

2017

Tennessee Office of Criminal Justice Programs Statewide Five Year Strategy



Prepared by:



Tennessee Office of Criminal Justice Programs
312 Rosa R. Parks Avenue
Nashville, TN 37243

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Chapter 1: Executive Summary

The Tennessee Office of Criminal Justice Programs (OCJP) 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, measuring the performance of, and evaluating the results of those decisions. Our strategic program management process looks several years ahead of daily grants management activities at the changing needs of Tennessee's justice system. The process 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.

As in most states, the majority of Tennessee's criminal justice dollars continue to be raised from local taxes and spent on local and state criminal justice priorities and problems. Crimes are committed locally, and that is where offenders are apprehended, defendants tried, sentences determined and carried out, and where services are provided for both the victims of the crime and offenders. Because the Statewide Multi-year Strategy serves as the blueprint for all coordinated drug and violent crime control efforts in the State and the rehabilitative services for those that commit those crimes and the reparative services for those victimized, it is imperative that the State utilize a strategic planning process that reflects the perspectives of these practitioners. It must be as inclusive as possible. To that end, the Office of Criminal Justice Programs (OCJP) takes a data-driven approach and proactively seeks input from practitioners on the local, state and federal levels to assist in influencing the strategy. OCJP gathers practitioner information through a variety of planned information gatherings, training conferences and seminars, as well as through informal meetings and surveys. This strategy document is a reflection of this information gathered from across the State as well as data from across the Nation.

This document will do the following; provide an introduction to the Office of Criminal Justice Programs and the State of Tennessee as a whole, provide an overview of the criminal justice system and victim services in Tennessee, outline the strategic planning process conducted by OCJP, review the current data related to crime, victimization and services, identify the areas of greatest need tied to systemic weakness and outline the plan moving forward to address those needs.

This report will demonstrate that the data suggests the following eight areas of need:

- System weaknesses tied to domestic violence and sexual assault
- Gang intelligence and a coordinated approach to apprehension and prosecution of drug offenses and violent crimes
- Data-driven, location-based strategies to crime reduction
- Meeting basic infrastructure issues such as law enforcement equipment, domestic violence shelter enhancements and criminal justice and victim service practitioners' training
- Community-based crime prevention & education activities
- Case backlog and programs designed to minimize time and maximize effectiveness of court
- Improve criminal justice information sharing and integrated systems

- Expansion of victim services, especially to areas without services or with limited services

While the Tennessee Office of Criminal Justice Programs is not implementing significant changes to the 2016 Update of the Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement plan submitted last fiscal year, OCJP is excited about the opportunities this plan provides to impact crime in Tennessee over the next five years. OCJP will continue to seek information and input from our local and state level peers to enhance our understanding of the current needs and issues Tennessee faces over the course of this multi-year plan and each year, specific strategies will be developed to address the most pressing issues.

Chapter 2: Introduction

The Office of Criminal Justice Programs (OCJP), which is located within the Tennessee Department of Finance and Administration, continues to serve as the State Administrative Agency for several federal government funding agencies for Tennessee including but not limited to, the Edward Byrne Justice Assistance Grant (JAG) Program, Victims of Crime Act (VOCA) Program, Office of Violence Against Women (OVW) Program, Family Violence Prevention and Services Act (FVPSA) Program, Sexual Assault Services Program (SASP), National Criminal History Improvement Program (NCHIP), the NICS Record Act Improvement Program (NARIP) and the Paul Coverdell Forensic Science Improvement Program (Coverdell). For two decades, these programs have provided a vehicle for seeding and pioneering new programs as well as sustaining victim services across the State.

Tennessee's implementation of these programs continues to evolve along with its criminal justice system. The funding programs assist OCJP in stimulating evidence-based programs that are multi-faceted responses to crime and victimization in our state even as it supports our improvement of the infrastructure of the state's criminal justice system. With this Multi-Year Statewide Strategy, the State of Tennessee continues its commitment to reduce the incidence of drug use, drug trafficking, and violent crime within the State's boundaries while working to increase victim safety and reduce the impact of crime on victims.

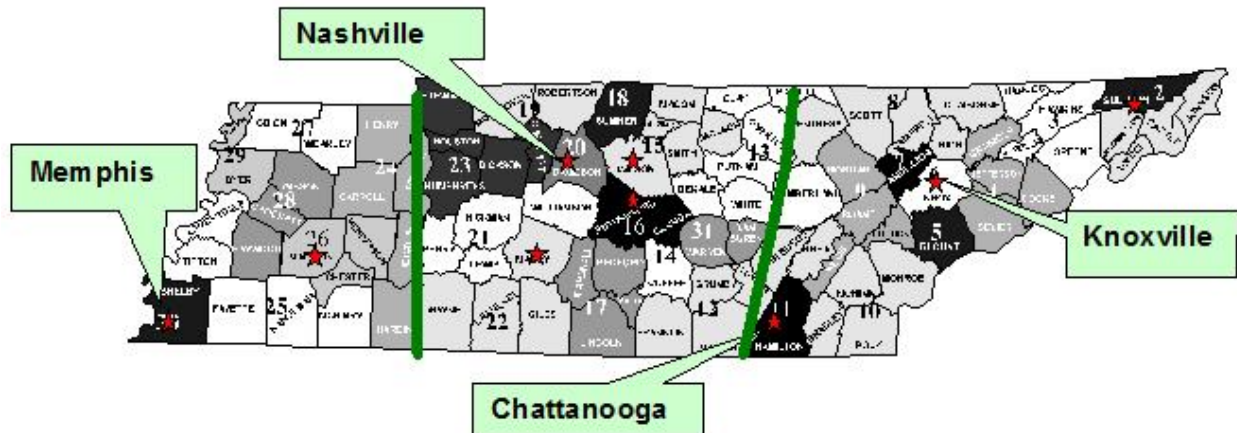
This section will provide an overview of the State of Tennessee and its criminal justice system, the role of the Office of Criminal Justice Programs and an orientation to the remainder of this document.

Profile of the State of Tennessee

The State of Tennessee is made up of 95 counties covering an area of 41,219 square miles of mountains, rolling hills, and flood plain. According to the U.S. Department of Commerce, U.S. Census Bureau website, the State's total population in 2014 is estimated at 6.5 million which is growing at a rate 2% higher than the National average. This growth rate has made Tennessee the 17th most populous state in the U. S. Although Tennessee's population growth is expected to slow to 11.3 percent for the decade 2013 to 2023, it will still be faster than the expected national rate of 8 percent. There are four metropolitan areas, but six other areas are rapidly growing, from west to east Jackson, Clarksville, Columbia, Murfreesboro, Lebanon, and Johnson City. Five hundred miles of rural countryside in three distinct topographic regions are divided by six major interstate highway systems. Tennessee sits astride two of the major North-South and East-West interstate transport routes for citizens, tourists, and unfortunately criminal activity.

The State of Tennessee is geographically, culturally, economically, and legally divided into three Grand Divisions: East Tennessee, Middle Tennessee, and West Tennessee. These three distinct geographical regions of the state correspond with the Districts of the U. S. Attorneys Offices. The state constitution allows no more than two justices of the five-member Tennessee Supreme Court to be from one Grand Division and a similar rule applies to certain commissions and boards.

Figure 1: Tennessee's Grand Divisions



The East Tennessee “grand” division is characterized by the high mountains and rugged terrain of the western Blue Ridge Mountains, which are subdivided into several subranges, including the Great Smoky Mountains. Knoxville, Chattanooga, and Johnson City are its largest cities. The hilly and mountainous areas reach elevations of over 6,000 feet above sea level. East Tennessee has several important transportation links with Middle and West Tennessee, as well as the rest of the nation and the world, including several major airports and interstates.

The Middle Tennessee division is one of the primary state population and transportation centers along with the heart of state government. Nashville, Clarksville, and Murfreesboro are its largest cities. The middle grand division is mostly gentle, rolling hills whose elevations range from 500 to 1,000 feet. The middle division hosts the second largest concentration of population in the region around Nashville. Interestingly, fifty percent of the US population is within 600 miles of Nashville. The Tennessee River separates the western grand from the middle grand division.

The West Tennessee division is approximately 10,000 square miles of territory between the Tennessee and the Mississippi Rivers, is home to Tennessee’s largest city, Memphis, followed by the cities of Jackson and Bartlett. The division consists of hilly land that runs along the western bank of the Tennessee River, and a wide area of rolling hills and streams that stretched all the way to the Mississippi River. The Mississippi River runs the length of the western border of the state and anchors the city of Memphis. The Memphis downtown area features very steep bluffs overlooking the river.

Tennessee borders eight states: Kentucky and Virginia to the north; North Carolina to the east; Georgia, Alabama, and Mississippi on the south, and Arkansas and Missouri on the Mississippi River to the west.

According to the U.S. Department of Labor, Bureau of Labor Statistics website, in 2014 Tennessee had a per capita personal income (PCPI) of \$40,457. This PCPI ranked 36th in the United States and was 88 percent of the national average, \$46,049. The 2014 PCPI reflected an increase of 2.9 percent from 2013. The US national unemployment rates continue to decrease from 9.9% in 2010 to 6.1% in 2014 and reaching a low of 5.0% as of December of

2015. Tennessee's unemployment rate reductions have followed suit; the rate for 2010 was 9.2%, in 2014 it was 6.4% and as of November 2015 the rate was 5.6%. This low rate does not impact all communities consistently across Tennessee. There are pockets of communities within eastern mountain regions and western plains regions that experience much higher rates than this.

In 2014, Tennessee current-dollar Gross Domestic Product (GDP) was \$300.6 billion and ranked 19th in the United States. Ten years previously, Tennessee GDP was \$220.5 billion and ranked 18th in the United States, (U.S. Department of Labor, Bureau of Labor Statistics website).

In 2014, the largest industry in Tennessee was finance, insurance, real estate, rental, and leasing. This industry accounted for 16.7 percent of Tennessee GDP had 1.3 percent real growth. The second largest industry was government, which accounted for 11.9 percent of Tennessee GDP and had a 0.3 percent real decline, (U.S. Department of Labor, Bureau of Labor Statistics website).

Background: Tennessee's Criminal Justice System

Tennessee's criminal justice system includes a range of city and county law enforcement agencies, a prosecution arm, a public defense system, the state judiciary, local and state corrections, and a range of for-profit and non-profit service providers. Eight departments of state government, as well as numerous other state entities, provide everything from direct service delivery for state prisoners in residential settings to support for state prosecutors and public defenders and wrap around services for some of Tennessee's most vulnerable populations, victims of crime. While law enforcement in Tennessee's 95 counties remains mostly a responsibility of local government, Tennessee has an effective array of state public safety and law enforcement agencies, such as the Tennessee Bureau of Investigation and the Tennessee Department of Safety and Homeland Security. (Appendix A contains a more detailed description of the sections below.)

Components of the Tennessee Criminal Justice System

Local Law Enforcement: The initial response of the criminal justice system begins with law enforcement. Currently there are over 300 municipal police departments, 95 county-elected Sheriffs and sheriff's departments, 27 judicial district drug task forces as well as state level law enforcement agencies throughout Tennessee. Sheriffs' offices provide law enforcement to many unincorporated and numerous rural parts of the state. Beyond the role of providing law enforcement to significant portions of the state, Sheriffs also administer Tennessee's county jail system. Other important functions of the Sheriffs include court security and delivery of civil process.

Prosecution: In Tennessee each of the state's 31 judicial districts is represented by a **District Attorney General (DAG)** elected for a term of eight years. The district DAGs are responsible for the prosecution of criminal cases on behalf of the state. The DAG Offices include assistant district attorneys general to assist these chief

prosecutors, criminal investigators, victim witness coordinators and assistants, and other support personnel. In 27 of the 31 judicial districts, the District Attorney General oversees a Judicial District Drug and Violent Crime Task Force. **Tennessee's Multi-Jurisdictional Drug and Violent Crime Task Forces** were created in the late 1980's as a direct response to the federal enactment of the anti-drug abuse acts of 1986 and 1988. They are supported by grants from the Byrne Grant, fines and penalties, and assets forfeiture monies. The model for the Task Force structure followed in Tennessee closely adheres to the structure promoted at the federal level. The Task Force structure promotes an improved response to drug trafficking and drug-related crimes by facilitating the integration of previously fragmented law enforcement services. Through the use of a mutual aid agreement single local law enforcement agencies can pool resources with other law enforcement agencies and work more effectively with federal agencies and other segments of the criminal justice system.

Public Defense: Tennessee's **public defenders** represent indigent persons accused of crime. There are twenty-nine district public defenders in Tennessee and two local public defenders – in Shelby and Davidson Counties (Memphis and Nashville). District public defenders are elected by the citizens of their judicial districts and serve eight-year terms. Public defenders and their assistants are licensed attorneys, duly admitted to practice law before the courts of Tennessee. If a person is charged with a crime that carries a possible jail sentence, and he or she cannot afford an attorney, one will be appointed by the court. In most cases, it will be the local public defender. Criminal investigators are also an important part of the public defender team. Investigators assist the lawyers in analyzing evidence and preparing the case for trial.

The **Tennessee Bureau of Investigation** (TBI) is an independent agency of state government. TBI is accountable to the District Attorneys General and to the Judiciary for its performance of services, and to the Executive and Legislative branches for its support functions. The TBI has the statutory authority to investigate any criminal violation upon the request of the District Attorney General for that judicial district. Moreover, the TBI has original jurisdiction over violations of narcotics laws, fugitive investigations, organized crime, public corruption, official misconduct, Medicaid/TennCare fraud and patient abuse in any Medicaid-receiving facility. The TBI assists local law enforcement agencies with investigations at their request and also cooperates with federal law enforcement agencies on joint investigations. TBI also provides support services for local law enforcement agencies, such as forensic crime lab services and information systems that provide statewide access to a wide variety of crime information.

The **Tennessee Department of Safety and Homeland Security** also operates at the state level. Tennessee's first State Police Force was created in 1919, and patterned after the historic Texas Rangers. A decade later Governor Henry Horton created the Tennessee Highway Patrol, as an offshoot of the State Police Force. The department itself was established by the General Assembly in 1939. TDSHS has experienced significant development since then. Today, the department and its highly trained state

troopers and enforcement officers are responsible for safety on more than 15,000 miles of state and federal highways.

Court System: Tennessee does not have a unified court system. The following delineates the various levels of the court system and the Administrative Office of the Courts provides administrative services to the various systems.

- The **Tennessee Supreme Court** is the state's highest court, and the court of last resort. The five Supreme Court justices hear appeals of decisions from other courts and interpret the laws and Constitutions of Tennessee and the United States. Justices are elected on a "yes-no" vote every eight years.
- **Intermediate Appellate Courts:** The 12-member Court of Appeals hears most appeals of civil (i.e., non-criminal) cases from lower courts. All final decisions of the Court of Appeals may be appealed to the Tennessee Supreme Court. The Court of Appeals meets in Knoxville, Nashville and Jackson, sitting in panels of three judges.
- The **Court of Criminal Appeals** hears trial court appeals in felony and misdemeanor criminal cases. Panels of three judges sit monthly in Jackson, Knoxville and Nashville to hear cases. As with the Court of Appeals, the Court of Criminal Appeals meets at other places and times as necessary. Also like the Court of Appeals, the Court of Criminal Appeals does not conduct trials. Instead, the records of the original trials in lower courts are reviewed; attorneys present the legal issues.
- **Trial Courts:** Tennessee's 95 counties are divided into 31 judicial districts. Within each district are Circuit Courts and Chancery Courts as provided by the state Constitution. Some districts also have legislatively established Criminal Courts. Judges of these courts are elected to eight-year terms. Circuit Courts are courts of general jurisdiction in Tennessee. Circuit judges hear civil and criminal cases and appeals of decisions from City, Juvenile, Municipal and General Sessions courts. The jurisdiction of Circuit Courts often overlaps that of the Chancery Courts. Criminal cases are tried in Circuit Court except in districts with separate Criminal Courts established by the General Assembly.
- **Courts of Limited Jurisdiction:** General Sessions Court jurisdiction varies from county to county, based on state laws and private acts. This court, which hears civil and criminal cases, including matters formerly handled by justices of the peace, serves every county. Civil jurisdiction is restricted to specific monetary limits and types of actions. Criminal jurisdiction is limited to preliminary hearings in felony cases and misdemeanor trials in which a defendant waives the right to a grand jury investigation and trial by jury in Circuit or Criminal Court. General Sessions judges also serve as juvenile judges, except in counties where the legislature has established a separate Juvenile Court. General Sessions judges are elected to eight year terms. Juvenile Court jurisdiction is vested in General Sessions Courts in all counties except those in which the law establishes special Juvenile Courts. Juvenile Courts have exclusive jurisdiction in proceedings

involving minors alleged to be delinquent, unruly, dependent and neglected. Juvenile Courts also have concurrent jurisdiction with Circuit, Chancery and Probate Courts in some areas. Municipal Court, also known as city court, has jurisdiction in cases involving violations of city ordinances. Generally, a city judge has authority to assess fines up to \$50 and jail sentences up to 30 days. However, jurisdiction varies widely from city to city. There are now however a number of municipal courts with jurisdiction over some criminal cases,

The ***Office of the Attorney General and Reporter*** was established by Article VI, Section 5 of the Tennessee Constitution. The justices of the Tennessee Supreme Court appoint the attorney general for an eight-year term. The attorney general is the chief legal officer of the state. Through the AG's staff, the Attorney General represents the interests of the state in a variety of areas. The attorney general represents officers and agencies of the state in all civil litigation before state and federal courts. The attorney general prosecutes all criminal cases in the appellate courts and exercises original prosecution powers in the areas of securities and state contract fraud. The AG also has the authority to institute ouster proceedings and civil actions for antitrust violations, consumer fraud and environmental enforcement. In addition to courtroom duties, the attorney general provides legal advice to state departments and agencies and the General Assembly.

Corrections: Corrections in Tennessee is not one unified system, but a group of independently operating entities; jails, prisons, and probation and parole offices. As with law enforcement, correctional activities are organized, administered and financed by local and state jurisdictions. In general, the State of Tennessee administers those convicted of felonies (serving a year or more). The ***State Department of Correction (DOC)*** maintains thirteen facilities for men and women across the state, of those three are managed privately by Corrections Corporation of America. In 2014, the DOC housed 254,067 inmates in their facilities; an increase of 4.5% since 2010. ***County jails*** are administered by sheriffs. They serve two purposes: (1) housing people who have been arrested for a crime and are awaiting trial and (2) housing offenders who have been convicted of misdemeanors and sentenced to less than one year of incarceration. Other lock-ups exist as short-term holding facilities pending transfer.

The remaining departments of Tennessee State government directly responsible for components of the criminal justice system are as follows:

- ***Finance and Administration, Office of Criminal Justice Programs*** (S.A.A. for Department of Justice) – OCJP is the State Administrative Agency for many U.S. Department of Justice programs. In addition OCJP administers Federal Department of Health and Human Services grant dollars as well as several grant programs supported by state-appropriated dollars. The Tennessee Department of Finance and Administration is the

umbrella fiscal, budgetary and administrative overhead and oversight agency for Tennessee state government.

- ***Department of Children's Services*** - The Department of Children's Services, created in 1996, consolidated all services to children formerly provided by multiple departments. While all the department's services are important, those of particular interest to OCJP are programs for delinquent youth, probation, aftercare, treatment and rehabilitation programs for identified youth and those providing services to children who are victims of crime.
- ***Commission on Children and Youth*** – The Tennessee Commission on Children and Youth (TCCY) is an independent state agency that advocates for improvement in the quality of life for children and families; collects and disseminates information on children and families for the planning and coordination of policies, programs and services; administers the federal Juvenile Justice and Delinquency Prevention Act (OJJDP) in Tennessee.
- ***Department of Health*** - The Department of Health plays a crucial role in Tennessee's efforts to fight crime and delinquency in addition to its role of pursuing a broad public health agenda. As the agency of state government tasked with the prescription monitoring program they are key to the State's efforts to identify prescription drug abuse. This department also oversees the childhood fatality review board and the Rape Prevention and Education federal funding.
- ***Department of Mental Health and Substance Abuse Services*** - The Tennessee Department of Mental Health and Substance Abuse Services is an important partner in facilitating reform within Tennessee's criminal justice system. Important crossover issues such as the mentally ill in jails and prisons, and responding to underlying mental illness among drug and chemical abusers are examples of shared agendas. As the agency of state government tasked with targeting substance abuse and chemical dependence, it directs an important part of Tennessee's efforts to combat drug-related crime and delinquency through prevention efforts aimed at youth and adults. Treatment, intervention and rehabilitation services for thousands of Tennesseans are provided each year through out-patient and residential treatment facilities across the state. In addition, this department oversees and provides funding for the State's Recovery Courts (known nationally as Drug Courts) and Veteran's Courts.

The ***Governor's Public Safety Subcabinet*** working group is made up of the Governor's Cabinet as well as other Executive Branch leaders working in some way with the criminal justice system. This working group was given the mission of an action plan to significantly impact crime in Tennessee and to take the lead in implementing the action plan and identifying its success.

The *Public Safety Action Plan* was 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. Stakeholder 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. In calendar year 2012, three Key Initiatives (goals) of the Safety Plan to Curb Crime and Create a Climate for Job Growth in Tennessee Communities were set for the following areas:

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

Governor Haslam's press release on January 14, 2016 reported the following successes under the initial plan include:

- More effective monitoring of pseudoephedrine sales and limitations on the amount that can be purchased in order to reduce the production of methamphetamine;
- 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.

In the same press release document, Governor Haslam announced the focus of the next plan to span 2016 – 2018 and would include the following:

- Changes in the sentencing structure, smarter use of prison beds for serious offenders and more effective alternatives for other offenders;
- Prevention and intervention methods to reduce the number of offenders and repeat offenders;
- Steps to provide greater assistance to victims of crime;
- An emphasis on homeland security to help ensure the safety of our state and citizens; and
- Actions to increase access to reliable data and information to help in future decision-making.

This secondary Public Safety Action Plan includes a total of thirty-four action steps under the above five over-arching goals of this Plan.

The Office of Criminal Justice Programs continues to participate in quarterly meetings of the Governor’s Public Safety Cabinet and other focused subcommittee meetings. The ongoing efforts, actions steps and identified long and short term goals are given greater consideration when setting funding prioritization for the year. This revised Plan will continue to inform and influence the ongoing strategic planning of OCJP and this multi-year plan.

Non-Profit Agency Partners: Finally, OCJP and all of the agencies previously described depend upon numerous non-profit agency partners whose agencies deliver prevention, intervention and treatment services to at-risk children, offenders and victims of crime. Although not formally a part of the Tennessee’s State Criminal Justice System, without their support and the work they do, the multitude of criminal justice missions could not be accomplished in Tennessee. This is especially true of the state level organizations that serve as a supportive arm, often providing training and technical assistance, to non-profit and governmental agencies. Examples of these are the Tennessee Chiefs of Police Association, the Tennessee Sheriffs Association, TNCAC, the Tennessee Coalition to End Domestic and Sexual Violence and TN CASA to name a few. Many types of nonprofit (and government agencies) have received funding from the Office of Criminal Justice Programs for many years related to victim services. This funding represents the backbone of victim services throughout the State of Tennessee. Many programs rely heavily on this funding and without it many victims would suffer. An overview of the types of the programs that have historically been funded by the OCJP is as follows:

- **Domestic Violence Victim Advocacy/Shelter:** many of the domestic violence victim agencies in the State of Tennessee started as grass roots organizations which provided a hotline and shelter. It did not take long for the myriad of needs of victims to surface and require programs to provide more comprehensive programming. This includes court advocacy,

supportive services, counseling, support groups, and long-term case management. Most of these programs are the only victim service providers in their area and have to make limited resources stretch a long way.

- **Dual Domestic Violence/Sexual Assault Advocacy:** many of the programs described above have recognized the need for services for victims of sexual assault in their community. As long-standing victim service providers they were in the unique position to begin providing those needed services. Working with the Tennessee Coalition to End Domestic & Sexual Violence and the OCJP they slowly started providing services to victims of sexual assault. These services started with a hotline and basic advocacy and have started to evolve to include more comprehensive services such as court advocacy and hospital accompaniment.
- **Sexual Assault Advocacy & Therapy:** only a few agencies in Tennessee specialize in providing services to victims of sexual violence only. This includes two (2) nonprofit agencies (Nashville and Knoxville) and one government based advocacy program (Shelby County.) These services are multifaceted and have been models for programs which have only begun to provide services in the last several years. These services include a full range of advocacy, including court advocacy, and therapy for all ages.
- **Comprehensive Victim Services:** There are many programs which provide a range of services to either multiple victim types or provide specialized services to a particular type of victim. One program, through the Nashville Metropolitan Government, provides culturally specific services to all Hispanic victims of crime, including those with limited English proficiency. Another program, MADD, provides services statewide to those impacted by drunk driving. Additionally, the OCJP supports several Court Appointed Special Advocates (CASA) programs throughout the state. These programs provide much needed advocacy for children in the juvenile justice system.
- **Child Advocacy Centers:** The child advocacy centers (CACs) of Tennessee are at the forefront of addressing issues of child abuse in our state by providing a child-friendly space for victims to receive comprehensive services as well as providing a space for child protection investigative team (CPIT) members to meet and review cases. CAC models for child abuse intervention are proven and effective in bringing together trained professionals, in providing services to victims, and holding offenders accountable through the court system. There are currently 46 centers that are members of the Tennessee Chapter of Children's Advocacy Centers. Children's advocacy centers are located in both rural and urban communities across the state, providing services to all 95 counties.
- **Legal Services:** There are six Legal Aids and a multitude of other victim services agency which provide court accompaniment and other civil legal representation to victims of crime. The court system and court procedures are unfamiliar to most crime victims; often they may not know their rights

or be too traumatized to fully understand what is transpiring. Civil legal services continue to be one of the top needs for crime victims across Tennessee.

Chapter 3: Strategic Planning Process

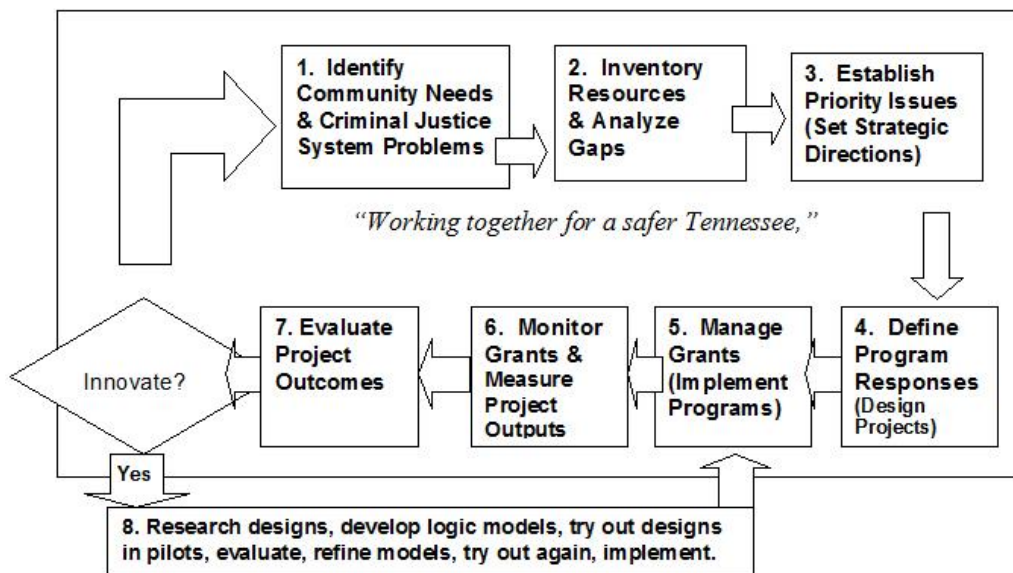
The Tennessee Office of Criminal Justice Programs (OCJP) manages a systematic, year-round cycle for determining the communities' needs, identifying the justice system's problems, setting program priorities, making grant allocation decisions, managing those funded projects, and evaluating the results 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. The process described in chapter is a simplified version taken from [Appendix A](#).

Strategic management takes place within the mission of OCJP:

"The Office of Criminal Justice Programs is committed to a safer Tennessee for all of its citizens. OCJP 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."

OCJP's vision, *"Working together for a safer Tennessee,"* provides the day-to-day backdrop for grants management activities. A graphic depiction of OCJP's eight-stage strategic program planning and grants management process appears in Figure 2 below. It is a systematic, fact-based, stakeholder-driven approach to priority-setting which is facilitated by the staff of the Office of Criminal Justice Programs.

Figure 2. OCJP's Strategic Program Planning and Grants Management Process



Purpose and Intended Outcomes: OCJP is in business to reduce criminal activity, provide services for victims of crime and promote the enhancement of the criminal justice system in Tennessee. Three procedural “tracks” are going on continuously throughout the year. First, OCJP is exercising management control over the numerous grants already in place. Second, OCJP is collecting and analyzing the data we need for directing the programs of the future. Thirdly, OCJP is constructing the multi-year planning and accountability documents that the funders require. By completing the eight steps in the strategic management process OCJP staff are attending to all three responsibilities simultaneously.

1. Identify Community Needs and Criminal Justice System Problems

OCJP has programs and projects in place *now* to deal with *current* needs and problems. But for OCJP to make long-range improvements, we occasionally have to make changes in our funding priorities. Those changes will always be in response to the challenges surfacing in Tennessee’s communities and its criminal justice agencies. The professionals in the field will usually see these trends first, but OCJP strives to be among the first to know about changes in criminal justice and domestic violence issues, so that the Office can steer its *future* programs in new strategic directions. OCJP looks to the field for its information.

2. Inventory Resources and Analyze Gaps

Given limited resources, OCJP must balance the expectations of criminal justice system stakeholders with what the data say about the communities’ needs (i.e., service demands). By continuously assessing Tennessee’s funding capacity (such as federal and state grant prospects) OCJP maintains the best possible balance between the community’s needs and Tennessee’s resources. When OCJP compares state resources with the needs and demands for quality services, there is usually a gap. That analysis helps OCJP make responsible budget decisions. Keeping an inventory of resources also helps us avoid managing for crises by responding in ways consistent with OCJP’s strategic direction. This step includes an ongoing inventory of resources, analyzing resource gaps, and identifying areas of greatest need.

3. Establish Priority Issues (i.e., Set Strategic Directions)

OCJP places a high value on quality working relationships with Tennessee’s criminal justice system stakeholders. Their satisfaction is a goal for OCJP. Therefore, the Office engages local government and community leaders, grant sub-recipient administrators, state agency partners and other stakeholders whenever OCJP needs help setting new priorities. These partnerships help OCJP envision new directions for existing programs, and encourage “ownership” for solutions that go beyond what state and federal grants can do alone. The experience and wisdom of those partners help OCJP craft its multi-year strategies and program plans for funding sources.

4. Define Program Responses & Project Design Requirements (Logic Models):

Seldom will any planning cycle yield a wholesale change in the Programs funded by OCJP grant awards. In those years when a new issue or challenging new set of circumstances forces a change in the state's array of Programs, OCJP staffers develop an amendment to the state's existing set of Program Abstracts. The program responses are the central component of the state's application for federal funds under the various grant programs. These programs, in turn, define the types of projects that will be funded by OCJP. OCJP offers these specifications in its solicitations of local government and non-profit agencies. Desirable project designs are usually stated in the form of "logic models" that spell out the intended project purposes (i.e., outcome-driven project designs) and the measures of success that will be used by OCJP in year-end project evaluations. These performance measures address the accomplishment of program purposes, which tie back to the "nature and extent of the needs and problems" discovered during the needs assessment stage of OCJP's planning approach.

5. Manage Grants (Implement Programs)

OCJP views program implementation as the assurance that federal and state funds are used in ways that produce high-quality *project* performance. That is, a program's success is the sum total of the performance of the projects that address that program. Program implementation begins with the sub-recipient awards process. OCJP's grant management responsibilities begin there as well.

6. Monitor Grants and Measure Project Outputs

Monitoring is a quality-control enterprise. Each grant manager functions as a quality assurance expert. Grant managers routinely collect and analyze the key performance data required by the sub-recipients' contracts, both because the funders require the data to be reported and because the data are the most reliable way of managing the sub-grant.

7. Evaluate Project Outcomes

OCJP believes that evaluation provides essential information for completing the strategic management cycle. The data on outcomes tell funders whether the programs and projects they designed and funded were effective in addressing the source problems identified during the assessment stage of the planning cycle. In that way, evaluative data not only "look backward" over past project performance, but they "look forward" to drive future innovations at the state level. Routinely collected program outcome data helps OCJP see what is working, what is not working, and what to invest in for the future.

In Tennessee, OCJP evaluates its grant *programs* by evaluating its *projects*. The sum total of *project* performance is the statement of *program* effectiveness. Moreover, routine evaluation at OCJP is a grassroots-oriented approach because more rigorous approaches are too expensive to conduct on every program every year. At OCJP the grant sub-recipients themselves are responsible for collecting and reporting their own performance data. That way, the sub-recipient (which stands to learn the most about how to improve) gets the information first-hand, and outside evaluators will have actionable data on hand when they need them. OCJP's grant sub-recipients explain what their agency will measure (and how) at the time of their grant applications, then OCJP monitors to ensure they follow through on those commitments. Evaluating victims' outcomes and the impacts of law enforcement on community safety is entirely different from monitoring and measuring project outputs (i.e., the "production" data). The focus is on what changes were effected in the community or the victim.

8. Innovate (Program Innovation Cycle)

To keep its programs effective OCJP needs to promote innovations *both* in the operation of existing projects *and* in the ways the criminal justice system defines its primary issue areas and program responses. OCJP can and should circulate the project performance data it collects, in order to drive innovations in project designs and improved service delivery processes. And, of course, the Office must use the evaluative data on what works to "seed" innovative new projects when the funds are available. In their "strategic planning mode," OCJP staff can compare project outcome data with national "state-of-the-art" practices and "best-practice" trends, write a position paper, develop a new logic model and craft alternative program designs. Or, they can facilitate these same tasks with working groups of field professionals. In their grants manager mode, OCJP staff can help sub-recipients capture and analyze performance data, conduct self-assessments, plan for in-house performance improvements and actually make those improvements. In either case, the challenge is in how OCJP uses the data already in hand.

OCJP's Strategic Planning Partners

Tennessee OCJP has developed a sophisticated on-going process for involving state and local officials and just as important, local practitioners, in criminal justice planning. The problems and needs OCJP gathers from these and other sources are translated into priorities for action, which are later linked to one or more of Tennessee's grant program areas. OCJP has regular and frequent communication with the Tennessee associations and professional organizations representing various components of the criminal justice system. These contacts provide an important source of data and feedback for the planning process. Much of the information on problems and needs contained in Chapter 5 comes from OCJP's direct linkages with criminal justice system practitioners.

The Strategy results from ongoing efforts to utilize the expertise of practitioners in all components of the criminal justice system at the local and state levels, because OCJP believes

that the leaders and practitioners of our local, county and state criminal justice agencies know more about the needs, directions, threats, opportunities, and weaknesses of these operations than anyone else.

Accordingly, OCJP considers these organizations and the professionals they represent as its partners in planning. They include:

- Tennessee District Attorneys General Conference
- Tennessee Public Defenders Conference
- Tennessee Sheriffs' Association
- Tennessee Police Chiefs' Association
- Tennessee Narcotics Officers Association
- Tennessee Administrative Office of the Court
- Tennessee District Public Defenders Conference
- Regional Organized Crime Information Center (ROCIC)
- Tennessee Coalition to End Domestic and Sexual Violence
- Tennessee Chapter of Children's Advocacy Centers
- Prevent Child Abuse Tennessee
- Tennessee CASA Association

At the state level our partners include:

- Tennessee Bureau of Investigation
- Tennessee Alcoholic Beverage Commission
- Tennessee Law Enforcement Training Academy
- Department of Safety and Homeland Security
- Department of Health
- Department of Correction
- Department of Children's Services
- Department of Mental Health and Substance Abuse Services
- Tennessee Board of Parole
- Tennessee Department of Commerce

OCJP also serves on or attends regular meetings of numerous advisory groups which enable them to document information valuable for strategic planning purposes. Some examples of these routine meetings are:

- The Governor's Public Safety Subcabinet Group
- The Integrated Criminal Justice Steering Committee
- Tennessee Statistical Analysis Center Board Quarterly Meetings
- The Tennessee Chiefs of Police Association
- The Tennessee Sheriffs Association
- The Youth Court Advisory Committee
- Sex Offender Treatment Board
- Tennessee Association of Drug and Alcohol Services

- The Dangerous Drugs Task Force Meetings
- The Internet Crimes Against Children Task Force
- Domestic Violence State Coordinating Council
- Community Anti-Drug Coalitions of Tennessee
- The Tennessee Gang Investigators Association
- Tennessee Alliance for Drug Endangered Children
- STOP Implementation Plan Strategic Planning Group

All provide input directly to the Office of Criminal Justice Programs.

In following the premise that the practitioners are the backbone of our system OCJP takes both a bottom up as well as a top down approach to planning. We rely on practitioners at the grass roots level to identify the resources needs and gaps to be filled in their program specific areas. However, OCJP also takes advantage of the wisdom of its State’s leaders in determining direction of the strategy. OCJP is a member of the “Governor’s Public Safety Subcabinet Working Group” tasked with creating Tennessee’s Public Safety Action Plan. Much of the Public Safety Action plan is incorporated into OCJP’s strategic plan. Both approaches described above are accomplished through the following documented contacts:

- Face to face contact with individual partners
- Attendance at organizational meetings of partners
- Group trainings which include partners
- Special called meetings of partners

OCJP records data from frequent **face-to-face** contact grants managers have with practitioners. Grant managers may also attend local community meeting such as community anti-drug coalition meetings. These contacts serve as a source of data regarding problems, priorities, and programs.

Public gatherings of different types are used to gather information on community needs and concerns as the situation dictates. In addition to voices from the community, local law enforcement personnel, local prosecutors, defense attorneys and public defenders and members of the judiciary also have a voice.

On occasion surveys have been sent to other criminal justice experts to determine the needs and priorities of the broader criminal justice community or to identify specific information about needs for a certain type of victimization or the needs for specific crime problem. In December of 2015, as a result of the changing landscape of technology and the role of social media, OCJP employed a new method to identify the needs of crime victims. Traditionally, offices that serve victims conduct a needs assessment by focusing on the inputs of practitioners. OCJP has broken new ground by going directly to the victim through the use of a survey available via social media and traditional media sources geared to the victim themselves. The survey specifically sought to identify any needs for service expansion and/or outreach to underserved victims as a part of a larger strategic planning process. OCJP received responses from all across the state on a multitude of issues. Victims were able to provide input on unmet needs through pre-populated choices and also had the opportunity to provide unlimited narrative responses.

Lastly, they were given the choice to provide any additional information they felt OCJP should know but was not covered in the survey.

Furthermore, OCJP elicits directly from State departments and agencies involved in the criminal justice system plans that depict their own problems, issues, needs, gaps, and possible program/project responses.

Staff at OCJP frequently attend and the office sometimes co-hosts **training events** that identify problem areas within the system and possible mitigation techniques (programs). These training events may occur in Tennessee but may also be National events as well. It is from these training events that OCJP staff document issues, problems, concerns, gaps in services and community or statewide needs. They also identify the various solutions. Some of the recent training events attended include:

- National Criminal Justice Association Annual Conference
- National Governors Association Public Safety Policy Academy
- National Institute of Justice Public Safety Summit
- End Violence Against Women International (EVAWI) Conference
- California Center of Excellence for Trauma Informed Care
- Family Violence Prevention Services Administrators Conference
- Victims of Crime Administrators (VOCA) Conference and the VOCA Regional Meeting; Roundtable Discussion
- STOP Violence Against Women Administrators Conference
- TN Connecting for Children's Justice Annual Conference
- TN Coalition to End Domestic and Sexual Violence Annual Conference
- TN Domestic Violence Leadership Institute
- TN Sexual Assault Leadership Institute
- 2015 Tennessee Incident Based Reporting System User Group Conference
- Tennessee Narcotics Officers Association
- Tennessee Gang Investigator Association
- Tennessee Drug Task Force Directors Conference

OCJP is tasked with developing certain advisory groups and working directly with them to address topic specific problem areas. The groups below are currently convened and facilitated by OCJP staff. A major part of the law enforcement and prosecution community enjoys organized input through participation in regular quarterly meetings OCJP holds with the **Judicial District Drug and Violent Crime Task Forces**. The Tennessee Bureau of Investigation, the Tennessee District Attorneys General Conference, the State Comptroller of the Treasury office and the Department of Safety and Homeland Security are often represented at these meetings. Quarterly meetings of the **Family Justice Center Advisory Committee** are held and attended by OCJP. OCJP convenes bi-annual meetings with the **Family Violence Advisory Committee**, made up of practitioners and State level leaders. OCJP also convenes, at least annually, the **Sexual Assault Advisory Committee**, made up of state and local professionals working in the area of services for victims of sexual assault.

All of the above groups focus on problems, issues and concerns related to system improvement, such as how these agencies can work together through information sharing, improved communication, and evaluation efforts. These meetings provide a formal source of detailed input on the problems facing the justice system and possible future directions. OCJP grants managers are accountable for recording the data and their observations, and for quarterly meetings to compare notes and draw conclusions about trends among their grant sub-recipients.

Federal Participation in Strategy Development

Federal participation in state and local law enforcement no longer means merely supplying money and the policy attached to it. Federal participants have become significant suppliers of expertise to state and local governments. OCJP considers it both desirable and important for all concerned to have federal participation in the strategy development process through the input of U.S. Attorneys or their Law Enforcement Coordinators. OCJP supervisors and staff coordinate with the **U.S. Attorneys** for the western, middle, and eastern districts of Tennessee, especially as the strategy is being developed. The **National Criminal Justice Association** has also been instrumental in the facilitation of strategic planning at OCJP. The **National Governors Association** assisted the Governor's Subcabinet planning group in identifying priorities and in developing stakeholder groups to guide the Governor's Public Safety Plan.

Chapter 4: Data and Data Analysis

In this chapter, the Office of Criminal Justice Programs (OCJP) provides a synopsis of the pertinent crime data and criminal justice system issues facing Tennessee. Most references are to the most recent information available from the Tennessee Incident-Based Reporting System (TIBRS) and OCJP's own environmental monitoring.

As has been the policy at OCJP, care is taken *not* to allow macro-level data to drive the planning process *exclusively*; instead we “filter” the statewide incidence data through the experiences of our practitioner-partners, who contend with crime and disorder and the aftermath it leaves behind on a daily basis. Our strategy-development process uses that filtering to “feed” the problem identification stages of our planning. Therefore, this analysis includes observations made by local practitioners concerning the problems they face in their communities.

The scope of problems associated with drugs, violent crime, delinquency, and recidivism and our system's need for improvements, has not changed much since OCJP's last multi-year Statewide Strategy update. The state's major issues continue to be domestic violence, drug trafficking, gang activity, sexual assault and other such crimes, court backlogs, victim services and victim's rights protection, recidivism and the need for criminal justice system automation and integration. Progress has been made, however, there is more to be done. However, the changes that have occurred are related to Methamphetamine, heroine and prescription drug abuse and the gang activity that surrounds it; the continued plague of domestic violence and sexual assault that creates havoc on our families and our society; an increased recognition of the magnitude and severity of human trafficking within our borders and our vulnerable juvenile population, whose repeat history of trauma and victimization make them prime targets for exploitation. The magnitude of the prescription drug problem in this State is illustrated by the people it is affecting. It's impact transcends all socioeconomic classes. The methamphetamine epidemic has left the State with challenges to the economy as well as the ecology of the State.

The current data demonstrates some significant decreases in crime in Tennessee, but our crime problems still place the state solidly among states in the highest tier of overall violent crime through 2014. Additionally, a disproportionate amount of violent crime is attributed to domestic violence. Tennessee had increased its focus on domestic violence, through the Governor's Public Safety Plan and its initiatives and the work of OCJP. However, there is more to be done.

The data on violent and drug-related crime suggest the following areas of concern in Tennessee. They correspond with the national strategy's priorities. Community responses to these trends are exasperated by budgets which have failed to rebound after reductions during the economic downturn of several years ago. Trends in recent years include:

- 1) Increased use of prescription pain medication and influx of heroin and methamphetamine both locally produced and trafficked by Mexican cartels.

- 2) Over 50% of all Crimes Against the Person are domestic violence related (**TBI Crime in Tennessee 2014**).
- 3) Tennessee remains in the top ten (10) states for rates at which men murder women. The homicide rate among females murdered by males in Tennessee was 1.65 per 100,000 in 2013 (**When Men Murder Women 2015**).
- 4) Sexual assault and other cases involving forensics testing have overwhelmed our State and Local laboratories.
- 5) Both urban and local law enforcement agencies have seen an upswing in gang related criminal activity.
- 6) Human trafficking, taking the form of sex trafficking of minors, is coming to the attention of law enforcement with 76 of Tennessee's 95 counties reporting incidents of sex trafficking (**TBI The Geography of Trafficking in Tennessee 2013**)

Nature and Extent of Violence and Drug Crime in Tennessee

National Incident-Based Reporting System (NIBRS)

The Tennessee Incident Based Reporting System's data submissions address crime incidents and all the elements associated with them. An incident is defined for TIBRS reporting purposes as one or more offenses committed by the same offender, or group of offenders acting together at the same time and place. Agencies submitting TIBRS information cover 100 percent of the state's population.

The criminal history repository and all associated hot files have been completed, providing a vast improvement in criminal history access, not only in terms of speed but also in terms of productivity. TBI data entry users are far more productive with the use of the new system, which translates to faster arrest information automation and accessibility.

Approximately ninety-six percent (96%) of fingerprint submissions are electronic, and the arrest information submitted from Livescan devices is searched through the TBI's Automated Fingerprint Identification System (AFIS). TBI receives approximately 30,000 criminal fingerprint submissions per month. A response message is sent back to the agency (Hit, No-Hit, Possible Hit-Wait for manual review, or reject). Then the information is submitted electronically to the national fingerprint and criminal history system, the Integrated Automated Fingerprint Identification System (IAFIS). The information is also sent to the Tennessee Criminal History Repository and automatically added to the system. This process is completed in less than 15 minutes including time for data transmission. Reject messages are received in approximately 2 minutes or less and the poor quality fingerprint and/or data error are identified. This allows editing and reprinting of incorrect data while the offender is still in custody.

The Tennessee Incident-Based Reporting System (TIBRS) was certified by the Federal Bureau of Justice Statistics in 1998. Tennessee remains one of only a handful of states reporting 100% of its crime statistics to NIBRS. According to a January

2016 press release by Governor Haslam, the latest data from the Tennessee Bureau of Investigation, the overall crime rate has decreased 14.8 percent since 2010.

Analysis of data reported by Tennessee into the NIBRS system reveals a downward trend in total Group A Offenses, but the specific data related to crime types tells a different story. A five year snapshot in the table below indicates the following trends:

- **Overall Crime Rate:** According to Governor Haslam’s January 2016 Press Release, based on the latest data from Tennessee Bureau of Investigation, the overall crime rate has decreased 14.8 percent since 2010.
- **Murder:** The incidence of murder shows peaks and valleys over the past five years however the most current data shows a 4% increase from the 2010 figures.
- **Forcible Rape:** The data reveal that a steady decline with a forcible rape down 11% since 2010.
- **Robbery:** The number of robberies has steadily declined since 2010 with a 13% decrease over the past five years.
- **Aggravated Assault:** The data shows that over the past five years the incidence of aggravated assault has increased by 6%.
- **Weapons violations:** The number of weapons violations has also seen a steady five year increase since 2010. The total incidence of this crime increased by 30% during this five year period.
- **Drug Violations:** Drug violations show an overall increase of 6% over the five year period.

Figure 3: TIBRS Crime In Tennessee Offense Data 2010-2014

Crime Type	2010	2011	2012	2013	2014
Murder	360	375	390	333	375
Domestic Violence Murder*	92	96	80	86	83
Forcible Rape	2,124	2,029	1,943	1,787	1,885
Robbery	8,406	8,130	8,135	7,363	7,316
Aggravated Assault	28,134	28,654	30,818	28,718	29,791
Domestic Violence Aggravated Assault*	10,576	10,797	11,802	11,168	11,222
Simple Assault	96,752	94,697	92,077	86,202	84,026
Domestic Violence Simple Assault*	59,495	59,079	56,043	53,025	52,025
Stalking	1,548	1,546	1,631	1,570	1,521
Weapons Violations	5,689	5,922	6,333	8,303	8,161
Drug Violations	44,027	44,915	40,727	48,977	46,988
Total Group A Offenses	582,134	576,844	566,601	542,184	534,094

*A subset of the overall offense category.

Domestic Violence and Sexual Assault Victimization Data

While the number of drug and violent crime offenses has decreased since 2010, the amount of crime classified as domestic violence remains a significant percentage of overall crime in the state. Since 2010, the number of murders which were reported to involve domestic violence increased by 10%. In 2014, 38% of the aggravated assaults and more than 51% of the simple assaults were classified as domestic violence. In this same year, there were 375 murders in the state of Tennessee and approximately 23% of these murders were attributed to domestic violence. Tennessee has consistently been in the top ten States for women killed by men.

A 2013 report by the Tennessee Economic Council on Women found that, in 2012, domestic violence, human sex trafficking, and sexual assault cost Tennessee at least \$886,171,950. The majority of this expense was manifest in tax dollars and health care payments, but charity, lost wages, workplace expenses and inefficiency played significant roles as well. Additionally, while the Economic Council cannot provide an exact estimate, it appears that domestic and sexual violence committed against women likely influenced the needs of the children who received a majority of the Department of Children's Services 2012 operational spending, which, itself, totaled approximately \$527.6 million. (Tennessee Economic Council on Women, *The Economic Impact of Violence Against Women in Tennessee*)

Although forcible rapes decreased 11% over this 5 year span, it is common knowledge that sexual crimes are far under reported. This is particularly true for victims aged 18-24. Improvements in criminal forensic technologies, and the training given law enforcement in the collection of evidence for forensic testing have greatly increased the burden on crime laboratories across the state. State, regional and local forensic laboratories have been inundated with evidence for testing and the most involved of all testing is DNA. Failure to submit DNA evidence for testing has been an issue across the country. In addition to labs being overburdened with submission for testing, the state also lacks uniform protocols for the testing of rape kits. While we have the protocols for collection of this evidence, we lack a formalized process for storing and submission for testing. In FY 2015, the General Assembly passed TCA 39-13-520, requiring the Domestic Violence State Coordinating Council to create and distribute a model policy for the handling, maintenance, and testing of sexual assault evidence kits and hold kits by January 1, 2016. All Law Enforcement Agencies will adopt a policy by July 1, 2016. There is more work to be done to expand the number of certified SANE nurses who collect the evidence and recognize the importance of this this certification on a State level professionally and within our medical facilities. Sexual Assault Response Teams (SARTs) provide a coordinated community response to this crime bringing together law enforcement, prosecution, victim services, and forensic nurses all to address the issue locally. Many local communities lack many of these components (limited or no sexual assault victim service provider and no SANE nurses to conduct the exams).

Gang Activity

Gang-related crimes statewide rose by nearly 25 percent in 2011, according to the Tennessee Bureau of Investigation. They have more than doubled since 2005; the first year gang crimes saw a significant spike. The crime that gangs bring with them is the so-called victimless crimes of drugs and prostitution, the high profit, low chance of detection. However, a natural byproduct of this activity is competition which leads to increased violent crime. Between 2010 and 2014 the number of reported aggravated assaults rose by 6%. The number of homicides also increased during this period. (TBI TNCrimeOnline)

While Tennessee has made great strides in the reporting of gang information over the past ten years, historical data is difficult to come by and jurisdictions (agencies) are just now starting to share their gang data both through formal means (TBI gang database) and through informal means such as networking and the creation of gangs task forces.

While larger cities in the state have been dealing with illegal gang activities for years, only recently (since 2005) have gangs been reported more and more in the rural areas of the state. Rural towns and communities are an attractive to gangs both because they are fertile ground for criminal enterprise and because law enforcement in these areas are ill-equipped to handle this new problem.

“In Tennessee, gang incidents across the state rose about 110 percent from 2005 through 2011, according to the TBI. But remove larger cities like Nashville and Memphis - areas often far more associated with gang violence - and the picture is far more troubling. From 2005 to 2011, cities with less than 50,000 residents saw gang crimes rise 232 percent.” (Tennessean)

The FBI's annual National Gang Threat Assessment in 2011 was blunt in its appraisal of gangs' interest in these untapped areas. "Gang members are migrating from urban areas to suburban and rural communities to recruit new members, expand their drug distribution territories, form new alliances and collaborate with rival gangs and criminal organizations for profit and influence," the report said.

Drug manufacturing, Drug Trafficking and Drug Diversion Issues

While overall drug crime has shown both increases and decreases over the last five years the magnitude of the drug problem has increased. The manufacturing of Methamphetamine while decreasing as evidenced by a reduction in meth lab seizures of 41.25% from 2014 when compared with 2013, methamphetamine continues to be an enormous public safety issue for this State (TMPTF 2014 Annual Report). Further, prescription drugs have become as large a problem in that they touch all persons in our society. Given the high cost of prescription drugs on the street, Tennessee has seen an influx of “more affordable” heroine filling the gap. The diversion of prescription drugs from lawful delivery to persons in need to be used in criminal enterprise has presented a new problem in the investigation and prosecution of these diversion cases. Finally, Tennessee appears to be a major pass-through state for drugs to be transported north and

south as well as east and west. The interstate system allows drugs to be transported with relative ease from western states to the east coast and from the southern states to the north.

Drug Manufacturing: Methamphetamine production, distribution, and abuse frequently are associated with violent crime in Tennessee. Street gangs commonly distribute methamphetamine, among other drugs, and also have committed crimes such as assault and black market weapons distribution. Furthermore, Tennessee has seen an influx of Methamphetamine from the Mexican Drug Trafficking Organizations. Chronic methamphetamine abusers often display paranoia, experience hallucinations or mood disturbances, and are prone to violence.

According to the Tennessee Methamphetamine and Pharmaceutical Task Force 2014 Annual report, here are many factors impacting the reduction of local Methamphetamine labs;

- The “I Hate Meth Act” went into effect in 2012. Meth lab seizures have decreased by 45.33% since then. The “I Hate Meth Act” further controlled pseudoephedrine/ephedrine (PSE) sales in Tennessee by requiring all pharmacies in the state that sell PSE over the counter (OTC) to check a real time tracking database before the sale, and then to report the result of the purchase attempt.
- In addition to important legislative action, another factor having substantial impact on the decline of methamphetamine labs was aggressive and focused investigation and prosecution efforts during 2013 and 2014.
- The most significant factor affecting the current decrease is the Mexican Drug Trafficking Organizations (MDTO). There are many factors that play a part in the decrease of meth lab seizures, but MDTOs have increased the availability of their product and decreased the price by as much as 75%. This makes it more expensive to make meth in Tennessee than it is to purchase it in many instances.
- Finally, declining sales of pseudoephedrine/ephedrine (PSE) has also been touted as a reason for the decline on labs. But the declining PSE sales may do a better job of showing how much smurfing, i.e. purchasing of PSE for meth manufacturing, was going on in the state.

Drug Trafficking: The illegal drug market attracts the most ruthless, sophisticated, and aggressive drug traffickers. Law enforcement agencies are tasked with locating and arresting these individuals who bring cocaine, heroin, marijuana, MDMA, and methamphetamine to our neighborhoods and doorsteps. Diverse groups traffic and distribute these drugs across the Southwest Border and distribute them throughout the United States since the 1970s. In addition to distributing cocaine and methamphetamine in the West and Midwest, these Mexico-based groups now are attempting to expand the distribution of those drugs into eastern U.S. markets. Tennessee’s extensive highway and interstate systems make this trafficking easier. Additionally, the Drug Enforcement Administration has identified criminal groups based in Southeast smuggle heroin into the United States. Using New York City as a

major distribution hub, these criminal groups move heroin up and down the eastern seaboard and into the Midwest.

Prescription Drug Abuse and Diversion: According to TBI's 2015 Anti-Heroin Task Force Application, in 2014 Tennessee's historical problem with prescription drugs brought us to number one (1) in the nation for oxymorphone, number 4 for hydrocodone opioids (especially after the tamper resistant oxycontin was introduced), and number 8 for oxycodone. These ranking numbers for prescription opioids are comparing Tennessee with states like Florida, California, and Texas, all of whom have a much larger population and in the case of Florida an older population. There has been a 352% increase in heroin arrests in Tennessee from 2009 to 2014 and, as in other areas of the country, drug overdose/poisoning deaths in Tennessee outnumber homicides, suicides, gunshot wound deaths, or motor vehicle crash deaths. Heroin has become an identified symptom of the most widespread drug problem affecting the citizens of Tennessee, the unlawful distribution and diversion of prescription opioids.

In Tennessee, the unlawful distribution and diversion of prescription opioids has been identified by law enforcement, drug coalitions, and health professionals as the "foremost" drug problem in almost every jurisdiction across the state. Resources of law enforcement agencies are at an all-time low because those resources have not been able to keep up with the demand of fighting so many drug problems on so many different fronts.

- Opioid related overdose deaths have soared with a 220% increase since 1999 with 1,164 overdose deaths in 2014.
- Heroin arrests rose 29% in 2014 when 845 arrests were reported; up from 655 in 2013 and 495 in 2012. This is an increase of 70.90% in two years.
- Instances of babies being born with Neonatal Abstinence Condition (NAS) continues to rise. Fifty hospitals reported 855 cases of NAS in 2013. Forty-nine hospitals reported 973 cases of NAS in 2014.
- Admission into treatment facilities for opioid related addictions also is on the increase. The 6,323 admissions for opioids in 2014 were up 61.3% from 3,912 admissions in 2013.

Victimization Data: When looking at the data from the victim service agencies funded by OCJP in state fiscal year 2015, it provides a snap shot of the types of victimization and the services sought by victims. The State and Federally funded domestic violence shelters served almost twenty-four thousand (24,000) victims for a total of almost ninety-five thousand (95,000) bed nights; the average stay in the shelter was approximately 24 days. The 11 funded Child Advocacy Centers worked with over 1,500 children impacted by their parents' drug use and abuse. The 13 funded SASP programs provided services to over 600 victims and close to 100 of those impacted by this crime.

The VOCA funded programs worked with the following number of victims in each crime category:

- Over 2,000 victims of child physical abuse
- Over 5,000 victims of child sexual abuse
- Over 13,000 victims of domestic violence
- Over 1,500 victims of adult sexual assault
- Over 1,300 victims of robbery

There are many other crime victims that received services as well; 939 victims of assault, 398 victims of elder abuse, 363 victims of homicide, 255 victims of drunk driving, and 197 adults who were sexually assaulted as children.

For the first time in recent history the OCJP conducted multiple statewide surveys to identify crime victim needs. The first survey was distributed to all of the OCJP funded domestic violence shelter programs throughout the state. This survey provided valuable information regarding the needs of domestic violence victims. Additionally, the National Network to End Domestic Violence conducts an annual census, “Domestic Violence Counts”.

http://nnedv.org/downloads/Census/DVCounts2014/2014_StateSummaries_FINAL.pdf

According to the latest report, in one day in Tennessee there were 81 unmet requests for services. Of those 81 unmet requests, the most frequently-needed service was housing, followed by legal representation. This information was in alignment with the information secured through the OCJP statewide survey. The OCJP also conducted meetings with local stakeholders. The stakeholders identified transitional housing and legal services as the two primary needs.

The second survey the OCJP administered was to gather information regarding all crime victim types. This survey, in conjunction with the local stakeholder meeting, identified the need to prioritize services for victims of human trafficking, elder abuse, family/friends of homicide victims, and underserved populations such as those victims living in extreme rural areas suffering great poverty and isolation, immigrants, members of the LGBTQ community, those who are disabled, and those suffering from mental illness and/or substance abuse.

Chapter 5: Resource Needs and Gaps

Our analysis of the data presented in Chapter 4 has led Tennessee’s Office of Criminal Justice Programs to persist in its attack on major problems facing Tennessee’s criminal justice system. Even though the index crimes against people in Tennessee have remained relatively stable or even on the decline in recent years, we continue to face challenges based on the significant issue of domestic violence and the impact it has on our families and our communities and the prescription drug and heroin epidemic spurred on by violent drug trafficking organizations (DTOs). Even our successes in dealing with drugs and drug-related crime create challenges by threatening to overwhelm our courts and prisons. Tennessee’s Statewide Strategy “holds the line” on our strategic priorities because five years ago we set in motion a strategy to address these issues at their sources. Community-based approaches and education are reducing demand. Court diversion and correctional treatment are helping the courts to cope. OCJP maintains rigorous multi-jurisdictional enforcement and prosecution efforts to disrupt the drug market. Sustaining community-based victim service provisions to assist those victimized by these crimes so that they can reclaim their lives and move beyond the trauma that is left in the wake of the violence.

Tennessee’s Areas of Greatest Need

For this planning period Tennessee OCJP relied less on the Uniform Crime Reports available from the FBI, and more on the Tennessee Bureau of Investigation’s TIBRS database. OCJP extends the research beyond tracking statewide crime and corrections data, to identify specific communities with higher crime rates and track the variables associated with changes in patterns of criminal behavior; such as population growth, population growth among non-English-speakers, unemployment rates and grant funded program spending. Additionally, staff has been meeting with stakeholders both formally and informally to discuss the areas of greatest need. Although the economy is showing signs of rebounding and strengthening over the last several years, many governmental budgets have failed to rebound and their programs and projects continue to function on austerity budgets. This is true for the non-profit agencies as well; many are still recovering from the last five years and have continued to work with lean revenues while expenses have risen.

Although the national and Tennessee’s own unemployment rate has shown dramatic deductions since 2010, finding gainful employment at a living wage continues to be an issue for the offender population. Much of Tennessee’s funding of the criminal justice system comes from offender-based fines and fees. Although Tennessee has seen offender based revenues rebound over the past five years, the amount of funding does not match the need for programming and is not a viable option for fully funding the spectrum of needs within the criminal justice system.

The data suggests the following eight areas of need:

- System weaknesses tied to domestic violence and sexual assault
- Gang intelligence and a coordinated approach to apprehension and prosecution of drug offenses and violent crimes

- Data-driven, location-based strategies to crime reduction
- Meeting basic infrastructure issues such as law enforcement equipment, domestic violence shelter enhancements and criminal justice and victim service practitioners' training
- Community-based crime prevention & education activities
- Case backlog and programs designed to minimize time and maximize effectiveness of court
- Improve criminal justice information sharing and integrated systems
- Expansion of victim services, especially to areas without services or with limited services

System weaknesses tied to domestic violence: In Tennessee, the community is more aware of violence against women, and the number of victim service agencies has grown. Greater attention to enforcement creates greater demand on the courts. Still, inadequate law enforcement responses, prosecution, and court-imposed consequences on domestic violence offenders continue to pose problems for victims of domestic violence in Tennessee. Domestic violence training is still not provided often enough for police, judges and prosecutors; OCJP will continue to work to fulfill this training need across Tennessee. While special police DV and prosecution units are being developed, their numbers remain small statewide. Most judicial districts in Tennessee provide only one victim witness coordinator. These victim witness coordinators (VWC) serve victims of all violent crime, not just domestic and sexual assault victims. In rural areas, this means that the one advocate may have to serve more than one site, and be physically present only on certain days of the week. Studies have shown that VWC assist the effectiveness of prosecution by enhancing the participation of victims and witnesses in the legal process. General court advocacy in the legal system is stretched thin. This continuously is identified as an ongoing need of the system.

Cases are often lost when law enforcement and prosecutors attempt to use the victim's testimony as the only evidence when the case comes to court. This traditional method often fails to secure a conviction and the victim is right back where they started. Victims of domestic violence have few options to extricate themselves from dangerous relationships. This is especially true in rural areas of the state due to fewer resources and increased impediments to accessing those resources. Law enforcement and prosecution must explore alternatives to gathering additional evidence to be used should the victim decide not to prosecute. Additionally, more services need to be made available to victims of domestic violence in the areas they live and work. Civil legal services to assist with divorces and child custody issues and transitional and affordable housing continue to some of the biggest needs identified by these victims.

The trend continues but efforts are being made to reverse the cycle by offering victims a clearer path and more options to escape their batterer. Enhanced penalties for second and third offense domestic violence have been passed through legislation in hopes to reduce recidivism among these offenders. As a result of the work of the Governor's Task Force on Sentencing and Recidivism, additional legislation has been introduced allowing victims to seek emergency orders of protection twenty four hours per day, seven days per

week by a judicial officer. An in-person hearing would be required 14-30 days following the issuance of the order. Furthermore, in instances where an officer makes an arrest and have probable cause that deadly force was used, the Task Force recommended the law enforcement officer should have the authority to seek a protective order, with an in-person hearing required within 48-72 hours from its issuance (Action Step 22, Governor's Public Safety Plan 2016).

One of the Governor's original action steps which support the recommendations made in 2006 and 2013 by the Tennessee Economic Council on Women was to increase the number of Family Justice Centers (FJCs) in the state. (Tennessee Economic Council on Women, *The Economic Impact of Violence Against Women in Tennessee*) To date, Knoxville, Memphis, Nashville, Cookeville, Chattanooga and Jackson have fully operating (FJCs). With grant funding through OCJP, Johnson City began planning for Family Justice Centers in FY 2015. The FJC model, as a multidisciplinary team approach to a coordinated community response addressing domestic violence will continue to be priority. Not only did all these sites receive additional training and assistance bringing the FJC model to their communities, but they also receive training on how to conduct safety assessments and implement identified changes within their communities.

In the 2014-2016 STOP Implementation plan, Tennessee identified the need to promote statewide efforts to address domestic violence homicides. National data suggests that those that are murdered by an intimate partner often did not engage in services from a victim service provider. Efforts are underway to address this in Tennessee. Tennessee passed enabling legislation in 2000 for the creation of Domestic Violence Fatality Review Teams (TCA 36-3-624). The law gave each county in the State the authority to develop these teams for the purpose of: assisting local agencies in identifying and reviewing domestic violence/abuse deaths, developing guidelines and protocols for DV death cases, and facilitating communication among various agencies involved in domestic abuse cases. The law also gave substantial confidentiality protection for the review process. The DV fatality review process will give victims and survivors a voice within the criminal justice system and give stakeholders a more in-depth understanding of the gaps related to domestic violence deaths. Additionally, the final DV Fatality Review Report would detail the specific factors surrounding the death of the DV victim. The report would also recognize the gaps in services surrounding the victim's death. Finally, the report would provide closure for survivors and serve as means to predict risk factors of future domestic violence deaths; thus enabling victim service providers to more effectively respond to domestic violence victims. This is an under-utilized resource in Tennessee and provides an opportunity for expansion of the two functioning teams in Nashville and Memphis to expand to other local communities.

System Weaknesses in Sexual Assault Responses: Successful prosecution of these cases requires evidence collection protocols. Although the Tennessee Model Law Enforcement Policy on Sexually Oriented Crimes was completed in December of 2015 and all law enforcement agencies must adopt their own policies and procedures by July 1, 2016; this is just the beginning of more effective collection, storing and submittal of sexual assault evidence kits. Training will be needed on the proper investigation and report writing as

well as collaboration with victim advocates, healthcare professionals and victim service agencies in general. There are not enough certified SANE nurses to conduct the forensic examinations and the healthcare profession has yet to embrace this certification. Very few communities have developed their own coordinated community response to sexually oriented crimes. Finally, with only three rape crisis centers in Tennessee, and 12 dual domestic violence and sexual assault victim service agencies, there are many areas across the state that lack services for adult victims. Finally, as in other states, Tennessee has recognized the need for increased education, prevention, victim response and victim services to address these crimes on our college campuses.

System Weaknesses in Gang Intelligence: One weakness identified early on was the gap in intelligence related to known gang members. These gang members cross jurisdictional and geographical boundaries and the technology to track these members was missing. As a result, a partnership was developed between the Tennessee Department of Correction and the Tennessee Bureau of Investigation to enhance the tracking of known gang members across the state via the creation of a Tennessee gang database that local law enforcement agencies can access. In FY 2015 additional enhancements to the system were made with JAG funds. OCJP will continue to work with our state partners on increasing the capacity of this system. OCJP will work with local agencies in creating task forces which will utilize the TBI database and feed information into the same. More also needs to be done to work closely with multiple jurisdictions in a given area to allow them to share very specific pieces of intelligence among each other. This will be done by empowering these local agencies to convene task force meetings and collaborate in joint enforcement events. Other capacity issues include training of prison and jail staff as well as staff from community corrections on identification of gang members and use of the system.

Coordinated approach to apprehension and prosecution of drug offenses & violent crimes: 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 offices into an effective whole. There is also a need for specialized skills and expertise in rural settings where criminal enterprise takes place without regard to the size or experience of the office. Undercover work is 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 the traditional law enforcement organization and the need for responding to these new demands.

Tennessee continues to require the prosecutor-led multi-jurisdictional task forces. There is still a gap in the capacity of prosecutors in this non-traditional role. Ensuring successful prosecution of these cases in state and federal courts discourages expansion of this type of criminal enterprise.

Enforcement of drug and violent crime in this quickly changing world of criminal activity requires law enforcement and prosecutors to take full advantage of the technology and

training available to them. Rapidly changing conditions, turnover of staff and the continuous need to update training curricula and materials illustrate other gaps to be filled.

Data-driven, location-based strategies to crime reduction: While crime rates across the state are declining there are pockets of high crime areas within many of the urban and suburban areas of the state. These high crime neighborhoods generate an inordinate amount of crime. In addition, the traditional methods of dealing with this crime are not working. There are many reasons for this. Those with adequate crime mapping often take the wrong approach to solving the problem. Evidence-based practices are increasing across the State but often are under-utilized or improperly employed even within the larger agencies. Finally, approaches that are developed by a single agency within a vacuum are more times than not unsuccessful. This is the traditional criminal justice approach to problem solving. Strategies that employ the following proven techniques are unknown to all but a select few in Tennessee and the need for education is crucial. Strategies for crime reduction:

- Crime mapping techniques to identify location specific high crime areas
- Multiple data sources to develop intervention strategies (data-driven approaches)
- Solicit community stakeholder responses to develop intervention strategies
- Solicit multiple practitioner input to develop intervention strategies
- Employ evidence-based or evidence informed strategies
- Develop target performance measures
- Employ the use of a researcher/evaluator

For several years now the Office of Criminal Justice Programs has been working with criminal justice agencies throughout the State to promote evidence-based programs/strategies. However, the expansion of those programs has been slower than expected. Many agencies still use anecdotal information to drive their projects, believing that their knowledge of the system and their sixth sense is a better determiner of the direction the effort should take. Data necessary to support strategies is often times difficult to collect so agencies opt for the data easiest to collect, not the most pertinent to support programs. OCJP continues to work with agencies through training and technical assistance as well as through funding of pilot programs that support the effort to promote evidence-based programming in prevention, enforcement, courts and corrections.

System Weaknesses tied to Court Services: As with other States Tennessee's court system is burdened by overflowing dockets of repeat offenders. Furthermore, many courts and prosecution teams do not have real time data regarding the defendant criminal histories. This makes it more difficult to pursue the right level of accountability for these defendants. These cases take time away from judges, prosecutors and defense attorneys forcing the system to make decisions based on system caseload rather than individual justice. Systems become bogged down because repeat offenders continue to cycle into the system without the root causes for their criminality being met. Many of these defendants could be diverted from the system permanently if they were appropriately assessed on the front end and afforded the appropriate treatment plan.

Another impediment to more efficient court processes is the transporting of pretrial defendants to and from the jail. Time is spent waiting for these defendants to come to court. Two ways to deal with this issue are to offer a pretrial release alternative to bail and to allow for video arraignment of defendants being held in custody of the jail or prison.

Another issue facing Tennessee is timely case disposition information. Approximately 53% of Tennessee records have final dispositions/case outcomes linked to arrests. An ongoing project exists to automate the disposition process. The TBI has worked individually with the four largest counties within the State to obtain dispositions electronically and with the Administrative Office of the Courts to receive electronic dispositions from the remaining counties. Currently, 31 of the 95 counties are participating. As a result of this process, a tremendous improvement in the timely completeness of the record has been noted. Until all counties can participate in the automated process, they continue to submit the R-84 disposition form to the TBI through the mail. Following receipt, the R-84 disposition form gets manually entered into the system.

Improve criminal justice information sharing and integrated systems: Like many states Tennessee has struggled with consolidated, coordinated statewide programs to collect, manage and disseminate information relating to crime, criminals and criminal activity. Previously a lack of accurate, reliable criminal history information that can be shared expeditiously among a variety of stakeholders in the criminal justice community has been a significant obstacle to the effective apprehension and prosecution of offenders. Advancements in this area, primarily over the past five years, has put much of this information in the hands of law enforcement however the prosecution and the courts continue to lag behind. The primary needs in this area are the coordination and continued enhancement of our statewide criminal history records system. We need to implement the improvement plan and to maintain the momentum we have already begun. Another of Tennessee's greatest needs is in the area of automation for the court record system. New equipment and increases in personnel are essential for dealing with overcrowded courts in an efficient and effective manner.

OCJP has assisted the Administrative Office of the Courts (AOC) in implementation of an Automated Case Judgment System. The long-range goal of the system is to create a paperless system that shares information between the Courts, Tennessee Department of Correction, Tennessee Bureau of Investigation, prosecutors, law enforcement and the TBI's Criminal History File. Integrated Criminal Justice Portal users are able to login once and access the databases; TBI's (Tennessee Wanted Persons, Tennessee Order of Protection, Sex Offender Registry, AES – Arrest Event System), TN Department of Correction (TOMIS - Tennessee Offender Management System), TN Department of Safety (Driving History Records), and TN Department of Revenue (Title and Registration).

The Integrated Criminal Justice Program implemented single sign-on capabilities with Tennessee's Dangerous Drugs Task Force using state funding. This access provides law enforcement only, the ability to login to the Integrated Criminal Justice Portal and be able

to connect to DI3, Tennessee's Dangerous Drugs Task Force database. Expansion of this single sign-on capabilities is needed to further its benefits.

Meeting basic infrastructure issues such as law enforcement equipment, domestic violence shelter enhancements and criminal justice and victim service practitioners' training: Although the economy has rebounded and strengthened over the last several years, many governmental budgets have failed to rebound and their programs and projects continue to function on austerity budgets. This is true for the non-profit agencies (such as domestic violence shelters) as well, many are still recovering from the last five years and have continued to work with lean revenues while expenses have risen. The budget reductions as a result of the economic downturn of 2008 resulted in overall staffing decreases, an inability to frequently update equipment and a reduction in training, especially training which included travel. For smaller law enforcement agencies and those in more rural areas, it is difficult for their small budgets to keep up with the technological advancements of the field and as a result they struggle with replacing essential equipment; and advancing their current technology is prohibitive. These agencies are forced to continue to use equipment that is outdated and that in some cases fails to be operable with newer systems purchased by other agencies. Therefore funding must be targeted and decisions based on crime rate, equipment operability and the availability of other local, state or federal funding. Similar to the situation of smaller law enforcement agencies, non-profits, especially those in less populous areas of the state and those with higher than average unemployment rates, have struggled to keep pace with technology advancements that would enhance their ability to do their work more effectively and efficiently. These agencies provide the wrap around support to the criminal justice system and fill a much needed service gap for both victims of crime and offenders seeking to rehabilitate.

Law enforcement, courts and corrections agencies as well as ancillary non-profit groups have needs for training in a variety of criminal justice topics. Additionally, issues not previously given much attention (domestic violence, sexual assault and elder abuse) and new issues (prescription drug abuse/ diversion, heroin, the increase of gang related criminal activity, and human trafficking) have created new needs relative to training. Unfortunately training is what makes the criminal justice practitioners more professional and use tax payer dollars wisely. The training offered makes practitioners in prevention, law enforcement, courts, corrections, and victim services more efficient and effective. Efforts to continue and expand training for criminal justice personnel are being made at OCJP.

Community-based crime prevention & education activities: Traditionally, Tennessee has been unable to invest much in prevention programs and many federal funding streams are not supportive of prevention efforts. A lack of public awareness as to the dangers of methamphetamine and prescription drugs continues to be an issue in this State. It is difficult to combat the use of prescription pain medication, heroin and methamphetamine. The addictive nature of the drugs, the ease in obtaining prescriptions, and the low cost of heroin and Mexican methamphetamine and the simplicity of producing methamphetamine are all factors that contribute to the widespread drug problem in Tennessee. In 2012, prescription opioids surpassed alcohol as the primary substance of

abuse in the state. Traditional methods of enforcement and treatment alone have had little effect on mitigating this problem. Therefore a combination of public awareness, enforcement and treatment methodologies is necessary. Efforts to educate the public as well as medical practitioners have taken on increased meaning. Educating treatment providers (facilitated by the Tennessee Department of Mental Health and Substance Abuse Services) and law enforcement officers/agents continues to be a part of the education strategy as well. Furthermore, the Tennessee Department of Health has been working to better educate prescribers and medical practitioners on addiction and the use of the prescription monitoring program. School-based programs can also offer children a safe and supportive environment that encourages them to reject illegal substances and to learn healthy relationship dynamics.

In the area of sexual abuse and human trafficking, Tennessee's identification of these cases is sporadic at best. While our laws and policies receive national attention for being model policies, continued training is needed to insure proper identification and prosecution of these cases. Therefore increased efforts are needed to inform the public of how to identify child sexual abuse; to define sexual assault, especially for the high school and college population; and identify human trafficking and the steps to be taken in reporting it. Recent projects include implementing the Stewards of Children training for the public to better understand child sex abuse and human trafficking. This training provides the general public information on how to identify possible victims and resources to assist them. The Tennessee Bureau of Information has implemented training for law enforcement and allied professionals on human trafficking that has been recognized nationally. Steps have been taken to increase awareness of and reporting of sexual assault with young people but more work is needed in this area.

Additional training is needed, especially in regards to the trauma informed care needed for working with victims. The OCJP has worked with the Tennessee Coalition to End Domestic & Sexual Violence to ensure programs are provided the opportunity to learn about the most current methods of providing effective victim services. Acknowledging the layers of trauma many victims have experienced is integral to not only addressing the current victimization, but to provide services that will have a lasting positive impact on the life of the victim.

There is significant research indicating that the brains of children who are exposed to chronic trauma and stress are wired differently than children whose experiences have been more secure. When trauma or neglect happens early in life and is left untreated, the injuries sustained can impact all developmental stages (Kessler, Sonnega, Bromet, Hughes, & Nelson, 1995). These Adverse Childhood Experiences (ACEs) are much more common than recognized, and surveys of the general population suggest that at least half of all adults in the United States have experienced at least one major traumatic stressor. In addition, ACEs have been found to have a powerful correlation to health outcomes later in life. As the number of ACEs increases, so does the risk of an array of social and health problems. Tennessee is one of the leaders in recognizing the importance of this study and exploring options for minimizing ACEs in our children. Ongoing strategic planning from OCJP will attempt to incorporate what has been learned from the ACE study into as many programs as possible.

A continuum of treatment for those incarcerated or under community supervision: Increased law enforcement efforts, better adjudication processes and an increase in drug and violent crime sentences are causing Tennessee's felon population to continue to rise. While crime rates have remained somewhat stagnant the number of felons incarcerated in State facilities and local facilities paid with State dollars has continued to rise. These inmates are eventually returning to the community so the need is even greater to prepare these individuals for release 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 to address the inmate and probationer/parolee needs must be evidence-based or evidence-informed. Programs such as substance abuse treatment, victim-offender reconciliation, vocational rehabilitation, cognitive behavioral therapy and community reentry programs will fill this need.

Missing Collaboration and Program Sustainability: Traditionally, criminal justice agencies, whether they be a large law enforcement agency or a small district attorney's office work in silos to address a problem. The many non-profit agencies that provide services within the criminal justice system work in yet another silo. They identify the issue(s) and feel it is their responsibility to solve the issue or that it is someone else's problem to solve. By doing this they greatly limit their ability to even address the problem let alone resolve it. With resources limited, agencies may simply decide to avoid problem solving at all or continue to use the old methods with a slightly different approach. Additionally, by failing to partner with others who may be able to share resources they are also failing to receive input of new ideas or alternative strategies not previously thought of. There may already be resources in place to address the issues at hand and it would only take diverting some of those resources to the problem in order to mitigate its effects. These resources can come from agencies outside the criminal justice system as well as from within.

Strategies that are only internal tend to have difficulty being sustained once funding is gone. Typically they are implemented with one-time internal fund sources or with time-limited grant funding which goes away over time.

OCJP has been working with agencies as well as cities and counties to provide training, technical assistance and funding to bring partners together to develop multi-pronged, sustainable strategies to combat crime. This will continue to be a focus for this office.

Chapter 6 Tennessee's Priorities and Select Responses

OCJP makes every effort to be a role model and leader in the area of providing a coordinated community response to the issues at hand, whether that's within a local jurisdiction or the State as a whole. This can be seen in OCJP's collaborative efforts with other state agencies, such as through the work of the Governor's Public Safety Plan, to leverage various state and federal fund sources to address the common issues that touch multiple state agencies and departments impacting violent crime in Tennessee. It is evidence in the solicitations OCJP releases which prioritize local collaboration to more effectively address the most pressing problem in the area and provide an increased likelihood the project will be sustained. Furthermore it can be seen in the manner in which OCJP leverages the multitude of state and federal funding through its office, to produce the most effective and beneficial projects, public safety responses and victim services possible given the limited dollars and the restrictions on funding use of those limited dollars.

OCJP's vision of a coordinated response transcends types of agencies and projects, and the limits on the use of funding. OCJP makes every effort to set its priorities and responses while considering the issues from every vantage point. It is not only the public safety needs and the enforcement of the laws, but consideration is given to prevention and how to avoid this issue before it becomes an issue; how to best serve the innocent victims whose lives have been altered in the most effective and compassionate manner and finally, through accountability and programming, how to decrease the risk of the same outcome to other future victims.

Given the limited resources Tennessee has to provide services, OCJP must balance the communities' needs with grant programs of a very limited nature. By continuously assessing Tennessee's funding capacity (such as federal and state grant prospects) OCJP maintains the best possible balance between the community's needs and Tennessee's resources. When OCJP compares state resources with the needs and demands for quality services, there is usually a gap. That analysis helps OCJP make responsible budget decisions and guides decisions regarding priorities and responses. Keeping an inventory of resources also helps us avoid managing for crises by responding in ways consistent with OCJP's strategic direction.

Tennessee's strategic planning is a continuous ongoing process and as such, it allows for emerging issues to become prioritized as needed, while still continuing to address the ongoing needs outlined in this formal plan. Based on the system weaknesses identified in Chapter 5, below are some of the selected priorities that Tennessee will look to implement over the next five years.

Response to Violence in the Home: OCJP takes a multi-pronged approach to assist in the alleviation of this issue and will continue to do so as a part of the five year strategic plan. In addition to the multitude of services offered to victims of crime through the various Victim Services fund sources, OCJP utilizes Justice Assistance Grant (JAG) funds to augment these traditional victim service funds.

Additionally, as a result of the Governors Public Safety initiative OCJP is leading the expansion of Family Justice Centers across the state. The Family Justice Center model has been identified as a best practice in the field of domestic violence intervention and prevention services by

numerous local, state and national organizations including the United States Department of Justice. The documented and published outcomes (See Casey Gwinn, Gael Strack, Hope for Hurting Families: Creating Family Justice Centers Across America, Volcano Press 2006; “The Family Justice Center Collaborative Model,” 27 St. Louis University Public Law Review, 79, 2007, pp. 79-120) in the Family Justice Center model 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;
- Increased efficiency in collaborative services to victims among service providers;
- Increased prosecution of offenders; and
- Dramatically increased community support services to victims and their children.

Using a model of collaboration to provide “wraparound” services from one location, 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.

The OCJP will continue to support the growth of Family Justice Centers through the funding of additional local communities in the start-up of a Family Justice Center as well as through the continued funding of a technical assistance provider to assist local communities in starting Family Justice Centers.

The Governor’s 2016 Public Safety Action Plan identifies additional action steps to be taken to reduce the level of violence in the home. Tennessee seeks to increase awareness of the crime of domestic violence and increase awareness of the services available to those who are impacted by this crime, this is the focus of Action Step 19. Furthermore, Tennessee will be working with the Maryland Network to train law enforcement officers to assess the risk for lethality on site when responding to a domestic violence call and assist the victim in speaking with an advocate at a local domestic violence agency. Many of the first communities to begin implementing the Lethality Assessment are those with family justice centers. OCJP will continue to align its strategic plan with this document and identify additional opportunities to assist communities in implementing measures to increase victim safety.

Historically, STOP law enforcement funding has been used to fund domestic violence (and sexual assault) investigators and this will continue. However those that have been currently funded have been made aware that at the end of their three year funding cycle, OCJP will seek to expand these services in other jurisdictions with the STOP funding to allow for greater impact across jurisdictions and to allow other communities to implement a specialized domestic violence and sexual assault unit. OCJP was also able to expand the number of STOP Domestic Violence (and Sexual Assault) prosecutors funded in the past year by one. This new prosecutor is assigned to working with the soon to open Family Justice Center in Johnson City and will further the collaboration within that system.

The OCJP has been actively addressing issues for a number of years and the current planning period and will leverage state and federal funding to support programs geared toward prevention and enforcement of existing policies and laws, while at the same time supporting programs that increase victim safety and batterer accountability. There will be an increased focus on lethality assessment, fatality review and innovative programming to hold offenders accountable, (such as global positioning systems, batterer intervention programming, and evidence-based prosecution), in future projects.

Responses to Sexual Violence: One of the identified needs in the OCJP STOP Implementation plan was enhanced services for victims of sexual assault. As this continues to be an area of system weakness, OCJP has been working on a number of strategies to address victim needs and the issue of sexual assault as a whole. Tennessee only has three rape crisis centers but has recently expanded from 10 to 12 dual domestic violence and sexual assault programs. Continued efforts to expand sexual assault services in unserved and underserved areas will continue to be a priority.

OCJP has taken steps to address campus sexual violence through the STOP open solicitation last year which lead to the funding of three campus grants and a technical assistance provider to assist these agencies with developing policies and practices and better responding to the victim through appropriate advocacy and intervention. This is a project which will look to be expanded if possible in future years.

Ongoing training and technical assistance is another means of addressing the systemic weaknesses related to sexual assault. A leadership institute was held last year and will be continued on an annual basis focused on this issue for victim service providers. One area of need was in program development to provide ongoing mentoring for trauma informed services and community outreach for dual agencies. With dual programming, it is imperative that the sexual assault responses of the program are not overshadowed by the domestic violence components. OCJP views this as an ongoing area of training and technical assistance for Tennessee.

STOP funding allows for SANE nurse training and SART team implementation and continuation. OCJP will be working with State level and community based partners on how best to address the need for increase SANE training, enhancement of the SANE certification process and the furtherance of SART coordination and collaboration in increased jurisdictions across Tennessee.

Child Advocacy Centers, and their training and technical assistance efforts are supported by OCJP state and federal funds. As a result of the needs identified in strategic planning, and in alignment with the ACEs study mentioned in Chapter five, OCJP will look to sustain and expand therapeutic services through the Child Advocacy Centers across Tennessee.

Legislation has been passed, and the Governor's Public Safety Action Plan has action steps addressing human trafficking. Human trafficking training and research is also supported by this office. Furthermore, the State is looking to develop and validate an assessment tool for juveniles to better identify victims of human trafficking and then increase programming options for them in response to this victimization. This will be an ongoing priority of OCJP.

Multi-jurisdictional Response to Gangs and Drugs: As part of the approach to mitigate the effects of an influx of gangs in Tennessee and to gangs coming up from Atlanta and down from Detroit, OCJP has started and will continue to fund projects which are multi-jurisdictional in nature and which employ data-driven and/or evidence-based approaches. Multi-jurisdictional Gang Task Forces and other data driven approaches have been supported by OCJP. These efforts have aided in the gathering of intelligence on gangs and their individual members across the State and have assisted in solving multiple serious violent crimes and obtain convictions on some high level gang members.

Additionally, OCJP initiates discussions with gang investigators to learn what is working and determine where gaps still exist. Discussions such as these often assist OCJP in determining possible initiatives needed in various jurisdictions to combat the problem and to identify ongoing training needs to give officers the best tools possible to address these crimes.

Multi-Jurisdictional Drug and Violent Crime Task Forces: OCJP will continue to monitor legislation and priorities as it evaluates its commitment to maintaining funding to Tennessee's Multi-Jurisdictional Drug Task Forces and Gang Task Forces. Quality Multi-Jurisdictional Task Forces bolster enforcement efforts at methamphetamine, heroine and prescription drugs and support collaboration by bringing together local resources to attack the problem. Tennessee has seen increased attention paid to Drug Task Forces (DTFs) in the last three legislative session and 2016 looks to continue this trend. The Tennessee District Attorney Generals Conference (TNDAGC) continued its work to train DTFs on best practices and to provide technical assistance. The TNDAGC has worked closely with OCJP since FY2013 to assist DTFs with their projects.

Both OCJP and the TNDAGC have coordinated regional and statewide meetings with DTF Directors and their staff. Both agencies have ensured that topics relating to the Tennessee Comptroller's Audit Reports have been covered at these meetings. These meetings and trainings assist in strategic planning for the DTFs.

A needed resource to combat drug crime is the Authorized Central Storage Container (ACS) program. In July of 2011, OCJP joined TBI and the Methamphetamine Task Force to create the ACS program that reduced the clean-up cost per lab by 80%. The Tennessee program has received national attention. OCJP has funded this needed project since its inception.

OCJP will continue to monitor the 2016 legislative session and will work with the TNDAGC, Tennessee Department of Safety and Homeland Security and Tennessee Bureau of Investigation to determine the state's needs in combatting drug and violent crime issues throughout Tennessee. Funding determinations will be made once all of the data is gathered from these partners.

Data-Driven, Location-Based Strategies to Crime Reduction: Tennessee has been a leader in implementing evidence-based interventions to reduce crime in local communities. 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.

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 three to four approaches: neighborhood revitalization, 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.

Beginning in the 2010 strategic planning cycle, OCJP initiated the Targeted Community Crime Reduction Project (TCCRP), focusing targeted resources on five mid-size Tennessee cities (Clarksville, Cleveland, Columbia, Jackson, and Murfreesboro) with high rates of violent and drug-related crime. By FY 2013, 6 cities were operating TCCRPs including Johnson City, which also expanded the project from focusing on three approaches, to focusing on four approaches, adding neighborhood revitalization. Over the next five years, OCJP will look for other opportunities to apply this approach in neighborhoods in other moderate to large communities.

Equipment Infrastructure Needs: OCJP will continue to develop the state level resources needed to support community based initiatives and decrease crime. OCJP will distribute JAG funds to state agencies to address equipment needs through projects with the Tennessee Law Enforcement agencies, such as Tennessee Bureau of Investigation, the Tennessee Department of Safety and others. Over the next five years, funds will be distributed to address emergent needs that the state has identified to continue to improve the criminal justice system's efforts to reduce the incidence of drug violations and violent crime within the State's boundaries, and whenever possible, OCJP will work with other state leaders to insure the needs identified in the Governor's Public Safety Plan are addressed.

The needs of smaller local jurisdictions will be considered and strategically planned for. There is increased interest in how technology merges with daily operations and some local agencies are looking into technology to scan driver's licenses to identify outstanding warrants or sex offenders; the option of E-citations, E-warrants and E-orders of protection. There are a multitude of issues related to body-worn-cameras and OCJP will continue to participate in the dialogue and explore this as a potential strategic planning issue.

Additionally, OCJP has and will continue to support projects that improve the data collection capacity of law enforcement projects and will work with the Tennessee Bureau of Investigation to address gaps that exist in the sharing of data amongst law enforcement agencies.

Non-profits have a similar issue of lacking the resources to gain the technology that would assist them in data collection and project oversight. This limits the efficiency and the effectiveness of the program. Having good data can help a program with internal evaluation and guide strategic planning moving forward. Many of the local non-profits have lacked the capital for these kinds of investments that can lead to improved services for program recipients.

Criminal Justice and Victim Service Continuin Education: The OCJP will continue to support projects that educate professionals, such as law enforcement and social workers, as well as projects that educate the community at large, such as churches and local civic groups. This office has and will continue to fund training to all levels of practitioners within the criminal

justice system, including the victim service providers. The following projects have been or may continue to be funded:

- Human Trafficking
- Child Abuse
- Domestic Violence and Sexual Assault
- Advanced Criminal Investigation (at the National Forensic Academy in Oak Ridge)
- Law Enforcement Management Institute
- Gangs Investigations
- Narcotics Investigations
- Community Crime Prevention
- Critical Incidence Teams (LE dealing with the mentally ill offender)
- Peer-led Traumatic Incident Stress Management Education
- Trauma Informed Care
- Coordinated Community Response Teams

Court and Pre-trial Services: The Office of Criminal Justice Services provides funding for a variety of court services in the State Prosecutors Offices:

- Victim Advocates (VOCA funding)
- Special Prosecutors (STOP and JAG funding)
- Training (JAG funding)
- Records Management Support (JAG)

OCJP has also funded equipment and training needs for both the Public Defenders as well as Judges through the Public Defenders Conference and the Administrative Office of the Courts respectively.

Criminal Justice Information Sharing and Integrated Systems: OCJP has assisted the Administrative Office of the Courts (AOC) in implementation of an Automated Case Judgment System. The long-range goal of the system is to create a paperless system that shares information between the courts, Tennessee Department of Correction, Tennessee Bureau of Investigation, prosecutors, law enforcement and the FBI's Criminal History File. This project is currently working on a single sign on process through a federated identity system which will enable an officer to login only once with one password but access multiple systems to quickly and easily get the information they need for their current inquiries and investigations.

It is the intention of OCJP to continue to assist the courts in the administration of justice by providing funding opportunities in the area pre-trial services to local jurisdictions as well as assist in statewide infrastructure issues. Funding may be available for local jurisdictions to implement projects which will improve efficiency and effectiveness. Projects may include:

- Video conferencing for arraignment and other hearings
- Defendant needs assessment and referral program
- No bond pre-trial release alternatives
- Other pre-trial services

- Evidence-based prosecution

Evidence-Based Reentry Programs: Tennessee continues to see an increase in the felon population in the state. To fill the need for pilot programs which employ evidence-based treatment and re-entry programming OCJP is continuing funding of these programs. The Governor's Public Safety Action Plan addresses the need for evidence-based re-entry programming. OCJP, in collaboration with the Tennessee Department of Correction and the Tennessee Sheriffs Association, is identifying re-entry programming that is needed across Tennessee. Evidence-based or evidence-informed programs will be considered, however, sustainability of these programs should be guaranteed. Programs such as substance abuse treatment, victim-offender reconciliation, batterer intervention, vocational rehabilitation, cognitive behavioral therapy and community reentry programs will fill this need.

OCJP will work with the Tennessee Department of Correction to determine if Day Reporting Centers (DRCs) are a viable option for Tennessee in FY 2017. DRCs are an intermediate sanction being used to help manage offenders in other state's overburdened criminal justice systems. DRCs have the potential to fulfill three separate and distinct purposes: 1) enhanced supervision and decreased liberty of the offender; 2) treatment of the offenders' problems; 3) reduced crowding in state and local facilities.

Response to Crime Victims in Tennessee: The OCJP will continue to address all types of crime victimization through a multitude of victim service providers throughout the state. This will be done with continued funding to agencies currently supported by the OCJP, as well as, new funding for new agencies or new communities that have not historically received funding from the OCJP. As required by many of the federal fund sources and as a result of crime data, the crimes of domestic violence, sexual assault, and child abuse have been prioritized. While these crime types continue to be prioritized, special attention has been paid to the crimes of human trafficking, elder abuse, and homicide during the most recent strategic planning process. While the crimes of aggravated robbery/burglary/assault, gang violence, arson, and financial crimes are not reported as often as the crimes previously mentioned, the OCJP recognizes the need to fund services for these victims in the context of comprehensive victim services programs. There is often an intersection of many of these crimes and the OCJP is interested in programs that address these intersections and use a trauma informed care approach to providing wrap around services. The OCJP is especially interested in how victim services and criminal justice agencies within a community collaborate to maximize resources and funding. This will be a priority with upcoming competitive solicitations. The OCJP will continue to collect data and prioritize crime types to ensure all victims have the ability to access services as needed.

OCJP recognizes that not all victims of crime access services in the same manner. Many of the federal funding streams are requiring state to seek out community based organizations that serve culturally specific populations such as racially or ethnic minorities or underserved populations such as the LGBTQ, deaf and hard of hearing; disabled and elderly. OCJP has taken steps toward prioritizing funding to reach these culturally specific organizations and those victim groups that are unserved, under served and inadequately served. OCJP will continue to work with subrecipients through training and technical assistance to better reach these populations as well.

Summary

While the Tennessee Office of Criminal Justice Programs is not implementing significant changes to the 2016 Update of the Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement plan submitted last fiscal year, OCJP is excited about the opportunities this plan provides to impact crime in Tennessee over the next five years. OCJP will continue to seek information and input from our local and state level peers to enhance our understanding of the current needs and issues Tennessee faces over the course of this multi-year plan and each year, specific strategies will be developed to address the most pressing issues.

The ongoing partnership between the Tennessee District Attorneys General Conference, the District Attorneys, the Drug Task Forces and OCJP continue to be a source of ongoing safety planning for the state as a means of addressing the drug and violent crime our citizens face. Gang issues continue to trouble this state and as such, OCJP will continue to explore opportunities to do more to intercede in this issue. It is clear that more is needed to address the growing gang issues across the state. OCJP will continue to work with key stakeholders to determine logical next steps to address gangs in Tennessee.

OCJP also looks forward to the continued process of opening the Family Justice Centers that are a part of the Governor's Public Safety Action Plan. These initiatives bring a coordinated community response to the issue of domestic violence. As Tennessee continues to see a high incidence of this crime across the state, OCJP is hopeful that the data from these projects will start to demonstrate an impact on the domestic violence crime rate. With the implementation of the lethality assessment beginning in these same communities, we are hopeful there will be a synergistic impact on the domestic violence rates.

The Governor's Public Safety Plan provides an opportunity for a variety of State Agencies and Departments to come together to impact the criminogenic issues Tennessee faces in a collaborative and synergistic manner. OCJP will continue to monitor the needs addressed in this Safety Plan and identify opportunities to support its goals and targets as they align with OCJP's Statewide Strategy for Drug and Violent Crime Control, Criminal Justice System Improvement and Response to Victimization.

Appendix A: Strategic Process for Program Planning & Management

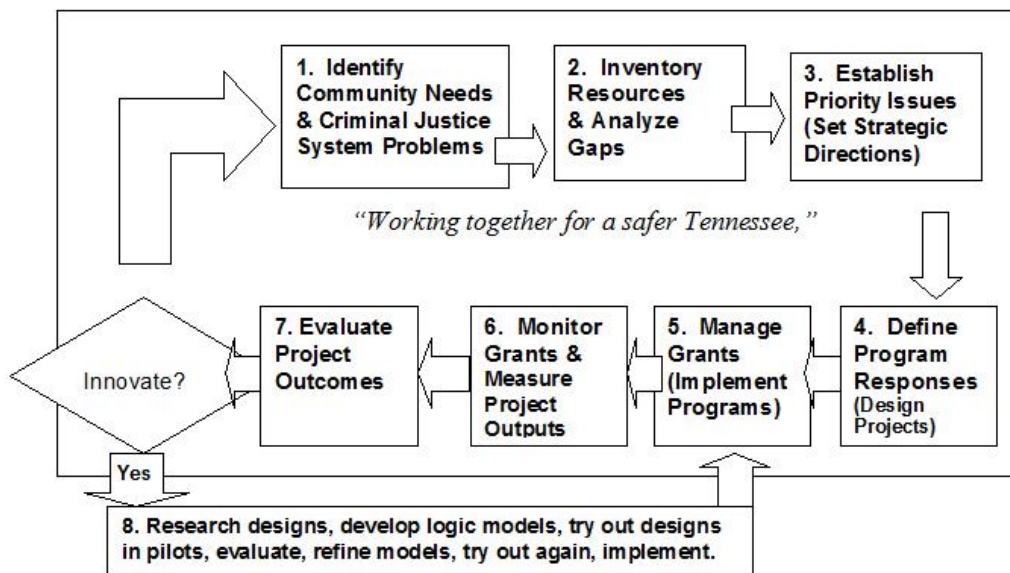
The Tennessee Office of Criminal Justice Programs (OCJP) manages a systematic, year-round cycle for determining the communities' needs, identifying the justice system's problems, setting program priorities, making grant allocation decisions, managing those funded projects, and evaluating the results 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.

Strategic management takes place within the mission of OCJP:

"The Office of Criminal Justice Programs is committed to a safer Tennessee for all of its citizens. OCJP 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."

OCJP's vision, *"Working together for a safer Tennessee,"* provides the day-to-day backdrop for grants management activities. A graphic depiction of OCJP's eight-stage strategic program planning and grants management process appears in Figure 2 below. It is a systematic, fact-based, stakeholder-driven approach to priority-setting which is facilitated by the staff of the Office of Criminal Justice Programs.

Figure 2. OCJP's Strategic Program Planning and Grants Management Process



Purpose and Intended Outcomes: OCJP is in business to reduce criminal activity, provide services for victims of crime and promote the enhancement of the criminal justice system in Tennessee. Three procedural “tracks” are going on continuously throughout the year. First, OCJP is exercising management control over the numerous grants already in place. Second, OCJP is collecting and analyzing the data we need for directing the programs of the future. Thirdly, OCJP is constructing the multi-year planning and accountability documents that the funders require. By completing the eight steps in the strategic management process OCJP staff are attending to all three responsibilities simultaneously.

1. Identify Community Needs and Criminal Justice System Problems

OCJP has programs and projects in place *now* to deal with *current* needs and problems. But for OCJP to make long-range improvements, we occasionally have to make changes in our funding priorities. Those changes will always be in response to the challenges surfacing in Tennessee’s communities and its criminal justice agencies. The professionals in the field will usually see these trends first, but OCJP strives to be among the first to know about changes in criminal justice and domestic violence issues, so that the Office can steer its *future* programs in new strategic directions. OCJP looks to the field for its information.

OCJP monitors the following sources of community and criminal justice system trends to be able to identify the “nature and extent of the problem in Tennessee”:

- Uniform Crime Reporting (UCR) Data on Violent Crime;
- Tennessee Incident Based Reporting System (TIBRS);
- Drug Production, Sales and Use Data;
- Corrections Populations (TDOC);
- Domestic Violence and Rape, Sexual Assault and Stalking Data (various sources);
- Information on Other Criminal Justice System Problems and Issues:
- Geographic coverage of enforcement, prosecution and victim services;
- Under-served populations;
- Mentally ill in jails and other special populations in corrections;
- Other issues (victims’ rights, gangs, child pornography, racketeering, immigration, parental abduction, money laundering, human trafficking, etc.).

OCJP grant managers concentrate on their own program areas, using state and local participation to gather and document information on the “nature and extent of the problem” in Tennessee’s communities and its criminal justice system. They continuously:

- Monitor the data sources (i.e., UCR, TIBRS, Internet, professional literature, federal grants management sources, university offerings, National Drug Control Policy, etc.) routinely, documenting findings in a record for periodic discussion at OCJP;
- Maintain routine contact with other state agencies (e.g., state Departments of Safety and Homeland Security, Corrections, Children’s Services, Mental Health

and Substance Abuse Services, TN Bureau of Investigation, Board of Parole, Alcoholic Beverage Commission) and the U. S. Attorneys and Law Enforcement Coordinators.

- Attend and sponsor conferences, retreats and work groups for grant sub-recipients and leaders in the field, keeping records of developments and topics of interest to OCJP;
- Attend routine public gatherings of the professionals OCJP considers *stakeholders* in the criminal justice system (such as the TN District Attorneys General Conference, the Sheriffs' Association, the TN Chiefs of Police Association, the TN Narcotics Officers Association, the Administrative Office of the Court, the District Public Defenders Conference and the TN Coalition to End Domestic and Sexual Violence.
- Maintain regular phone and in-person contact with grant sub-recipients, and maintain a log of information obtained about system issues and community needs;
- Conduct surveys, focus groups and other forms of first-hand data collection;
- Meet regularly with advisory committees of system participants, such as the Governor's Public Safety Cabinet, Domestic Violence State Coordinating Council, The Integrated Criminal Justice Steering Committee, STOP Violence Against Women Program Planning Group, Criminal Justice Improvement Advisory Board, etc.

2. Inventory Resources and Analyze Gaps

Given limited resources, OCJP must balance the expectations of criminal justice system stakeholders with what the data say about the communities' needs (i.e., service demands). By continuously assessing Tennessee's funding capacity (such as federal and state grant prospects) OCJP maintains the best possible balance between the community's needs and Tennessee's resources. When OCJP compares state resources with the needs and demands for quality services, there is usually a gap. That analysis helps OCJP make responsible budget decisions. Keeping an inventory of resources also helps us avoid managing for crises by responding in ways consistent with OCJP's strategic direction. OCJP grants managers monitor the condition of the following federal and state grant sources for Tennessee:

- *Edward Byrne Memorial Grant Program:* OCJP administers the Edward Byrne State and Local Law Enforcement Assistance Formula Grant. OCJP awards Byrne grants to state and local governments to make communities safe, improve the criminal justice system, and reduce crime, violence and drug abuse. Special issues addressed by this program include improvement of criminal justice records in Tennessee, domestic violence prevention and intervention, prevention of school violence, drug offender prosecution and treatment, information system technology, community based program support, court and drug task force support and correctional systems improvement. This program currently funds more than 130 local and state projects.

- *National Criminal History Improvement Program (NCHIP)*: OCJP coordinates the state level interagency taskforce which leads the effort to improve the collection and reporting of criminal histories throughout Tennessee’s criminal justice system. The Office administers grant funds and coordinates activities statewide to improve this system.
- *STOP Violence Against Women Program*: OCJP coordinates, plans and serves as the administrative agency for Tennessee’s STOP Violence Against Women Grant. In FY 2015 the Office administered 36 grants to law enforcement, court, prosecution, and victim services agencies.
- *Residential Substance Abuse Treatment (RSAT)*: OCJP administers the RSAT Grant for state prisoners. The program provides for substance abuse treatment programs in state correctional facilities.
- *Victims of Crime Act (VOCA)*: Tennessee’s VOCA program is designed to provide high quality services that directly improve the health and well being of victims of crime. Priority is given to victims of child abuse, domestic violence, sexual assault and services for previously underserved victims. For fiscal year 2015, 81 grants were funded throughout Tennessee.
- *Sexual Assault Services*: This federal program offers funding to OCJP to redistribute to agencies who serve the victims of sexual assault. A variety of programs serve these specific victims with these funds.
- *Family Violence Shelters*: This state program provides grants for shelter and related services to victims of family violence and their dependents. Funded shelter services are provided 24 hours a day, 7 days a week. They include shelter, crisis hotline, counseling, advocacy, transportation, referral, follow-up and community education. This program currently funds more than 30 shelter grant programs.

2.1. Inventory of Resources: OCJP grants management personnel develop and maintain an informal “database” of information that describes the “state of the art” in Tennessee law enforcement, prosecution, courts, public defense, offender treatment, jails and prisons, and victim services. These data are obtained by monitoring the trends and attending the gatherings of the state’s criminal justice system components. OCJP merges this in-house pool of knowledge and experience with OCJP’s own Access database of grant funds by program year. That database specifies a great deal of detail about the grant contracts (e.g., organization, geographic location, contacts, amounts) of all grant sub-recipients. Grant managers also track the federal and state funding sources for information on Congressional and state Legislative trends in decision-making, such as anticipated funding cuts or enhancements. Finally, grants managers are also building the storehouse of knowledge when they maintain good records on the performance (and performance issues) of their existing grant sub-recipients – Tennessee’s core resources for criminal justice and victim services.

2.2. Resources Gaps Analysis: OCJP grants managers slip into a planner role on those occasions when new funding sources or additional funding becomes available, when old grants change or are reduced, or when a significant community need or

criminal justice system problem surfaces. On those occasions grants manager/planners are called on to analyze the data from all these sources, and to draw preliminary conclusions about the strengths and weaknesses of the current spending patterns. In those places where the funding falls short, where there are demonstrable gaps in the geographic distribution of the funds, or where there is a verifiable population that is under-served or un-served, OCJP has discovered a *gap* in its support of the system.

2.3. Areas of Greatest Need: The most critical of these resources gaps must be filled if funding will allow. These are the areas of greatest need. OCJP grant manager/planners may develop an issue paper or a data analysis memo drawing conclusions about the “areas of greatest need” to use in engaging their stakeholder partners in conversations about the issues and alternative approaches for solutions. The alternatives may in some cases evolve into new program designs or models for funding.

3. Establish Priority Issues (i.e., Set Strategic Directions)

OCJP places a high value on quality working relationships with Tennessee’s criminal justice system stakeholders. Their satisfaction is a goal for OCJP. Therefore, the Office engages local government and community leaders, grant sub-recipient administrators, state agency partners and other stakeholders whenever OCJP needs help setting new priorities. These partnerships help OCJP envision new directions for existing programs, and encourage “ownership” for solutions that go beyond what state and federal grants can do alone. The experience and wisdom of those partners help OCJP craft its multi-year strategies and program plans for funding sources.

3.1. Participatory Priority-Setting Process: Before OCJP articulates changes in the primary Programs to be funded, it convenes advisory groups of stakeholders. OCJP uses one type group for criminal justice priorities and one for victim services priorities. OCJP facilitates these topical or profession-specific work groups to obtain advice for OCJP planners on the following:

- The problems, issues and trends OCJP has identified in community needs and the state’s criminal justice system;
- The condition of state and federal grant revenues available for allocation to Tennessee agencies and local governments;
- The staff’s suggestions for program priorities and program descriptions; and
- Their recommendations on the final design of that year’s grant solicitations.

3.2. Timing of the Priority-Setting Process: Issue-analysis meetings happen as the need arises, but only if there is reason to believe a change is needed in the *programs* OCJP will fund. When community issues or justice system problems demand a change in programs, OCJP’s Director convenes the Executive Criminal Justice Advisory Committee to review the recommendations of the issue-analysis work groups, to help OCJP establish priority issues for funding. These Priorities will

drive any changes to the core programs OCJP will fund, by clarifying any changes in the federal Program Abstracts. Generally this happens every four years unless no new challenges have been noted in the Tennessee criminal justice system.

4. Define Program Responses & Project Design Requirements (Logic Models):

Seldom will any planning cycle yield a wholesale change in the Programs funded by OCJP grant awards. In those years when a new issue or challenging new set of circumstances forces a change in the state's array of Programs, OCJP staffers develop an amendment to the state's existing set of Program Abstracts. The program responses are the central component of the state's application for federal funds under the various grant programs. These programs, in turn, define the types of projects that will be funded by OCJP. OCJP offers these specifications in its solicitations of local government and non-profit agencies. Desirable project designs are usually stated in the form of "logic models" that spell out the intended project purposes (i.e., outcome-driven project designs) and the measures of success that will be used by OCJP in year-end project evaluations. These performance measures address the accomplishment of program purposes, which tie back to the "nature and extent of the needs and problems" discovered during the needs assessment stage of OCJP's planning approach.

4.1. Development of Program Abstracts: The Abstracts are the formal descriptions noting the problems to be addressed, the target populations, the activities to be performed, and the measures of success envisioned for an area of funding.

4.2. Federal grant application process: OCJP staff members all have assigned responsibilities for completing the state's applications for federal Byrne JAG, RSAT, NCHIP, Coverdell, STOP, Family Violence, Sexual Assault Services Program and VOCA grants. Each grant application has its own rigorous requirements, deadlines and formats.

4.3. Development of Strategy Documents and Annual Updates: OCJP prepares a Statewide Multi-year Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. The Strategy is updated annually to report changes in the state's Strategy, if any is planned. In Tennessee, this development process is not a paper-compliance exercise designed simply to comply with federal funding. It is an attempt to bring together the local criminal justice community in a shared vision for the improvement of system in Tennessee – independent of the federal revenue stream. Parts of this plan are specific to the needs of various fund sources, (JAG, STOP, etc.) however the plan is developed cohesively with consideration towards decreasing crime and assisting victims; of addressing the needs of both the criminal justice system as a whole and its unfortunate victims.

5. Manage Grants (Implement Programs)

OCJP views program implementation as the assurance that federal and state funds are used in ways that produce high-quality *project* performance. That is, a program's success is the sum total of the performance of the projects that address that program. Program implementation begins with the sub-recipient awards process. OCJP's grant management responsibilities begin there as well.

5.1. State sub-grant awards process: The process for soliciting applications from local governments and state agencies begins before the announcement of the state's grant award. Some significant work is completed before OCJP receives notice of the federal grant amount, but once the Office knows about funding availability the announcement of the sub-recipient application due dates is released. OCJP leadership develops "boilerplate" contract shells. Over the next few months:

- A work group of experienced and qualified sub-recipient administrators usually helps OCJP staff develop the state's solicitation. When a new program or a new type of project is envisioned, the work group helps OCJP develop a project design ("logic model") to spell out the purpose, goals, inputs, activities, outputs and desirable outcomes of a successful project proposal. For major new project solicitations or for highly provocative ones, OCJP may even convene a series of peer reviews for the new project designs. The advisory groups that advise on the project specifications are often asked to help review and rank the applications received at OCJP later.
- OCJP staff members develop the solicitations for their own program areas, customizing standard formats and modeling after previous successful solicitations. In addition, staff develops weighted rating criteria for guiding the application review process, and train their advisory groups in the criteria.
- When time permits, OCJP staff travel around the state in teams on "road trips" to disseminate the solicitations, which are structured "requests for applications." These sessions are usually delivered in public gathering places in half-day training and Q & A sessions when possible.
- OCJP staff process the applications, arrange meetings of advisors to discuss the applications, and facilitate the groups' reviews of the sub-recipients' applications.
- OCJP staff maintain detailed records of the selection decisions, "populate" the database, notify the sub-recipients of the state's decisions, and address questions.
- OCJP staff distribute contracts, establish and maintain the sub-recipient's project file, trouble-shoot the contract's signing and distribution, and ensure that the initial project reports are filed by the sub-recipient as required.

5.2. Policy Management: OCJP grants managers monitor their assigned grants' administration sources, such as the Federal Register and the federal grant administrators' web sites, and stay abreast of developments in the field. They review sub-recipient manuals, trouble-shoot consistency with contracts policy

changes, and keep the manuals current by revising them as needed. Grant managers also arrange for training and sub-recipient staff development as needed to keep the sub-recipient's performance at its best.

5.3. Federal Collaboration: Grants managers collaborate with the federal grant managers in Washington D.C. and in the regional offices. Many federal managers conduct regular phone calls, conference calls, email communications, and the occasional site visit to Tennessee. The OCJP grant manager is responsible for coordinating these methods and for ensuring quality communications with the federal manager of the grant.

5.4. Grant Coordination: Grants managers coordinate all OCJP-administered, federally-funded programs in Tennessee. OCJP enhances the effectiveness of several federal programs in Tennessee by integrating their use: the Violence against Women Act (VAWA or STOP grant), Byrne JAG Program, National Criminal History Improvement Plan (NCHIP), Paul Coverdell Grant Program, Sexual Assault Services Program (SASP), Victims of Crime Act (VOCA), and the Residential Substance Abuse Treatment (RSAT) Grant. OCJP also coordinates with the agencies responsible for administering the Children's Justice Act and the Juvenile Justice Accountability Act grants in Tennessee.

5.5. Compliance Management: Grants managers coordinate with the OCJP fiscal staff, making regular contacts to discuss the program/fiscal monitoring status of all grant sub-recipients. Fiscal monitors review the financial aspects of the agency and grant contract. Program Managers also are responsible for monitoring their own grants; to ensure compliance with state and federal regulations and to ensure the project is implemented properly and achieving expected project outcomes.

6. Monitor Grants and Measure Project Outputs

Monitoring is a quality-control enterprise. Each grant manager functions as a quality assurance expert. Grant managers routinely collect and analyze the key performance data required by the sub-recipients' contracts – both because the funders require the data to be reported and because the data are the most reliable way of managing the sub-grant.

6.1. Monitoring Grant Performance: Each grant manager is responsible for collecting and analyzing project performance data contained in the grants' required output reporting. The task involves notifying sub-recipients about the upcoming reporting deadlines, answering questions about the required reports, and processing the reports as they arrive at the Office. Once the data are in hand, the grant manager examines the patterns, looking for clues about the nature of the productivity, comparing the units of service delivered or the number of arrests made against the overall project budget. Managers are encouraged to do "benchmarking" and "baselining" to determine how the project's performance compares to others like it (and against its own past performance). Performance data can offer the grant

manager huge opportunities for clarifying grant expectations, provide technical assistance, and coax the best performance possible from the project's budget.

6.2. Performance Reporting: Grant managers each prepare and submit semi-annual and annual reports to the funding agencies. Adhering to the grant's requirements, managers aggregate the data into summaries that match the formats prescribed by the federal programs. They submit the data in automated and hard copy form, and track the submission to be sure it meets federal requirements. Requirements are different for criminal justice and victim services projects.

7. Evaluate Project Outcomes

OCJP believes that evaluation provides essential information for completing the strategic management cycle. The data on outcomes tell funders whether the programs and projects they designed and funded were effective in addressing the source problems identified during the assessment stage of the planning cycle. In that way, evaluative data not only "look backward" over past project performance, but they "look forward" to drive future innovations at the state level. Routinely collected program outcome data helps OCJP see what is working, what is not working, and what to invest in for the future.

In Tennessee, OCJP evaluates its grant *programs* by evaluating its *projects*. The sum total of *project* performance is the statement of *program* effectiveness. Moreover, routine evaluation at OCJP is a grassroots-oriented approach because more rigorous approaches are too expensive to conduct on every program every year. At OCJP the grant sub-recipients themselves are responsible for collecting and reporting their own performance data. That way, the sub-recipient (which stands to learn the most about how to improve) gets the information first-hand, and outside evaluators will have actionable data on hand when they need them. OCJP's grant sub-recipients explain what their agency will measure (and how) at the time of their grant applications, then OCJP monitors to ensure they follow through on those commitments. Evaluating victims' outcomes and the impacts of law enforcement on community safety is entirely different from monitoring and measuring project outputs (i.e., the "production" data). The focus is on what changes were effected in the community or the victim.

7.1. Sub-recipient Training and Technical Assistance: To get the outcome data, OCJP grants managers take responsibility for preparing their sub-recipients in the basic information they need for obtaining clarity on their project's purpose. Then they coach sub-recipients about the measures and data collection they will need to use. They do informal training on "logic models," then integrate evaluation with their routine technical assistance and grant support functions.

7.2. Outcome Reporting: Grant managers prepare annual reports on outcomes to the funding agencies that require them. Adhering to the grant's requirements, managers aggregate the data into summaries that match the formats prescribed by the federal programs. They submit the data in automated and hard copy form, and track the

submission to be sure it meets federal requirements. Outcome reporting requirements are different for law enforcement and victim services projects.

8. *Innovate (Program Innovation Cycle)*

To keep its programs effective OCJP needs to promote innovations *both* in the operation of existing projects *and* in the ways the criminal justice system defines its primary issue areas and program responses. OCJP can and should circulate the project performance data it collects, in order to drive innovations in project designs and improved service delivery processes. And, of course, the Office must use the evaluative data on what works to “seed” innovative new projects when the funds are available. In their “strategic planning mode,” OCJP staff can compare project outcome data with national “state-of-the-art” practices and “best-practice” trends, write a position paper, develop a new logic model and craft alternative program designs. Or, they can facilitate these same tasks with working groups of field professionals. In their grants manager mode, OCJP staff can help sub-recipients capture and analyze performance data, conduct self-assessments, plan for in-house performance improvements and actually make those improvements. In either case, the challenge is in how OCJP uses the data already in hand.

Figure 4, Strategic Program Planning and Management at TN OCJP

Stage of Process	Cycle	TN OCJP Program (Grant) Management Activities
Clarify OCJP Mission, Vision & Grant Purpose	Jan-Dec	<ul style="list-style-type: none"> • Remain abreast of OCJP logic model, mission, vision, values. • Review Federal guidelines & trends in the field for changes in grant program purposes, priorities and target populations.
Identify Nature & Extent of Problems and Needs	Aug-Dec Oct	<ul style="list-style-type: none"> • Plot and review data sources (e.g., Census, TIBRS, CTAS, key conferences, focus groups & survey results: justice system & SR assessments of community needs performance & evaluation data). • Summarize current and anticipated problems for monitoring.
Analyze Resources: Identify Gaps and Opportunities	Nov-Dec	<ul style="list-style-type: none"> • Analyze expected state/federal funds for increases/decreases in amounts. • Analyze sub-grant spending and distribution of current grants to identify total obligations and state “coverage” with grants. • Identify grants that are ending or being curtailed (see program monitoring & evaluation), and fund amounts released. • Identify resources that can be reallocated: innovation/expansion. • Determine service gaps, unmet or under-met needs & geo-map.
Set Strategic Direction	Dec-Jan Mar	<ul style="list-style-type: none"> • Determine priority of funding for next grant cycle: <ul style="list-style-type: none"> ○ Define program purposes in abstracts & identify priority areas and projects for funding; ○ Engage advisory committees and steering groups; ○ Develop & submit grant applications • Formulate action plans for contending with budget cuts. • Inform communities & providers of funding availability. • Train sub-recipients on contractual and performance requirements.
Manage Grant Evaluations & Award Process	Apr-May	<ul style="list-style-type: none"> • Manage the proposal review process (selection panels, grant proposal evaluations). • Make awards of sub-grants. • Send notices of award and negotiate contracts.
Identify and Design Innovative Projects	July-June	<ul style="list-style-type: none"> • Formulate action plans for “seeding” innovative projects. • Identify innovative projects for funding or replication. • Facilitate logic model designs of new model projects. • Develop core outcome measures for new programs/projects.
Monitor and Measure Programs	Jul-June	<ul style="list-style-type: none"> • Review monitors reports, audit reports and project evaluations. • Require improvement or corrective action plans, as required.
Evaluate Projects and Programs and Report to Funders	Jul-June	<ul style="list-style-type: none"> • Review annual reports of actual outputs and outcomes against each sub-grant’s intended (funded) success measures. • Develop annual OCJP program performance report. • Review current array of grants/programs/projects against grant purposes, priorities and targeted populations. • Develop & submit Annual Reports to feds.

Appendix B: OCJP Evaluation Strategy

Evaluation is a systematic assessment of the results or outcomes of a program's efforts. It is a critical component of any effective strategic program management scheme. At the Tennessee Office of Criminal Justice Programs, evaluation sheds light on six targets of management focus. That is, we use evaluation "to measure actual outcomes against the intended outcomes of the program; to discover achievement and results; to discover deviation from planned achievements; to judge the worth of the program; to identify unintended consequences; and to recommend expansion, contraction, elimination, or modification of the program."ⁱ

Building Program Effectiveness through Evaluation: Assumptions

Most experts would agree with Steven Aos, the principal researcher at Washington State's Institute for Public Policy. Aos recognizes that few criminal justice programs evaluate at the most sophisticated and reliable levels. Few can afford to! Nor is it easy to find a state criminal justice planning agency equipped to conduct the so-called "five-point evaluation designs" favored by University of Maryland researchers, i.e., random treatment and control groups using rigorous statistical methods to examine a range of intervening variables besides participation in the intervention itself.ⁱⁱ We consider Tennessee typical in that sense. We simply cannot evaluate *every* project for impacts *every* year.

However, Tennessee's strategy does recognize the importance of pursuing rigorous evaluation designs. We do that by judiciously combining in-house process analyses with ongoing monitoring of sub-recipient output and outcomes data and periodic evaluation studies using outside experts. Our rationale is that even the most rigorous evaluation designs are based on good process analyses and readily available outcomes data. By gathering those data on an ongoing basis we generate the baseline requirements for future studies at a much lower cost than that required by contracting for those services. The staff at Tennessee's Office of Criminal Justice Programs is beginning to excel at producing these important tools, which can serve as inputs for sophisticated research designs. Meanwhile, we can use the process evaluation data to improve the performance of our funded projects and our own grants management processes.

The Tennessee evaluation strategy for grant funded programs takes a three-part approach:

- A. ***Clear Project Designs (Program Logic)***: We insist on well defined project "logic models" in all grant applications. Applications are reviewed for explicit analyses of the needs that form the basis for a project, specific statements of project purposes and goals, and indicators of intended results. To receive a grant award projects must be able to demonstrate what they intend to accomplish and describe how they will produce and measure results.
- B. ***Performance Analysis and Process Evaluation with Performance Data (including outcomes)***: Funded projects must produce actionable data for determining whether they have implemented what was funded, and with what results. OCJP provides a great deal of technical assistance and support to ensure that funded sub-recipients are able to produce data that measure critical project

outputs and outcomes. Grant managers at OCJP monitor the program performance data carefully and intervene as necessary. We manage a performance improvement process, not just a compliance monitoring process.

- C. ***Impact Evaluations of Funded Programs:*** Tennessee contracts with proven external researchers for comprehensive evaluations of its most significant programs as a complement to outcome measurement and process evaluation. Additionally, subrecipients of grant funds are encouraged to use outside evaluators on larger projects.

Tennessee's Evaluation Design

Tennessee's comprehensive evaluation strategy was designed to address BJA's criteria for effectively managed programs.ⁱⁱⁱ OCJP has built this strategy into its grants management processes. The components essential for a complete evaluation system are in place and working. We of course are still phasing in the approach to impact evaluation throughout the system – a longer-term cycle. The three components of our design follow:

- A. ***Clear Project Designs (Program Logic):*** In 2000 few Tennessee grants spelled out clear project designs and performance measurement procedures. Since 2000 sub-grant recipients have been trained and applicants have been required to supply logical descriptions of their projects' goals and objectives. Our grant review teams analyze and rate their logic models.

Tennessee's evaluation design is simple: Evaluation should be built in from the beginning of each management cycle, whether at the state program or local project level. As new initiatives are undertaken in Tennessee OCJP will ensure that new and existing sub-recipients are (a) capable of identifying their measures of important performance outputs and intended results, and (b) capturing and reporting those data to OCJP. We began the cycle in 1998 by assisting victim services sub-recipients to develop logical evaluation designs for their projects. By 2001 we had trained nearly 150 victim services sub-recipients and supported over a dozen JAG correctional treatment sub-recipients as they developed baseline project designs and performance management techniques. We are continuing to use these experiences as a model process for other sub-recipients. Most recently, OCJP conducted Logic Model training regionally for all VOCA, STOP, SASP and FVPSA subrecipients. We intend to repeat this approach periodically for other types of funding.

OCJP has been advising potential applicants that we require applications, in program areas where performance outputs are measurable, (e.g., offender rehab and treatment, victim advocacy, and some forms of apprehension) to be stated in clear descriptions of the proposed project's purpose and intended results. We insist that these applications for OCJP-administered funds describe in "logic model" terms their project's purposes, goals or intended outcomes, funded activities, and measures of success. We continue to communicate our expectation that *funded and trained* sub-recipients must be gathering performance data, so that

we have data in hand for every year of the grant. Each new grant cycle we expect projects will have logical, clear project designs, with specific baseline measures and at times milestones for the project design phase through the full implementation phase. A good logic model is more than a strong application; it is the basis of ongoing programmatic evaluation which can be conducted by the agency on a regular basis. In training agencies about logic models, it was stressed that the logic model should be used regularly to assess the effectiveness of the program. Staff can review activities to see if they are achieving the outputs that were intended, are they on target, do adjustments need to be made to remain compliant with the project as it submitted? Furthermore, do their outcomes reflect the kind of changes they were seeking to create? The logic model and the program activities, outputs and outcomes should be review by direct service staff, supervisors and agency leaders as well as board members or community commissioners. It is more than just accountability for the funding but also accountability to the community and the citizens the project is attempting to serve.

In future award cycles OCJP will be positioned to award the grants to the most feasible applications that meet OCJP program priorities, and offer readily measurable performance criteria. That, in turn, should permit OCJP to base part of its future allocation decisions on analyses of sub-recipients' performance data.

B. Performance Analysis and Process Evaluation with Performance Data: More sophisticated evaluations depend on process evaluation to produce management data describing a project's adherence to its design and its actual performance before they may address benefits or cost-benefits. Performance analysis describes what a program intends to accomplish and what is being delivered. Process evaluation describes how well the project performed according to its design, and at what cost. Outcomes measurement describes the results of the intervention (i.e., what happened to participants), given the project's objectives.

The Importance of Performance Data for Process Evaluation: OCJP's program managers are responsible for supervising their sub-recipients' data collection and reporting. OCJP program managers also use regular sub-recipient contacts and other sources of information (e.g., observation, monitoring, audit reports) to verify project activities in selected program areas. OCJP is making a concerted effort to visit the field more often for practitioner gatherings and occasional site visits.

C. Impact Evaluations of Funded Programs: Impact evaluations are, by nature, complicated research studies. Reliability and validity issues generally necessitate control groups for comparison with the populations participating in the funded interventions – or longitudinal analyses of what happened to a sample of participants over time (e.g., recidivism studies). Although some such studies can be conducted by targeting example projects, more often they are statewide examinations of a number of projects and their populations. These are usually conducted by highly trained and experienced professionals. Variables such as these make impact evaluations expensive. In conjunction with ongoing process

analyses and performance measurement, research studies can make sense to an agency like Tennessee OCJP, but they must be planned and managed wisely.

We acknowledge the empirical reliability issues raised by measuring performance alone. Reliable control-group and longitudinal studies *do* matter to us. But it is also true that evaluation designs must “fit” the conditions under which projects are operated if they are to generate useful management information. The evolving nature of local criminal justice programming in Tennessee dictates that we concentrate our limited resources on process evaluation: discovering which projects have drifted away from what they planned to implement, getting them back “on track,” and identifying the actual results they produce when they actually perform as designed. More rigorous research designs addressing the spectrum of project types statewide can occur among major programs on a rotating basis, given a five year cycle. Central to Tennessee’s evaluation design, then, are these two assumptions:

- *The reason we measure outcomes is to support ongoing improvements in local performance and state program management.* Tennessee’s grant programs are intended to accomplish certain outcomes (e.g., reduce recidivism, raise street prices of illegal drugs, enhance the social skills of drug offenders, or produce other changes in participants, such as new vocational skills, reduce trauma symptoms for victims of violent crime, or increase understanding of the criminal justice system). Using Tennessee’s “grassroots-oriented” evaluation strategy helps us know when we have accomplished those outcomes, and when changes in programming might enhance those outcomes. Such an approach permits Tennessee to remain abreast of project performance routinely, between major research studies.
- *We manage state criminal justice programs by evaluating local project performance.* That is, the success of Tennessee’s programs depends primarily on how well local *projects* meet local needs. Evaluating projects provides us with the knowledge of what works so that we can apply that knowledge over the long term to improve both the performance of the project and the results of the criminal justice system for the public. While we appreciate our obligation to conduct evaluations for federal and state funding sources, Tennessee OCJP’s highest priority lies securely on producing information that can be used on a daily basis for managing the success of local projects.

Rationale for Tennessee’s Evaluation Design

System ineffectiveness may be *identified* by evaluation, but finding solutions depends on better program development, i.e., problem identification, issue identification, priority setting, program identification. These, of course, are all activities that take place *before a program is announced, applications are received, and awards are made*. OCJP realizes that to improve program performance we must cycle evaluation findings back into our program development practices. Integrating evaluation into the strategic management process is the key.

Integrating Evaluation with Strategic Program Management: OCJP recognizes the importance of integrating evaluation.^{iv} BJA has recommended that states can enhance integration by involving evaluators in grant review processes and allowing them to control project monitoring. At OCJP evaluators are *not* separate from program management. We *are* the policy-makers, planners, project monitors, project directors and evaluation managers. OCJP is taking two important steps to address the critical issue of integrating evaluation:

- First, incorporating evaluative findings with performance improvements is a major function of our strategic program management process (see Chapter 3). We stress evaluation as a major responsibility of the OCJP program manager, and we have built our staffing patterns and workload assignments around this assumption. As OCJP has incorporated evaluation activity into the grant management cycle, we have re-assessed our workloads and staffing patterns to match these responsibilities.
- Second, OCJP continues to improve integration by insisting on evaluative data reporting as a minimum requirement for grant awards and for our own program development and design work. This stance has required that our staff become more proficient in providing technical assistance and training for grant applicants and sub-recipients. These functions have been a challenge, but we have built our staffing patterns and our workload assignments on these expectations as well.

Methodology for Process Evaluation and Performance Management: OCJP program managers review all grant funded projects yearly. Each major OCJP project receives a performance review based on annual performance and spending data each year. Other OCJP evaluative efforts (e.g., site-visits, frequent telecommunications, statewide meetings, and exchanging correspondence) occur for most programs on a rotating basis. Field visits are made to a selection of projects or to gatherings of sub-recipient agencies. Details on these approaches follow:

- ***Annual Reports:*** Applicants are required to submit a plan for evaluation as part of their project's design. Projects that are funded are required to submit annual reports of project performance data. The projects' narrative addenda also address challenges or obstacles that have surfaced during project implementation. OCJP staff use written reports submitted by projects to track their progress, and to determine whether a project accomplished what it said it would accomplish in the period specified. Taken together, the projects' performance reports also contribute to process evaluation when used in conjunction with other sources of information on a program (e.g., site visits and monitoring, etc). Our plan for the upcoming strategic cycle is to enhance project reporting as we continue to clarify project logic models, by encouraging electronic submission of information. Besides improving the quality and timeliness of OCJP's evaluative data, automating report submission will have the added advantage of supplying its own mechanism for aggregating and tracking program data. That in turn should permit more effective and efficient methods of tracking and documenting changes in a project's direction. It should also free up OCJP managers' time to make sure these documents are accurate and useful. Improved reporting is yet another reason for

building the logic model analysis into the program development process at grant award time.

- **Field Visits:** Tennessee’s unique geographic pattern requires OCJP to pay special attention to what is important information to gather. The real issue is how to gather information that is relevant and useful for program performance management most efficiently. When evaluation resources are limited, the key is to appreciate the important variations or typologies of a program, and to gather and share crucial data on each variation (if not each project). Involving “people,” not simply relying exclusively on paper methods of gathering information, is important. But placing too much emphasis on geographic representation, as if performance can only be addressed by observing the physical location of each project, can over-extend the evaluators’ capacity, at the expense of effectively managing the program. It is often more efficient to have group meetings with similar sub-recipients, often at the site of one project, as a means of gathering and sharing information. OCJP will continue to review its data collection processes to make better use of telephone, email and other forms of distance interaction.

Methodology for Impact Evaluations: The State of Tennessee contracts with experienced research providers for impact evaluations. OCJP is dedicated to the state’s contract-solicitation and provider-selection processes. That involves the development of a detailed solicitation (request for proposals), competitive bidding and a careful proposal review and award cycle.

OCJP’s goal is to support impact evaluation of a least one program or significant project every five years. OCJP will explore approaches to maximizing limited resources with the Statistical Analysis Center, local universities and the advisory board.

Evaluation Staffing: Program managers in Tennessee carry primary responsibility for a range of evaluation functions, from helping sub-grantees firm up their project designs to tracking their reports of performance data, from analyzing sub-grantees’ process improvements to managing external impact evaluations. We fit these approaches to the circumstances of the projects we administer and to the sizes of the investments in the sub-grantees. Each program manager integrates evaluation with his or her program technical support and project grant monitoring functions. In so doing OCJP uses staff time to establish a description of what is being implemented in projects where (a) goals and objectives have been insufficiently articulate, (b) models for effective service activities are non-existent, and (c) where actionable data are sparse. Our evaluation design requires our program managers to manage process evaluations as part of their role, in order to build up the “evaluability” of our grant sub-recipients.

Funding for Evaluation: OCJP obtains its evaluation capacity both by conducting it in-house with existing staff and by “buying it,” (i.e., contracting for evaluation capacity from third parties, such as independent contractors and the Statistical Analysis Center.) When contracting for evaluation services OCJP first defines the desired evaluation products then assesses the competing options. Selection is based on the option most likely to provide the output at the lowest available cost, given OCJP’s in-house evaluation

capacity. The evaluation function is no less subject to evaluation than are other OCJP-funded activities. Tennessee purchases evaluation capacity through a contract with a knowledgeable outside evaluator and uses resources available for evaluation from the Tennessee SAC (Statistical Analysis Center). All programs administered by OCJP are monitored programmatically and fiscally at least once during the contract cycle. Monitoring can consist of conducting on-site visits, information gathering, program assessment and individual project evaluations.

Capacity Building at the Office of Criminal Justice Programs: Evaluation processes imposed unilaterally by the state cannot be as effective as we want them to be. However, our experience at OCJP is that sub-recipients will willingly gather and report performance data if they see the data as valuable for leading and managing their own performance. That is the reason OCJP began the approach in 2000.

Working independently OCJP project units have re-examined their mission, vision and values and have adjusted self-improvement goals and measures of success based on these self-assessments of progress. The adjustment of work processes and workloads allow for changes in staffing to fit. Our staff has continued to integrate the transition in their roles, functioning as resource planners and project evaluators even while maintaining their grants management responsibilities. We continue to share the Office's evaluation design with our new criminal justice system and new victim service partners in meetings and natural gatherings of our sub-recipients:

- OCJP will continue to clarify the planning and evaluation demands spelled out in our Statewide Strategy. We will continue to orient our new criminal justice system and new victim service partners informally and formally to this process of project implementation and ongoing evaluation through OCJP.

Summary

This evaluation plan and the larger Strategy of which it is part, charts a course of continuous improvement that will strengthen OCJP's strategic planning and program execution. Opportunities exist throughout the life cycle of OCJP's strategic management process to improve the quality and efficiency of our evaluation system significantly. That is especially true for the beginning of the process, during future program development. It is during the pre-award stage of program development that we can accomplish the most important management objective for system improvements, namely the articulation of clear program priorities and measures of intended outcomes. Assistance with logic model development is now an accepted part of the application and award process in Tennessee. By linking the award with evaluation OCJP has created a situation in which grant sub-recipients *expect* to gather and report performance and outcome data. OCJP also *expects* sub-recipients to use their performance and outcome data to evaluate their own program and make informed decisions regarding improving the quality of their programs and projects.

Grant funding and evaluation requirements will continue to provide us with the catalyst for building knowledge about what works. OCJP is committed to applying that

knowledge over the long term for the benefit of Tennessee's own criminal justice system. OCJP's evaluation design and technical assistance sessions are actually making strategic planning happen in Tennessee.

ⁱ BJA Technical Assistance Workshop on Program Development, Evaluation and Reporting, August 16, 1999, Nashville, Tennessee. Conducted by Robert Kirchner, Ph.D. Based on "Linking Performance Measures to Policy and Strategy," 1999 Annual Conference on Criminal Justice Research and Evaluation, Kirchner & Venell, 7/99.

ⁱⁱ "Getting to the Bottom Line: Estimating the Comparative Costs and Benefits of Different Ways to Reduce Crime," A Presentation to the Florida Department of Juvenile Justice, Steven Aos, Washington State Institute for Public Policy. May 20, 1999. Drawn from The Comparative Costs and Benefits of Programs to Reduce Crime: A Review of the National Research Findings... May 1999.

ⁱⁱⁱ *Op cit.* Kirchner & Venell. Acceptable goals and objectives; links between objectives and activities, performance data reports, and acceptable performance. p2.

^{iv} Kirchner, Robert A., Marylinda Stawasz, Kellie J. Dressler, and Laura Parisi, Evaluation Desk Reference Manual Series, March 1999, Vol.1:" Orientation to Program Evaluation" Bureau of Justice Assistance, U.S. Department of Justice, p.34.

Appendix C: Coordination Among State and Federal Governments

State and Federally-Funded Programs

OCJP's many federal programs place it in a good position to coordinate and leverage state funded programs with other federally funded programs in Tennessee, particularly those supporting state and local drug abuse treatment, education and prevention. This coordination extends to programs as diverse as the Byrne JAG grants, the STOP Violence Against Women Program, the Victims of Crime Act Grant, the Residential Substance Abuse Treatment Program for State Prisoners (RSAT) Grant, the Paul Coverdell Crime Lab Improvement Grant through NIJ, the Criminal History Records Improvement Program and the Sexual Assault Services Program. In addition to our coordination of Department of Justice programs, we coordinate with state-supported programs such as those below:

- Victim Notification System Fund
- Family Violence Services Fund
- Sexual Assault Fund
- Internet Crimes Against Children Fund
- Meth-Free Tennessee Appropriated Funds
- Family Violence Appropriated Funds
- Child Abuse Fund
- Ignition Interlock Fund
- Automated Fingerprint Identification System Fund

Coordination also occurs with other agencies and their grant programs, including the Children's Justice Act and the Juvenile Justice Accountability Act. Tennessee's continued support for the National Drug Control Policy's priorities is accomplished in part because of the availability of a multi-faceted enforcement-treatment strategy supported under OCJP's umbrella.

The Office of Criminal Justice Programs also actively pursues a cooperative, collaborative relationship with the following departments of Tennessee state government which receive federal funds for drug education, treatment and prevention.

Residential Substance Abuse Treatment for State Prisoners: This program, also administered by OCJP, provides for substance abuse treatment for state prisoners with an emphasis on the under-served population of women inmates. These inmates are held in state and local correctional facilities. RSAT funds and JAG funds are being used to establish a continuum of care for substance abuse treatment that includes assessment, outpatient care, inpatient care, and aftercare for a variety of offenders with a need for this type of intervention. JAG funds are used to purchase substance abuse prevention, outpatient and aftercare services, while RSAT funds are used to address the needs of offenders requiring substance abuse treatment while in state facilities.

State Recovery Court Program: The Drug Court Treatment Act was designed to facilitate the implementation and continuation of existing drug court treatment programs in Tennessee. The

Act recognizes a need in the criminal justice system to reduce the incidence of drug use and abuse, drug addiction and crimes committed as a result of these offenses. The Department of Mental Health and Substance Abuse Services administers the drug court treatment program by offering support, training, and technical assistance to drug courts as well as awarding, administering and evaluating drug court treatment grants.

Administrative Office of the Courts: The Administrative Office of the Courts (AOC) provides support to the Tennessee Supreme Court and the entire Tennessee Court System. Duties of the office include preparing the court system's annual budget; providing judicial education; maintaining law libraries, computers, other equipment; offering training and technical assistance and other administrative and support functions.

Department of Health: The Department of Health plays a crucial role in Tennessee's efforts to fight crime and delinquency in addition to its more traditional role of pursuing a broad public health agenda. One program that OCJP coordinates with its victim-witness and domestic violence training programs is the Department's grant with the Centers for Disease Control and Prevention for sexual assault education and prevention (RPE). OCJP is collaborating with the state's Bureau of Health Services Violence Prevention Unit to train and support public health educators and rape crisis centers for effective measurement of prevention results in its statewide rape and sexual assault prevention projects. As the agency of state government tasked with the prescription monitoring program they are key to the State's efforts to identify prescription drug abuse. The Department of Health oversees the Child Fatality Review Board and OCJP looks to their vast experience as it explores options to increase the number of Domestic Violence Fatality Review Boards across Tennessee. Tennessee's Chief Medical Examiner is housed within this department and assists with coordination of the Coverdell funding. OCJP looks to partner further with this department as it explores the needs of sexual assault victims across Tennessee and the role certified SANE nurses in prosecution and community service coordination (SARTs or Sexual Assault Response Teams).

Department of Mental Health and Substance Abuse Services (DMHSAS): The Tennessee DMHSAS is an important partner in facilitating reform within Tennessee's criminal justice system. Important crossover issues such as the mentally ill in jails and prisons, and responding to underlying mental illness among drug and substance abusers are examples of shared agendas. The Department plays a leadership role in assuring that TennCare directed at mental health services plays an important part in addressing the problems of mentally ill people who reside in our criminal justice system. As the agency of state government tasked with targeting substance abuse and chemical dependence, it directs an important part of Tennessee's efforts to combat drug-related crime and delinquency through prevention efforts aimed at youth and adults. Treatment, intervention and rehabilitation services for thousands of Tennesseans are provided each year through out-patient and residential treatment facilities across the state.

Department of Children's Services: The Department of Children's Services, created in 1996, consolidated all services to children formerly provided by multiple departments. While all the Department's services are important, those of particular interest to OCJP are programs for delinquent youth, probation, aftercare, treatment and rehabilitation programs for identified youth. OCJP also coordinates with the programs of the Department of Justice Office of Juvenile Justice and Delinquency Prevention (OJJDP) – i.e., the formula grant program, the challenge

grant program and other programs – by interacting with Tennessee’s administering agency, the Tennessee Commission on Children and Youth. TCCY’s director is a member of OCJP’s Statewide Criminal Justice Executive Advisory Committee.

Department of Education: OCJP collaboration with the Department of Education occurs around a number of issues, particularly school safety and drug, gang and violence resistance training.

Department of Human Services: The Department of Human Services is the state agency responsible for administering a variety of services throughout Tennessee, including Temporary Assistance for Needy Families (TANF), food stamps, Medicaid, Child Support Services, Child Care Services, Adult Protective Services, and Rehabilitation Services. There are areas of significant collaborative importance to criminal and juvenile justice collaboration and coordination. TANF is especially important to achieving goals of self-sufficiency and economic independence, often a critical barrier to resolving family violence situations.

Commission on Children and Youth: The Tennessee Commission on Children and Youth (TCCY) was created in 1988. TCCY is an independent state agency that advocates for improvement in the quality of life for children and families; collects and disseminates information on children and families for the planning and coordination of policies, programs and services; administers the federal Juvenile Justice and Delinquency Prevention Act (JJDP) in Tennessee; and administers and distributes funding for teen pregnancy prevention programs.

Tennessee Department of Safety and Homeland Security: The Governor created the Public Safety Subcabinet which is overseen by this department. This department spearheads many public safety initiative and campaigns, supports coordination across law enforcement agencies and has the primary responsibility for maintaining safety on Tennessee highways. As a result, they are active with many of the multijurisdictional drug task forces and the work they do.

Information sharing, networking, joint planning and evaluation are some of the ways that agencies coordinate the federally funded program efforts. Concerted efforts are made each year to coordinate availability of grant moneys to local and state entities from these sources to reduce duplication and fragmentation.