BUREAU OF JUSTICE ASSISTANCE

FY 2021
JUSTICE AND MENTAL HEALTH COLLABORATION PROGRAM (JMHCP)

New Grantee Orientation Webinar—Part 2
Budget, Grant Management, and Performance Measurement

February 17, 2022

Agenda

I. Welcome and Introductions

II. Budget and Grant Management

III. Performance Measurement Tool

IV. Question and Answers

Speakers

- **Maria Fryer,** Justice and Mental Health Systems, Policy Advisor, Bureau of Justice Assistance, U.S. Department of Justice

- **NiKisha Love,** State Policy Advisor, Justice and Mental Health Collaboration Program (JMHCP), Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice

- **Tammy Lovill,** State Policy Advisor, Justice and Mental Health Collaboration Program (JMHCP), Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice

Speakers

- **Michael Adams,** Senior Research Associate, Booz Allen Hamilton, Contractor for Bureau of Justice Assistance, U.S. Department of Justice

- **Sam Wilcox,** Research Associate, Carnevale Associates, LLC, Contractor for Bureau of Justice Assistance, U.S. Department of Justice

- **Demetrius Thomas**, Deputy Program Director, Behavioral Health, The Council of State Governments Justice Center

The U.S. Department of Justice Bureau of Justice Assistance

Mission: BJA strengthens the nation's criminal justice system through grant funding, training, technical assistance, education, and promising tools. This program furthers the Department's mission protecting civil rights addressing inequities, advancing reform, advancing juvenile justice reform, science and innovation serving victims of crime and keeping the country safe.

Overview of Justice and Mental Health Collaboration Program (JMHCP)

- Supports cross-system collaboration to improve public safety responses and outcomes for individuals with mental health conditions or co-occurring mental health conditions and substance use disorder who come into contact with the justice system

- This program supports public safety efforts through partnerships with social services and other organizations that will enhance responses to people with mental health conditions and co-occurring mental health conditions and substance use disorder

The Council of State Governments (CSG) Justice Center

We are a national nonprofit, nonpartisan organization that combines the power of a membership association, representing state officials in all three branches of government, with policy and research expertise to develop strategies that increase public safety and strengthen communities.

How the CSG Justice Center Works

- We bring people together

- We drive the criminal justice field forward with original research

- We build momentum for policy change

- We provide expert assistance

Training and Technical Assistance (TTA) Provider's Role

- Support you in working toward your grant goals
- Help you think through grant adjustments and budget changes
- Provide BJA with background information on the grant
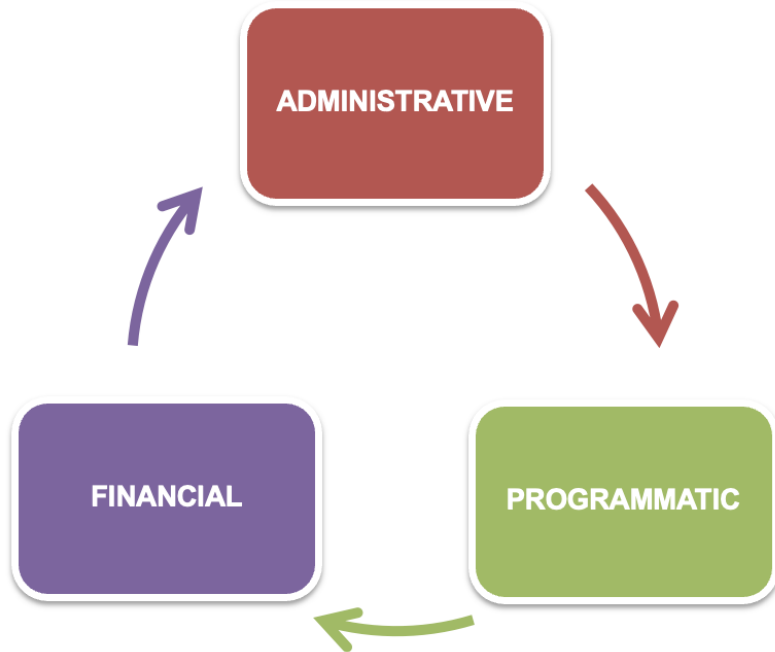- Coordinate with BJA program and policy offices to support JMHCP grantees

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Grant Management Overview

- **Administrative**
  - Award Acceptance and Conditions
  - Grants Financial Management Training
  - Subrecipients and Contracts
  - Monitoring Compliance

- **Programmatic**
  - Planning and Implementation
  - Performance Reporting
  - Grant Award Modifications

- **Financial**
  - Budget Clearance
  - Quarterly Financial Reports

Award Acceptance and Conditions

- The award document is a legally binding contract with the federal government that must be accepted by the Authorized Representative.

- **The award document includes conditions that must be complied with by the award recipient, and therefore you should read these conditions carefully.**

- Awards include standard terms and conditions, program-specific conditions, and withholding award conditions.

- Information on the standard OJP conditions is available at the following link: https://www.ojp.gov/funding/explore/legal-overview-fy-2022-awards

Program-Specific Conditions

- **Direct Services Requirement:** This condition includes the statutory language regarding the target population that is eligible to receive direct services under the grant award.

- **Planning Phase Requirement:** Your awards have a built-in planning period, leading to the development of a Planning and Implementation (P&I) Guide to be completed within the first 12 months of the project. This comprehensive guide is developed with your technical assistance provider and must be submitted to BJA for approval. You will be limited to only $100,000 in award funds until the P&I Guide is completed and approved by BJA and the related partial withholding special condition is removed.

- **Match Requirement:** A condition on your award specifies that the approved budget and any changes to the budget must include the required non-federal match amounts consistent with the statute, and that a project period extension may require a budget change to maintain the required match.

Withholding Award Conditions

- **Withholding award conditions:** The planning phase condition withholds part of the award amount. Your award will have one or more other award conditions that prevent obligation, expenditure, or draw down on all your award funds until certain conditions are met.

- The conditional clearance award condition notes that OJP's accounting office (OCFO) has not fully reviewed or approved the application budget. This condition means all funds will be withheld until OCFO approves or "clears" the budget.

- Other withholding conditions may have been applied by BJA due to missing or insufficient information from your application that must be addressed, for example, if the MOU attached to your application was not fully executed.

- It is important to work with your BJA grant manager to provide any documents needed to remove any active withholding award conditions before your agency can obligate, expend, or draw down award funds.

Match Requirement

- The federal statute authorizing the JMHCP and Connect and Protect programs (Title 34 U.S.C. 10651.d.1) requires that the federal share of the cost of a collaboration program shall not exceed (A) 80 percent of the total cost of the program during the first 2 years of the grant; (B) 60 percent of the total cost of the program in year 3; and (C) 25 percent of the total cost of the program in years 4 and 5.

- This means the minimum required non-federal match for project years 1 and 2 is 20 percent of the total project cost and in project year 3 is 40 percent of the total project cost.

Budget Clearance Process

- Prior to award, your application budget was not fully reviewed by OJP's accounting office (OCFO); therefore, your budget has not been approved ("cleared").

- OCFO reviews all costs to see if they are properly calculated and classified, allowable, and reasonable. BJA also reviews for any programmatic issues.

- If OCFO requests changes to your budget, a Budget Clearance GAM will be "change requested" and assigned to the award's GAA in JustGrants.

- **Note: Currently there is a technical issue in JustGrants that prevents OCFO from confirming the non-federal match totals by project year, and budget clearances are on hold until this is fixed, which is projected to be by February 24.**

Unallowable Costs

In addition to the unallowable costs listed in the DOJ Grants Financial Guide, the following costs are unallowable:

- **Prizes, rewards, entertainment, trinkets, or any monetary incentive**
- **Client/participant stipends**
- **Gift cards**
- **Vehicle purchases**
- **Food and beverage**

Grants Financial Management Training

- The Grant Award Administrator and Financial Manager assigned to your award must complete training within 120 days of grant acceptance (if it was not previously completed on/after 1/1/2019).
    - If the Grant Award Administrator and/or Financial Manager change, they will have 120 days to complete their training from the day they are added within the JustGrants system.
- Failure to comply may result in a hold placed on funds.
- Must be completed every three years
- Available online at https://onlinegfmt.training.ojp.gov/
- Submit Grants Financial Management Training certificates to your Grant Manager.

Reporting Requirements

Report Type	Reporting Period	Due	Help Desk
Federal Financial Report (SF-425)	• Jan 1–Mar 31 • Apr 1–Jun 30 • Jul 1–Sep 30 • Oct 1–Dec 31	• April 30 • July 30 • October 30 • January 30	OCFO Customer Service 1-800-458-0786 ask.ocfo@usdoj.gov
Semiannual Performance Report	• Jan 1–Jun 30 • Jul 1–Dec 31	• July 30 • January 30	JustGrants Support 1-833-872-5175 JustGrants.Support@usdoj.gov

Semiannual Question Sets

- The performance measure questions are embedded in the JustGrants semiannual performance report.
- You must answer these questions even if there was no activity.
- Do not submit a blank report.
- If you have questions, please reach out to your Grant Manager prior to submitting your report.

Submission Tip: Submitting a performance report with a question set is a two - step process: answering the question sets and clicking Finish; then clicking Submit in the report itself. This resource has full instructions.

Subawards and Procurement Contracts

- **As stated in the OJP application resource guide:** "Whether an action—for federal grants administrative purposes—is a subaward or procurement contract is a critical distinction as significantly different rules apply to subawards and procurement contracts. If a third party will provide some of the services that your organization has committed to provide to further a public purpose, or will conduct part of the research or evaluation your organization has committed to conduct, BJA will consider the agreement with the third-party to be a subaward for purposes of federal grants administrative requirements…. This will be true even if your organization, for internal or other non-federal purposes, labels or treats its agreement as a procurement, a contract, or a procurement contract."

- **The substance of the relationship should be given greater consideration than the form of agreement between the prime recipient and the outside entity.**

- **TIP**: In any OJP award in which the recipient entity proposes to "collaborate" (or "partner") with another entity to accomplish its work (particularly when the OJP solicitation requires or encourages such a collaboration), an agreement by the recipient to pay the collaborator/partner is very likely to be a "subaward" as determined by federal grants administrative requirements, rather than a "procurement contract under the OJP award."

Subawards and Procurement Contracts

The following are resources on the distinction between a subaward and procurement contract and on the requirements for each. The federal guidelines on the determination of subawards and procurement contracts are found in 2 CFR Part 200.331. OJP has created a checklist using the elements in 200.331 that recipients should use to document the determination for each entity: https://ojp.gov/training/pdfs/Subrecipient-Procure-cklist-B.pdf. This OJP toolkit includes additional guidance: https://ojp.gov/training/pdfs/Subaward-Procure-Toolkit-D.pdf. The federal requirements for pass-through entities related to making and managing subawards can be found in 2 CFR 200.332. OJP has created useful checklists and training resources for pass-through entities to ensure their policies/procedures meet these requirements, which can be found here. The federal requirements related to procurement contracts, including the requirement for full and open competition are found in 2 CFR 200 317 to 327. (Note: 2 CFR 200 was updated in November 2020 to include the section numbers. The OJP linked resources above have not yet been updated to match 2 CFR 200, although the information in them is still applicable.)

Subrecipient Management and Monitoring Requirements

Key components to effective subrecipient/subaward monitoring include:

1. A subaward agreement that specifies task and requires progress and financial reporting, as well as possible noncompliance penalties and termination procedures

2. Monitoring policies and procedures

3. A risk-based monitoring plan for selecting subrecipients to monitor

4. A process for monitoring including a monitoring checklist that satisfies administrative, financial, and programmatic elements; process for documenting findings in a report; and procedures for follow-up on issues for resolution

FFATA Reporting

- *Reported at the end of the month following subaward.*

- The Federal Funding Accountability and Transparency Act (FFATA) requires information on federal awards to be made available to the public via a single, searchable website, www.USASpending.gov.

- FSRS (www.fsrs.gov) is the FFATA Subaward Reporting System used to capture and report subaward and executive compensation data regarding the first-tier subawards to meet the FFATA reporting requirements.

- Prime recipients of awards $30,000 or more report on any first-tier subawards of $25,000 or more (effective October 1, 2010).

- To help navigate the submission process, user guides, FAQs, helpdesk and online demos are available at www.fsrs.gov/resources.

- For more information about FFATA, see https://ojp.gov/funding/Explore/FFATA.htm.

Grant Award Modification (GAM)

- A GAM is used to request project changes and/or corrections. The assigned Grant Award Administrator (GAA) for your agency is the only person able to submit a GAM for your award.

- GAMs are submitted and approved through JustGrants. GAM types include:
  - Budget Modifications (movement of funds between budget categories)
  - Change of Scope
  - Project Period
  - Sole Source (Non-competitive procurement contract >$250,000)
  - Programmatic Costs (Costs Requiring Prior Approval, for example consultant rates >$650 per day)

- Generally, GAMs will not be approved if the grantee is delinquent on financial or programmatic reporting.

GAM: Change of Project Period No-Cost Extension

- Must be requested through JustGrants at least 30 days prior to the current end date.

- Generally, no more than one no-cost extension may be made to an award.

- A no-cost extension may not extend 12 months past the original end date.

- A no-cost extension may be made only if the period of performance has not expired.

- A no-cost extension may be made only for award recipients that have no significant performance or compliance issues.

BJA Compliance Monitoring

BJA will conduct formal monitoring activities (site visits and desk reviews) of grant recipients to ensure grantee is

- Conducting activities that were proposed and approved;
- Meeting programmatic, administrative, and fiscal requirements;
- Identifying and resolving problems and/or issues; and
- Receiving needed training and guidance.

BJA Compliance Monitoring

Common Issues For Resolution:

- Unauthorized obligation of funds in violation of grant withholding special conditions and/or prior to budget clearance

- Incorrect classification of subaward as a procurement contract and/or FFATA report not submitted

- Unallowable costs (e.g., food/beverage, gift cards, etc.)

- Unauthorized costs (costs not listed in the approved budget)

- Accounting policies and procedures that are not documented or need improvement, and lack of tracking award expenditures by approved budget category, including match

- Subrecipient and/or procurement policies not adequate and/or not followed

- Programmatic or financial changes made without prior approval

Using Links and Numbers

- OJP Website http://www.ojp.usdoj.gov/

- BJA Website https://www.bja.gov/

- OJP Funding Opportunities https://ojp.gov/funding/Explore/CurrentFundingOpportunities.htm

- OJP Funding Resources http://ojp.gov/funding/index.htm

- OJP Recipient Resources https://www.ojp.gov/funding/implement/overview

- DOJ Financial Guide

   https://ojp.gov/financialguide/doj/index.htm

Using Links and Numbers

- JustGrants https://justgrants.usdoj.gov/

- JustGrants Support 833–872–5175 or JustGrants.Support@usdoj.gov

- JustGrants Training: https://justicegrants.usdoj.gov/

- Automated Standard Application for Payments (ASAP) https://fiscal.treasury.gov/asap/

- OCFO Customer Service (800) 458-0786 or ask.ocfo@usdoj.gov

- DOJ Grants Financial Management Online Training

https://onlinegfmt.training.ojp.gov/

BJA Grant Managers

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Performance Management at BJA

- Overview
- What, Where, When, How
- Questionnaire Structure
- Revised Measures
- Narrative Questions
- Tips for Data Quality

What Is Performance Management at BJA?

- **Performance management is the process** by which grantees regularly collect data on their grant activities to determine whether they are implementing activities as intended and achieving their desired goals and objectives.

- **BJA has established performance measures in the form of questionnaires for each grant program.** These measures help capture inputs, outputs, and outcomes over time and enable pre- and post-comparisons that can be used to facilitate change as needed. Each program will be provided with their respective questionnaire by BJA.

- **BJA grantees report on their activities** on a periodic basis throughout the life of their grant.

- **For more information, we invite you to visit** the OJP Grant Performance Measurement and Progress Reporting Information Portal at ojp.gov/performance and BJA Performance Measures site at https://bja.ojp.gov/funding/performance-measures.

Why Does BJA Use Performance Measures?

To identify areas of success and potential areas of improvement. Performance measures identify needs for training and technical assistance (TTA) or revisions to program design or implementation.

To track grant activity and progress toward program goals. They enable BJA to respond to external requests (e.g., congressional inquiries, media requests).

To understand how funds are being distributed. Results inform budget, strategic plan, and future funding.

To comply with the law. Tracking of progress through performance measurement is required by the Government Performance and Results Modernization Act of 2010, the Digital Accountability and Transparency Act of 2014, and the Grant Reporting Efficiency and Agreements Transparency Act of 2019.

What Data Will I Need to Report?

- **Performance measures:** The performance measure for your program are a series of questions that measure outcomes of grant activities and demonstrate accomplishment of goals and objectives of BJA's programs.

- **Narrative questions:** A series of narrative questions related to the grantee's specific goals, objectives, barriers, and successes are also provided to grantees to be used for data reporting. Grantees' responses to narrative questions are required during the **January and July** submission periods.

- **Closeout questions:** This is a series of questions grantees will need to respond to only when activities have been completed and the **grant is ending**.
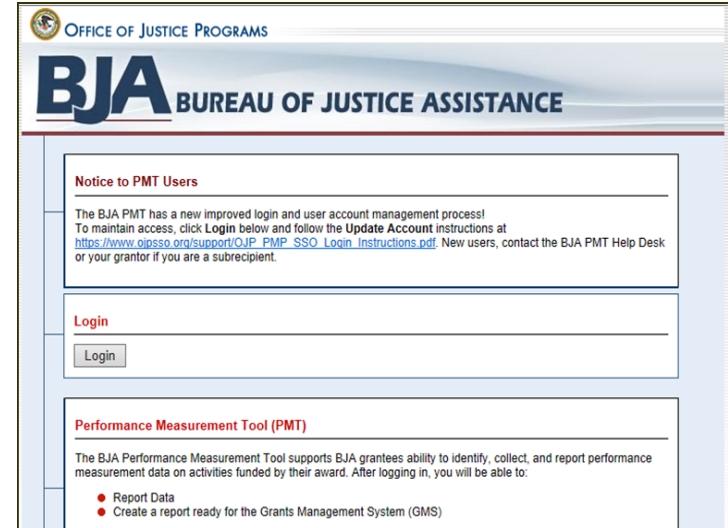
Where Do I Report?

- The Performance Measurement Tool (PMT) and the Justice Grants system (JustGrants) are two separate systems that both facilitate performance reporting for BJA.

- JustGrants will eventually replace the PMT entirely; however, we are still within the window of transition.

- Some grantees, therefore, may have multiple awards reporting in multiple systems.

- *JMHCP grantees who received their award prior to FY21 report quarterly in the PMT.*

- *JMHCP grantees who received their award in FY21 and later report semiannually in JustGrants.*

Where Do I Report?

Grantees who received their award before FY2021:

- BJA's Performance Measurement Tool (PMT) is the online system required for grantee performance measurement reporting.

- **Pre-FY21 grantees will continue to report in the PMT every quarter until further notice.**

- The report generated by the PMT is then uploaded into the JustGrants System twice a year (Jan/July).

- Please access the PMT at https://bjapmt.ojp.gov.

Where Do I Report?

Grantees who received their award in FY2021:

- JustGrants is the online system required for grantee performance measurement reporting and grant management.

- FY21 grantees will report on the revised measures directly in JustGrants semiannually.

- **Pre-FY21 grantees will continue to report in the PMT every quarter until further notice.**

- Please access JustGrants at https://justicegrants.usdoj.gov/.

Reporting Schedule

Submission Period	Deadline	System and Data Submitted
January	January 31	PMT (quarterly) JustGrants (semiannual)
April	April 30	PMT (quarterly)
July	July 31	PMT (quarterly) JustGrants (semiannual)
October	October 31	PMT (quarterly)

*Note: Reporting due dates are subject to change. Check with your grant manager on specific due dates for your program.

JMHCP Questionnaire Overview

Link to Performance Measures Questionnaires:

Revised Questionnaire (Summer/Fall 2021):

https://bja.ojp.gov/sites/g/files/xyckuh186/files/media/document/JMHCP-Measures.pdf

More information on performance measures can be found on this page:

https://bja.ojp.gov/funding/performance-measures

JMHCP Questionnaire Structure

- General Award Administration
- Partnership Activities
- Program Overview
- Program Description and Target Population
- Mitigating Threats of Targeted Violence
- Recidivism
- Training and Technical Assistance
- Final Report (Closeout)
  o Systems Change and Organization Capacity
- Narrative Questions

JMHCP Questionnaire Structure

Partnership Activities
- Has a regularly convening advisory group been established?
- If yes, what activities did the advisory group engage in during the reporting period?

Program Overview
- What obstacles were encountered during the reporting period?
- Is the grant program in Planning Phase or the Implementation Phase?

JMHCP Questionnaire Structure

Program Description and Target Population
- Program activities planned (e.g., diversion, reentry programming, specialty courts, training, etc.)
- Plan for identification, treatment, and recovery services

JMHCP Questionnaire Structure

Recidivism

- Has your grant program established a formal definition of recidivism?
- Level(s) at which the recidivism rate is calculated:
  - Reincarceration
  - Re-arrest
  - Reconviction
  - Other?

JMHCP Questionnaire Structure

Training and Technical Assistance

Training
- Topic
- Target audience
- Number of people trained
- Name of training provider
- Funds used to provide training
- Impact of training on the program

JMHCP Questionnaire Structure

Training and Technical Assistance

Technical Assistance
- Topic
- Name of TA provider
- Number of engagements
- Level of satisfaction
- Funds used to provide TA
- Impact of the TA on the program

JMHCP Questionnaire Structure

Final Report (closeout only)
- Programmatic adjustments
- Systems change and organizational capacity

Setting Goals Best Practices:

- Well-defined goals clarify priorities and establish criteria for success.

- **Set SMART goals** to clarify the scope of your priorities.

- **Revaluate goals semiannually** to determine whether changes to program priorities and activities require updates.

- **Use data** to understand your progress toward your goals and make course corrections as needed.

SMART GOALS

S SPECIFIC
State exactly what you want to accomplish.

M MEASURABLE
Use smaller, mini-goals to measure progress.

A ACHIEVABLE
Make your goal reasonable.

R REALISTIC
Set a goal that is relevant to your life.

T TIMELY
Give yourself time, but set a deadline.

Defining Goals and Objectives

Great Goals but Need Improvement	SMART Goal Examples
"Training officers on crisis intervention." "Reduce the jail population, in particular those with a mental health diagnosis."	"Improve public safety by increasing the percentage of trained officers trained to respond to a crisis event." "Reduce the number of people in jail who have a mental health diagnosis to less than 10 percent."

Data Quality Best Practices:

- Designate staff for coordination of the performance data collection.

- Review the performance measure questionnaire before entering data.

- Ensure that designated staff participate in trainings.

- Review, edit, and validate data with subrecipients before submission.

- Be mindful of the validation alerts built into the JustGrants questionnaire and verification outreach by the PMT Helpdesk.

Contact Information and Resources

BJA PMT HELPDESK

Monday–Friday

8:30 a.m.–5:00 p.m. ET

Closed on Federal Holidays

Toll-free number: 1–888–252–6867

bjapmt@ojp.usdoj.gov

Websites:

- [Office of Justice Programs](#)

- [BJA Performance Measures](#)

- [OJP Grant Performance Measurement and Progress Reporting Information Portal](#)

- [Performance Management Tool](#)

- [BJA YouTube Channel](#)

Thank you for your hard work and dedication!

Contact Information and Resources cont.

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Thank you for your hard work and dedication!

Contact Information and Resources

JustGrants Helpdesk

Monday–Friday 5:00 a.m.–9:00 p.m. Eastern Time (ET)

Saturday–Sunday and Federal Holidays 9:00 a.m.–5:00 p.m. ET

1–833–872–5175 | *JustGrants.Support@usdoj.gov*

JustGrants Training and Resources

https://justicegrants.usdoj.gov/

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- **Sam Wilcox,** Research Associate, Carnevale Associates, LLC, Contractor for Bureau of Justice Assistance, U.S. Department of Justice, Samantha.A.Wilcox@usdoj.gov

- **Demetrius Thomas**, Deputy Program Director, Behavioral Health, The Council of State Governments Justice Center, Dthomas@csg.org