



NCJP

The National Center for Justice Planning

A Project of the National Criminal Justice Association



# CORNERSTONE FOR JUSTICE

## Byrne JAG and its Impact on the Criminal Justice System



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# Introduction

The Edward Byrne Memorial Justice Assistance Grant (Byrne JAG) Program<sup>1</sup> is the cornerstone federal justice assistance program. Administered by the U.S. Department of Justice (DOJ), Office of Justice Programs (OJP), Bureau of Justice Assistance (BJA), the Edward Byrne Memorial Justice Assistance Grant (Byrne JAG) Program is the leading source of federal justice funding for state and local jurisdictions. Byrne JAG supports the federal government's crucial role in spurring innovation, as well as testing and replicating evidence-based practices nationwide.

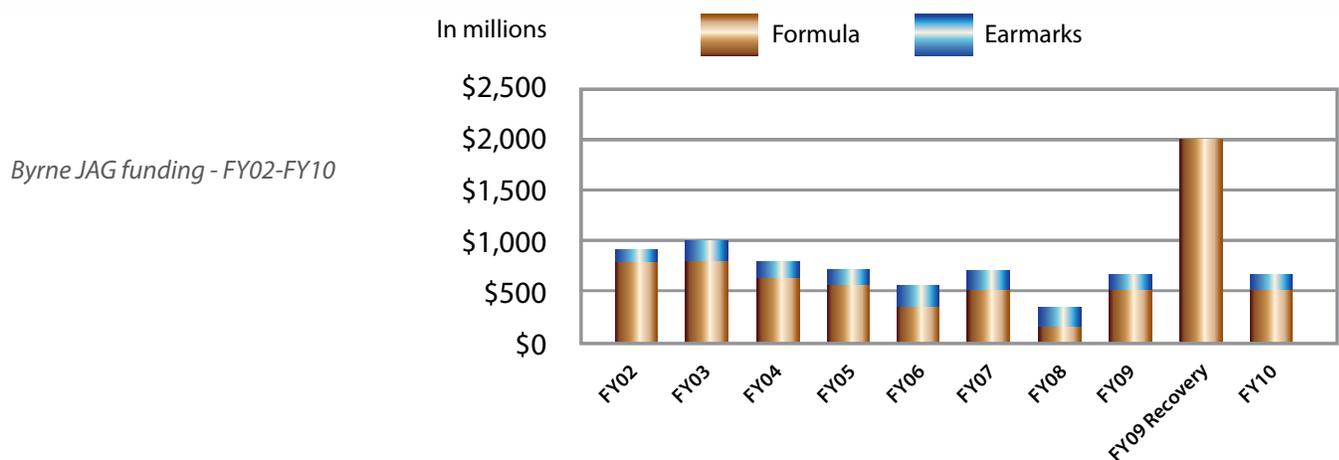
The original Edward Byrne Memorial State and Local Law Enforcement Assistance Program (Byrne Formula) grew out of the Omnibus Crime Control and Safe Streets Act of 1968 (1968 Act) to assist state and local governments in strengthening and improving the operation of law enforcement functions in the states. States and units of local government were encouraged to prepare comprehensive strategic plans based upon evaluation of state and local "problems of law enforcement," and to conduct research and development on improving law enforcement and developing new and innovative ways to prevent and reduce crime.

Byrne JAG's strength is in its flexibility. The 1968 Act established 26 purposes for which funding could be used. Those "program areas" were later expanded to 29, then collapsed into the current seven general program areas: 1) law enforcement; 2) prosecution and courts; 3) crime prevention and education; 4) corrections and community corrections; 5) drug treatment and enforcement; 6) planning, evaluation, and technology improvement; and, 7) crime victim and witness (other than compensation). This breadth and flexibility means states and local communities are able to use Byrne JAG funds to balance resources and address problems across the criminal justice system.

Byrne JAG is used by jurisdictions to test innovative approaches to emerging problems. The BJA highlights these approaches to encourage replication by other states and communities across the country. Many proven criminal justice practices, such as multi-jurisdictional drug task forces, methamphetamine lab reduction, anti-gang strategies, drug courts, reentry programs, and information sharing protocols were originally tested using Byrne JAG funds and are now in practice nationwide.

The Byrne JAG statute authorizes funding at \$1.095 billion per year, though appropriated levels have never reached that threshold. In recent years, funding has hovered at about \$500 million. The American Recovery and Reinvestment Act of 2009 (Recovery Act) provided a one-time boost of \$2 billion to the program.

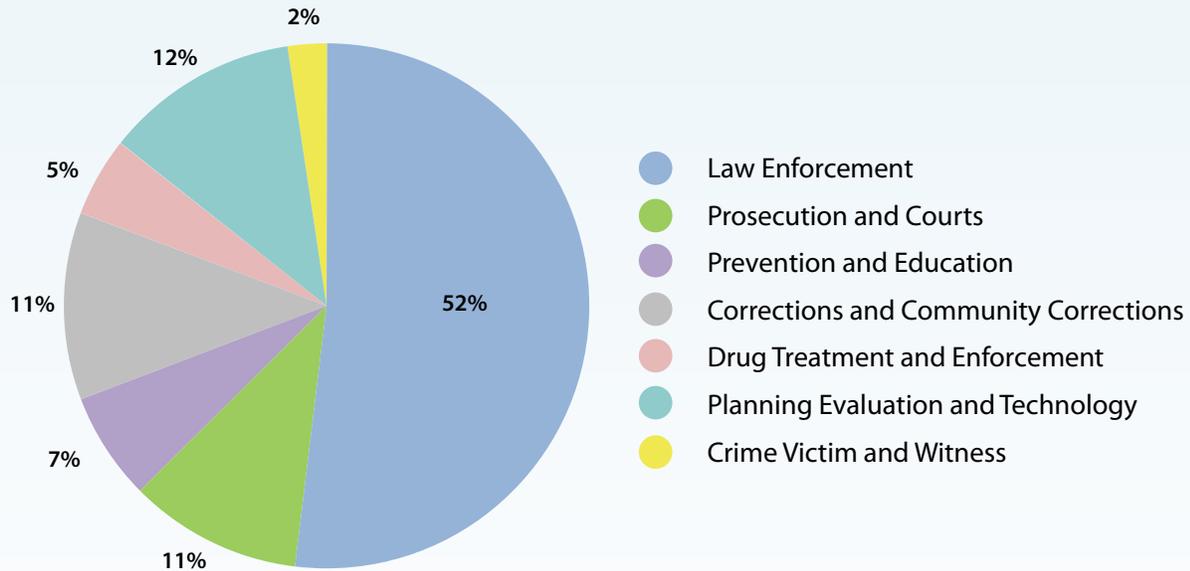
Throughout the program's history, a large and broad coalition, representing all segments of the criminal justice system, has consistently supported robust and steady funding for the Byrne JAG program.



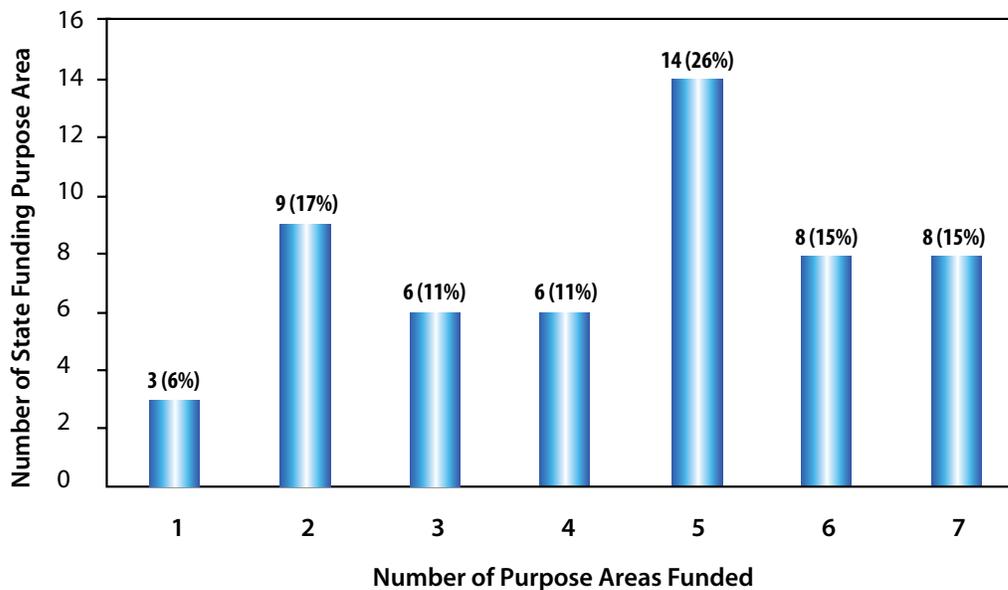
Sixty percent of the total Byrne JAG funds are allocated to the state criminal justice planning agencies, the State Administering Agencies (SAAs), who in turn pass a designated percentage through to local governments and, through them, to other organizations, including non-profit service providers. The SAAs are highly encouraged to develop statewide strategic plans to guide those funding decisions. The remaining 40 percent goes directly from the BJA to local criminal justice agencies, including law enforcement. The state and local allocations are calculated by the Bureau of Justice Statistics and are based on Federal Bureau of Investigation (FBI) crime data and total funding appropriated. **(See appendix for description of how grant funding is distributed.)**

<sup>1</sup>42 U.S.C. 3751(a).

A recent survey of SAAs by the National Criminal Justice Association (NCJA) shows the breadth of purposes for which Byrne JAG is used in states across the nation. **(See appendix for description of the survey.)** Funding is used broadly across the seven purpose areas described in the law. [Note in the chart below that state formula grant spending for the law enforcement purpose area is 52 percent. Total Byrne JAG spending on law enforcement is higher, and likely exceeds 60 percent, given that the majority of grants awarded directly by BJA to units of local government are used by local law enforcement agencies.]



The vast majority of states (42 of 54 states and territories surveyed, or 78 percent) fund initiatives in at least three program areas, and over half (30 states and territories, or 56 percent) support five or more program areas, as shown below. [Because grants may be spent over a four-year period and there is a potential for project period extensions to be granted, states could be using a blend of FY2007, FY2008, FY2009, and FY2010 funding, as well as Byrne JAG Recovery Act funding.]



## Strengthening Law Enforcement



Law enforcement programs are at the very heart of most federal anti-crime initiatives dating back to the 1968 Act. The law enforcement function which is performed primarily at the state and local level is the threshold of the criminal justice system. Unlike most other industrialized countries, the United States has always embraced decentralized law enforcement and justice systems, deferring to the states on matters related to the administration of public safety and the administration of justice subject to overarching constitutional safeguards. However, there is a compelling federal interest in assisting states to improve their capacity to provide for public safety and the administration of justice.

At the outset of the original Byrne grant program, certain initiatives were emphasized, including multi-jurisdictional drug enforcement units, or task forces, and drug prevention and treatment programs as part of a comprehensive drug enforcement strategy. Since then, jurisdictions have expanded Byrne JAG into an array of diverse law enforcement initiatives. The monies also provide statewide coordination of funding thereby avoiding duplication of effort and ensuring that successful law enforcement practices are shared where they can be employed to address similar problems.

Task forces, funded primarily by Byrne JAG, are a unique response to the challenges of drug law enforcement, which differ significantly from other law enforcement missions due to the conspiratorial nature of illegal drug manufacture and distribution; the need for special investigative resources; and vast distribution networks that regularly cross jurisdictions and international boundaries. Departments found that combining resources to focus on criminal organizations that operate in multiple jurisdictions was critical for drug law enforcement. Yet finding the funding for the shared expenses proved a major hurdle to their deployment. Byrne JAG funding often helps finance such inter-jurisdictional efforts, and is the sole source of funding for many task forces. Counter drug strategies developed by these multi-jurisdictional task forces have been successfully deployed as part of broader initiatives targeting gangs and organized crime.

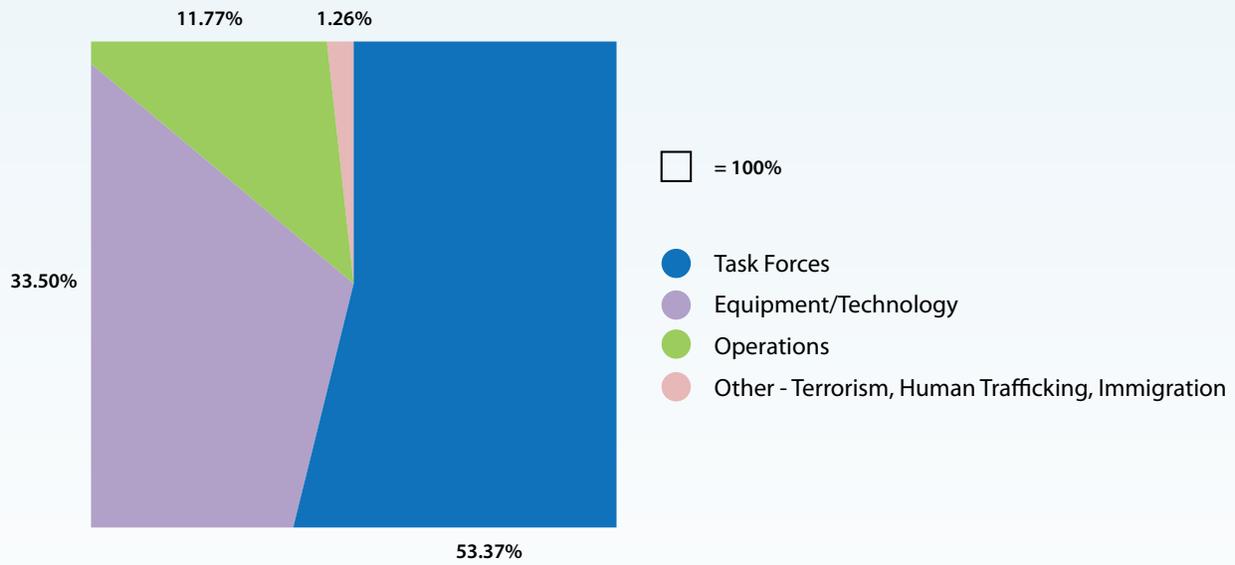
Due to Byrne JAG support, local law enforcement officers are assigned to task forces, allowing them to shift their focus away from day-to-day street drug crimes and local dealers to regional distribution and large scale trafficking networks. Task forces also coordinate with federal law enforcement agencies to allow for seamless investigations into large trafficking operations. The task force model is also being successfully used to work collaboratively across jurisdictions on gangs, human trafficking, prescription drug diversion initiatives, and to prevent, detect, and respond to terrorist activity.

As crime evolves in complexity, law enforcement must continually employ new methods and strategies which often require upgrading or expanding proven technologies. New methodologies to combat crime rely on cutting edge forensic and other technologies and on information and data analysis to focus limited resources on challenges most likely to improve public safety.

Lastly, law enforcement continues to develop new programs for crime victims in special populations, including those who are victims of human trafficking, computer crime, and identity theft. As new challenges emerge, Byrne JAG funding provides law enforcement with the resources to respond quickly.

## Byrne JAG Support for Law Enforcement

Collectively, states spend just over half (52 percent in 2010) of their Byrne JAG formula dollars to support law enforcement functions. Within that total, local law enforcement agencies use the majority of the funds to support their primary public safety functions of equipment and operations (including for task forces), and for other needs, as shown in the chart below. States are also using a significant portion of the Recovery Act grants to support the hiring and retention of local law enforcement officers.



Local law enforcement agencies, however, invest about a quarter of those funds on other functions, such as services for victims of crime, information sharing, and juvenile delinquency programs.

**Every state uses its funding differently. While nearly every state and territory surveyed (52 of 54 surveyed) uses some portion of its grant for law enforcement, about half the states spend 50 percent or less on law enforcement functions, while the other half spend 50 percent or more.**

Most states and territories (44 of 54 surveyed) support one or more multi-jurisdictional drug, gang, or other task forces. **Collectively, spending on task forces is 23 percent of total Byrne JAG formula spending. However, spending on task forces varies widely across the states and is concentrated in relatively few states. Five states spend 75 percent or more of their grant dollars on task force operations, while 40 states spend less than half their grant on task force operations, with 10 states spending nothing.**

### Examples of State Initiatives:

Guided by a statewide strategic plan, **Arizona** uses Byrne JAG funds for drug apprehension programs, consisting of multi-jurisdictional task forces and drug prosecution programs, in all 15 counties in the state. In FY09, Arizona's task forces seized 325,203 pounds of marijuana, 40,184 marijuana plants, 1,662 pounds of cocaine, and 1,118 pounds of methamphetamine, more than double the amount seized in the previous year. In addition, heroin, LSD, PCP, and other hallucinogens, stimulants, and depressants were seized for a total combined estimated street value of \$101,281,217. Most were en route to destinations outside the state. There were 20,592 convictions under the tandem prosecution program, of which 12,054 were felony convictions. The majority of these offenders (9,590) were sentenced to probation and 8,652 were sentenced to a term of incarceration. Also, 2,323 forfeiture cases, totaling \$31.2 million, were concluded.

In **Illinois**, Byrne JAG supports Chicago CeaseFire, an evidence-based public health approach to reducing violent crime, employing highly trained street violence interrupters and outreach staff, public education campaigns, and community mobilization. CeaseFire is empirically proven to reduce neighborhood crime, including a drop in shootings of up to 24 percent.

The **Maryland** CompStat-On-Demand Program helps police agencies throughout the state develop and implement their own data-driven policing processes. Teams of experts are available “on demand” to conduct complete organizational assessments and make recommendations regarding data collection and analysis, mapping, crime reduction strategies, and accountability. Started in 1993 by the New York City Police Department, CompStat is a data-driven accountability process that has since been replicated in police departments across the country.

In 2010, **Utah** task forces removed over \$15 million in illegal drugs and nearly 12,000 prescription pills, made 2,572 drug and 435 gang-related arrests, gave 324 anti-drug presentations in the community, and seized about \$1.4 million in assets related to illegal drug activity.

**Ohio’s** task forces work to identify and arrest mid- and upper-level drug offenders operating across jurisdictions. In 2009, they made 4,849 arrests resulting in 4,445 felony convictions, 35 percent of which were for upper felony levels. Heroin, cocaine, and crack accounted for the majority of the non-pharmaceutical drug arrests. Many have pharmaceutical diversion units, which seized 19,872 and diverted 115,776 dosage units.

**New York’s** Operation IMPACT (Integrated Municipal Police Anti-Crime Teams) addresses the reduction of crime, particularly violent and firearm-related crime, in the 17 counties that account for 80 percent of total crime outside of New York City. Active partnerships maximize resources at all levels of law enforcement and prevent duplication of efforts. IMPACT is an example of how New York used Byrne JAG to pilot an initiative that, once proven, was continued with state funding.

Byrne JAG Recovery Act funding allowed local law enforcement agencies across the country to retain and hire officers and other personnel. For instance, **Virginia** was able to provide support to all 123 sheriffs’ departments, preventing the loss of up to 685 sworn deputies statewide. Likewise, **Massachusetts** was able to support law enforcement jobs in 35 local agencies, while **Mississippi** funded up to 50 jobs in rural jurisdictions.

**California** is establishing a firearms trafficking task force modeled on the Project Gunrunner program and made up of local, state, federal, and, when appropriate, Mexican law enforcement agencies. The task force targets illegal firearms purchases, transportation and smuggling operations, and firearms-related violence along California’s southwest border.

The Lake Cumberland Area Drug Task Force operates in **Kentucky’s** Southeastern region, one of the state’s poorest areas with a large number of drug trafficking organizations. In the past year, the task force has investigated one of the largest crack cocaine distribution cases ever filed in the Eastern District of Kentucky’s federal court; dismantled one of the largest meth lab operations ever found in the region, resulting in the seizure of over 151 one-step meth cooks and the removal of over 200 pounds of contaminated materials; discovered the area’s first lab producing the hallucinogen DMT; and, seized one of the first psilocybin mushroom operations in Kentucky’s history, with over 32,000 mushrooms seized.

**Georgia** used Byrne JAG to demonstrate the potential of a larger, regional approach to drug interdiction, involving 22 counties and municipalities around the metro Atlanta area, and leveraging resources from 58 local agencies. The task force focuses on larger scale traffickers.

Byrne JAG-funded task forces enforce drug laws in rural **Vermont**, where trafficked drugs arrive from as far away as Arizona or across the U.S.-Canadian border. During the first half of the year, the Vermont task forces conducted 257 investigations resulting in 94 arrests and a total of 225 criminal charges.



# Innovation in the Courtroom

## Criminal Courts



In 2008, over 21 million criminal cases were filed in state trial and appellate state courts. While their underlying methods have remained virtually unchanged since our nation's founding, criminal courts have evolved over time through new laws, court decisions, and a new approach to crime fighting, ultimately moving toward a system that is more equitable and efficient.

Traditionally, criminal court in the United States is an adversarial system in which those accused of a crime take part in a truth-finding process involving a prosecutor, defense attorney, and judge. In some cases, a jury is assembled to weigh the facts of the case and decide whether the defendant is guilty of the crime. If the defendant is found guilty either at trial or by plea, the judge imposes a sentence, which may involve probation, incarceration or both. In probation, the offender is mandated to comply with certain conditions under the supervision of a probation officer, employed by the state or local government. If sentenced to less than one year of incarceration an offender will serve time in a local jail. Historically jails have been custodial in nature; more recently, early drug intervention and jail literacy programs have proven effective in offender rehabilitation. For a sentence exceeding one year, offenders serve time in state prisons. After the minimum period is served, the offender may be offered parole, which is an option to serve the remaining sentence outside of prison, under the supervision of a parole officer, generally employed by the state corrections agency. As part of a parole program, most offenders will live in a community-based residential program or a residential reentry center before returning home. These community-based residential settings offer a step-down from state or federal prison and provide an opportunity to receive treatment, enter a work release program, facilitate family reunification, and other reentry oriented activities. They also serve as "halfway back" options and provide graduated sanctions for probation and parole violators.

When the adversarial system is balanced and functioning smoothly, offenders receive the services they need to increase the likelihood they will not reoffend, and jails and prisons are not used for supervision of offenders who are more appropriately managed in the community. Efficiency improves with better records management, updated computer systems, and a strengthening of the procedures and programs used to deliver services to offenders. Byrne JAG funding is used by states and localities for all these purposes depending on the needs and priorities in those communities.

## Specialty Courts

Specialty, or problem-solving, courts, are criminal courts that focus on the needs of a particular group of offenders or victims. They are designed to address the root causes of crime by focusing on the underlying problems of litigants not often addressed in the traditional court setting. By seeking to address the unique needs of a particular population, problem-solving courts increase the likelihood of rehabilitation for the offender or protection of the victim, unplug the criminal docket, reduce prison overcrowding, and, ultimately, improve public safety.

Although specialty courts vary among jurisdictions, they each include the overarching principles of: judicial oversight; individualized assessments; enhanced communication and collaboration among court and allied professionals, social service providers, and the community; specialized training for staff; increased accountability for the offender; appropriate sanctions and incentives; and data analysis that measures outcomes.

Byrne JAG was, and continues to be, the primary source for testing, developing, and replicating new approaches in problem solving courts. After the first drug court, supported by Byrne JAG funding, was developed in 1989 in Dade County (Miami), Florida as a way to stop the revolving door of drug addiction and crime, the approach has been replicated in more than 2,500 drug courts nationwide, and the model used as a springboard for other specialty courts. These include domestic violence, mental health, reentry, veterans, DWI, community, and gun courts. Some jurisdictions are also demonstrating the effectiveness of sexual offense, elder, and gambling courts.

## Pretrial Services

Pretrial services describe the risk evaluation, support services, and court supervision used to determine whether someone accused of a crime should await trial in jail or at home in the community. When an individual is arrested, he or she may be sent to jail to await trial. Historically, financial bail has been the only mechanism used in determining whether to release or detain an individual. However, bail limits the decision to the defendant's ability to raise money. It also leads to jail overcrowding as many defendants remain in jail not because they pose a risk to public safety but because they cannot afford to post bail.

In the mid-1960s, a small number of jurisdictions began to look at other factors when deciding whether to release a suspect prior to trial. These jurisdictions began making decisions based on the danger that he or she may pose to the public while awaiting his or her next court appearance and the risk they will flee. In 1968, the first pretrial services program, which still exists today, was developed in Washington, DC. After interviewing defendants, collecting background information, and verifying data, pretrial services coordinators recommend to the court whether or not a defendant should be released from jail before trial. They also supervise defendants on the conditions of release imposed by the judge, help ensure defendants return to court when scheduled, and refer them to social services intended to address the root cause of their crime (e.g., substance abuse or mental health treatment) or provide other community supports (e.g., housing and employment services).

Byrne JAG funds pretrial services programs which improve the breadth and quality of information about a defendant's risk to the public's safety, reduce jail overcrowding, and save taxpayer dollars.

## The Prosecutorial Function



The prosecutor's primary duty is to seek justice and protect the public safety and welfare of the community. The prosecutor is an advocate for justice, the victim and the community. As such, the obligation of the prosecutor is to protect the innocent, convict the guilty, guard the rights of the accused, and enforce the rights of the public. Standing at a critical stage in the criminal justice system, prosecutors serve many functions throughout the criminal process, from investigation, through charging decisions, and ending with sentencing.

In making a recommendation on a disposition, the prosecutor seeks to hold the offender appropriately accountable while seeking out any alternative approaches within the community, some of which may be coordinated by the office of the prosecutor. As the official charged with recommending the most appropriate disposition for the defendant, the prosecutor is in an ideal position to help coordinate such efforts.

In recent years, as drug and drug-related crime have contributed to soaring incarceration rates, prosecutors began to test new techniques for engaging the community in breaking the cycle of crime. These techniques, known as community prosecution or intelligence-led prosecution, seek to address the root causes of crime and reduce recidivism by offering services in the community as alternatives to

incarceration for non-violent offenders. One such alternative are diversion programs which are cost-effective alternatives to prosecution for select non-violent first time offenders. When successful, these options allow prosecutors to focus on more serious offenses, save taxpayers the cost of incarceration, and help reverse the criminal behavior so the defendant does not reoffend. Byrne JAG supports many of these innovative approaches in states across the country.

## Public Defenders

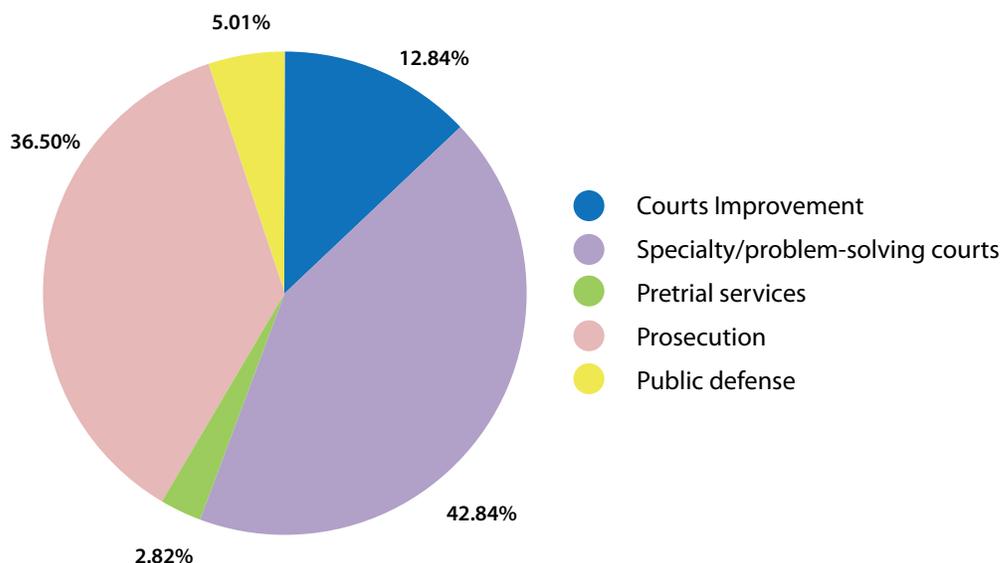
The Sixth Amendment to the Constitution guarantees that “In all criminal prosecutions, the accused shall...have the Assistance of Counsel for his defence [sic].” This universal right has been interpreted over the years as a guarantee that the accused will have access to the services of a defense attorney, and those that cannot afford to hire private counsel will be assigned a publicly funded attorney. The National Center for State Courts estimates that between 80 and 90 percent of all persons charged with criminal offenses qualify for “indigent defense.”<sup>1</sup>

Indigent defense systems typically provide representation through some combination of three methods including public defenders offices, assigned counsel, or contract attorney systems. Public defender offices have a salaried staff of full or part-time attorneys who represent indigent defendants and are employed as direct government employees or through public, nonprofit organizations. In 2007, the Bureau of Justice Statistics examined the provision of indigent defense services offered by public defender agencies by conducting the Census of Public Defender Offices. This census was the first nationwide study to collect data on the staffing, caseloads, expenditures, standards and guidelines, and attorney training in public defender offices across 49 states and the District of Columbia.<sup>2</sup> Public defender offices nationwide employed over 15,000 litigating attorneys in 2007. These offices received a total of approximately 5.6 million indigent defense cases and spent about \$2.3 billion representing indigent defendants.<sup>3</sup> Other forms of indigent representation involving assigned counsel or contract attorneys were not covered by this census.

Like prosecutors, the defense bar is developing and implementing innovative solutions to crime. Defenders are increasingly focusing on “holistic defense,” an approach that concentrates on the particular needs of the defendant, by offering criminal and civil legal representation, social services, and advocacy in the community. Byrne JAG funding may be used to employ public defenders and strengthen the services provided defendants awaiting trial.

## Byrne JAG Support for Court Programs

In 2010, 38 states and territories (or 70 percent of those responding to NCJA’s survey) together spent \$58 million, or 12 percent of the Byrne JAG formula grants, on court programs. The chart shows the distribution across court functions.



<sup>1</sup> From Indigent Defense FAQs: <http://www.ncsc.org/topics/access-and-fairness/indigent-defense/faq.aspx>

<sup>2</sup> Maine did not have public defender offices in 2007.

<sup>3</sup> See State Funded Public Defender Program, 2007 & County Based and Local Public Defender Offices at <http://bjs.ojp.usdoj.gov/index.cfm?ty=pbdetail&iid=2242> and <http://bjs.ojp.usdoj.gov/index.cfm?ty=pbdetail&iid=2211>

## Examples of State Initiatives:

**Minnesota** is using Byrne JAG Recovery Act funding to support 7.5 public defenders, helping to offset elimination of 53 defender positions in 2008. **Delaware** is supporting 16 court positions. Byrne JAG Recovery Act will support these positions for the first 24 months.

**Colorado** is supporting Jefferson County's pretrial pilot project to demonstrate new practices for bail administration and pretrial services with the goal of increasing public safety, ensuring defendants' appearances in court, and safeguarding defendants' due process rights. Defendants will spend less time in jail and more time in the community under professional pretrial supervision.

**Hawaii's** Opportunity Probation with Enforcement (HOPE) Initiative was created by Judge Steven Alm, who had become increasingly frustrated that nearly half of the defendants appearing in his court were charged with violating the terms of their probation, not for new acts of crime.

Supported by Byrne JAG, HOPE seeks to reduce probation violations (and the crowding of the criminal docket) through the use of well-defined expectations, clear warnings and swift, consistent, predictable, and immediate sanctions (typically a few days in jail per violation). Tested extensively, including by a randomized control trial, HOPE has proven to both reduce recidivism and increase successful completion of probation:

- » HOPE participants are 55 percent less likely to be arrested for a new crime;
- » 21 percent were arrested compared to 47 percent of control group probationers;
- » 7 percent had their probation revoked compared to 15 percent of control group;
- » 9 percent skipped appointments compared to 23 percent of control group probationers;
- » 13 percent used drugs compared to 46 percent of control group probationers;
- » HOPE reduced missed probation appointments by 80 percent; and
- » HOPE reduced positive drug tests by 86 percent.

**Kentucky** funds a criminal domestic violence prosecution team to investigate and prosecute cases, prevent domestic abuse through public awareness and, and support victims through the court process. In its first year, over 469 indictments were made with over 50 percent of the cases reaching final disposition. There was also a 40 percent decrease in the number of cases *not* prosessed.

The AIM: Assess, Inform, Measure is a model program in **Wisconsin** to improve the quality and scope of information provided to the court, including: risk; criminogenic needs; responsivity assessment; and the availability of community-based treatment programs that address the defendant's assessed needs and reduce the risk to the community. The AIM concept includes constant monitoring of program effectiveness and performance of individual service providers.

**Maryland's** Offender Management System (MOMS) allows for the mapping of individuals on probation and parole, and the sharing of that information across local jurisdictions and with Washington, DC and Virginia. MOMS also maps juvenile and gun offender data and pawnshop records.

**Tennessee** uses the nationally recognized APIC model for its Coffee County Mental Health Court. The goal is to reduce the disproportionate numbers of individuals with mental illness and co-occurring substance use disorders who are involved in the criminal justice system.

The Bucks County, **Pennsylvania** pretrial diversion program, funded by Byrne JAG, is a collaborative effort among criminal justice and treatment partners. Of the 223 pretrial offenders served last year, 89 percent of cases submitted for bail were approved and 78 percent of cases were closed successfully.

**California** is supporting six existing and new parolee reentry courts to help divert parole violators from prison and transition successfully back into the community. Outcomes are measured to evaluate the program.

## Harnessing Technology to Improve Criminal Justice



As in most aspects of modern society, technology plays an increasingly significant role throughout the criminal justice system. Forensic science has greatly expanded the capacity to detect crime and identify criminals; voice and data communications provide real time coordination of public safety activities and deliver information to law enforcement officers in the field; surveillance technology opens new possibilities for the detection of crime and the monitoring of criminal offenders; and properly managed information sharing has dramatically improved criminal justice and public safety decision-making at all levels.

Byrne JAG is used to fund emerging technologies in the criminal justice field and update DNA matching technologies. Such monies have expanded DNA offender databanks and supported fingerprint identification techniques such as Automated Fingerprint Identification Systems (AFIS).

Communicating data directly to police vehicles, and subsequently to hand-held devices in a secure and reliable manner, is another productive investment made with Byrne JAG funding. This rapidly changing technology eliminated the need for voice radio dispatchers to relay information. Law enforcement officers armed with real time information are better able to make correct field decisions and are warned of potentially dangerous situations. Moreover, technologies such as facial recognition and automatic license plate readers have joined video surveillance cameras in advancing the ability of law enforcement to observe and locate individuals of interest to investigations or who may be wanted by authorities.

Finally, Byrne JAG monies fund numerous information sharing initiatives. Collecting information from disparate data sources managed by various elements of the criminal justice system and sharing it with all other authorized criminal justice decision makers (e.g., law enforcement with respect to arrests and judges with respect to sentencing), has vastly improved the functioning of the criminal justice system.

### Examples of State Initiatives:

**Nevada** is using Byrne JAG to fund a new statewide records management, jail management, and computer aided dispatch system for the state and 30 rural law enforcement agencies. This system will link the Nevada Highway Patrol's activities with the local sheriffs and police departments. Long-term efficiencies will reduce costs, ease administrative burdens on law enforcement, and increase public safety.

Over the past three years, **Maryland** has seen historic reductions in violent crime and property crime, especially homicides, aggravated assaults, and motor vehicle thefts. The foundation of Maryland's crime reduction strategy is the Security Integration initiative which coordinates information sharing among all criminal justice agencies. The Governor's Office of Crime Control and Prevention has worked to break down information silos, with emphasis on the Law Enforcement Dashboard, an automated tool for sharing information from over 90 separate sources.

**Mississippi** is using Byrne JAG funds to add staff and equipment to its Gulf Coast Crime Laboratory to handle the complex analysis of methamphetamine clandestine laboratory evidence.

**New York's** Crime Analysis Centers are multi-jurisdictional centers located in four counties with leading-edge crime analysis capabilities. The goal for each center is to reduce violent crime, with a particular emphasis on firearms violence, through comprehensive analysis of timely and accurate crime data, enhanced information sharing, and focused use of analytical products. The centers have been honored twice for an innovative data-sharing project that allows law enforcement agencies in four of the state's urban centers to access and share millions of records.

In eastern **Idaho**, Byrne JAG is funding a pilot project to integrate prosecutor case management software with the current court management software. The goals are to electronically manage prosecutor case files, generate reports and analyses, allow for real time file updates, and automate the retrieval of criminal histories.

Through its Byrne JAG Recovery Act funds, **Indiana** is equipping all 92 counties with Livescan technology and implementing a statewide information sharing system to allow more efficient communication.

Byrne JAG Recovery Act funds are being used in the Denver, **Colorado** area for a 24-hour/day crisis call center which will respond to over 80,000 calls a year, and will enable emergency responders to link callers with professional crisis counselors and, ultimately, mental health, substance abuse, and human service providers.



**“Byrne JAG:** Implementing a statewide information sharing system to allow more efficient communication.”

## Transforming Corrections: Community Corrections and Reentry



Until recently, an individual convicted of a crime and sentenced to jail or prison would serve that time, and upon release, be given a bus ticket and pocket change and returned to the community. Beginning in the 1980s with the crack epidemic and stricter sentencing laws, large numbers of non-violent drug offenders were incarcerated, ultimately leading to jail and prison overcrowding, spiraling corrections costs, and demands for finding new approaches. In 2009, the Bureau of Justice Statistics reported that 1 in 100 adults were in prison in the United States, while the Pew Center on the States reported that 1 in 31 adults were under some form of correctional control. In some states, the cost of the correctional system exceeds the cost of the higher education system.

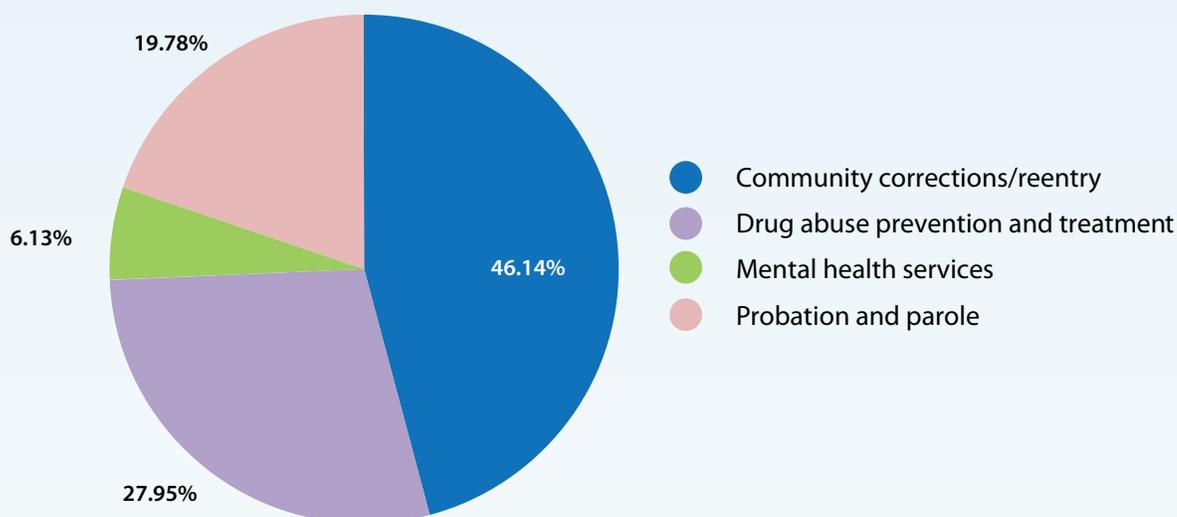
Using Byrne JAG funding, states and territories are leading the way in funding innovative programs not only to divert these offenders from jail, but to provide services for them in jail and immediately upon release, and to reduce the likelihood that the individual will reoffend and return to jail. These approaches have proven so promising that states invested nearly one-quarter of their Byrne JAG Recovery Act dollars in community corrections initiatives, second only to law enforcement functions.

Community corrections is an overarching term that refers to the supervision of offenders in almost all settings except prison, jail, or secure detention. The term also covers the supervision of, and services provided to, offenders returning to the community after incarceration. Community corrections rely on a valid risk assessment for each offender which provides a roadmap about the strategies that will be most effective for each offender and most likely to protect public safety. Often, the court or supervising agency imposes conditions and treatment requirements on the offender that must be met for him or her to remain in the community.

Parole is a type of community correction that imposes conditions or restrictions on an offender following a prison sentence. Probation, on the other hand, may be imposed without a convicted person having been incarcerated. These types of community corrections are also commonly called aftercare, supervised release, or reentry. The paroling releasing authority, or state agency, generally has oversight of the supervision agency and the paroling conditions. A parolee risks additional sanctions or incarceration for violating the conditions of parole.

The majority of convicted offenders spend their sentences under some form of community supervision. Many defendants and offenders can safely be sent to pretrial diversion, probation, parole, reentry programs, or other community corrections options that reduce recidivism and save taxpayer dollars. Moreover, even when offenders are sent to jail or prison, successful reentry into the community is critical to reducing recidivism.

Across the country, Byrne JAG is funding successful approaches to reentry services including pre-release planning, comprehensive case management, and coordinated “wraparound” services, such as day reporting centers, substance abuse treatment, mental health and diagnosis services, and job training and education. Where possible, these services work in partnership with other BJA-funded reentry programs, including Second Chance Act initiatives. According to NCJA’s survey, 35 states and territories committed \$58 million, or 12 percent of total Byrne JAG funding, for reentry services. The chart shows the broad distribution of that funding.



## Examples of State Initiatives:

**New York** uses Byrne JAG to fund post-release services provided by the Center for Employment Opportunities (CEO). Originally developed by the Vera Institute of Justice, CEO serves an average of 2,000 parolees who are returning to the community from prison. Upon completion of a Life Skills Education course, the participant is hired by CEO and placed in a transitional job that uses a work crew model with line-of-sight supervision. It is paid work allowing for the development of basic work skills in a supportive environment. Participants are evaluated daily using CEO's Passport to Success, which measures performance of work skills necessary for employment.

Participants in Lucas County, **Ohio's** Treatment Alternatives to Street Crime (TASC) program had lower recidivism rates after completing the program. Only one client was charged with a new arrest during the program compared with 25 percent among non-participants. TASC clients also were more likely to be employed and less likely to use drugs. The program has undergone two independent academic evaluations.

The **Illinois** Sheridan Program is a year-long drug treatment program focused on the goal of integrating prisoners into the community from the moment they enter prison. The program has reduced recidivism, saving the state an estimated \$64 million in prison costs.

The **Justice Reinvestment Initiative**, funded by BJA and the Pew Center on the States and conducted by the Council of State Governments Justice Center, undertakes a detailed analysis of a state's correctional system and recommends tailored approaches for reducing prison populations. In many states, Byrne JAG funds the implementation of those recommendations. For instance, **New Hampshire's** Byrne JAG Recovery Act funds are helping to restructure the state correctional system toward a community corrections approach. In **Kansas**, the Justice Reinvestment analysis prompted the investment of \$4.5 million in community corrections grant programs, which have successfully reduced Kansas's prison population by 7.5 percent from 2004 and the parole rate by 48 percent from 2003.

An analysis by the El Paso County, **Colorado** jail found that numerous offenders were returning to jail for contempt of court charges. In response, the Sheriff's Office created an intensive reintegration project for inmates serving between 3 to 24 months. Its multi-disciplinary approach provides education, case management, substance abuse treatment/prevention, anger management, and vocational rehabilitation. Since its creation in 2007, 67 percent of the 1,573 participants completed the program. The recidivism rate has dropped from 75 percent to 25 percent.

In **Ohio**, reentry programs receive funding only if they incorporate evidence-based practices. The state provides training and technical assistance on evidence-based practices, free of charge, and requires that all programs are independently evaluated for effectiveness.

**Georgia** is diverting qualifying offenders, sentenced to two years or less of prison time, to three- and six-month residential substance abuse treatment programs, followed by release to community supervision that includes aftercare. Byrne JAG will fund process and outcome evaluations.

**Indiana** uses Byrne JAG to support 12 drug, two reentry, and one community courts programs.

The Residential Substance Abuse Treatment program for female offenders in Barnstable County, **Massachusetts** provides substance abuse treatment, education, and reentry and aftercare services. The model has received national accreditation by the Commission on Accreditation of Rehabilitation Facilities.

## Getting to the Root of Crime: Substance Abuse Prevention and Treatment



Addiction to alcohol or other drugs is a devastating public health problem that has a unique and substantial impact on the nation's criminal justice system. The Bureau of Justice Statistics reports that substance abuse is particularly prominent among offenders in the criminal justice system. Over 64 percent of federal prisoners and nearly 70 percent of state prisoners regularly used and abused substances prior to their incarceration.<sup>1</sup> Research from the National Institute on Drug Abuse (NIDA) further demonstrates that far too few offenders receive appropriate substance abuse treatment and prevention services.<sup>2</sup> Overall, drug-related crime costs the United States approximately \$107 billion annually.<sup>3</sup>

Research indicates that prevention and treatment services for offenders who are substance abusers are effective in stopping use, thereby increasing public safety and reducing recidivism. Treatment for addiction can be integrated into the criminal justice system in a number of effective ways, including treatment as a condition of probation or through drug courts, which save money in the long-run. According to NIDA, for every dollar spent on addiction treatment programs, an estimated \$4 to \$7 is saved in the prevention of drug-related crimes.<sup>4</sup>

Byrne JAG supplements the primary source of substance abuse prevention and treatment grant programs administered by the U.S. Department of Health and Human Services, Substance Abuse and Mental Health Services Administration (SAMHSA) and managed by state substance abuse agencies. These agencies receive 40 percent of their referrals from criminal justice agencies. They report that prevention and treatment services for offender populations can be effective in boosting abstinence rates from both illegal drug use (73.7 percent) and alcohol use (78.2 percent). Byrne/JAG is critical to this cross agency collaboration. Whether for alternatives to incarceration, jail and prison treatment services, or continuing treatment upon release, states, territories, tribes, and local governments use Byrne JAG to get to the root of the criminal behavior and stop the cycle of crime.

### Examples of State Initiatives:

**Arkansas** uses its Byrne JAG grant to support a faith-based juvenile program which partners with local law enforcement in providing aid to juveniles with substance abuse issues. The goal of this program is to reduce the number of children being placed in inpatient treatment facilities, reduce criminal behavior, improve self-esteem, improve school attendance, and other services that result in responsible citizenship and public safety.

With its Byrne JAG grant, **Kansas** supports Project CORE, a four-county regional mental health center, to support its intensive outpatient treatment program. Targeted populations are low-level, non-violent offenders with at least one mental disorder and an alcohol or drug use disorder. Of the 64 clients served last year, 90 percent did not receive any new legal charges during treatment.

<sup>1</sup> From the National Institute on Drug Abuse, Principles of Drug Abuse Treatment for Criminal Justice Populations - A Research-Based Guide, found at [http://www.nida.nih.gov/podat\\_cj/](http://www.nida.nih.gov/podat_cj/)

<sup>2</sup> ibid

<sup>3</sup> ibid

<sup>4</sup> From NIDA InfoFacts: Treatment for Drug Abusers in the Criminal Justice System, found at [http://www.nida.nih.gov/podat\\_cj/](http://www.nida.nih.gov/podat_cj/).

**Utah's** drug task forces' support a prescription drug awareness campaign in Salt Lake County based on the state's successful anti-meth campaign. The program, which emphasizes pain killer abuse, includes public services announcements, a website, and printed materials. The target audience is adults with children and those caring for an elderly adult.

The Boulder, **Colorado** Men's Footsteps Program offers men with mental illness and addiction pre-treatment services beginning in jail with treatment and later continuing in the community. Peer mentors serve as emotional supporters, motivators, advocates, and positive role models.

In Shelby County, **Tennessee**, evidence-based treatment programs are provided to female offenders with substance use and other co-occurring mental health disorders. Participants must also meet all other obligations and requirements of the Shelby County Drug Court Program.

**Iowa** utilizes JAG funding for multiple multi-jurisdictional drug and gang task forces, which in addition to aggressively investigating drug trafficking organizations, have shown a secondary benefit of increasing utilization of drug rehabilitation programs. Iowa counties served by task forces report 45 percent higher drug treatment admissions via the criminal justice system, compared to counties without drug task forces. In follow-up interviews with former offenders, nearly all recovering meth addicts said they would not have kicked their habit without being arrested. Many parents in recovery also report their arrest allowed them to ultimately get clean and be reunited with their children.

## Supporting the Victims

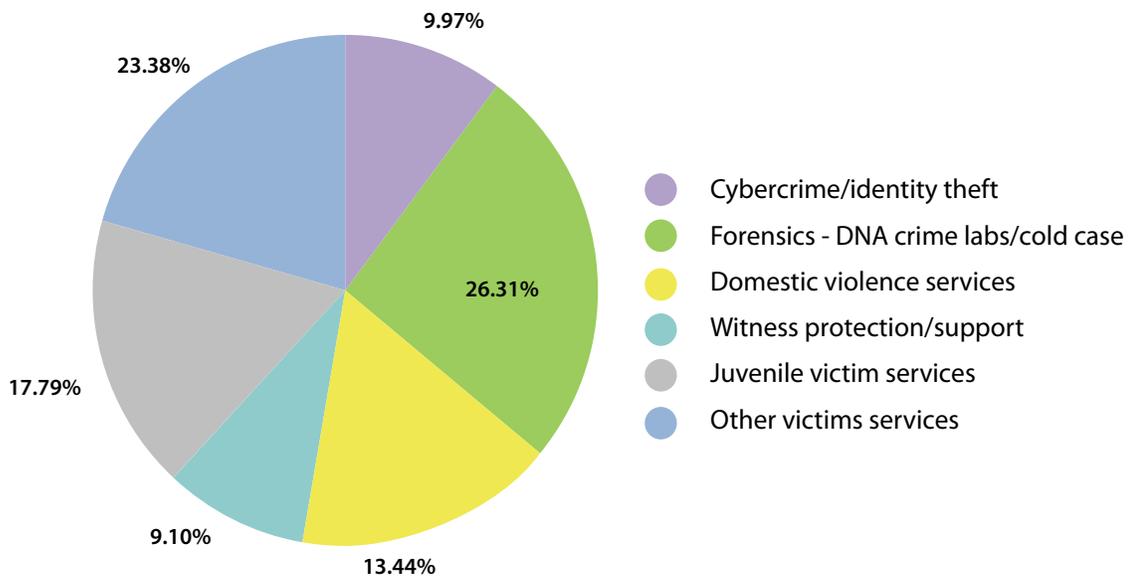


Victim support services are broad and far-reaching, by supporting victims through the criminal justice process and improving how the criminal justice system responds to the needs of victims of crime. The primary source of federal funding for victim services is provided through the Crime Victims Fund, administered by DOJ's, Office for Victims of Crime, which in 2010 had a balance of over \$4 billion from remittance of federal criminal fines, penalties, special assessments, and donations.

States and local governments use Byrne JAG funding to expand and supplement the support provided to victims through the Crime Victims Fund, primarily by funding initiatives and infrastructure across the criminal justice system providing a foundation for crime prevention and victims support within the criminal justice community. For instance, Byrne JAG supports anti human trafficking task forces, preventative programs for the exploitation of seniors, support services to victims of domestic violence and families of homicide victims, fraud hotlines, cybercrime initiatives, witness protection programs, DNA and cold case analysis, and crime information centers.

Byrne JAG also funds youth and family services, youth mentoring, juvenile and adult diversion programs, care for victims with mental illnesses, counseling, and advocacy. Further, Byrne JAG-funded multi-jurisdictional task forces work collaboratively with victim and social service organizations to identify victims and convict the perpetrators.

NCJA's survey of state criminal justice planning agencies shows 33 states and territories (or 61 percent of those responding) spend at least part of their grant on a breadth of crime victim support services and initiatives, as shown in the chart.



## Examples of State Initiatives:

**California's** Byrne JAG grant supports six existing and three new anti human trafficking task forces to prevent the victimization of men, women, and children destined for prostitution rings, sexual exploitation, or forced labor. According to the U.S. Department of State, human trafficking is the fastest growing criminal industry in the world, second only to the illegal drug trade. In FY2010, these task forces identified 233 victims of trafficking, conducted 465 operations, and arrested 486 suspected offenders of trafficking in humans, referring 105 for prosecution and 363 to training as a condition of probation. Victims of human trafficking are given shelter, intensive case management, safety planning, interpretive services, mental health treatment, and other needed medical care.

Over the years, staff at the R. Adams Cowley Shock Trauma Center in Baltimore, **Maryland** one of the nation's busiest trauma centers, recognized a disturbing pattern of victims of traumatic violent injury being treated, released, and readmitted months later for another, often more serious, violent injury. In response, the Violence Intervention Program (VIP) was begun to give victims assessment, counseling, employment and education referrals, and social supports from a multi-disciplinary team of social workers, case managers, and agents from Maryland's Division of Parole & Probation. Multiple case studies and a randomized controlled trial have shown that VIP is a highly effective service model. It is also a blueprint of best practice standards for healthcare providers addressing violence as a matter of public health.

**North Dakota** uses Byrne JAG to fund the Dakota Children's Advocacy Center (DCAC), which coordinates a comprehensive multi-disciplinary team approach to the prevention, investigation, assessment, prosecution, and treatment of child abuse. The program provides forensic interviews, forensic medical examinations, education, prevention, advocacy, and counseling services to children and their families. It can also cover the costs of services for families without medical insurance.

The Anderson, **South Carolina** Police Department is in its third and final year of using Byrne JAG funds to improve the investigation and prosecution of white collar criminals. Through the grant, a joint task force of 14 state and federal agencies was developed to collaborate on white collar cases. Over the three years, 1,405 persons were investigated, with a clearance rate of 79 percent, and 445 cases were successfully prosecuted.

**Virginia** uses Byrne JAG funds to support Crisis Intervention Teams (CIT) that assist law enforcement agencies when they are called upon to respond to situations involving persons with mental health or substance abuse problems. Each is supported by a task force with representatives from law enforcement, mental health service providers, local and regional jails, and local and state community corrections. At least 25 percent of a local law enforcement agency's patrol force receives specialized training in the handling of the mentally ill and substance abusing persons exhibiting signs of mental disorder.

**Colorado** funds a program to prevent the exploitation of seniors focused on senior living communities, senior centers, faith-based senior groups, and senior service/recreational clubs. Also, the district attorney's office operates a fraud hotline.

**Alaska** has established a rural task force of five investigators, one civilian, and a dedicated prosecutor for rural domestic violence and sexual assault cases, including juvenile assault and internet crimes against children.

Byrne JAG supports the **Arkansas** Crime Information Center which provides criminal investigative, statistical analysis, victim assistance, and sex offender information to criminal justice agencies across the state.

**New Hampshire** is using Byrne JAG Recovery Act funds to support the creation of a cold case unit tasked with investigating New Hampshire's 103 unsolved cold cases, representing a total of 118 victims. The unit, in service for only a year, has already made an arrest on a cold case.

## Preventing Crime and Juvenile Delinquency



State and local juvenile justice systems unlike adult systems, must respond to youthful offenders in ways that are age- and developmentally-appropriate.

A large body of research reveals how to effectively prevent delinquency and respond when it occurs. According to the DOJ's, Office of Juvenile Justice and Delinquency Prevention (OJJDP), juvenile arrest rates are down more than 74 percent since a peak in 1993,<sup>1</sup> and jurisdictions are broadening their approach to responding to youth in their criminal justice systems.

Research shows that the adolescent brain is not fully developed in judgment, problem-solving, and decision-making capacities. Youth respond more readily to treatment and are more easily influenced and amenable to restorative and rehabilitative approaches. In addition, family and community-based approaches to youth have been found to be more cost-efficient. The Washington State Institute for Public Policy estimates that it costs \$5,000 annually to provide youth with family and community-based therapies, compared to approximately \$88,000 annually for incarceration.<sup>2</sup> Incarcerated youth also need more protection than adults, as juveniles in secure facilities are at heightened risk of physical and sexual assault and emotional injury. OJJDP has also found that youth in adult courts are more likely to reoffend, reoffend more quickly, and reoffend more severely than those treated in the juvenile justice system for the same type of offense and with similar prior records.<sup>3</sup> Federal law requires states to maintain a separate system for court-involved youth apart from adult criminal justice systems and programs.

Byrne JAG supplements the primary federal funding for juvenile delinquency prevention administered by OJJDP. Byrne JAG funds support anti-delinquency programs, law enforcement personnel in schools, cyber-bullying prevention, gang prevention and suppression, substance abuse prevention, and anti human trafficking prevention and enforcement.

### Examples of State Initiatives:

**Mississippi** is using Byrne JAG funds for a pilot juvenile justice research consortium to explore the merit of a centralized and comprehensive research organization focused on the juvenile justice system. Funds will also be used to support additional monitoring staff to ensure compliance with the federal Juvenile Justice and Delinquency Prevention Act (JJDPA).

**Missouri** supports 13 cybercrime task forces focusing on crimes committed against children, and providing educational training to area businesses, civic organizations, law enforcement agencies, and schools.

<sup>1</sup>Puzzanchera, C. "Juvenile Arrests 2008." *Juvenile Justice Bulletin*, December 2009. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice.

<sup>2</sup>Washington State Institute for Public Policy. *Evidence-Based Juvenile Offender Programs: Program Description, Quality Assurance, and Costs* (2007).

<sup>3</sup>*Effects on Violence of Laws and Policies Facilitating the Transfer of Youth from the Juvenile to the Adult Justice System*, U.S. Centers for Disease Control and Prevention (2007); "Juvenile Transfer Laws: An Effective Deterrent to Delinquency?," *Juvenile Justice Bulletin*, Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice (2008).

Clayton County, **Georgia** is one of 100 Juvenile Detention Alternatives Initiative (JDAI) sites nationwide focused on reducing reliance on secure detention. Clayton County has achieved a 44 percent reduction in its detention population by inviting juvenile justice stakeholders and child-serving agencies to participate in a collaborative process to review detention policies. School-based referrals of African American youth have been reduced by 46 percent.

Faced with a dramatic rise in homicides, Cincinnati, **Ohio** found that over 70 percent involved a victim or offender known to be associated with a violent street group. In response, the city created the Cincinnati Initiative to Reduce Violence (CIRV), a community collaborative effort based on the Boston Gun Project “Ceasefire” model. In 2007, researchers identified 67 violent street groups with nearly 1,000 active group members, averaging 7.6 felony arrest charges. Over 91 percent had a previous arrest charge for a violent offense. Since CIRV, there has been a 34 percent reduction in group-member-involved homicides.

**California** is using Byrne JAG funding for the Drug Endangered Children (DEC) Training Program, a multi-agency approach to assist and protect children whose lives are jeopardized by their families’ illegal sales, possession, manufacturing and/or use of drugs in the home. Officers are trained in protocols when children are encountered at a drug scene to ensure they are provided with drug testing and placed in a safe environment. Guidance is given to all 58 counties which receive multi-jurisdictional drug task force funding to standardize these DEC procedures and protocols.

**West Virginia** supports 66 school resources officers in 36 counties. The program provides mentoring, prevention programs, substance abuse education and safety programs in middle and high schools.

**Alabama** helps fund the Crime Prevention Training Center, which delivers crime prevention training to communities and continuing education to law enforcement agencies free of charge.

In **Kentucky**, Father Maloney’s Boys and Girls Haven assists at-risk youth who are aging out of foster care or leaving the juvenile justice system. The program provides job training, substance abuse treatment and counseling, medical and psychological counseling (including equine therapy), and ultimately job placement in the equine industry. This is a model program with a high success rate.

The CASASTART program in **New York** helps children between the ages of 8-13 stay in school, off drugs and alcohol, and out of trouble with the law. CASASTART was established in 1992 by the National Center on Addiction and Substance Abuse (CASA) at Columbia University. The program’s rigorous evaluation shows that youth in CASASTART are more likely to be promoted to the next grade, less likely to use or sell drugs, less likely to be involved in violent behavior, and less likely to associate with or be influenced by delinquent or anti-social peers.

The Genesee County, **Michigan** prosecutor’s office is using Byrne JAG to leverage and coordinate resources of other state and local agencies, the faith community, private sector and other organizations to fight crime and create recreational opportunities in order to revitalize a very troubled community. The program will be evaluated and documented through a central database.



## Strategic Planning for Success

Program planning, research, and evaluation are essential to any effective criminal justice initiative. SAAs are engaging in community-based strategic planning, gathering needs and assessments from all corners of the justice system and establishing priorities for funding.



BJA has placed new emphasis on the role of comprehensive strategic planning in the current Byrne JAG program. As a result, SAAs have reinvigorated their strategic planning and re-emphasized their commitment to science and evidence-based approaches to preventing and fighting crime. An emphasis and priority on evidence-based approaches has been growing as government agency budgets have been tightening.

BJA strongly encourages SAAs to engage in community-based strategic planning that brings together all of the criminal justice system stakeholders, including law enforcement, courts, prosecutors, defenders, and corrections officials to create a comprehensive and strategic justice plan for ensuring coordination of resources and a more effective justice system. BJA also encourages state and local planners to fund programs that are evidence-based and have been proven effective.

Further, with BJA support, NCJA is providing training and technical assistance to the SAAs in comprehensive, community-based strategic planning, engaging local communities, gathering and analyzing crime data, and studying the effectiveness of their currently funded programs. The SAAs are identifying gaps in the state's needed resources for criminal justice purposes and determining how Byrne JAG funds will be leveraged and coordinated with other federal, state, local, and private resources to address those gaps and improve the overall functioning of the criminal justice system.

*"The role of states and of the SAAs is vital. I believe it should be to encourage and to drive comprehensive planning [and] I feel strongly that states should be active planners.... State agencies were always meant to be paramount in planning. State agencies should also play a convening role. They should be knocking heads together and crafting comprehensive plans.*

*I hope together we can encourage this comprehensive planning again so that it becomes a standard across the country, especially in these tough fiscal times, when every dollar counts. That's why...evidence-based programs and approaches are so important. States are our testing labs. You are fostering the innovation which we then evaluate and get out to others nationally."*

Assistant Attorney General for OJP Laurie Robinson in a December 2009 speech to NCJA, emphasizing OJP's commitment to strategic planning

## Examples of State Initiatives:

Using Byrne JAG funds, **Pennsylvania's** Commission on Crime and Delinquency (PCCD) developed, and continues to support, county-wide Criminal Justice Advisory Boards (CJABs) in 63 of its 67 counties. The boards are made up of key policy makers from a range of disciplines across criminal justice and behavioral health. Their goals include strengthening coordination and cooperation across agencies, increasing effectiveness and efficiency across the justice system through the smart targeting of resources, and measuring and reporting on the impact of strategic change. Primary areas of concern are the management of county correction populations and the implementation of community corrections programs to help alleviate jail overcrowding. Program performance is measured and reported to the state planning agency to justify future federal funding.

**Virginia** is helping local agencies access federal grant funds by streamlining the grant-making process and providing training and technical assistance to help build capacity at the local level. Under the system, all interested organizations are invited to submit three-page summaries of proposed new programs. Qualifying proposals will be invited to submit full grant applications with detailed project descriptions, implementation plans, measurable objectives, and line item budgets. In FY2009, 40 were invited to apply out of 200 submitted. Proposals not chosen to participate in the full application phase are referred for training and technical assistance to help build capacity.

**North Carolina** uses Byrne JAG to support the NC-KIDS Project with the development of a web-based tool for assessing program effectiveness, monitoring data quality, and automating program processes.

**Utah** will use Byrne JAG to launch a rigorous evaluation of its Moral Recognition Therapy (MRT) program, a proven evidence-based program that offers prison inmates cognitive behavioral therapy as a means of controlling criminal behavior and reducing recidivism. The evaluation is intended to help the Utah Department of Corrections determine if MRT is operating as designed to achieve the best results.

**New Jersey's** Neighborhood Crime Prevention/Intervention (NCPI) Program reduces and prevents violent crime through multi-disciplinary community partnerships. The program requires law enforcement, criminal justice officials, and community stakeholders to identify a specific problem in the community, analyze the contributing factors, and implement an evidence-based and/or best practices strategy. Advisory boards and steering committees contribute to the overall planning and implementation.

## Conclusion

The Byrne JAG program is the basis for forging a strong partnership between the federal government and state, local and tribal criminal justice functions. The Byrne JAG funding administered by BJA makes a significant contribution to improving the American criminal justice system. This contribution takes the form of timely initiatives in response to emerging justice and public safety issues, the fostering of innovation and the facilitation of evidence-based practices. All of this serves to strengthen the capacity of state, local and tribal efforts to ensure justice and provide for public safety.



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About NCJA: Based in Washington, D.C., the NCJA represents state, tribal and local governments on crime prevention and crime control issues. Its members represent all facets of the criminal and juvenile justice community, from law enforcement, corrections, prosecution, defense, courts, victim-witness services and educational institutions to federal, state and local elected officials. As the representative of state, tribal and local criminal and juvenile justice practitioners, the NCJA works to promote a balanced approach to communities' complex public safety and criminal and juvenile justice system problems. The NCJA recognizes the importance of interrelationships among criminal and juvenile justice agencies and between these agencies and the community and the strong, steady advocacy necessary to achieve comprehensive planning and policy coordination goals. The Byrne JAG program is administered locally by State Administering Agencies. To view a list, please visit the NCJA website at <http://www.ncja.org>

About The National Center for Justice Planning (NCJP): <http://www.ncjp.org> is a resource for those responsible for developing strategies for delivering justice. Building on the knowledge and expertise of practitioners who are working to build communities through effective justice, the NCJP supports efforts to institutionalize comprehensive approaches to community-based strategic planning for justice. The NCJP website is funded by BJA and its contents are an ongoing project of NCJA.

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# Appendix

## How the Byrne JAG Formula is Allocated Across States

To determine allocations for the Byrne Justice Assistance Grant program, the Bureau of Justice Statistics (BJS) calculates, for each state and territory, a minimum base allocation which under the law can be enhanced by: (1) the state's share of the national population; and, (2) the state's share of the country's Part 1 violent crime statistics. Once a state's overall total is calculated, 60 percent of the allocation is awarded to the state, and 40 percent to eligible units of local government (with the territories and District of Columbia exempt from this part of the formula).

Eligible state/territory recipients are entitled to the 60 percent state allocation (mentioned above) plus any funds designated for the state's units of local government whose direct allocation would be less than \$10,000. Funds from these "less than \$10,000 jurisdictions" are added to the state allocation and must be distributed by the state to "state police departments that provide criminal justice services to units of local government and units of local government that were not eligible for a direct award of \$10,000 or more." In addition, the formula then calculates direct allocations for local governments within each state, based on their share of the total violent crime reported within the state. Local governments entitled to at least \$10,000 awards may apply directly to BJA for their local grants. States also have a variable percentage of the allocation that is required to be "passed through" to units of local government. This amount, also calculated by BJS, is based on each state's crime expenditures.

## How the State Data in This Report was Gathered

In December 2010, the National Criminal Justice Association (NCJA) asked the state and territorial State Administering Agencies for information on their Byrne JAG grant awards: 1) how they allocated their total grant dollars across the seven purpose areas in the statute; 2) how those dollars were distributed among 43 "project types" created by NCJA for this purpose; and 3) a short narrative on several programs or initiatives funded by Byrne JAG. Those results were tallied, analyzed and reported in the sections of this report. To avoid double counting, SAAs were asked to assign each project to one purpose area and project type. However, criminal justice is a system. By their nature, community corrections projects, for instance, are inter-disciplinary and could be coded in corrections, drug treatment, law enforcement, prevention, technology, victim support, or any number of other categories because there will be elements of each of those parts of the system represented by a single program. The project type categories are:

Administration and management	Information sharing - general	Probation and parole
Community corrections/alternatives to incarceration	Internet crime	Program evaluation and research
Corrections - general	Jails	Program management and administration
Courts improvement	Juvenile delinquency - gang prevention or suppression	Program management and administration - planning
Courts - specialty/problem-solving	Juvenile delinquency prevention - other than gangs	Prosecution
Crime prevention	Law enforcement - drug or gang task forces	Public defense
Criminal records	Law enforcement - equipment or technology purchases	Reentry
Cybercrime	Law enforcement - operations	School violence
Drug and substance abuse - prevention	Mental health services	Sex offender management
Drug and substance abuse - treatment	Mortgage fraud	Terrorism preparedness
Forensic science, crime lab, DNA analysis, cold case	Other	Victims services - domestic violence
Fusion centers	Personnel - hiring or retention	Victims services - juvenile
Identity theft	Prescription drug monitoring	Victims services - VAWA
Immigration, border control, human trafficking	Pretrial services	Victims services - witness support and protection
Information sharing - equipment or technology purchases		Victims services - other



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