers. This is the first comprehensive project that has resulted in the development of written guidance for law enforcement executives, as well as returning veterans, about how best to reenter law enforcement.

The assessment included four regional focus groups that explained the influence of deployment and combat on various skills critical to performing effectively when returning to a law enforcement position. The focus groups were followed by a series of one-on-one, incident-based interviews to further examine the issues. Surveys were conducted of both law enforcement agency leaders and returning veterans. The findings and recommendations of this research were presented in a September 2009 report, *Employing Returning Combat Veterans as Law Enforcement Officers*, available on the IACP web site ([www.theiacp.org](http://www.theiacp.org)). This examination has been instrumental in raising the awareness of both law enforcement leaders and returning veterans to the critical need for agencies to think deeply and proactively about how best to support officers returning from military deployment. It has found that agencies

need to guide the transition of veteran officers back into the law enforcement agency, not only with clearly defined policies and procedures, but with support, assistance, and mentoring. Resource guides for both law enforcement leaders and returning veterans will be available in early 2010. The next phase of the project, which involves developing a resource guidebook for veterans' families, assessing current recruiting practices aimed at veterans, and developing a strategy for future recruitment, has been funded with FY 2009 dollars.

Information for military veterans who are considering a career in law enforcement following their military service can be found on the DiscoverPolicing web site at [www.discoverpolicing.org/find\\_your\\_career/?fa=military\\_veterans](http://www.discoverpolicing.org/find_your_career/?fa=military_veterans).

## Prevention of Suicide Among Law Enforcement Officers

The "In Harm's Way" program is designed to increase awareness of strategies for preventing suicide and offer those strategies to assist with the growing issue of suicide among law enforcement officers. This program was created in 2001 through a partnership among the Florida Regional Community Policing Institute at St. Petersburg College; the U.S. Attorney's Office, Middle District of Florida; and Survivors of Law Enforcement Suicide. BJA began supporting the program in FY 2008. "In Harm's Way" provides a resource toolkit that can be customized for any local agency to present to its police academy classes or at suicide prevention awareness training for officers who are already on the force. In FY 2009, BJA awarded \$400,000 to St. Petersburg College to present "In Harm's Way" at 12 national train-the-trainer seminars and to enhance the current web site. For more information, go to <http://policesuicide.spcollege.edu/indexIHW.htm>.

BJA also assisted IACP with its development of the CD-ROM *Preventing Law Enforcement Officer Suicide: A Compilation of Resources and Best Practices*, which may be ordered through the National Criminal Justice Reference Service web site at [www.ncjrs.gov/app/publications/abstract.aspx?ID=246399](http://www.ncjrs.gov/app/publications/abstract.aspx?ID=246399).

## Combating Mortgage Fraud

In January 2009, BJA convened a working group of representatives from communities in different regions of the country to examine crime as both a cause and a result of foreclosures. Communities throughout the country were experiencing rapid increases in vacant properties in their neighborhoods that provided fertile environments for crimes ranging from vagrancy and theft of copper pipes to drug dealing and gang activity. In most cases, these vacancies were caused by foreclosures resulting from fraudulent mortgages. The working group was convened to advise BJA on what it could do to help local and state agencies address these crimes.

The working group reported that mortgage fraud continues to spread and evolve. People who commit fraud continually change their tactics and locations to stay ahead of law enforcement and cultivate new scams. Solutions to the problem cross the spectrum of public and private crime-suppression activities, from prevention to sentencing and from the community level to city, county, state, and federal agencies. Interagency and interjurisdictional task forces are essential for preventing, investigating, and prosecuting mortgage fraud.

In response to the working group's stated critical need for additional personnel to identify, prevent, investigate, and prosecute mortgage fraud and related crimes, BJA budgeted Recovery Act funds to address this growing problem.

The FY 2009 Byrne Competitive solicitation emphasized interagency, interjurisdictional, and public-private collaborations. BJA's strategy for combating mortgage fraud is to support federal, state, and local task forces with coordination, training, TA, and evaluation tailored to meet each jurisdiction's needs, from prevention to adjudication and community mobilization to neighborhood restoration. In September 2009, BJA awarded eight grants totaling \$10,751,902.

In FY 2010, BJA plans to provide resources and coordination for cross-training related to mortgage fraud and TA for federal, state, and local officials and private financial investigators. For BJA updates on mortgage fraud activities, go to [www.ojp.usdoj.gov/BJA/topics/mortgage\\_fraud.html](http://www.ojp.usdoj.gov/BJA/topics/mortgage_fraud.html).

## National Gang Center

Established in 2003, the National Gang Center (NGC) is a collaborative effort between BJA and OJJDP. NGC develops and delivers high-quality, anti-gang training for law enforcement agencies and communities such as "Basic Training for Street Gang Investigators," which focuses on collecting gang intelligence, investigative techniques, gang suppression, case-building strategies, and legal considerations in prosecuting gang crimes; "Advanced Gang Investigations," which enhances the abilities of experienced law enforcement professionals; and "Gang Unit Supervision," which prepares participants to develop organizational and management strategies for their agency's gang unit. In FY 2009, BJA awarded \$500,000 to support NGC, which trained 192 personnel with these courses.

NGC is also developing a new course, the "Basic Gang Investigator Course for Tribal Police in Indian Country," which will meet a previously unaddressed need. In FY 2010, NGC will merge with OJJDP's National Youth Gang Center, in

## SUCCESS STORIES

### Bulletproof Vests Save 13

From data maintained and verified by IACP and the DuPont Kevlar Survivors' Club, BJA determined that in 2009, 13 law enforcement officers were saved from death and life-threatening injuries because of the bullet-resistant body armor they were wearing when they were involved in a confrontation or a motor vehicle accident. Eleven of the agencies employing these officers have received funds from the BVP program.

One of the officers was Corporal Barney E. Parsons of the Fort Smith Police Department in Arkansas. Working an enhanced drunk driving enforcement program, Cpl. Parsons stopped a motor vehicle for traffic violations. While approaching the stopped vehicle, he was ambushed by its driver, who suddenly emerged from the vehicle firing a 9 mm handgun. Two rounds struck Cpl. Parsons in the right leg and a third bullet hit him in the chest, knocking him to the ground; Cpl. Parsons' level II bullet-resistant vest prevented the third bullet from penetrating his chest. The assailant then shot Cpl. Parsons in the right foot, Cpl. Parsons returned fire, and the assailant fled. Cpl. Parsons was treated for the gunshot wounds to his leg and foot; he was released 3 days after the incident and has fully recovered and returned to duty. The assailant was arrested in New Mexico.

existence since 1995. For more information about NGC, go to [www.nationalgangcenter.gov](http://www.nationalgangcenter.gov).

### Bulletproof Vest Partnership Program

Congress created the Bulletproof Vest Partnership Program (BVP) to help state and local jurisdictions purchase body armor vests for their law enforcement officers; BVP funds up to 50 percent of the cost of each vest. Under current legislation, jurisdictions with fewer than 100,000 residents are funded first. Any remaining funds are distributed on a *pro rata* basis to jurisdictions with more than 100,000 residents. BJA works with NIJ to ensure that the vests purchased meet the latest standards.

In FY 2009, BVP made 3,928 awards totaling \$22,720,316. BJA also updated the BVP system to meet the new NIJ vest standard; BVP will release funds to grantees only for vests that meet the NIJ standard. Finally, BJA is researching ways to waive the requirement that jurisdictions pay 50 percent of the cost per vest for jurisdictions in financial hardship and is reviewing possible solutions to inflated application requests and large BVP fund balances.



## CHAPTER 7

# SUPPORTING INNOVATION IN ADJUDICATION

Prosecutors, judges, and court personnel are looking for new approaches to adjudicating offenders that will not only clear cases and decrease dockets but also lower recidivism rates. Throughout the country, courts are recognizing that crimes involving violent and nonviolent offenders require special efforts to ensure not only that these offenders are held accountable but that they are returned to the community with the services and supervision they need to stop offending. Additionally, state and local prosecutors, defense attorneys, and judges face the challenge of meeting increasing needs with limited resources. It is local court personnel who will decide how to meet those needs. However, BJA is committed to providing these people with the resources, tools, and support they need to test their ideas. Through problem-solving and community-based justice initiatives, BJA seeks to improve adjudication processes, enhance services to victims, and increase public trust in the justice system. By providing special training and funding, BJA also supports stakeholders in capital case litigation and the state and local jurisdictions that bear much of the burden of prosecution along the nation's Southern and Northern borders.

### **Problem-Solving Courts**

Problem-solving justice encompasses both specialized courts such as drug courts and

mental health courts and the broad application of problem-solving principles in regular courts. Drug courts (see chapter 3) are a specific, highly successful application of these principles and those developed by the National Association of Drug Court Professionals. Community courts, on the other hand, represent a new step in the problem-solving arena. The Community-Based Problem-Solving Criminal Justice Initiative supports this broadening of scope, targeting new defendant populations and using key problem-solving principles (e.g., links to social services, rigorous judicial monitoring, and aggressive community outreach) outside of the specialized court context. These principles emphasize collaboration, engagement with local stakeholders, and individualization of sanctions to encourage justice practitioners to embrace local priorities, resources, and circumstances. It is also important that defendants/offenders are screened and assessed for needs and risks, that court options are developed to meet the needs of the defendant/offender, and that these options produce the best outcomes in reducing recidivism.

BJA strongly encourages taking problem-solving justice principles to scale. Accordingly, in partnership with the Center for Court Innovation, BJA provides TA to jurisdictions to help them apply these principles and achieve more meaningful outcomes for victims,



communities, litigants, and defendants. As part of this initiative, the center operates more than a dozen demonstration projects in New York City, including the award-winning Midtown Community Court and the Red Hook Community Justice Center that serve as real-life laboratories where new ideas can be tested. The idea is spreading internationally: by the end of FY 2009, more than 70 community courts were in operation around the globe based on the model created by the center.

In FY 2009, under the Community-Based Problem-Solving Criminal Justice Initiative, the Center for Court Innovation:

- Hosted more than 650 practitioners who attended demonstration projects at their own expense.
- Assisted Orange County and San Francisco, California, and West Dallas, Texas, in launching community courts; and Newark, New Jersey, in planning for a community court.
- Selected community courts in Dallas, Texas; Hartford, Connecticut; and Seattle, Washington, to serve as regional mentors that advance the community court model by making it easier for interested jurisdictions to make site visits and see a community court at work.
- Published a report on a roundtable with state and national leaders about statewide coordination of problem-solving courts entitled *A New Way of Doing Business: A Conversation about the Statewide Coordination of Problem-Solving Courts*. The center now moderates a peer-to-peer listserv on this topic which, by the end of FY 2009, involved nearly 60 subscribers.
- Presented at nearly 80 regional, national, and international conferences. These

included statewide meetings for problem-solving courts in California, Colorado, Connecticut, Indiana, and New York, as well as conferences sponsored by the Community Capacity Development Office, the National Criminal Justice Association, and the National Association of Drug Court Professionals.

- Expanded the center's web site, [www.courtinnovation.org](http://www.courtinnovation.org), by adding 20 new articles, interviews, and other features. The site attracts more than 60,000 visitors and enables more than 26,000 document downloads each month; it is part of the center's aggressive use of new media—from podcasts and blogs to YouTube and Facebook—to expand its audience.
- Produced more than 20 new publications to provide practitioners with concrete tools and spark reform efforts.
- Responded to nearly 450 requests for advice in planning or improving community-based public safety strategies, site visits to the center's demonstration projects, document reviews, and copies of publications.
- Hosted and moderated the "Court-Builders" listserv, which in 2009 had more than 200 participants. Topics discussed included using AmeriCorps members and addressing the needs of homeless clients.

## Community Prosecution

Community prosecution is founded on the idea that prosecutors have a responsibility not only to prosecute cases but also to address public safety issues, prevent crime, and improve public confidence in the justice system. Community prosecution manifests itself differently in each jurisdiction, reflecting local safety priorities, staff outlook, community resources, and local laws. Nonetheless, three principles generally

## SUCCESS STORIES

### Community Prosecution Resolves Local Issues

In 2009, community prosecutors in Honolulu, Hawaii, met with residents, businesses, nonprofits, and police to address drug activity, escalating violence, and recent stabbings in the vicinity of a bar located in the heart of Honolulu's business district. The prosecutors encouraged these stakeholders to request prompt corrective action by the bar's owner, enforcement action by the property manager, or regulatory action by the Honolulu Liquor Commission. The stakeholders, including the Honolulu Culture and Arts District, Fort Street Mall Business Improvement District, and Hawaii Theatre, formed a Neighborhood Watch group, which prepared a petition asking the Honolulu Liquor Commission to revoke the bar's liquor license. The petition was supported by neighboring establishments, police crime statistics, and 200 signatures from nearby businesses and residents. In April 2009, during the Honolulu Liquor Commission hearings, the owner sold her business and the high-publicity conflict was resolved. The new owner renovated the once rat-infested property and opened a popular nightclub; no problems have been reported under the new management.

A Dallas community prosecutor worked closely with the Dallas Police Department's Nuisance Abatement Unit to close down an after-hours

club that was the source of nearly 25 percent of the violent crime on that police beat. Nearby business owners had frequently complained of returning to their businesses on Monday mornings to find them pockmarked with AK-47 rounds. The community prosecutor and a detective met repeatedly with the business owner, a convicted felon, and the property owner to address the criminal activity at the club as well as its code, fire, and zoning violations. As a result of these meetings, the club owner closed his business and terminated the lease.

The drug trade in Haverstraw, New York, took a hit in 2009, thanks to community prosecution efforts in Rockland County. In September 2009, three village residents were arrested on welfare fraud and narcotics charges in a sweeping probe sparked by the concerns of local community members. The mutual trust forged between a Senior Assistant District Attorney, Haverstraw Police, and several citizens helped to crack a criminal scheme to abuse the federal Section 8 housing benefits program and led to the takedown of an illicit cocaine-selling operation. As the county's Intelligence-Led Approach to Community Safety program matures, problem-solving teams of citizens, prosecutors, and law enforcement officers are making a difference.

apply to community prosecution: recognizing the community's role in public safety, engaging in problem solving, and establishing and maintaining partnerships. To this end, working relationships are formed with other justice agencies such as law enforcement and probation

departments and with non-justice agencies such as schools, faith-based groups, and social service agencies.

In FY 2009, BJA awarded one national TTA grant to the National District Attorneys Association

(NDAA) for \$500,000. Following are its key accomplishments and deliverables:

- The release and distribution of the revised *Key Principles of Community Prosecution*, which will ensure that the overriding goals of community prosecution are met as efforts to adapt those principles to varying local needs advance throughout the country.
- The 4th National Community Prosecution Conference, attended by 108 participants, which covered topics such as the new *Key Principles of Community Prosecution*, mortgage fraud, organized retail crime, truancy, drug market intervention, and chronic public drinkers.
- Seven indepth TA responses, one of which allowed the Chicago District Attorney to reopen her community prosecution office. Providing onsite TA enables local sites to implement community prosecution without direct federal funding.
- Two issues of the *Building Bridges* community prosecutor newsletter.

In FY 2010, BJA intends to work with the Association of Prosecuting Attorneys to develop and validate performance measures for community prosecution, to continue providing TA and resources to the field, and to host the 5th National Community Prosecution Conference.

## Capital Case Litigation Initiative

The purpose of the Capital Case Litigation Initiative (CCLI) is to provide high-quality TTA on death penalty issues to attorneys and judges who litigate these cases. Capital case litigation consists of two trials (a guilty 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 2009, three of BJA's training partners helped educate attorneys and judges under CCLI.

The National Judicial College (NJC) delivered a 2-day pilot cross-disciplinary training in Richmond, Virginia, and Philadelphia, Pennsylvania, entitled "Best Practices in Death Penalty Cases: A Workshop for Judges and Attorneys." It was attended by judges, prosecutors, and defense attorneys. A "Managing the Capital Case in California" course took place in San Francisco, with NJC collaborating with the Center for Judicial Education and Research to present 2 days of instruction on general issues of importance and 2 days of instruction on California's death penalty law. NJC also held a meeting with state teams from Alabama, Arizona, Missouri, and Oklahoma to develop state-specific curricula. The 30 participants completed first drafts of their curricula and began work on logistics and further curriculum development. One of these states—Oklahoma—held a "Best Practices in Death Penalty Cases" training in Midwest City that was attended by 51 state prosecuting attorneys, defense attorneys, and judges. Alabama, Arizona, and Missouri plan to hold their own cross-discipline courses in the next project period. For more information on NJC's support to judges and others involved in capital case litigation, go to [www.capitalcasesresources.org](http://www.capitalcasesresources.org).

NDAA and the National Association of Criminal Defense Lawyers each provided trainings for their respective constituencies. NDAA provided two prosecutorial trainings at the National Advocacy Center in Columbia, South Carolina, with the first training focusing on the qualification of jurors during the selection process and the second focusing on the penalty phase of prosecution. The association offered two "bring-your-own-case" capital defense

trainings in Tulsa, Oklahoma, and Tampa, Florida, which were attended by 18 and 31 participants, respectively, from jurisdictions in the region, and by 10–15 senior faculty from throughout the country.

## Southwest Border Prosecution Initiative

The Southwest Border Prosecution Initiative (SWBPI) provides funds to eligible jurisdictions in the four Southwest border states—Arizona, California, New Mexico, and Texas—for qualifying federally initiated and referred criminal cases. The goal of the program is to reimburse the prosecution and pre-trial detention costs of jurisdictions on the Southwest border for cases that the federal government declined and referred to these jurisdictions. SWBPI differs from other grant programs in that it reimburses costs incurred by state and local jurisdictions. In FY 2009, BJA administered 56 FY 2008 grant awards totaling \$28,495,715, reimbursing local jurisdictions for 9,908 cases that were federally declined. Without this funding, the state and local jurisdictions would be unable to prosecute these cases.

SWBPI was updated in FY 2009 to meet the Office of the Inspector General's (OIG) audit recommendations. Jurisdictions now are required to provide specific case data including the hours worked on each case and the daily detention rate. These data ensure that SWBPI makes its awards based on the actual cost, time, and effort required for the prosecuted cases submitted for reimbursement. BJA is also transitioning the program to an annual

application (rather than a quarterly application) to align it with other payment programs, resolve the problem of jurisdictions submitting cases in the wrong quarter, and allow jurisdictions more time to gather their case data. BJA is also working with SWBPI's participants to create a new way of calculating and applying awards that better captures the costs associated with prosecuting the federally declined and referred cases. These changes will be in place for the FY 2010 SWBPI application period.

For further information, go to [www.ojp.usdoj.gov/BJA/grant/southwest.html](http://www.ojp.usdoj.gov/BJA/grant/southwest.html).

## Northern Border Prosecution Initiative

In FY 2009, the Northern Border Prosecution Initiative (NBPI) system was brought online. BJA worked with OJP's Office of the Chief Information Officer to base the new system on the latest OIG recommendations for the SWBPI system. Once operational, the NBPI program reimbursed 16 jurisdictions<sup>2</sup> for 32,000 cases that were federally declined and referred to local jurisdictions. Without this funding, the state and local jurisdictions would be unable to prosecute these federal cases. Like SWBPI, NBPI is transitioning to an annual application for reimbursement (rather than a quarterly application) to align it with other payment programs, resolve the problem of jurisdictions submitting cases in the wrong quarter, and allow jurisdictions more time to gather their case data. For more information, go to [www.ojp.usdoj.gov/BJA/grant/northernborder.html](http://www.ojp.usdoj.gov/BJA/grant/northernborder.html).

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<sup>2</sup> Eligible states are Alaska, Idaho, Maine, Michigan, Minnesota, Montana, New Hampshire, New York, North Dakota, Ohio, Pennsylvania, Vermont, Washington, and Wisconsin. Only 16 jurisdictions from these states chose to apply.



## CHAPTER 8

# COUNTERING TERRORISM AND PLANNING FOR EMERGENCIES

As indicated in the *Fiscal Years 2001–2012 Strategic Plan*, DOJ is committed to taking steps to “prevent, disrupt, and defeat terrorism operations before they occur.” To this end, BJA supports heightened terrorism awareness among law enforcement agencies and communities. BJA also supports preparation for pandemics and planning for continuity of operations during any crisis, so that the rule of law is maintained.

### State and Local Anti-Terrorism Training Program

The State and Local Anti-Terrorism Training Program (SLATT®) was created by BJA following the Oklahoma City bombing in 1996 and expanded following September 11, 2001. SLATT’s primary objective is to deliver specialized training in terrorism/extremism interdiction, investigation, and prevention to state and local law enforcement agencies. In FY 2009, with \$2 million in funding from BJA, SLATT® delivered 93 workshops to 8,861 law enforcement professionals—far exceeding the program’s grant requirements. SLATT® distributed 122,040 of its pocket guides (e.g., *Warning Signs of Terrorist Events*, *Law Enforcement Intelligence*, and *Fraudulent Document Detection*) and other reference materials to workshop participants and

requesting agencies. In addition, 1,683 SLATT® publications were downloaded from [www.slatt.org](http://www.slatt.org), which hosted 37,968 total user sessions at an average of 3,164 sessions per month.

The SLATT® Terrorist and Criminal Extremist Incidents database, originally launched in 1996, is the only database developed exclusively for law enforcement that provides both current and historic data aligned with the Nationwide Suspicious Activity Reporting (SAR) Initiative. During FY 2009, the database was expanded to include SAR activity codes and infrastructure codes. Users can now search the database using keywords or by selecting specific SAR activity codes, thus enhancing the value of the database and leveraging an existing resource to support a priority initiative. To facilitate access to a wide range of professionals engaged in the criminal justice and homeland security arenas, no restricted information is included. The SAR enhancements are being evaluated at 12 test sites, and SLATT® plans to roll out the expanded functionalities to all vetted users during FY 2010.

SLATT® highlights for FY 2009 include the following:

- SLATT® presented its first anti-terrorism workshop focused on Southwest border issues in Victoria, Texas, to an audience of 172 law

enforcement professionals representing border patrols, sheriffs' offices, and other state and local agencies.

- SLATT® presented a very successful and innovative Law Enforcement Executive Summit in Redwood City, California, to an audience of 236 law enforcement executives.
- In response to current trends and indicators of an increase in radicalization, SLATT® developed and now offers a 1- or 2-day "Anti-Terrorism Workshop for Campus Law Enforcement," which features topics such as violent radicalization on college campuses and political extremism/terrorism on campuses.
- In response to increased activity on the domestic terrorism and criminal extremism front, as evidenced by recent arrests,

SLATT® extensively revised and expanded its radicalization presentation.

- SLATT® added two new modules to its web site, [www.slatt.org](http://www.slatt.org)—"Lessons Learned From Lockerbie" and "Sayyid Qutb: Philosopher of Religious Violence and the Inspiration of al Qaeda."

In FY 2010, SLATT® plans to add podcasts to its menu of online training activities and will resume support for the Communities Against Terrorism program, currently funded under its own grant.

## Communities Against Terrorism

The Communities Against Terrorism (CAT) program is predicated on the theory that nearly all acts of terror are preceded by discernible behavior and activity that will bring members of terror cells into contact with service providers and neighborhood businesses. Following analysis of previous foreign and domestic acts of terror, CAT outlines potential indicators of terrorism for various industries and offers templates of industry-specific fliers designed for distribution to businesses. The fliers can be customized with contact information for the local law enforcement agency. Accompanying tutorials prepare officers to work with the community, and an automated presentation outlines the program. The CAT program is available to officers via CD-ROM or online and is updated regularly with new business and industry information as the methods and tactics of terror cells evolve. The most recent additions to the topics addressed by the program are peroxide-based explosives and the use of general aviation to conduct an attack.

In FY 2009, more than 160 law enforcement agencies requested CD-ROMs containing CAT program materials. Many law enforcement agencies and industry organizations have made program fliers available via the Internet,

## SUCCESS STORIES

### Outreach Efforts Pay Off for New York State

New York State's Operation Safeguard outreach program uses the *Safeguarding America: It Starts With You* DVD and the CAT program as training materials in its outreach efforts. In May 2009, at a self-storage facility that had received this outreach information on indicators and warnings of suspicious activity, an employee at a storage unit contacted the local police department to report something unusual he had observed. When officers checked out the individuals associated with the storage unit, they found that the New York FBI Joint Terrorism Task Force already had them under surveillance. This confirmed the effectiveness of the outreach efforts in helping to uncover terrorist activity in New York State.



including the FBI, the U.S. Attorney's Office in Wisconsin, the Delaware Information Analysis Center, the City of Reno, the Society of Industrial Security Professionals, ASIS International, the Washington State Department of Agriculture, Southern Nevada Infragard, the Massachusetts State Police, and the Florida Association of Self-Storage Facilities. Two new CAT fliers were developed for shopping malls and general aviation facilities, bringing the total number of industries included in the program to 15. More than 10,840 CAT materials were distributed at SLATT® workshops, via [www.slatt.org](http://www.slatt.org), and during law enforcement conferences.

Support for CAT, currently funded under its own grant, will be resumed by SLATT® after FY 2009. Additional information, including access to program materials, is available at [www.slatt.org](http://www.slatt.org).

## Pandemic Planning

BJA awarded a grant to the Police Executive Research Forum (PERF) in 2006 so it could examine the law enforcement response to public health emergencies. Extensive discussions identified the need for publications that address three aspects of pandemic planning: risk communications, benchmarks for creating a pandemic flu plan, and occupational health and safety for law enforcement executives. The first report published—*Communications and Public Health Emergencies: A Guide for Law Enforcement*—identifies what law enforcement executives should consider when developing their public health communications plan for communications within the law enforcement agency as well as communications with the public. The second report, to be published in FY 2010, is *Benchmarks for Developing a Law Enforcement Pandemic Flu Plan*. This interactive guide will lead the reader through a planning process to help ensure continuity of law enforcement operations during a pandemic event and will link to sample plans

and templates for the user to download and customize. These documents are available on the PERF web site at [www.policeforum.org](http://www.policeforum.org).

## Continuity of Operations

BJA partners with AU to assist local and state courts in undertaking planning and implementation processes critical to ensuring that state judicial systems have the ability to maintain the rule of law in a pandemic crisis. In FY 2009, AU sent a letter to all state chief justices, state court administrators, and state judicial educators, alerting them to the TTA services available through BJA's Criminal Courts Technical Assistance Project (CCTAP). Enclosed with these letters were copies of the *Guidelines for Pandemic Emergency Preparedness Planning: A Road Map for Courts*, a human resources planning fact sheet, and CD-ROMs that summarize the guidelines and provide information on "Justice Partnerships," prepared under the BJA National Training and Technical Assistance Project. AU also distributed these materials at the national conference of the National Association for Court Management.

In response to the letters, CCTAP received requests from two states: Virginia and North Dakota. The Virginia Supreme Court established a committee to develop a pandemic/public health emergency plan and asked CCTAP to provide a keynote speaker for the kickoff meeting of the committee in March 2009. CCTAP responded by sending Judge John Cleland of Pennsylvania, who described the committee structure and planning efforts in his state as well as relevant developments underway in other states. North Dakota asked CCTAP to conduct a special workshop, planned for November 2009, on pandemic/public health preparedness planning at the state judicial conference. AU also supported the Pennsylvania Administrative Office of the Court (AOC) in planning and conducting a public health seminar

for judges in May 2009 at which the guidelines and a briefing paper were also distributed. CCTAP support also included identifying, through the state chief justices, judges from six states and territories to attend the program and provide feedback on its potential value to their jurisdictions.

AU began planning with the Louisiana AOC for development of a template for auditing the status of continuity of operations (COOP) planning among the state's trial courts,

incorporating into this template the status of planning for public health/pandemic emergencies. AU also participated in the citywide COOP planning meeting organized by the District of Columbia's offender supervision agency.

Further information on CCTAP's pandemic preparedness/public health emergency planning activities can be found at [www.american.edu/justice](http://www.american.edu/justice).

## CHAPTER 9

# ADDRESSING CRIME AND JUSTICE FOR AMERICAN INDIANS AND ALASKA NATIVES

**B**JA works with tribes to provide leadership, management, TTA, and quality services in grant administration and policy development. The various programs administered by BJA help tribal communities prevent and control crime, violence, and substance abuse and improve the functioning of criminal justice systems in their communities. BJA administers three tribal justice programs that are limited to federally recognized tribal governments, including Alaska Native villages and corporations, and authorized tribal consortia. They are the Tribal Courts Assistance Program, the Indian Alcohol and Substance Abuse Program, and the Correctional Facilities on Tribal Lands Program. Through these programs, BJA supports tribal communities by:

- Working collaboratively with American Indian and Alaska Native officials to develop and enhance safer, more compassionate tribal communities.
- Partnering with tribal officials to develop, implement, and enhance criminal and civil justice systems that reflect the tribal community's values, needs, and expectations.
- Fostering communication and developing viable partnerships among tribal, federal, state, and local units of government to coordinate and resolve jurisdictional

issues, which is necessary for the effective administration of justice.

- Preventing and controlling crime and alcohol and substance abuse.
- Stopping the spread of controlled substances into tribal communities.
- Supporting the resolution of community differences through traditional dispute resolution and alternative sanctions.
- Enhancing the technological capacity of tribal information systems to share justice-related information with offices and agencies internal and external to the jurisdiction.
- Helping to plan, renovate, and construct correctional facilities on tribal lands for the incarceration of offenders subject to tribal jurisdiction.

BJA also coordinates with other DOJ components such as the Office of Tribal Justice and with other federal and national organizations such as the Department of the Interior's Bureau of Indian Affairs, the National Institute of Corrections, and the Department of Health and Human Services, as well as state, local, and tribal agencies and organizations, to ensure that limited federal funds are used to achieve the maximum possible benefit. Through

## SUCCESS STORIES

### **BJA Funds Help Tohono O'dham Nation Alleviate Overcrowding (Arizona)**

Overcrowding had been a chronic problem for Tohono O'dham Nation juvenile and adult detention facilities. In 2003, TA consultants toured the facilities to get a better understanding of the conditions, programmatic challenges, and implications for a new facility design. The visits confirmed the extreme crowding in both facilities. On the day of the tour, there were 120 individuals in the adult facility, which had a rated capacity of 35. In the juvenile facility, only one dayroom was available for meals and watching television; boys and girls had to be scheduled to use the room at different times, resulting in the youth spending a significant amount of time in their shared bedrooms.

Six years after the consultants' tour, severe overcrowding has been ameliorated. The new Tohono O'dham Nation detention facility, funded by DOJ and completed in September 2009, provides 69 additional adult beds, 8 juvenile beds, a juvenile classroom, a new food service unit, and an area for intake and other support functions. The new facility is also designed for a direct-supervision model of operation.

these valued partnerships, BJA is better able to craft strategies and policies that address the needs of tribes and to implement the programs noted below.

### **Tribal Courts Assistance Program**

The Tribal Courts Assistance Program (TCAP) provides funding and TTA for federally recognized tribal governments to develop,

implement, and enhance tribal justice systems. TCAP enables tribal courts to support court services and programs that meet the unique needs of tribal communities such as establishing a core structure for a tribal court; developing civil and criminal codes; enhancing prosecution and indigent defense; improving case management; funding and training essential court personnel such as judges, clerks, prosecutors, public defenders, and probation officers; conducting court assessment and strategic planning; supporting probation and alternative sentencing; and acquiring equipment and software to improve court capacity and efficiency through technology. In FY 2009, BJA awarded 27 TCAP grants totaling \$4,182,528.

BJA partnered with the University of North Dakota School of Law, the Tribal Judicial Institute, and the National Tribal Judicial Center to provide TTA to support TCAP grantees. In FY 2009, BJA enabled the Tribal Judicial Institute to conduct 19 TCAP training events for more than 1,200 individuals. In addition, TCAP funding supported more than 60 scholarships for BJA and non-BJA grantees to attend national TTA events and 11 onsite TA visits to tribes. The National Tribal Judicial Center conducted 7 training events for more than 300 people and provided 39 scholarships for tribal judges and court personnel to attend training events.

### **Indian Alcohol and Substance Abuse Program**

Initiated in 2001, 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. Key objectives include preventing and reducing alcohol and substance abuse-related crimes, traffic fatalities, and injuries; apprehending and prosecuting illegal drug and alcohol smugglers, dealers, and users; making culturally appropriate treatment readily

available to tribal members; and increasing coordination to foster internal and external partnerships. In FY 2009, BJA awarded eight IASAP grants totaling \$2,366,458 to tribes in Alaska, Arizona, California, Kansas, and Washington.

In FY 2009 BJA, in conjunction with Fox Valley Technical College's Criminal Justice Center for Innovation, conducted 15 training events for more than 600 individuals. BJA facilitated outreach to tribal communities, provided IASAP funding to support 10 onsite TA visits, and awarded 381 scholarships to BJA and non-BJA grantees that enabled tribal officials to attend national TTA events. In addition, BJA made eight awards totaling \$3,582,831 to seven organizations to help tribal jurisdictions, including non-BJA grantees, develop strategies to address crime related to substance abuse or to implement tribal justice systems.

## Correctional Facilities on Tribal Lands

The Correctional Facilities on Tribal Lands (CFTL) Discretionary Grant Program provides funding for site-based and TTA projects. Under the site-based solicitation, applicants are limited to federally recognized tribal governments, as defined under the Indian Self-Determination Act, 25 United States Code 450b(e). Under the TTA solicitation, eligible applicants are limited to tribal and non-tribal for-profit (commercial) organizations, nonprofit organizations, faith-based and community organizations, institutions of higher learning, and consortia with demonstrated national experience in working with tribal representatives to plan and construct correctional facilities that serve local and regional needs.

In FY 2009, the CFTL solicitation (separate from the Recovery Act: CFTL solicitation) focused on efforts to cost-effectively plan for and renovate and construct facilities associated with the incarceration and rehabilitation of juvenile and

## SUCCESS STORIES

### DOJ Funding Helps Build New Juvenile Detention and Rehabilitation Center (Arizona)

When the National Institute of Corrections reviewed and assessed the Hualapai and Supai detention facilities in Arizona, it recommended joint planning among the Truxton Canyon tribes for the development and joint use of a regional juvenile detention and rehabilitation center. The regional tribes took up this suggestion. With funding from the Correctional Facilities on Tribal Lands program, the Hualapai Juvenile Detention and Rehabilitation Center—a 30-bed juvenile facility—opened on April 20, 2009.

Designed to serve the juvenile detainees of five tribes, the center has a library, provides an online computer program that the juveniles use for school purposes, offers Native classes at least twice a week, and features a sweat lodge built and used by both the center staff and juveniles. Further, since the close of FY 2009, with funding from OJJDP, the center has been teaching these youth about sustainable agriculture and green building, substantially increasing their job opportunities as they return to their tribal communities.

adult offenders subject to tribal jurisdiction. Funding also allowed tribes to explore community-based alternatives to help control and prevent jail overcrowding due to alcohol and other substance abuse. Eligible applicants could apply for planning, renovation, or construction funding. BJA awarded 11 planning grants and 7 renovation grants.

In addition, BJA awarded a grant to the Justice Solutions Group (JSG) to provide assistance

to site-based projects that receive funding under CFTL. During FY 2009, JSG delivered the weeklong “PACIFIC Workshop” (Planning Alternatives and Correctional Institutions For Indian Country), which synthesizes information, both technical and anecdotal, on all aspects of assessing justice system operations; alternatives

to incarceration; and planning, design, and construction of new correctional facilities on tribal lands. The PACIFIC Workshop was delivered for FY 2007 and FY 2008 planning grant recipients twice during spring 2009.

## CHAPTER 10

# ADVANCING INFORMATION SHARING AND TECHNOLOGY TO FIGHT CRIME

The diverse nature of the approximately 100,000 agencies in the justice and public safety community presents many challenges to interoperability and information sharing. Differences in existing technology, operational requirements, security, and privacy considerations all must be addressed. Improving the sharing of information among components of the justice system and other nontraditional partners is critical to ensuring the long-term safety of American citizens. Enabling access to the right information at the right time increases the ability of local, state, tribal, and federal justice agencies to solve crimes and keep communities safer; BJA is committed to providing the resources and assistance these agencies need to improve the justice system through information sharing and access to technology.

### **Global Justice Information Sharing Initiative**

Chartered in 1998, DOJ's Global Advisory Committee (GAC) is expressly structured to function as a unique partnership of leaders from across all areas of the justice community. It serves as the Federal Advisory Committee, providing recommendations to America's chief law enforcement officer—the U.S. Attorney

General—on standards-based electronic information sharing throughout the justice and public safety communities. GAC serves as the executive leadership group for the Global Justice Information Sharing Initiative (Global), which houses four working groups on infrastructure and standards, intelligence, privacy and information quality, and security. The specific outcomes from each of the working groups are described below; collectively, they portray the full body of work for Global in FY 2009. For more information and to access the resources listed, visit [www.it.ojp.gov/global](http://www.it.ojp.gov/global).

#### ***Global Infrastructure/ Standards Working Group***

During FY 2009, Global Infrastructure/ Standards Working Group (GISWG) activities focused on supporting the development and implementation of the Global Justice Reference Architecture (JRA), a blueprint for implementing a common approach for sharing information. JRA harnesses the power of well-established industry standards—in particular, service-oriented architecture (SOA)—to reconcile the common need to share information on decisions made regarding local technology architecture and information system implementation. A series of resources (see page 66 for further details) focused on JRA's adoption and



guidelines were released in draft for comment by GISWG and, in some cases, approved by GAC for final publication. These products are the essential components for building JRA-conformant SOA strategies, as well as implementing web services or other message-level information sharing consistent with JRA principles and methodologies. For the first time, a complete framework is available for justice agencies to use in adopting industry-standard architectures independently while maintaining close alignment with complementary efforts nationwide. For this reason, Global's work on JRA will move the country significantly forward in technological capabilities due to cost savings through reuse, interoperability through common technology specifications, and greater ability to meet the ever-changing needs of the justice community.

## SUCCESS STORIES

### Fusion Center Process Protects Privacy

To help intelligence enterprises comply with all applicable privacy, civil rights, and civil liberties protection laws, regulations, and policies while sharing information, Global's Criminal Intelligence Coordinating Council developed the Compliance Verification Document for fusion centers to use in performing peer-to-peer assessments. Through a pilot by the DOJ/DHS Fusion Process Program, Florida and Georgia fusion centers completed the first of these assessments using the tool. In April 2010, the Compliance Verification Document will be made available to all fusion centers so that they can then complete this critical privacy protections assessment.

### Criminal Intelligence Coordinating Council/ Global Intelligence Working Group

The Criminal Intelligence Coordinating Council (CICC) works closely with Global through the Global Intelligence Working Group (GIWG) and other partners jointly to address issues relating to the collection, handling, and dissemination of criminal intelligence information. FY 2009 accomplishments for CICC/GIWG include the following:

- In collaboration with the Major Cities Chiefs Association, development of the report *Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project*, which contains guidelines to be used by cities and states to improve the gathering, documenting, processing, and sharing of information regarding suspicious activity—which may be indicative of terrorist-related incidents—among cities, fusion centers, and participants in the Information Sharing Environment (ISE). To develop training for law enforcement personnel regarding the collection, analysis, and sharing of SARs in the context of the Nationwide SAR Initiative (NSI), CICC/GIWG also worked with federal partners, IACP, the Major Cities Chiefs Association, and several major cities and fusion centers.
- Development of the *Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces*, which provides guidance to agencies seeking to establish and operate a gang task force or gang intelligence unit within their jurisdiction or to those agencies that participate in one.
- Development of *Navigating Your Agency's Path to Intelligence-Led Policing*, which serves as an overview for implementing the intelligence-led policing framework within a law enforcement agency and provides insight

regarding the challenges of implementing this type of policing. Law enforcement executives can use this document to help them implement the intelligence-led policing framework within their agency.

- Continued collaboration with the U.S. Department of Homeland Security (DHS) and DOJ on the DHS/DOJ Fusion Process Technical Assistance Program. This joint initiative involves the development, vetting, and delivery of a catalog of services for fusion centers to assist them in implementing the *Baseline Capabilities for State and Major Urban Area Fusion Centers*. New courses include “Fusion Center Security” and “Fusion Center and Emergency Operations Center Information Sharing and Coordination.” CICC/GIWG also reviewed, edited, and released numerous fusion center-related documents such as *Fusion Center Technology Resources Road Map*; *Defining Fusion Center Technology Business Processes: A Tool for Planning*; *Establishing a Fusion Liaison Officer Program: A Guidebook and Workbook of Planning and Development Consideration*; and *Comprehensive Preparedness Guide 502: Considerations for Fusion Center and Emergency Operations Center Coordination*.

### **Global Privacy and Information Quality Working Group**

Through the Global Privacy and Information Quality Working Group (GPIQWG), Global seeks to ensure that information-sharing activities are carried out in a manner consistent with legal and public requirements regarding the expectation of privacy. Information quality is also an important factor in making the data that are shared both meaningful and accurate, and in preventing incorrect data from being used improperly. During the reporting period,

GPIQWG finalized the following three products, which are components of its Information Quality series:

- *9 Steps to an Information Quality Program*. Developed for high-level managerial and administrative personnel, this resource explains how to develop and implement an agency-wide information quality program.
- *Information Quality Program Guide*. This guide leads an agency through incremental steps to help its staff identify their information and products; determine what information quality dimensions apply to those products to ensure information quality; evaluate whether agency business rules are being met by using the self-assessment tool (described next); and identify how best to address those requirements not met by the agency.
- *Information Quality Self-Assessment Tool*. A mandatory step for any agency developing an information quality program is the completion of an information quality self-assessment—the evaluation of agency information and reports associated with justice events. This document is composed of a matrix of self-assessment questions within a process framework that can be tailored to agency-specific processes. The series of questions it provides will help an agency determine its relative level of information quality and benchmarks for evaluation, improvement, and accountability. This tool will allow practitioners to identify the information points along an agency justice event and the roles associated with each phase; apply information quality dimensions to each point along this continuum; uncover gaps in policy that beget information quality problems; implement information quality in practice; and enhance overall understanding of the effects that an agency’s business processes have on information quality.

## Global Security Working Group

The Global Security Working Group (GSWG) provides guidance on the safe and secure transmission of information during the information-sharing process. An agency cannot be comfortable sending data outside its control unless clearly defined protections and policies are in place to ensure that the data will not be misused or handled improperly.

One of the key programs GSWG supports is the Global Federated Identity and Privilege Management (GFIPM) initiative. Federated identity is the concept of using one identity “credential” to access multiple systems. Although it may sound less secure to allow information system access to outside users, it is actually more secure because it ensures consistent, accurate, and up-to-date user credentials according to the terms of the federation. Other federation participants may then decide to accept or reject the user based on the information provided by the user’s home system.

A GFIPM delivery team is working in partnership with BJA to implement the current GFIPM framework and provide a reusable framework that delivers an efficient, effective solution for justice, public safety, and homeland security agencies. Tentatively known as the National Information Exchange Federation, the group serves as the demonstration arm for implementing and improving GFIPM-based information exchange with guidance from GSWG and BJA.

Specifically, GSWG has produced resources for immediate use, such as the GFIPM Web Services Concept of Development, the GFIPM Membership Documentation and Agreements Package, and the GFIPM Cryptographic Trust Model.

## 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. The DHS/DOJ Fusion Process program has also partnered with several other agencies and organizations in order to provide additional TTA services to fusion centers. This program has also played a key role in helping fusion centers to meet the baseline capabilities identified in the *Baseline Capabilities for State and Major Urban Area Fusion Centers*, and assisting them in sustainability through a national TTA program.

To accelerate the implementation of these baseline capabilities within all state and local fusion centers, this program offers a series of fusion center TA services that support the implementation of the *Global Fusion Center Guidelines* and the Office of the Director of National Intelligence (ODNI) *Information Sharing Environment Implementation Plan*. New TA services include “Fusion Center Security,” “Fusion Center and Emergency Operations Center Coordination,” and “28 C.F.R. Part 23 Online Training.”

Regional workshops for groups from fusion centers were sponsored by BJA, OJP, and DHS to enable fusion center personnel to interact and build capabilities in a collaborative environment. Because these workshops are based on common practices, protocols, documentation, and mission, they solidify the national network of fusion centers. Workshops were held in Maryland, New Mexico, New York, Oklahoma, South Carolina, and Utah.

The regional workshops included updates and overviews on various national initiatives, including the development of baseline

capabilities for fusion centers; NSI; the development, review, and dissemination of fusion center products; privacy policy development and implementation; and services delivered through the DHS/DOJ Fusion Process Technical Assistance Program and Services, including fusion center security. These workshops also included roundtable discussions on issues affecting fusion centers and sharing of best practices.

Under the Fusion Center Privacy Technical Assistance (TA) Program, fusion centers have made substantial progress in drafting privacy policies and enacting privacy and civil rights/civil liberties protections designed to protect the privacy, civil rights, and civil liberties of individuals who are the subjects of information and intelligence collection by centers. Of the 72 fusion centers recognized by the National Fusion Center Coordination Group, BJA's Privacy TA Review Team has received policies from 42 state centers and 17 secondary/regional centers. Of those 59 centers, 28 (20 state centers and 8 secondary centers) have incorporated the team's feedback and have revised and resubmitted additional versions for review.

### ***Review of Privacy and Civil Liberties Policies***

BJA coordinates several active cooperative agreements that support the development and implementation of privacy and civil liberties policies at the state and local level that will assist justice and public safety agencies in effectively managing the flow of information in a way that comports with their state and local laws. BJA coordinates at the federal level with DHS and the Program Manager for the Information Sharing Environment (PM-ISE) to ensure that a consistent message is delivered and resources are leveraged for the benefit of state and local agencies and fusion centers.

In FY 2008, BJA funded national organizations that successfully competed to conduct TTA in the areas of privacy and civil liberties. The five national partners are IIR, JMI, National Center for State Courts, National Governors Association (NGA), and National Consortium for Justice Information and Statistics (SEARCH). To approach the national TTA effort in a comprehensive and strategic way, BJA leads these national partners to work collaboratively rather than duplicate efforts, and directs them to specific tasks that reflect their particular expertise. BJA also continues to work with these national partners, as well as with GPIQWG (which consists of state and local practitioners), to develop resources.

The coordination of national partners resulted in NGA taking the lead in issuing a competitive solicitation for states to participate in its Privacy Policy Academy—a 9-month effort that will lead to the development of a written privacy policy for their state criminal justice agencies. NGA's three sub-awards were made to two states: Alabama (on behalf of a four-state consortium comprising Alabama, Nebraska, Kansas, and Wyoming, known as CONNECT) and Hawaii. Each state received approximately \$26,000 for related expenses. SEARCH, IIR, and JMI are also providing TA to assist each participating state in successfully completing a written privacy and civil liberties policy. The Privacy Policy Academy will complete its 9-month effort in March 2010. The participating states will evaluate their activities for lessons learned and for replication in other states.

### ***Minimum Criminal Intelligence Training Standards***

Recently, as part of its joint TTA program, BJA worked with PM-ISE and the DHS Chief Privacy Officer to identify resources and establish a procedure for recognizing those fusion centers

whose privacy policies and procedures are “at least as comprehensive” as ISE’s privacy guidelines so that those fusion centers may access protected terrorism-related information from federal agencies through ISE. In early FY 2010, the DHS Chief Privacy Officer will begin notifying fusion centers whose policies have met this requirement.

In addition, BJA has participated actively in meetings of the Counter-Terrorism Information Sharing Standards Committee, a working group begun at PM-ISE to strengthen standards for information sharing as it relates to counter-terrorism efforts in law enforcement, justice, homeland security, and various other domains. The committee has worked in collaboration with many federal agencies and field practitioners to produce guidelines for implementing information sharing that apply to all levels, from the fusion center to the local agency.

### ***Basics of Fusion Center Management***

Another comprehensive fusion process service is the “Basic Fusion Center Directors Management Course,” in development by BJA, DHS, and ODNI, and to be hosted at the Naval Postgraduate School. This course will allow fusion center directors of all backgrounds and tenure to reach the same level of understanding by covering five core categories: communications and information sharing, how to define information requirements, doctrines and processes, leadership principles, and strategies for the future.

## **Privacy and Civil Liberties Protections**

Protecting the privacy and civil liberties of citizens is so closely tied to information-sharing efforts in every function, methodology, and policy that it is nearly impossible to separate privacy efforts from individual programs. This is

evident at many levels, from the privacy policy review for fusion centers involved in NSI, to the Privacy and Information Quality subcommittee of GAC, to the identity and access management controls in the National Criminal Intelligence Resource Center (NCIRC) and Regional Information Sharing Systems (RISS) networks. Independent of these individual programs, DOJ engaged DHS to find common efforts in privacy and civil liberties protections so that resources could be merged and future initiatives coordinated. The first result of this partnership is available at OJP’s Privacy and Civil Liberties web site ([www.it.ojp.gov/PrivacyLiberty](http://www.it.ojp.gov/PrivacyLiberty)), which is dedicated entirely to resources, guides, requirements, and best practices for building information-sharing systems and relationships with privacy and civil liberty protections in mind. The ongoing efforts of both agencies ensure that resources critical to protecting the privacy and civil liberties of citizens are available in a central location. Additionally, the National Information Sharing Standards (NISS) Help Desk is equipped to address questions in these areas using tools from Global, JRA, various training programs, and many other resources available in the field.

## **28 C.F.R. Part 23 Training**

*Criminal Intelligence Systems Operating Policies* (28 C.F.R. Part 23) is the guideline for law enforcement agencies that operate federally funded, multijurisdictional, criminal intelligence systems. In 1980, 28 C.F.R. Part 23 was issued to ensure that the privacy and constitutional rights of individuals are protected when criminal intelligence information is collected and exchanged, and it has since been an important part of the intelligence landscape.

During FY 2009, BJA has continued to provide 28 C.F.R. Part 23 TTA services both onsite and through agency policy reviews. Through 4 training events, 283 law enforcement practitioners were trained. In addition, three

onsite visits and two policy reviews were conducted at the request of various law enforcement agencies; these agencies received reports detailing the recommendations of the review staff.

BJA also funded development and implementation of an online training program for 28 C.F.R. Part 23. The training introduces participants to the regulation's core principles and helps them understand the privacy and civil liberties concerns that relate to criminal intelligence information sharing. Since its implementation on June 3, 2009, 669 users have registered for the training and 580 have completed it. This training is available on the NCIRC web site, [www.NCIRC.gov](http://www.NCIRC.gov), sponsored by BJA.

## Nationwide Suspicious Activity Reporting Initiative

NSI began as an operational study project and is currently an Evaluation Environment site with 12 state and major urban area fusion centers, DHS, and the FBI e-Guardian program. Other Evaluation Environment sites include the police departments of Washington, D.C., Los Angeles, and Chicago; Florida's and Virginia's state police agencies; and entities such as the New York State Intelligence Center and the Arizona Counter Terrorism Information Center. NSI is expected to incorporate agencies' individual SAR processes (the gathering, documenting, processing, analyzing, and sharing of suspicious information) into a means for sharing terrorism-related SAR data on a national level. The SAR process focuses on what law enforcement has been doing for years—gathering information regarding behaviors and incidents associated with crime and establishing a process for sharing information to detect and prevent criminal activity, including crime associated with domestic and international terrorism.

In FY 2009, BJA achieved the following under NSI:

- Released in October 2008 by BJA, in collaboration with DHS and the FBI, the "Safeguarding America—It All Starts With You" education program provides agencies with an easy and entertaining means of training personnel on SAR and intelligence-led policing. Agencies are using the program in their liaison officer and roll-call training and in community outreach.
- Also in October 2008, after vetting and approval from numerous organizations such as Global, the Major Cities Chiefs Association, DHS, and DOJ, the *Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project* was released. The report advocates that state, local, and tribal agencies use their existing processes and systems as they incorporate the SAR process into their agencies, allowing them to leverage existing operational processes, technology, policies, and protocols as the new SAR process is implemented. A companion document to this report, the *Suspicious Activity Reporting Process Implementation Checklist* was released in November 2008 to provide a simplified checklist for chief executives and senior leadership who implement an internal SAR process within their agency.
- In January 2009, the *Privacy and Civil Rights/ Civil Liberties Template* was developed in collaboration with the project partners (including BJA) and ISE privacy/civil liberties officials. This template, based on Global's *Fusion Center Privacy Policy Development: Privacy, Civil Rights, and Civil Liberties Policy Template*, covers all Evaluation Environment activities conducted by participating pilot sites, including source, submitting, and user agencies. This template helps state and major urban areas ensure that their privacy policies



qualify them to share information in the ISE and assists them in making any necessary modifications to their state constitutions, executive orders, court decisions, statutes, rules and regulations, and local codes/ordinances. A “Privacy Policy Template Sample Participation Agreement–Source Agencies” assists ISE–SAR Evaluation Environment sites in developing agreement or memorandum documents for agencies that provide source documents to the ISE–SAR Evaluation Environment sites for possible inclusion in the Shared Spaces.

- To facilitate agency implementation of the SAR process and enhance the nationwide SAR capability, three separate but coordinated training efforts were developed in late 2008 and early 2009 to meet the needs of three groups of law enforcement professionals with varying duties and responsibilities—agency executives, analytic/investigative personnel, and line officers. The executive-level training focuses on executive leadership, policy development and privacy and civil liberties protections, agency training, and community outreach. The analyst/investigative-level training focuses on the SAR process, emphasizing review and vetting of information to the functional standards; privacy and civil liberties protections; terrorism indicators, including recent trends in terrorism and stages of terrorism; and behaviors tied to the ISE–SAR Criteria Guidance. The line officer training focuses on understanding the critical role line officers have in the effective implementation of the SAR process.
- BJA also supported the development of a SAR vetting tool to improve the quality and accuracy of SARs and ensure that citizens’ privacy and civil liberties are protected. The tool was selected for honorable mention during the first annual Integrated Justice

Information Systems (IJS) Institute Innovation Awards, held in August 2009 during the National Forum for Criminal Justice and Public Safety.

- At the third annual National Fusion Center Conference in March 2009 in Kansas City, Missouri, sessions included briefs on NSI, implementing a successful SAR process in a fusion center, and identifying behavioral indicators as a precursor to terrorist activities, as well as several discussions on privacy and civil liberties issues.
- BJA’s SAR team also coordinated with RISS and DOJ to establish access to the ISE–SAR Shared Spaces Federated Search Site for Law Enforcement Online (LEO) users utilizing Trusted Broker credentials. This coordination uses the Federated Identity Management pilot, now in its second year; is also interoperable with GFIPM efforts; and has as its goal to have the RISS network (RISSNet), LEO, and the Homeland Security Information Network use the Trusted Broker to authenticate users and thereby provide access to the secure SAR web page.

In July 2009, BJA and the SAR team began working on a comprehensive plan to examine the possibility of expanding NSI from the 12 pilot sites to the 72 state and major urban area fusion centers. In August 2009, efforts began with distribution of an online data call to the state fusion centers in order to identify the technical, functional, management, and fiscal resources needed to support the expansion of NSI. At the conclusion of the Evaluation Environment, a report will provide a comprehensive overview of NSI and the Evaluation Environment from its initial concept to its implementation at each site. The report will include the project overview, lessons learned, and best practices and will be used to further implement NSI at all 72 state and major urban area fusion centers.



## National Information Exchange Model

A partnership between DOJ, DHS, and Global, the National Information Exchange Model (NIEM) initiative is designed to develop, disseminate, and support enterprisewide information exchange standards and processes that can enable jurisdictions and nontraditional justice partners to effectively share critical information in emergency situations and to support the day-to-day operations of agencies throughout the nation. NIEM provides a common vocabulary of agreed-upon terms, definitions, and formats that are independent of how information is stored in individual agency systems and, with the Information Exchange Package Documentation (IEPD) development process, a means to express NIEM information exchange requirements in an implementation-ready format.

During FY 2009, the NIEM Program Management Office (PMO) released NIEM 2.1, driven by the rapid adoption and use of NIEM. All previous exchanges, including the Global Justice XML Data Model, NIEM 1.0, and NIEM 2.0, remain available to support existing exchanges; implementers may migrate to the new version in their own time. NIEM 2.1 incorporates many improvements over the previous model, including new domains such as Maritime; Family Services; and Chemical, Biological, Radiological, and Nuclear. Updates have also been made to existing domains; for example, the Emergency Management domain will further integrate with the Emergency Data Exchange Language messaging standards. This domain will also incorporate the results of a successful BJA-sponsored pilot at the Richmond, Virginia, emergency dispatch center that enabled the reuse of exchanges with private alarm companies. Furthermore, general improvements have been made to all domains,

including harmonization to promote consistency among domains. Additionally, all data elements in the NIEM 2.1 release are now clearly defined, making it easier to find and reuse individual elements in the model.

In FY 2009, the NIEM program held its first-ever large-scale national training event in Baltimore, Maryland. Hundreds of participants representing 21 federal agencies, 32 states, and more than 100 private companies in industry came together to discuss their experiences and break down barriers to information sharing. In conjunction with this event, the NIEM PMO presented the first annual Best of NIEM awards to recognize implementation projects that increased government transparency, improved performance, and enabled civic engagement. The 2009 Best of NIEM honorees included the Federal Emergency Management Agency's Disaster Assistance Improvement Program, the Colorado Integrated Criminal Justice Information System, and Paragon Technology Group for Emergency Operation Center–Interconnectivity.

Case studies that highlight successful implementations of NIEM across government and private industry were another noteworthy focus of the NIEM PMO during FY 2009. These case studies have been posted to the NIEM web site ([www.niem.gov](http://www.niem.gov)) and distributed at key events to help paint a clear picture of what it takes to implement NIEM, as well as to illustrate the value of implementing NIEM.

### *Training*

To support adopting NIEM as a national information-sharing standard, BJA, along with DHS and other partners, funded NIEM training during FY 2009 for state, local, and tribal agencies. Through external support, federal agencies were also able to receive the training, providing a consistent educational foundation for the entire NIEM user community. A total

of 11 NIEM trainings were conducted during the year, which included 8 training sessions for state and local agencies and 3 national training sessions. A total of 252 students received NIEM training during this period, with 142 state, local, and tribal students; 89 federal students; and 21 students from nongovernmental agencies.

For the first time, the classroom-based version of the NIEM “Practical Implementer’s Course” qualified for continuing education units for certifications issued through the International Information Systems Security Certification Consortium and the Institute for Certification of Computing Professionals. Development and delivery of the newly available online course were also completed. Rolled out in November 2008, this course has been attended by 684 students from federal, state, local, tribal, and nongovernmental agencies, as well as students internationally. It enables students from agencies anywhere in the world to learn about NIEM with virtually no incremental cost per student.

### ***NISS Help Desk***

Supported by BJA grant funding, the NISS Help Desk provides support to all organizations, both private and public sector, endeavoring to implement standards-based information-sharing solutions for local, state, tribal, and federal agencies. During FY 2009, the help desk assisted 235 individuals in the resolution of 411 issues. The Help Desk also monitors and supports both the IEPD Clearinghouse ([www.it.ojp.gov/IEPD](http://www.it.ojp.gov/IEPD)), which received 35,889 hits during the past fiscal year, and the NISS Knowledgebase ([www.it.ojp.gov/NISS](http://www.it.ojp.gov/NISS)), which received 11,503 hits last year.

## **Justice Reference Architecture**

In 2004, Global endorsed service-oriented architecture as a recommended strategy for integrating justice information systems. Since that time, GISWG has made significant progress in providing support to local, state, and regional justice organizations by developing the Justice

Reference Architecture (JRA), a framework based on SOA but specifically tuned to the needs of the justice community. During FY 2009, JRA focused on assisting with the adoption of the JRA framework and related standards to enhance information sharing and interoperability of justice partners. GISWG is aware of several states (e.g., Hawaii, Illinois, and Maine) and regional justice organizations that have explicitly adopted JRA for information sharing. Many of these states are leveraging JRA to establish interstate information sharing between their Criminal Justice Information System portals, and several of these states have participated actively in the development of tools and resources for implementing JRA services.

Significant progress has been made on deliverables that support management and policy as well as the implementation of services. For example, service (and JRA) implementation relies on standards that govern the interactions that occur when information sharing takes place. In JRA, this function is performed by a suite of Service Interaction Profiles (SIPs). JRA SIPs delivered this year were Web Services, version 1.2; Reliable Secure Web Services, version 1.0; and ebXML Messaging, version 1.0.

The basic roadmap to guide JRA adoption and measure compliance is the JRA Specification, which was delivered as Working Draft version 1.7 in FY 2009. This resource links all of the products in the JRA catalog and provides demonstrable value by simplifying the process of adopting SOA. Other critical elements of the catalog delivered this year include Information Sharing Enterprise Statement of Participation, version 1.0; Guidelines for Identifying and Designing Services, version 1.0; and Execution Context Guidelines, version 1.0. Several other critical elements are available in working draft versions and will soon be completed, including the JRA Service Specification Guidelines, version 0.9 and the JRA Service Specification Package, version 0.9.

The products listed to this point serve as best practice guidelines for defining and implementing JRA architecture. However, there is also an operational working group related to GISWG but distinct from Global called the Services Task Team, which is responsible for identifying and delivering high-value services that the justice community can immediately and cheaply adopt and reuse. Sponsored by BJA, the Services Task Team is working to finalize a set of reference services that will soon be available, which includes specifications for fusion center reference services such as Terrorist Screening Center Encounter Verification, Inmate Release Information, and Submit Suspicious Activity. It also includes specifications for justice reference services such as Fingerprint Identification and Verification and Arrest Warrant.

The latest information on the current Global JRA release, implementation guidelines, and services specifications is available at [www.it.ojp.gov/GlobalJRA](http://www.it.ojp.gov/GlobalJRA).

## National Motor Vehicle Title Information System

The National Motor Vehicle Title Information System (NMVTIS) is an electronic system designed to help states and law enforcement deter and prevent title fraud and other vehicle-related crimes, protect consumers from fraud and unsafe vehicles, and prevent the resale of stolen vehicles. NMVTIS was created under the Anti-Car Theft Act of 1992, which was reauthorized and amended in 1996, at which point responsibility for NMVTIS was transferred to DOJ. NMVTIS is made available through BJA, which is responsible for oversight of its implementation and operation and works in partnership with the system operator, the American Association of Motor Vehicle Administrators (AAMVA). In September 2009, BJA awarded grants of up to \$100,000 to 12 states to help them implement NMVTIS and comply with federal regulations, and awarded

\$5.7 million to AAMVA to support the full implementation and enhancement of the system.

Effective January 1, 2010, states are required by federal law to report specific titling data to NMVTIS, perform a title verification check before issuing a certificate of title for an out-of-state vehicle, and remit user fees (for FY 2010, DOJ has provided funding to AAMVA to operate NMVTIS; because of this, user fees are obviated in 2010). At the end of 2009, 44 states were involved with NMVTIS at various levels of participation; a map reflecting overall compliance is available at [www.vehiclehistory.gov](http://www.vehiclehistory.gov). Nearly 80 percent of registered vehicles in the United States are represented in the system. A fully participating state provides data to the system and makes title inquiries before issuing new titles. By law, all states must be fully participating by January 1, 2010; DOJ continues to work collaboratively with states to bring them into full compliance.

In March 2009, insurance carriers, junk/salvage yards, and auto recyclers began reporting monthly to NMVTIS an inventory of all junk and salvage automobiles (including those determined to be a total loss) in their possession. Since then, approximately 10 million salvage or total loss records have been received from more than 7,000 insurance carriers, junk yards, salvage yards, and auto recyclers. DOJ is working with AAMVA to provide a variety of reporting mechanisms to allow for flexible and cost-efficient reporting.

NMVTIS is the only publicly available system to which all insurance carriers and all auto recyclers such as junk and salvage yards are required under federal law to report regularly. 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 so they can make an informed car-buying decision. Because federal law requires that NMVTIS be funded,

the cost for a NMVTIS Vehicle History Report is determined by individual service providers. Currently, a report costs \$2–4 if a vehicle identification number (VIN) is in the system.

Law enforcement officers can also access NMVTIS information. In March 2009, the NMVTIS Law Enforcement Access Tool was made available to a test group of approximately 75 users through the RISS secure network. As of April 2009, information available in the tool includes NMVTIS Central File Data, the National Insurance Crime Bureau (NICB) Flood Damage Database, the NICB Counterfeit and Known Clone Database, the Mexican Stolen Vehicle Database, and a VIN Analyzer. DOJ plans to

include access to the National Crime Information Center auto theft file and to continue to make the NMVTIS Law Enforcement Access Tool available to the greater law enforcement community.

## Regional Information Sharing Systems

RISS links local, state, federal, and tribal law enforcement agencies throughout the country, providing secure but unclassified (SBU) electronic communications and information-sharing resources to combat crime and terrorist threats that span multijurisdictional, multistate, and sometimes international boundaries. The secure network used by RISS, called RISSNet, provides a robust communication backbone and infrastructure connecting 95 local, state, federal, and regional systems and serving more than 8,300 law enforcement and criminal justice agencies from all levels of government. More than 91,000 access officers representing hundreds of thousands of law enforcement officers from member agencies can access the databases of six regional RISS centers and other intelligence systems from a single query. In FY 2009, RISSNet enabled member agencies to make more than 2.7 million inquiries to the RISS criminal intelligence databases (with more than 3.4 million records), resulting in 238,480 hits.

RISS also provides vital services other than the sharing of data, including analytical, training, and investigative equipment loans. During FY 2009, RISS delivered more than 37,000 analytical products and responded to more than 94,000 requests for records research assistance. More than 67,000 attendees participated in RISS-sponsored information-sharing conferences and specialized training sessions, field staff conducted more than 28,800 onsite visits, and the RISS centers loaned out 5,458 pieces of investigative equipment.

## SUCCESS STORIES

### RISS Gang Tattoo Database Leads to Suspect's Arrest

During the RISSGang presentation at the ROCIC Spring Gang Conference in Fort Smith, Arkansas, a detective with the police department in Russellville, Arkansas, and other officers realized the value of creating a shared database of tattoos discovered on suspected gang members with whom they came in contact. To that end, they enlisted the assistance and cooperation of the Juvenile Probation Office. The detective had been investigating an aggravated robbery in which the suspect wore a prominent gang tattoo on the front side of his neck, and mentioned to one of the probation officers that these cases are the type that might be cleared through a gang tattoo database. After hearing the tattoo's description, the probation officer said that he had a juvenile on probation with that exact type of tattoo. Further investigation by the detective resulted in the positive identification of this juvenile as the suspect in the armed robbery, and his arrest soon followed.

RISS has also used information sharing to improve officer safety. For example, RISSafe, a national deconfliction system, allows for the controlled and secured monitoring of law enforcement operations (e.g., raids, controlled buys, and surveillances) and alerts affected agencies and officers of potential conflicts. Deployed in four of the six RISS regions, RISSafe works with mapping software to verify and plot data provided by officers to 1 of the 10 currently operational RISSafe Watch Centers. Officers require no criminal predicate to post an operation and may enter any additional information along with their event data to be relayed to intelligence staff at a RISSafe Watch Center.

## National Criminal Intelligence Resource Center

The National Criminal Intelligence Resource Center (NCIRC) project is funded by BJA to be a secure web portal providing a “one-stop shop” for local, state, tribal, and federal law enforcement to access informational and sample materials regarding best practices, guidelines, training, technology, and legislative updates related to criminal intelligence. In addition, an interactive map provides users with contact information for fusion centers and intelligence units nationwide. The site is not intended to be a platform for sharing intelligence information itself, but rather a location for finding information about law enforcement intelligence operations and practices.

During FY 2009, NCIRC accomplished something unequalled in information-sharing practices—it became the first resource accessible via three different SBU portals: the FBI’s LEO, DHS’s Homeland Security Information Network Intel, and RISS. Users from each of these SBU portals can use their access secure portal account and traverse to the NCIRC secure portal for the

resources available there without needing to log in again. During FY 2009, NCIRC also became the direct access point for two national projects: the NSI search tool and the 28 C.F.R. Part 23 online training course.

## Public Safety Data Interoperability

The Public Safety Data Interoperability (PSDI) project is a partnership among BJA, the IJIS Institute, and the Association of Public-Safety Communications Officials–International to improve the real-time data information-sharing capabilities between law enforcement and the emergency first responder community by using common standards and guidelines, including NIEM. The project brings together diverse interests; PSDI steering committee members represent emergency communications centers, law enforcement agencies, fire service agencies, emergency medical service (EMS) providers, emergency management agencies, transportation agencies, and the public safety technology industry.

During FY 2009, the PSDI project produced several important deliverables:

- *The Guide to Information Sharing and Data Interoperability for Local Communication Centers* (available at [www.ijis.org/\\_programs/public\\_safety.html](http://www.ijis.org/_programs/public_safety.html)) discusses topics such as achieving data interoperability, important technical concepts, project scope, governance, funding, and the selection of team members and technology providers.
- *Priority Data Exchanges for Local Communication Centers* (available at [www.ijis.org/\\_programs/public\\_safety.html](http://www.ijis.org/_programs/public_safety.html)) provides an overview of 59 discrete, high-value information exchanges that are relevant to public safety communications centers. Each overview includes a high-level case scenario,



## SUCCESS STORIES

### NW3C Training Sharpens Officer's Cybercrime Investigation Skills

A deputy with the Kanawha County Sheriff's Office in Charleston, West Virginia, who had been trained by NW3C instructors, was asked to help investigate an individual suspected of downloading child pornography. Two other detectives had scanned the suspect's computer using standard imaging programs and declared that the suspect had not downloaded any child pornography. The Kanawha County deputy used NW3C's TUX4N6™ program—a user-friendly, Linux-based, forensically sound, digital evidence collection and onsite preview tool designed for first responders and investigators—and located a cache file in the user's application data directory that proved, in fact, that child pornography did exist on that computer. Without NW3C's software and training, no probable cause would have been established and the computer would have been returned to the suspect.

sample business rules, and other basic metrics of an exchange. Communications center directors and other planners may use this document to assess the current strengths, weaknesses, and growth potential of their facilities. In addition, because many of the exchanges are not yet in use, or in wide use, directors and planners can use this document to understand emerging trends in data interoperability and to plan for future growth.

- The External Alarm Interface Exchange (EAIE) format was upgraded from the Global Justice XML Data Model to NIEM, and in the

process became one of the first public safety data exchanges to be an official American National Standards Institute certified standard. EAIE applies to information transmission between an alarm monitoring company and a Public Safety Answering Point. The first two jurisdictions to implement this data exchange—the City of Richmond and York County, Virginia—have both realized fewer phone calls to the communications centers, increased accuracy, and (most importantly) a 2–3 minute reduction in response time to alarm calls. For its implementation of EAIE, the City of Richmond won awards such as the American City & County Crown Community Award, the Digital Government Achievement Award, and the IJIS Institute Innovation Award.

Currently, the PSDI project is considering the Law Enforcement Information Technology Standards Council as a potential collaborator in developing computer-aided dispatch (CAD) functional standards. CAD systems are being used increasingly by law enforcement and public safety agencies; the PSDI project plans to analyze how to include the CAD needs of fire departments and EMS providers in the next version of the CAD functional specification.

### Economic, Electronic, and High-Tech Crime

In 2008, BJA provided funding for the National White Collar Crime Center ([www.nw3c.org](http://www.nw3c.org)) to provide TTA in all areas of electronic, economic, and cybercrime investigation and prosecution to state, local, and tribal law enforcement agencies, prosecutors, and state regulatory authorities. NW3C staff also offer either analytical services or investigatory database access to valuable information hosted by third parties. Many of these services would not have been available without BJA funding.

During FY 2009, NW3C trained more than 8,500 students in one or more cybercrime and financial crime courses and held several educational events and seminars for more than 500 attendees representing criminal justice agencies throughout the world. More than 6,900 training products were distributed through NW3C's web sites and individual requests, with investigative support staff conducting 20,462 public database searches in response to these individual requests and producing 1,021 analytical products for member agencies.

NW3C also hosts the Internet Crime Complaint Center (IC3), a cooperative effort among the FBI, NW3C, and BJA. IC3's public web site, [www.ic3.gov](http://www.ic3.gov), allows visitors to submit complaints about Internet-based crimes in which they have been victimized; in FY 2009, the web site received 327,251 complaints. IC3 analysts review complaints and link cases involving the same suspect. The web site also provides information to state and local law enforcement agencies for followup.

## SUCCESS STORIES

### **IC3-Initiated Investigation Leads to Multiple Charges**

Three North Carolina residents were charged by the Alamance County Sheriff's Department and the Mebane Police Department with conducting a fraudulent check scam using the Craigslist.org web site. An IC3 analyst initiated the investigation by advising agencies of the complaints entered into IC3. Alleged victims from the United States and Canada who had been selling items on the web site were defrauded through an elaborate counterfeit check scam that involved several major corporations with international ties. The charges included 50 counts of forgery of an endorsement, 50 counts of forgery of an instrument, 5 counts of feloniously accessing of a computer, 10 counts of common law forgery, and 19 counts of third-degree sexual exploitation of a minor.





## CHAPTER 11

# HONORING AMERICA'S PUBLIC SAFETY OFFICERS

**T**hroughout 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 owes officers, and their families, a tremendous debt of gratitude and is highly honored to administer the following programs recognizing America's public safety heroes and their selfless and unwavering dedication to their communities nationwide.

### Public Safety Officers' Benefits Program

Enacted in 1976, 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. A unique partnership effort of DOJ; local, state, and federal public safety agencies; and national organizations, the PSOB Program:

- Assists in the recruitment and retention of qualified public safety officers.
- Establishes the value communities place on contributions from those who are willing to serve their communities in dangerous circumstances.

- Offers peace of mind to men and women who are seeking careers in public safety.

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*I can never in a million words convey our thanks to all of you and the love, concern and hard work that was put into the effort to make this possible for our family to receive the PSOB benefit . . . . We are thankful for the programs out there to help pick up the pieces of our broken hearts and hold them in your hands as you glue them back together and help us to move on.*

The PSOB Office is responsible for reviewing nearly 700 death, disability, and education claims submitted each year. It also collaborates with national firefighter, law enforcement, and first responder groups to provide a wide range of PSOB TTA resources through conferences, seminars, and printed materials such as the *PSOB Information Kit*, offering vital information and support to survivors and agencies of America's fallen public safety officers. In FY 2009, the PSOB Office received a total of 334 new death claims for public safety officer deaths and 63 new disability claims for disabled public safety officers. By September 30, 2009, 119 (more than 35 percent) of the death claims filed in FY 2009 had been investigated and closed—105 of which were approved. Also in FY 2009, 36 disability claims were approved,

## SUCCESS STORIES

### PSOB: On the Front Lines

The PSOB Office reviews hundreds of claims each year for fallen officers, and wants all law enforcement officers, firefighters, and first responders to know that PSOB Cares, and implores all public safety officers to:

**C**ontinue to remain ever alert in their vital work of protecting and serving communities nationwide.

**A**lways practice the safety skills they learned to increase the likelihood of keeping themselves and colleagues out of harm's way.

**R**emember to take those extra moments to check their body armor and other equipment.

**E**xercise regularly to reduce stress and stay healthy for their loved ones for years to come.

**S**hould tragedy strike, be there for a fallen officer's loved ones by contacting the PSOB Office at 888-744-6513 or [www.psob.gov](http://www.psob.gov).

with benefits paid to officers found to be catastrophically injured in the line of duty.

### Public Safety Officer Medal of Valor

The Public Safety Officer Medal of Valor is the highest national award for valor by a public safety officer, presented by the President for extraordinary sacrifice and service above and beyond the call of duty. Each year, the Medal of Valor Review Board may recommend up to five individuals or groups for awards, but in extraordinary circumstances, the Attorney General may increase the number of recipients in a given year.

In FY 2009, the Medal of Valor program charter was renewed, with changes that reference recordkeeping procedures and the Designated Federal Official's role (overseeing day-to-day operations), and that also incorporate new bylaws. The Medal of Valor Review Board is scheduled to meet in October 2009 to review applications and make its recommendations for 2008-2009 recipients, and the awards ceremony is anticipated for FY 2010. For more information about the Public Safety Officer Medal of Valor program, go to [www.ojp.usdoj.gov/medalofvalor/welcome.html](http://www.ojp.usdoj.gov/medalofvalor/welcome.html).

## CHAPTER 12

# BUILDING CAPACITY

**B**JA provides support for TTA, knowledge management, performance measurement, innovative law enforcement initiatives, and enhancing justice information-sharing partnerships.

### Training and Technical Assistance Coordination

One vital way that BJA fulfills its mission to improve the nation's criminal justice system is through TTA programs. This unique strategy directly enhances the capacity of individual local, state, and tribal criminal justice agencies to address the challenges they face by providing information on best practices, access to experts on a particular subject, training in the latest technology and on emerging topics, and support for strategic planning, program sustainability, and program evaluation.

At the core of BJA's TTA program is the coordination of services provided by the National Training and Technical Assistance Center (NTTAC), not only for BJA grantees but also for local, state, or tribal organizations or agencies seeking information or assistance. In FY 2009, BJA awarded Fox Valley Technical College \$750,000 to begin developing this center. Examples of services provided in FY 2009 include:

- Providing training to a Police Peer Support Team to assist officers who handle the aftermath of critical incidents; providing the course "First Responders to Critical Incidents."
- Providing a scholarship to help an individual attend a Tribal Probation Academy.
- Providing experts to present strategies on alcohol and substance abuse prevention and treatment at a statewide strategic planning session, with the goals of developing and implementing residential substance abuse programs in state and local correctional and detention facilities.
- Funding travel and lodging costs for individuals from two separate jurisdictions to observe a program in another jurisdiction that they were interested in replicating in their own jurisdictions.

This last example, known as a peer-to-peer site visit, is a cost-effective way to share information about model or demonstration programs with other regions or jurisdictions that then implement these programs at their own cost, thereby building the capacity of courts, corrections, and law enforcement throughout the nation. During this initial year of operation, assessment of services has been limited to evaluations completed by participants. These

## SUCCESS STORIES

### **NTTAC Helps Oregon Adopt Hawaii's HOPE Program**

BJA's National Training and Technical Assistance Center (NTTAC) provides services to practitioners whose needs cannot always be met by existing training and technical assistance providers. In this way, BJA can fill the gaps between programs and find individualized solutions to unique challenges. During FY 2009, NTTAC facilitated a peer-to-peer session for a judge, a deputy district attorney, and the assistant director of a county probation department from Oregon who were taking a close look at Hawaii's Opportunity Probation with Enforcement (HOPE) program, with the intent of setting up a similar program in their own jurisdiction. The HOPE court program identifies high-risk probationers and deters them from using drugs and committing crimes with frequent and random drug tests backed up by swift, certain, and short jail stays. Research has shown that HOPE probationers are significantly less likely to commit a crime, use drugs, and have their probation revoked.

The Oregon judge summed up the practical result of the trip in these words: "I can say with certainty that without the assistance provided during our Hawaii trip, we could not now be very close to successfully implementing this type of court in our jurisdiction."

assessments show that participants have found the services provided to be useful in their professional development or to have increased their knowledge and ability to develop new approaches to a problem.

In FY 2010, NTTAC will develop a web site to further its outreach to the country's criminal

justice community and will increase its coordination with BJA's TTA providers.

### **Knowledge Management**

The goal of BJA's knowledge management program is to collect and analyze research and evaluation information, identify BJA program successes, provide evidence to inform BJA programs and policies, and prepare information and findings to share within BJA and OJP and with the criminal justice community at large. To accomplish this goal, BJA's knowledge management team is responsible for developing policies and processes for the efficient capture of relevant information, evidence, and research content across the entire spectrum of criminal justice issues. BJA's knowledge management program strives to implement the best practices of program review, assessment, and evaluation. Long-range planning and analysis of new agency programs for which precedents are scarce or nonexistent are important components of this function. Moreover, BJA's knowledge management team works with BJS, NIJ, and OJJDP, as well as other federal partners, to obtain the latest data and research results on a wide range of criminal justice and public safety policy areas. To assist in this effort to use data and evidence to support program development, BJA awarded a grant for \$241,196 to the Justice Research and Statistics Association in 2009.

An example of BJA's knowledge management team's FY 2009 efforts was the establishment of an ongoing working group to coordinate OJP's efforts to provide funding for correctional programming. This enhanced coordination will continue into FY 2010; in addition, a focus group on "Research to Practice" will be convened comprising researchers and practitioners who will discuss the successes and barriers of implementing research- or evidence-based models in the field. BJA's knowledge management team also will continue to create

logic models to inform programming, planning, and policy development; work toward increasing BJA grantees' capacity to collect performance measures data, analyze these data, and "tell their story" using their performance measure information; and continue to meet with federal, state, and local research and program partners to discuss research, evaluation, performance measures, and evidence-based practices.

## Performance Measurement

Capturing performance data is critical to program planning and success. BJA uses performance measurement data not only for internal program management, but also to communicate the value of programs externally to constituents—e.g., the criminal justice field, the Attorney General, and the Office of Management and Budget (OMB). Because timely data enable BJA to make course corrections midway through a program, in FY 2009 BJA migrated most programs from a semiannual reporting cycle to a quarterly one.

To increase capacity to collect performance measure data, BJA expanded the use of its Performance Measurement Tool (PMT), an automated online system piloted in 2008; 11 grant programs reported in the PMT in FY 2009. BJA trained thousands of grantees on the use of PMT at in-person grantee conferences and through conference calls and webinars. A user-friendly system, PMT allows grantees to view only the measures relevant to their activities and to create summaries of their results and compare them to national aggregates.

In addition to expanding its own performance measurement capacity, BJA supported grantees under the Recovery Act, who were required to report Section 1512 data in OMB's online reporting system ([www.federalreporting.gov](http://www.federalreporting.gov)). BJA's staff kept abreast of the guidance for

those reporting requirements and disseminated information to the grantee population.

BJA also convened a focus group to revise JAG Program performance measures. BJA published the draft revisions for review and comments from existing and prospective grantees and the Office of the Inspector General. It then pilot tested the revisions at in-person sessions moderated by the Delaware and Maryland State Administering Agencies. PMT will receive quarterly data based on these revised measures, allowing BJA to determine in greater detail how grantees are using JAG funds.

Lastly, in FY 2009, TTA grantees began reporting in the PMT sister system, called the Training and Technical Assistance Reporting System (TTARS). This system not only collects numerical totals of events and products, but also captures activities on a calendar to publicize them to the larger criminal justice community. TTARS will continue to develop with PMT so that both systems become more integrated in 2010.

## Law Enforcement Programs

### *Smaller Police Departments Technical Assistance Program*

The IACP Smaller Police Departments Technical Assistance Program works with state associations of chiefs of police, training academies, and other law enforcement agencies to provide administrative and leadership training for law enforcement executives and command staff serving populations of 50,000 or fewer (constituting more than 85 percent of all U.S. police departments, or 15,518 agencies). The program's primary goal is to provide assistance, support, practical training tools, and connections to other executives from the state, region, and nation to improve the professional development of police executives from smaller departments and ensure that their services match community needs.

FY 2009 efforts brought the following results:

- More than 7,000 police agencies received an electronic copy of the program's quarterly newsletter, *Big Ideas for Smaller Police Departments*.
- Direct training was provided to 3,042 executives and command staff through the program.
- The program's web site received more than 40,000 hits.
- The New Police Chief Mentoring Project improved its outreach to new chiefs by more than 30 percent, serving more than 100 new chiefs.
- Program staff coordinated and program participants were involved in the IACP National Policy Summit on Police Response to Persons with Mental Illness.
- A best practices guide—*Predicting and Surviving a No-Confidence Vote*—was published and disseminated electronically to thousands of practitioners.

In FY 2010, this program will provide local law enforcement with online reference materials that provide leadership guidance—particularly for newer executives—and other forms of training, technical assistance, and support. For more information, go to [www.iacpsmallerdepts.org](http://www.iacpsmallerdepts.org).

### ***Regional Community Policing Institute Training Program***

The Missouri Regional Community Policing Institute (RCPI), hosted by Missouri Western University, received an award in FY 2007 to provide BJA-developed training through a one-stop national delivery mechanism. The Missouri RCPI has partnered with 19 other RCPIs to deliver five courses nationwide: "Gangs 101," "Counter Terrorism Awareness," "Campus Crime Prevention Officer Training," Franklin Covey's "7 Habits of Highly Effective People® for

Law Enforcement™," and "Human Judgment Interference Factors in Law Enforcement."

Additionally, the Missouri RCPI developed other partnerships to assist in the national delivery of BJA training, including the BJA-funded RISS centers and regional offices of the High Intensity Drug Trafficking Areas program.

Training data reported to BJA's TTARS indicate that 158 officers representing 100 agencies attended the campus crime prevention training; 774 trainees from 289 agencies attended the counter-terrorism awareness training; 346 attendees from 143 agencies attended the gang training; and 24 participants attended the pilot of the "Introduction to Human Judgment Interference Factors in Law Enforcement" training. This last curriculum, under further enhancement, has great potential to strengthen law enforcement's ability to reduce human error in policing, thereby increasing officer and citizen safety as well as public trust in the police.

For more information on this project, go to [www.missouriwestern.edu/rcpi](http://www.missouriwestern.edu/rcpi).

### ***Franklin Covey's 7 Habits of Highly Effective People® for Law Enforcement™***

In FY 2009, through a BJA grant awarded in FY 2007, the Carolinas Institute for Community Policing (CICP) hosted and provided materials for a 2½-day Franklin Covey "7 Habits of Highly Effective People® for Law Enforcement™" train-the-trainer program in Greenville, South Carolina. As a result, 19 participants earned certification as Franklin Covey consultants and now deliver training throughout the nation. This training creates an interactive experience for law enforcement professionals seeking to improve their personal lives and job performance. Line personnel, supervisors, and executives can immediately apply the knowledge and skills they learned in this workshop. CICP also coordinated and completed 49 3-day training workshops with 1,181 participants and 6 1-day training workshops with 284 participants.



In FY 2010, CICP will continue to plan and coordinate train-the-trainer and national workshops to serve the needs of the law enforcement community. For more information, go to [www.cicp.org](http://www.cicp.org).

### ***Discover Policing***

In 2008, IACP and BJA partnered to launch the nationwide Discover Policing initiative and its cornerstone web site, [DiscoverPolicing.org](http://DiscoverPolicing.org), to attract a broad and diverse audience of people interested in entering into police service by clearly and accurately portraying law enforcement careers. Law enforcement agencies with position openings can post job listings and application information on the Discover Policing web site. Persons seeking positions in law enforcement can also post their résumés for prospective employers to review. The Discover Policing web site has robust search capabilities, which allow users to narrow their search by state or type of position. During FY 2009, more than 700 employers registered with the Discover Policing web site, with an average of 70 new jobs posted each month. More than 2,000 job seekers registered with the site to receive automated e-mails each time a new job is posted on the site, which averages 10,000 unique visitors and 3,500 returning visitors each month. The country's largest law enforcement agency, the New York City Police Department, is using Discover Policing to advertise openings within its agency, and the U.S. Army has civilian law enforcement positions listed on the site.

In February 2009, the Discover Policing web site was recognized by the Interactive Media Group as "most outstanding" in the "Recruitment" class. In FY 2010, IACP will continue to expand the Discover Policing initiative, thereby enhancing capacity and promoting successful recruitment in law enforcement collectively and in its component agencies individually. To achieve this goal, IACP will make the web site content increasingly interactive, introduce a

multifaceted public awareness campaign, and expand its use by hiring agencies.

### ***Law Enforcement Leadership Initiative***

In 2005, BJA initiated development of the Law Enforcement Leadership Initiative (LELI), with a pledge from key law enforcement membership organizations to assist in identifying the core competencies that the next generation of law enforcement leaders will need. The first step of LELI was to conduct an extensive review of core competencies from other disciplines through an extensive literature survey. In addition, LELI undertook a competencies needs assessment to affirm the focus of the core competencies for law enforcement officers and leaders. This approach culminated with the development of a model curriculum for educating those individuals who are emerging as law enforcement leaders. LELI represents the first examination of core law enforcement leadership needs since the 1970s. The LELI report is in the final phase of review and, when published, will be available electronically on the BJA web site.

A second phase of BJA's examination of law enforcement is being conducted by St. Petersburg College, Florida, and the Police Executive Research Forum, Washington, D.C. These new projects will work from the core competencies of the LELI effort and specifically address the development of new law enforcement leaders.

### ***Resource Center for Rural Agencies***

During FY 2008, BJA partnered with the National Sheriffs' Association (NSA) to fund the Resource Center on Intergovernmental Contract Law Enforcement Services. When completed, this project will allow law enforcement executives and small town government officials to access a national electronic database containing toolkits and how-to manuals on intergovernmental contract services; academic and practitioner analyses on the advantages and

challenges for sheriffs' offices and municipalities in these contracts; and contact information for experts who can offer policy guidance, conduct needs assessments, and review contracts.

During FY 2009, NSA began implementing the project and hired a project director to research and obtain resource materials for the center and to review the résumés and qualifications of potential experts. An article about the project appeared in the May/June 2009 issue of *Sheriff* magazine, and a notice and request for experts and resource materials regularly appeared in NSA's monthly e-newsletter. In September 2009, NSA launched the center at [www.sheriffs.org/programs/ContractLawEnforcementServices.asp](http://www.sheriffs.org/programs/ContractLawEnforcementServices.asp). Although center development will continue in 2010, the site currently provides contact information for submitting resource materials and applying to be an expert.

## Judicial Training

With funding provided by BJA, the National Judicial College (NJC) provides judges and court personnel with the opportunity to enhance their judicial skills through courses and programs designed specifically to meet their needs. Scholarships are provided to some participants to allow judges to attend these courses who otherwise would not have this opportunity, given the constraints of local and state budgets. From January 1, 2009 through June 30, 2009, NJC awarded 96 scholarships for judges and court personnel to attend NJC programs. The judges came from 29 different states and Puerto Rico. The courses that are eligible for this funding assistance are designed to help judges improve their proficiency and productivity. The following courses are among those offered: "Advanced Evidence," "Advanced Judicial Writing," "Ethics and Judging: Reaching Higher Ground: A Web-Based Course," and "Selected Criminal Evidence Issues: A Web-Based Course." For more information, go to [www.judges.org](http://www.judges.org).

## Justice Information Sharing Programs

### *Fusion Center Technology Technical Assistance Program*

The Fusion Center Technology Technical Assistance Program, a component of the DHS/DOJ Fusion Process Technical Assistance Program, promotes the establishment of a network of fusion centers to facilitate effective nationwide information sharing. The program also equips fusion center staff with knowledge of relevant technologies and provides information about the technology available, best practices for using it, and general support of fusion center operations.

During FY 2009, with BJA as a primary partner, this program addressed on several levels the needs of fusion centers for technological support. In January 2009, the National Fusion Technology Workshop was held in Kansas City, Missouri. This 2-day workshop brought together fusion center technologists to showcase technology currently available, share best practices, and facilitate roundtable discussions. It also provided valuable guidance, tools, and resources for fusion centers on how to develop and refine technology with the goal of implementing the *Baseline Capabilities for State and Major Urban Area Fusion Centers*. In September 2009, TA was delivered in Latham, New York. This TA focused on the New York State Intelligence Center's Criminal Intelligence and Analysis System, which requested a review of the system for compliance with 28 C.F.R. Part 23. Privacy experts and the program partners who reviewed the system made several recommendations for improving the center's information-sharing data capabilities.

In addition to onsite TA for fusion centers, program partners hosted various telephone conferences and webinars to engage fusion center technologists on various topics of interest.

A working group of experts also was established to participate in projects related to technology within fusion centers, including identifying requirements, tools, and implementation efforts.

### ***National Fusion Center Coordination Group***

Composed of representatives of the Information Sharing Council, relevant federal agencies (including BJA), state and major urban area fusion centers, and the Criminal Intelligence Coordinating Council (CICC), the National Fusion Center Coordination Group (NFCCG) is charged with actively guiding and coordinating the development of fusion center capabilities to maximize interoperability on a national basis and within the Information Sharing Environment for the prevention of terrorist acts. NFCCG conducts a monthly (or as needed) conference call as well as quarterly (or as needed) offsite meetings. Participants discuss fusion center-related issues, including planning for the regional fusion center meetings and other issues regarding the national fusion center initiative. One NFCCG offsite meeting was held during 2009. A joint 2-day meeting of the NFCCG, CICC, and the IACP Homeland Security Committee was held in April 2009 in Atlantic City, New Jersey, to discuss common issues and develop a plan of action for future priorities in information sharing at fusion centers. Fifty representatives from local, state, federal, and private agencies attended the event.

### ***Senior Level Inter-Agency Advisory Group***

The Senior Level Inter-Agency Advisory Group (SLIAG) was established to ensure effective and immediate implementation of Presidential Guideline 2, which focuses on developing a common framework for sharing information among executive departments and agencies and state, local, and tribal governments; law enforcement agencies; and the private sector. SLIAG membership includes DHS,

the Department of Defense, DOJ (including BJA), the FBI, the Department of the Interior, the Department of Energy, the Office of the Director of National Intelligence (ODNI), the Central Intelligence Agency, and the National Counterterrorism Center. BJA has not only participated as a member of SLIAG, but has also provided presentations to the group, including an overview of fusion center privacy-related efforts and the Nationwide Suspicious Activity Reporting Initiative.

### ***National Fusion Center Annual Conference***

The third annual Nationwide Fusion Center Conference (NFCC), sponsored by DHS, BJA, DOJ's Global, FBI, ODNI, and the Office of the Program Manager for the Information Sharing Environment was held in March 2009 in Kansas City, Missouri. NFCC is a key mechanism for fusion centers to receive TTA and other support services to achieve a baseline level of capability as identified in the *Baseline Capabilities for State and Major Urban Area Fusion Centers*. These services assist fusion centers in meeting the goals identified in the *National Strategy for Information Sharing*. This conference covered a variety of topics, including funding and sustainability, privacy, achieving the baseline capabilities, suspicious activity reporting projects, threats/alerts/warnings, security, and TTA. A meeting was held prior to NFCC to enable fusion center directors to network and to discuss the 2009 baseline capabilities priorities for fusion centers, the importance of a privacy policy, and the methods for developing baseline capabilities. Several high-level presentations covered topics such as the current state of terrorism, the development of fusion center communications plans, and sustainment efforts.

During the latter part of 2009, logistical support began for the fourth annual NFCC to be held in New Orleans, Louisiana, in February 2010, where more than 900 participants are expected.



# ACRONYMS AND ABBREVIATIONS

<b>AAMVA</b>	American Association of Motor Vehicle Administrators	<b>CICC</b>	Criminal Intelligence Coordinating Council
<b>AOC</b>	Administrative Office of the Court	<b>CICP</b>	Carolinas Institute for Community Policing
<b>APPA</b>	American Probation and Parole Association	<b>CMHS</b>	Center for Mental Health Services
<b>ARLE</b>	Assistance to Rural Law Enforcement to Combat Crime and Drugs	<b>COOP</b>	continuity of operations plan
<b>AU</b>	American University	<b>COPS</b>	Office of Community Oriented Policing Services
<b>B3S</b>	Be Safe and Sound in School	<b>CSAT</b>	Center for Substance Abuse and Treatment
<b>BJA</b>	Bureau of Justice Assistance	<b>CSC</b>	Celebrate Safe Communities
<b>BJS</b>	Bureau of Justice Statistics	<b>CSP</b>	Baltimore City Community Services Program
<b>BVP</b>	Bulletproof Vest Partnership Program	<b>CURES</b>	Controlled Substances Utilization Review and Evaluation System
<b>CAD</b>	computer-aided dispatch	<b>DEC</b>	drug-endangered children
<b>CAT</b>	Communities Against Terror	<b>DHS</b>	U.S. Department of Homeland Security
<b>CCLI</b>	Capital Case Litigation Initiative	<b>DMI</b>	Drug Market Intervention Initiative
<b>CCTAP</b>	Criminal Courts Technical Assistance Project	<b>DOJ</b>	U.S. Department of Justice
<b>CentTF</b>	Center for Task Force Training	<b>DOL</b>	U.S. Department of Labor
<b>CEPP</b>	Center for Effective Public Policy	<b>EAIE</b>	External Alarm Interface Exchange
<b>C.F.R.</b>	Code of Federal Regulations	<b>EMS</b>	emergency medical service
<b>CFTL</b>	Correctional Facilities on Tribal Lands		

<b>FBI</b>	Federal Bureau of Investigation	<b>JAG</b>	Edward Byrne Memorial Justice Assistance Grant
<b>FY</b>	fiscal year	<b>JMHCP</b>	Justice and Mental Health Collaboration Program
<b>GAC</b>	Global Advisory Committee	<b>JMI</b>	Justice Management Institute
<b>GFIPM</b>	Global Federated Identity and Privilege Management	<b>JRA</b>	Justice Reference Architecture
<b>GISWG</b>	Global Infrastructure/Standards Working Group	<b>JSG</b>	Justice Solutions Group
<b>GIWG</b>	Global Intelligence Working Group	<b>LEIC</b>	Law Enforcement Innovation Center
<b>Global</b>	Global Justice Information Sharing Initiative	<b>LELI</b>	Law Enforcement Leadership Initiative
<b>GPIQWG</b>	Global Privacy and Information Quality Working Group	<b>LEO</b>	Law Enforcement Online
<b>G.R.E.A.T.</b>	Gang Resistance Education And Training	<b>MSU</b>	Michigan State University
<b>GSWG</b>	Global Security Working Group	<b>NAB</b>	National Association of Broadcasters
<b>HIDTA</b>	High-Intensity Drug Trafficking Area	<b>NACDL</b>	National Association of Criminal Defense Lawyers
<b>HRPDMP</b>	Harold Rogers Prescription Drug Monitoring Program	<b>NADEC</b>	National Alliance for Drug Endangered Children
<b>IACP</b>	International Association of Chiefs of Police	<b>NBPI</b>	Northern Border Prosecution Initiative
<b>IASAP</b>	Indian Alcohol and Substance Abuse Program	<b>NCIRC</b>	National Criminal Intelligence Resource Center
<b>IC3</b>	Internet Crime Complaint Center	<b>NCPC</b>	National Crime Prevention Council
<b>IEPD</b>	Information Exchange Package Document	<b>NDAA</b>	National District Attorneys Association
<b>IIR</b>	Institute for Intergovernmental Research	<b>NFA</b>	National Forensic Academy
<b>IJIS</b>	Integrated Justice Information Systems	<b>NFCC</b>	National Fusion Center Annual Conference
<b>ILP</b>	intelligence-led policing	<b>NFCCG</b>	National Fusion Center Coordination Group
<b>INSPECT</b>	Indiana Scheduled Prescription Electronic Collection and Tracking	<b>NFSI</b>	National Forensic Science Institute
<b>IPSP</b>	Institute for Public Safety Partnerships	<b>NFSTC</b>	National Forensic Science Technology Center
<b>ISE</b>	Information Sharing Environment	<b>NGA</b>	National Governors Association
		<b>NGC</b>	National Gang Center

<b>NIC</b>	National Institute of Corrections	<b>PSA</b>	public service announcement
<b>NICB</b>	National Insurance Crime Bureau	<b>PSDI</b>	Public Safety Data Interoperability
<b>NIEM</b>	National Information Exchange Model	<b>PSN</b>	Project Safe Neighborhoods
<b>NIJ</b>	National Institute of Justice	<b>PSOB</b>	Public Safety Officers' Benefits Program
<b>NISS</b>	National Information Sharing Standards	<b>RA</b>	Recovery Act
<b>NJC</b>	National Judicial College	<b>RCPI</b>	Regional Community Policing Initiative
<b>NMVTIS</b>	National Motor Vehicle Title Information System	<b>RISS</b>	Regional Information Sharing Systems
<b>NPD</b>	National Preparedness Directorate	<b>RSAT</b>	Residential Substance Abuse Treatment for State Prisoners
<b>NSA</b>	National Sheriffs' Association	<b>SAR</b>	Suspicious Activity Reporting
<b>NSI</b>	Nationwide SAR Initiative	<b>SAVIN</b>	Statewide Automated Victim Information and Notification
<b>NTTAC</b>	National Training and Technical Assistance Center	<b>SBU</b>	secure but unclassified
<b>NW3C</b>	National White Collar Crime Center	<b>SCAAP</b>	State Criminal Alien Assistance Program
<b>ODNI</b>	Office of the Director of National Intelligence	<b>SEARCH</b>	National Consortium for Justice Information and Statistics
<b>OIG</b>	Office of the Inspector General	<b>SIPs</b>	Service Interaction Profiles
<b>OJJDP</b>	Office of Juvenile Justice and Delinquency Prevention	<b>SLATT®</b>	State and Local Anti-Terrorism Training
<b>OJP</b>	Office of Justice Programs	<b>SLIAG</b>	Senior Level Inter-Agency Advisory Group
<b>OVC</b>	Office for Victims of Crime	<b>SOA</b>	Service-Oriented Architecture
<b>PCU</b>	Personal Crimes Unit	<b>SPI</b>	Smart Policing Initiative
<b>PDMP</b>	prescription drug monitoring program	<b>SWBPI</b>	Southwest Border Prosecution Initiative
<b>PERF</b>	Police Executive Research Forum	<b>TA</b>	technical assistance
<b>PM-ISE</b>	Program Manager for the Information Sharing Environment	<b>TCAP</b>	Tribal Courts Assistance Program
<b>PMIX</b>	PDMP Information Exchange	<b>TTA</b>	training and technical assistance
<b>PMO</b>	Program Management Office	<b>TTAC</b>	Training and Technical Assistance Center
<b>PMT</b>	Performance Measurement Tool		
<b>PRI</b>	Prisoner Reentry Initiative		



<b>TVCI</b>	Targeting Violent Crime Initiative	<b>VIP</b>	Violence Intervention Project
<b>UI</b>	Urban Institute	<b>VIPS</b>	Volunteers in Police Service
<b>UT</b>	University of Tennessee	<b>XML</b>	eXtensible Markup Language
<b>VIN</b>	vehicle identification number		





# Bureau of Justice Assistance Information

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

## **Bureau of Justice Assistance**

810 Seventh Street NW.

Washington, DC 20531

202-616-6500

866-859-2687

Fax: 202-305-1367

[www.ojp.gov/BJA](http://www.ojp.gov/BJA)

E-mail: [AskBJA@usdoj.gov](mailto:AskBJA@usdoj.gov)

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

## **Bureau of Justice Assistance Clearinghouse**

P.O. Box 6000

Rockville, MD 20849-6000

800-851-3420

Fax: 301-519-5212

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

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

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



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