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# Annual Report

# 2011-2012



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# Executive Summary

The Office of Criminal Justice Programs (OCJP) under the State Department of Finance and Administration functions as a strategic planning agency that secures, distributes, and manages federal and state funds for Tennessee. OCJP utilizes strategic program management, a structured process that looks three to five years ahead of daily grants management activities at the changing needs of Tennessee's justice system and the needs of its victims of violent crime. OCJP tracks problems surfacing in the criminal justice system, monitors trends in Tennessee's communities, assesses the condition of the state's resources, and measures the recent performance of OCJP-funded programs. To address crime and victimization in Tennessee, OCJP manages a systematic, year-round cycle for determining the communities' needs, identifying the justice system's problems, setting program priorities, making grant allocation decisions, managing those funded projects, and evaluating the results of those decisions.

In fiscal year 2012, OCJP was responsible for 25 different state and federal fund sources; approximately 350 grants of more than \$30,000,000.00 in total funding to various State Departments, local governments and non-profit agencies for criminal justice and victim service grants. The Office of Criminal Justice Programs worked with the Governor's Public Safety Subcommittee to develop the Governor's Public Safety Plan. As part of that planning process, shortfalls in funding were identified and efforts were made to assist in meeting the Plan's goals and objectives.

The OCJP Criminal Justice Unit oversaw 126 multiyear grants to state and local entities totaling approximately \$16,632,813.00 in federal, state and local funds. Federal grant sources administered by the Criminal Justice Unit include; Edward Byrne Justice Assistance Grant (JAG) Program, National Criminal History Improvement Program (NCHIP), Paul Coverdell Forensic Science Improvement Grant (Coverdell), and the Residential Substance Abuse Treatment for State Prisoners(RSAT). In addition, the Criminal Justice Unit coordinates several streams of state funding including; Drug Court Appropriation and the Drug Court Treatment Act Fees (transferred to the Department of Mental Health and Substance Abuse Services); Automated Fingerprint Identification System Funding (AFIS), Internet Crimes Against Children Funding (ICAC), Automated Victim Notification Funding, and multiple other direct state appropriations to local agencies.

The focus of the funding provided by the criminal justice unit centered around the following themes: providing high quality professional enhancement training such as Evidence Based Programming, forensic medicolegal death investigation and drug courts; targeted community crime reduction projects focusing on small geographic areas and encompassing prevention, law enforcement and offender rehabilitation intervention; prevention activities targeting increasing awareness of methamphetamine use and defining the crisis of human trafficking; improvements in technology such as purchasing new Livescan machines, enhancements to the victim notification system and the Tennessee Instant Check System (TICS), the ongoing development of the technology for automated case judgments and Leica Forensic Scan Station Laser Scanner System; and jail based re-entry programs.

In fiscal year 2012, the Victim Services Unit oversaw 223 grants to state and local entities totaling approximately \$13,664,504.00 in federal, and state and funds. Federal grant sources

administered by the Victim Services Unit include; Family Violence Prevention and Services Act (FVPSA), Sexual Assault Services Program (SASP), Services• Training• Officers• Prosecution (STOP), Victims of Crime Act (VOCA) and Community Defined Solutions grant (CDS). In addition, the Victim Services Unit coordinates several streams of state funding including; The Methamphetamine Initiative for Child Advocacy Centers (METH), the Domestic Violence State Coordinating Council, Senator Tommy L. Burks Victim Assistance Academy, Family Violence Shelter Fund, Sexual Assault Fund, and the Child Abuse Fund.

Funding for victim service programs is varied and includes domestic violence programs; child advocacy centers; sexual assault programs; law enforcement and prosecution projects serving victims of domestic violence, sexual assault, dating violence and stalking; Family Justice Centers, victim-witness coordinators, civil legal assistance projects; Court Appointed Special Advocates (CASA); Mothers Against Drunk Driving (MADD); and elder abuse projects. Services to victims include counseling, therapy, domestic violence shelter, emergency civil legal representation, civil and criminal court advocacy, holding offenders accountable through prosecution and law enforcement services, personal advocacy, transportation, language services, assistance with criminal injuries compensation, sexual assault forensic exams, crisis counseling, support groups, community resource information/referral, crisis hotlines, etc. Funding is also used for victim-focused training and community outreach.

# Introduction

## Office of Criminal Justice Programs Mission Statement

*“The Office of Criminal Justice Programs (OCJP) under the State Department of Finance and Administration functions as a strategic planning agency that secures, distributes, and manages federal and state grant funds for Tennessee. While collaborating with other public and non-profit agencies, OCJP utilizes these grant monies to support innovative projects statewide in efforts to reduce criminal activity, provide services for victims of crime and promote overall enhancement of the criminal justice system in Tennessee”.*

The OCJP oversees several state and federal funding sources. In fiscal year 2012, total funding for all OCJP grant projects was over \$30,000,000.00 to various State, local government and non-profit community based agencies. As a result of the numerous funding sources, OCJP must stay abreast of the current funding climate at both the state and federal level; anticipate potential increases or decreases and prepare for the impact of these changes at the local community level in order to best meet the safety needs of Tennessee’s citizens.

Federal award dollars assisting Tennessee in reducing crime along with service provisions for the victim of crimes declined by 8.7% for federal fiscal year 2012. Federal funding for 2013 may also be affected by sequestration that presently reflects a minimum reduction of 8.2% for the Department of Justice. The actual reduction could be most any amount, regarding program funding for the states, in that the Department of Justice will have discretion on where cuts will be made in their overall budget. Given the current economic realities, any loss of funds could not be made up at the State level and would be sorely missed.

In addition, state appropriated funding was decreased for fiscal year 2012 by a total of \$173,000.00 to projects such as the Drug Courts, Internet Crimes Against Children and the Governor’s Methamphetamine Initiative programs. State funding for the various programs administered by OCJP have received decreased state funding in variable amounts for the last several fiscal years. The OCJP has leveraged federal dollars when possible to minimize the impact at the local level.

In determining priorities for funding, OCJP looks at several different pieces of informative data to assist in determining the distribution of available funds. Some of these data include the following and will be discussed in greater depth below:

- Criminal statistical data at both the national and statewide levels
- Coordination with Governor Haslam’s Tennessee’s Public Safety Action Plan
- Focus on the White House Drug Control Strategy
- Internal Office “Strategic Planning” Process and Grants Management
- Evidence Based Programming

## Determining Funding Priorities for Tennessee

### CRIMINAL STATISTICAL DATA

The Federal Bureau of Investigation Uniform Crime Reports collects and publishes nationwide crime statistics on a yearly basis utilizing their National Incident-Based Reporting System (NIBRS). In comparing rates for the past three (3) years we find that Violent Crime

(Murder, Forcible Rape, Robbery, and Aggravated Assault) numbers (captured as incidents per 100,000 population) have steadily decreased across the nation by the following percentages: 2009 (-5.3%), 2010 (-6.0%), 2011 (-4.0%). In comparison, Tennessee's violent crime statistics changes were noted for the same three years. 2009 (-6.2%), 2010 (-7.6%), 2011 (No change).

The crime category of domestic violence is also inclusive of some of the same classifications of violent crime (Murder, Rape, and Assault). Domestic Violence is one of the most chronically underreported crimes on both the state and national levels. In addition only approximately one-quarter of all physical assaults, one-fifth of all rapes, and one-half of all stalking crimes perpetuated against females by intimate partners are reported to the police and almost **one-third of female homicide victims** that are reported in police records are killed by an intimate partner. Most cases of domestic violence are never reported to the police.

While national statistics seem to indicate an overall reduction in reported domestic violence cases over the last 10 years, Tennessee's number of cases would indicate otherwise. ***Tennessee continues to have a violent crime rate far above the national average and is number 1 among Southeastern states. In 2010 domestic violence victims made up over half of all reported crimes against persons in Tennessee.*** The number of Tennessee Domestic Violence Victims over the last three (3) years is as follows: 2009 (84,898 Victims), 2010 (85,070 Victims), 2011 (84,517 Victims).

#### **GOVERNOR HASLEM'S PUBLIC SAFETY ACTION PLAN**

The Public Safety Action Plan is a culmination of months of planning and processing of the critical issues facing Tennessee which ultimately resulted in three major goals, 11 underlining objectives and forty action steps. Stakeholders Sessions, with participants representing local communities and agencies (over 300) from around the state, met and determined that the main criminal justice issues facing Tennessee are:

- Violent Crime
- Methamphetamine
- Domestic Violence
- Prescription Drug Abuse
- Drug Court Treatment
- Repeat Offenders (Adult recidivism rate was 46.5% in 2009.)

Based on input from the stakeholder sessions, a subcabinet group of state officials led by the Department of Safety and Homeland Security Commissioner, Bill Gibbons, developed and proposed to Governor a Public Safety initiative to address and combat Tennessee's drug and violent crime. The Three Key Initiatives (goals) of the Safety Plan to Curb Crime and Create a Climate for Job Growth in Tennessee Communities are in the areas of:

- Drug Abuse and Drug Trafficking
- Violent Crimes
- Repeat Offenders

The Office of Criminal Justice Programs processes all statewide recommendations of the Public Safety Plan Subcabinet Group when setting funding prioritization for the year.

## **NATIONAL DRUG CONTROL STRATEGY**

The White House's 2012 approach to reducing overall U. S. drug use is based on three strategic targets of performance. Those three priorities drive planning for state funding priorities, which in turn influence state program planning in Tennessee. The three National Strategies are as follows:

### ***Strategy I. Stop drug use before it starts:***

OCJP views it as a priority that Byrne JAG funds support community crime prevention in the form of community policing, neighborhood watch programs and prevention programs targeting at-risk youth.

### ***Strategy II. Healing America's drug users:***

OCJP has come to believe that the most effective way of ensuring access to substance abuse treatment is to provide treatment for those who would otherwise most likely be repeat offenders. The goal is reducing criminal recidivism by changing the dependency behavior.

### ***Strategy III. Disrupting the drug market:***

Multi-jurisdictional Drug & Violent Crime Task Forces have been effective at locating and eradicating mid- and upper-level narcotics trafficking conspirators (i.e., wholesale distributors and command-and-control targets) through interagency agreements and pooled resources. Byrne funding has helped to enhance the efficiency and effectiveness of the courts, enabling them to expedite the prosecution of serious offenders by diverting less serious offenders.

## **OCJP STRATEGIC PLANNING PROCESS**

Foremost in assisting OCJP to determine avenues of funding for state and local entities is Strategic Planning, one of the core functions of OCJP. To address crime and victimization in Tennessee, OCJP manages a systematic, year-round cycle for determining the communities' needs, identifying the justice system's problems, setting program priorities, making grant allocation decisions, managing those funded projects, and evaluating the results of those decisions.

*Strategic program management* is a structured process that looks three to five years ahead of daily grants management activities at the changing needs of Tennessee's justice system. OCJP tracks problems surfacing in the criminal justice system, monitors trends in Tennessee's communities, assesses the condition of the state's resources, and measures the recent performance of OCJP-funded programs. All this information helps OCJP focus its future program descriptions, set its funding priorities, prepare its budget requests, and direct its limited resources into areas that promise the best return for the public's investment.

With completion of the decision making process for allocation of funds, OCJP distributes notification of funding intent, then canvases the state for both local and state level submitted projects that appear to be a fit for the program models that have been determined to fit the needs of Tennessee. The projects are reviewed, by a team of criminal justice professionals and other stakeholders, to assure that the very best submitted project applications will then receive a chance for funding.



## **GRANTS MANAGEMENT**

Funded projects are then monitored (which includes agency site visit), by professionally trained grant monitors as well as OCJP program staff. Contacts are frequent throughout the agency's funding period to determine and assist them (if necessary) in maintaining their stated goals and objectives as originally agreed upon in their contract(s) with OCJP. Quarterly and annual reporting by the agencies are requirements of all contracts. These reports are data driven and reflect previously established outputs and outcomes. Any continuation of agency funding is based on all agreed upon performance measurements being met.

## **EVIDENCE BASED PROGRAMMING**

In today's fiscal climate where federal, state and local funds are dwindling, and agencies are continually being asked to do more with less, it is imperative to ensure that scarce grant dollars are directed towards areas with the greatest needs and that those funds are utilized in such a way as to garner a positive outcome. Evidence Based Programming is one way to attempt to affect such an outcome. Evidence Based Programs have been researched and have a history of impacting a positive change on the identified problem the program addresses. By strongly encouraging and at times requiring agencies to implement evidenced based projects and programs, the OCJP increases the likelihood that the funding creates a positive impact on the issue at hand.

## **LOOKING AHEAD**

The next sections of this report will provide greater detail regarding the types of programs funded, the outputs and outcomes of those projects and the impact of the funding on local communities, victims and their families, and the citizens of Tennessee. The work of the Criminal Justice Unit is described outlining the federal and state funding sources and the projects undertaken in fiscal year 2012. Then the Victim Service Unit provides a similar outline. Finally, the Office of Criminal Justice Program's perspective on monitoring is defined and a review of the outcomes of project monitoring is provided. The results of the program monitoring and fiscal reviews of grant funded projects in one year provide an opportunity for increased technical assistance and training of the projects by the OCJP program managers in the next fiscal year.

# Criminal Justice Unit

The Office of Criminal Justice Programs (OCJP), Criminal Justice Unit, is responsible for administering funds to criminal justice agencies across Tennessee to enhance public safety. In FY 2012, the Criminal Justice Unit oversaw grants to state and local entities totaling approximately \$16,632,813 in federal, state and local funds.

Federal grant sources include:

- Edward Byrne Justice Assistance Grant (JAG) Program
- National Criminal History Improvement Program (NCHIP)
- Paul Coverdell Forensic Science Improvement Grant (Coverdell)
- Residential Substance Abuse Treatment for State Prisoners(RSAT)

The Criminal Justice Unit coordinates several streams of state funding including:

- Drug Court Appropriation and Drug Court Treatment Act Fees
- Automated Fingerprint Identification System Funding (AFIS)
- Internet Crimes Against Children Funding (ICAC)
- Automated Victim Notification Funding
- Ignition Interlock System Program
- Multiple other direct state appropriations to local agencies

The Criminal Justice Unit works within OCJP to stimulate a multi-faceted response to crime and victimization in Tennessee and supports the improvement of the infrastructure of the state's criminal justice system. With a Multi-Year Statewide Strategy, the Criminal Justice Unit continues its commitment to reduce the incidence of drug violations and violent crime within the State's boundaries, in accordance with the National Drug Control Strategy's priorities.

The Criminal Justice Unit manages a systematic, year-round cycle for tracking problems surfacing in the criminal justice system, monitoring trends in Tennessee's communities, assessing the condition of the state's resources, setting program priorities, making grant allocation decisions, managing those funded projects and measuring the performance of, and evaluating the results of those decisions. The team's strategic program management process looks several years ahead of daily grants management activities at the changing needs of Tennessee's justice system to effectively plan for Tennessee's needs.

The Criminal Justice Unit takes a data-driven approach and includes input from practitioners on the local, state and federal levels to assist in influencing its strategy. The Criminal Justice Unit gathers practitioner information through a variety of planned information gatherings, training conferences and seminars, as well as through informal meetings and surveys. A key source of information is the Governor's Public Safety Subcabinet Group which collects crime, health and other data to determine key issues and subsequent policy.

The data on violent and drug-related crime suggest that three trends are continuing in Tennessee. They correspond with the national strategy's priorities: Community crime rates and judicial workloads are being influenced by a long overdue increase in the system's attention to domestic violence cases. Tennessee's population is also

changing, and related factors are influencing crime and delinquency (e.g., pockets of poverty and school dropout rates are corresponding with areas of drug-related crime). Tennessee is experiencing exponential growth in the numbers of non-English-speaking people, especially in the central parts of the state. That trend over-taxes the criminal justice system's ability to process arrests and adjudications. These are the kinds of issues that drive the need for community-based policing, school-based drug education services, victim advocacy, court diversion and court support alternatives.

According to an April 2011 Pew Center report titled "State of Recidivism: The Revolving Door of America Prisons" the national offender recidivism rate is 40%. Building coping skills during the incarceration period is our greatest opportunity for effective treatment, which reduces repeat episodes. However, state corrections data indicate that Tennessee's prison populations continue to grow at a steady pace. Residential drug treatment programs, offender reentry programs and community-based offender treatment programs are needed, but so are drug courts and other diversion alternatives that have demonstrated their effectiveness. Tennessee's overall violent and drug-related crime rates per 100,000 place it in the top quintile of all states' rates, along with several other southeastern states. In the drug enforcement arena, methamphetamine continues to be a serious issue for Tennessee, which has the dubious honor of hosting *both* major trafficking routes *and* a significant production industry in the southeastern part of the state. Tennessee is also at risk for the distribution of abused and diverted prescription drugs such as Oxycontin and Hydrocodone.

OCJP's Criminal Justice Unit will continue to monitor these trends and the data in the coming year, and make funding decisions to impact these trends and reduce crime and victimization. The enduring focus includes multi-jurisdictional drug enforcement and prosecution teams, continuing education, and criminal justice record systems automation and integration.

### **Criminal Justice Unit Highlight**

*Tennessee Innovations in Evidence-Based Programming Conference:* As part of strategic planning for funding services and programs, the OCJP has decided to fund local agencies that adhere to evidence based programs and practices. Evidence based practices refers to the use of research and scientific studies as a base for determining the best practices in a field. Agencies that implement evidenced based practices and programs are proven to be more effective and have better outcomes in the field they are targeting (offender treatment, public safety, law enforcement strategies, etc.). Therefore, the OCJP Criminal Justice Unit, in collaboration with the University of Tennessee Law Enforcement Innovation Center hosted its first conference on evidence-based programming and data collection to encourage the use of EBP in local communities. *The Tennessee Innovations in Evidence-Based Programming Conference* was held in Chattanooga, Tennessee on May 1-2, 2012. The purpose of the conference was to provide criminal justice practitioners (law enforcement, offender intervention, prevention and juvenile justice) from across the state with an opportunity to learn about evidence based programs and data driven approaches. The National Criminal Justice Association (NCJA) provided technical assistance with the planning and organizing of the conference, in addition to assisting with funding several of the plenary speakers. Almost 200 individuals attended the conference, with national and local experts in the field of criminal justice providing workshops and keynotes. The national speakers included Dr. Mary Poulin, Senior Research Associate, Justice Research and Statistics Association; Dr. Cynthia Lum, Deputy Director, Center for Evidence-Based Crime Policy, Dept. of Criminology, George Mason University; and Roger Przybylski, Director, RDC Consulting Services. The conference

break-out sessions focused on three tracks: Law Enforcement, Prevention and Juvenile Justice and Offender Reentry and Intervention.

Ninety-Nine percent (99%) of conference attendees rated their overall satisfaction of the conference as *good*, *very good* or *excellent*, with 90% rating their satisfaction as *very good* or *excellent*.



National expert, Roger Przbylski, Founder and Director, RKC Consulting Services presenting at the Tennessee Innovations in Evidence-Based Programming Conference

## **Edward Byrne Memorial Justice Assistant Grant**

The Office of Criminal Justice Programs (OCJP) continues to serve as the State Administrative Agency for the Edward Byrne Memorial Justice Assistance Grant (JAG) Program, CFDA #16.738, in Tennessee. For two decades Byrne JAG has provided a vehicle for seeding and pioneering new programs in Tennessee. Tennessee's implementation of this program continues to evolve along with its criminal justice system. The Byrne JAG Grant Program is helping OCJP to stimulate a multi-faceted response to crime and victimization in our state even as it supports our improvement of the infrastructure of the state's criminal justice system. Tennessee's implementation of this program is designed to adapt as changes occur to the system. Through scheduled meetings and other formalized gatherings (round table discussions, etc.), OCJP has determined the priorities to fund. Emphasis has been placed on and priority given to programs which employ evidence-based strategies.

In FY 2011 – 2012, OCJP funded 67 programs falling within ten JAG priority areas with a total of \$6,951,589 in federal funding. \$844,079 in local match funds and \$452,704 in state match funds were contributed to the programs, for total of \$8,248,372 funds dedicated to JAG projects. An overview of the ten JAG priority areas and the projects funded under those priority areas are described in greater depth below.

### **Innovations in Criminal Investigations: Tennessee's Targeted Community Crime Reduction Project:**

During the 2010 strategic planning cycle, OCJP initiated the Targeted Community Crime Reduction Project (TCCRP), focusing targeted resources on six mid-size Tennessee cities (Clarksville, Cleveland, Columbia, Jackson, Kingsport, Murfreesboro) with high rates of violent and drug-related crime. A major goal was to demonstrate how strategic

program planning could use actionable crime data and inter-agency collaboration to overcome barriers that were inhibiting crime reduction, by building local approaches that would survive after the funding ended. For these six projects, a total of \$2,360,469 for FY 2012 in federal JAG funds was directed to local communities to impact targeted high crime areas.

OCJP's innovation was creating a specialized solicitation that required selected localities to come up with a data-driven strategy to impact the local drivers of their high crime rates. Strategies were to be collaborative, addressing not one or two, but three approaches: prevention, enforcement and offender intervention. Cities were also required to have an evaluation partner to help evaluate crime trends, and assist with data collection. The targeted grants required many hours of training and TA prior to grant awards. OCJP made its first awards in the fall of 2010. In FY 2012, 6 cities were funded.

An Innovative Grant Process: The TCCRP is unlike any previous solicitation or grant OCJP has ever managed. Not only are the projects targeted at high crime cities of between 30,000-100,000 residents, but the strategy requires numerous local agencies and community stakeholders to agree upon the three-part strategy. As part of the application process cities established a cross system planning/leadership group, analyzed law enforcement data for crime trends/hot spots, geo-mapped city crime, established measurable goals, connected with research partners and selected evidence-informed prevention, enforcement and offender intervention strategies. The six cities worked closely with OCJP staff to meet these early strategic planning goals and to refine their strategies. Each city sub-contracted with as many as ten crime reduction partners; some of these cities have that many *unfunded* partners contributing to this project as well.

**Tennessee's Targeted Community Crime Reduction Projects**



OCJP staff facilitated coalition building by bringing together law enforcement, non-profit service providers, community corrections, school administrators and other community partners during professionally facilitated strategy development sessions. The state also visited the cities to help local partners

understand the initiative and its expected outcomes.

Local planning and implementation teams took on the leadership and accountability roles. With technical assistance from OCJP staff and the project's lead evaluator (Performance Vistas of Roswell, Georgia), the teams worked out case finding and referral protocols, and made sure that the data gathering and performance measurement elements for evaluation were built into each strategy. OCJP holds regular meetings with university partners to support technology transfer and to ensure that the data collection requirements are being met. The focus has been on preparing the sites for process and

outcome evaluations.

### Prevention

Juvenile populations are long-range drivers of violent crime. Cleveland partnered with the Boys and Girls Club (BGC), the Juvenile Court and the local school system to implement well-known prevention education programs, such as [Positive Action](#), [Life Skills](#) and [RADKids](#). In Columbia and Murfreesboro, the cities decided to implement the [Gang Resistance Education and Training \(G.R.E.A.T.\)](#) program. Columbia partnered with BGC and the Tennessee Drug Awareness Council. Other prevention efforts: youth mentoring, blight reduction through citation and community revitalization projects in blighted crime hot spots.

#### EXAMPLES January – December 2011: 12 months start-up data\*

CITY	Strategy	Sample Outputs	Sample Outcomes
Cleveland	Positive Action	316 enrolled; 180 graduates	Post-test score improved
Columbia	Community Mentoring	NA project not begun	NA project not begun
Clarksville	Code Inspections	NA project not begun	NA project not begun
Kingsport	Community cleanups	202 participants	No data
Jackson	Code violations	2,125 violations all types	No data
Murfreesboro	G.R.E.A.T. classes	301 students participate	No data

#### EXAMPLES January – June 2012:

CITY	Strategy	Sample Outputs	Sample Outcomes
Cleveland	Positive Action	234 enrolled; 128 graduates	Post-test scores improved
Columbia	Community Mentoring	Project started March 2012	Project started March 2012
Clarksville	Code Inspections	204 conducted	Public surveys: blight down
Kingsport	Community cleanups	201 participate	124 report conditions better
Jackson	Code violations	485 violations all types	7 sent to environment court
Murfreesboro	G.R.E.A.T. classes	185 students participate	Post-test scores improved

### Enforcement

Almost all of the selected sites employed some version of Hotspot, problem-oriented or community policing. These strategies (and manpower utilization) are driven by data analysis during initial planning and for weekly patrols. Other enforcement efforts include beefed up neighborhood watches and increased probation and parole monitoring for selected repeat offenders.

EXAMPLES January – December 2011: 12 months start-up data\*

CITY	Strategy	Sample Outputs	Sample Outcomes
Cleveland	SARA patrols	383 actions	Agg Assault arrests up 33%
Columbia	Overtime hours in zones	NA: Project not begun	NA: Project not begun
Clarksville	COMPSTAT actions	NA: Project not begun	NA: Project not begun
Kingsport	NW citations	173 citations	No data
Jackson	COPS patrols	489 actions	No data
Murfreesboro	Gang Unit	142 arrests	No data

EXAMPLES January – June 2012:

CITY	Strategy	Sample Outputs	Sample Outcomes
Cleveland	SARA patrols	454 actions	Agg Assault arrests up 44%
Columbia	Overtime hours in zones	144 hours	# Agg Assault incidents up
Clarksville	COMPSTAT actions	171 alcohol/drug arrests	Robbery incidents down 37%
Kingsport	NW citations	161 citations	Survey public confidence
Jackson	COPS patrols	725 actions	# Agg Assault incidents down
Murfreesboro	Gang Unit	84 arrests	Arrests down 41%

Offender Intervention

The sites enhanced their drug and alcohol treatment and anger management offerings for at-risk youth and adult probationers. In Columbia and Clarksville, the cities also partnered with Goodwill Industries for job skills training and placement assistance. Murfreesboro concentrated on youth reentry, working with courts, probation and their juvenile justice agency to create a reentry program called Community Acclamation and Reentry Services (CARES). The program targets youth known to be gang members or those at high risk of recidivating. Team members include dedicated case managers, juvenile probation officers, juvenile court liaisons and members of the city's gang unit. Partners for offender intervention strategies are local community service and substance abuse treatment providers, adult and juvenile probation and parole departments, local adult and juvenile courts, and prosecutors.

EXAMPLES January – December 2011: 12 months start-up data\*

CITY	Strategy	Sample Outputs	Sample Outcomes
Cleveland	Matrix Model & RPT	63 ordered into treatment	Re-arrests/petitions down 25%
Columbia	Goodwill Career Solutions	NA: Project not begun	NA: Project not begun
Clarksville	Goodwill Career Solutions	NA: Project not begun	NA: Project not begun

Kingsport	Frontier Health Services	0 referred by court	# re-arrested: no data
Jackson	Living in Balance	2 participants	# job & housing: no data
Murfreesboro	Comprehensive Gangs	40 assessments	1 completer (0 rearrested)

EXAMPLES January – June 2012:

CITY	Strategy	Sample Outputs	Sample Outcomes
Cleveland	Matrix Model & RPT	79 ordered into treatment	Re-arrests/petitions down
Columbia	Goodwill Career Solutions	# completing service program	# failing drug screens
Clarksville	Goodwill Career Solutions	75 participating	12 participants find jobs
Kingsport	Frontier Health Services	# referred by court	# participants re-arrested
Jackson	Living in Balance	5 participants	1 found job & housing
Murfreesboro	Comprehensive Gangs	23 assessments	11 completers (# rearrested)

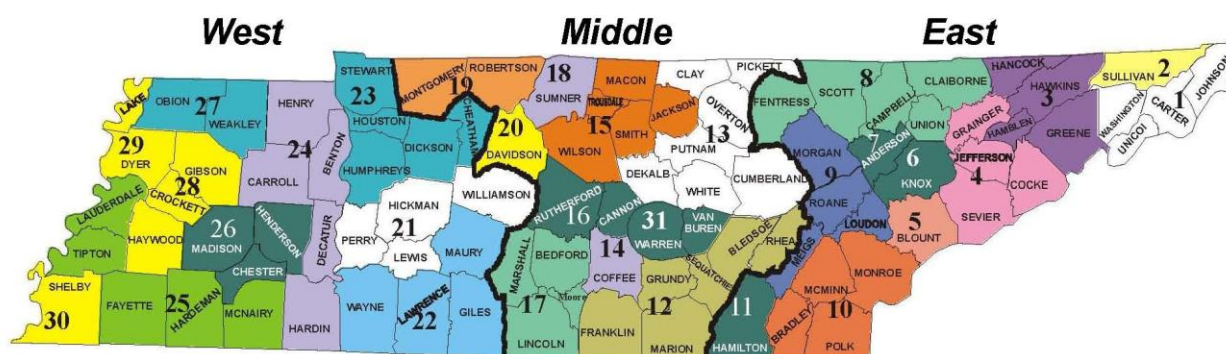
**Multijurisdictional Drug and Violent Crime Task Forces**

Tennessee’s strategy is to enhance the ability of federal, state, and local criminal justice agencies using jointly controlled operations to remove specifically targeted mid and upper-level narcotics trafficking through investigation, arrest, prosecution, and conviction. The possession, sale, and cultivation of illegal drugs have impacted communities in all areas of the state. The drug problem has exacerbated violent crime activity. Individual law enforcement agencies in Tennessee do not have the personnel or funding to combat the problem alone. As drug distribution activities spread over larger regions – ignoring the artificial boundaries of individual jurisdictions – law enforcement and prosecutors are forced to explore the need for task forces that can meld the talents of individual agencies into an effective whole. Undercover work is made more difficult, if not impossible, in smaller communities, where police officers are well known to the locals. For these and other reasons, the multi-jurisdictional drug and violent crime task forces fill the gaps between traditional law enforcement organization and the need for responding to these new demands.

OCJP funded 21 judicial district based Drug Task Forces (DTFs) during the state fiscal year. The amount of funding was \$1,349,000 federal JAG dollars and \$449,667 in local match contribution for a total of \$1,798,667 in funding for this priority area.



## Multi-Jurisdictional Drug and Violent Crime Task Forces



**Judicial Districts without OCJP Funded Task Forces**

***\*West Tennessee Drug Task Force Incorporates the 28<sup>th</sup>, 29<sup>th</sup>, and 30<sup>th</sup> Judicial Districts***

Accomplishments of the 21 funded judicial district-based DTFs in 2011-2012 include:

- 431 meth investigations completed;
- 532 meth-related arrests made;
- 257 meth labs shut down or dumpsites eradicated;
- 127 law enforcement agencies participate in a multi-jurisdictional drug and violent crime task force;
- 3,709 total investigations initiated;
- 3,176 suspects arrested;
- 1,287 misdemeanor charges;
- 2,631 felony charges;
- 2,779 defendants prosecuted; and
- 2,788 convictions.

### **Multijurisdictional Drug and Violent Crime Task Force Program Highlights**

***27<sup>th</sup> Judicial District Drug Task Force:*** The 27<sup>th</sup> Judicial District Drug Task Force worked one case that included the discovery and investigation of a major Mexican Cartel marijuana grow located within its District in November 2011. The 27<sup>th</sup> DTF and the Obion County Sheriff's Office discovered a 10-acre marijuana grow operation which consisted of approximately 363,000 marijuana plants. This has been determined to be the largest marijuana grow operation in Tennessee history. The eradication and investigation of this site required numerous agencies and several days to complete. The agencies involved included the 27<sup>th</sup> DTF, Obion County Sheriff's Office, Tennessee Marijuana Eradication Task Force, TBI, DEA, THP and the Union City Police Department. After the initial phase of the operation, the DTF, TBI and DEA continued to investigate the perpetrators utilizing DTF GPS tracking devices to track movements and locations of the main suspects. As a result, the persons responsible for setting up, funding, working this grow and distributing the marijuana have been identified and federal indictments have been obtained with more to follow.

*West Tennessee Drug Task Force:* The West Tennessee Drug Task Force culminated a long term undercover investigation into the sale of illegal “bath salts” at a local head shop business. This investigation, which was initiated by the West Tennessee DTF, identified a major distributor of illegal “bath salts”, and other illegal synthetic substances that were being sold at a local business in Memphis. During the course of the investigation, it was determined that these substances were being delivered to the target of the investigation in Memphis, Tennessee, where they were being sold. Due to the significance and impact of this case, the U.S. Department of Homeland Security was contacted and a joint investigation is ongoing. Approximately five (5) search warrants have been executed leading to the seizure of hundreds of pounds of illegal substances and illegal drug paraphernalia.

### **Criminal Justice Professional Enhancement**

With the ever-changing laws, and improved technology for criminal justice investigations, there is a high demand for professional enhancement opportunities. This priority assists criminal justice personnel in receiving the most current training on specialized topics, building the necessary skills to perform duties with offenders and the community in a safe, efficient, and just manner. As theories and practices change in the field of criminal justice, professionals have difficulty identifying training in evidence-based practices. While criminal justice agencies struggle to keep up with the infrastructure needs of their individual agencies the new and emerging issues tend to take a back seat to basic criminal justice needs.

There were 12 projects funded in this area at \$807,438 federal JAG dollars, \$180,570 local match contribution, and \$73,836 state match contribution for a total of \$1,061,844 in funding to this priority area for the FY 2012. As a result of this funding, there were 2,268 persons trained representing over 400 agencies.

### **Criminal Justice Professional Enhancement Program Highlight**

*Tennessee Bureau of Investigation:* Tennessee Human Trafficking Training:

Tennessee’s geographical location, with eight states bordering Tennessee, and its interstate system, with multiple highways crossing the state and connecting it to all regions, makes it an integral component of the national commerce system. Because of its regional position, it also endures much drug and human trafficking. While there are many tools that law enforcement use to identify drug trafficking, the identification of human trafficking, and then proceeding with arrest and prosecution, has been more difficult. As the state identified the need to address trafficking and enhance laws and criminal penalties, it also became apparent that professionals would need more training.

The Tennessee Human Trafficking Training project covered six eight-hour training sessions across the state. Four hundred seventy criminal justice professionals were trained representing 100 agencies. The training included speakers that are subject matter experts at the local, state and federal level, as well as panel discussions involving non-profits and non-governmental agencies, which typically do tremendous work in this area with victims. By including treatment providers and those serving their communities in non-profits and non-governmental areas, law enforcement and social services have become more familiar with treatment options in their area. There was training on all existing state laws pertaining to Human Trafficking, including several new laws that were passed in the 2011 legislative session.

**Tennessee Human Trafficking Hotline**  
**HUMAN TRAFFICKING IDENTIFICATION & RESPONSE**  
 1-855-55-TNHHTH

**Human Trafficking:** The Trafficking Victims Protection Act (TVPA) defines "severe forms of trafficking in persons" as (a) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or (b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor services, through the use of force, fraud, or coercion for the purpose of subjecting to involuntary servitude, peonage, debt bondage, or slavery.

**Federal Trafficking Law:**  
 Public Law No. 109-164 (Trafficking Victims Protection Reauthorization Act of 2005)

**Tennessee Trafficking Laws:**  
 Tenn. Code Ann. § 39-13-512 (Promoting the Prostitution of a Minor), § 39-13-514 (Patronizing Minor Prostitute)  
 Tenn. Code Ann. § 39-11-703 (Judicial Forfeiture for Promoting the Prostitution of a Minor)

**Questions to Ask when Determining if Someone is a Victim of Trafficking:**

- How safe do you feel right now/ are there times when you don't feel safe?
- What are your working and living conditions?
- Are you being properly paid for your work? Do you have access to your own money?
- Are you free to leave when you want and by yourself?
- Have you ever been threatened if you tried to leave or refused to perform a task?
- Do you have control of your own identification documents?
- Have you ever been physically or sexually assaulted?
- Were you ever isolated in any way? Physically, culturally, or by language?
- Were you provided with medical care when you needed it?

**START HERE**

If you suspect that you have come into contact with a victim of human trafficking:

**Is the victim in immediate danger?**

**YES** → Call the TN Human Trafficking Hotline at 1-855-55-TNHHTH (1-855-55-86484).  
 If the victim is under 18, call the TN Department of Children's Services at 1-877-237-0004.  
 If the victim does not speak English, call the National Human Trafficking Hotline at 1-888-373-7888.  
 Refer to back of card for additional resources, listed by geographical area.

**NO** → If victim is not in immediate danger, assess if the situation meets the definition of human trafficking (see above).

**Does the situation meet the definition of human trafficking?**

**YES** → Assess if victim wants to leave the situation immediately. Assess if there are any other victims.  
**Are there any other victims?**  
**Will leaving put anyone else in danger?**  
**Does victim want to leave immediately?**

**YES** → Call the TN Human Trafficking Hotline at 1-855-55-TNHHTH.  
 If the victim is under 18, call the TN Department of Children's Services at 1-877-237-0004.  
 If the victim does not speak English, call the National HT Hotline at 1-888-373-7888.  
 Refer to back of card for additional resources.

**UNCLEAR** → Provide victim with 24 hour national and TN hotline numbers.  
 National: 1-888-373-7888  
 Tennessee: 1-855-55-TNHHTH

**NO** → Depending on need, refer to:  
 TN Dept. of Children's Services: 1-877-237-0004  
 Local Rape Crisis & Domestic Violence Shelters  
 Refer to back of card for additional resources.

**REMEMBER: TRAFFICKED PERSONS ARE VICTIMS, NOT CRIMINALS**

*Human Trafficking Card for Law Enforcement:* This grant also provided funding for informational cards to go in the glove box of every patrol car in the state. The double-sided laminated fact sheet gives officers on the street the information necessary to conduct a preliminary Human Trafficking investigation or identify a Human Trafficking victim. The card provides telephone numbers affording the officer additional resources at his or her fingertips. These resources include treatment, emergency shelter for victims as well as language/translation resources.

### Correctional Programming

OCJP supports efforts to prepare inmates for eventual return to the community as well as continuing their care post release. These needs must be addressed both in the institution and in the community by programs effective in enhancing the participant's cognitive, behavioral and vocational skills. Programs such as substance abuse treatment, victim-offender reconciliation, vocational rehabilitation, cognitive behavioral therapy, and community reentry programs will fill this need.

There is a need to develop, implement, enhance, and evaluate reentry strategies that will ensure the safety of the community and the reduction of

serious, violent crime. This can be accomplished by preparing targeted offenders to successfully return to their communities after having served a significant period of secure confinement in a state training school, juvenile or adult correctional facility, or other secure institution.

There were 9 Correctional Programming Projects funded with \$614,450 in federal JAG dollars, \$102,692 local match contribution, and \$102,125 state match contribution, for a total of \$819,267 of funding towards this priority area for FY 2012.

Re-entry programs are prison/jail-based and/or community-based correctional programs that are designed to address the many needs of the offender to end criminal behavior. Re-entry programs focus on assessing the risks and needs of each offender and then providing education, intervention of addiction, skill building, and treatment of mental illness, criminal thinking errors, and other support services to assist the offender in successfully reintegrating into the community.

Some examples of outputs in this priority area include:

- 1,738 offenders were served through correctional programming;
- 449 received employment services;
- 1,249 received reentry and/or prerelease services;
- 40 received education classes.

### **Correctional Program Highlight**



The Jobs & Futures Offender Reentry program, a program in the Nashville-based Project Return, Inc., provides intensive wraparound services for offenders who are soon to be released

from incarceration, on probation or parole. The services provided include the facilitation of pre-release classes 60 – 90 days prior to participants' release from two of the Tennessee Department of Correction's facilities. The pre-release services include life skills classes, and intensive post-release case management services designed to help offenders better adjust to the community reintegration process. A total of 728 incarcerated individuals successfully participated in Offender Reentry Program pre-release classes in area prisons. Within the first year of release from confinement, 153 project participants presented to Project Return offices for additional reentry related services.

### **Criminal Justice Equipment Enhancement**

The economic downturn of the past 6 years has led to budget cuts on the local, state and federal levels. This has led law enforcement and other criminal justice agencies to forgo the usual replacement of equipment in order to save jobs. This has resulted in the continued use of outdated equipment by law enforcement. This can lead to safety issues for both the individual as well as the community. In response to this issue OCJP's strategy is to employ a data-driven approach to identify law enforcement agencies in need of replacement or first time equipment that will make their jobs and their communities safer.

There were 9 projects funded in this priority area with \$581,835.00 of federal JAG funding, \$25,000 of local match contribution, and \$152,279 of state match contribution, for a total of \$759,114 for FY 2012.



Criminal Justice Equipment Enhancement Program Highlight  
*Tennessee Methamphetamine and Pharmaceutical Task Force's Authorized Central Storage (ACS) Container Program:* Prior to the Drug Enforcement Agency's (DEA) federal meth lab clean-up funds were exhausted, law enforcement in

Tennessee would contact a DEA Cleanup Contractor, who would process, remove, and transport hazardous waste from the seized clandestine laboratory for an average cost of \$2,500. To save funds, the Tennessee Methamphetamine and Pharmaceutical Task Force (TMPTF) developed the new Authorized Central Storage Container Program, supported by an OCJP grant.

In this program, law enforcement is taught how to safely and efficiently clean up a meth lab. Then specially-equipped TMPTF response vehicles remove and transport the hazardous waste to one of twelve strategically placed storage containers located throughout the state of TN. DEA Cleanup Contractors pick up the waste monthly from each of the containers for a total cleanup cost of \$500. This represents a cost saving of about \$2000 per lab. The state of TN has saved \$3.47 million since the program's inception in July 2011.

### **Community Crime Prevention**

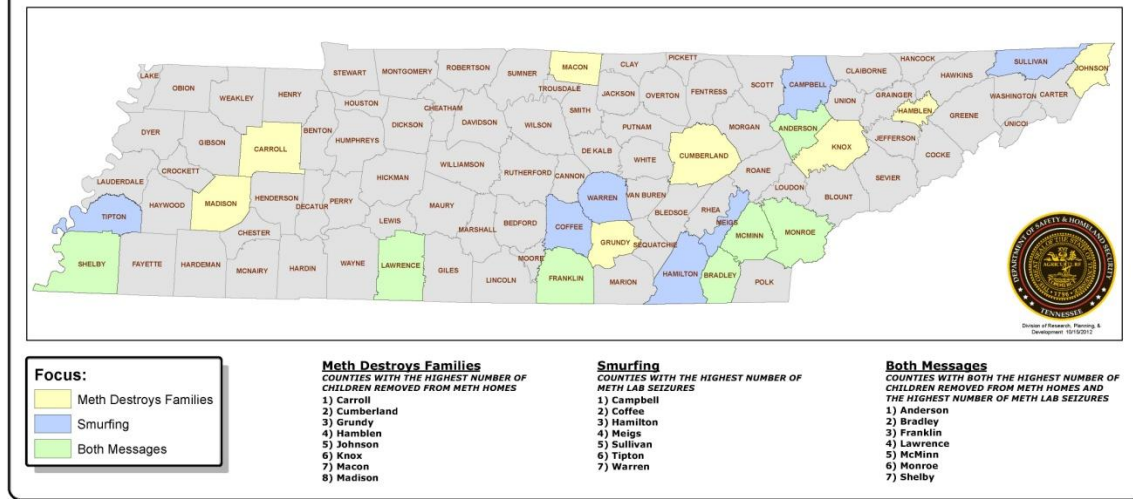
The strategy in this priority area is to prevent crime through the increased coordination and collaboration of law enforcement agencies, education agencies, social service agencies, and communities. OCJP continued to focus data-driven drug and violence prevention programs on a range of intervention strategies. Moreover, efforts to engage communities in actively ensuring the safety of their citizens were supported.

There were two programs funded in this priority area at a federal amount of \$416,667, and \$50,000 in state match contribution for a total of \$466,667 in total funding for FY 2012.

### **Community Crime Prevention Program Highlight**

*Meth Stops Now:* This statewide marketing campaign is conducted by the Tennessee Department of Safety & Homeland Security. The campaign communicates the consequences of violating the new "I Hate Meth Act", specifically the stiffer penalties for "smurfing" (a term used to classify the individuals that purchase ingredients to make the popular street drug crystal meth) and making or using meth in the presence of children. Although a statewide effort, special focus is on 22 counties with high rates of meth lab seizures and high numbers of children being removed from homes due to meth-related incidents. *The map below identifies which counties were targeted and the focus of communications targeted on each county.*

## METH STOPS NOW Anti-Meth Communications Campaign



The marketing campaign engaged various tactics to spread its message and saturate the public with images and messages to discourage methamphetamine production and use. Campaign messages included: “Sales of cold medicines with Pseudoephedrine are being tracked statewide. Buy too much, get busted. It’s that simple” and “Meth Destroys Families: Cook and lose your kids, New laws, No escape”



Messages were communicated through billboards, bumper stickers on law enforcement vehicles, gas pump toppers, in-store pharmacy signage (posters, store counter signs, and window clings), informational fliers distributed to those who purchase pseudoephedrine products, and two versions of radio public service announcements. The website, [www.methstopsnow.com](http://www.methstopsnow.com), was developed with the Tennessee District Attorneys General Conference. This website targets the general public, and provides

information and resources for individuals on the topic and how to get help if addicted. It includes downloadable and printable posters, counter cards, bumper stickers, bag stuffers, and window clings.

### Pretrial Service Delivery

The strategy of this priority area is to develop pretrial services that offer meaningful alternatives to incarceration, such as assessments for pretrial release for those unable to make bond, forensic social worker advocates to assist those in need of specialized services, and mental health critical incident team responses to divert those non-offending individuals from the system. The priority focuses on pretrial service delivery projects designed to divert

less serious offenders from full involvement in the criminal justice process and to streamline the pretrial process.

There were 6 projects in this area with funding of \$403,095 federal JAG dollars, \$59,900 local match contribution, and \$74,464 state match contributions, for a total amount of \$537,459 in funding for FY 2012.



### **Pretrial Services Program Highlight**

*Tennessee Administrative Office of the Courts (AOC):* Interpreters for the Non-Indigent Criminal Cases: The AOC provides administrative support for the Tennessee Supreme Court and the entire state court system. In this capacity, the AOC provides resource development for the state court system. As Tennessee's demographics continue to change, the need for qualified court interpreters to eliminate language barriers has become more pronounced. The Tennessee Supreme Court created Supreme Court Rules 41 and 42. The Supreme Court's rules require that the AOC create the Court Interpreter Credentialing Program. The AOC implemented this project to meet the growing need. This is a cutting edge program, and addressed the need for interpreters in a statewide fashion, rather than leaving it to each individual jurisdiction. The AOC tests interpreters to ensure they understand the English and the language they are certified to interpret for and that they can correctly interpret for the judge, the lawyers and the jury.

The AOC was recently recognized with numerous awards from the national Consortium for Language Access in the Courts for their interpreter efforts. The Consortium seeks to promote equal access to justice in courts and tribunals by eliminating language barriers for persons with limited English proficiency.

### **Victim Services**

The purpose of this priority area is to make positive differences in the lives of crime victims and their families by making them aware of their rights, allowing them to fully participate in the criminal justice process, advising them of the resources available in their community, and by ensuring that victims know how to access these resources. Projects under this priority will assist victims prior to adjudication of the defendant, during the adjudication and post-adjudication.

There was one project in this priority area, with federal JAG funding of \$78,750 and a local match contribution of \$26,250 for a total of \$105,000 in funding for FY 2012.

### **Victim Services Program Highlight**



**Family Safety Center**  
of Memphis and Shelby County

*Family Safety Center of Memphis and Shelby County:* Connecting Victims of Family Violence to Supportive Services: The Family Safety Center utilizes the "family justice center" model of a "one stop shop," a co-located multidisciplinary service center for victims of family violence and their children. It is designed to reduce the number of places victims of domestic

violence must go to receive needed services. Using a “wraparound” service delivery model the family justice center concept seeks to marshal all available resources in a community into a coordinated, centralized service delivery system with accountability to victims and survivors for the effectiveness of the model. There are 24 partner agencies that work with the Family Safety Center to serve victims of domestic violence, either through an on-site presence (full time or part time) or at their off-site locations.

It is identified as a “best practice” in the field of domestic violence intervention and prevention services. Published outcomes have included: reduced homicides; increased victim safety; increased autonomy and empowerment for victims; reduced fear and anxiety for victims and their children; reduced recantation and minimization by victims when wrapped in services and support and dramatically increased community support for services to victims and their children through the family justice center program.

## **Edward Byrne Justice Assistance Grant Program American Reinvestment and Recovery Act (ARRA)**

In addition to the regular JAG funds, OCJP funded nine projects with American Reinvestment and Recovery Act (ARRA) JAG funds, CFDA # 16.803, for a total of \$2,711,387.00.

### **ARRA Project Highlight**

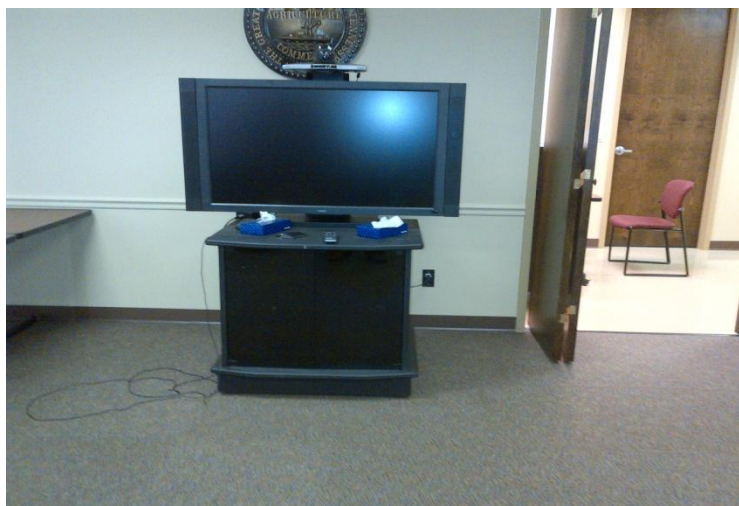
*Building State Infrastructure:* These funds were used to increase the infrastructure within our state criminal justice system to increase public safety and decrease future state costs through the enhancement of a system to connect the Tennessee Department of Corrections, Tennessee Board of Probation and Parole, and local county courts and jails through a secure video conferencing system managed by the Department of Finance and Administration’s Office for Information Resources.

Prior to these projects, offenders housed in state or local institutions needed to be transported to local courts for arraignments and hearings. Through this system, the inmates no longer need to be transported to courts and stay in county jails while participating in criminal proceedings when incarcerated in state institutions. This saves the state staff time to provide the transportation, which could be across multiple counties, and the cost to maintain the vehicles and fuel. For those courts now connected via video, the projects saves court time in processing the cases and local jails from having to house state offenders while court cases are ongoing. The project also increases public safety, as the offenders are often violent criminals with a history of crime. The project minimizes offender movements by keeping them in the secure state institution rather than transporting them from location to location.

One example of the impact that these projects have on the state criminal justice system is the partnership to the Tennessee Board of Parole and the Tennessee Department of Correction. Prior to the implementation of these projects, victims and their families would be notified through the mail that an offender’s parole hearing was scheduled. As a part of Tennessee’s Victims Bill of Rights, victims have a right to be present at all hearings and to make a victim impact statement. Because inmates are often housed in state



institutions that are in different regions than where the crime occurred, this meant that for the victims to attend the hearing and have their victim impact statement heard, they would have to take time off work, travel across the state and incur the costs for this travel. With the introduction of video conferencing, victims can now attend the hearing at a state office close to their home, and have a drive time of less than two hours. Parole hearing officers have the benefit now of being able to hear the victim impact statement from the victim, and not in a written statement and to ask questions, if necessary, directly to the victim during the hearing, to insure victim safety.



Video conferencing equipment used to connect victims to TDOC facilities for hearings, located in Nashville, TN.

## **Residential Substance Abuse Treatment Grant for State Prisoners**

The Residential Substance Abuse Treatment for State Prisoners (RSAT) program, CFDA # 16.593) is a federally funded program which assists states and local governments in developing and implementing substance abuse treatment programs in state and local correctional and detention facilities. This program provides residential substance abuse treatment for incarcerated inmates, preparing offenders for reintegration into the community through reentry planning activities and providing aftercare services on release.

In FY 2012, OCJP funded three RSAT programs with a total of \$476,019 in federal RSAT funding, and local and state match contributions of \$158,673, for total funds dedicated to RSAT services in the amount of \$634,692. The Tennessee Department of Correction is a residential program in three of Tennessee's state institutions, the Davidson County Community Corrections Drug Court (DC4) in Nashville is a community based aftercare RSAT program, and the Washington County has a jail based residential treatment program.

In FY 2012, 519 participants were enrolled in Tennessee RSAT programs, with 410 successfully completing the program.

The Tennessee RSAT Program has tracked 1,076 participants who have successfully completed the program and were released into the community. Of the 1,076 tracked

participants, 177 or 16% were re-arrested. According to an April 2011 Pew Center report titled "State of Recidivism: The Revolving Door of America Prisons" the national recidivism rate is 40%.

### **RSAT Program Highlight**



*Turney Center Industrial Complex*



*Northwest Correctional Complex*



*Mark H. Luttrell Correctional Center*

*Department of Correction:* The Tennessee Department of Correction (TDOC) provides over 300 federally funded RSAT treatment beds in three of their treatment facilities. These programs implement a therapeutic community using the RSAT model and are located in the following institutions: Turney Center Industrial Prison, Northwestern Correctional Complex and Mark H. Luttrell Correctional Center.

The TDOC programming incorporates a multi-phase treatment approach. The program length is between six months and one year. Psycho-educational services, community service work, vocational/academic training, group/individual counseling, urinalysis testing, structured self-help activities, and community continuing care services are incorporated into the program model to better assist offenders with a successful reintegration into the community post prison.

## **Paul Coverdell Forensic Science Improvement Grants Program**

The Paul Coverdell Forensic Science Improvement Grants Program (Coverdell) program, CFDA # 16.742, is administered by the National Institute of Justice and seeks to improve the quality and timeliness of forensic science and medical examiner services. The Coverdell program follows the federal fiscal year. Funded projects began on October 1, 2011 and ended on September 30, 2012.

OCJP funded two Coverdell programs during the project period utilizing a total of \$223,862.00 in federal funding from the federal FY 2011 award.

The Federal FY 2011 Solicitation stated that Coverdell funds must be used for one or more of the following purposes:

- To carry out all or a substantial part of a program intended to improve the quality and timeliness of forensic science or medical examiner services in the State, including those services provided by laboratories operated by the State and those operated by units of local government within the State.

- To eliminate a backlog in the analysis of forensic science evidence, including, among other things, a backlog with respect to firearms examination, latent prints, toxicology, controlled substances, forensic pathology, questioned documents, and trace evidence.
- To train, assist, and employ forensic laboratory personnel as needed to eliminate such a backlog.

### **Coverdell Program Highlights**

*Tennessee Bureau of Investigation (TBI):* There are three forensic laboratories that make up TBI's Forensic Services Division strategically placed throughout the state, one in each grand division of the state. The Nashville location serves as the headquarters for the agency. The Forensic Services Division provides forensic analysis for a multitude of agencies throughout the state. The division provides analysis of drug, toxicological, firearms, and trace related evidence submitted by law enforcement.

During this grant period, the TBI identified replacement of lab equipment as the primary need. Coverdell funds were used to purchase 2 Stereo Microscopes, 1 Carbon Coating System, 1 Polarizing Comparison Microscope, 4 Sirchie Krimesite Imagers, and 2 Leica Forensic Scanstation Laser Scanner Systems along with some additional supplies and minor sensitive equipment.



Polarizing Comparison Microscope

At the end of the grant period, TBI reported that the Latent Fingerprint Unit has reduced total case backlog inventory from 891 to 426, and typical case turnaround time for violent cases has reduced from 14 to 8 weeks and for non-violent cases has reduced from 58 to 15 weeks. While the Microanalysis Unit has seen a slight increase in total case backlog inventory from 100 to 133, and the typical case turnaround time for case work in this time period has improved: Arson cases from 8 to 5 weeks, Gunshot Residue cases from 8 to 7 weeks, all other cases from 9 to 18 weeks. Although the case inventory shows an increase, this is a manageable case inventory based upon the number of examiners and will become less of a concern as the two newer Forensic Scientists complete training. Case turnaround time is influenced by the oldest case in the unit, and, given the complexity of cases submitted for microanalysis testing; it is not unusual for this number to vary greatly from month to month.

Total case inventory versus the number of scientists available for testing is a better predictor of the Unit's status.

All three regional TBI Crime Laboratories (Nashville, Knoxville, and Memphis) respond to scenes of violent crimes to identify, document, and collect items of forensic significance. Fundamental to these tasks is the ability to re-create exact measurements and evidence placement for review by investigators and prosecutors. The Leica Forensic Scan Station Laser Scanner System combines three-dimensional laser scanning and digital photography to rapidly and simultaneously measure and photograph crime scenes, and to virtually preserve the scene for future reference and scrutiny. Output of this system is superior to manual measurement and photography regarding time of data collection and accuracy.

The addition of these two Scan Stations will bring the total number at TBI to three, allowing for placement of one in each of the Grand Divisions (West, Middle, and East) of Tennessee. On-site training for representatives of the Forensic and Criminal Investigation Divisions was included with the purchase. The Scan Stations provide TBI and Tennessee's citizens with unsurpassed documentation of crime scenes and supporting materials for prosecution.



Leica ScanStation

*East Tennessee State University (Office of the Chief Medical Examiner):* East Tennessee State University (ETSU) houses Tennessee's Office of the Chief Medical Examiner (OCME). The mission of the State Medical Examiner System is to investigate, identify and gain an understanding of unnatural deaths occurring throughout Tennessee. The primary function of the OCME is to educate and train County Medical Examiners and law enforcement in death investigation. The OCME also provides consulting services to County Medical Examiners and other local and state departments in forensic pathology.

During this grant period, the OCME identified forensic training as the primary need for Coverdell funds and sent seven (7) participants from across the state to the Medicolegal Death Investigation Course in St. Louis, Missouri. This five day course teaches individuals how to conduct scientific, systematic and through scene, and death investigations. The

course meets eligibility requirements for certification and continuing education with the American Board of Medicolegal Death Investigators (ABMDI).

The overall feedback from participants of the course included enthusiasm and a realization of the importance of the job. Attending this course was the first exposure to professional death investigation training for the participants. Within days after returning from the course, one investigator in particular, from a small, rural county in Northeast Tennessee applied his new knowledge in the systematic external examination of a deceased individual. During the course of this examination, he recognized evidence indicating that the death required a higher level of investigation. As a result, he took steps that led to the preservation of evidence on the body and scene that may otherwise have been compromised or gone unnoticed.

## **National Criminal History Improvement Program**

The National Criminal History Improvement Program (NCHIP) is a federally funded program, CFDA # 16.554) that seeks to enhance the crime fighting and criminal justice capabilities of state and tribal governments. The goal of the NCHIP grant program is to improve the Nation's safety and security by enhancing the quality, completeness, and accessibility of criminal history record information and by insuring the nationwide implementation of criminal justice and noncriminal justice background check systems.

NCHIP follows the federal fiscal year. Funded projects began on October 1, 2011 and ended on September 30, 2012. OCJP funded two NCHIP projects during the funding period utilizing a total of \$250,000.00 in federal funding from the federal FY 2011 award.

Tennessee identified the following 2 priority areas for the funding cycle:

Updating and automating case outcomes from courts and prosecutors in state records and the FBI's Criminal History File.

Automating access to information concerning persons prohibited from possessing or receiving a firearm.

NCHIP requires a 10% cash or in-kind match. The state leveraged funds that are used to pay line charges and maintenance fees for local law enforcement agencies that currently submit fingerprints electronically as its match for the Federal FY 2011 award that funded these 2 grant projects.

### **NCHIP Program Highlights**

*Tennessee Bureau of Investigation (TBI):* The Information Systems Division of the Tennessee Bureau of Investigation (TBI) is the State Identification Bureau (SIB) in Tennessee. This includes the state Statistical Analysis Center (SAC) that is responsible for the Uniform Crime Reports (UCR) program which is compliant with the National Incident Based Reporting System (NIBRS). The TBI is a full Point of Contact (POC) state for the FBI's National Instant Criminal Background Check System (NICS) program and also operates a successful state program (TICS). The agency is compliant with the Interstate Identification Index (III) and National Fingerprint File (NFF) systems, and a member of the National Crime Prevention and Privacy Compact (Compact Council).

The TBI identified priority area number two as its primary focus for this grant period. Specifically, the TBI received \$25,000.00 in NCHIP funding to improve the Tennessee Instant Check System (TICS) software. The project is designed to help law enforcement through a connected automated system. Tennessee is one of 13 full point-of-contact states for the FBI's NICS program which means that Tennessee conducts NICS checks for all firearms purchases and/or for alternate permits for handguns and long guns instead of relying on the FBI to conduct any part of the background check. The number of transactions is at an all-time high. Improving the TICS system allows the TBI to conduct a more thorough background check on those requesting to purchase a firearm, long gun, or a permit in a timelier manner.

At the end of the project period, TBI reported that the third and final phase of the TICS improvement was completed. The upgrades to the TICS system added many new features, including improving the way stolen firearms are identified, as well as making the process easier and more efficient for the federal firearms licensees (dealers). It also included the requested modifications from the FBI to include additional information in the submission to NICS.

Improvements to the TICS system not only make Tennessee safer, but contribute to the safety of all citizens by insuring that those law abiding citizens who have the right to bear arms are afforded access to firearms through quick checks, while at the same time keeping firearms out of the hands criminals.

*Tennessee Administrative Office of the Court:* The Integrated Criminal Justice (ICJ) Steering Committee is a part of the Tennessee Administrative Office of the Courts (AOC). In 2004, the ICJ Steering Committee proposed a Criminal Justice Web Portal to provide a single point of access for multiple agencies' data through a secure Web browser. The portal was developed in phases with each phase adding more functionality to the system.

The AOC identified priority area number one as its primary focus for this project period. The AOC has developed a long-range goal of a paperless Case Judgment document. Specifically, the AOC received \$200,000.00 in NCHIP funding to assist with this project. The AOC implemented Phase II of the Case Judgment Automation project, which is a continuation of the activities researched, established, and initially begun during Phase I.

Phase II includes the following activities:

- The purchase and installation of the remaining software needed for project implementation;
- Continue towards finalization of the TCA Code Standardization project ;
- Finalize the development of data driven rules on certain fields of the electronic Judgment (Order) document form for entry consistency and standardization across the state; and
- Ensure the Judgment document is in conformance with the National Information Exchange Model (NIEM) standard.

In addition to automating case judgments in the state of Tennessee, the project team was charged with implementing a Single Sign-On (SSO) project with the Tennessee Methamphetamine and Pharmaceutical Task Force (TMPTF). The team and sub-committee members worked this project cycle to create and revise a high-level requirements document.

As of the end of the grant period, the business rules for the judgment form and data format standard for agency downloads had both been developed. Completion of the TCA code standardization and customization of Adobe LiveCycle are well under way and these should be completed during Phase III of the project.

This automated system is an important step in Tennessee's ongoing work to create an automated criminal justice records system that connects law enforcement agencies, courts, booking agents, probation and parole and other allied agencies to insure that criminal histories are shared accurately and quickly to hold offenders accountable and keep the public safety.

## **Drug Courts**

The Office of Criminal Justice Programs is charged with administering the Statewide Drug Court Program in accordance with the Drug Court Treatment Act of 2003. This Act charges the OCJP with the responsibility of appropriating state funding as well as providing training, technical assistance, oversight, and evaluation.

During fiscal year 2011-2012 there were a total of forty-nine drug courts in Tennessee; thirty-eight adult drug courts, six juvenile drug courts, one family drug court and four DUI courts. The OCJP utilized State appropriated dollars as well as the drug court fee fund to grant awards to 34 drug courts across the State. The OCJP also utilized Byrne JAG funds when necessary to shore up shortfalls in State funding to Drug Courts, however those funds are usually minimal. During fiscal year 2012, the OCJP was able to fund one adult and one juvenile drug court with Byrne JAG funding, allowing both courts to continue operating. The total funding for drug courts across the State for the 2012 fiscal year was \$3,180,000.

The Office of Criminal Justice Programs collects annual data from all drug courts and compiles an annual drug court report that gives a detailed description of the Office of Criminal Justice Program (OCJP) activities for the State's Drug Court Program for fiscal year. The 2012 annual report covers the five basic areas described in the Drug Court Treatment Act of 2003; funding, training, technical assistance, oversight, and evaluation and details the data collected from 46 of the 49 drug courts in Tennessee.

Data collected and reported in the OCJP Annual Drug Court Report specified that the total population served in fiscal year 2012 was 2,770; with five hundred twenty (520) participants having graduated. In addition, the data revealed that the drug court participants paid over 1.3 million dollars in child support, fines and court fees, restitution, and program costs. Furthermore, the data signified an increase in the number of participants who identified prescription drugs or methamphetamine as their primary drug of choice. This trend is in line with national statistics indicating prescription drug abuse and dependence on the rise. The 2012 Tennessee Drug Court Annual Report can be found at: <http://www.tn.gov/finance/adm/ocjp/documents/2012DrugCourtAnnualReport.pdf>

On June 13, 2012, Director Scollon sent a letter to the Drug Court Judges and Coordinators informing them that as part of the ongoing effort to streamline state government and increase its efficiency and effectiveness, beginning July 1, 2012 Governor Haslam, by Executive Order #12 had transferred oversight of the Drug Court Program from the Department of Finance

and Administration to the Department of Mental Health and Substance Abuse Services (TDMHSAS).

## **Internet Crimes Against Children (ICAC) Program**

The state appropriated Internet Crimes Against Children (ICAC) Program was established to provide a statewide network of regional ICAC task forces to be operated in a manner consistent with established guidelines under the federal ICAC task force criteria and guidelines from the US Department of Justice. The state ICAC program follows the state fiscal year. OCJP funded the first year of three, 2-year ICAC grant projects utilizing a total of \$677,000.00 in state appropriated funding from state FY 2012. Funded projects for the City of Knoxville, the City of Memphis, and the Metropolitan Government of Nashville and Davidson County began in July and August 2011 and ended on June 30, 2012.

Funds are to be used by the regional ICAC task forces to:

- Conduct law enforcement investigations into child pornography and online enticement of children;
- Recruit, train, coordinate, and support a network of cooperating law enforcement agencies within their region with emphasis on assisting them with training, forensic computer analysis, and ensuring established national ICAC protocols are followed; and
- Serve as the law enforcement liaison bringing together local, state, national, and international police agencies and prosecutors.

### **ICAC Program Highlights:**

*The City of Knoxville:* The City of Knoxville's ICAC Task Force is operated by the Knoxville Police Department (KPD). KPD serves as the coordinating agency for the statewide ICAC network and as the regional task force for the Eastern Division of the state. KPD's budget for FY 2012 included funding for 2 ICAC police officers, forensic examination devices for Sullivan County Sheriff's Office (a new ICAC affiliate), and subcontracts to the fund positions within the Tellico Plains and Harriman Police Departments, and overtime funding for the Morristown Police Department for their ICAC officers.

In the last quarter of the fiscal year, KPD's ICAC Unit assisted the City of LaFollette, Tennessee's Police Department (LPD) with an ICAC-related case. The case came to the attention of KPD when the National Center for Missing and Exploited Children (NCMEC) e-mailed KPD's ICAC unit regarding information they had received from the complainant who owned a storage facility in LaFollette, TN. The complainant discovered what they believed to be inappropriate material in the storage unit and reported it to NCMEC. KPD contacted LPD and asked if they needed assistance. KPD began assisting with the case of 52 year old white male, who previously rented the storage unit that was found to contain inappropriate material. KPD computer forensic examiners began a forensic exam of material recovered from the storage unit and the suspect's residence. The examination revealed approximately 15,250 child pornography images and 350 child pornography videos.

Following the examination, the KPD investigator and examiner believed the suspect to be a contact offender and to have documented the offense with photographs. The KPD



Investigator interviewed the suspect who gave a full confession to child exploitation of a six year old victim. This suspect was charged with 84 counts that include: Sexual Exploitation of a minor (possession of child pornography), Aggravated Sexual Exploitation of a Minor (distribution of child pornography), Especially Aggravated Sexual Exploitation of a Minor (production of child pornography), Rape of a child, and Aggravated Sexual Battery. The suspect has been arrested and is awaiting trial with other charges pending.

*City of Memphis:* The City of Memphis' ICAC Task Force is operated by the Memphis Police Department (MPD). MPD is the regional task force for the Western Division of the state. MPD's budget for FY 2012 included funding for the overtime for 2 ICAC police officers, forensic examination hardware and software, and training expenses.

In May 2012, Memphis Police officers arrived at the 1300 block of Court Avenue in response to a call for service that reported a man standing outside of an apartment and photographing minors inside the apartment. When officers arrived, they found a 64 year old male standing outside on the property. In the initial contact with officers, the suspect stated he knew children in the apartment in question, but did not know anything about the children being photographed. The suspect also advised he had played games with the children previously. The suspect was taken into custody on possible Sex Offender Law Violations.

The suspect was interviewed and gave consent for the investigator, Sergeant Vaden, to examine his phone. On the phone, Sergeant Vaden found images of the children in question. These children were the ones with whom the suspect had developed a relationship. The victims advised investigators that the suspect did photograph them through the apartment window. The images showed lascivious exhibition of the minor children.

The suspect admitted to taking pictures of the children advising it was "a game" he would get the children to play. After interviewing the children it was determined that they had not been physically or sexually assaulted. He was charged with 3 counts of Especially Aggravated Sexual Exploitation of a Minor. In September 2012, he was sentenced to 2 years for each count of Sexual Exploitation of a Minor for a total of 6 years. This offender is also a convicted sex offender and was indicted for Attempted Rape of a Child in 1996. He pled guilty to Aggravated Sexual Battery and was sentenced to six years at the Shelby County Correctional Facility in 1996.

*Metropolitan Government of Nashville and Davidson County:* The Metropolitan Government of Nashville and Davidson County's (Metro) ICAC Task Force is operated by the Metro Nashville Police Department (MNPD). MNPD is the regional task force for the Middle Division of the state. MNPD's budget for FY 2012 included funding for the salary of one officer and overtime for 2 ICAC employees, forensic examination hardware and software, subcontracts to the Cookeville Police Department, the Tennessee Bureau of Investigation, and the Tennessee Association of Chiefs of Police for ICAC-related equipment and training.

In April 2012, MNPD's ICAC unit received information from Minnesota ICAC about a suspect in Nashville using an email address to trade child pornography. In May 2012, the suspect was interviewed about his involvement in using the email address. During the interview, he, a convicted sex offender, confessed to using the email address to trade child pornography. The suspect also confessed to creating fake profiles on Facebook and using those fake profiles to get Victim #1 to send him nude images. He also admitted to using the images he

received from Victim #1 in another profile (pretending to be that minor female) in order to trick other minor females into sending him nude images.

The suspect's computer was seized and examined. During the examination, a folder with several sub folders containing the first names of the girls who had sent him nude images was found. The case remains under investigation and MNPD is attempting to identify the females that the folders are named after.

In addition to investigations, each regional division provides information at a number of community-based public awareness / preventative training sessions and activities throughout the fiscal year. Statewide:

- 14 community-based public awareness meetings were held with a total of approximately 860 people in attendance
- Topics trained on included online / internet safety, child safety, human trafficking, parental awareness, and ICAC investigations.
- There was 1 television interview with a potentially large audience.

## **Automated Fingerprint Imaging Systems (AFIS) Program**

The Automated Fingerprint Imaging Systems (AFIS) Program is funded through TCA § 67-4-606 (a) (12) which requires 2.3056% of litigation tax proceeds to be deposited in the state general fund and earmarked for grants awarded and administered by the Tennessee Office of Criminal Justice Programs. Automated fingerprint identification is the process of automatically matching one or many unknown fingerprints against a database of known and unknown prints. Automated fingerprint identification systems are primarily used by law enforcement agencies for criminal identification initiatives, such as identifying a person suspected of committing a crime or linking a suspect to other unsolved crimes.

The state AFIS program follows the state fiscal year. The goal of this program is to improve the criminal justice system through the purchase and installation of electronic fingerprint imaging systems (LiveScan Machines) including maintenance and the payment of associated line charges. Funding from the AFIS Program is only available to the Tennessee Bureau of Investigation and County Governments. OCJP funded three (3) AFIS projects utilizing a total of \$557,500.00 in state appropriated funding from state FY 2012. Federal JAG funds in the amount of \$100,000 supported the purchase of 4 additional LiveScan machines (Benton, Cannon, Lake and Marshall Counties).

The Tennessee Bureau of Investigation received a grant from OCJP to offset the line charges associated with the electronic submission of fingerprints to TBI from the individual county Sheriff's Offices that utilize LiveScan machines. These agencies are submitting arrest information including fingerprint images electronically to the TBI. The LiveScan machines are connected to the TBI's Automated Fingerprint Identification System (AFIS) utilizing a dedicated communication circuit. This circuit is obtained through services provided by the Office for Information Resources (OIR), a division of the Department of Finance and Administration within Tennessee State Government.

Local booking agents are eligible for funding when available to assist them with purchasing a new LiveScan machine to replace machines that are no longer functioning properly and maintain the state's compliance with federal requirements. These agencies submit arrest information including fingerprint images electronically to the TBI. In order to be eligible for funding, the county Sheriff's office must be (TBI) certified and in good standing with the requirements of the Tennessee Information Enforcement System (TIES). The applicant agency must also be in compliance with the requirements of the Tennessee Incident Based Reporting System (TIBRS). State AFIS funds assisted in the purchase of new machines for Blount and Jackson County.

The Tennessee AFIS system is a vital component for public safety. The system connects Tennessee law enforcement agencies with state and national criminal databases, which house extensive data on offenders. Prior to the automated system, county jails were not connected to a central system and entire individual criminal histories were not readily accessible. Through automation, the system is now transmitting data in real time, and the criminal justice system is more connected.

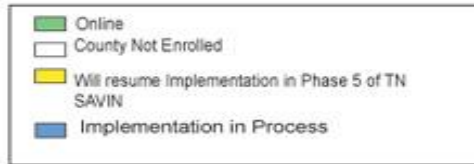
## **Statewide Automated Victim Information and Notification Program**

In 1998, the state of Tennessee adopted Article 1, §35 of the Tennessee Constitution, the Victims Bill of Rights, requiring victims to be notified when there is any release, transfer, or escape of an offender from confinement. The TN State Automated Victim Information Notification (SAVIN) program is responsible for ensuring victim notification and providing immediate and accurate information concerning the movement of offenders in county jails.

The TN SAVIN program is funded through § 67-4- 602 (Public Chapter 488), enacted in 2009, which added an additional privilege tax upon conviction in relation to criminal cases. In FY 2012, OCJP granted \$200,000 in state appropriated funding from the privilege tax, as well as an additional \$50,000 in federal JAG funding to support the TN SAVIN program. The OCJP is the designated state office to administer funds collected and annually issues a grant to finance the TN SAVIN project. The Tennessee Sheriff's Association (TSA) is charged with the statutory duty of administering the notification program.

In FY 2012, the TSA maintained the SAVIN programmatic services to 79 counties currently on line in the state and implemented the program in 6 additional counties (Haywood, Lincoln, Hardeman, Cumberland, Carter and Smith). There were 22,779 victim registrations during the fiscal year. This is an 8% increase in registrations from FY 2011.

This automated system has provided an infrastructure in Tennessee to notify victims immediately when an offender's status changes at a county jail. The system is connected to each counties booking system so that jail employees make one entry in the system and it automatically generates the notification to the victim. Prior to this system, jail employees were required to contact victims over the phone or via U.S. Postal Service. This could take multiple calls to try to locate the victim. Now the victim can be contacted via telephone, email or U.S. postal service and the notification is automatically generated.



## Ignition Interlock System Program

In FY 2010, TCA § 55-10-403 was expanded by enhancing the penalty for violations of §§ 55-10-401 - 55-10-404 and providing a portion of the fees assessed will be transmitted to the Department of Finance and Administration, Office of Criminal Justice Program, for the purpose of funding grant awards to obtain and maintain law enforcement equipment needed and personnel needed in the enforcement of alcohol related traffic offences and to halfway houses whose primary focus is to assist drug and alcohol offenders.

As with any new fee based fund source, the Ignition Interlock System Program has been slow to generate funding. At the end of FY 2012, the amount of funding accumulated by this program allocated to OCJP was a total of \$17,853.21 to be used for both the law enforcement and halfway house purposes. During the FY 2012, OCJP collected data and began developing the protocols and procedures for this program.

# Victim Services

The Office of Criminal Justice Programs (OCJP), Victim Services Unit, is responsible for administering funds to state and local victim service agencies across Tennessee to meet the needs of victims of crime and to increase the availability of current training and best practices for those who work with victims of crime. In FY 2012, the Victim Services Unit oversaw grants to state and local entities totaling approximately \$13,664,504.00 in federal, and state and funds.

Federal grant sources include:

- Family Violence Prevention and Services Act (FVPSA)
- Sexual Assault Services Program (SASP)
- Services•Officers•Training•Prosecution (STOP)
- Victims of Crime Act (VOCA).
- Community Defined Solutions grant (CDS)

The Victim Services Unit coordinates several streams of state funding including:

- The Methamphetamine Initiative for Child Advocacy Centers (METH)
- The Domestic Violence State Coordinating Council
- Senator Tommy L. Burks Victim Assistance Academy,
- Family Violence Shelter Fund
- Sexual Assault Fund
- Child Abuse Fund

Additionally, OCJP Victim Services has been instrumental in implementing Action Steps 33 and 34 of the Governor’s Public Action Safety Plan.

Funding for victim service programs is varied and includes domestic violence programs; child advocacy centers; sexual assault programs; law enforcement and prosecution projects serving victims of domestic violence, sexual assault, dating violence and stalking; Family Justice Centers, victim-witness coordinators, civil legal assistance projects; Court Appointed Special Advocates (CASA); Mothers Against Drunk Driving (MADD); and elder abuse projects.

## Services to victims include:

Counseling  
Therapy  
Domestic Violence Shelter  
Emergency Civil Legal Representation  
Civil and Criminal Court Advocacy  
Prosecution of Offenders  
Law Enforcement Services  
Personal Advocacy  
Transportation

Crisis Hotlines  
Criminal Injuries Compensation Assistance  
Sexual Assault Forensic Exams  
Crisis Counseling  
Community Resource Information/Referral  
Language Services  
Community Outreach  
Victim-focused Training  
Support Groups and Others

OCJP's Victim Services Unit conducts annual strategic planning sessions in order to determine the best way to utilize state and federal monies allocated for the provision of services for victims of crime. Every year, the Victim Services Unit staff attends training events, participates in issue specific webinars, attends local and state meetings focused on victim issues and frequently talks with agencies from across the state that provide victim service programming. This information is utilized to determine which services are needed, where services are limited or unavailable, how to better serve underserved populations, and to identify new trends for victim services programming.

In order to help agencies maintain their victim services programming, the Victim Services Unit is committed to providing continuation funding to well performing agencies that have a history of providing needed services to victims of crime. As needs are determined through the strategic planning process and as funding becomes available, new projects are funded that address service gaps, provide innovative programming and/or are evidenced-based programs.

## **Victims of Crime Act (VOCA)**

In 1984, the Victims of Crime Act (VOCA), established the Crime Victims Fund in the U. S. Department of Treasury and authorized the Fund to receive deposits of fines and penalties levied against criminals convicted of federal crimes. The Office for Victims of Crime in the U.S. Department of Justice is responsible for the distribution of the funds, which are collected by U.S. Attorney's Offices, U.S. Courts, and the U.S. Bureau of Prisons. This Fund provides the source of federal funding to states via the VOCA grant program, CFDA # 16.575, for all activities authorized by VOCA.

The purpose of VOCA grant funding is to provide high quality services that directly improve the health and well-being of victims of crime with priority given to victims of child abuse, domestic violence, sexual assault and services for previously underserved victims. The services are efforts that:

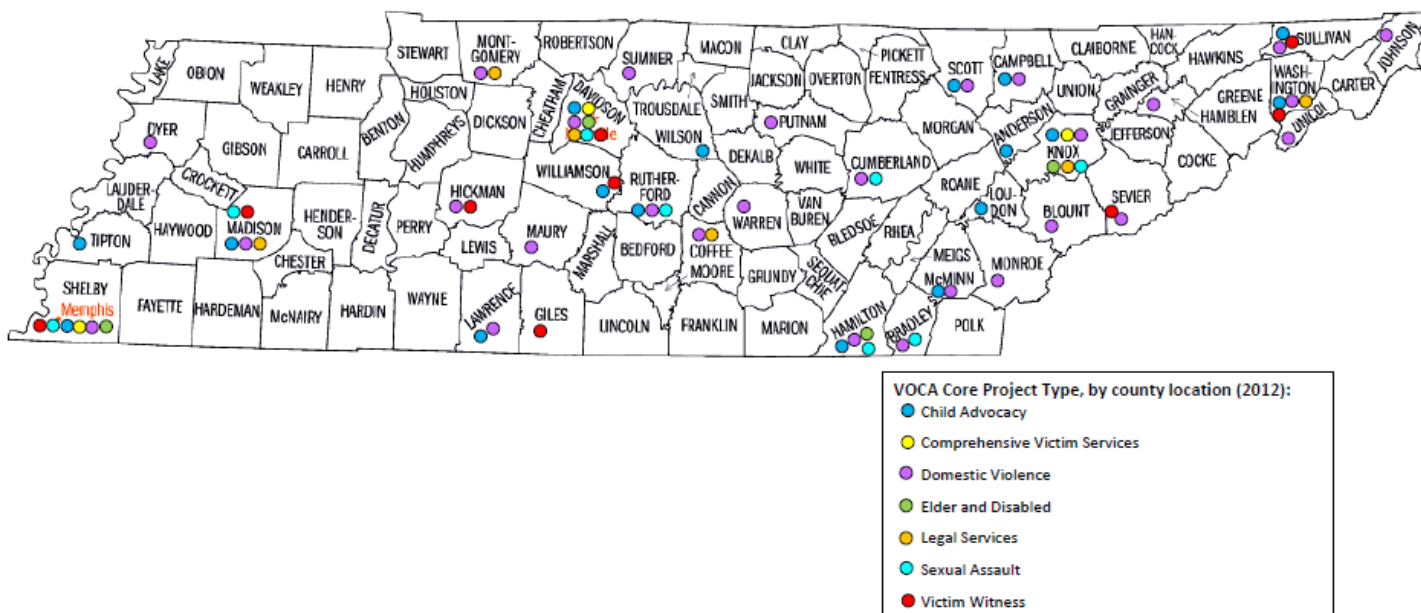
Respond to the emotional and physical needs of crime victims;  
Assist primary and secondary victims of crime to stabilize their lives after victimization; and  
assist victims to understand and participate in the criminal justice system, provide victims of crime with a measure of safety and security such as boarding up broken windows and replacing or repairing locks.

In FY 2012, Tennessee obligated \$7,202,016.00 in VOCA funding. VOCA subrecipients are required to contribute 20% of the total project costs in the form of a cash or in-kind match. VOCA has four priority areas for project funding: domestic violence, sexual assault, child abuse and underserved crime victims (including homicide survivors, elder abuse, DUI/DWI crash victims, adults molested as children, robbery, assault, etc.). States must allocate a minimum of 10% of the VOCA victim services funds to each of the four priority areas.

In FY 2012, the OCJP utilized the VOCA award to provided funding to 110 Victim Services projects including:

- 25 Child Advocacy projects
- 8 Comprehensive Victim Services (multiple victim types served) projects
- 39 Domestic Violence projects
- 6 Elder and/or Disabled projects
- 7 Legal Services projects
- 12 Sexual Assault projects
- 13 Victim-Witness projects

### VOCA Services Available by County Location 2012



Below is an overview of the VOCA award supported outputs related to clients served and services provided for FY 2012:

- 29,306 crime victims served by VOCA funded projects
- 17,119 crime victims received community resource information/referral
- 7,755 crime victims received personal advocacy
- 5,695 crime victims received legal advocacy
- 2,800 crime victims received therapy
- 10,207 crime victims received criminal justice advocacy

### VOCA Program Highlight

*Department of Correction:* The VOCA award is currently funding an innovative project with the Tennessee Department of Correction (DOC) to offer a Victim Offender Dialogue (VOD) service. The VOD is a structured, face-to-face discussion between a crime victim/survivor and the offender. The program is designed to meet the needs of victims trying to stabilize their lives and give voice to their grief. The dialogue can only be initiated at the request of the victim/survivor. The facilitator counsels with the victim/survivor and the offender separately for months or even years until all parties are prepared to meet in person. The end result is that survivors can continue the healing process and experience closure.

The VOCA VOD project utilizes nationally recognized experts to train volunteer facilitators that lead the dialogue. The deeply sensitive nature of the VOD sessions requires significant training, planning, and preparation by all parties involved including the victim/survivor, VOD facilitator, offender, institutional staff and support members for each party. The service is available statewide and focuses primarily on survivors of homicide.

## **Services•Training•Officers•Prosecution**

The Services•Training•Officers•Prosecution (STOP) grant, CFDA # 16.588, is administered by the Office on Violence Against Women (OVW) in the United States Department of Justice. STOP Grants promote a coordinated, multidisciplinary approach to improving the criminal justice system's response to violence against women. This approach envisions a partnership among law enforcement, prosecution, the courts, victim advocates and service providers to ensure victim safety and offender accountability.

The STOP grant program provides funding for projects that assist in efforts to reduce violence against women and men, specifically domestic violence, sexual assault, stalking, and dating violence.

STOP funded programs must address one or more of the following purpose areas:

- Training law enforcement officers and prosecutors to more effectively identify and respond to violent crimes against women;
- Developing, training, or expanding specialized units of law enforcement officers and prosecutors targeting violent crimes against women;
- Developing and implementing more effective police and prosecution policies, protocols, orders, and services specifically dedicated to identifying, and responding to violent crimes against women;
- Developing, installing, or expanding data collection and communication systems linking police, prosecutors, and courts or that are designed to identify and track arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women;
- Developing, enlarging, or strengthening victim service programs, including sexual assault and domestic violence programs;
- Developing, enlarging, or strengthening programs addressing stalking;
- Developing, enlarging, or strengthening programs addressing the needs and circumstances of Indian tribes in dealing with violent crimes against women.
- Supporting statewide, multidisciplinary efforts to coordinate the response of law enforcement, prosecution, courts, and victim services to sexual assault, domestic violence, dating violence, and stalking.
- Training sexual assault forensic medical personnel examiners
- Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and victim services to address and recognize the needs and circumstances of older and disabled individuals who are victims of domestic violence and sexual assault.
- Providing assistance to victims of domestic violence and sexual assault in immigration matters.
- Maintaining core victim services and criminal justice initiatives, while supporting complementary new initiatives and emergency services for victims and their families.



- Supporting the placement of special victim assistants (to be known as “Jessica Gonzales Victim Assistants”) in local law enforcement agencies to serve as liaisons between victims of domestic violence, dating violence, sexual assault and stalking and personnel in local law enforcement agencies in order to improve the enforcement of protection orders.
- To provide funding for:
  1. The development and implementation of training of local victim domestic violence service providers, and to fund victim services personnel, to be known as “Crystal Judson Victim Advocates,” to provide supportive services and advocacy for victims of domestic violence committed by law enforcement personnel;
  2. The implementation of protocols within law enforcement agencies to ensure consistent and effective responses to the commission of domestic violence by personnel within such agencies (such as the model policy promulgated by the International Association of Chiefs of Police (“Domestic Violence by Police Officers: A Policy of the IACP, Police Response to Violence Against Women Project” July 2003) ;
  3. The development of such protocols in collaboration with State, tribal, territorial and local victim services providers and domestic violence coalitions.

In FY 2012, Tennessee obligated \$2,270,572.00 in STOP funding. STOP subrecipients are required to contribute 25% of the total project costs in the form of a cash or in-kind match.

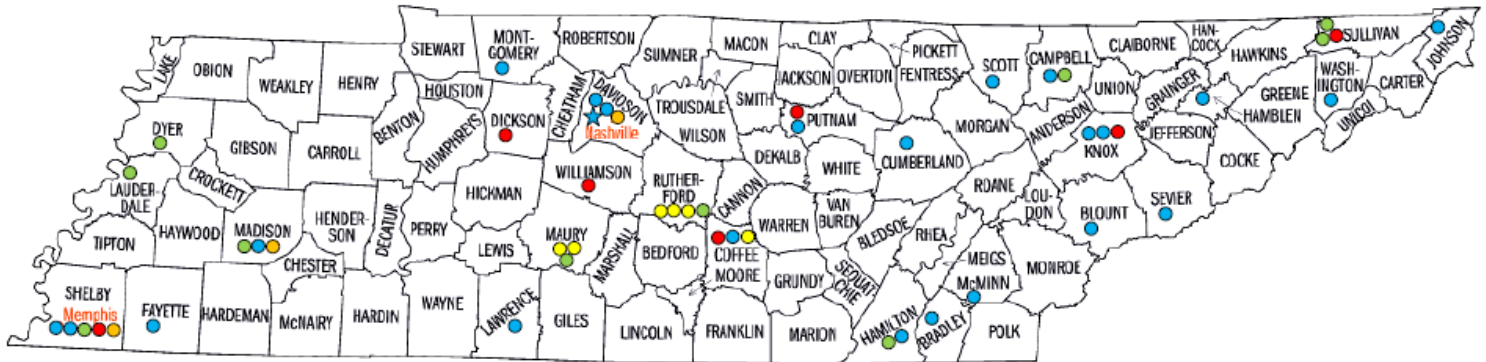
The Violence Against Women Act (VAWA) requires that states allocate STOP funds as follows:

- 25% for law enforcement programs
- 25% for prosecutors
- 30% for nonprofit, nongovernmental victim services (of which 10% must go to culturally specific community based organizations)
- 5% for State and local courts
- 15% to further support law enforcement, prosecution, court or victim services programs at the state’s discretion

In FY 2012, the STOP grant provided funding to 48 projects including:

- 4 court projects
- 7 prosecutor projects
- 6 law enforcement officer grants
- 4 law enforcement training grants
- 27 victim services projects including 3 grants to a culturally specific project

## STOP Services Available by County Location – 2012



★ *Tennessee Coalition to End Domestic & Sexual Violence is located in Davidson County but provides technical assistance and training across the state.*

STOP Allocation Type, by county location (2012):

- Court
- Law Enforcement
- Prosecution
- Victim Services
- Victim Services – Culturally Specific

In FY 12, the STOP award supported the following services for victims and training for service providers:

- 4,429 domestic/dating violence victims, 582 sexual assault victims and 161 stalking victims received services from STOP victim services projects
- 4,334 domestic/dating violence cases, 53 sexual assault cases and 77 stalking cases were prosecuted by STOP Prosecutors
- 3,019 domestic/dating violence cases, 40 sexual assault cases and 15 stalking cases were investigated by STOP Law Enforcement Officers
- 1,929 participants received training from victim services, court, and prosecution projects at 118 training events
- 250 law enforcement officers and 23 allied professionals received training at 12 events provided by 3 Law Enforcement Training Projects

All STOP funded agencies annually identify what STOP funding allowed their agencies to accomplish that it couldn't do without STOP funding.

### **STOP Program Highlights**

*21<sup>st</sup> Judicial District Attorneys General Office:* The 21<sup>st</sup> Judicial District reported that STOP funding allowed their agency to provide more attention to domestic violence and similar offenses. The STOP funded domestic violence prosecutor had the opportunity to specialize in this one area of crime, which allows for a much more in-depth knowledge of domestic violence cases. As a result, the domestic violence prosecutor can more successfully prosecute these cases. The prosecutor was able to spend more time discussing cases and providing follow-up with law enforcement agencies, and provided specialized prosecution services in the rural counties within this judicial district. The prosecutor is on-call and is available at all hours to both victims and law enforcement thus helping to aid in the successful prosecution of cases. It is beneficial to have one contact person within the DA's office that law enforcement, magistrates and victims can turn to when they need answers to

their questions. Consistency is a key component to effectively ending the violence and preventing recidivism.

*Haven House:* Haven House, a domestic violence shelter and supportive services agency in east Tennessee, reported that the court and judicial systems continue to be one of the greatest barriers for the victims they serve. STOP funding allowed Haven House to hire an advocate for those victims that need assistance in navigating through this very intimidating process. The advocate assisted victims with filing orders of protection, reviewing their rights and understanding the overall process. The advocate also stands with the victim in the courtroom. Haven House reported that the STOP funding provided the resources needed to meet victims where they are, in the justice system.

*The City of Jackson Police Department:* The Jackson Police Department reported that without STOP funding there would not have been funding for the Domestic Violence Unit. Before the Domestic Violence Unit was formed, domestic violence in Jackson was principally handled by the responding Officer who either made an arrest at the scene or attempted to locate the principal party in the assault before the end of their shift to make the arrest. Unless there was serious bodily injury or death, there was minimal investigative follow-up when no arrest was made. Even when arrests were made, in cases absent serious bodily injury or death, there were no Investigators charged with preparing, following and managing the case through the court system. Victims were basically left to face the courts on their own. Prosecution was most often based on the victim's statement, assuming they would testify at all.

The Domestic Violence Unit has been a unique and incredibly successful and cost-effective experiment. The Unit consists of one existing full-time Investigator and several part-time Domestic Violence Investigative Case Managers which are supported by a part-time administrative assistant. The Case Managers all have Law Enforcement investigative experience, a prerequisite for this position.

The key difference of the City of Jackson Domestic Violence Unit is that it attempts to contact 100% of the victims of reported Domestic Violence in Jackson to let them know their prosecutorial rights, inform them of services such as WoMen's Resource and Rape Assistance Program (WRAP) and West Tennessee Legal Services Victim Assistance and Advocacy Project, as well as encouraging and instructing them on how to apply for an Order of Protection. The Domestic Violence Unit staff conducts follow-up investigations to collect additional evidence and provide case management which includes appearing in court with the evidence to testify, assisting the prosecutor and supporting the victim.

The Domestic Violence Unit has improved services and support to sexual assault and domestic violence victims through training of prosecutors, law enforcement and advocacy agencies across the region to work together and challenged their preconceived ideas and personal perceptions about these crimes and provided the tools to improve the quality of evidence based prosecution.

*Haven of Hope:* The Haven of Hope, a dual domestic violence and sexual assault agency, indicated STOP funding permitted the program to provide a continuum of services to assist victims of domestic violence, sexual assault and stalking throughout their middle Tennessee service area. STOP funds allowed Haven of Hope to work closely with local sheriff's offices

and city police departments, county clerk's offices, and District Attorney's offices by providing them with the most up to date information regarding new laws, victims' rights, and available community resources, all of which provides better services to victims. As a result, during this past reporting year, Haven of Hope saw an increase in the number of stalking cases prosecuted and in the number of sexual assault cases reported and prosecuted. This agency hopes this stems from the growing awareness they have helped to provide to these agencies and their continuous outreach to clients of all types of victimizations.

*Legal Aid of East Tennessee:* Legal Aid of East Tennessee indicated the STOP funding allowed the agency to help victims obtain some protection and other needed resources to leave their batterers. Without the STOP funding, Legal Aid of East Tennessee indicated it would not have had the resources to go to court with victims, or to assist them in getting orders of protection (OP) addressing temporary custody, child support, housing issues and etc. More and more batterers are hiring attorneys to represent them at OP hearings. If the victim does not have an attorney it puts the victim at risk for not receiving her OP and not having other pertinent issues addressed. This in turn leaves the victim feeling helpless and without an option but to return to the batterers. The STOP funding has also allowed this agency to provide training to new attorneys to help them understand the cycle of violence and how to represent victims in court to get their orders of protection. Without this funding Legal Aid of East Tennessee would have to tell a victim that we cannot help them in a time when they need all the help and support they can possibly get. Legal Aid of Tennessee reports “Hopefully with this funding, we have stopped victims from being abused further by the offender and by the judicial system”.

*Sexual Assault Center:* The Sexual Assault Center (SAC) reports that the STOP funding SAC receives enables the agency to ensure that sexual assault survivors from Robertson, Montgomery, Wilson, Sumner, Houston and Stewart counties will receive therapeutic care and advocacy at no cost, ensuring that seeking therapy will not be a financial burden. Their STOP funding provides an opportunity to specifically reach out to, provide therapy and advocacy to survivors from the aforementioned counties. As a result of the services offered through STOP funding at SAC, the individuals served have an opportunity to heal from the devastating long-term effects of sexual assault within the healing, nurturing environment afforded by the SAC.

## **Family Violence Prevention and Services Act (FVPSA)**

The purpose of the Federal Family Violence Prevention and Services Act Program (FVPSA); CFDA # 93.671, under the Department of Health and Human Services of the Federal Government is:

- to assist nonprofit organizations, local public agencies, approved partnerships, and faith-based organizations in supporting the establishment, maintenance, and expansion of programs and projects to prevent incidents of family violence, domestic violence and dating violence;
- to provide immediate shelter, supportive services, and access to community-based programs for adult and youth victims of family violence, domestic violence, or dating violence, and their dependents; and

- to provide specialized services for children exposed to family violence, domestic violence or dating violence, underserved populations, and victims who are members of racial and ethnic minority populations.

FVPSA grant funded programs provide immediate shelter, supportive services and access to community based programs for their dependents. States must provide specialized services to underserved populations. Special emphasis is given to the support of community-based projects of demonstrated effectiveness. Shelter Programs must provide the following nine (9) core components:

- Safe confidential shelter
- 24 hour crisis hotline
- Counseling
- Advocacy
- Transportation
- Community education
- Referral
- Follow-up
- Specialized services to children and to underserved populations

The FVPSA funded programs are to provide shelter, supportive services, or prevention services to adult and youth victims of family violence, domestic violence or dating violence and their dependents. The service priorities include:

1. Operating and administering shelter facilities
2. Assistance in developing safety plans and supporting the efforts of victims to make decisions related to their ongoing safety and well-being
3. Offering individual and group counseling, peer support groups, and referral to community-based services to assist victims and their dependents in recovering from the effects of violence
4. Offering services, training, technical assistance and outreach to increase awareness of family violence, domestic violence and dating violence, and increasing the accessibility of these services
5. Offering culturally and linguistically appropriate services such as using interpreters, having documents translated into other languages used in the service area, etc.
6. Offering services for children exposed to family violence, domestic violence or dating violence, including age appropriate counseling, supportive services and services for the non-abusing parent along with the child
7. Offering advocacy, case management services, and information and referral to victims, concerning issues related to family violence, domestic violence, or dating violence
8. Assisting victims and their dependents in accessing related Federal and State financial assistance programs
9. Offering legal and medical advocacy, including referrals for health care services (mental health, substance abuse, etc.) but not including reimbursement for health care services
10. Assistance in locating and securing safe and affordable permanent housing and homelessness prevention services for victims of domestic, family or dating violence
11. Offering transportation, child care, respite care, job training, and employment services, financial literacy services and education, financial planning and related economic

empowerment services, as well as parenting or other educational services for victims and their dependents

12. Providing prevention services to underserved populations, including populations underserved because of geographic location (such as rural isolation), underserved racial and ethnic populations, populations underserved because of special needs, such as language barriers, disabilities, alien status or age.

In FY 2012, Tennessee obligated \$1,703,316.00 in FVPSA funding. FVPSA subrecipients are required to contribute 20% of the total project costs in the form of a cash or in-kind match. Funding for the Tennessee domestic violence shelter programs comes not only from FVPSA, but also from three legislated state funding sources. The State 'Family Violence Shelter (FVS) fund' sources are:

- Original Marriage License Fee - TCA §67-4-411
- Additional Marriage License Fee - TCA §36-6-413
- Defendant Fine - TCA §39-13-111

In FY 2012, these state (FVS) funds provided 37% of the total funding OJCP granted to the 30 domestic violence shelter agencies. Tennessee obligated \$993,659.00 in state family violence shelters funds to family violence shelter programs. There is no match requirement for state family violence shelter funds.

TCA §71-6-203 establishes an Advisory Committee on Family Violence Shelters. The committee has five members, of which, one is to be a former client of a family violence shelter. Committee membership currently includes:

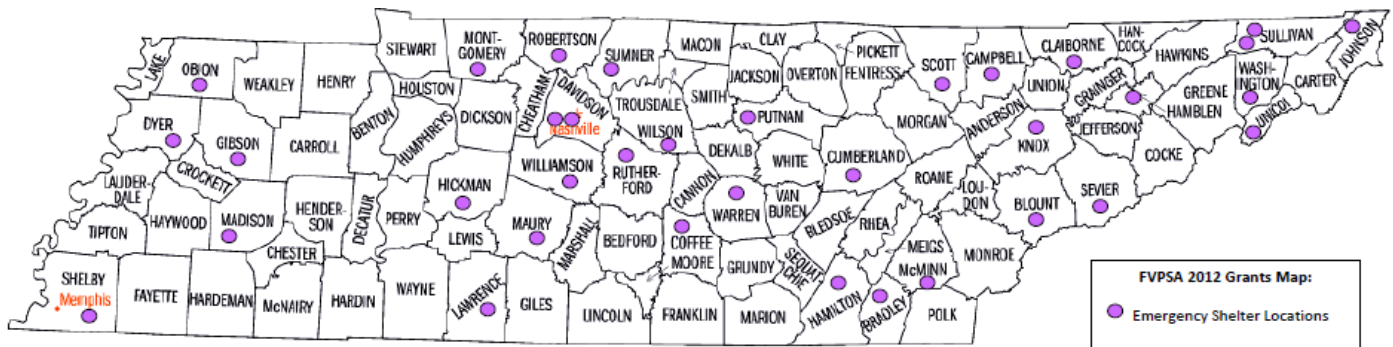
- Teresa Grant, Executive Director – The HOPE Center, Inc., Athens
- Amy Hilliard, Survivor and Former Shelter Resident
- Regina McDevitt, Program Director – Partnership for Families, Children and Adults, Inc., Chattanooga;
- Kathy Walsh, Executive Director – Tennessee Coalition to End Domestic and Sexual Violence, Statewide Coalition
- Jackie Williams, Executive Director – YWCA of Greater Memphis, Memphis

The Advisory Committee on Family Violence Shelters helped develop the Family Violence Shelter Standards which became effective 12/28/2001 and are still guiding the family violence shelters today.

Currently, the Advisory Committee has an annual conference call to discuss the distribution of state funds to family violence shelters. The goal for OCJP and the Advisory Committee is to maintain a consistent source of annual funding for the shelters.

In FY 2012, the Advisory Committee held a conference call on 3/22/2012 to discuss FY 13 state funding distribution and receive an update on the 2012 legislative session as it pertained to family violence issues. The committee also discussed changes to FVPSA due to its 2010 Reauthorization in Congress and the resulting program changes.

## Family Violence Prevention Services Act (FVPSA) – Emergency Shelter Locations in Tennessee 2012



Every shelter program that receives FVPSA/State funding must annually report on 100% of the clients and services provided by the program. Below is an overview of the FVPSA/State funding supported outputs related to clients served and services provided for FY2012:

- 35 domestic violence shelters funded across the state (some domestic violence shelter program agencies have multiple shelters within their region)
- 4,294 victims of domestic violence and their children were sheltered
- 94,394 bed nights provided by domestic violence shelters
- 22 days was the average length of stay for shelter residents
- 23,174 victims of domestic violence and their children received non-shelter supportive services including safety planning, individual counseling, support group, legal/personal/housing advocacy, community referrals, etc.
- 1,158 school-based domestic violence prevention programs were presented
- 45,935 crisis hotline calls were received by shelter programs
- 99,393 volunteer hours were provided at shelter programs

During FY 2012, 8,925 domestic violence shelter program clients responded to survey questions and reported the following benefits:

- 86% of clients agreed or strongly agreed that the information and help they received helped her/him feel safer
- 87% of clients agreed or strongly agreed that the agency helped them in learning how to access benefits or community resources
- 90% of clients reported they were satisfied with the services that they received

### **FVPSA Program Highlight**

*SafeSpace:* SafeSpace is a domestic violence shelter and supportive services agency in rural east Tennessee. A story submitted by, SafeSpace, illustrates how vital domestic violence shelter program services are for domestic violence victims.

“Ann\*, urged by someone, with whom she worked, called the SafeSpace hotline to explore possibly leaving her abusive husband. There were several phone conversations and then in-person meetings to explore this option. She carefully weighed the pros and cons of this decision and was making plans to leave. She put a deposit on another residence in another county; made arrangements with a friend to take her dog temporarily because her abuser was abusive to the dog and often coerced her by using threats against the dog; had clothing and other essential items at another location and had already spoken with her son’s teacher

about plans for his safety. Her careful plans to leave were interrupted when the violence escalated.

When SafeSpace received her panicked phone call and she explained that she had only a few short hours to flee, SafeSpace's staff split up duties and responsibilities to ensure her escape. Ann\* and SafeSpace coordinated removing her dog, getting her belongings, and getting her son picked up from school while assisting her with an ex-parte Order of Protection. SafeSpace worked to identify a law enforcement officer willing to get her abuser served before he left work. She and her son came into shelter until she could get her new residence in order. The SafeSpace plan went without a hitch.

It was very important to Ann\* to have some control on how and when she was going to leave but when that option was no longer viable, she expressed that knowing and trusting our staff to assist her gave her peace even during the very tense escape. While in shelter, her son was thrilled that they could have sandwiches for supper, eat in their pajamas, and go to Chuck E. Cheese as these activities were things that were never allowed in their home. Ann\* and her son moved into their new residence where they are safe and happy. She is now in school full-time earning a bachelor's degree and she volunteers for our agency. (\*Ann is not her real name and she gladly gave permission for us to share her story.)"

## **Sexual Assault Services Program (SASP)**

The Sexual Assault Services Program (SASP), CFDA 16.017, was created by the Violence Against Women and Department of Justice Reauthorization Act of 2005 (VAWA 2005), 42 U.S.C. §14043g, and is the first Federal funding stream solely dedicated to the provision of direct intervention and related assistance for victims of sexual assault.

Overall, the purpose of SASP is to provide:

- Intervention
- Advocacy
- Accompaniment (e.g., accompanying victims to court, medical facilities, police departments, etc.)
- Support services
- Related assistance for adult, youth, and child victims of sexual assault, family and household members of victims and those collaterally affected by the sexual assault.

Intervention and related assistance may include:

- 24-hour hotline services providing crisis intervention services and referral;
- Accompaniment and advocacy through medical, criminal justice, and social support systems, including medical facilities, police, and court proceedings;
- Crisis intervention,
- Short-term individual and group support services,
- Comprehensive service coordination and supervision to assist sexual assault victims and non-offending family or household members;
- Information and referral to assist the sexual assault victim and non-offending family or household members;



- Community-based, linguistically and culturally specific services and support mechanisms, including outreach activities for underserved communities; and
- The development and distribution of materials related to the services described in the previous bullets.

In FY 2012, Tennessee obligated \$186,240.00 in SASP funding. There is no match requirement for SASP funding.

Funding for the Tennessee non-profit, non-governmental sexual assault agencies comes not only from SASP, but also from the state sexual assault fund. The sexual assault fund is legislated by TCA §40-24-108 and is funded from proceeds of a fine imposed on those convicted of a sexual offense.

TCA §71-6-303 establishes an advisory committee. The committee consists of five members, of which, one is to be a former client of a sexual assault program. Committee membership currently includes:

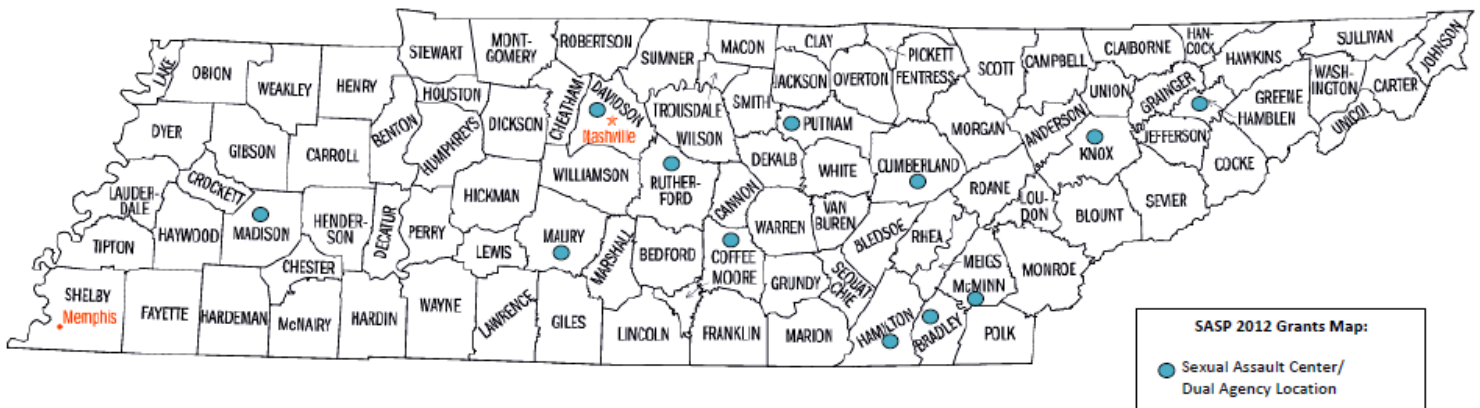
- Rachel Freeman, Vice President of Programs- Sexual Assault Center, Nashville
- Calista Joyce, Interim Executive Director – WRAP, Jackson
- Jeff Mitchell, Executive Director – Sexual Assault Center of East Tennessee, Knoxville
- Kathy Walsh, Executive Director – Tennessee Coalition to End Domestic and Sexual Violence, Statewide Coalition
- Vacant, designated to be filled by a Former client of a sexual assault program

The committee makes recommendations as to the allocation of funds under the sexual assault fund. The committee has an annual conference call to review the sexual assault fund collections.

In FY 2012, Tennessee obligated \$30,000 in state sexual assault funds to non-profit, non-governmental sexual assault agencies. There is no match requirement for state sexual assault funds.

During the 2011 calendar year, SASP/State grants provided funding to 12 sexual assault agencies.

### Sexual Assault Services Program Grants 2012



Below is an overview of the SASP funding supported outputs related to clients served and services provided for the 2011 calendar year:

- 589 sexual assault victims received SASP funded services;
- 310 victims received counseling services;
- 523 victims received crisis intervention;
- 137 victims received criminal justice advocacy;
- 99 victims received transportation;
- 102 victims received civil legal advocacy; and
- 93% of the sexual assault victims served were female, 22% of victims were ages 7 - 17, 8% of victims had a known disability, and 50% of victims lived in a rural area.

The [\*Best Practices for Tennessee Sexual Assault Agencies\*](#), July 2010, serves as a guideline for agencies in Tennessee that are serving victims/survivors of sexual assault. The document provides specific definitions and basic components of what a sexual assault agency is and how the agency can determine eligibility for services. It also outlines specific components for agencies serving minors.

The document outlines confidentiality requirements, including legal and ethical requirements, as well as, required written policies addressing confidentiality. There are required sexual assault agency policy and procedure language examples for the following topics: confidentiality, maintenance of confidential records, release of client information, and duty to inform.

Best Practices also outlines the required six core services to be provided to eligible victims of sexual assault as well as guidelines for non-core services like therapy and forensic medical exams. The service delivery process is outlined including intake, assessment, client service planning, case record requirements, and evaluation of client services. Additionally, since most of the provider agencies are non-profits, there are governance components, grievance procedures, and other requirements including training requirements for staff and volunteers.

### **SASP Program Highlight**

*Partnership for Families, Children and Adults:* SASP funding has allowed sexual assault agencies to provide services that, without SASP funding, could not be offered. Partnership for Families, Children and Adults, in Chattanooga, is a dual domestic violence and sexual assault agency. It utilized SASP funding to hire a bilingual sexual assault advocate who could serve the Spanish speaking community with culturally and linguistically specific services. The story below illustrates the impact that SASP funding made for one Latina client of the Partnership for Families, Children and Adults:

*A 26 year old, Latina/female named Esmeralda (not real name) came to the Partnership-Rape Crisis Center requesting a sexual assault forensic exam. Esmeralda's assailants were two Latino male acquaintances who perpetrated their victimization/assault against her with drugs; Esmeralda was overcome with grief and disbelief that this had really happened to her. She remembered sitting down and talking with both assailants and then waking the next morning without under clothes and feeling nauseated. Esmeralda, like many immigrants, felt isolated due to her inability to speak English and lack of information. In her despair and humiliation she felt propelled to seek assistance from the assault.*

*She was referred to the Partnership Rape Crisis Center by another agency and came to the center. The Bilingual SASP advocate offered Esmeralda emotional support and informed her about receiving a forensic exam, reporting to Law Enforcement and her rights. As a result of her work with the bilingual SASP advocate, she decided to report the incident to authorities. She was admitted into the Partnership Shelter for her safety.*

*The SASP Advocate served as a liaison and advocated for her to file for an order of protection against her assailants due to their harassment and threats. Esmeralda was able to overcome her fear and was able to face her assailants in court. She obtained an order of protection against the perpetrators even though they had hired one of the best attorneys' in their community. Neither Esmeralda's illegal status, nor her inability to speak English prevented her from getting the aid that she needed with the support and advocacy of the bilingual Advocacy.*

## **Community Defined Solutions Grant (CDS)**

The Office on Violence Against Women (OVW) awards the Community Defined Solutions Grant Program (CDS), CFDA # 16.590, to encourage state, local, and tribal governments and state, local, and tribal courts to treat domestic violence, dating violence, sexual assault, and stalking as serious violations of criminal law requiring coordination with nonprofit, nongovernmental victim advocates and representatives from the criminal justice system. Tennessee received a CDS award in FY 2011 for the Tennessee Sexual Assault Response Project. OCJP contracted with the TCEDSV to implement the Tennessee Sexual Assault Response Project which concluded 9/30/12.

The primary goal of the Tennessee Sexual Assault Response Project was to improve the sexual assault response of the entire Tennessee criminal justice system. The project had the following objectives:

- To develop Sexual Assault Response Teams (SARTs) and support Sexual Assault Nurse Examiners (SANEs) by partnering with sexual assault victim advocates at 10 nonprofit agencies serving 21 counties in Tennessee to actively respond to sexual assault;
- To distribute and implement statewide policies and protocols on forensic rape exams, sexual assault reporting, and evidence collection and retention in sexual assault cases that hold perpetrators of sexual assault accountable and protect survivor safety, self-determination, and confidentiality; and
- To increase the knowledge, skills, and leadership ability of 100 law enforcement officers, 300 judges, and 50 local legal advocates and SART members in Tennessee through updating and distribution of written materials on sexual assault response and replication of successful training models on a statewide basis.

Tennessee's CDS award totaled \$800,000.00 for a twenty-four month period (10/1/10 – 9/30/12). The award was passed through to the Tennessee Coalition to End Domestic and Sexual Violence (TCEDSV) to administer project components, including subcontracting funds to 10 nonprofit sexual assault agencies for the provision of direct services to sexual assault victims.

Some achievements and successes from the Tennessee Sexual Assault Response Project include:

- 563 sexual assault victims received direct services including civil legal advocacy/court accompaniment, counseling services/support group, criminal justice advocacy/court accompaniment, and crisis intervention.;
- 98 sexual assault victims were assisted with an order of protection;
- 46 law enforcement officers were trained on issues relating to domestic violence and sexual assault. 100% of participants reported that they "will apply what they learned back at their jobs." Training participant comments included, "it was an excellent class; very informative" and this training "will help me start a domestic violence and sexual assault class for my department."
- Training Products Developed:
  - 40-Hour Law Enforcement School on Domestic Violence and Sexual Assault to Law Enforcement Officers;
  - CD's with Bench Book and Law Book for General Sessions Judicial Conference to General Sessions Judges
  - Sexual Assault and Order of Protection Bench Cards to General Sessions Judges, Trial Judges, and District Attorneys in all 33 Judicial Districts.
- 39 sexual assault legal advocates and local Sexual Assault Response Team (SART) members attended a Coordinated Community Response Institute presented by the Coalition;
- 4,077 individuals received training and/or technical assistance at 229 events; and
- 120 General Sessions Judges learned about the dynamics of sexual assault in a joint training by the TCEDSV and the Tennessee Administrative Office of the Courts.

As part of the CDS project, the OCJP in collaboration with the TN Coalition to End Domestic and Sexual Violence and the TN Domestic Violence State Coordinating Council (DVSCC) created Best Practice Guidelines for Sexual Assault Response Services for Adult Victims. A sub-committee of the DSVCC reviewed various state and national protocols and drafted the Best Practices. The purpose of the [Tennessee Best Practice Guidelines for Sexual Assault Response Services for Adult Victims](#) is to provide communities across the state with important information and considerations when responding in the aftermath of a sexual assault.

These guidelines are designed to help communities assess whether policies presently in place throughout the state of Tennessee are victim-centered and honor the spirit behind forensic compliance mandates. These Guidelines focus on facilitating victim-centered care for first responders, increasing victim access to justice, and supporting victims in navigating various systems following an assault. The Best Practice Guidelines were finalized in July 2012 and disseminated electronically to all OCJP victim service grantees. They are available for download by the general public on the Tennessee Coalition to End Domestic & Sexual Violence's [web site](#).

## **Governor's Public Safety Action Plan**

In developing the Governor's Public Safety Action Plan, the Subcabinet Working Group met with over 300 stakeholders from across the state to gather information about a variety of public safety issues.

The Governor's Public Safety Action Plan is a result of the stakeholder meetings and other work undertaken by the Subcabinet Working group. The three goals of the Plan are to reduce drug abuse and drug trafficking, curb violent crime and cut the rate of repeat offenders. From these three goals eleven objectives and forty action steps were developed.

OCJP Victim Services is leading the initiative for Action Step 33.

**Goal:** Curb Violent Crime

**Objective:** Reduce the Level of Violence in the Home

**Action Step 33:** Provide more support for domestic violence victim shelters and family safety centers.

More specifically, under Action Step 33, there are two long term targets. To meet the first target, OCJP Victims Services will increase the training and technical assistance opportunities for domestic violence shelter program leadership and work with existing family justice/safety center leaders to develop and implement a plan for expansion of centers across the state.

During FY 2012, OCJP Victim Services provided six hours of training/technical assistance for domestic violence shelter program leadership.

- October 2011 – 1.5 hour conference call on Voluntary Services for Shelter Program Participants
- February 2012 – 1.5 hour training session on Writing an OCJP Logic Model
- February 2012 – 1.5 hour training session on Voluntary Services, Part II
- March 2012 – 1.5 hour conference call on Writing an OCJP Logic Model

For the second target, OCJP will work with the local communities to increase the number of Family Justice Centers in Tennessee and the number of formal community partnerships serving victims of domestic violence. According to the National Family Justice Center Alliance, a Family Justice Center is the co-location of a multi-disciplinary team of professionals who work together under one roof to provide services to victims of family violence. The Office of Criminal Justice Programs has just begun addressing this target. During FY 2012, OCJP Victim Services began planning for meetings with the Knoxville Family Justice Center and the Memphis Family Safety Center to explore the type of technical assistance local communities could benefit from when planning a Family Justice Center.

**Goal:** Curb Violent Crime

**Objective:** Reduce the Level of Violence in the Home

**Action Step 33:** Increase awareness of child sexual abuse, including support of current statewide efforts such as Stewards of Children and Trafficking in America Task Force.

The Office of Criminal Justice Programs (OCJP) is working with the Tennessee Chapter of the Child Advocacy Centers to provide child sexual abuse training to groups across the state. Civic groups, church groups, educators, sports leagues and others have received this training. As of the end of June, 2012 almost 8,000 citizens had received this training. OCJP provides partial funding for one staff member to deliver training and to coordinate the Child Advocacy Centers across the state in this effort.



Below is an overview of the METH award supported outputs related to clients served and services provided to children and non-offending parents for FY 2012:

- 1,152 drug endangered children and 461 non-offending parents/caregivers received services from a METH funded project.
- 494 drug endangered children received community referrals
- 288 drug endangered children received child crisis counseling
- 622 drug endangered children received personal advocacy
- 203 non-offending parents/caregivers received crisis counseling
- 255 non-offending parents/caregivers received personal advocacy/  
received community referrals and information

METH funding provides vital services to children exposed to Meth or other drugs. The METH funded projects assists the non-offending parent or caregiver to best care for the child/children who have been emotionally or physically impacted by the home situation. Additionally the non-offending parent or caregivers are given information and resources for their own self-care.

### **METH Program Highlights**

*Junior's House Child Advocacy Center:* The story below is about a child who received services from the METH projects at Junior's House Children's Advocacy Center: "I worked with an 8 year old girl that was taken from her mom's home due to meth and other drug problems. This little girl had been through so much as her mom had been in and out of her life due to drug usage and her father was serving time in jail for possession. I saw this child come into my office talking about how sad she was that her mommy and daddy did drugs. However, the thing that bothered her most was that she missed them. This is normal and I explained about how mommy and daddy both had drug problems and it was sort of like getting sick and trying to get better. I saw this child be scared of her future and what it would entail. Her paternal aunt came into the picture and I worked with this aunt on how to work with this child and provide stability for her. Her aunt exceeded my expectations. She loved this child as she was her own, she provided for her, and tried to explain to her that she wasn't trying to take her away from her parents, but be someone who could be there for her while her parents were trying to get better. We were able to go to court and her aunt was able to get full temporary custody of her and she is still with her today.

*I feel this child and aunt were benefited because this child was able to see that there are people who care about her and will try their best to make sure that she is safe. Her father will possibly be getting out of jail soon and he is going to try to slowly gain custody of her by abiding with his treatment regulations and working with the aunt on how he can best support his child and continue to keep her safe.*

*The last time I met with this child she told me that she was glad she came to see me and that she liked living with her aunt because she was "so happy now". This is what it is all about."*

*Coffee County Children's Advocacy Center:* A client was referred to the Coffee County Children's Advocacy Center by the Department of Children's Services because of allegations of parental meth use and sexual abuse allegations. When the child came to the Children's Advocacy Center, the child was forensically interviewed by their trained forensic interviewer

*about the allegations. As the child was interviewed, the family and child advocate began the process of introducing the non-offending family to the Center and the services that could be provided to the child and family. The non-offending caregiver was informed about the process of the interview, the process of the investigation, and given resources on sexual abuse and meth use. During the interview, the child revealed drug use by herself and her now deceased mother who died of a meth overdose as well as sexual abuse.*

*The non-offending caregiver was unaware of the drug use in the child's home and how meth users will often put children in unsafe situations which in this case led to the child being sexually abused. The family and child advocate were able to educate the non-offending caregiver on the consequences of meth use by caregivers as well as the risks to the children in the homes. The child advocate connected the family with the onsite therapist and the child has been receiving counseling through that program at the Advocacy Center. During the therapy visits, the family and child advocate have been able to keep a constant dialogue with the non-offending caregiver to assess any immediate needs or any that may arise from the trauma the client suffered. The client has shown a lot of strength and now has a strong family bond that has an understanding of her previous situation that has allowed her to begin healing from both the exposure to meth in her home as well as the sexual abuse suffered as a result of the use of meth by her parent.*

## **Victim Assistance Academy (Senator Tommy Burks)**

The purpose of the Senator Tommy Burks Victim Assistance Academy is to improve services to victims of all types of crime by making available a comprehensive, basic-level victim assistance curriculum and training program to victim services providers and allied professionals. The Academy is a comprehensive; basic-level training designed for victim services providers. The week-long Academy offers a Tennessee-specific 40 hour curriculum modeled after the National Victim Assistance Academy.

The Academy addresses issues specific to Tennessee crime victims and offers individuals who are fairly new to the field of victim advocacy opportunities to expand their skills and knowledge of Tennessee law and advocacy by learning from experts and each other. The training is appropriate for individuals working in victim advocacy programs, prosecutor's offices, law enforcement, probation, corrections, emergency responders, domestic and sexual violence programs, child advocacy centers and other victim advocacy agencies. The Academy is also appropriate for students who are interested in the field of victimology.

An annual state appropriation is made to the TCEDSV in the amount of \$100,000.00 for the purpose of planning and coordinating the annual training event. There is no match requirement for the state funds.

The Academy reported the following accomplishments:

- 39 attendees received 40 hours of training at the 2012 Senator Tommy Burks Victim Assistance Academy.
- The Academy reported the following outcomes for training participants:
- 97% agreed or strongly agreed that the training session had a clearly defined purpose;
- 96% agreed or strongly agreed that they learned a great deal in the training session;
- 92% agreed or strongly agreed that they will apply what they learned back on their job; and
- 95% agreed or strongly agreed that they were satisfied with the training they received.



Victim Academy participants included these comments while completing a training participant survey:

- *“I am more energized and empowered to go back into my community to assist victims and survivors of domestic violence and sexual assault.”*
- *“A very helpful forum where information is dispersed, professional relationships are made and a genesis for change takes place.”*
- *“The Academy has been a wealth of knowledge for me! It has better prepared me to serve the victims of domestic violence in my area. The information and resources provided to the participants have been outstanding.”*

## **Domestic Violence State Coordinating Council**

The purpose of the Domestic Violence State Coordinating Council (DVSCC) is to increase awareness and understanding of domestic and family violence within the state. The DVSCC’s responsibilities include designing statewide policy for law enforcement and judicial response to domestic violence; designing training for law enforcement personnel across the state that focuses on the dynamics of domestic violence and the handling, investigation and response procedures concerning reports of domestic violence; and designing training for all judges and judicial personnel across the state that focuses on the dynamics of domestic violence and the handling and response procedures concerning allegations of domestic violence. Additionally, the DVSCC develops regulations for batterers’ intervention programs and is the certifying body for these regulations. Membership is legislated by TCA§38-12-103 and meets quarterly.

An annual state appropriation is made to the TCEDSV in the amount of \$71,500.00. An additional \$7,000 collected from the Domestic Violence Community Education Fund is added to fund an annual grant to the TCEDSV of \$78,500 for the purposes of providing necessary support services to the DVSCC. There is no match requirement for the state funds.

The DVSCC reported the following FY 2012 accomplishments:

- 8 trainings were attended by 384 participants including batterers’ intervention program staff, law enforcement personnel, judges, district attorneys, victim advocates, and other community members;
- 4 quarterly meetings and 17 committee meetings were held;
- 4 batterer intervention programs were certified and 7 programs were recertified;
- 38 batterers’ intervention programs received technical assistance; and
- 236 technical assistance calls from law enforcement, courts, batterers’ intervention programs, victim advocates and others were responded to by the DVSCC.

The DVSCC reported the following outcomes for training participants:

- 92% agreed or strongly agreed that the training session had a clearly defined purpose;
- 79% agreed or strongly agreed that they learned a great deal in the training session;
- 84% agreed or strongly agreed that they will apply what they learned back on their job; and
- 83% agreed or strongly agreed that they were satisfied with the training they received.

DVSCC training participants included these comments while completing a training participant survey:

- *“I learned a great deal about [domestic violence] prevention and intervention.”*
- *“I received information on why batterers’ intervention programs and domestic violence programs need to assist each other.”*
- *“I really learned a great deal in the training will be thinking of ways to use it in future endeavors.”*

## **Child Abuse Fund**

The Child Abuse Fund was created through TCA §39-13-530 which requires forfeiture of any conveyance or real or personal property used in a sexual offense committed against minors to be transmitted through the general fund to a child abuse fund.

TCA §39-13-530 requires that 50% of the monies from the child abuse fund be used for child advocacy centers; 25% of the monies be used for the court appointed special advocates (CASA); and 25% of the monies be used for child abuse prevention.

In FY 2012, OCJP Victim Services developed and proposed rules for the Child Abuse Fund. OCJP Victim Services consulted with Prevent Child Abuse Tennessee, the Tennessee Chapter for Child Advocacy Centers and Tennessee CASA Association, while developing the proposed rules.

The proposed rules were posted to the Tennessee Secretary of State’s website in July 2012. Once the rules are promulgated, OCJP Victim Services will begin to award grants to the three agencies listed above for the implementation of TCA §39-13-530.

# Monitoring Unit

Monitoring is the review process used to determine a subrecipient's compliance with the requirements of a state and/or federal program, applicable laws and regulations, and stated results and outcomes. Monitoring also includes the review of internal controls to determine if the financial management and the accounting system are adequate to account for program funds in accordance with state and/or federal requirements. Monitoring should result in the identification of areas of non-compliance with the expectation that corrective action will be taken to ensure compliance.

Grant oversight continues to remain a key priority for distribution of federal funds. The Federal Office of Management and Budget (OMB) issued a revised publication of Circular A-133, Audits of States, Local Governments, and Non-Profit Organizations in June 2003. In response to the revisions The Department of Finance and Administration issued Policy 22 in June 2004 to establish the requirements for subrecipient contract monitoring for the State of Tennessee.

The OCJP monitoring unit is responsible for performing monitoring activities in accordance with Policy 22, to ensure that Federal and State awards are used for authorized purposes in compliance with laws, regulations, and the provisions of contracts or grant agreements and performance goals are achieved. In addition to state and/or federal program specific monitoring requirements, all reviews must address fourteen core areas as applicable. The core areas are:

- I. Activities Allowed or Unallowed
- II. Allowable costs/Cost Principles
- III. Cash Management
- IV. Davis-Bacon Act
- V. Eligibility
- VI. Equipment and Real Property Management
- VII. Matching, Level of Effort, Earmarking
- VIII. Period of Availability of Funds
- IX. Procurement, Suspension and Debarment
- X. Program Income
- XI. Real Property Acquisition and Relocation Assistance
- XII. Reporting
- XIII. Special Tests and Provisions
- XIV. Title VI

Policy 22 requires the submission of a Monitoring Plan to the Department of F & A annually.

## Monitoring Overview

The purpose of the OCJP Monitoring Unit is to determine contracted agencies' accountability by:

- Adhering to policy 22 requirements,
- Adhering to contract requirements,

- Adhering to Program Manual requirements,
- Working with program staff in fulfilling the requirements of the review.

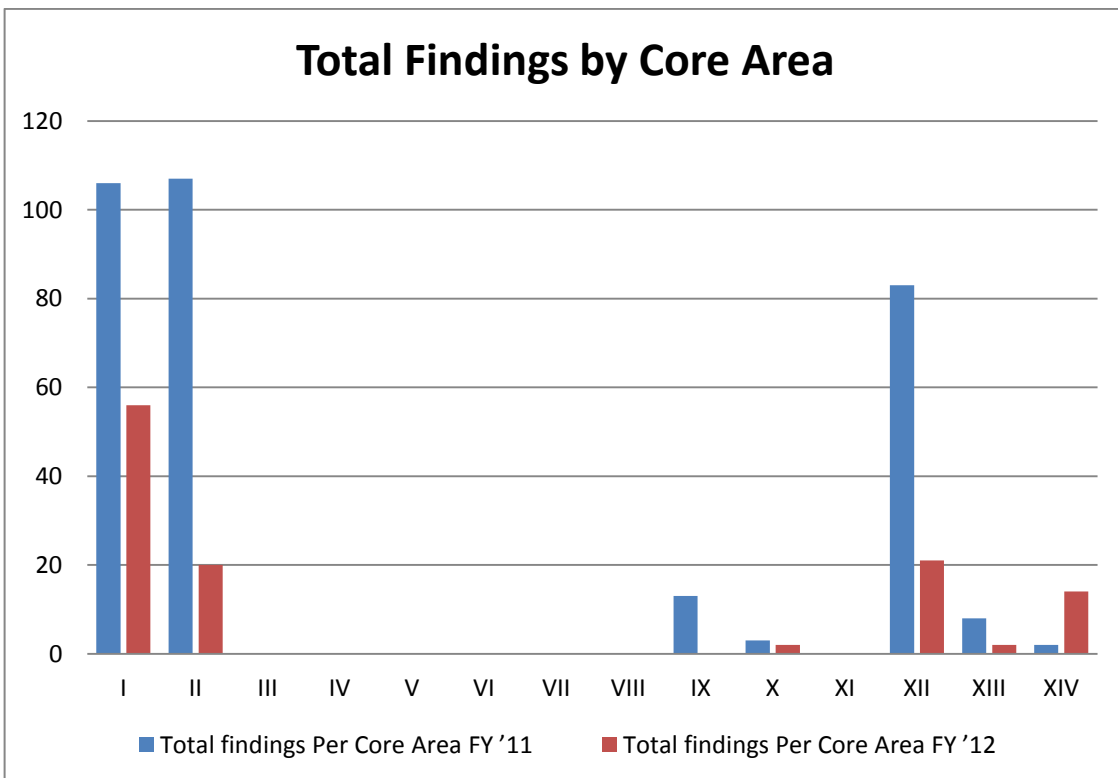
And to support the OCJP mission by:

- Providing some level of technical assistance,
- Achieving improved sub-recipient grant implementation,
- Sharing in OCJP outcomes as an integral part of its success.

The Monitoring Unit is comprised of three full-time program monitors, one full-time fiscal monitor, and two part-time fiscal monitors. The OCJP Monitoring plan describes the methodology and goals for the fiscal year October 1, 2011 to September 30, 2012. In order to be compliant with Policy 22, the unit must monitor one third of the contracts and two thirds of the contract total dollar amount for the year. The Monitoring Unit reviewed 210 contracts in 94 monitoring visits in fiscal year 2012. This represented 60% of the total number of contracts and 67% of the total dollar amount.

### Summary of Findings

In fiscal year (FY) 2012 the unit monitored 94 criminal justice and non-profit agencies to ensure compliance with state and federal grant requirements. There were 115 findings of non-compliance and 9 observations for improvement. This is compared to 167 agencies with 398 findings and 27 observations in 2011. This is a 49% reduction in average number of findings per agency. See chart below for comparison of Core Areas.



There were at least 20 types of findings in 2011 not cited in 2012. The most notable reductions in non-ARRA related findings are shown in the following table.

<b>Core Area</b>	<b>Finding</b>	<b>2011</b>	<b>2012</b>
I	Volunteer files inadequate	15	9
I	Did not notify OCJP of staff changes	44	11
II	Equipment Summary not submitted or incorrect	15	2
II	Unallowable charges	31	5
II	Did not submit Invoices or Inter/Unit Journal timely	27	7
XII	Policy 03 report not submitted or late	53	13
XII	Other reports not submitted or late	45	8

The most notable improvements were in report submission and staff change notification. These two areas, however, continue to be the most common findings along with unallowable or unapproved charges. Findings in Core Area XIV: Civil Rights increased due to a training requirement for project directors in early 2012.

### **Monitoring Unit Highlights**

This was the first year for electronic work papers. The work papers are prepared and made available on the shared drive when the report is issued. This not only reduces paper and supplies, it gives immediate access to all supporting documentation thus improving the program manager’s review and understanding of the monitoring visit. In addition, monitors are able to place more emphasis on preparation for the monitoring visits and less on the compilation of paper documents. The average number of calendar days to issue a report in FY 2011 was 45. The range was 5 days to 127 days. The average for FY 2012 was 32 calendar days with a range from 3 to 100. This is without changing our stated goal of 30 business days. That is a 29% improvement in overall average and a 21% improvement in the longest time to issue. Another improvement from previous years was the completion of all monitoring visits by September 5, 2012. Typically there are reviews through the end of September. This allowed the monitoring unit to issue the last monitoring report for FY 2012 on September 20<sup>th</sup>. The previous year the last report was not issued until November 10<sup>th</sup> and work papers later in November. See table below.

<b>Metric</b>	<b>2011</b>	<b>2012</b>
Ave. # of days to issue report	45	32
Range of days to issue report	5 – 127	3 – 100
Completion of all visits	9/29/2011	9/5/2012
Completion of all reports	11/10/2011	9/20/2012

### **Monitoring Summary**

Subrecipient agencies are required to submit a Corrective Action Plan (CAP) for findings and observations within 30 calendar days after the report is issued. The CAP must outline strategies to correct the specific finding(s) and observation(s) as well as, avoid findings of

similar nature in the future. Program managers are responsible for ensuring receipt of an acceptable CAP and approving it timely. In addition, program staff use information gathered during the monitoring visits and the findings summary to identify areas for training and technical assistance during the year. This information may also be taken into consideration in the application process. It is critical for agencies to align with the OCJP strategic plan and prove capable of providing quality programs to their clients and beneficiaries to receive funding. The monitoring process, including receipt and approval of acceptable CAPs, helps improve the system of criminal justice and victim service agencies for the State of Tennessee. The Monitoring Unit will continue to look for ways to partner with the program staff to improve the thoroughness and utility of the monitoring review.

## Conclusion

The mission of the Office of Criminal Justice Programs is to function as a strategic planning agency that secures, distributes and manages federal and state funds for Tennessee while collaborating with other public and non-profit agencies to utilize these funds to support innovative projects statewide in efforts to reduce crime, provide services for victims of crime and promote overall enhancement of the criminal justice system in Tennessee.

In furtherance of this mission OCJP implements a rigorous strategic planning process that includes continued collaboration with Federal, State, and Local stakeholders to provide the very best decision making process to identify needs, gaps in services, potential funding streams, and best practices in program development, implementation and evaluation.

As stewards of these funds OCJP staff maintains the highest standards of grants management through extensive technical assistance grant monitoring, output and outcome reporting and program evaluation. OCJP staff continues to work with the Federal agencies to draw down criminal justice and victim services formula funds as well as securing competitive grant funds. These Federal funds along with several State appropriated and fee based funding sources allow OCJP to direct funding to the areas with the greatest need as determined from the strategic planning process. By directing its limited resources into areas that promise the best return for the public's investment OCJP continues to positively impact the lives of citizens.

The planning and management of these State and Federal funds helps achieve the OCJP vision of a safer Tennessee.