



Solutions for Safer Communities

FY 2008 | ANNUAL REPORT TO CONGRESS



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The Office of Justice Programs (OJP), headed by Assistant Attorney General Laurie O. Robinson, provides federal leadership in developing the nation's capacity to prevent and control crime, administer justice, and assist victims. OJP has 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 <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 2008.

Respectfully submitted,
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Washington, D.C.
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FY 2008 AT-A-GLANCE

Created in 1984, the Bureau of Justice Assistance (BJA) strengthens the nation's criminal justice system and helps America's local, state, and tribal governments reduce and prevent crime and violence.

In FY 2008, 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.

A brief look at a few of the many programs administered by BJA in FY 2008 reveals the following:

Byrne Memorial Justice Assistance Grant funds provided more than \$159 million to 50 states, the District of Columbia, and 5 territories for local, state, and tribal justice initiatives.

Targeting Violent Crime Initiative funding, which was awarded in FY 2007, allowed the 103 participating local law enforcement agencies to seize more than 4,600 firearms and disrupt or dismantle more than 600 gangs.

Gang Resistance Education And Training Program funds provided nearly \$7.7 million for 85 local law enforcement agencies to implement the school-based law enforcement officer-instructed classroom curriculum for thousands of elementary and middle school students nationwide.

Public Safety Officers' Benefits were approved for more than 375 claims to provide benefits to survivors of America's fallen heroes.

Tribal Initiatives were bolstered through three programs totaling more than \$11 million for courts, treatment, and corrections efforts.

Prescription Drug Monitoring funds totaling more than \$7 million allowed states to enhance their capacity to collect and analyze controlled substance data.

BJA PRIORITIES

- Emphasize Local Control
- Develop Collaborations and Partnerships in the Field
- Promote Capacity Building Through Planning
- Streamline the Administration of Funding and Resources
- Increase Training and Technical Assistance
- Create Accountability of Projects
- Encourage Innovation
- Communicate the Value of Justice Efforts

Statewide Automated Victim Information and Notification Program funds totaling \$7.8 million allowed states to build, implement, and improve their victim notification capacity.

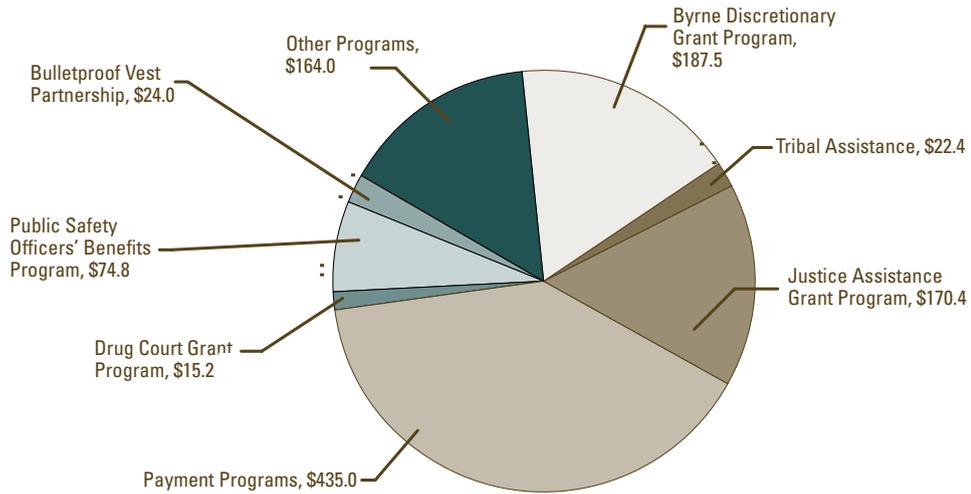
Prisoner Reentry Initiative funds of more than \$10 million allowed communities to provide critical services to returning offenders and to ensure necessary accountability.

Bulletproof Vest Partnership awards supported law enforcement throughout the country with more than \$20 million for new and replacement vests.

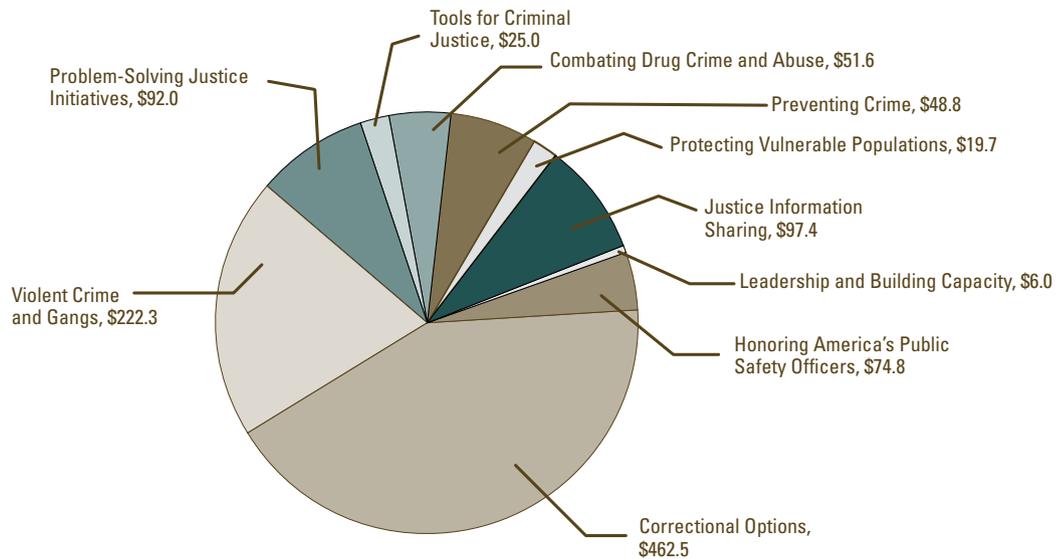
Justice Information Sharing initiatives assisted states and local communities nationwide in overcoming obstacles to sharing information appropriately and securely.

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 2008 Appropriations for BJA-Administered Programs (in \$ millions)



FY 2008 Appropriations for BJA-Administered Programs, by Program Areas (in \$ millions)



FY 2008 PROGRAMS

Preventing Crime

The actions of community members are extremely important to preventing crime; law enforcement and justice agencies can guide and strengthen those actions. Preventing crime means not only that citizens secure their own homes and take precautions to be safe, but also that they look out for the safety of their neighbors and other community members. BJA is committed to providing the tools, information, and resources that communities need to join together, learn what to do, and take action. To reduce and prevent crime, BJA partners with citizens and justice agencies to support neighborhood volunteer efforts, youth outreach programs, and identity theft and gang prevention initiatives.

USA Freedom Corps

A national program that promotes community service, USA Freedom Corps includes Citizen Corps, a locally driven initiative that promotes safer and stronger communities prepared to respond to the threats of terrorism, crime, public health issues, and disasters. BJA administers two components of Citizen Corps: the Volunteers in Police Service (VIPS) Program and the USAonWatch/National Neighborhood Watch Program.

Volunteers in Police Service Program

Managed by the International Association of Chiefs of Police (IACP) on behalf of BJA and the White House Office of the USA Freedom Corps, VIPS enhances the capacity of local and state law enforcement to use volunteers. The foundation of this national initiative is its web site, www.policevolunteers.org,

which has received more than 30 million hits. In FY 2008, VIPS added two features to the site: a calculator that allows volunteer managers to calculate the national or state value of volunteer time, and *Send to a Friend*, which allows visitors to send a specific web page to another user or to add that page to a social networking site or blog.

In FY 2008, VIPS hosted three policy forums with representatives from state associations of chiefs of police, state sheriffs' associations, and state crime prevention associations. The program also released five new issues of the *VIPS in Focus* publication series, covering topics such as coping with the death of volunteers, the role of volunteers in a disaster, and how volunteers work with officers to prevent crime. VIPS also conducted five basic courses for those starting a program, eight advanced courses, and six disaster response courses. These courses

provided participants with the knowledge and skills to implement or enhance a law enforcement volunteer program, and informed them about integrating volunteers into a law enforcement agency's plan for natural disasters, public health crises, and other emergencies. Additionally, VIPS continued to provide technical assistance (TA) to local and state law enforcement agencies, giving them the tools and guidance to develop and maintain successful volunteer programs. FY 2008 also marked a major milestone for VIPS; by May, as a result of the training courses, TA and mentor programs, other resources, and peer-to-peer network, more than 1,700 law enforcement volunteer programs had registered with the national VIPS Program.

USAonWatch

USAonWatch was established in partnership with Citizen Corps as an expansion of the National Neighborhood Watch (NW) program to empower citizens to become directly involved for the purposes of homeland security and emergency preparedness. In FY 2008, USAonWatch completed 18 trainings in 16 states, preparing more than 600 personnel from 273 departments to conduct outreach and training among the citizens in their communities. NW also developed new resources including 14 newsletters, meeting tips, a business watch manual, 10 FAQs for officers, a publication focused on resources for American Indian tribes and Alaska Native villages, and a revised NW manual. Information about NW was disseminated in a variety of ways, including participation at more than 20 conferences and distribution of 718 toolkits and more than 5,000 brochures. In addition, NW was featured in more than 50 publications and newspapers at the national level,

handled more than 2,000 TA requests via phone or e-mail, and received more than 2 million hits on its web site, www.usaonwatch.org.

For the past 5 years, USAonWatch has recognized the efforts of law enforcement agencies, neighborhood watch groups, states, and organizations that are doing extraordinary things to promote NW programs in their communities. At the National Sheriffs' Association (NSA) Annual Conference, USAonWatch and BJA recognized the Lafourche Parish Sheriff's Office, Louisiana; the Hermiston Police Department, Oregon; and the Toledo Neighborhood Block Watch, Ohio; as well as the Waste Management Corporation, based in Houston, Texas, which trains its drivers to recognize and report suspicious activity on their routes.

Identity Theft

BJA is an active partner in the Office of Justice Programs (OJP) Identity Theft Working Group, which gathers information and contributes to the President's Identity Theft Task Force. The workgroup meets periodically to share updates on identity theft publications, trainings, and TA resources for the field, such as trainings for prosecutors and computer forensics investigators in economic and high-tech crimes. In FY 2008, the working group oversaw a survey conducted to establish baseline data on incidence rates and victim profile information.

BJA, in partnership with the National White Collar Crime Center (NW3C), also provides national trainings for agencies involved in preventing, investigating, and prosecuting economic and high-tech crimes, and for other entities in addressing homeland security initiatives as they relate to economic and high-tech crimes. In FY 2008, NW3C offered

“Identity Theft Investigations,” a 3-day course for law enforcement professionals, criminal intelligence analysts, and prosecutors who may be involved with identity theft cases that promotes multiagency and private-sector collaborations and teaches investigative best practices that lead to successful prosecutions. Participants learned to recognize identity theft indicators and the crime’s potential nexus to terrorism and larger scale criminal activity.

National Crime Prevention Council

McGruff® Neighborhood Initiative

In FY 2008, using BJA FY 2007 funding, the National Crime Prevention Council (NCPC) piloted the McGruff® Neighborhood Initiative in seven elementary schools. These schools will use the McGruff® Club program to teach children how to stay safe from bullying, strangers, and drugs. In partnership with local law enforcement agencies, the schools also will recruit volunteers for the McGruff® House program—in which neighbors volunteer their homes to be marked as safe havens and available to children along their routes to school and play—so that children can access the help of a caring adult if they encounter dangers in their neighborhood. Representatives from the sites attended an implementation training event in August 2008 and began teaching McGruff® Club to first and second grade students in the fall. New publications featuring McGruff® complement the McGruff® Club curriculum. The sites have held community presentations and been featured in local media in efforts to recruit McGruff® House volunteers.

Be Safe and Sound in School

NCPC is helping 12 middle schools implement the Be Safe and Sound in School program to address their safety concerns and develop action plans to increase school safety and security. Representatives from the sites attended a 2-day implementation training event in August 2008, and have recruited school safety action teams comprising school administrators, educators, parents, students, and law enforcement officers. The sites have conducted safety audits and surveys of educators, parents, and students to identify their top safety concerns, including bullying and vandalism. Plans to address these concerns include installing additional security cameras and holding events to educate students about safety. The results of a survey of 1,400 parents conducted in July 2008 inspired NCPC to develop recommendations for increasing parent involvement in school safety efforts.

Rapid Response

When serious crimes instill fear in residents and threaten communities’ peace and security, the public demands a response and leadership. To meet this demand, NCPC and BJA have created Rapid Response, a public service initiative that addresses issues that law enforcement personnel ranked as important in an NCPC needs assessment. Thirty- and sixty-second prerecorded radio public service announcements, live announcer scripts, and posters, palm cards, and other materials provide safety tips specific to crimes such as burglary, fraud, home invasion, theft, workplace crime, school violence, senior fraud, sexual assault, and threats to children. Since the launch of the initiative, NCPC has distributed more than 500 kits to radio stations nationwide and nearly 300 radio kits to law

enforcement and community outreach personnel, and has generated 5 news story placements sharing prevention tips. Through the end of FY 2008, the initiative had received nearly \$19 million in donated media support.

Safer Cities

NCPC, in partnership with BJA, developed the Safer Cities project to provide tailored crime prevention assistance to law enforcement and their community partners. McGruff®-focused fliers, tip cards, and posters designed to complement Rapid Response public service ads for radio were created to provide practitioners with crime prevention tools and messages that could be localized and implemented in response to a variety of emerging crime trends. The National League of Cities used a television webcast to promote these tools to its members, who include elected city officials, law enforcement executives, and others working to enhance public safety. The Philadelphia Police Department partnered with NCPC to launch a “Safer Seniors” campaign in response to increasing victimization of seniors through scams and assaults. NCPC also helped the District of Columbia Metropolitan Police Department to customize and use Safer Cities tools in response to emerging crime trends and to support the implementation of NCPC programs for children and youth in local Boys & Girls Clubs.

Celebrate Safe Communities

BJA partnered with NSA and NCPC to develop the Celebrate Safe Communities (CSC) program, which provides free online information, products, resources, and training to assist local law enforcement and communities in holding CSC events. Each community

designs its own CSC events, which may include safety fairs, block parties, school events, educational events, and law enforcement and fire services demonstrations. Communities may hold their events at any time during the year, but the program encourages them to hold events in October as a means of commemorating Crime Prevention Month and helping to encourage community engagement in preventing crime and promoting safety. The CSC web site, www.celebratesafecommunities.org, provides information, training, publications, marketing materials, and crime prevention and public safety informational resources. Through 2008, 153 communities have registered their events on the site.

Law Enforcement and Youth Partnerships for Crime Prevention Initiative

The Law Enforcement and Youth Partnerships for Crime Prevention Initiative is a partnership among BJA, the Boys & Girls Clubs of America, and more than 20 national law enforcement and youth-oriented organizations to promote the value of engaging youth in crime prevention activities. In December 2008, the 4th National Conference was held with 21 youth-serving and crime prevention organizations conducting workshops for more than 700 participants from 213 community teams from 49 states, the District of Columbia, Puerto Rico, and 34 American Indian tribes and Alaska Native villages. These teams received training and then developed blueprint action plans to best serve the youth in their communities; each community received \$20,000 in seed money to develop and implement crime prevention programs tailored for its area. The participating organizations will provide training and TA to the communities over the following 12 months.

Project ChildSafe

A component of Project Safe Neighborhoods (PSN), Project ChildSafe teaches firearms owners how to properly store and safely handle their weapons and distributes safety kits that include gunlocks and gun safety information to prevent children from accessing loaded firearms in the home. In partnership with BJA, the National Shooting Sports Foundation administers the program and works with governors, lieutenant governors, and local officials to raise awareness of firearms safety and promote the safety kits' availability. In FY 2008, Project ChildSafe distributed 350,000 firearm safety kits to every requesting agency, which included 650 local and state law enforcement agencies in 48 states. Though these 650 agencies had requested 850,000 safety kits, the project was not able to deliver such a large quantity because of reduced resources.

Mothers Against Drunk Driving

In FY 2008, with support from BJA, Mothers Against Drunk Driving (MADD) enhanced its prevention and deterrence programs to eliminate drunk driving and prevent underage drinking throughout the country, and served 20 percent more victims of drunk driving crashes than in FY 2007, for a total of 55,000 victims. MADD expanded its efforts to reach the African American, Hispanic, and American Indian tribes and Alaska Native villages with appropriate deterrence messages by hosting diversity trainings in five locations to facilitate coalition building. MADD furthered its underage drinking programs by increasing the number of Youth In Action sites by 20 percent and by developing a culturally tailored Youth In Action manual for American Indian tribes

and Alaska Native villages and implementing the program in six pilot sites. In addition, extensive training was developed and implemented in eight states, including a specialized training created for select participants, "Advanced Strategies for Underage Drinking Prevention."

Locally, MADD piloted the new Take the Wheel program in Harris County, Texas, which has more drunk driving deaths per capita than any other U.S. county. The comprehensive pilot implements all of MADD's core programs in conjunction with extensive support for law enforcement's efforts in preventing drunk driving and underage drinking. As a result, 50 agencies came together to address this problem collectively in Harris County.

On a national scale, funding from BJA enabled 40 law enforcement officers to attend a specific law enforcement training track at MADD's national conference in Dallas, Texas. MADD also developed and implemented a national volunteer management model, which includes management tools for planning, recruitment, intake, screening, supervision, evaluation, and recognition of volunteers. Finally, the MADD training institute certified 60 new community volunteers and staff representing 28 states. The training enhanced the volunteers' knowledge of the organization, its history, and the research-based programs it has adopted to prevent impaired driving and underage drinking.

Gang Resistance Education And Training Program

In FY 2008, BJA awarded nearly \$7.7 million to 85 local law enforcement agencies in 28 states to implement the Gang Resistance Education And

Training (G.R.E.A.T.) Program. G.R.E.A.T. is a school-based, law enforcement officer-instructed classroom curriculum intended as an immunization against delinquency, youth violence, and gang membership. In July 2008, the G.R.E.A.T. National Training Conference, “Building Bridges to a G.R.E.A.T. Future,” convened in St. Louis, Missouri, drawing more than 700 participants representing more than 200 agencies. During FY 2008, 1,398 certified officers taught the G.R.E.A.T. Program in elementary and middle schools, with 134,104 elementary students and 273,130 middle school students completing the two curricula. In addition, 703 additional officers were certified to deliver the G.R.E.A.T. curriculum to youth in their respective communities and 279 G.R.E.A.T. officers facilitated the G.R.E.A.T. Families component. Local agencies continued to establish connections with school officials, faith-based organizations, and family/juvenile court agencies to promote the “families” approach in their communities. Since the program’s inception in 1991, more than 9,700 law enforcement officers and law enforcement professionals have been certified as G.R.E.A.T. instructors and nearly 5 million students have graduated from the G.R.E.A.T. Program.

Communities Against Terror

The Communities Against Terror (CAT) program was initially conceived and created as part of the State and Local Anti-Terrorism Training Program (SLATT®), established in partnership with the Institute for Intergovernmental Research (IIR), but was eventually funded through its own BJA grant to IIR. 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, CAT outlines potential indicators of terrorism for various industries and offers templates of industry-specific fliers designed for distribution to businesses. Accompanying tutorials prepare officers to work with the community and an automated presentation outlines the program. During FY 2008, IIR updated CAT regularly with new business and industry information. CAT is accessible online and at no cost via the SLATT® web site, www.slatt.org, or on CD by request to SLATT®.

National Crime Prevention Association

The National Crime Prevention Association (NCPA), incorporated in Virginia in August 2008, is the only national crime prevention individual membership association in the United States and serves as a national voice for crime prevention practitioners. In FY 2008, a new director and membership coordinator were hired, the nine-member interim NCPA board of directors was established, and the new board approved the NCPA bylaws. The updated NCPA web site, www.ncpc.org/programs/national-crime-prevention-association, provides information resources specific to crime prevention issues and programs and posts training events occurring throughout the nation.

Emergency Planning

BJA and its national partners recognize that public health emergencies—whether natural or manmade—can present critical challenges to America’s law enforcement, court, and corrections systems. BJA and its partners support efforts to prepare a multilevel response by local, state, and federal governments to ensure that the rule of law is upheld and maintained throughout any crisis.

Pandemic Planning

BJA’s pandemic planning initiative is coordinated through a consortium that includes representatives from the major components of the justice system—law enforcement, courts, corrections, and communities—and meets regularly to discuss findings and issues. In partnership with American University’s Courts Technical Assistance Project, BJA assists local and state courts in planning and implementing processes to ensure that state judicial systems have the ability to maintain the rule of law in a pandemic crisis. As part of this assistance, BJA facilitates regular information sharing with other technical assistance providers. Through the Courts Technical Assistance Project, BJA also:

- Disseminated more than 2,500 copies of *Guidelines for Pandemic Emergency Preparedness Planning: A Roadmap for Courts* (the *Roadmap*), published in FY 2007.
- Conducted a training program in January 2008 on public health emergency preparedness for more than 100 Ohio judicial system officials.
- Provided continuing onsite and offsite technical assistance to the Pennsylvania Supreme Court for its planning and development of a 3-day public health training curriculum for judges in the state,

which will serve as the foundation for curricula to be used by other states in training their judge and court personnel during FY 2009.

- Conducted two workshops on public health emergency preparedness at the National Association for Court Management’s 24th Annual Conference in July 2008.
- Distributed a multimedia DVD to local, state, and federal agencies on the critical elements of the *Roadmap* and its potential use in court system emergency preparedness planning.

Continuity of Operations

Courts develop a continuity of operations plan (COOP) to ensure that they know what to do if faced with an emergency that threatens the continuation of normal operations. During FY 2008, BJA partnered with the National Center for State Courts (NCSC) to continue efforts to disseminate the *COOP Planning Guide*. The guide was developed (and continues to be revised as new information is obtained) with the assistance of a national coalition of 16 leaders from all sectors of the justice system and other agencies involved in planning for business continuity. The guide walks a court through the process of developing a COOP, including planning for a pandemic, and provides

worksheets, a COOP template, and numerous links to online resources on COOP.

BJA and NCSC also created an online course to augment and reinforce the information provided in the guide, which is accessible to all judges and court professionals through the COOP web site, www.ncsconline.org/coop. The course includes an introduction, 12 modules related to different components of COOP, an evaluation, and a bibliography. Each of the modules includes resource materials and a video presentation by a subject-matter expert.

Information about NCSC's COOP web site and products has been disseminated to 24 national organizations and groups associated with court COOP issues. In addition, NCSC has integrated the products into its revised curriculum on emergency preparedness; resources are free and available on the Internet. A DVD of the guide and course materials is being developed for use during in-person presentations and educational sessions.

Centers for Disease Control and Prevention/Department of Justice Workgroup on Justice and Public Health Emergencies

BJA and the Centers for Disease Control and Prevention's Public Health Law Program convened a workgroup to foster better coordination among public health and law enforcement agencies as they respond jointly to all-hazards public health emergencies. The 23 workgroup members were drawn from the fields of public health, law enforcement, and the judiciary

at the state, local, and national levels. In February 2008, the workgroup met for the last time, and in August 2008, it published the following three resource documents/products:

- *A Framework for Improving Cross-Sector Coordination for Emergency Preparedness and Response: Action Steps for Public Health, Law Enforcement, the Judiciary, and Corrections*—recommended strategies and actions that public health and law enforcement agencies can take to cooperate more effectively at every stage of a bioterrorist or other all-hazards emergency.
- *Joint Public Health–Law Enforcement Investigations: A Model Memorandum of Understanding*—a model protocol for joint interagency bioterrorism investigations.
- *Coordinated Implementation of Community Response Measures (Including Social Distancing) to Control the Spread of Pandemic Respiratory Disease: A Guide for Developing a Memorandum of Understanding for Public Health, Law Enforcement, Corrections, and the Judiciary*—a model protocol for implementing non-pharmaceutical and other social distancing interventions during a contagious epidemic (e.g., pandemic influenza).

Violent Crime and Gangs

To combat violent crime and gang activity that pose a threat to local communities, BJA supports initiatives that address the prevention, suppression, and subsequent reduction of these crimes and provides resources, including training and technical assistance (TTA), to criminal justice agencies. BJA also provides specialized training for law enforcement professionals that addresses multijurisdictional crime, active shooter incidents, and anti-terrorism.

Targeting Violent Crime Initiative

BJA began funding the Targeting Violent Crime Initiative (TVCI) in FY 2007. In February 2008, the 103 participating agencies began providing monthly reports documenting their TVCI activities, and by the end of FY 2008, they had made nearly 50,000 arrests, seized more than 4,600 firearms, and disrupted or dismantled more than 600 street and trafficking gangs.

In January 2008, more than 300 law enforcement officers, managers, and analysts attended a BJA-sponsored conference to discuss TVCI-related issues such as geo-mapping, intelligence-led policing (ILP), and performance measurement. Today, nearly all of the participating agencies are developing or maintaining a multijurisdictional, ILP approach to violent crime in coordination with a federal law enforcement agency or agencies. BJA also sponsors an ILP TTA program, which has provided assistance to the Department of Transportation's Data-Driven Approaches to Crime and Traffic Safety initiative, which seeks to demonstrate the value of enforcing traffic laws in suppressing serious crime. BJA's ILP program plans to identify and assess more than 10 TVCI agencies that attribute reductions in crime to TVCI ILP efforts; this assessment will be published to assist other agencies seeking practical, hands-on

information about the suppressive effects that ILP has on violent crime.

Edward Byrne Memorial Justice Assistance Grant Program

The Edward Byrne Memorial Justice Assistance Grant (JAG) Program is the leading source of federal justice funding to state and local jurisdictions. The JAG Program provides state, tribal, and local governments with critical funding for a broad range of program areas, including law enforcement, prosecution and problem-solving courts, crime prevention, community corrections, drug abuse treatment and prevention, planning, evaluation, technology improvement, information sharing, and crime victim and witness initiatives. More than 40 percent of annual JAG funding is allocated to law enforcement initiatives and their basic needs such as multijurisdictional drug and gang task forces, police cruisers, and less-than-lethal devices. JAG awards are for a 4-year project period, but funds are distributed up front rather than on a reimbursement basis, allowing recipients to earn interest on their awards and generate additional funding for successful initiatives and future projects. In FY 2008, BJA administered \$159 million in JAG funding (nearly \$118 million to states and territories and more than

\$41 million to local units of government), a decrease of nearly \$294 million from FY 2007.

Project Safe Neighborhoods

PSN is a nationwide initiative to reduce gun and gang crime by networking existing local programs that target these crimes and then supporting those programs with the additional tools they need to succeed. In FY 2008, BJA awarded 93 PSN grants totaling more than \$13.6 million.

Through PSN, BJA delivers substantial TTA. In 2008, U.S. Attorneys' Offices made 40 requests for TTA, compared with 15 requests in FY 2007. As a result of this increased interest, the *Project Safe Neighborhoods Training and Technical Assistance Manual* and Request Form were revised. A total of 26,709 individuals received TTA during FY 2008.

At the end of FY 2007, the PSN Anti-Gang Training was piloted in Dover, Delaware; due to the positive feedback and suggestions from attendees at that event, 10 trainings were scheduled in FY 2008. BJA and members of the U.S. Department of Justice's (DOJ) federal law enforcement agencies (e.g., the Bureau of Alcohol, Tobacco, Firearms and Explosives; the Federal Bureau of Investigation; the U.S. Marshals Service) and national partners (e.g., the National District Attorneys Association, IACP, the National Gang Center) delivered the training to more than 2,500 sworn and non-sworn personnel throughout the United States. The training features four distinct tracks for criminal justice professionals: Intervention/Prevention, Line Law Enforcement, Investigators/Prosecutors, and Executives. Attendees receive a resource CD that describes TTA and supplemental training available through PSN.

BJA, in collaboration with the Justice Programs Office at American University, also developed a 2-day training program to assist jurisdictions with combating violent crime in public housing communities. Specific topics of the training include the "Crime Free Multi-Housing Program"; "Crime Prevention through Environmental Design"; successful federal, state, and local partnerships in public housing; use of evictions and barring notices; assistance available through the Department of Housing and Urban Development's Office of the Inspector General; prisoner reentry into public housing areas; performance measurement and program sustainability; and specific community, youth, and crime prevention programs in public housing. The training also addresses a particular challenge to law enforcement—the culture of "snitching." More than 120 U.S. Attorneys' Offices, state and local law enforcement, and housing personnel attended the training, which was delivered twice; due to the feedback from attendees, additional trainings are being considered.

Capital Case Litigation Initiative

The Capital Case Litigation Initiative provides high-quality TTA to attorneys and judges who litigate death penalty 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.

Under third-year initiative funding, the National District Attorneys Association trained 57 Missouri prosecutors in April 2008 to use a curriculum developed under prior grant funds; and the National

Association of Criminal Defense Lawyers conducted two bring-your-own-case capital defense trainings in Lexington, Virginia, in April 2008, and San Bernardino, California, in June 2008. Each program was attended by 35–38 participants from jurisdictions in the region and 14 senior faculty from across the country. In addition to national training programs, eight states were awarded grants to provide local training programs for prosecutors, defense attorneys, and judges: Georgia, Indiana, Kentucky, Louisiana, Mississippi, Ohio, South Carolina, and Texas.

In May 2008, the National Judicial College (NJC) hosted a curriculum and faculty development meeting. Fifteen judges from Alabama, California, and Louisiana participated in the meeting, which was conducted by NJC national faculty judges, staff, and consultants. Following the meeting, NJC staff worked with the judges to develop and present judicial education curricula in capital litigation tailored to their states' needs. In July 2008, a second meeting, attended by judges and attorneys from Pennsylvania and Virginia, focused on developing two 2-day curricula on death penalty issues for judges and attorneys. The two states will present these trainings to an equal mix of judges, prosecutors, and defense attorneys.

Attorney General's 10-City Anti-Gang Initiative

In 2006, the Attorney General announced that six sites had been selected for the Comprehensive Anti-Gang Initiative: Dallas/Ft. Worth, Texas; Tampa/Hillsborough, Florida; Cleveland, Ohio; Milwaukee, Wisconsin; Los Angeles, California; and the Route 222 Corridor of Eastern Pennsylvania. 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 initiative utilizes community-based partnerships spearheaded by the U.S. Attorney's Office in each of the sites to focus on specific communities within these cities. The partnerships include federal, state, and local law enforcement agencies and prosecutors; local and state corrections and probation agencies; faith-based and community organizations (FBCO); local and state service and prevention agencies; and community activist groups. In 2007, four additional sites were added: Oklahoma City, Oklahoma; Indianapolis, Indiana; Raleigh/Durham, North Carolina; and Rochester, New York. Finally, two sites were added in FY 2008: Detroit, Michigan; and Cook County/Chicago, Illinois.

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 works at preventing children, teenagers, and young adults from becoming involved in gangs, and at 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. Both prevention and reentry components can involve public agencies, FBCOs, or other private agencies. Each of the first 10 sites has established partnerships with a variety of FBCOs to provide services and to use vouchers, which is encouraged by the initiative.

Center for Task Force Training

Multiagency task forces assist state and local law enforcement agencies in sharing expertise, intelligence, and resources in their response to serious, multijurisdictional crime. Through the Center for Task Force Training (CenTF), BJA offers a 3-day “Task Force Commanders Workshop” that focuses on the administrative and operational aspects of multiagency enforcement. The training covers developing task force policies and procedures, personnel issues, informant supervision, undercover operations, raid planning, risk assessment, and critical incident management. In FY 2008, CenTF offered this course 8 times, training 355 participants. CenTF also offers a 3-day methamphetamine investigation course—which it offered twice in FY 2008, training 59 participants—and provides a centralized source of current narcotics information, training opportunities, and other online resources at www.iir.com/centf.

Advanced Law Enforcement Rapid Response Training

During FY 2007, BJA partnered with Texas State University (TSU) to fund its Advanced Law Enforcement Rapid Response Training initiative for campus, school, local, and tribal law enforcement nationwide. The “Basic Active Shooter” course trains first responders to safely and effectively respond to, address, and stop an active shooter (defined as one or more subjects who participate in a random or systematic shooting spree wherein the shooters exhibit the intent to continuously harm others). To continue the “Basic Active Shooter” efforts and develop a nationwide resource of active shooter

trainers, BJA also provided funding for TSU to deliver train-the-trainer active shooter trainings. During the first 6 months of 2008, TSU conducted 7 train-the-trainer classes and 24 “Basic Active Shooter” classes. As a result, 175 trainers were certified, completing both the required pre- and post-training evaluations, and 720 law enforcement officers completed the pre- and post-training evaluations for the “Basic Active Shooter” course.

In September 2008, BJA provided TSU with additional funding to train law enforcement patrol officers to respond to and stop an active shooter. TSU will use the funding to offer a national training program that includes “Basic Active Shooter” training (6 16-hour classes), train-the-trainer (11 40-hour classes), and full support for “Certified Instructor-Led Basic Active Shooter” training (15 16-hour classes). TSU will be able to educate more than 800 law enforcement officers throughout the nation with more than 19,400 hours of active shooter response training, and will certify approximately 275 trainers who can bring this vital training back to their agencies.

State and Local Anti-Terrorism Training Program

BJA provides valuable and timely anti-terrorism training to the nation’s law enforcement officers through SLATT[®], established in partnership with the Institute for Intergovernmental Research. In FY 2008, more than 10,500 federal, state, local, and tribal officers received onsite training customized specifically to the needs of their jurisdiction. Events were frequently cohosted by multiple agencies, and workshops were well publicized so that area agencies could participate in appropriate events. The SLATT[®] web site, www.slatt.org, provides basic training

modules and other reference materials for officers who are unable to attend onsite training, and also offers continuing training.

In FY 2008, SLATT® hosted the new “Anti-Terrorism Workshop for Campus Law Enforcement,” which was offered 8 times on campuses nationwide and attended by 337 campus law enforcement professionals and local partner agencies. This 1- to 2-day specialized workshop provides terrorism awareness training to campus law enforcement personnel. As such, it serves an audience that has so far lacked the resources and training to protect our nation’s campuses from

the threat posed by terrorist and criminal extremist individuals and groups. Course topics are tailored to the specific concerns of college and university campuses and include terrorism indicators, political extremism/terrorism on campus, radicalization on campus, and officer safety issues. The training also addresses the complexities of balancing individual liberty and privacy rights with safety and security in open and accessible environments. SLATT® also hosted 2 “Tribal Lands Anti-Terrorism Briefings” in FY 2008, with 69 participants.

Honoring America’s Public Safety Officers

BJA is honored to administer the following programs recognizing America’s public safety heroes and their selfless and unwavering dedication to their communities nationwide.

Public Safety Officer Medal of Valor

The Public Safety Officer Medal of Valor Act establishes that the President may award up to five Medals of Valor annually to public safety officers for performing extraordinary acts of valor that are deemed to be above and beyond the call of duty. BJA administers this program on behalf of OJP’s Office of the Assistant Attorney General.

The recipients of the 2006–2007 Medal of Valor, honored in 2008, are:

- Commander Miguel Galvez of the Opa-Locka Police Department, and Detective Raymond Robertson of the Miami-Dade Police Department (both of Miami, Florida), who were ambushed

during a narcotics investigation and, despite Detective Robertson’s severe wounds, fatally wounded one of their assailants.

- Officer David Goitia of the Glendale Police Department (Glendale, Arizona), who was able to drag his fatally wounded partner to safety while under gunfire, and to wound and incapacitate their assailant, who was later taken into custody.
- DOJ Special Agent William Sentner, III (posthumous; Miami, Florida), who was shot while helping to arrest several federal prison guards, but returned fire, fatally wounding his assailant and thus preventing further injuries to his team members, before succumbing to his wounds, which were fatal.

- Lieutenant Carlos Thompson of the Mobile County Sheriff's Office (Alabama), who was critically wounded during a traffic stop of a robbery suspect armed with an assault rifle, but was able to return fire and fatally wound his assailant.

Public Safety Officers' Benefits Program

Enacted in 1976, the Public Safety Officers' Benefits (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.

A unique partnership effort of DOJ; local, state, and federal public safety agencies; and national organizations, the 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. Benefits include the following:

- **Death.** PSOB provides a one-time benefit to eligible survivors of public safety officers whose deaths were the direct and proximate result of an injury sustained in the line of duty on or after September 29, 1976.
- **Disability.** PSOB provides a one-time benefit to eligible public safety officers who were

permanently and totally disabled as a result of a catastrophic injury sustained in the line of duty on or after November 29, 1990. Injuries must permanently prevent officers from performing any gainful work in the future.

- **Education.** PSOB provides support for higher education to eligible spouses and children of public safety officers who died in the line of duty on or after January 1, 1978, or were catastrophically disabled in the line of duty on or after October 3, 1996.

The PSOB Office reviews nearly 700 death, disability, and education claims submitted each year. The office also collaborates with national firefighter, law enforcement, and first responder groups to provide a wide range of PSOB training and technical assistance resources—through conferences, seminars, and printed materials such as the *PSOB Information Kit*—and to offer vital information and support to survivors and agencies of America's fallen public safety officers.

FY 2008 At-A-Glance

Type of Claim	PSOB Claims Filed	PSOB Claims Approved
Death	315	377
Disability	50	12
Education	261	261

To make the PSOB Program even more responsive to the needs of America's public safety community, in FY 2008, BJA:

■ **Implemented a Case Management System.**

The database of active PSOB cases was incorporated into a new web-based PSOB case management system, enabling PSOB to track cases from initiation through final disposition.

■ **Increased Awareness.** Although many law enforcement officers, firefighters, and other first responders know about the PSOB Program, too many agencies are still surprised to learn that the program has existed for more than 30 years. BJA is committed to “getting the word out” to those who should know, through presentations and trainings at national, regional, state, and local conferences and meetings.

■ **Enhanced Communication.** Agencies need accurate and consistent updates on PSOB benefits. The PSOB web site, www.psob.gov, continues to be updated to share practical details regarding the program, as well as to allow users to download forms and other information.

■ **Distributed Information Kits.** PSOB finalized the *PSOB Information Kit*, which was distributed to approximately 60,000 public safety organizations throughout the country. The kit includes a copy of the new regulations, an easy-to-use checklist for “Hometown Heroes” claims, updated PSOB forms, and an information card for loved ones of public safety officers to keep with other important papers. Additionally, DOJ finalized and PSOB disseminated nearly 60,000 copies of the *Attorney General's Guide to the Hometown Heroes Survivors' Benefits Act*.

Problem-Solving Justice Initiatives

Through problem-solving justice initiatives, BJA applies key problem-solving principles—links to social services, rigorous judicial monitoring, and aggressive community outreach—outside of the specialized court context. Research has demonstrated that, if implemented properly, the problem-solving approach can reduce crime, improve coordination among justice agencies, enhance services to victims, and increase public trust in justice. In partnership with federal, state, and local agencies, BJA supports problem-solving efforts that address the mental health and substance abuse issues of individuals involved in the criminal justice system. BJA also helps tribal and Alaska Native governments develop, implement, and enhance their judicial systems.

Justice and Mental Health Partnerships

The Mentally Ill Offender Treatment and Crime Reduction Act, reauthorized in 2008, is the basis for the Justice and Mental Health Collaboration

Program (JMHCP), which strives 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 2008, \$6.5 million was appropriated for the program.

With this funding, BJA awarded 23 JMHCP grants and provided funding for training and technical assistance for grantees and non-grantees. Of the 23 grants awarded in 2008, 3 were for planning, 10 were for planning and implementation, and 10 were for implementation and expansion. Fifteen of the grantees will focus on adults with mental illnesses and eight will focus on juveniles or young adults. In addition, three of the grantees will focus exclusively on female offenders with mental illnesses.

To better serve JMHCP grantees, BJA worked with the Council of State Governments' Justice Center (the Justice Center) to provide resources and technical assistance. During FY 2008, Justice Center staff and expert consultants developed and implemented TA plans for 26 grantees; conducted 2 site visits to grantees; organized a panel of grantees for the 2008 National GAINS Center Conference; developed 2 new distance learning approaches for grantees, online peer group message boards, and teleconference training for grantees on "Identifying a Target Population"; and expanded the content of the Criminal Justice/Mental Health Information Network web site, adding additional profiles of court-based and law enforcement programs developed in collaboration with the Police Executive Research Forum and the National Alliance on Mental Illness.

The Act's legislation also requires collaboration among federal partners on mental health and criminal justice issues. In FY 2008, BJA, together with the Office of Juvenile Justice and Delinquency Prevention, the National Institute of Corrections, and the Substance Abuse and Mental Health Services Administration (SAMHSA) within the U.S. Department of Health and Human Services, renewed its memorandum of understanding for interagency efforts that will

improve the response to people with mental health disorders, substance abuse disorders, or co-occurring disorders who are involved with or at risk of involvement with the criminal and juvenile justice systems. In March 2008, based on this memorandum, these federal partners participated in a panel at the National GAINS Center conference to discuss the individual and coordinated activities taking place regarding criminal justice and mental health issues. Further, the National Institute of Corrections and BJA, with input from SAMHSA, jointly funded TA to Florida, Kansas, Pennsylvania, and Texas. This TA, provided by the Justice Center, built on existing investments by the federal partners to achieve more comprehensive, statewide outcomes.

Law Enforcement/Mental Health Partnership Program

BJA, the Justice Center, and the Police Executive Research Forum have partnered to build on the successes of individual communities throughout the country in addressing law enforcement encounters involving people with mental illnesses. In FY 2008, these partners finalized, printed, and disseminated to the field the first law enforcement publication in the Improving Responses to People with Mental Illnesses series—*Essential Elements of Specialized Law Enforcement-Based Programs*. This publication identifies 10 key components found in any successful law enforcement initiative to achieve better outcomes from officers' encounters with individuals with mental illnesses. BJA and Justice Center staff also finalized the second law enforcement publication in the Improving Responses to People with Mental Illnesses series—*Strategies for Law Enforcement Effective Training*—which was printed and disseminated in

early FY 2009 and which guides law enforcement agencies in planning or enhancing a training initiative to support a crisis intervention team, co-responder, or other type of specialized law enforcement-based response program. Finally, the third law enforcement publication in the series, *Tailoring Responses to Jurisdictional Needs and Circumstances*, based on site visits and interviews, is being drafted and is expected to be completed in 2009.

At the 2008 BJA regional conferences, the partners also sponsored workshops that highlighted the crisis intervention team and co-responder programs from Salt Lake City, Utah; Connecticut and the City of Hartford; Fort Wayne, Indiana; and Georgia. A presentation at each workshop highlighted the information that the *Essential Elements of Specialized Law Enforcement-Based Programs* provides its readers.

Mental Health Court Learning Sites

In FY 2008, using data gathered from the five mental health courts designated as learning sites by BJA, the Justice Center developed a data analysis of learning site participants, which formed the basis of a presentation that Justice Center staff gave together with the learning sites at the National GAINS Center Conference. In addition, the Justice Center and BJA released *Improving Responses to People with Mental Illnesses: The Essential Elements of a Mental Health Court* and finalized *Mental Health Courts: A Primer for Policymakers and Practitioners*, which was disseminated in FY 2009. The latter publication provides the field with a comprehensive overview and history of mental health courts and describes their goals and processes, how they differ from drug courts, research findings about their effectiveness,

and resources for jurisdictions interested in starting a mental health court.

Drug Courts

In FY 2008, 39 drug court teams received funding support from BJA to plan and prepare for a drug court in their community, and more than 300 individuals were trained in 4 week-long workshops. BJA also awarded 37 grants for implementation or enhancement of drug court programs, for a total of more than \$8.1 million.

The BJA National Drug Court Training and Technical Assistance Program, in partnership with the National Drug Court Institute, participated in 27 statewide drug court training events and conducted 2 advanced trainings on “Incentives and Sanctions” in the drug court setting. The National Drug Court Institute also responded to 186 onsite TA requests and more than 2,500 offsite TA requests, and delivered 3 publications to the field: *Painting the Current Picture: A National Report Card on Drug Courts and Other Problem-Solving Court Programs in the United States*; *Quality Improvement for Drug Courts: Evidence-Based Practices*; and *Ensuring Sustainability for Drug Courts: An Overview of Funding Strategies*.

Two other organizations partnered with BJA to support drug courts. The National Center for State Courts conducted more than 12 onsite visits to state-level agencies and published a Statewide Technical Assistance Bulletin, *Performance Measurement of Drug Courts: The State of the Art*, distributing more than 5,500 copies electronically and in print. The National Drug Court Clearinghouse, managed by American University, responded to more than 2,500 inquiries, disseminated more than 10,000 documents,

and prepared reports on drug court activity for BJA and requesting jurisdictions. In FY 2008, the clearinghouse web site recorded more than 1.7 million hits.

Finally, BJA provided funding to the National Institute of Justice to complete the Multisite Adult Drug Court Evaluation, a 5-year longitudinal process, impact, and cost evaluation study of adult treatment drug court programs that samples nearly 1,800 drug court and non-drug court probationers from 30 rural, suburban, and urban jurisdictions throughout the United States. Results are expected by the end of 2009 to indicate the effect of adult drug courts on alcohol and other drug use, criminal recidivism, employment, and other functional outcomes.

Tribal Courts Assistance Program

In FY 2008, through the Tribal Courts Assistance Program, BJA awarded 38 grants totaling nearly \$5.9 million to help federally recognized American Indian tribes and Alaska Native villages plan single and intertribal court systems and implement small, medium, and large tribal court enhancement projects. BJA partnered with the Tribal Judicial Institute at the University of North Dakota Law School, the Tribal Courts Assistance Program Advisory Board, and other tribal-affiliated national and regional partners to plan and conduct 43 trainings throughout the country that benefited more than 2,700 tribal court officials representing hundreds of tribal justice systems. Curriculum development is also underway. Outreach to tribal communities included 12 onsite visits and scholarships to 98 BJA grantees and non-grantees. Through its partnership with the National Tribal Judicial Center (NTJC), BJA provided

educational opportunities to tribal judicial personnel in established and emerging justice systems in Indian Country. NTJC curricula are specifically aimed at strengthening the sovereignty of American Indian and Alaska Native tribes through judicial education. NTJC is also working with the Alaska Native Justice Center to develop a curriculum incorporating native traditions, establishing professional standards, and leading ultimately to the development of an Alaska Native tribal court association, which would be the first such organization.

Problem-Solving Courts

BJA, in collaboration with the Center for Court Innovation, is promoting the implementation of problem-solving and community-based practices for courts nationwide, focusing the efforts of the justice system on achieving more meaningful and lasting outcomes for courts, communities, and victims. A primary effect and benefit of such efforts is stopping the revolving door phenomenon for defendants. In addition, by making online tools available to judges and criminal justice practitioners, BJA helps court professionals develop new skills and embrace new ideas and strategies. To promote BJA's Community-Based Problem-Solving Criminal Justice Initiative, the center, which provides TA for this initiative, continues to update and manage the initiative's web site, www.problemsolvingjustice.org. In FY 2008, the center also hosted nearly 150 site visits, with 829 visitors (e.g., judges, court managers, prosecutors, public defenders, law enforcement officers, academics), to demonstration projects in New York; responded to nearly 400 requests for assistance; gave 62 presentations at conferences; and published several papers and reports (available on the web site).

In April 2008, BJA and the center hosted a roundtable discussion on the statewide coordination of problem-solving courts, which convened national experts and representatives from eight states that are at varied stages of coordinating problem-solving courts. The day-long discussion among 18 practitioners, researchers, and policymakers underscored the importance of these efforts. Although everyone seemed to agree that coordination has advantages—in terms of mustering resources, setting standards, coordinating with other justice agencies, and sponsoring and disseminating research—not everyone agreed on what form coordination should take, how it should be achieved, or what its ultimate goal should be. One result of this meeting was the formation of the National Network for Problem-Solving Justice, including a listserv for exchanging ideas online and a symposium planned for 2009.

Community Courts

Community courts are neighborhood-focused courts that attempt to harness the power of the justice system to address local problems. These courts can take many forms, but all strive to create new partnerships, both within the justice system and with outside stakeholders such as residents, merchants, churches, and schools. These courts also test new and aggressive problem-solving approaches to public safety issues rather than merely responding to crime after it has occurred. The first community court in the country was the Midtown Community Court, launched in 1993 in New York City. At present, more than 30 community courts, inspired by the Midtown model, are in operation or being planned. In FY 2008, BJA, in collaboration with the Center for Court Innovation, tapped community courts in Dallas, Texas; Hartford,

Connecticut; and Seattle, Washington, to serve as mentors for jurisdictions that want to do a better job combating neighborhood crime and increasing the community's trust in the justice system. The three courts will work with the center to provide guidance in developing strategies that combine punishment (such as mandatory participation in community restitution projects) with assistance (such as links to drug treatment and job training).

Community Prosecution

In partnership with BJA and the Center for Court Innovation, the National District Attorneys Association's American Prosecutors Research Institute supports the National Center for Community Prosecution (NCCP) in its efforts to promote community prosecution, enhance the effectiveness of community prosecutors in the field, and emphasize sustainability and measurement. In November 2007, NCCP hosted a community prosecution training conference at the National Advocacy Center in Columbia, South Carolina, attended by 32 prosecutors and other participants, including one prosecutor from Brazil. In May 2008, NCCP hosted another community prosecution workshop in Chicago, Illinois, attended by 108 participants from throughout the nation. NCCP produced two issues of its semiannual newsletter, *Building Bridges*, and three other publications: *Community Prosecution Techniques to Reduce Drug-Related Gang Activity*; *Downtown Justice and Neighborhood Crime: The Role of the Multnomah County District Attorney in Order Maintenance, 1990–2004*; and *Office Management Strategies*. NCCP also provided additional TA and hosted strategic meetings at five prosecutors' offices and for a Malaysian

delegation. The NCCP web site reported 65,231 hits and 593 requests for TA (“Ask the Experts”).

Tribal Pretrial Initiatives

BJA partnered with the Pretrial Justice Institute to provide tribal justice leaders with tools to help them implement effective pretrial release decisionmaking practices. In FY 2008, the Pretrial Justice Institute educated tribal leaders about the benefits of pretrial services, provided information on culturally appropriate model tribal codes relating to pretrial release decisionmaking, and presented culturally appropriate program protocols. Activities included workshops on enhancing pretrial release decisionmaking in tribal courts at the Annual Meeting and Conference of the National American Indian Court Judges Association, the Annual Multi-Jurisdictional Law Enforcement Training Conference, and the Tribal Justice and Safety Conference; a 2-day training session on pretrial release decisionmaking for representatives of 12 Arizona tribes under

the auspices of the Arizona Tribal Justice and Rehabilitation Coalition; and 2 publications: *Guide for Developing Tribal Codes for Pretrial Release Decision Making*, and *Enhancing Pretrial Justice in Tribal Courts Through Pretrial Services: A Primer for Tribal Justice Leaders*.

Southwest Border Prosecution Initiative

The Southwest Border Prosecution Initiative provides funds to eligible jurisdictions in the four southwest border states using a uniform payment-per-case basis for qualifying federally initiated and declined-referred criminal cases. Eligible jurisdictions include the county and state governments in Arizona, California, New Mexico, and Texas. In FY 2008, BJA awarded \$14.3 million to 47 applicants who applied for first and second quarter reimbursements. An additional \$14.3 million is allocated for third and fourth quarter FY 2008 applications, and will be awarded by September 30, 2009.

Combating Drug Crime and Abuse

Because drug crime and abuse issues affect nearly every aspect of the criminal justice system, cross-system collaboration and federal partnerships are critical to sharing information and enabling the criminal justice system to stem illegal drug production, sales, and abuse; offer substance-abusing offenders treatment; and assist children exposed to illicit drug production.

Drug Market Intervention Initiative

In FY 2008, BJA implemented the Drug Market Intervention Initiative (DMI), a 9-month training and technical assistance initiative for jurisdictions

committed to implementing the “High Point Model” of drug crime reduction, based on a program designed and successfully implemented in High Point, North Carolina, to eliminate open-air drug markets and the crime and violence associated with them. With

the support and assistance of its national partners—American University, Michigan State University, the Institute for Law and Justice, and the John Jay College of Criminal Justice—BJA sponsored a progressive series of three trainings in October 2007, March 2008, and July 2008. Participating were teams from eight selected jurisdictions, each consisting of a prosecutor, a law enforcement officer, a community leader, and a social service provider. The national partners also provided TA to each jurisdiction in the form of regular followup calls between training sessions and visited several locations. In performing these services, the DMI partners created a training curriculum; a TA/site visit protocol; and a secure web site, hosted by Michigan State University, that serves DMI participants by providing a place for announcements, resources, and communication among one another. Technical guides and a public web repository for all DMI-related resources are in progress.

Combating Methamphetamine Use

In FY 2008, BJA continued to support projects that address the spread of methamphetamine (meth) use by promoting effective prevention and response. BJA partner FirstPic, Inc., provided methamphetamine enforcement TTA to tribal communities. Coordinating with other federal agencies and national tribal organizations, FirstPic identified nine geographically diverse tribes—the Choctaw Nation (Oklahoma), Crow (Montana), Eastern Cherokee (North Carolina), Gila River (Arizona), Navajo (Arizona/New Mexico), Salt River (Arizona), Winnebago (Nebraska), Yakama (Washington), and Zuni (Arizona)—for training in interdiction and investigative strategies, forensic techniques, clandestine labs, enforcement, safety, and demand reduction strategies. In FY 2008, 6 of the

tribes received the training, with a total of 420 tribal law enforcement officials and community participants in attendance.

With funding from BJA, the National Association of Counties (NACo) offered TA in the form of publications, monthly newsletters, and a series of surveys focusing on how meth has affected law enforcement, health care providers, substance abuse treatment providers, social services, and jails and prisons at the local level. In addition, NACo began a series of regional training forums for community teams of county elected officials, including local substance abuse treatment professionals, sheriffs, law enforcement professionals, probation and court personnel, and prevention, treatment, and health and human services professionals. The Southwest regional forum was held in Albuquerque, New Mexico, in July 2008, with 75 county officials from the region participating. NACo will hold the Northwest and Southeast regional forums in FY 2009.

BJA continued to work with the Partnership for a Drug-Free America (PDFA) in enhancing its community methamphetamine prevention program, Meth360, designed to educate community leaders, parents, healthcare professionals, and other concerned citizens about meth. In FY 2008, PDFA expanded Meth360 into 10 states, using teams of local law enforcement, treatment, and prevention professionals to deliver meth prevention presentations, and seeking to create a lasting human infrastructure to fight drug threats beyond meth. By the end of FY 2008, the lead communities had been briefed and trained and were operating in eight states; two more communities will be added in FY 2009. In addition, during FY 2008, PDFA worked on developing two additional versions

of Meth360 that target youth and parents; it expects to release these new products in FY 2009.

Indian Alcohol and Substance Abuse Program

Initiated in 2001, the Indian Alcohol and Substance Abuse Program enables tribes to implement culturally appropriate strategies that foster internal and external partnerships; apprehend and prosecute illegal drug and alcohol smugglers, dealers, and users; reduce the number of substance abuse-related crimes, traffic fatalities, and injuries; and make culturally appropriate treatment readily available to tribal members. In FY 2008, under the program, BJA awarded 11 grants totaling \$3 million to tribes in Alaska (2), Kansas (1), Maine (1), Nevada (1), North Dakota (1), Oklahoma (3), and Washington (2). One grantee, the Alaska Native Justice Center, will provide state-approved juvenile alcohol education courses in rural tribal communities and case management and accountability to the court by managing and monitoring a case throughout a juvenile's court-ordered compliance requirements.

In FY 2008, BJA, Fox Valley Technical College's Criminal Justice Center for Innovation, the Indian Alcohol and Substance Abuse Program's Advisory Forum (comprising representatives from each funded tribe), and other partners held 9 conferences, conducted 15 training programs, and trained more than 1,300 people. Outreach to tribal communities involved 32 onsite TA visits and 196 scholarships to BJA grantees and non-grantees, enabling tribal officials to attend national TTA events.

Prescription Drug Monitoring Program

In response to the prevalent misuse and abuse of prescription drugs, many states have implemented prescription drug monitoring programs (PDMP) to prevent and detect the diversion and abuse of pharmaceutical controlled substances. By the end of FY 2008, 30 states had operational PDMPs and another 7 states and 1 U.S. territory had enacted legislation. With BJA's support, the National Conference of State Legislators held a meeting for legislators in states that had not enacted PDMP legislation; participants included representatives from Alaska, Georgia, Kansas, and New Hampshire. Alaska and Kansas were among the states that passed legislation during their 2008 legislative sessions.

For states that want to plan, establish, or enhance a PDMP, Congress appropriated funding to support BJA's Harold Rogers Prescription Drug Monitoring Program, which focuses on providing assistance for building a data collection and analysis system, enhancing existing programs' ability to analyze and use collected data, facilitating the exchange of collected prescription data between states, and assessing the efficiency and effectiveness of funded programs. In FY 2008, BJA awarded 3 planning grants, 2 implementation grants, and 11 enhancement grants totaling more than \$7 million; and 3 states and 1 U.S. territory received funding for the first time. TTA for grantees was provided by the National Alliance for Model State Drug Laws, which also coordinated the 4th National Prescription Monitoring Program Conference in December 2007. More than 100 grantee representatives, national partners, and federal partners gathered for this 2-day event in Washington,

D.C., to hear the latest information on prescription drug abuse issues and PDMP promising practices.

To provide TA on the interstate exchange of PDMP information, in 2005 BJA awarded funding for the IJIS Institute to develop the PDMP Information Exchange Project, which entered phase III during FY 2008. The primary goal of this phase is to implement a prototype system that will prove the value of a multistate hub server used to centrally facilitate and broker secure, automated information exchanges, and that is scalable and adaptable for any number of participating states. The Ohio Board of Pharmacy agreed to host the prototype hub, and the PDMPs in Ohio and Kentucky have agreed to exchange data via the hub. Software was developed in FY 2008 and test data are expected to be exchanged in FY 2009.

In addition to the hub project, the committee continues to provide an invaluable forum for collaboration among leading state PDMP administrators. Under the auspices of the committee and the Alliance of States with Prescription Monitoring Programs, a survey was distributed to gauge the states' readiness to participate in interstate sharing of PDMP data. The survey included technology and infrastructure components, as well as legislative and policy restrictions, to help produce a national picture of PDMP sharing readiness. Survey results were used to analyze the cost model and produce a realistic picture of the expected rate at which states will adopt the hub process and begin performing interstate data exchanges.

Residential Substance Abuse Treatment for State Prisoners Formula Grant Program

The Residential Substance Abuse Treatment for State Prisoners (RSAT) Formula Grant Program was created by the Violent Crime Control and Law Enforcement Act of 1994 (Public Law 103-322). Allocations are based on a formula that provides each state and territory with a base amount, plus an allocation proportionate to the ratio of its prison population to the total prison population of all states and territories. In FY 2008, Congress appropriated \$8.7 million in RSAT funding, and BJA administered grants to the 50 states, the District of Columbia, American Samoa, Guam, Puerto Rico, the Virgin Islands, and the Northern Mariana Islands.

Under the grant, RSAT programs lasting 6 to 12 months enhance the capability of states and units of local government to provide residential substance abuse treatment for incarcerated inmates, prepare offenders for their reintegration into their communities by incorporating reentry planning activities into treatment programs, and assist offenders and their communities with the reentry process through the delivery of community-based treatment and other broad-based aftercare services. RSAT funds help enable inmates to develop their cognitive, behavioral, social, vocational, and other skills and solve their substance abuse and related problems.

Drug-Endangered Children

Law enforcement efforts to fight meth have resulted in partnerships among law enforcement, social services, medical providers, and prosecutors to help children exposed to meth production. In FY 2008, BJA continued to partner with the National Alliance for Drug Endangered Children (NADEC) to support effective and sustainable state and community efforts to protect and assist these victimized children. In July 2008, NADEC held a networking and planning session in Denver, Colorado, for state leaders; 30 representatives from 19 states attended the session and participated in monthly followup conference calls. NADEC also participated in six states' efforts and provided TA to six other states. Three webinars reached more than 300 practitioners. Workgroups began to collect, consolidate, and distribute resources on topics such as environmental and medical concerns; initial response, assessment, and decisionmaking; neurodevelopment and psychological assessment and intervention; and treatment for drug-addicted parents and their families. Finally, with joint support from the Office for Victims of Crime (OVC) and BJA, NADEC launched a national training and resource center (www.nadec.org) to serve as the primary resource for best practices and recent research and training opportunities, as well as a secure forum for exchanging ideas, sharing resources, and asking and responding to questions from the field.

Methamphetamine Precursor Chemical Tracking

Law enforcement efforts, combined with federal and state legislation restricting the sale of pseudoephedrine and ephedrine products, have reduced domestic meth production, but the rate of decline has slowed. In response, state and local jurisdictions are looking into implementing electronic tracking systems to support the fight against methamphetamine production and use. In FY 2008, BJA participated in a meeting of the Meth Precursor Tracking Advisory Committee of the National Alliance for Model State Drug Laws. Comprising federal, state, and other key officials, this committee shares information and develops recommendations for tracking systems, including data standards and cross-border sharing. BJA also continued to support the Tennessee Meth Task Force, which created a tracking system called the Tennessee Methamphetamine Intelligence System. Many states consider this system a model for precursor tracking systems and are modeling their systems after it.

Protecting Vulnerable Populations

To assist victims of crime, BJA supports initiatives that help reduce and prevent human trafficking, develop statewide victim notification systems, and encourage protection of inmates in adult and juvenile correctional facilities from rape.

Human Trafficking Task Forces

Since FY 2004, BJA and OVC have jointly issued solicitations to advance law enforcement and service provider multidisciplinary anti-trafficking task forces. In FY 2008, after seeking nominations from U.S. Attorneys' Offices, BJA and OVC issued complementary solicitations to create new task forces. BJA received 10 applications from law enforcement and made awards to Homestead, Florida; Pitt County, North Carolina; and Westminster, California. BJA also provided supplemental funding to 11 task forces whose grants were expiring and provided funding for 3 successful task forces to serve as leadership sites (Harris County, Texas; Seattle, Washington; and Clearwater, Florida) for training other task forces.

Task force performance had gained momentum by June 30, 2008. In the first half of 2008, task forces reported 599 persons as potential victims of human trafficking, requested either continued presence or endorsed T-visa applications for 83 of those potential victims, and trained nearly 12,700 law enforcement officers and other justice professionals in identifying the signs of human trafficking and its victims. In September 2008, in response to an Office of the Inspector General report that found that some of the task forces were unable to document their reported number of victims, BJA also implemented a reporting system based on Bureau of Justice Statistics efforts

to collect investigation and arrest data for human trafficking. This new system requires task forces to report on a monthly basis and will tie victim counts to the case data collected by the Bureau of Justice Statistics and will assist task forces as a case-management tool.

Statewide Automated Victim Information and Notification Program

The Statewide Automated Victim Information and Notification (SAVIN) Program helps states build, implement, and improve their victim notification capacity. In FY 2008, BJA issued a competitive solicitation and made 7 new awards and 9 supplemental awards for system enhancements totaling \$7.8 million, bringing the number of states using SAVIN systems to 34. The IJIS Institute received an additional \$625,000 to provide program support through SAVIN Advisory Committee activities and the SAVIN Training and Technical Assistance strategy. A notable result of this support was the second annual SAVIN Conference, held in April 2008 by BJA, in partnership with the IJIS Institute. At this event, two-member teams representing more than 40 states networked and provided peer support to address system design and implementation issues.

Between February 2007 and February 2008, SAVIN systems responded to more than 9.7 million inbound

telephone inquiries and more than 15.3 million inbound web inquiries. These systems also provided 6.5 million outbound telephone calls, 500,000 e-mail notifications, and 125,000 written letters. In addition, SAVIN gained more than 1.1 million new victim subscribers (during 2007), with an average of 300,000 victims registered on any given day.

Protecting Inmates and Safeguarding Communities Program

The Protecting Inmates and Safeguarding Communities Discretionary Grant Program supports states' efforts to eliminate prisoner rape between

inmates in state and local prisons, jails, and police lockup facilities. Though no new funding was awarded in FY 2008, previous years' grant recipients have been pursuing activities consistent with the provisions of the Prison Rape Elimination Act of 2003 and have made significant progress toward their objectives. Twenty-eight states and Puerto Rico began training staff, installing surveillance systems, establishing reentry programs, conducting assessments, and sharing information.

Correctional Options

Preparing offenders to return to their communities and supervising them in the community are critical to protecting public safety. Community supervision officers must balance the time required to manage their caseloads with their desire to provide offenders with the services they need to become law-abiding citizens. Reentry programs are one approach to meeting these challenges; they provide a broad range of services for offenders during incarceration and afterward, while still holding offenders accountable. 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, assists tribal jurisdictions in renovating or constructing correctional facilities, and reimburses jurisdictions for expenses they incur when they incarcerate undocumented criminal aliens.

Prisoner Reentry Initiative

The President's Prisoner Reentry Initiative (PRI) strengthens communities that receive returning offenders by helping those communities deliver pre- and post-release assessments and services and develop transition plans for offenders in collaboration

with criminal justice and corrections agencies and faith-based and community organizations.

Under a PRI grant awarded in FY 2007, the Alaska Native Justice Center funded Pathways Home, a reentry program for female inmates from the Hiland Mountain Correctional Center. Under this existing award, pre-release services begin at Hiland with

an assessment of offender needs using dynamic risk and needs assessment tools. Upon release, ex-offenders in the program attend classes on topics such as probation and parole, employment, childcare, transportation, food, and housing. These lessons augment the basic adult education and life skills classes offered at Hiland. The Alaska Native Justice Center has also convened an advisory group comprising 18 agencies, including state entities and key Anchorage-area service providers, which will conduct a 3-month assessment of the services currently available and develop a written implementation plan for offenders.

BJA, in coordination with the U.S. Department of Labor and its Center for Faith-Based and Community Initiatives, also funded 19 PRI awards totaling \$10.2 million. Award recipients are required to partner with an FBCO in their identified target population, providing at least 30 percent of award funds to the FBCO for post-release services (e.g., vocational services). For example, the FY 2007 PRI award to the Michigan Department of Corrections supports the Michigan Prisoner ReEntry Initiative, a statewide effort that includes a target population of medium- and high-risk offenders returning to communities in Wayne County, Michigan. Under this initiative, the Michigan Department of Corrections is partnering with the Detroit Rescue Mission Ministries, an FBCO that will provide pre-release services for the target population, and post-release services for program participants that focus on mentoring, employability skills improvement, and employer recruitment services.

Prison Industry Enhancement Certification Program

Under the Prison Industry Enhancement Certification Program (PIECP), BJA certifies that local and state prison industry programs meet all requirements to be exempt from federal restrictions on prisoner-made goods in interstate commerce. The program places inmates in a realistic work environment, pays them the prevailing local wage for similar private-sector work, and enables them to acquire marketable skills to increase their potential for successful rehabilitation and meaningful employment on release. In FY 2008, there were 222 cost-accounting centers or business projects among 42 PIECP certificate holders, employing more than 5,000 inmates and resulting in job placements of 2,817 inmates subsequent to release. BJA continued its partnership with the National Correctional Industries Association to provide training, offer TA, and monitor compliance issues related to PIECP.

Justice Reinvestment

In the past 20 years, state spending on corrections has grown at a rate faster than nearly any other state budget item, yet recidivism rates remain high, with half of all persons released from prison returning within 3 years. To address this problem, BJA partnered with the Council of State Governments' (CSG) Justice Center in FY 2007 to advance the Justice Reinvestment Initiative. The initiative, with additional support from private foundations such as The Pew Charitable Trusts, provides intensive TA to states that demonstrate a bipartisan interest in advancing fiscally sound, data-driven criminal justice

policies to break the cycle of recidivism, reduce prison expenditures, and make communities safer. In FY 2008, BJA partnered with the Urban Institute to support justice reinvestment in local jurisdictions with an existing correctional infrastructure that includes not only a jail but community resources targeting reentry efforts. Work has begun on this level in Travis County, Texas; Alachua County, Florida; and Allegheny County, Pennsylvania. BJA also funded state-level activity of the initiative at \$850,000, and the newer local-level work at \$750,000. An overview of the initiative and details about states' efforts and results are available at a web site partially funded by BJA (<http://justicereinvestment.org>). States currently involved in justice reinvestment include Arizona, Connecticut, Kansas, Michigan, Nevada, Pennsylvania, Rhode Island, Texas, and Vermont. Kansas and Arizona have embraced the concept in new legislation that is intended to invest projected savings locally. Kansas plans to reinvest \$7 million of more than \$80 million in anticipated savings over the next 5 years in treatment programs and community-based supervision. Arizona's reinvestment strategy establishes an innovative performance-based incentive for counties to reduce their recidivism rates.

Specialized Reentry

Gang Member Reentry Initiative Project

BJA has awarded funds jointly to CSG and the American Probation and Parole Association (APPA) to work with the Institute for Intergovernmental Research and the Association of State Correctional Administrators to identify strategies for enhancing communications between corrections and law enforcement to promote the successful reentry of gang-affiliated individuals into the community as law-

abiding citizens. As a result, CSG/APPA, the Institute for Intergovernmental Research, and the Association of State Correctional Administrators are developing instructional guides that focus on pre-release for personnel working with confined populations and on post-release for law enforcement, parole and probation officers, social service providers, and others providing transition and post-release services.

Reentry of Methamphetamine-Addicted Offenders

Because of the marked increase in meth manufacturing, usage, and trafficking, the community supervision of meth-addicted offenders released to the community from jails, prisons, and other institutions is a critical undertaking. To assist with providing TTA and strategies for improving the community supervision of this population, BJA awarded funds to CSG/APPA for the Reentry of Methamphetamine Addicted Offenders project at the beginning of FY 2006. Under this project, CSG/APPA are conducting research to identify effective supervision and programming strategies for addressing the issues faced by meth-addicted offenders returning to the community; developing a tool that will help community corrections agencies assess their supervision and programming strategies for meth-addicted offenders returning to the community (which will help determine TA needs); providing TA for at least three sites to help them enhance, develop, and implement effective strategies; and disseminating project information and findings in presentations, articles, and a white paper focusing on key project findings and lessons learned from the TA sites.

Correctional Facilities on Tribal Lands

Administered by BJA, grants under the Construction of Correctional Facilities on Tribal Lands Discretionary Grant Program help federally recognized tribes construct and renovate correctional facilities on tribal lands, where offenders subject to tribal jurisdiction are incarcerated. BJA works with Justice Planners International (JPI) and the Justice Solutions Group to provide TTA services to each project.

As of September 2008, 18 tribes have completed construction of new facilities, 17 tribes have received certificates of occupancy from the Bureau of Indian Affairs, 3 tribes are engaged in design and construction of new facilities, and 4 tribes have received grants to renovate existing structures so they can achieve federal compliance.

In FY 2008, BJA collaborated with the Bureau of Indian Affairs to award funds to 13 tribes to renovate existing adult and juvenile detention facilities; to 5 tribes to cost-effectively plan incarceration and rehabilitation facilities for juvenile and adult offenders; and to JPI to provide TTA to tribes involved with renovation and construction efforts.

Finally, JPI and the Justice Solutions Group coordinated BJA-sponsored training workshops on correctional facilities on tribal lands at three “Tribal Consultation, Training, and Technical Assistance” sessions. The first session, held in Santa Ana Pueblo, New Mexico, included the “Construction of Correctional Facilities of Tribal Lands Discretionary Grant,” “Program Planning a Brighter Future in Indian Country Corrections,” and “Planning and Operating State-of-the-Art Correctional Facilities in Indian Country” workshops. The session held in

Washington, D.C., featured the workshop “Planning and Designing a New Tribal Correctional Facility.” Finally, the session in Billings, Montana, sponsored by OJP’s Office of the Assistant Attorney General in partnership with SAMHSA, featured the “Planning and Designing a New Tribal Correctional Facility” workshop. Presenters for this workshop included DOJ’s Assistant Attorney General for the Office of Legal Policy and DOJ’s Director of the Office of Tribal Justice.

State Criminal Alien Assistance Program

The State Criminal Alien Assistance Program provides federal payments to states and localities that have 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 are incarcerated for at least four consecutive days during a reporting period. In FY 2008, BJA distributed more than \$386 million in program payments to 871 jurisdictions to assist them with their corrections-related costs.

Corrections Information Sharing

BJA recognizes the wealth of information available within the corrections community about gangs, drugs, security threat groups, terrorism, and radicalization efforts, as well as the importance of offender profile information to ensure the successful reentry of offenders into the community. BJA believes release information should be made available to local social services, law enforcement, and fusion centers for reentry and intelligence purposes. In FY 2008, in an effort to explore how this might be done, BJA brought

together national partner organizations, including APPA, the Association of State Correctional Administrators, the Corrections Technology Association, IACP, the IJIS Institute, and NSA, to identify and address impediments to information sharing and establish collaborations for promoting the mutual sharing of information between corrections and law enforcement. The participants developed a three-phased strategy to coordinate organizations' policies, partnerships, and cultures; identify data structures to allow standardized information exchanges; and

identify networks and transmission paths to serve as vehicles for sharing information. The group also identified as priorities any release information necessary to foster effective reentry efforts for offenders and any intelligence information about gang affiliations and threat group associations. The next steps will be to determine the transmitter, receiver, and content for any shared information; to then develop appropriate Information Exchange Package Documents; and finally to identify locations for pilot programs.

Tools for Criminal Justice

Through direct funding, educational outreach, and TA, BJA offers the justice community cutting-edge knowledge and capability in bullet-resistant vests, intensive forensic training, and technology for closed-circuit televising.

Bulletproof Vest Partnership Program

BJA's Bulletproof Vest Partnership Program awarded \$20.6 million to 4,484 law enforcement agencies to support the purchase of 190,515 vests for their officers. Of this amount, \$6.3 million went to large jurisdictions and \$14.3 million to smaller jurisdictions. All smaller jurisdictions requesting funding received the maximum allowable amount of their request (50 percent of the cost per vest), while large jurisdictions received 7.41 percent. BJA, with the National Institute of Justice and the National Law Enforcement and Corrections Technology Center, continue to maintain the program's web site (www.ojp.usdoj.gov/bvpbasi) to provide the most up-to-date and accurate information on the National Institute

of Justice's vest testing so that agencies can make informed choices and help ensure officer safety.

National Forensic Science Institute

In FY 2008, the National Forensic Science Institute (NFSI), at the University of Tennessee, conducted its 10-week in-residence National Forensic Academy (NFA) on 3 occasions to provide hands-on, comprehensive training for 54 law enforcement professionals. A division of the university's Law Enforcement Innovation Center, NFSI also provided several 40-hour courses derived from the NFA curriculum. Seven specialized short courses were provided in 6 states, with more than 140 attendees receiving training in topics ranging from bloodstains

to photography, and 2 crime scene management courses for correctional settings reached more than 40 professionals. In all, NFSI provided training during 41 weeks of the year. BJA supports these educational efforts to improve the standards for identifying, collecting, and preserving evidence. To validate or enhance the curriculum, 20 law enforcement professionals from throughout the nation also assisted in a review of the NFA program.

In partnership with BJA and the University of Tennessee Forensic Anthropology Center, NFSI also contributes to developing the Human Remains Identification Project, which uses facial reconstruction and projected age, among other techniques, to identify human remains found in Tennessee and link them to missing persons or homicides. In FY 2008, those remains that had been identified were placed on a web site (<http://leic.tennessee.edu/nfsi/hridp>) that allows not only law enforcement to review the information, but also family or friends nationwide (as the persons associated with the remains may have been from outside the state). To make it more accessible, this web site is also linked within the Tennessee Bureau of Investigation's web site.

Closed-Circuit Televising Program

BJA's Closed-Circuit Televising (CCTV) and Recording Technology Program, in partnership with the American Bar Association (ABA) Center on Children and the Law, distributes funds to state and local units of government for CCTV and recording technology for use in criminal child abuse cases. The goal of this initiative is to reduce further trauma to child victims of abuse who must disclose their abuse during forensic interviews or testimony at hearings or trials.

In FY 2008, ABA entered into subcontract agreements with 32 state and local authorities to fund the purchase of CCTV and recording equipment. These awards included a national training center award to provide forensic interview training in Huntsville, Alabama, and a mobile child advocacy center with CCTV capabilities to cover 29 rural counties in western Kansas. ABA also launched a significantly redesigned web site for the program (www.abanet.org/child/videotape.shtml), which provides access to each state's statutes and case law related to the use of CCTV and recording equipment in child abuse cases. The site also includes a new interactive map of the United States, a "Grantee's Corner," contact information for all grantees, a TA box, and links to other resources.

Finally, BJA, ABA, and American University provided intensive TA to the Commonwealth of Puerto Rico's mobile CCTV initiative. The TA team is working with staff from the Virginia Department of Criminal Justice Services to host a site visit for Puerto Rico's CCTV staff to see a demonstration of a successful mobile unit program. In addition, the Puerto Rico grantees asked for a review of their draft CCTV procedures manual and their curriculum for training prosecution, defense, and social services staff for the prospective enhanced CCTV program. Both the manual and curriculum are also translated into English.

Justice Information Sharing

The question of how to overcome obstacles to sharing information among law enforcement and other justice system components is a significant issue that affects the safety of Americans. In today's electronic age, the public has grown to expect justice system integration and appropriate information sharing. All local, state, and federal justice agencies need to find ways to overcome obstacles to sharing information. Doing so not only increases their ability to solve crimes and keep communities safer, it also helps them meet their increasing responsibilities. Even though the sharing of information must be the responsibility of each criminal justice agency, BJA is committed to providing the resources and assistance needed to make it as easy as possible.

Global Justice Information Sharing Initiative Advisory Committee

Through DOJ's Global Justice Information Sharing Initiative's (Global) Advisory Committee (GAC), comprising key officials from local, state, tribal, federal, and other justice-related organizations, BJA continues to bring together representatives from the justice community to overcome barriers to justice information sharing across agencies, disciplines, and levels of government.

Global Infrastructure/Standards Working Group

In FY 2008, DOJ's Global Infrastructure/Standards Working Group (GISWG) released a new version of the core Justice Reference Architecture (JRA) Specification, version 1.6, which includes important functional and security updates. More importantly, GISWG has recommended some steps toward enabling JRA implementation that were adopted this year as JRA moves into a standardized, reusable solution for service-oriented architecture in the justice community. The most noteworthy step is the creation of the BJA Service Task Team, charged with

identifying, prioritizing, and developing services that can be reused across agencies using JRA, promoting cost savings and interoperability. The Service Task Team helps GISWG leadership validate the technical approach laid out for defining a JRA service, and provides valuable feedback when taking this development approach to other segments of the justice system.

GISWG ensures that other information sharing projects supported by BJA partners continue to evolve and mature. Such efforts include the National Information Exchange Model (NIEM) and Global Federated Identity and Privilege Management (GFIPM). JRA is the glue that binds these activities together into a complete, off-the-shelf information sharing architecture. JRA continues to be the blueprint for agencies that want to adopt the latest information sharing technology and ensure that they keep it current with additional changes and developments as they become available.

GISWG and BJA have also actively promoted JRA not only to familiar partners such as DOJ and the U.S. Department of Homeland Security (DHS), but also to cross-governmental organizations such as

the Intergovernmental Advisory Board, the National Association of State Chief Information Officers (NASCIO), and the National Governors Association. This outreach helps to ensure that the JRA model is compatible with other frameworks being supported by constituents in a broad range of communities, including homeland security, intelligence, health and human services, and transportation. The outreach also provides BJA with critical feedback and helps identify potential national policy issues.

Global Security Working Group

An initiative of DOJ's Global Security Working Group (GSWG) and BJA, GFIPM delivered the first production version of the GFIPM metadata specification. This implementation-ready standard describes the precise information that needs to be asserted in a secure transaction within a federation so that information sharing can occur in a standardized, reusable, and trusted manner. *Federation* means that participating agencies agree to common business rules and standards so that users they do not manage may access their resources. The standard will help ensure that all who join a federation will be doing so consistently and will be able to communicate in the same language.

The GFIPM delivery team has been methodically expanding the initial proof of concept federation, recently dubbed the National Information Exchange Federation. New participants in FY 2008, with funding assistance from BJA, include Connect Project, a multistate information sharing consortium; Southern Shield, a collaboration of southern-state fusion centers; and the Los Angeles County Sheriff's Department, via the Automated Regional Justice Information System in San Diego, California. These

new partnerships will strengthen information sharing capacities among member organizations by using federation concepts to provide a single sign-on capability, and will provide the performance measures, as well as case study examples, that help to document GFIPM's impact.

GSWG and BJA also made outreach support a top priority to help ensure consistent application of federated identity principles in government. The Information Sharing Environment (ISE) Identity and Access Management framework was developed with substantial input and incorporation of GFIPM concepts to ensure that future implementation based on that framework would be compatible with GFIPM users. GSWG and BJA provided briefings to the Federal Bureau of Investigation's (FBI) Criminal Justice Information Services, DOJ's Office of the Chief Information Officer, and other agencies to ensure that federal data systems were properly meeting state, local, and tribal requirements for identity management. One outcome of these efforts was the creation of a formal relationship between GFIPM and DOJ's Trusted Broker initiative—two complementary programs that enable broader information sharing possibilities without sacrificing security or privacy protection.

Global Privacy and Information Quality Working Group

DOJ's Global Privacy and Information Quality Working Group advances the adoption of policies to protect privacy and ensure information quality (e.g., those policies that promote responsible collection, handling, management, review, and sharing of personal information about individuals) by justice system and public safety participants. In FY 2008, this working group finished drafting the "Information

Quality Program Guide and Self-Assessment Tool” to help agencies identify an agency’s information (list of types of information) and products (e.g., incident reports, pre-sentencing reports); determine which dimensions of information quality (core and contextual) apply to those products to ensure their quality; evaluate whether agency business rules are being met by using the self-assessment tool; and identify what is necessary to fill in the gaps where the agency does not meet those requirements. The guide will be published in 2009.

Global Intelligence Working Group/Criminal Intelligence Coordinating Council

DOJ’s Criminal Intelligence Coordinating Council (CICC) provides senior executives with advice and council by recommending policies, practices, and procedures that affect and shape the development of national priorities. The Global Intelligence Working Group comprises local, state, tribal, and federal justice, homeland security, and public safety representatives. It serves as CICC’s partner, calling on source experts from outside the working group as needed and supporting implementation of national program efforts. FY 2008 CICC and Global Intelligence Working Group activities included:

- Working with DOJ, DHS, the Office of the Director of National Intelligence, the Program Manager for the Information Sharing Environment (PM–ISE), and the FBI to plan the annual National Fusion Center Conference.
- Working with PM–ISE to implement the tenets of the National Strategy for Information Sharing.
- Collaborating with BJA, the Major Cities Chiefs Association (MCCA), the FBI, and DHS to

develop the *Findings and Recommendations of the Suspicious Activity Report (SAR) Support and Implementation Project*.

- Developing the *Baseline Capabilities for State and Major Urban Area Fusion Centers*.
- Collaborating with federal partners in engaging the privacy advocacy community.
- Working with federal partners to develop a document to guide the implementation of intelligence-led policing nationwide.
- Supporting the DOJ/DHS Fusion Process Technical Assistance Program by helping to develop and deliver TTA services.
- Participating in the development of *Guidelines for Establishing and Operating Gang Intelligence Units and Task Forces*.
- Developing guidance to assist agencies in collecting and handling “tips and leads” information.
- Continuing coordination of the nominations and selections of state and local candidates for the Interagency Threat Assessment and Coordination Group, and coordination of local, state, and tribal organizational representatives for membership on the group’s advisory council.

Global Outreach Working Group

DOJ’s Global Outreach Working Group (GOWG) was created in 2008 to educate Global constituents and other partners about Global activities and products, improve communication and coordination among GAC working groups, and ensure an overall consistent

approach to information sharing. In its short time in existence, GOWG has already taken significant strides toward accomplishing these goals.

GOWG's progress was enhanced by the renewal and use of OJP's Justice Information Sharing web site, www.it.ojp.gov, a repository of GAC products and publications and a primary resource for inquirers seeking current information on activities and standards, including beginners who want to expand their information sharing capacities. Vetting its initial web site design through usability testing conducted by BJA and the IJIS Institute, GOWG members provided organization and content priorities that shepherded the development efforts to create a functional, robust, and easy-to-use product.

GOWG also appointed an official liaison to each of the other four GAC working groups and initiated a reporting template to capture major projects or milestones, actions or next steps, and highlights or success stories for inclusion in newsletters. Through these liaisons, GOWG hopes to improve communication between groups, facilitate dialogue on issues of common interest, and increase awareness of the challenges being addressed in all areas of the information sharing landscape. The *Global Highlights* newsletter is another important tool that GOWG has adopted to share information on Global's latest work with stakeholders and the general public.

Regional Information Sharing Systems Program

The Regional Information Sharing Systems (RISS) Program links law enforcement agencies throughout the country and provides secure communications, information sharing resources, and investigative

support to combat multijurisdictional crime and terrorist threats. RISSNET is the program's communication backbone and infrastructure, connecting 83 local, state, federal, and regional systems. RISS serves more than 8,000 law enforcement and criminal justice member agencies, and more than 82,000 access officers—representing hundreds of thousands of law enforcement officers—can access the databases of 6 regional RISS centers and other intelligence systems from a single query.

In FY 2008, the use of RISS services and resources continued to grow: RISS criminal intelligence databases contain more than 3.2 million records; member agencies made more than 2.3 million inquiries against RISSIntel databases, which resulted in 151,232 hits; and RISS delivered more than 23,900 analytical products and responded to more than 96,000 requests for records research assistance. RISS training was also in demand: agencies attended nearly 1,000 RISS-sponsored information sharing conferences and specialized training sessions. In addition, RISS field staff conducted more than 27,000 onsite visits and the regional centers loaned out more than 5,100 pieces of investigative equipment.

RISSafe

As part of its continued commitment to promoting and enhancing officer safety, in 2007, BJA provided funding for the development and deployment of RISSafe, an officer safety event deconfliction system. With RISSafe, law enforcement personnel enter police operations into the system, such as raids, controlled drug buys, surveillances, and other high risk activities. RISSafe keeps track of these events and alerts law enforcement agencies when an operation conflicts with another agency's activities. Without

RISSafe, officers could unknowingly encounter law enforcement personnel who are working undercover, and put them at risk of harm. With the continuing development of RISSafe, 50,000 events have been entered into the system and approximately 15 percent of the entries need to be deconflicted. RISSafe was deployed in the Western States Information Network in FY 2008, and BJA intends to expand its implementation to the other five regional RISS centers.

National White Collar Crime Center

NW3C provides training, investigative support, and research to agencies and other entities involved in preventing, investigating, and prosecuting economic and high-tech crime. NW3C saw tremendous growth in FY 2008 as its membership increased with 267 new voting members and 50 new associate members, bringing the total membership to 2,849. The number of students taking courses in cybercrime and economic crime/intelligence analysis, and those attending NW3C Program Support Center training, surpassed the target numbers for FY 2008, more than doubling the target number of cybercrime students to more than 5,100 students. NW3C also surpassed another annual target, distributing 11,000 training products during FY 2008. Additionally, downloadable training CDs and DVDs on the NW3C web site (www.nw3c.org) increased the availability of these products. Investigative support staff conducted more than 19,000 public record searches and produced almost 2,200 analytical products (a 312 percent increase over the number of products produced in 2006). The Internet Crime Complaint Center, a national complaint and investigatory system funded partially by NW3C and BJA, received 30,974 more reports from the public than it had in the previous year; and added 23 new NW3C

member agencies to the referral database (15 more new members than in the previous year.)

NW3C proactively creates many informational materials and promotes the exchange of information and ideas. In FY 2008, nearly 500 people attended NW3C educational events—285 attendees from 102 agencies at the Global Conference on Economic and High-Tech Crime in Washington, D.C., and 73 attendees from 40 agencies at the Albuquerque, New Mexico, outreach event. NW3C's research division completed 94 research products, including white papers on cyber bullying, insurance fraud, and money laundering. State and local law enforcement agencies also received 41,398 copies of *Informant* magazine, which conveys best practices and trends in white collar crime prevention.

Fusion Centers

To facilitate the development of a national fusion center capability, BJA and the DHS National Preparedness Directorate partnered in FY 2007 to develop the Fusion Process Technical Assistance Program. During FY 2008, fusion process TA services included, in addition to general technology TA itself, help in developing privacy policies, developing and implementing a liaison officer program, information sharing and coordination for fusion centers and fire services, assistance interpreting and implementing the requirements of the criminal intelligence system operating regulation (28 C.F.R. Part 23) TA, a course for intelligence commanders, SLATT®, criminal intelligence for the chief executive, and NIEM training. Fusion process services currently in development include SAR and “Privacy 101” training, fusion center security, and fusion center and emergency operations center coordination. The Fusion

Process Technical Assistance Program has provided 50 program and service deliveries since January 2008, and 129 program and service deliveries since the program's inception.

Cross-Governmental Activities To Support Information Sharing

Law Enforcement Information Technology Standards Council

The goal of the Law Enforcement Information Technology Standards Council (LEITSC) is to make adoption of common technology standards easier for agencies of all sizes, regardless of technology expertise. LEITSC, in partnership with BJA, has focused on ways to support adoption and use of the well-received functional specifications it has developed for law enforcement computer-aided dispatch and records management systems. Most significantly, the Records Management Systems Functional Specification version 2.0 was released, which includes critical additions of the FBI's National Data Exchange project and SAR capabilities. These updates will help ensure that new business practices in law enforcement will be adequately planned for and supported by the underlying technology. LEITSC also updated 10 information exchange package documents (IEPD) to align them with the NIEM version 2.0 formats. These packages support the most common information exchanges that occur between computer-aided dispatch and records management systems and reinforce adoption of the national functional specifications (i.e., NIEM). Those who adopt the specifications will stay up-to-date on technology and be better positioned to engage new communities outside of justice when necessary.

LEITSC continues to develop the TA capabilities provided to law enforcement agencies that adopt these standards. Through LEITSC, and specifically IACP, TA requests are processed or forwarded to appropriate agencies. In addition, LEITSC has begun to make adoption more straightforward by developing aids such as a functional specifications user guide and a request-for-proposal tool to simplify incorporating information exchange standards into product solicitations.

National Association of State Chief Information Officers

NASCIO provides a significantly valuable service to its members and the justice information sharing community as a whole through the BJA-funded Enterprise Architecture Cooperative Program, which promotes enterprise-wide awareness and planning at the state level to assist in specifying, acquiring, and implementing technologies to support the cross-governmental flow of information. By focusing on real issues that state CIOs are facing and highlighting case studies and adoption scenarios, NASCIO provides a forum for collaboration between the criminal justice functions of the states and the broader range of their government activities, reducing the traditional barriers that hinder cost savings and reuse of core services.

NASCIO also provides a series of briefings for their stakeholders that focus on particular challenges faced by state CIOs. In 2008, NASCIO delivered the following briefings: "Electronic Records Management and Digital Preservation," "Information Technology Governance and Business Outcomes," "Data Governance," and "Governance of Geospatial Resources." These issue briefings serve as another

important way that NASCIO is helping to shape the national discussion on information sharing and ensure that state and local perspectives and requirements are properly addressed.

Suspicious Activity Reporting Initiative

The nationwide SAR Initiative establishes a unified approach at all levels of government to gathering, documenting, processing, analyzing, and sharing information about terrorist-related suspicious activities. Multiple projects are underway to implement this SAR process.

In January 2008, the PM-ISE issued an important ISE-SAR Functional Standard designed to help state and federal agencies build interfaces and exchange services necessary to SAR. Building on NIEM, this standard recommends the use of a SAR IEPD to support ISE-based data exchanges between state and local fusion centers and federal agencies.

The SAR Support and Implementation Project, developed collaboratively by BJA, MCCA, Global, CICC, the FBI, and DHS, began in April 2008, with site visits to four major city police departments in Los Angeles, California; Chicago, Illinois; Boston, Massachusetts; and Miami-Dade, Florida to evaluate their current SAR processes and develop a standardized approach to the reporting of suspicious activity. These site visits led to some conclusions about leadership; privacy and civil liberties protections; the gathering, processing, reporting, analyzing, and sharing of information about suspicious activities; standard reporting format and data collection codes; training and community outreach; and technology. The final report detailing these conclusions and

considerations for further action at the national level was published in early FY 2009.

Also during spring 2008, development began on the ISE-SAR Evaluation Environment Project, a collaborative effort among state and local officials from 12 jurisdictions working in partnership with DOJ, DHS, the U.S. Department of Defense Antiterrorism/Force Protection Program, and the FBI. The project will assess the value of the ISE-SAR process and the ISE-SAR Functional Standard in advancing counter-terrorism goals. The project also encourages city-state partnership implementation to ensure that the SAR process is viable and effective in all potential pilot sites. The first phase of this project will involve three state fusion centers in Florida, New York, and Virginia. The second phase will expand the project to other major law enforcement agencies and regional fusion centers. Planning for this phase included a meeting in September 2008 in St. Louis, Missouri, which brought together representatives from the three state fusion centers and nine cities to discuss the project and the steps necessary to begin implementing it.

Also in September, representatives from federal, state, and local law enforcement agencies met in Washington, D.C., with privacy advocates from throughout the United States to discuss the nationwide SAR Initiative and the privacy and civil liberties implications of implementing this initiative. The meeting provided advocates with an understanding of the intentions of law enforcement agencies in collecting SAR, and law enforcement personnel with a better understanding of advocates' concerns.

Training has been identified as a major component in the success of institutionalizing the SAR process within an agency and the implementation of the initiative nationwide. BJA is working with MCCA, IIR, and IACP to develop training to help implement the SAR process. Training, which began in fall 2008, will initially focus on law enforcement executives, line officers, and analysts/vetters.

Another effort in this nationwide initiative is the development of a SAR library, a searchable resource of SAR reports received from multiple agencies at local, state, tribal, and federal levels that promotes the operational effectiveness of analysts and investigators in detecting potential terrorist activity, hosted by DOJ's National Criminal Intelligence Resource Center (NCIRC) (www.ncirc.gov).

Minimum Criminal Intelligence Training Standards

The *Minimum Criminal Intelligence Training Standards*, initially published in 2004 and updated in FY 2007, were developed as a result of the *National Criminal Intelligence Sharing Plan*. The standards reflect the collective judgment of subject-matter experts from law enforcement intelligence practitioners, managers, executives, trainers, and scholars from all levels of government about the development and delivery of law enforcement criminal intelligence training. The online Criminal Intelligence Training Master Calendar (<http://mastercalendar.ncirc.gov>), developed in 2007, provides state, local, tribal, and federal law enforcement with a single point of access to federally sponsored intelligence training programs that meet the standards. The courses available on this web site represent several training classifications as well as topic-specific training

opportunities, and are continually updated. One of the first offerings (in June and September 2008) was "Criminal Intelligence for the Chief Executive," which focuses on criminal intelligence sharing, the intelligence function, ILP, and legal and privacy issues. The "Intelligence Manager/Commander" course, delivered in June, July, and August 2008, was offered in conjunction with regional fusion center meetings to ensure that fusion center commanders had an opportunity to attend the course.

Privacy and Civil Liberties Policies

BJA hosted four regional fusion center group trainings for using the *Privacy and Civil Liberties Policy Development Guide and Implementation Templates*, revised in February 2008. Participants were given a hands-on workshop in which subject-matter experts guided them through the implementation templates. BJA, in partnership with IIR, has also been reviewing draft privacy and civil liberties policies from 35 state fusion centers and 9 urban area security initiatives, identifying policy gaps, recommending changes, and providing TA so that these entities can successfully develop and implement their policies. Finally, in 2008, BJA published a proposed rule change to the criminal intelligence system operating regulation (28 C.F.R. Part 23) requiring state, local, and tribal organizations to have a written privacy and civil liberties policy if they use federal grant funds to develop or enhance an intelligence sharing system.

Intelligence-Led Policing

The goal of ILP is to assist law enforcement agencies in using intelligence to guide operational activities for both tactical responses and strategic resource

allocation and responses. The *National Criminal Intelligence Sharing Plan* recommends that law enforcement agencies at all levels of government adopt the minimum standards of ILP. In FY 2008, BJA continued its efforts to implement ILP concepts by supporting DOJ's Global Justice Information Sharing Initiative.

The tenets and standards of ILP are being incorporated into many national initiatives. ILP is linked to the success of fusion centers and is discussed in the newly released *Baseline Capabilities for State and Major Urban Area Fusion Centers*. The BJA Corrections Coordination Project promotes ILP by encouraging increased sharing of intelligence information between law enforcement and corrections communities. The Targeting Violent Crime/Intelligence-Led Policing for Violent Crime Task Forces conference in January 2008 included presentations by ILP experts, highlighted successful ILP initiatives, and provided tools and resources for ILP implementation within violent offender task forces. In addition, each of the 2008 BJA Regional Conferences included sessions on implementing ILP. Finally, the SAR Initiative has encouraged law enforcement agencies to apply the principles of ILP when interacting with other agencies in reporting of suspicious activity.

A new resource in development is an ILP guideline report, the goal of which is to provide state, local, and tribal law enforcement agencies with an understanding of ILP and its benefits to them. This document will include scenarios and examples and provide tools to enable agencies to implement ILP. In FY 2008, BJA coordinated meetings of local, state, and federal law enforcement personnel to begin developing this document.

National Criminal Intelligence Resource Center

Supported by BJA, the NCIRC web site, www.ncirc.gov, serves as a secure "one-stop shop" for local, state, tribal, and federal law enforcement officials who need to keep up with the latest developments in the field of criminal intelligence. The Office of the Director of National Intelligence, the FBI, and DHS also are involved in developing and maintaining this online resource.

The center's web site includes a highlights section of new items of interest and links to the Criminal Intelligence Training Master Calendar. The center will also host the SAR library and provide for search and document storage capabilities. Further, at the request of BJA, the DHS/DOJ Fusion Process Technical Assistance Program and Services section was added. This section assists already established or newly created fusion centers with obtaining additional information regarding the fusion process and requesting TTA services. It includes new information and services such as personalized tri-fold brochure requests, fusion center technology TA, fusion liaison officer program implementation, an intelligence commanders course, and fusion center and fire service information sharing and coordination. The "Reports and Articles" component of this section features case studies, practice notes, operational exchanges, and DHS-supported special-events articles written in partnership with the Lessons Learned Information Sharing group (www.LLIS.gov). Development of a public site portal is also underway.

Other Information Sharing Initiatives

National Information Exchange Model

The NIEM initiative is a partnership between DOJ and DHS designed to develop, disseminate, and support enterprise-wide information exchange standards and processes that can enable jurisdictions to share critical information in emergency situations and support day-to-day operations of agencies. NIEM is a national standard that provides great promise for information sharing with critical nontraditional justice partners. Most of its documentation and ongoing work is available through the NIEM web site, www.niem.gov.

During FY 2008, the NIEM initiative amassed many notable accomplishments, and a great number of projects are near completion. Completed projects include many new documents to assist the NIEM community and potential NIEM users with adoption and use, including the *NIEM Users Guide* and white papers on NIEM high-level version architecture, high-level tool architecture, and conformance. The NIEM Communications and Outreach Committee has also published 5 case studies that highlight instances of successful NIEM implementation around the nation, and has continued to produce and disseminate the monthly *NIEM Newsletter* to more than 1,300 NIEM stakeholders worldwide.

In 2008, a training section was added to the NIEM web site aimed at helping users understand the opportunities and resources available for implementing NIEM in their agencies or organizations. This new section features materials from the NIEM “Practical Implementer’s Course” as a resource both for those who have taken the training

and need to reference the material and those who have yet to take the course and would like to see what it entails. The NIEM web site also now has a Google search application that makes keyword searches available to users and a NIEM adoption and use map showing users where NIEM is being implemented throughout the nation.

In FY 2008, the NIEM program was also highly involved in the requirements, design, and implementation of the U.S. Department of Defense’s Universal Core (UCore) 2.0. This involvement helped ensure the compatibility of UCore 2.0 with NIEM and DOJ’s Logical Entity eXchange Specifications. UCore 2.0 shares the same underlying message structure as these specifications, which creates a substantial functional alignment between the two and allows for greatly simplified translation of messages from one to the other.

Justice Information Exchange Model Tool

BJA and SEARCH (the National Consortium for Justice Information and Statistics) have partnered on the Justice Information Exchange Model (JIEM) tool and exchange modeling process, which continues to mature and incorporate additional dimensions of the information sharing landscape. This year, 2008, saw the release of JIEM version 4.1, which provides many significant updates such as better modeling of Service Oriented Architecture requirements to facilitate JRA adoption, enabling capture of performance measurement and data access control requirements, better integration of industry standard specifications for business process modeling, and enhanced reporting capabilities to make analysis of modeled exchanges more effective. Of great significance is the new ability to install JIEM locally on any computer

and run the program without an Internet connection, resulting in JIEM being used in more environments than ever before, and giving the end user more flexibility and customization options to make JIEM a more effective tool.

In all, these changes make JIEM a better end-to-end exchange modeling tool, compatible with constantly evolving information technology standards and best practices. Because the core concepts of the tool remain the same, SEARCH does not require that all previously certified JIEM users take the entire training course again. Instead, SEARCH provides an online “quick start” training course to educate users on the JIEM’s newer features and modifications. In this way, the training and outreach support for JIEM continues to adapt with the tool itself to meet the changing needs of the information sharing practitioner community.

Privacy and Civil Liberties

In FY 2008, BJA entered into an interagency agreement with the DHS Office of Civil Rights and Civil Liberties and the DHS Privacy Office to establish a privacy and civil liberties portal on the OJP Justice Information Sharing web site (www.it.ojp.gov); to post trainings and curricula on that portal and incorporate the privacy and civil liberties training into those existing trainings (e.g., 28 C.F.R. Part 23 training, SLATT® trainings); and to use the “Privacy 101” materials to develop training videos that include hypothetical situations, problem solving, and train-the-trainer capability.

BJA and DHS also enlisted the support of their national partners, as well as Global committee members, to develop a comprehensive suite of

products for increasing awareness of privacy and civil liberties issues, and to develop compliance audits for privacy and civil liberties policies to be used by fusion centers and state and local justice and public safety agencies. States were solicited to determine their level of interest in receiving customized onsite privacy policy TA. Arizona, North Dakota, and Texas were selected through a formal application process to be the pilot states. DOJ and Global developed a state-focused version for the pilot sites based on the successful training template for fusion centers.

BJA, in partnership with SEARCH, drafted the “Privacy Impact Assessment” tool to provide state justice and public safety agencies with a guide for developing privacy and civil liberties policies, as well as an instrument for the periodic review and assessment of those policies.

Leadership and Building Capacity

BJA leads the way with innovative training, TA, knowledge management, performance measurement, and other support for justice agencies.

Training and Technical Assistance Coordination

During FY 2008, BJA funded 322 TTA grants to 106 separate organizations, sponsored 1,509 training events (reaching more than 36,000 justice professionals), and funded 124 conferences. For easy access to information about these events and conferences, BJA launched a web-based calendar. Further, in response to requests from jurisdictions whose needs for assistance were outside the scope of most TTA efforts, BJA continued to implement the National Training and Technical Assistance Initiative. This project's accomplishments include providing technical assistance to community prosecution programs; developing and disseminating pandemic preparedness materials for courts and other justice agencies; providing train-the-trainer programs in motivational interviewing for probation and parole officers; assessing training services for a city's narcotics unit; analyzing a county's pretrial services division; providing assistance in strategic planning to a statewide drug oversight council; and developing train-the-trainer events for correctional personnel in the use of non-lethal weapons.

BJA also continued to enhance its TTA outreach to the justice community. To this end, BJA developed methods to quantify and better evaluate the performance of its TTA providers. By establishing a menu of performance measures so that grantees could

report on a uniform set of criteria, BJA was able to obtain cumulative information on the number and types of TTA services provided across the various justice topic areas. BJA also implemented a web-based reporting system for TTA activities that grantees can use to report quantifiable performance measurement data on a quarterly basis.

Knowledge Management

BJA's knowledge management team was involved in many vital initiatives in 2008, including updating the BJA Evaluation web site and disseminating monthly evaluation e-newsletters; creating logic models to inform programming, planning, and policy development; and creating briefing summaries for BJA staff on topics such as the economy and crime, mentoring adult offenders, reducing violent crime, tribal programs, and reentry. The knowledge management team also was responsible for reviewing selected solicitations to ensure that the contents were consistent with the existing research; creating a program-related research repository for program-related documentation (e.g., reports, legislation, presentations); meeting with federal, state, and local research and program partners to discuss research, evaluation, performance measures, and evidence-based practices; and working with the National Criminal Justice Reference Service to establish periodic e-alerts notifying staff of current information releases in their respective subjects.

Performance Measurement

Performance measurement has been an important accountability tool within the federal government since 1993, when the Government Performance and Results Act was enacted. Shortly after its inception, this law began to shift the focus of federal agencies away from simple accountability for processing to accountability for results. In 2003, the Program Assessment Rating Tool (PART) was launched to review all programs during a 5-year period ending in FY 2008, and then to begin the review again. In FY 2008, BJA's Drug Court Program underwent the PART process and received a score of "Adequate."

To enhance data collection and demonstrate program results, in 2008 BJA awarded a contract to CSR, Inc., to support the development and implementation of a performance measurement system for the Drug Court and TVCI grantees. This pilot test system aided BJA in external reporting requirements such as PART and allowed BJA staff to use sound performance measurement data to improve program management. Because of the success of this system and the positive response from BJA grantees, the database was expanded to include 10 new programs during the next 3 years. In September 2008, BJA awarded a second contract to CSR to continue with its data collection and analyses capacity and to realistically assess the outcomes of grantee programs. The performance measurement database promises a lighter reporting burden on grantees because it customizes measures for a higher degree of accuracy of data and the ability to aggregate; provides greater performance measure information for grantees such as definitions, FAQs, and hotlines for questions; produces faster response

times to external queries for data; and offers better program management with data at both the program and grantee levels.

BJA held several workshops and conference calls to increase grantees' understanding of the performance measures data collection process, which will lead to better reporting compliance and understanding of program measurement. Toward that end, BJA also made the collected data public on the BJA web site. In addition, BJA has worked to simplify data collection and reduce the reporting burden on grantees by reducing the number of duplicative or unclear measures required and customizing program measures. For example, drug court grantees now report only on measures that pertain to their own type of award, whether that be implementation, enhancement, or statewide.

BJA also participated in OJP's Business Process Improvement initiative for performance measures, which analyzed the current processes and made suggestions for improvement, created a master catalog of agency measures, and developed guidelines for measuring program success.

Law Enforcement Training

In FY 2008, in collaboration with BJA, the IACP Smaller Police Department Technical Assistance Program and New Police Chief Mentoring Project produced and offered valuable resources to smaller police departments throughout the country. The *Big Ideas for Smaller Police Departments* quarterly e-newsletter is distributed to more than 4,500 direct recipients and to all state associations of chiefs of

police for further member dissemination, and it can be downloaded from the IACP web site. *Police Chiefs Desk Reference: A Guide for Newly Appointed Police Leaders* is the major published resource provided by the New Police Chief Mentoring Project. The project distributed all remaining copies of the first edition, and in September 2008 released the second edition, now available at www.PoliceChiefsDeskReference.org.

The New Police Chief Mentoring Project also provided training to more than 450 law enforcement executives in 6 states, including 2 trainings specifically to prepare chiefs to serve as mentors. Through the Smaller Agency Certificate Training Track at the annual IACP Conference, the Smaller Police Department Technical Assistance Program provided training to nearly 2,000 law enforcement executives.

Judicial Training

During FY 2008, BJA partnered with NJC to enhance the skills of 235 judges from 38 states, the District of Columbia, and 2 territories through courses and programs designed specifically to meet the needs of the changing judiciary, as well as with scholarships allowing them to attend. The courses ranged from the 2-week “General Jurisdiction,” intended for new judges, to those for experienced judges, such as “Advanced Evidence” and “Decision Making,” as well as specialized training such as “Practical Approaches to Substance Abuse Issues” and “Co-Occurring Mental and Substance Abuse Disorders,” and skills-based courses such as “Judicial Writing” and “Enhancing Judicial Bench Skills.” Participating judges returned to their states better educated, more proficient and productive, and capable of teaching other judges in their own states.

Rural Courts Improvement Network

The Rural Courts Improvement Network is an initiative that the Justice Management Institute and BJA launched in early 2008 to strengthen the ability of state court systems and rural court leaders to improve court operations in rural areas. The basic approach to developing the network is to conduct a series of seminars for teams from states within a region. The first of two seminars on “Improving Rural Courts: A Networking Approach” was conducted in Coeur d’Alene, Idaho, in June 2008, with teams or representatives from eight states (Alaska, Idaho, Montana, Nebraska, North Dakota, Nevada, New York, and Washington) participating. The seminar focused on key issues common to rural courts, such as overcoming language and cultural barriers to meaningful access to the courts, providing assistance to *pro se* litigants in civil and family law matters, providing indigent defense services, delivering treatment and support services to problem-solving courts in rural areas, and the potential roles of leaders in state court systems in strengthening rural courts. Participants developed action plans for implementation after their return to their home states. By September 2008, planning was well underway for the second seminar in the series, to be held in Syracuse, New York, and cosponsored by the New York State Unified Court System. Work is also underway on construction of the Justice Management Institute’s Rural Courts Improvement Network web page.

Indigent Defense

In FY 2008, as part of the Criminal Courts Technical Assistance Project, BJA, in partnership with American

University, funded two studies of public defenders. To assess the New Orleans Public Defender Office, BJA and American University began planning in spring 2008 for a study to address attorney allocation, workload and conflict management, issues relating to office culture and morale, and technical problems such as data collection and analysis. The newly appointed chief defender in New Orleans requested this study in hopes of ultimately achieving the capacity to provide the level of representation constitutionally required by the office. Similarly, the chairperson of Montana's State Public Defender Commission requested that BJA assess how effectively the new Statewide Montana Public Defender System is operating, largely in response to prompting from the state legislature.

In September 2008, BJA, in partnership with the National Legal Aid Defender Association and American University, created the Public Defense Leadership Focus Group. Comprising experienced leaders in all aspects of indigent defense—those who study and evaluate public defense, policymakers, academics, and other criminal justice system stakeholders—the group seeks to identify and assess the lessons learned through both successes and failures and to plan for the next generation of public defense needs, leadership, and implementation of best practices. BJA will post the meeting notes on its web site, along with documents summarizing the recommendations from the group on the future of public defense and followup steps resulting from the focus group.

Acronyms and Abbreviations

ABA	American Bar Association	Global	Global Justice Information Sharing Initiative
APPA	American Probation and Parole Association	GOWG	Global Outreach Working Group
BJA	Bureau of Justice Assistance	G.R.E.A.T.	Gang Resistance Education And Training
CAT	Communities Against Terror	GSWG	Global Security Working Group
CCTV	Closed-Circuit Televising	IACP	International Association of Chiefs of Police
CenTF	Center for Task Force Training	IEPD	Information Exchange Package Documents
CICC	Criminal Intelligence Coordinating Council	IIR	Institute for Intergovernmental Research
COOP	continuity of operations plan	ILP	intelligence-led policing
CSC	Celebrate Safe Communities	ISE	Information Sharing Environment
CSG	Council of State Governments	JAG	Edward Byrne Memorial Justice Assistance Grant
DHS	U.S. Department of Homeland Security	JIEM	Justice Information Exchange Model
DMI	Drug Market Intervention Initiative	JMHCP	Justice and Mental Health Collaboration Program
DOJ	U.S. Department of Justice	JPI	Justice Planners International
FBCO	faith-based and community organization	JRA	Justice Reference Architecture
FBI	Federal Bureau of Investigation	LEITSC	Law Enforcement Information Technology Standards Council
GAC	Global Advisory Committee	MADD	Mothers Against Drunk Driving
GFIPM	Global Federated Identity and Privilege Management	MCCA	Major Cities Chiefs Association
GISWG	Global Infrastructure/Standards Working Group		

NACo	National Association of Counties	PIECP	Prison Industry Enhancement Certification Program
NADEC	National Alliance for Drug Endangered Children	PM-ISE	Program Manager for the Information Sharing Environment
NASCIO	National Association of State Chief Information Officers	PRI	Prisoner Reentry Initiative
NCCP	National Center for Community Prosecution	PSN	Project Safe Neighborhoods
NCIRC	National Criminal Intelligence Resource Center	PSOB	Public Safety Officers' Benefits
NCPA	National Crime Prevention Association	RISS	Regional Information Sharing Systems
NCPC	National Crime Prevention Council	RMS	records management system
NCSC	National Center for State Courts	RSAT	Residential Substance Abuse Treatment for State Prisoners
NFA	National Forensic Academy	SAMHSA	Substance Abuse and Mental Health Services Administration
NFSI	National Forensic Science Institute	SAR	suspicious activity reporting
NIEM	National Information Exchange Model	SAVIN	Statewide Automated Victim Information and Notification
NJC	National Judicial College	SEARCH	National Consortium for Justice Information and Statistics
NTJC	National Tribal Judicial Center	SLATT®	State and Local Anti-Terrorism Training
NW	National Neighborhood Watch	TA	technical assistance
NW3C	National White Collar Crime Center	TSU	Texas State University
OJP	Office of Justice Programs	TTA	training and technical assistance
OVC	Office for Victims of Crime	TVCI	Targeting Violent Crime Initiative
PART	Program Assessment Rating Tool	UCore	Universal Core
PDFA	Partnership for a Drug-Free America	VIPS	Volunteers in Police Service
PDMP	prescription drug monitoring program		

Bureau of Justice Assistance Information

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

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

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



