A SAFER TENNESSEE

- **Highlights of the Governor's Initial Public Safety Action Plan**
- **The 2016-2018 Public Safety Action Plan**
- **Key Performance Indicators**

Prepared by the Governor's Public Safety Subcabinet composed of the commissioners/directors of the following:

Department of Safety and Homeland Security

Department of Correction

Tennessee Bureau of Investigation

Board of Parole

Department of Children's Services

Department of Mental Health and Substance Abuse Services

Office of Criminal Justice Programs

Tennessee Law Enforcement Training Academy

Governor's Highway Safety Office

Department of Military

Department of Health

BILL HASLAM
GOVERNOR
STATE OF TENNESSEE

January 2016

Fellow Tennesseans:

The Public Safety Subcabinet is a collaborative group comprised of the commissioners and directors of 11 departments and agencies of the executive branch of state government and is chaired by Department of Safety and Homeland Security Commissioner Bill Gibbons. In 2011, I asked the subcabinet to develop a Public Safety Action Plan designed to make Tennessee safer.

This report highlights the subcabinet's accomplishments and includes plan measurements, such as the yearly crime rate which can be found beginning on page 10. It also outlines the steps of the next phase of the action plan to carry us through 2018.

The initial Public Safety Action Plan introduced in 2012 focused on three categories: reducing violent crime; curbing drug addiction and trafficking; and decreasing the number of repeat offenders. Successes under the original plan include:

- More effective monitoring of pseudoephedrine sales and limitations on the amount that can be purchased in order to reduce the production of meth;
- Mandatory incarceration for repeat domestic violence offenders;
- Creation of a real-time database for prescribing and dispensing prescription narcotics;
- Tougher sentences for gang-related crimes;
- Effective data-driven enforcement efforts by state troopers to reduce traffic fatalities and severe crashes;
- An increase in the number of drug addicted offenders participating in recovery court programs; and
- The opening of additional family justice or safety centers to better serve the needs of domestic violence victims.

While we have experienced a consistent reduction in the overall crime rate, there is still much to do. Drug overdose deaths and heroin-related arrests continue to climb. The rate of repeat offenders remains too high. Domestic violence-related incidents account for half of all reported crimes against persons. The traffic fatality rate is above the national

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average. And, with the rest of the nation, we remain on heightened alert to homeland security threats.

The 2016-2018 Public Safety Action Plan will focus on these challenges. The steps fall under the general categories of:

- Changes in the sentencing structure, smarter use of prison beds for serious offenders, and more effective alternatives for other offenders;
- Prevention and intervention to reduce the number of offenders and repeat offenders;
- Greater assistance to victims of crime;
- A focus on homeland security to help ensure the safety of our state and citizens; and
- Increasing access to reliable data and information to help in future decision-making.

I thank the subcabinet for serving as a model of how different departments and agencies of government can unite together to reach a common goal. The group's work is helping to make Tennessee a safer place to live, work, and raise a family.

Sincerely,

Governor Bill Haslam

HIGHLIGHTS OF THE 2012-2015 PUBLIC SAFETY ACTION PLAN

REDUCING DRUG ABUSE AND TRAFFICKING

1. The General Assembly enacted the Tennessee Prescription Safety Act, which:
   a. Requires prescribers to check the Controlled Substance Monitoring Database (CSMD) for a patient's prescription history prior to prescribing pain killers or tranquilizers for new patients and periodically for existing patients;
   b. Requires dispensers to report the dispensing of prescribed pain killers or tranquilizers promptly to the CSMD;
   c. Strengthens penalties for doctor shopping; and
   d. Increases law enforcement access to the CSMD.

2. The Department of Mental Health and Substance Abuse Services developed and implemented a prescription drug take back initiative, with a total of 144 permanent prescription drug collection boxes throughout the state.

3. The General Assembly enacted legislation reducing access to pseudoephedrine (PSE) products in order to curb the manufacture of meth. PSE purchases have declined, and meth lab seizures have dropped significantly.

4. In response to the plan, the General Assembly also enacted tougher penalties for producing meth in the presence of children.

5. Led by the Tennessee Bureau of Investigation (TBI), the state set up and has maintained a viable meth lab clean up system.

6. Led by the Department of Safety and Homeland Security, and with funding support through the Office of Criminal Justice Programs, the state developed and implemented an effective communications campaign about the consequences of making meth in the presence of children and the danger and addictive nature of meth.

7. Legislation was enacted simplifying the state DUI laws with the goal of clearly conveying the consequences of driving under the influence and holding offenders accountable.

8. The Tennessee Highway Patrol initiated data-driven deployment of state troopers to maximize the impact on driving under the influence and reduce the level of traffic fatalities.

9. The Department of Mental Health and Substance Abuse Services expanded access to drug treatment (recovery) courts and focused more state treatment court funding on serving felony defendants who might otherwise be incarcerated.

10. The state established a new residential drug treatment court in Morgan County, making it the second residential court in the state (the other being in Davidson County).

11. The Tennessee Highway Patrol provided in-depth drug interdiction training to all road troopers, and the Police Officer Standards and Training (POST) Commission now mandates training curriculum for all law enforcement officers assigned to drug interdiction activities.

CURBING VIOLENT CRIME

12. The General Assembly imposed tougher sentences for certain serious "group crimes" committed by three or more acting in concert.

13. The General Assembly enacted tougher sentences for convicted felons in possession of guns.

14. The General Assembly imposed mandatory incarceration for repeat domestic violence offenders.

15. Legislators amended the state's public nuisance law to specifically authorize courts to create geographic "safety zones" to curtail criminal gang activity.

16. The Office of Criminal Justice Programs provided funding to increase the number of family justice/safety centers to serve and support victims of domestic violence in Tennessee from one to five.

CUTTING THE RATE OF REPEAT OFFENDERS

17. Supervision of adult felony offenders has been realigned under the Department of Correction from the Board of Parole, resulting in more seamless supervision of those on probation, community corrections or parole and freeing up the Board of Parole to focus solely on parole decisions.

18. With funding support from the Department of Correction, a one-stop-shop for returning inmates in Shelby County has been implemented, providing multiple services under one roof.

2016-2018 PUBLIC SAFETY ACTION PLAN

TRANSPARENCY/ACCOUNTABILITY

1. Enhance sentences for (a) repeat drug trafficking offenders and (b) repeat especially aggravated burglary and aggravated burglary (home burglary) offenders. (Recommended by the Governor's Sentencing and Recidivism Task Force)

2. Enhance sentences for repeat domestic violence offenders by making third and subsequent convictions for domestic violence assault a felony rather than a misdemeanor. (Recommended by the Governor's Sentencing and Recidivism Task Force)

3. Develop swift, certain and proportionate responses for non-compliance with conditions of probation and parole when such non-compliance does not rise to the level of a new criminal offense or absconding from supervision. (Recommended by the Governor's Sentencing and Recidivism Task Force)

4. Work to provide clarity in sentencing for felony convictions that result in incarceration. (Recommended by the Governor's Sentencing and Recidivism Task Force)

5. Support the creation and operation of inter-agency task forces designed to insure collaborative, multi-pronged efforts to reduce gang violence.

6. Evaluate the effectiveness of current sentencing options for serious juvenile offenders.

7. Improve the collection of fines and fees in criminal cases.

PREVENTION/INTERVENTION

8. Invest in effective programming and treatment services for incarcerated felony offenders, and ensure that such services continue to be available for all offenders upon their release from incarceration through a system of community supervision. (Recommended by the Governor's Sentencing and Recidivism Task Force)

9. For felony offenders on community supervision (both probation and post-prison), establish individualized case management plans with conditions tailored to fit each offender's individual needs. (Recommended by the Governor's Sentencing and Recidivism Task Force)

10. Expand the Shelby County re-entry center model of one-stop-shop services under one roof for released inmates returning to communities.

11. Explore a Social Impact Bond model of private investment as a way for funding promising re-entry programs, with repayment to the investors by the state if certain benchmarks are met. (Recommended by the Governor's Sentencing and Recidivism Task Force)

12. Increase the employability of those with criminal convictions by taking steps to help them keep or obtain driver licenses or state photo identifications. (Recommended by the Governor's Sentencing and Recidivism Task Force)

13. Raise the felony property crime threshold. (Recommended by the Governor's Sentencing and Recidivism Task Force)

14. Provide effective alternatives to incarceration for more nonviolent offenders facing substance abuse and/or mental illness through expanded support for drug treatment (recovery) and other specialty courts, with funding for individual courts based on an evaluation system. (Recommended by the Governor's Sentencing and Recidivism Task Force)

15. Increase access to self-run, self-supported recovery houses for citizens seeking to recover from substance abuse in sober living environments.

16. Track the growing problem of heroin abuse by county so that intervention and prevention can be targeted to local needs.

17. Reduce significantly the number of drug-dependent newborns in Tennessee.

18. Use data-driven deployment of state troopers and targeted enforcement efforts to maximize the impact on the number of traffic fatalities.

19. Develop and sustain an effective ongoing communications campaign about the signs of domestic violence and awareness of services available to victims.

20. Identify and encourage the use of best practices to reduce the number of truant students.

21. Implement the National Guard's Youth Challenge, a residential program coupled with post residential mentoring that seeks to alter the life courses of high school dropouts.

VICTIM ASSISTANCE

22. Increase victim safety in domestic violence cases by (1) developing an assessment tool to help law enforcement determine the level of danger and (2) supporting legislation to allow law enforcement to seek (a) emergency orders of protection and (b) automatic orders of protection for cases where there has been an arrest and deadly force is used. (Recommended by the Governor's Sentencing and Recidivism Task Force)

23. Develop public/private partnerships for the treatment of human trafficking victims.

24. Develop a universal assessment and screening tool to identify human trafficking victims.

HOMELAND SECURITY

25. Enhance the Office of Homeland Security's ability to analyze information for links to terrorist activity.

26. Create a Cyber Security Advisory Council to establish and oversee implementation of a comprehensive cyber security plan for the executive branch of state government.

27. Restructure the Office of Homeland Security in order to reflect the changing threat environment and maximize staff resources.

28. Establish an effective state-level school safety team to review all school security plans and develop and provide specific security training to teachers and administrators.

29. Establish and provide standardized training for active shooter incidents and improvised explosive device attacks to law enforcement agencies in the state, state government agencies, school systems, and the general public.

INCREASING ACCESS TO RELIABLE DATA AND INFORMATION

30. Explore creating a criminal justice research council to oversee statewide data collection, data sharing and data analysis.

31. Ensure that a validated risk and needs assessment is uniformly used as a part of decision-making in felony cases, including pre-trial decisions, sentencing, and programming and treatment options, and post-prison supervision conditions for those who have been incarcerated. (Recommended by the Governor's Sentencing and Recidivism Task Force)

32. Support the extension of the Prescription Safety Act of 2012 beyond its current expiration date of June 30, 2016.

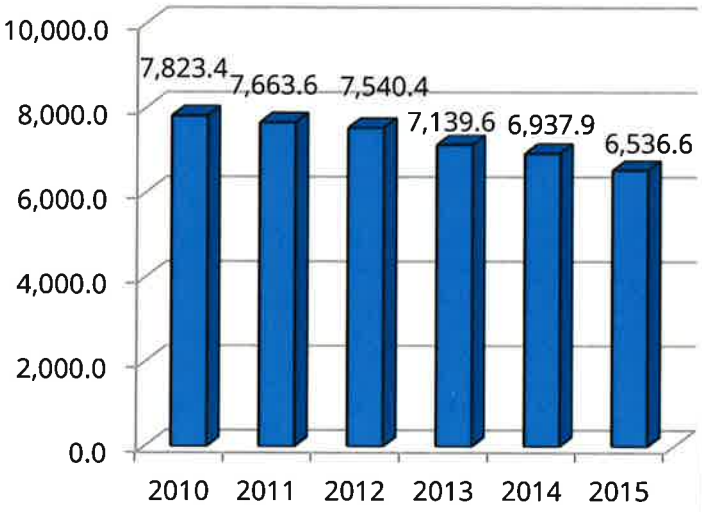
33. Improve the collection of uniform drug overdose reporting by all county medical examiners and reduce the number of overdose deaths.

34. Encourage a fair and objective review of the staffing needs of district attorneys and public defenders across the state.

KEY PERFORMANCE INDICATORS FOR THE 2016-2018 PUBLIC SAFETY ACTION PLAN*

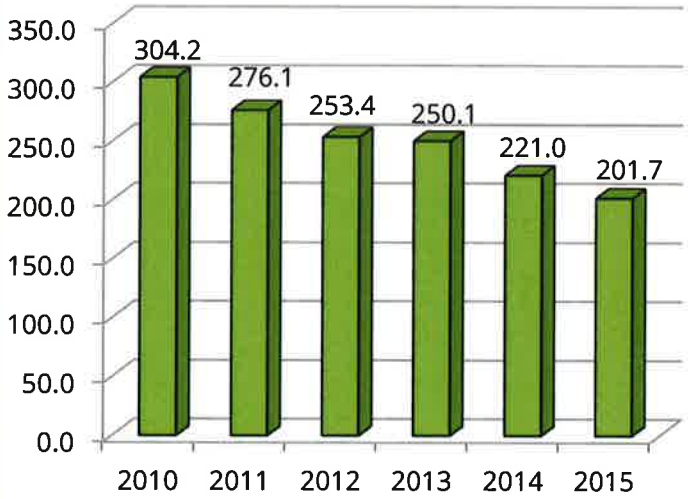
*** Each individual Action Step also has Key Performance Indicators and/or Milestones**

All Reported Group A Crimes in Tennessee
Crime Rate per 100,000
(January - October)*



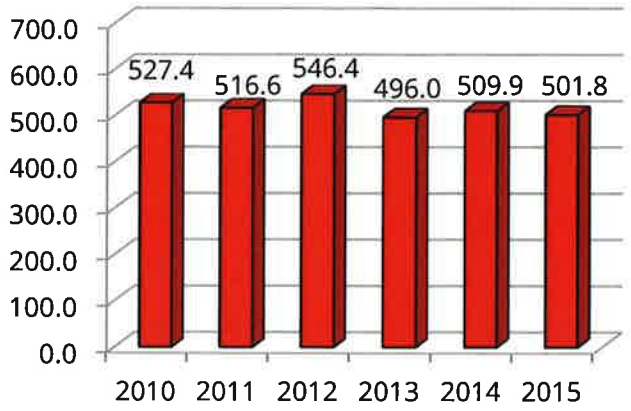
* Includes 46 categories of crimes. A 16.4 percent decrease in 2015 compared to base year 2010 and a 5.8 percent decrease compared to 2014. (2015 figures are preliminary.) Source: TBI

Juvenile Arrests for Group A Crimes in Tennessee
Crime Rate per 100,000
(January - October)*



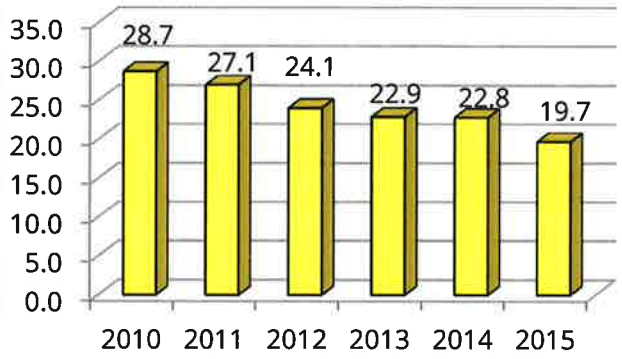
* Includes 46 categories of crimes. A 33.7 percent decrease in 2015 compared to base year 2010 and an 8.7 percent decrease compared to 2014. Juvenile data may be under reported due to some court restrictions on providing data to law enforcement. (2015 figures are preliminary.) Source: TBI

Reported Major Violent Crimes in Tennessee Crime Rate per 100,000 (January-October)*



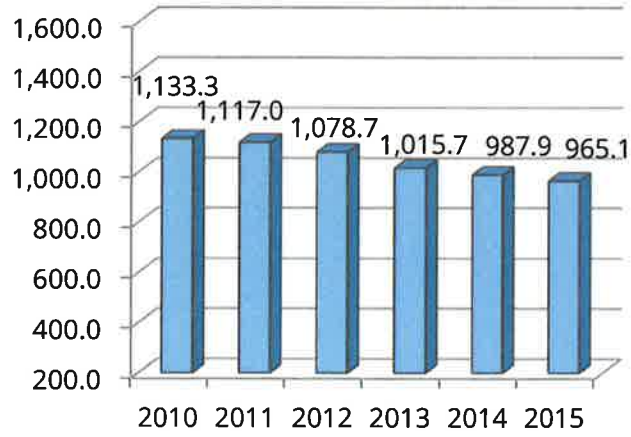
* Includes reported murders, forcible rapes, aggravated assaults, and robberies. A 4.9 percent decrease in 2015 compared to base year 2010 and a 1.6 percent decrease compared to 2014. (2015 figures are preliminary.) Source: TBI

Juvenile Arrests for Major Violent Crimes in Tennessee Crime Rate Per 100,000 (January-October)*



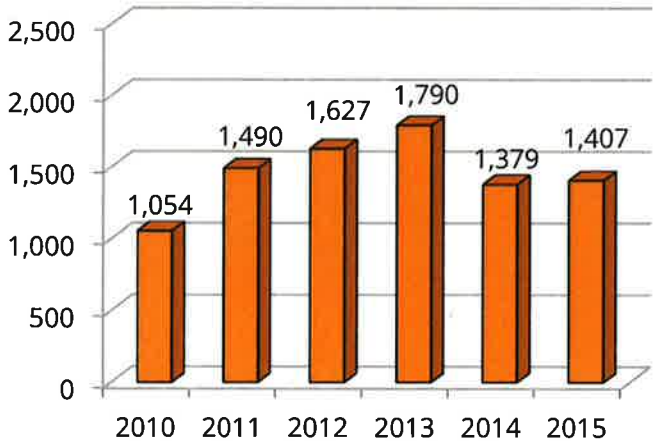
* Includes arrests for murders, forcible rapes, aggravated assaults, and robberies. A 31.4 percent decrease in 2015 compared to base year 2010 and a percent 13.6 decrease compared to 2014. Juvenile data may be under reported due to some court restrictions on providing data to law enforcement. (2015 figures are preliminary.) Source: TBI

Reported Domestic Violence Offenses in Tennessee Crime Rate per 100,000 (January - October)*



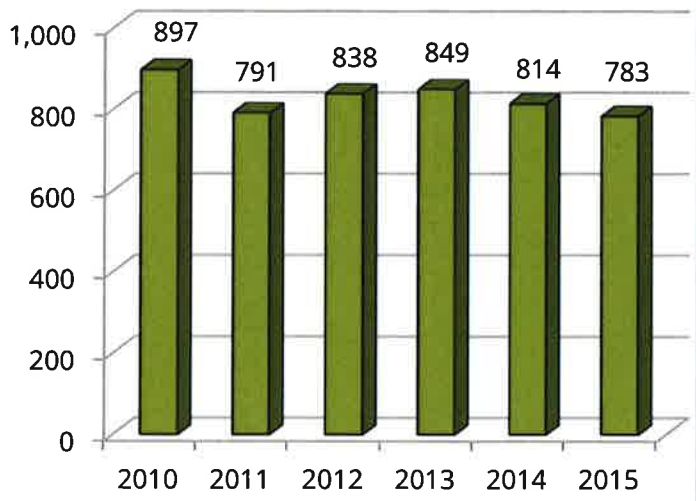
* A 14.8 percent decrease in 2015 compared to base year 2010 and a 2.3 percent decrease compared to 2014. (2015 figures are preliminary.) Source: TBI

Children Removed from Homes in Tennessee Due to Substance Abuse Being a Contributing Factor (January - October)*



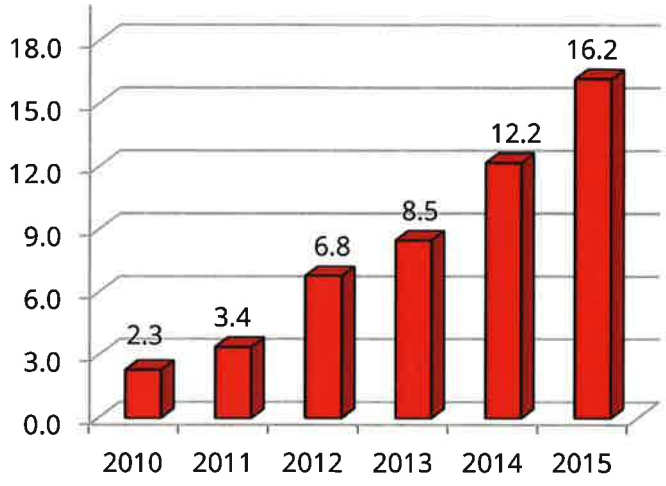
* Source: TN Department of Children's Services

Tennessee's Traffic Fatalities (January - October)*



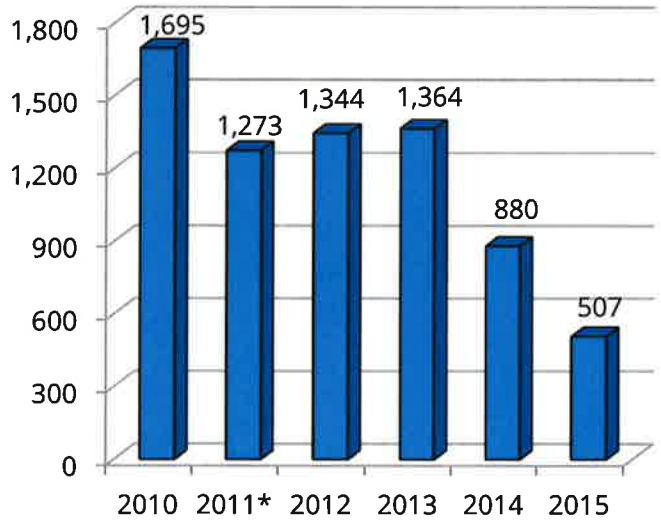
* Source: TN Department of Safety & Homeland Security

Heroin Related Arrests in Tennessee Crime Rate per 100,000 (January-October)*



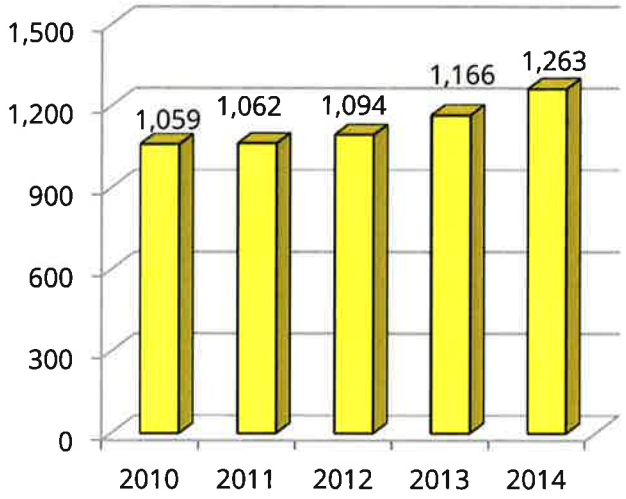
* A 684.3 percent increase in 2015 compared to base year 2010 and a 26.6 percent increase compared to 2014. (2015 figures are preliminary.) Source: TBI

Meth Lab Seizures in Tennessee (January - October)*



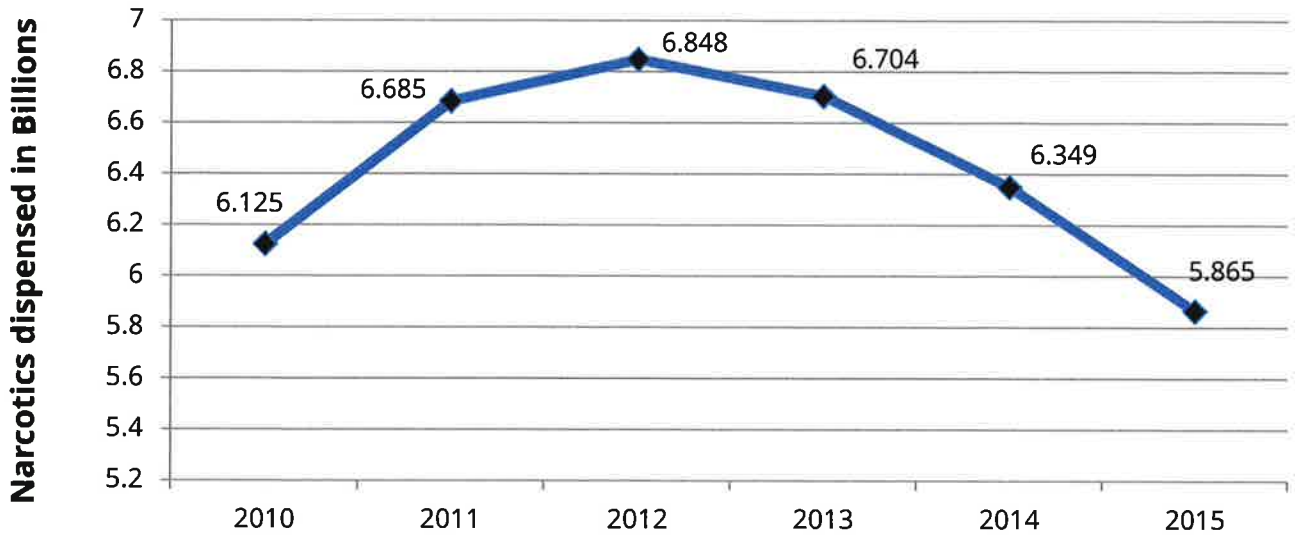
* Source: TN Dangerous Drugs Task Force
** Funding for meth cleanup was not available from March through June of 2011.

Drug Overdose Deaths in Tennessee (Annual Figures)*



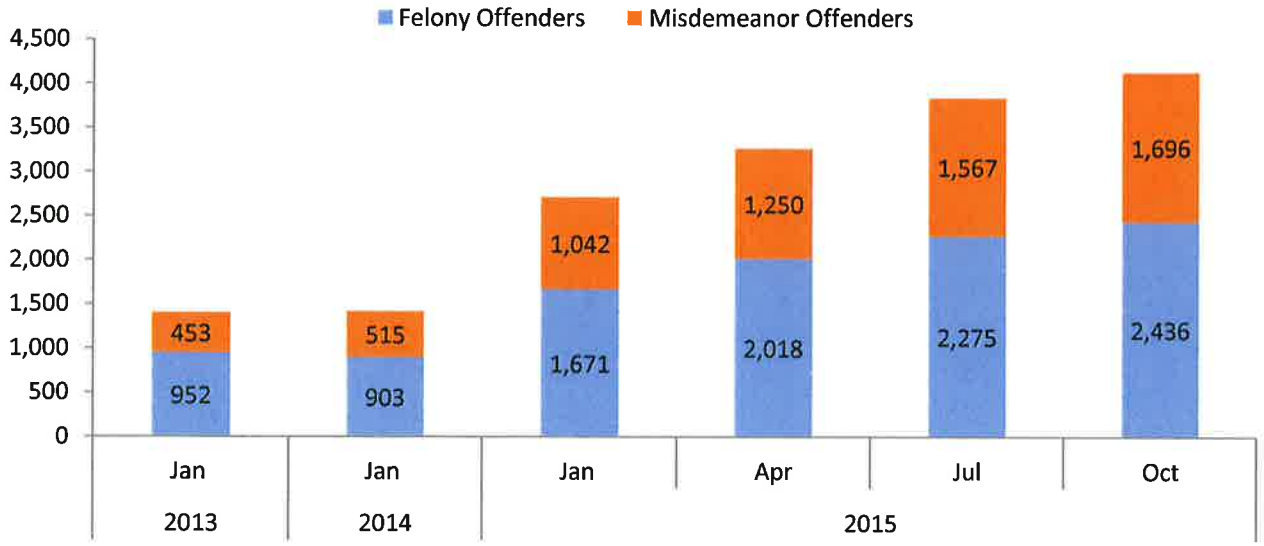
* Source: TN Department of Health

Amount of Prescription Narcotics Dispensed in Tennessee, Q1 – Q3



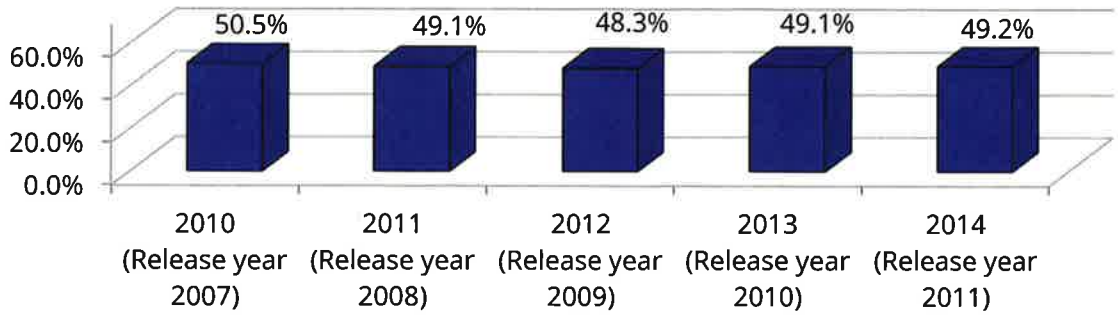
*** The amount refers to total amount of prescription narcotics dispensed and reported to the Controlled Substance Monitoring Database for the year listed from the beginning of January to the end of September. The amount of narcotics is measured in morphine milligram equivalents using the Center for Disease Control conversion tables. Source: TN Department of Health**

Number of Felony and Misdemeanor Offenders Enrolled in Recovery Courts*



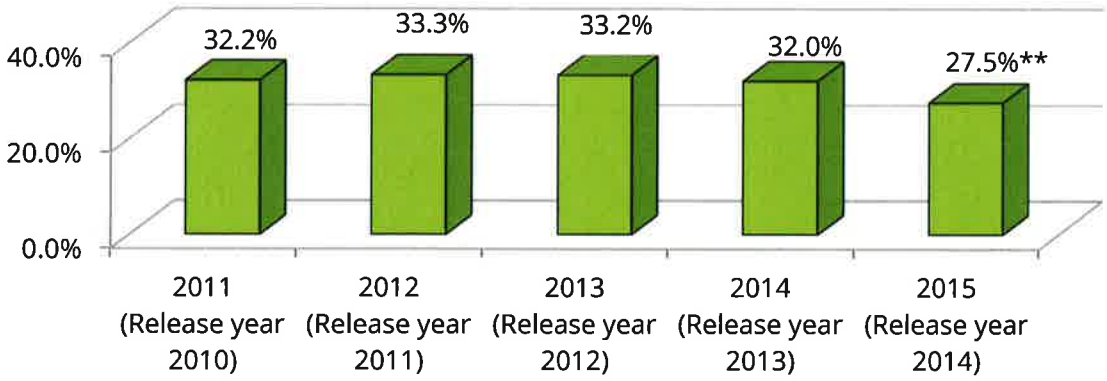
* Source: TN Department of Mental Health and Substance Abuse Services

Tennessee's Recidivism Rate for Convicted Felony Inmates Released from Incarceration*



* Recidivism is defined as the percentage of convicted felony inmates who are re-incarcerated within three years of the year in which they were released from incarceration in a local jail or Department of Correction facility. (For example, the 2010 recidivism rate is the percentage of inmates released in calendar 2007 who had been re-incarcerated by the end of calendar year 2010.)
Source: TN Department of Correction

Tennessee's Return Rate for Felony Inmates Released from Incarceration*



* Return rate is defined as the percentage of convicted felony inmates who are re-incarcerated within one year of their release. (For example, the 2011 return rate is the percentage of inmates released in calendar year 2010 who were re-incarcerated by the end of calendar year 2011).

** The percentage is through October and will continue to change through 2015 as more felony inmates who were released in 2014 return to incarceration. Source: TN Department of Correction