

State of Georgia's

Edward Byrne Memorial Justice Assistance Grant Program

*FY 2009
Application*



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I. Introduction

The 2009 application for the Edward Byrne Memorial Justice Assistance Grant (Byrne JAG) Program is submitted to the Director of the Bureau of Justice Assistance (BJA) in conformance with provisions of federal law (42 U.S.C. 3753(a)(1) promulgated to implement the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program authorized by Title I of the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. 3711, *et seq.*, as amended.

This application is consistent with the vision of a *Safe Georgia* for every citizen championed by Governor Sonny Perdue's Commission for a New Georgia and stakeholder agency teams. Affected agencies and interested persons are encouraged to review this document to understand and appreciate the state's strategy for drug and violent crime control programs that improve the functioning of Georgia's criminal justice system.

Criminal Justice Coordinating Council

The General Assembly of Georgia created the Georgia Criminal Justice Coordinating Council in 1981 "to provide the necessary leadership to coordinate the major components of the criminal justice system by establishing a state-wide coordinating body which represents all components and all levels of the criminal justice system" (Ga. L. 1981, pp. 1306-1311). The Council's 24 members, as statutorily defined, include representatives from every facet of the criminal justice system at the state and local levels in addition to citizen members appointed by the Governor. The representatives from each agency provide insight and direction to Council staff regarding the coordination and update of the state's strategic plans for drug and violent crime control, crime victim services, violence against women, and statistical analysis and evaluation.

The Council has responsibility for the administration of both state and federal criminal justice grant programs. The Criminal Justice Coordinating Council is designated by the

Governor to be the State Administering Agency (SAA) for several federal grants. SAA operations in Georgia are supported, in part, by administrative funds originating from these grants, including the Edward Byrne Memorial Justice Assistance Grant (JAG) Program, the Victims of Crime Act Grant (VOCA) Program, the STOP Violence Against Women Act (VAWA) Grant Program, the Residential Substance Abuse Treatment (RSAT) Program, the Paul Coverdell National Forensic Sciences Improvement Act Grant, the Project Safe Neighborhoods (PSN) Program, as well as the Local Law Enforcement Fire Services State Grant Program. The Council is also the designated Statistical Analysis Center (SAC) for Georgia.

Edward Byrne Memorial Justice Assistance Grant (JAG) Program

The JAG Program, established by the Anti-Drug Abuse Act of 1988 (Public Law 100-690, Title VI, Subtitle C) and implemented by the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program authorized by Title I of the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C. 3711, *et seq.*, as amended, is administered by the Bureau of Justice Assistance (BJA). JAG funds support all components of the criminal justice system. Grant funds are used to address the following purpose areas: law enforcement programs; prosecution and court programs; prevention and education programs; corrections and community corrections programs; drug enforcement and drug treatment programs; planning, evaluation, and technology improvement programs; and crime victim and witness programs (other than compensation).

JAG Program State Administering Agency

As the SAA for the JAG Program and as the primary coordinating agency for criminal justice system-wide initiatives, the Criminal Justice Coordinating Council facilitates the development and execution of statewide initiatives to prevent violent crime and drug abuse. In this capacity, the Council identifies the nature and scope of crime, recommends policies intended to marshal the state's resources in response to crime, and coordinates statewide and community strategies that are implemented to address crime problems.

Conscious of the importance of public safety, the Council promotes safe and healthy Georgia communities by convening diverse groups of affected persons, facilitating the productive exchanges of ideas on crime control, and providing the funds necessary to implement successful programs.

II: The State of Georgia: A Demographic and Socio-Economic Description

Georgia currently ranks ninth in population among the states. The total estimated population in 2008 was 9,685,744, which was an increase of 162,447 from the previous year and an increase of 1,455,691 since 2000. Georgia has grown 17.69% in total population from 2000 to 2008. Georgia continues to experience one of the highest population growth rates in the Southeast and maintains one of the highest growth rates in the nation. According to the US Census Bureau, in 2007 approximately 65% of Georgia's residents were white, 30% black, close to 8% were Hispanic and nearly 3% were Asian. Georgia has one of the fastest growing Hispanic populations in the nation, many of whom are undocumented immigrants from Mexico and Central America. Georgia remains a major refugee resettlement site as well. The state's population is nearly evenly split between females and males.

Georgia is the largest state in geographic area east of the Mississippi. It includes several distinct regions, including the Appalachian Mountains in the north, the Piedmont in the central part of the state, the coast, and the southern rural counties. Georgia has 159 counties, more than any other state except Texas. Georgia's counties range in size from Taliaferro County (pop. 1,863) to Fulton County (pop.1,014,932). Nearly half of Georgia's total population is concentrated within the ten county area comprising the Atlanta Metropolitan Statistical Area. The Atlanta MSA is growing in area as the suburbs continue to spread further into the formerly rural counties surrounding the inner core on all sides. Large suburban hubs within the Atlanta MSA include Roswell, Marietta, Smyrna, East Point, Alpharetta, and Peachtree City, among others. In contrast to earlier periods, however, the city of Atlanta also is experiencing an increase in population density in its inner core counties of Fulton and DeKalb. Atlanta is the

state capital of Georgia and a major economic center for the entire Southeastern United States. Atlanta is also the home of the busiest airport in the nation, Hartsfield-Jackson International Airport.

There are twelve other recognized MSAs in Georgia that are all much smaller in total population than Atlanta. However, several of these cities are also experiencing considerable growth in population and area. These other MSAs include Augusta (534,641), Savannah (329,329), Columbus (288,518), Macon (231,169), Athens-Clarke County (188,589), Gainesville (180,175), Albany (162,767), Dalton (134,043), Valdosta (131,114), Warner Robins (131,016), Brunswick (100,831), and Rome (95,618) (2007 U.S. Census Bureau). In contrast, 107 of Georgia's counties have total populations under 30,000, and one-third of these (36) are losing population. Out of the 532 incorporated towns and cities in Georgia, 88% have populations under or equal to 10,000 residents, and 46% have populations under or equal to 1,000 residents. Georgia has over 800 local law enforcement (police and sheriff) agencies, some of whom have fewer than five sworn officers.

The "Other Georgia" as it is sometimes called, away from Atlanta and its booming suburbs, is a rural landscape with many small towns and hamlets separated by vast expanses of cultivated fields and tree farms. The apparent isolation of these small counties is deceptive, however, as Georgia is criss-crossed by four major interstates (I-75, I-85, I-95, I-20) and has two major international ports at Brunswick and Savannah. Historically, Georgia has maintained a significant railway system, and two major north-south lines support considerable freight movement and passenger traffic. Georgia is also home to several large military installations, including Robins Air Force Base, Fort Benning, Fort Gordon, and Fort Stewart. As a result, the rural areas of the state see considerable population movement with all the attendant social ills, including drug and violent crime, yet separate government entities lack the financial resources and law enforcement resources to address them effectively.

As described in Georgia's Recovery Act JAG application, Georgia is facing its worst economic crisis since the Great Depression of the 1930s. Coming on the heels of the rapid population growth described above, existing resources have been stretched thin in meeting fundamental social and criminal justice needs, let alone investing in improvements for the future. Much of Georgia's prior economic boom was tied to home construction and to related manufacturing industries that supply the entire country. The nation-wide decrease in consumer spending that has accompanied the decline of the banking industry has resulted in less travel and tourism, other key industries in the metro Atlanta region. Last year's energy price increases reverberated through important agricultural industries, such as poultry, due to the rise in corn and feed prices, resulting in declines in sales. Finally, the prolonged drought and the salmonella outbreaks in tomatoes, peppers, and peanuts have also depressed Georgia's rural agriculture-based economy.

The decline in Georgia's economy can be seen in a dramatic increase in the state unemployment rate. Georgia's unemployment rate in February 2009 was 9.3%, an increase of 3.9 percent from the 5.4 percent seen in February 2008. The Department of Labor reported that 445,498 Georgians were unemployed and seeking work in February, the sixteenth straight month during which Georgia's unemployment rate was above the national unemployment rate. Several rural counties in Georgia report unemployment rates above 20%. Whitfield County in north Georgia, the home of the nation's carpet industry, has seen its unemployment rate rise from one of the lowest to one of the highest in the United States within the past eighteen months.

Another indicator of the effect of the economic downturn on Georgia has been the rise in foreclosures due to mortgage defaults. The housing boom in the Atlanta suburbs was supported by high rates of subprime lending and even mortgage fraud, and the combination of escalating payments under subprime mortgages and job loss has contributed to the foreclosure

crisis. Georgia is one of the top five states nationally (behind California, Nevada, Florida, and Arizona) in the number of foreclosures and projected foreclosures.

The economic downturn has affected local and state governments, as revenues from property, sales, income, and business taxes have fallen. Most state agency budgets were reduced by 10% during the past fiscal year, and more cuts are planned in FY 2010 state budget. These cut backs have led to severe actions, including leaving vacant positions unfilled, furloughing current employees, deferring maintenance, repairs, and purchase of equipment, and completely curtailing all unnecessary travel. Local governments have closed parks and recreation centers, laid off or furloughed employees, delayed purchasing needed equipment, and eliminated long-standing programs.

All of these social and economic forces appear to be contributing to an increase in crime, especially property crime and family violence. Although all of the data is not yet in, jurisdictions are reporting an increase in property crimes, including crime associated with gutting foreclosed homes for metals and appliances, shoplifting, and burglaries. In addition, victim service agencies and non-profit organizations report increases in domestic violence, elder abuse, and child abuse. Finally, Georgia has received considerable national attention due to the outbreak of violent and drug-related crime associated with the drug trafficking operations of the Mexican cartels, who smuggle drugs across the country to Atlanta for trans-shipment up and down the east coast of the United States.

III. Georgia's Needs and Priorities

Georgia's federal funding status regarding the JAG Program has shifted substantially since last year's application (FY 2008) was prepared and submitted. At that time, the JAG program had sustained a two-thirds reduction in its federal allocation. Georgia accessed program reserves and limited grants to key long-term programs, including multi-jurisdictional drug task forces (MJTFs), regional K-9 task forces, the state drug task force, state training programs for drug enforcement, the state fusion center, and support for criminal justice records

improvement at the state and local level. Other programs funded at the state or local level had either achieved their project goals or had reached the CJCC-imposed four year limit for funding. Some types of projects funded under JAG initially, such as drug courts, had also received state funding allocations over the past few years. With continued funding allocations for the JAG program uncertain, CJCC delayed release of any announcement for competitive funding, since there were no funds to award.

With the impact of the economic downturn hitting Georgia hard during fall 2008, CJCC also awaited further direction from the Governor and other state criminal justice system agency leaders regarding future allocations for state initiatives under the JAG program. As the state FY 2010 budget cycle progressed, several initiatives formerly receiving JAG funding as well as state funds were no longer included in the Governor's budget as proposed and, ultimately, as passed by the Georgia Legislature in March 2009. Accordingly, CJCC is exploring potential pilot projects for this grant cycle that may ultimately result in criminal justice system improvements.

Georgia is fortunate to have received a substantial JAG award under the Recovery Act. These funds are directed toward meeting immediate funding needs for state and local criminal justice agencies. CJCC has undertaken a state-wide planning effort at the judicial circuit level engaging all elements of the criminal justice system, including law enforcement, prosecution, public defenders, judiciary, victim services agencies, and other community stakeholders, including elected officials of counties and municipalities. The planning process is facilitated with technical assistance provided by CJCC and its contractor. Funds have been apportioned to the 49 judicial circuits based on population and property crime rates, with a maximum amount of \$500,000 per district. Each of the judicial circuits must submit a cooperative plan identifying key priorities and amounts required before funds will be released.

The judicial circuit planning process for allocating Recovery Act JAG funds is expected to yield information on local criminal justice system priorities requiring additional funding beyond

that available through the Recovery Act. Depending on the perceived need for these priorities, some portion of the FY 2009 JAG grant will be set aside for competitive applications for local projects that affect multiple criminal justice system components or improve overall criminal justice system functioning and coordination. This local planning process is substituting for a more narrow drug enforcement planning effort undertaken in previous years to guide JAG priorities and allocations of funds.

At the state level, the CJCC has been a supporting participant in meetings of the Safer Georgia Policy Collaborative as priorities are identified for state level criminal justice system projects. With the economic crisis continuing and state revenues falling to unprecedented levels, allocation of FY 2009 JAG funds for state level initiatives will guarantee essential functions and consider enhancements to maximize efficiencies and maintain effectiveness within criminal justice system agencies and programs. At both the state and local levels, JAG program priorities are expanding beyond the drug enforcement efforts of previous years to other criminal justice system purpose areas.

IV. Proposed Programs

Proposed programs for FY 2009 Byrne JAG are described below. However, adjustments may be made this coming year in programs and priorities previously funded due to state-level decisions and on-going economic challenges.

Local Levels Law Enforcement /Drug Enforcement Programs

CJCC will continue to fund existing multi-jurisdictional drug task forces and regional K-9 task forces. These projects will receive similar awards as allocated in FY 2007, prior to the FY 2008 cuts. Some changes in task force organization have occurred since funding levels were reduced, with some losing members and others increasing in size. As a result, awards to individual task forces have been adjusted to compensate.

Multi-Jurisdictional Drug Task Forces. Drugs in Georgia remain a problem in all environments, from inner cities to suburbs to rural areas. Georgia continues to place a high

priority on funding multi-jurisdictional drug task forces (MJTFs) to counter drug-related crime in rural areas. As a regional economic and transportation hub, Georgia has become the nexus for gang-related drug activity in the Southeast. Gangs reported to be working and expanding their influence in Georgia include Hispanic gangs, Asian gangs, and West Indian gangs. In addition to drug trafficking and related violent crime, these gangs have been implicated in human trafficking for the purposes of prostitution, identity theft and other Internet crime, and an increase in homicides, assaults, and home invasions. Atlanta and its suburbs have also experienced an increase in violent crime including carjacking and home invasion robberies that has been tied to the post-Katrina relocation of several New Orleans gangs. These criminal activities spread through the rural areas along Georgia's interstates and supply demand for methamphetamine, cocaine, and marijuana.

Multi-jurisdictional task forces have been funded in Georgia with federal assistance since the late 1980s. The MJTFs target three levels of drug distribution that vary in volume among the jurisdictions, including major, mid-level, and street-level distributors. At present, 23 MJTFs are funded across the state, serving rural jurisdictions in 80 (50%) of Georgia's 159 counties and in 24 of its 49 Judicial Circuits. JAG funds also support the Georgia Bureau of Investigation (GBI) Assistant Special Agents in Charge (ASAC) who command 11 of these task forces. The ASACs provide experienced, capable leadership and ensure an organized and cooperative effort between not only GBI and the task forces, but also other federal and local law enforcement agencies. The remaining task forces are commanded by a local officer from one of the participating jurisdictions.

Regional K-9 Multi-jurisdictional Resource Teams. The regional K-9 units are an invaluable resource to the state's MJTFs and local law enforcement agencies. The expense of acquiring and maintaining K-9 units for each MJTF or law enforcement agency is cost prohibitive. The three Regional K-9 Teams located in Chatham (Savannah), Dawson, and Richmond (Augusta) Counties have assisted local, state, federal, multi-jurisdictional, and private

agencies throughout the course of their existence. The K-9 Resource Teams and K-9 Training Facility support the following law enforcement activities: safe school searches (narcotics and firearms); street sweep operations (narcotics and firearms); neighborhood drug activity suppression (narcotics); traffic safety checks (narcotics and firearms); service of search warrants (narcotics, firearms, explosives); recovery of evidence (narcotics, firearms, explosives), school and community drug education/detection demonstrations (narcotics); participation in multi-level narcotics interdiction efforts (narcotics); narcotics sweeps of correctional facilities (narcotics); explosive detection (threat response, physical security, VIP protection). Since the events of September 11, 2001, the K-9 teams have also provided support to counter-terrorism investigations at the deep water port of Savannah and small regional airports throughout Georgia.

State Law Enforcement/Drug Enforcement Programs

In previous JAG cycles, the CJCC funded the State Drug Task Force, the state Drug Enforcement Training Program (DET), and the Georgia Information Sharing & Analysis Center (GISAC). For this grant cycle, the CJCC proposes to fund an enhanced, regional support office for drug and gang-related crime in lieu of the State Drug Task Force. The CJCC is reviewing a JAG Recovery Act funding request and revised curricula from the Georgia Public Safety Training Center, but will be making some allocation of funds for the state Drug Enforcement Training Program. The CJCC will continue to provide funding to GISAC with concurrence of the Governor's Office of Planning and Budget.

State Drug Task Force. In previous years, JAG funds were used to partially support the State Drug Task Force, a specialty team of GBI agents, available to local jurisdictions to work undercover and in more complex investigations involving drug and gun trafficking. Now, GBI is working toward an enhanced business model that will involve not only experienced agents but also crime analysts, crime scene investigators, and crime lab access to rural jurisdictions in its region. This regional model will employ a "major case squad" approach, providing expertise and

resources for drug enforcement, gun-related crimes, violent crimes, and gang-related crimes, and the complex cases that involve all of these elements. This model may result in a pilot project with limited funding and scope for the coming year with the possibility of expansion in future years. The selected region, inclusive of urban, suburban, and rural counties in the western metropolitan Atlanta area, borders the state of Alabama; interstate highway I-20 passes directly through this region and is the major conduit for drugs coming into the state from the Mexican cartels and for guns and money going to Mexico.

Drug Enforcement Training

The Georgia Public Safety Training Center (GPSTC) administers the State Drug Enforcement Training (DET) Program through its Georgia Police Academy Division. GPSTC is a comprehensive training complex for use by all state and local public safety units located on 620 acres in Monroe County, approximately 50 miles south of Atlanta. Secondary objectives of GPSTC are to promote cooperation and cross-training among the various disciplines utilizing the facility, to attract the best qualified candidates to a career in public safety, and to attract out-of-state trainers to the Center in order to enrich Georgia's training program. Nine resident agencies have responsibility for training the various disciplines of public safety at the Center. Programs for law enforcement, firefighting, corrections, and emergency medical services are routinely conducted.

The DET Program offers advanced specialized training in drug enforcement investigations, school resource officer, community oriented policing, and Spanish language. In addition, DET conducts the Georgia Clandestine Laboratory Investigation/Safety Certification program and Crisis Intervention Team Certification training.

Training classes are also delivered at off-site locations as the need arises and are offered at no cost to eligible personnel. While local officers comprised a majority of participants, application guidelines allow course coordinators to give preference to MJTF personnel. Training is open to Federal law enforcement officials assigned to drug task forces within the state. In

addition, the DET makes available courses in drug awareness, drug gang identification and clandestine laboratory safety and awareness programs to many Georgia firefighters and Georgia Emergency Management Agency employees.

All of the courses offered under the DET Program are certified by the Georgia Peace Officer Standards and Training Council. The content of DET courses is re-visited each year and modified to reflect new information concerning drug trends, techniques in fighting drug crimes, speaking patterns and symbols, gangs and school violence, cultural and language classes (i.e. Spanish I-III), and clandestine drug lab investigation.

Georgia Information Sharing and Analysis Center (Georgia's Fusion Center)

The Georgia Information Sharing & Analysis Center (GISAC) has also received JAG funding in recent years. The Council will review GISAC funding needs based on executive branch priorities. GISAC is responsible for the collection, integration, analysis, and dissemination of information relating to terrorist threats and attacks against Georgia's citizens and property. GISAC fuses law enforcement investigations and threat assessment, as well as intelligence collection, integration, analysis, and dissemination efforts, using a multi-agency and multi-disciplinary approach directed toward detection, interdiction, prevention, and warning of terrorist activities. GISAC personnel represent the following organizations: Georgia Office of Homeland Security/Georgia Emergency Management Agency, Georgia Bureau of Investigation, Georgia Department of Public Safety/ Georgia State Patrol, Georgia Sheriff's Association, Georgia Association of Chiefs of Police, Georgia Association of Fire Chiefs, Georgia Army National Guard, and the Georgia Department of Corrections.

In 2003, GISAC established an initiative with neighboring states' homeland security officials that became known as Southern Shield. The group organized to exchange best practices, share terrorism-related intelligence, and monitor regional terrorism threats. Southern Shield's member states currently include: 1) Texas, 2) Oklahoma, 3) Louisiana, 4) Mississippi, 5) Alabama, 6) Florida, 7) Tennessee, 8) Kentucky, 9) South Carolina, 10) North Carolina, 11)

Virginia, 12) West Virginia, and 13) Georgia. Southern Shield has been recognized as a model of regional cooperation by the Bureau of Justice Assistance. Additionally, GISAC shared its operating policies, procedures, and practices with other states and regions that were attempting to establish their own state-level homeland security/counter-terrorism intelligence organizations or fusion centers.

GISAC is co-located with the Atlanta FBI's Joint Terrorism Task Force (JTTF). In 2005, GISAC and the FBI/JTTF made a deliberate effort to consolidate their operations so that both agencies would receive the same information, research and investigative efforts would be closely coordinated. In 2006, the agencies started utilizing a single telephone number to receive incoming calls from Georgia public-safety agencies and the general public. During FY 2007, GISAC added personnel from the Georgia Department of Corrections investigative/intelligence component after recognizing the need for collaboration with regard to radicalization of inmates in the prison systems and intelligence exchange. This project includes collaboration with the Atlanta FBI's Field Intelligence Group.

GISAC has conducted numerous investigations of suspicious activity (possible terrorist pre-operational planning and preparation activities) occurring in Georgia, developing and disseminating information and results to other law enforcement agencies, and to other stakeholders and owners/operators of critical infrastructure. As a part of its outreach efforts, GISAC produces and disseminates numerous bulletins, alerts, and notices to the public and private sectors. JAG funding has been used to support a portion of GISAC operating expenses, including the lease of GISAC's office space and compensation for two GBI administrative support personnel assigned to GISAC. Each agency involved in staffing GISAC is responsible for the personnel costs associated with their assigned personnel. Homeland Security funds cover all other expenses such as training, travel, and specialized equipment.

Local Prosecution and Court Programs/Community Corrections Programs

Another proposed project involves a review of data on incarceration rates n examination will be conducted of best practices in pre-trial and post-conviction diversion programs for individuals with different contributing factors, such as drug and substance abuse/addiction, mental health including post traumatic stress disorder, and cognitive deficits. The goal is to effectively impact the state's incarceration and recidivism rates.

Crime Victim and Witness Programs (Other than Compensation):

Georgia is using a portion of Recovery Act JAG funds for local government-based (prosecution and law enforcement) victim assistance programs. CJCC is proposing to use FY 2009 JAG funds to support a base level of services to victims of crime across the state. Examples of projects are enhancing the case management system used by victim advocates, to track and report victim information, collect and report restitution payments, and related improvements.

State Planning, Evaluation, and Technology Improvement Programs

Law Enforcement Capacity Survey

CJCC is proposing to conduct a survey of local law enforcement agencies in Georgia to examine capacity to conduct specialized investigations required for drug and gang enforcement; to collect and analyze crime data, including use of geo-spatial mapping; to collect and analyze crime scene forensic data; and to coordinate or participate in coordinated intelligence-led policing efforts. One component of the survey will include questions about software used to construct police incident reports and its compatibility with NIBRS systems. Georgia has over 700 local and state level law enforcement agencies associated with municipalities, counties, colleges and universities, and other government agencies. Other than numbers of certified officers, very little is known about the extent of more specialized capacities, including access to trained personnel, equipment, and other resources. Information derived from analysis of survey results will be used in planning the expansion of future GBI regional support offices, the

development of GPSTC curriculum, and other efforts to expand coordination of local law enforcement agencies.

Local Planning, Evaluation, and Technology Improvement Programs

Development of a Statewide Integrated Justice/Information Sharing Plan for Local Jurisdictions

The Council proposes allocating JAG funds to increase internal capacity within the CJCC and partner agencies to support the planning of an integrated, criminal justice information sharing system at the local and state levels. The development of judicial circuit project proposals under the Recovery Act JAG Program may inform the Council on how to approach the expansion of local criminal justice system integration. We will look at the processes and flow of data between law enforcement, sheriff's offices, jails, courts, and local representatives of probation and parole as criminal cases are investigated, prosecuted and offenders are sentenced and incarcerated. Integration of the local criminal justice system data processes can reduce redundant data entry, decrease the likelihood of errors as data is transferred, and to make criminal data available in a more accurate and timely process. A series of meetings with key stakeholders from state and local criminal justice system agencies and external partners will examine vertical and horizontal integration issues from the state agency and local perspectives and state agency information sharing experiences.

At a minimum, the planning process will identify the priorities of an integrated information system, an organizational chart of the collaborative governance structure, state and local responsibilities associated with supporting the cooperative infrastructure, and any requisite inter-agency agreements. At the time of future completion of the planning process, an implementation plan with resource and policy recommendations will be prepared and submitted to the Governor and the Legislature. The plan will contain only those recommendations that support evidence-based management, serve identified functions, and are feasible to implement. The Council will continue to look at various models and best practices in supporting a plan.

V. Coordination Efforts

Coordination Among Criminal Justice Entities in Georgia

Diverse Council Membership

Coordination among criminal justice entities in Georgia is supported through the active involvement of the Criminal Justice Coordinating Council's diverse membership in its committees and council: police chiefs, sheriffs, prosecutors, judges, court personnel, and representatives from the State Executive and Judicial Branches; State Board of Pardons and Paroles; Georgia Bureau of Investigation; Departments of Corrections Community Affairs, Education; and Juvenile Justice; Judicial Council and Prosecuting Attorney's Council.

The Council also provides and receives strategic planning input through membership on many other relevant committees and task forces. The agency's Director serves as a member on numerous criminal justice bodies that provide a convenient forum for meaningful exchanges of information relevant to the control of violent and drug related crime and the Safer Georgia initiative. Additionally, Council staff and members meet on a regular basis with members of the Georgia Sheriffs' Association and the Georgia Association of Chiefs of Police to share information and coordinate planning efforts. Coordination efforts are further facilitated through the Council's Criminal Justice System Advisory Committee, comprised of representation from various levels of government and private citizens. This Committee provides input during the planning process and makes recommendations to the Council regarding funding priorities and sub-grant awards for the JAG Program.

Coordination with Law Enforcement Agencies

Historically, coordination among federal, state, and local law enforcement agencies in Georgia has been highly participative and structured toward the most effective uses of federal funding for drug control and violent crime reduction. The JAG Program enhances the day-to-day operational relationships among these agencies, and provides opportunities for policy makers to better plan resource allocations to support their activities. The Council is responsible for

facilitating the coordination among state, local and federal agencies, and in fulfillment of this responsibility, it requires each JAG funded multi-jurisdictional task force to include state, local law enforcement and federal agents, whenever possible. If absent of such inclusion, the task forces are required to coordinate their activities and operational planning with the nearest federal agencies, including, but not limited to the Immigration and Naturalization Service (INS), the U.S. Customs Service (USCS), the Drug Enforcement Administration (DEA), the Federal Bureau of Investigation (FBI), the U.S. Attorneys, and the U.S. Marshals Service (USMS).

Coordination is further enhanced by ongoing relations between the Council and the federal Law Enforcement Community Coordinators (LECC) in each of the U.S. Judicial Districts. Council staff participate in cooperative efforts with LECCs in the Northern, Middle, and the Southern Districts. Representatives from the U.S. Attorney's Office in these three districts have participated in training conferences and workshops conducted by the Council, and reciprocally, Council staff has attended workshops sponsored by federal prosecutors.

Coordination with other U.S. Department of Justice Funded Programs

Coordination with other federally funded programs is comprehensive due to the Council fulfilling its role as the SAA for many of the grant programs. The Council also administers the the STOP Violence Against Women Act Grant Program, the Victims of Crime Act Grant Program, the Project Safe Neighborhoods Program, and the Residential Substance Abuse Treatment Grant Program.

Juvenile Justice Coordination

Coordination with juvenile justice related grants is accomplished by Council interaction with the Governor's Office for Children and Families (GOCF), the entity designated as the State Administering Agency (SAA) for the Juvenile Accountability Block Grant (JABG) Program in Georgia. Staff members from the Council and the Office for Children and Families consult periodically to coordinate relevant funding decisions. A representative of the Office for Children and Families sits on the Council. The CJCC anticipates that it will maintain contact with the

GOCF and The State Department of Juvenile Justice concerning the coordination of projects within respective program areas.

Coordination with Agencies Administering Federal Formula Funds for Drug Prevention and Control

The Council recognizes that the drug problem in Georgia cannot be addressed or solved through the efforts of the criminal justice system alone. The Council must develop a comprehensive, coordinated approach that includes the active involvement of educators, treatment providers, and the local communities. Various state agencies and other organizations receive federal funding to support ongoing delinquency prevention, drug treatment, and educational programs, and the Council remains involved with the multifaceted drug prevention and education efforts in the state.

Substance Abuse Treatment Programs within the Criminal Justice System

Substance abuse treatment coordination efforts within the criminal justice system require communication with state agencies that administer the major correctional treatment programs, including the Department of Corrections and the State Board of Pardons and Paroles. As the administering agency for the Residential Substance Abuse Treatment Grant Program (RSAT), the Council has responsibility for coordinating correctional treatment programs under RSAT and potential programs under the JAG Program.

At the community level, coordination with court diversion programs and community corrections programs involving mandatory drug treatment requires communication with the Community Service Boards, the local entities delivering mental health and substance abuse/addictions treatment services and the Department of Behavioral Health and Developmental Disabilities. Effective July 1, 2009 the Department of Behavioral Health and Developmental Disabilities is being created from one of the former divisions of the state Department of Human Resources as a result of legislation passed during the 2009 Georgia Legislative session. The Department of Behavioral Health and Developmental Disabilities will be

responsible for all mental health, developmental disability and addictive disease programs currently under DHR, including administration of the federal Substance Abuse Block Grant Program. Funds from the block grant are distributed to the Regional Mental Health and Substance Abuse Boards throughout the state. Substance abuse treatment programs are coordinated with the Department of Corrections and the State Board of Pardons and Paroles.

Substance Abuse Prevention

All of the MJTFs and the Regional K-9 Resource Teams funded through JAG participate actively and extensively in local substance abuse prevention efforts, including those related to the Drug-Free Schools and Communities funding.

VI. Evaluation of Funded Programs

An evaluation is a systematic assessment of the results or outcomes of program efforts to measure actual outcomes against the intended outcomes of the program; to discover achievement and results; to discover deviations from planned achievements; to identify unintended consequences; and to recommend expansion, contraction, elimination, or modification of the program. *Assessing the Effectiveness of Criminal Justice Programs, Assessment and Evaluation Handbook Series No. 1*, Bureau of Justice Assistance (BJA), 1994.

BJA states that the “purpose of evaluating each program is to assess how well it has been implemented and to assess the extent to which the activities funded have achieved the program’s goals. Such assessments should be designed to provide administrators and policy makers with an improved understanding of whether specific activities accomplish the desired results of furthering the state strategy” (*Program Guidance*, BJA, 1988).

Although federal law mandates the evaluation of JAG funded programs to ensure their accountability, evaluation activities undertaken by the states provide other important benefits as well. State administrators need periodic feedback to ascertain how effectively their programs are achieving the articulated drug control and system improvement goals. Implementation and outcomes information can be used by criminal justice planners to

revise, whenever necessary, state strategies to strengthen their chances of overall success. This information is also useful for determining whether (and when) to expand a particular project, to undertake similar projects in other jurisdictions, or to reallocate resources to other purposes.

Through the evaluation mandate, states develop the capability to independently perform process and impact evaluations. Sub-grantees and other agencies are then guided by the State Administering Agency in developing their evaluation capacity.

Evaluation Capacity of the Criminal Justice Coordinating Council

Traditionally, the Council has conducted process evaluations of the activities performed by funded programs and initiatives, and has consistently solicited relevant information from state agencies and programs concerning the impact (outcome) of those programs and initiatives. Currently, the Council is further developing its capacity to evaluate initiatives and assist agencies in their own impact evaluation of funded programs. Steps taken by the Council to improve its internal capacity include hiring a Program Director for Planning, Research, and Evaluation with a background in program evaluation and performance measurement; hiring an Operations Analyst with a background in statistical analysis; and contracting with a Research Associate with a background in criminology and survey research. In addition, the CJCC has strengthened its relationship with the research, evaluation, and statistical analysis staff of other state level criminal justice system agencies through the expansion of an Evaluation and Research Advisory Group from its former Statistical Analysis Center (SAC) Committee. The CJCC is also exploring the creation of partnerships with Georgia's state research universities with criminal justice departments and programs to further advance our capacity for data-driven planning and decision-making. Finally, the CJCC has existing relationships with several private consulting companies with expertise in strategic planning, performance measurement, and statistical analysis.

Evaluation Activities

The Council monitors sub-grantees quantitatively through financial evaluation and qualitatively through programmatic and performance evaluation. This process enables the Council to better assess future funding needs and requests while at the same time holding sub-grant recipients accountable for their use of public funds. The Council's process evaluation plan consists primarily of financial and on-site monitoring by staff members who also review quarterly report data submitted by each project. Staff members monitor each project by requiring extensive documentation of services provided as well as conducting random site visits. In addition, individual projects are visited upon request for technical assistance. The Council plans to review and standardize policies and procedures for site visits and program reviews this coming year.

At the present time, CJCC collects quarterly output performance data from MJTFs and K-9 programs focusing on arrests made, amounts and types of drugs seized, cases successfully prosecuted, and community education activities conducted. Other JAG funded projects have completed semi-annual progress reports that ask about progress on deliverables, accomplishments, barriers to implementation encountered, and strategies to overcome barriers.

Multi-jurisdictional Drug Task Forces and Regional K-9 Teams

Staff routinely conducts site visits performing financial and programmatic evaluations. The purposes of these visits are to develop a comprehensive evaluation plan for task forces, ascertain equipment needs (task forces are required to utilize the excess property program administered through the Georgia Emergency Management Agency), and meet with various representatives of local agencies on current and upcoming activities related to the JAG Program. If problems are uncovered during the course of an evaluation, a more detailed review of that particular task force is conducted. Activities include touring facilities and viewing demonstrations of vehicles and equipment. Staff members also time their visits to enable them to attend and answer questions at the Task Force Control Board meetings. Additionally,

quarterly reports were submitted by all task forces and reviewed by staff members upon receipt. The Council staff created summary reports based on data collected.

Eleven of the twenty-three local MJTFs with a GBI commander receive additional evaluation and oversight from GBI Regional Drug Enforcement Offices that routinely conduct evaluations to assure conformance with GBI rules and regulations in their operational activities. This oversight provides added assurance that these task forces are run efficiently and effectively. As a result of these evaluations, the Council began a process to develop standard operating procedures manuals for the task forces.

State Projects

These projects are continually evaluated by Council staff through written reports and agency representative oral reports. Many of the agency project staff are members of other criminal justice related task forces and committees that Council representatives attend. This interaction allows for a less formal way of evaluating the projects by sharing information. They too are required to submit quarterly reports that are reviewed to determine the progress of the project.

An annual review of each project is conducted by Council staff. In addition, under the current evaluation and monitoring plans in effect at the Council, each monthly or quarterly progress report and reimbursement request is reviewed by an experienced auditor and planner. Any deficiencies detected are thoroughly explored and a remedy or action plan is developed to help the project reach its goals and objectives.

Planned FY 2009 Evaluation Projects

During the FY 2009 grant year, CJCC plans to begin working with JAG subgrant recipients to revise reporting requirements to bring them into alignment with the new BJA JAG performance measures. Performance Vistas, Inc. (PVI) is a contractor with many years of experience working with state agencies on the development of performance measurement systems for JAG, VOCA and VAWA grantees. PVI has been working with CJCC on the

development and implementation of an outcome performance measurement reporting system for VOCA and VAWA victim service sub-grantees to augment the required output (process) reporting. Under the JAG effort, PVI staff and CJCC staff will meet with grantees to develop logic models, inventory data collection and reporting software, and identify which of the performance measures best fit each type of funded program. In addition, PVI will work with subgrantees to identify and develop outcome measures both appropriate and collectible for each type of program. Although the primary focus of this effort will be on local level projects, attention will also be paid to developing suitable measures for state projects as well.