TENNESSEE
OFFICE OF CRIMINAL JUSTICE PROGRAMS
STRATEGY FOR VICTIM SERVICES
FY 2016

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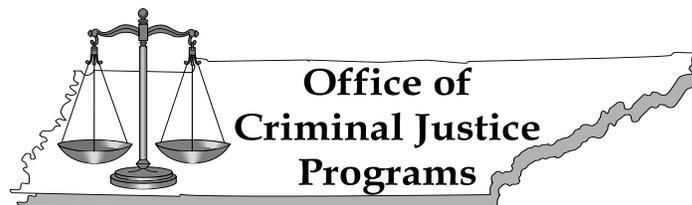Nashville, Tennessee

Table of Contents

**Office of
Criminal Justice
Programs**

I.   Introduction

The Office of Criminal Justice Programs (OCJP), located within the Tennessee Department of Finance and Administration, continues to serve as the State Administrative Agency of Federal and State funding streams for victim services in Tennessee.

Tennessee's implementation of a comprehensive victim services program continues to evolve as needs change and new gaps in services are identified. With this Strategy, the State of Tennessee continues its commitment to make the best use of the State's resources and leverage it with Federal and local resources to make available programs and services that assist victims of crime. OCJP's strategic planning process implements the following model:

- Identify Needs and Gaps in Services to Victims
- Inventory Resources and Analyze Gaps
- Establish Priority Issues (i.e., Set Strategic Directions)
- Define Program Responses & Project Design Requirements
- Manage Grants (Implement Programs)
- Monitor Grants and Collect Project Outputs
- Evaluate the Outcomes of the Programs
- Promote Innovation

Through a system of criminal offender fines and marriage license fees, Tennessee is able to provide state funding to domestic violence shelter programs, sexual assault centers and to dual programs that serve both domestic violence and sexual assault clients. Additionally, Governor Haslam provided a recurring appropriation $250,000 in FY2014 to address family violence. Outside of these sources there are no other state funds available to OCJP that can be used to support other types of victim service projects. In order to help agencies maintain their victim services programming, the Victim Services Unit is committed to providing continuation federal funding to well performing agencies that have a history of providing needed services to victims of crime with a data driven approach. As needs are determined through the strategic planning process and as funding becomes available, new projects are funded that address service gaps, provide innovative programming and/or are evidenced-based programs.

II.   Tennessee Geographic and Demographic Data

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. Tennessee is bordered by Kentucky, Virginia, North Carolina, Georgia, Alabama, Mississippi, Missouri and Arkansas. Tennessee is only one of two states that have as many as eight bordering states.

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 criminal activity.

There are three distinct geographical regions of the state, corresponding with the Districts of the U. S. Attorney's Offices (see Figure 1 below). Tennesseans refer to these as "grand divisions." In the eastern "grand" the hilly and mountainous areas reach elevations of over 6,000 feet above sea level. The middle grand division is mostly gentle, rolling hills whose elevations range from 500 to 1,000 feet. The middle grand hosts the second largest concentration of population and the seat of state government in the region around Nashville. The Tennessee River separates the western grand from the middle grand division. The west, approximately 10,000 square miles of territory between the Tennessee and the Mississippi Rivers, is home to Tennessee's largest city, Memphis. Northwest Tennessee, the rest of the western grand division, is quite sparsely populated. Figure 1 also illustrates Tennessee's 31 judicial districts.

Figure 1: Tennessee's Grand Divisions
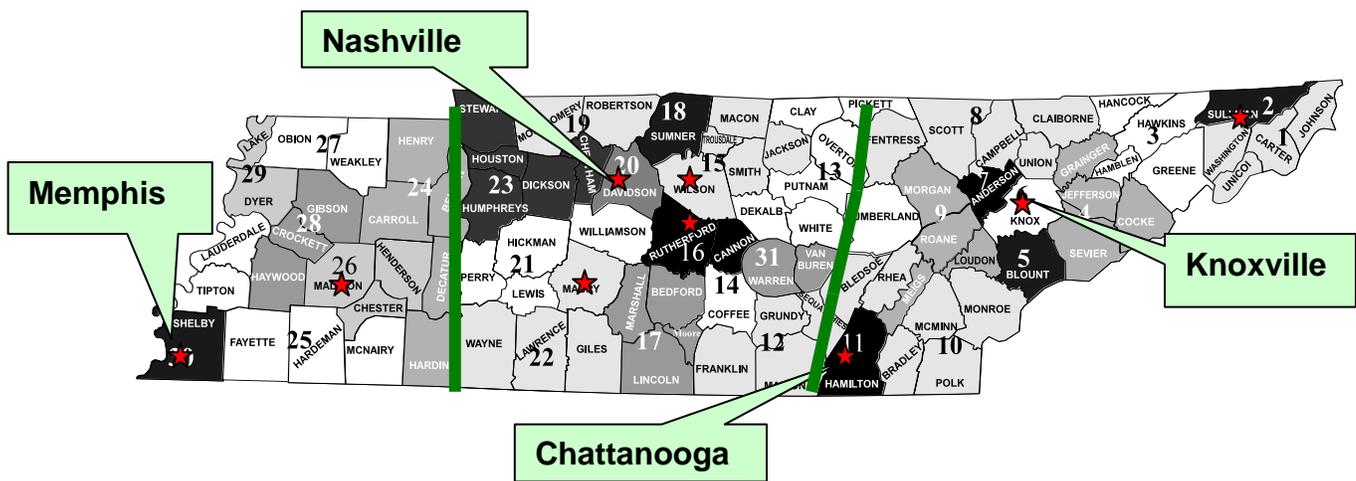
There are four major cities in Tennessee, but six other major areas are expanding in population at a rapid pace. The four major cities from west to east are Memphis, Nashville, Chattanooga and Knoxville. The six additional areas of expanding population are, Spring Hill, La Vergne, Brentwood, Murfreesboro, Smyrna, and Franklin.

Demographics

In 2013, Tennessee's total population was estimated at 6,495,978. The population has grown 2.4% since 4/1/2010.

Figure 2: Tennessee Demographics

Tennessee – Population	2013 Estimate
Total Population, 2013 Estimate	6,495,978

Population % change - 4/1/2010 to 7/1/2013	2.4%

Tennessee – Age	2013 Estimate
% persons under age 5	6.2%
% persons under age 18	23%
% persons ages 19-64	56.1%
% persons age 65 and over	14.7%
Tennessee – Gender	**2013 Estimate**
Female Persons, %	51.2%
Male Persons, %	48.8%

Tennessee – Race	2013 Estimate
American Indian/Alaskan Native Persons, %	.4%
Asian Persons, %	1.6%
Black Persons, %	17.0%
Hispanic or Latino Persons, %	4.9%
Native Hawaiian/Other Pacific Islander, %	.1%
White Persons, %	79.1%
Persons reporting two or more races, %	1.7%
White persons not Hispanic, %	75.9%

Tennessee – Underserved Populations	Estimates
People Living in Rural Settings, % (2013)	23%
People with Disabilities, % (2013)	15.4%
Language other than English Spoken at Home, % (2013)	6.6%
Persons below poverty, % (2013)	17.6%

The diversity of age, ethnicity, race, ability and geography presents unique challenges to the agencies and organizations working to provide services to victims of crime in Tennessee. Victim services agencies are working hard to provide services to limited and non-English speakers, to urban and rural victims, to victims living in poverty, to victims with disabilities and to victims with other barriers that impact how she or he might access services.

Victim services agencies are tailoring their services to the needs of their communities. While an urban agency may offer its clients bus passes or taxi fares, a suburban or rural agency will provide transportation to its clients in order to access social services, attend court dates, etc. Both urban and rural agencies are reaching out to victim/survivors through the use of technology: websites, email access, social media, etc.

Tennessee's rural populations share a number of factors that can contribute to cycles of violence including geographic and social isolation, poverty, substance abuse

and lack of formal education. Lack of access to communication, transportation and housing all contribute to the social and psychological isolation making rural victims of violence particularly vulnerable.

Victim services agencies that cover rural counties are spending more funding than ever before to provide services to unserved and underserved counties in the agency coverage area. Agencies are establishing new offices or office hours and advocates are establishing a presence in those communities and in courts.

Agencies are hiring native Spanish speakers or bilingual speakers to assist the rising numbers of our Hispanic population. Agencies are contracting with a Language Line and/or collaborating with other agencies to assist limited or non-English speaking victims of crime.

III.   Tennessee Crime Data and Data Analysis

In this section, 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.

OCJP monitors the following sources of community and criminal justice system trends in order to identify the "nature and extent of the problem in Tennessee":
- U. S. Census data on population changes;
- Uniform Crime Reporting (UCR) Data on Violent Crime;
- Tennessee Incident Based Reporting System (TIBRS);
- Domestic Violence and Rape, Sexual Assault and Stalking Data (TIBRS); and
- Environmental "scans" of other criminal justice system issues derived from:
  - Routine contacts with allied professionals (e.g., Departments of Safety, Corrections, TN Bureau of Investigation, Board of Parole);
  - Meetings and work groups for grant subrecipients and allied professionals (e.g., Tennessee Coalition to End Domestic and Sexual Violence (TCEDSV), Domestic Violence State Coordinating Council, Tennessee Chapter of Children's Advocacy Centers, Prevent Child Abuse Tennessee, Tennessee CASA Association, Tennessee District Attorneys General Conference, the Administrative Office of the Court, the Sheriff's Association, the Police Chief's Association, and You Have the Power, etc.).
- Agency self-reporting about community needs and trends in victim services programming;
- Needs assessment in conjunction with the Tennessee Coalition to End Domestic & Sexual Violence.

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 virtually 100% of its crime statistics to the National Incident-Based Reporting System (NIBRS).

Figure 3: TIBRS Crime Data Reported 2009 – 2013*

Crime Type	2009	2010	2011	2012	2013
Crimes Against Persons Group A Crime Rate	168,860	165,391	162,227	161,651	150,904
Murder	461	360	375	390	333
Domestic Violence Murder (Subset of Murder)	106	92	96	80	86
Rape	5,651	5,860	5,752	5,680	5,199
Aggravated Assault	30,048	28,134	28,654	30,818	28,718
Domestic Violence Aggravated Assault (Subset of Aggravated Assault)	10,875	10,576	10,797	11,802	11,168
Simple Assault	97,186	96,752	94,697	92,077	86,202
Domestic Violence Simple Assault (Subset of Simple Assault)	58,669	59,495	59,079	56,043	53,025
Stalking	1,657	1,548	1,546	1,631	1,570
Robbery	9,699	8,406	8,130	8,135	7,363
Commercial Sex Acts					4**
Involuntary Servitude					0**

* Data pulled from TBI website, http://www.tbi.state.tn.us/tn_crime_stats/stats_analys.shtml on 2/2/2015.
** Data not previously captured.

Crimes Against Persons: includes reports of murder, negligent manslaughter, kidnaping/abduction, forcible rape, forcible sodomy, sexual assault w/ object, forcible fondling, incest, statutory rape, aggravated assault, simple assault, intimidation, and stalking.

Murder: includes reports of all murders including domestic violence murders.

Domestic Violence Murder: includes reports of murders categorized as domestic violence related.

Rape: includes reports of forcible rape, forcible sodomy, sexual assault w/ object, forcible fondling and statutory rape.

Aggravated Assault: includes reports of all aggravated assaults including domestic violence aggravated assaults.

Domestic Violence Aggravated Assault: includes reports of aggravated assaults categorized as domestic violence related.

Stalking: includes all stalking reports

Robbery: is counted as a Crime Against Property and not as a Group A or Crime Against Persons crime. This statistic is presented as it is a victim category for the Victims of Crime Act grant, a major funding source for victim services programs.

The five year snapshot in the table above indicates the following trends:

Analysis of data reported by Tennessee into the NIBRS system reveals a downward trend in Crime Against Persons. The number of incidents of these type crimes have gone down as the population in Tennessee has risen thus making the decline in the crime rate (number of incidence per 100,000 population) that much more dramatic. Overall, there has been a drop in reported crimes of 10.6% from 2009 to 2013.

While the overall Crimes Against Persons rate has gone down, domestic violence related murder has increased in reported incidents in 2013. Additionally, child sexual assault and human trafficking have come to the forefront as issues of primary concern to the public.

OCJP will be monitoring these trends for the upcoming planning period and will continue to leverage state and federal funding to support programs geared towards prevention and allowing easier access to programs that will assist victims of crime.

IV.   OCJP's Strategic Planning Partners

OCJP has developed an on-going process for involving local service providers and state and local officials in victim services strategic 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 3 comes from OCJP's direct linkages with criminal justice system practitioners.

OCJP values the expertise of allied professionals in all components of the criminal justice system and the victim services field, especially, the local service providers. Service providers in the field know more about the needs, directions, threats, opportunities, and weaknesses than anyone else.

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

- Tennessee Coalition to End Domestic and Sexual Violence
- Domestic Violence State Coordinating Council
- Tennessee Chapter of Children's Advocacy Centers
- Prevent Child Abuse Tennessee
- Tennessee CASA Association
- STOP Implementation Plan Strategic Planning Group
- Tennessee Sheriff's Association
- Tennessee Police Chief's Association
- Tennessee Methamphetamine Task Force
- Tennessee Alliance for Drug Endangered Children

At the State level, OCJP partners include:

- Tennessee Administrative Office of the Court
- Tennessee Law Enforcement Training Academy
- Tennessee Bureau of Investigation
- Tennessee Criminal Injuries Compensation Program
- Tennessee District Attorneys General Conference
- Department of Safety and Homeland Security
- Department of Health
- Department of Correction
- Department of Children's Services
- Tennessee Board of Probation and Parole.

All partners provide input directly to OCJP. (Appendix A elaborates on the composition of the justice system in Tennessee.)

In following the premise that the service providers are the backbone of the victim services field, OCJP takes both a bottom up as well as a top down approach to planning. OCJP relies on service providers at the local level to identify the resources, needs and gaps to be filled in their program specific areas. 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:

- Frequent contact with individual partners
- Attendance at organizational meetings of partners
- Group trainings which include partners
- Special called meetings of partners
- Site visits with funded programs

OCJP records data from frequent contact that grants managers have with service providers/subrecipients. These contacts serve as a source of data regarding problems, priorities, and programs and gives OCJP insight into special issues and possible solutions.

Beginning in early FY 2011, the Governor's Public Safety Subcabinet was formed. Led by the Department of Safety and Homeland Security Commissioner, Bill Gibbons, the Subcabinet is comprised of 11 Departments and Agencies within the executive branch that impact public safety. With planning assistance from the National Governors' Association, the Subcabinet identified three major challenges and believes that addressing these challenges aggressively can have a significant impact on crime in our communities:

- Drug Abuse and Trafficking
- Violent Crime
- The Number of Repeat Offenders

The Subcabinet working group then convened multiple Stakeholder groups consisting of State and local leaders and practitioners to examine specific problem areas in the criminal justice system and offer solutions. A total of over 250 stakeholders had input into the State's Public Safety Plan, which guides, to some extent this strategy. The largest of these groups by far was the Domestic Violence stakeholder group which was comprised of 61 individuals working in the field of Domestic Violence and services to victims. The different stakeholder group sessions that were convened are as follows:

- Violent Crime
- Methamphetamine
- Domestic Violence
- Prescription Drugs
- Drug Court
- Repeat Offenders

The Governor's Public Safety Plan, developed as a result of the input from the Subcabinet and the stakeholder sessions, culminates in forty (40) Action Steps containing short-term outputs and long-term outcomes. Click here for the Governor's full Public Safety Plan.

The Governor's Public Safety Subcabinet continues to meet on a quarterly basis to review the overarching goals and progress on the forty action steps. In addition, various subcommittees have been formed to tackle specific topics and issues.

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:

- Domestic Violence State Coordinating Council
- TN Annual CASA Meeting
- The Integrated Criminal Justice Steering Committee
- Tennessee Statistical Analysis Center Board Quarterly Meetings
- The Tennessee Sheriffs Association
- The Tennessee Association of Chiefs of Police
- The Methamphetamine and Prescription Drug Diversion Task Force Meetings

Staff at OCJP frequently attended training events that address 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 by OCJP in FY 2014 include:

- Family Violence Prevention Services State Administrators Conference
- Victims of Crime State Administrators Conference
- Tennessee Coalition to End Domestic and Sexual Violence's Domestic Violence Shelter Leadership Institute
- Tennessee Connecting for Children's Justice Conference
- Tennessee CASA First Annual Conference
- National Criminal Justice Association Annual Conference
- The Governor's Public Safety Forum

OCJP also participates in frequent webinars to further staffs' understanding of crime victim issues, to identify best practices for services to crime victims, and to learn about successful program outcomes.

OCJP is tasked with coordinating advisory groups and working directly with these groups.

OCJP coordinates the **Advisory Committee on Family Violence Shelters**, which is made up of representatives from local domestic violence shelter programs, the Tennessee Coalition to End Domestic and Sexual Violence and a domestic violence survivor who was formerly a resident at a Tennessee domestic violence shelter. The Advisory Committee on Family Violence Shelters helped develop the Family Violence Shelter Standards which became effective 12/28/2001 and are still guiding the family violence shelters today. Currently, the Advisory Committee has an annual conference call to discuss the distribution of state funds to family violence shelters.

OCJP also coordinates the **Sexual Assault Advisory Committee** which is made up of representatives from local sexual assault programs, the Tennessee Coalition to End Domestic and Sexual Violence and a former client of a Tennessee sexual assault program. Currently, the Advisory Committee has an annual conference call to discuss the distribution of state funds to sexual assault programs.

As needed, both committees discuss problems, issues and concerns related to system improvement, such as how service providers can work together through information sharing, increased communication, and comparing programs that use best practices. These meetings provide a formal source of detailed input on the current problems and emerging issues facing victims-system and possible future directions.

V.   Tennessee's Resources

Given the limited resources Tennessee has to provide services, OCJP must balance the communities' needs with limited funding for grants to victim services programs. 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:

➢ **Victims of Crime Act** *(VOCA):* VOCA grants 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. In FY 2015, 80 victim services agencies received VOCA grants.

➢ **Services•Training•Officers•Prosecution** *(STOP Violence Against Women):* STOP grants promote a coordinated, multidisciplinary approach to improving the criminal justice system's response to violence against women. In FY 2015, 36 agencies received STOP grants.

➢ **Family Violence Prevention and Services Act** *(FVPSA):* OCJP uses federal and state funds to provide grants for shelter and core services to victims of family violence and their dependents. Funded shelter services are provided 24 hours a day, 7 days a week and include shelter, 24-hour access to a crisis hotline, community referrals, counseling, advocacy, transportation arrangements, follow-up services and community education. In FY 2015, 30 domestic violence shelter programs, overseeing 34 shelter facilities and 55 non-residential service sites, received FVPSA grants.

➢ **Sexual Assault Services Program** *(SASP):* OCJP uses federal and state funds to provide grants to non-profit sexual assault centers and dual agencies

to provide services to primary and secondary victims of sexual assault. In FY 2015, 13 non-profit sexual assault centers, dual agencies, and a governmental rape crisis center received SASP grants. State funds also supported the TN Coalition with state funding to host a Sexual Assault Institute and web site development project.

➢ **Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (*Arrest*):** This federal, discretionary grant program recognizes that sexual assault, domestic violence, dating violence, and stalking are crimes that require the criminal justice system to hold offenders accountable for their actions through investigation, arrest, and prosecution of violent offenders, and through close judicial scrutiny and management of offender behavior. This grant program is designed to encourage State, local, and Tribal governments and State, local, and Tribal courts to treat sexual assault, domestic violence, dating violence, and stalking as serious violations of criminal law requiring the coordinated involvement of the entire criminal justice system. The Arrest Program challenges the community to listen, communicate, identify problems, and share ideas that will result in new responses to ensure victim safety and offender accountability. Tennessee received a 3 year Arrest grant for $900,000.00. The project is being implemented by the Tennessee Coalition to End Domestic and Sexual Violence through FY 2016.

➢ **Methamphetamine Initiative *(METH):*** This state funded program was created to address the impact of methamphetamine use and production in Tennessee. Priority for funding is given to child advocacy centers which use the funds to provide services to drug-endangered children and their non-offending caregivers. In FY 2015, 12 child advocacy centers received METH grants.

➢ **State Family Violence Funding (*State FV*):** FY 2015 state budget included a $250,000.00 appropriation for family violence services. This appropriation provided additional funding to domestic violence shelters in FY 2015. This funding allowed shelters to make much needed repairs, improve staff retention, obtain evidence-based program training, incorporate life skills training, etc.

➢ **Victim Assistance Academy (Senator Tommy Burks):** The purpose of the Senator Tommy Burks Victim Assistance Academy is to improve services to victims of all types of crime by providing a comprehensive, basic-level victim assistance curriculum and training program to victim services providers and allied professionals. The Academy is a comprehensive; basic-level training designed for victim services providers. The week-long Academy offers a Tennessee-specific 40 hour curriculum modeled after the National Victim Assistance Academy. An annual state appropriation is made to the Tennessee Coalition to End Domestic and Sexual Violence in the amount of $100,000.00 for the purpose of planning and coordinating the annual training event.

➢ **Automated Victim Notification Funding:** This funding stream assists in the implementation of a statewide victim notification system based in the local jails.

VI.   Tennessee's Priorities

In this chapter OCJP sets out the Priority Areas established by Tennessee's strategy development process for identifying the state's violent crimes against persons.

OCJP carefully works within the parameters of its strategic planning framework to identify selected programs to address the needs of crime victims identified during planning. The victim services programs are developed in conjunction with work with local, state, and federal partners.

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

Services to victims include counseling, therapy, domestic violence shelter, emergency civil legal representation, civil and criminal court advocacy, holding offenders accountable through prosecution and law enforcement services, batterers' intervention programs, personal advocacy, transportation, language services, assistance with criminal injuries compensation, sexual assault forensic exams, crisis counseling, support groups, community resource information/referral, crisis hotlines, etc. Funding is also used for victim-focused training and community outreach.

Victim services projects must adhere to the priorities and allowable activities set forth by the federal and/or state funding requirements.

VOCA Priority Areas: *Domestic Violence, Sexual Assault, Child Abuse and Underserved Crime Victims*

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

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

VOCA has four priority areas for project funding: **domestic violence, sexual assault, child abuse and underserved crime victims** (including homicide survivors, elder abuse, DUI/DWI crash victims, adults molested as children, robbery, assault, etc.). States must allocate a minimum of 10% of VOCA funds to each of the four priority areas.

In FY 2015, the VOCA award provided funding to 81 Victim Services projects including:

- 20 Domestic Violence Shelter/Services projects
- 22 Child Advocacy projects
- 9 Victim-Witness projects
- 8 Dual Domestic Violence/Sexual Assault Services projects
- 5 Comprehensive Victim Services (multiple victim types served) projects
- 2 Elder Abuse projects
- 4 Legal Services projects
- 5 Domestic Violence Advocacy projects
- 2 Sexual Assault projects
- 1 Domestic Violence Shelter/Child Advocacy projects
- 1 Mothers Against Drunk Driving Victim Advocacy project
- 1 Statewide Domestic Violence Hotline project
- 1 Victim-Offender Dialogue project

In FY 2016, the Victim Services Unit will continue to fund high performing VOCA grants which provide direct services to a wide variety of crime victims.

STOP Priority Areas: *Court, Law Enforcement, Prosecution and Victim Services*

STOP Grants promote a coordinated, multidisciplinary approach to improving the criminal justice system's response to violence against women. This approach envisions a partnership among law enforcement, prosecution, the courts, victim advocates and service providers to ensure victim safety and offender accountability.

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

The Violence Against Women Act (VAWA) requires that states allocate STOP funds as follows:
- 25% for law enforcement programs
- 25% for prosecutors
- 30% for nonprofit, nongovernmental victim services (of which 10% must go to culturally specific community based organizations)
- 5% for State and local courts

- 15% to further support law enforcement, prosecution, court or victim services programs at the state's discretion

In FY 2015, the STOP grant provided funding to 36 projects including:
- 2 court projects
- 4 law enforcement training grants
- 6 law enforcement officer grants
- 7 prosecutor projects
- 17 victim services projects including 2 grants for culturally specific projects

The Victim Services Unit will continue to support projects which provide direct services for victims of domestic violence, sexual assault, stalking, and dating violence and training for allied professionals. Additional funding opportunities will be available as funding allows supporting the goals of Tennessee's 2014-2016 STOP Implementation Plan.

FVPSA Priority Areas: *Prevention, Shelter, Supportive Services, and Specialized Services for Children*

The purpose of FVPSA is to:
- assist nonprofit organizations, local public agencies, approved partnerships, and faith-based organizations in supporting the establishment, maintenance, and expansion of programs and projects to prevent incidents of family violence, domestic violence and dating violence;
- provide immediate shelter, supportive services, and access to community-based programs for adult and youth victims of family violence, domestic violence, or dating violence, and their dependents;
- provide specialized services for children exposed to family violence, domestic violence or dating violence, underserved populations, and victims who are members of racial and ethnic minority populations.

FVPSA grant funded programs provide immediate shelter, supportive services and access to community based programs for their dependents. States must provide specialized services to underserved populations. Special emphasis is given to the support of community-based projects of demonstrated effectiveness. Shelter Programs must provide the following nine (9) core components:
- Safe confidential shelter
- 24 hour crisis hotline
- Counseling
- Advocacy
- Transportation
- Community education
- Referral
- Follow-up
- Specialized services to children and to underserved populations

In FY 2015, OCJP provided FVPSA funding to 30 domestic violence shelter programs across the state, including 34 Shelter Facilities and 55 nonresidential service sites.

In FY 2016 The Victim Services Unit will fund FVPSA grants that provide the nine core components to victims of domestic violence and are compliant with Tennessee State Standards for Family Violence Shelters.

SASP Priority Areas: *Direct Intervention and Related Services*

SASP is the first Federal funding stream solely dedicated to the provision of direct intervention and related assistance for victims of sexual assault.

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

In FY 2015, OCJP provided SASP funding to 13 sexual assault programs.

In FY 2016 The Victim Services Unit will fund SASP grants which provide direct intervention and related assistance for victims of sexual assault.

Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (*Arrest*): *Sexual Assault*

The goal of the Tennessee Sexual Assault Response Project is to improve the sexual assault response of the criminal justice system in Tennessee. The project has the following objectives:

- To develop SARTS and support SANEs by partnering with sexual assault victim advocates in 13 counties in Tennessee to actively respond to sexual assault;
- To distribute and implement statewide policies and best practices on forensic rape exams, sexual assault reporting, and evidence collection and retention in sexual assault cases that hold perpetrators of sexual assault accountable and protect survivor safety, self-determination, and confidentiality.

The Tennessee Sexual Assault Response Project includes these components: Best Practice Guidelines Distribution and Implementation; SART Coordination and Legal Advocacy Program; SANE Support; and Training and Technical Assistance.

The Office of Criminal Justice Programs within the Department of Finance and Administration (OCJP) will contract with the Tennessee Coalition to End Domestic and Sexual Violence to carry out the project. The Tennessee Coalition to End Domestic and Sexual Violence will work with six local programs, including five dual agencies and one rape crisis center. The International Association of Forensic Nurses will assist in SART training for the local programs.

This project will be statewide. Project will be implemented all three regions of Tennessee (West, Middle, East). Implementation will take place in the following 13 counties: Cumberland, Bledsoe, Hamblen, Claiborne, Lincoln, Franklin, Davidson, McMinn, Meigs, Madison, Crockett, Gibson, and Benton. The project will start in FY 14 and continue through FY 17.

State Family Violence Fund Priorities – Governor's Appropriation

The FY 2015 Tennessee Budget appropriated $250,000 to the State Family Violence Fund for programs to further meet the needs of domestic violence, date violence and intimate partner violence victims. These dollars were offered in an open and competitive grant solicitation process for eligible Tennessee Domestic Violence Shelter Programs. The results of this solicitation were that many shelter programs were able to expand programming; increase the retention rate of skilled staff; improve the quality of existing programs through implementing best practices and make physical improvements to shelter facilities long overdue for maintenance.

- 13 of Tennessee's Shelter Programs were awarded funding
- 10 Shelters used a portion of their funds to hire part-time advocates
- 5 Shelters increased funds available for emergency aid to victims
- 7 Shelter Programs used funds to ensure retention of skilled staff
- 4 Programs increased therapy hours available for victims and their children
- 3 Programs paid for long overdue maintenance on their facilities

Additionally, a small portion of the FY 2015 Tennessee Budget allocation of $250,000 was used to support a statewide training for shelter and family violence advocates in order for domestic violence coordinated community response teams could be more fully developed throughout the state.

In FY 2016 OCJP will continue to assess the needs and gaps of services for victims of domestic violence throughout the state. This funding will be used to fund services which address those needs and gaps and/or to providing training opportunities to victim service providers.

Victim Assistance Academy (Senator Tommy Burks) Priority Area

The Senator Tommy Burks Victim Assistance Academy provides a comprehensive, basic-level victim assistance curriculum and training program to victim services pro-

viders and allied professionals. The Academy is a comprehensive; basic-level training designed for victim services providers. The week-long Academy offers a Tennessee-specific 40 hour curriculum modeled after the National Victim Assistance Academy.

The 2014 Academy reported the following accomplishments:
- 45 attendees received 40 hours of training;
- 97% agreed or strongly agreed that they learned a great deal in the training session;
- 95% agreed or strongly agreed that they will apply what they learned back on their job; and
- 98% agreed or strongly agreed that they were satisfied with the training they received.

The Victim Services Unit will continue to fund the Victim Assistance Academy.

Automated Victim Notification Priority Area

The TN SAVIN program is funded through § 67-4- 602, enacted in 2009, which added an additional privilege tax upon conviction in relation to criminal cases. In FY 2015, OCJP granted $600,000.00 in state appropriated funding from the privilege tax. The OCJP is the designated state office to administer funds collected and annually issues a grant to finance the TN SAVIN project.

The purpose of the program is to increase the safety of victims of crime, law enforcement, criminal justice personnel and the general public by providing access to timely information concerning the custody status of offenders in county jails. Victims and other concerned citizens can register anonymously by telephone or over the internet to be notified in the event of an offender's release, transfer or escape. The program oversight is provided by the Tennessee Sheriffs Association (TSA) and is paid for through State funding. Goals of the program include:
- Increased the safety of the victim;
- Increased the safety of the public;
- Increased the safety of law enforcement and other criminal justice personnel; and
- A timely distribution of reliable information to all concerned.

In FY 2014, the TSA maintained the SAVIN programmatic services to 90 counties currently on line in the state and implemented the program in the remaining counties to bring the system statewide. Since the system was implemented in Tennessee in 2008, over 115,000 victims have registered for notification, and 3,165,937 inquiries from the public have been made for information on offender status.

Governor's Public Safety Action Plan

OCJP Victim Services is leading the initiative for Action Step 33.
- **Goal:** Curb Violent Crime

- **Objective:** Reduce the Level of Violence in the Home
- **Action Step 33:** Provide more support for domestic violence victim shelters.

During FY 2014, Shelter Leadership received the following training:
- Federal FVPSA Program Manager Edna James conducted a conference call with 23 Shelter Directors for one hour discussing Federal Mandates on Shelter Accessibility (September 3, 2013)
- Victim Services Assistant Director and FVPSA State Administrator conducted a conference call with 24 Shelter Directors for one hour on implementation of Accessibility Policies. (December 18, 2013)
- The Tennessee Coalition To End Domestic and Sexual Violence in conjunction with national speaker Shakira Cruz Ramon from The Network la Red conducted a 6 hour training in Nashville for 55 Shelter Directors and Shelter Managers on Best Practices for Implementation of Accessibility Policies and Procedures (April 9, 2014)
- FVPSA State Administrator conducted 1 hour conference call for Shelter Directors on Federal Output Reporting for fiscal 2014. 30 Shelter Directors attended. (June 24, 2014)

As a result of increased focus on voluntary services, trauma informed care, and staff turnover at victim service agencies, OCJP Victim Services provided increased technical assistance to shelter leadership on-site at shelter facilities and/or their offices, as well as, via email and by phone.

In FY 2016, OCJP will continue to host leadership/training calls, plan for the domestic violence leadership institute, and continue to provide intensive technical assistance to ensure quality victim services.

The Victim Services Unit is collaborating with the Criminal Justice Unit in addressing Action Step 34 of the Governor's Public Safety Plan.

- **Goal:** Curb Violent Crime
- **Objective:** Reduce the Level of Violence in the Home
- **Action Step 34:** Increase awareness of child sexual abuse, including support of current statewide efforts such as Stewards of Children and Trafficking in America Task Force.

The Office of Criminal Justice Programs (OCJP) is working with the Tennessee Chapter Children's Advocacy Centers to provide child sexual abuse training to groups across the state. Civic groups, church groups, educators, sports leagues and others have received this training.

Additionally, OCJP is working with the Tennessee Bureau of Investigation, through funding, to deliver "Human Trafficking" training to law enforcement and other first responders across the state.

During FY 2014, there were 697 Stewards of Children curriculum training events attended by 12,028 participants. For FY 2015, as of December 2014 there were 271 Stewards of Children curriculum training events attended by 4,516 participants.

OCJP will continue to take an active role in assisting with this Action Step.

VII. Resource Needs and Gaps

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 grant 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 victim services across the state. 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. (Appendix A contains details on our planning process.)

Tennessee's Areas of Greatest Need

OCJP extends the research beyond tracking statewide crime data, to identify specific areas of need from stakeholders as well as from formal and informal meetings with service providers. While the economy appears to be on the upswing, nonprofit agencies are still recovering from the last five years and have continued to work with lean revenues while expenses have risen.

Programs that provide services to or for victims of crime remain underfunded across the state. Programs are stretched as each tries to accommodate the needs of increasing numbers of clients with the same or fewer dollars.

Victim services agencies are challenged to provide quality services to a diverse population including rural and geographically isolated victims, immigrants and refugees, and those who have limited English proficiency. In order to serve these diverse populations, agencies improving their culturally specific services and expanding and/or enhancing existing services in order to reach as many victims as possible.

Immediate and Long-term Outlook

OCJP will continue to fund existing subrecipients who provide quality, data driven services to crime victims as long as funding is available. If state or federal funding were to increases, OCJP would work to fund programs that will meet the needs identified through our strategic planning process.

- Maintain existing victim services projects while continuing to improve the quality of those services for victims.
- Identify areas in the state where culturally specific victims are unserved, underserved, and/or inadequately served and examine a possible service response.
- Promote statewide efforts that address the reduction of domestic violence related homicide. OCJP is actively engaged with local communities to increase the number of Family Justice Centers in the state.
- Enhance services for victims of sexual assault.
- Support projects that ensure Tennessee is in compliance with PREA certifications and assurances as required by VAWA 2013.
- Maintain existing victim services projects while increasing the quality of their services and enhancing outcomes for victims.

More specifically, core services continue to be in need for all crime victims including victims of domestic violence, victims of child abuse, homicide survivors, victims of sexual assault, etc. Victim services programs need resources to provide culturally specific services for victims from a variety of cultures, ethnicities, rural origins, etc. Victim services programs need resources and community partners to address drug and alcohol addictions experienced by victims. Last, victims who have physical and mental disabilities require specialized services from victim services agencies.

Additionally, there are emerging needs that have come to the forefront in the victim services arena including:

- Services for human trafficking victims
- Enhanced services for sexual assault victims including forensic exams performed by Sexual Assault Nurse Examiners (SANE)
- Advocacy services for sexual assault victims in detention
- Child Abuse Prevention Programs
- Lethality Assessment Programs

VIII. Conclusion

OCJP will continue to focus on victims of crime in Tennessee. Priority service populations must be served including victims in areas of the state where service providers are few, unserved and underserved victims and culturally specific victims. Tennessee will continue to fund programs with a proven track record of providing quality services to victims. Priority will be given to continuation programs that are providing quality, data driven services.

OCJP is committed to meeting the diverse needs of victims of crime across Tennessee. We work with members of the victim services field and the criminal justice system to better understand the impact that domestic violence, sexual assault, child

abuse, homicide, elder abuse, stalking, kidnapping, and other violent crimes have on victims and their families.

OCJP is better equipped to strategically plan for victim services funding through our work with local service providers and the Tennessee Coalition to End Domestic and Sexual Violence, attending working groups and formalized meetings, participating in local and national victim-centered trainings, meeting with local and state criminal justice leaders, and participating in the Governor's Public Safety Subcabinet Working Group.

Through our ongoing collaborations within the victim services field and the criminal justice system, OCJP is more knowledgeable on how to best target state and federal funds to projects that will best serve the needs of the victims and provide quality services.

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 this Appendix is a simplified version taken from OCJP policy.

Mission and Vision: 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 17 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.

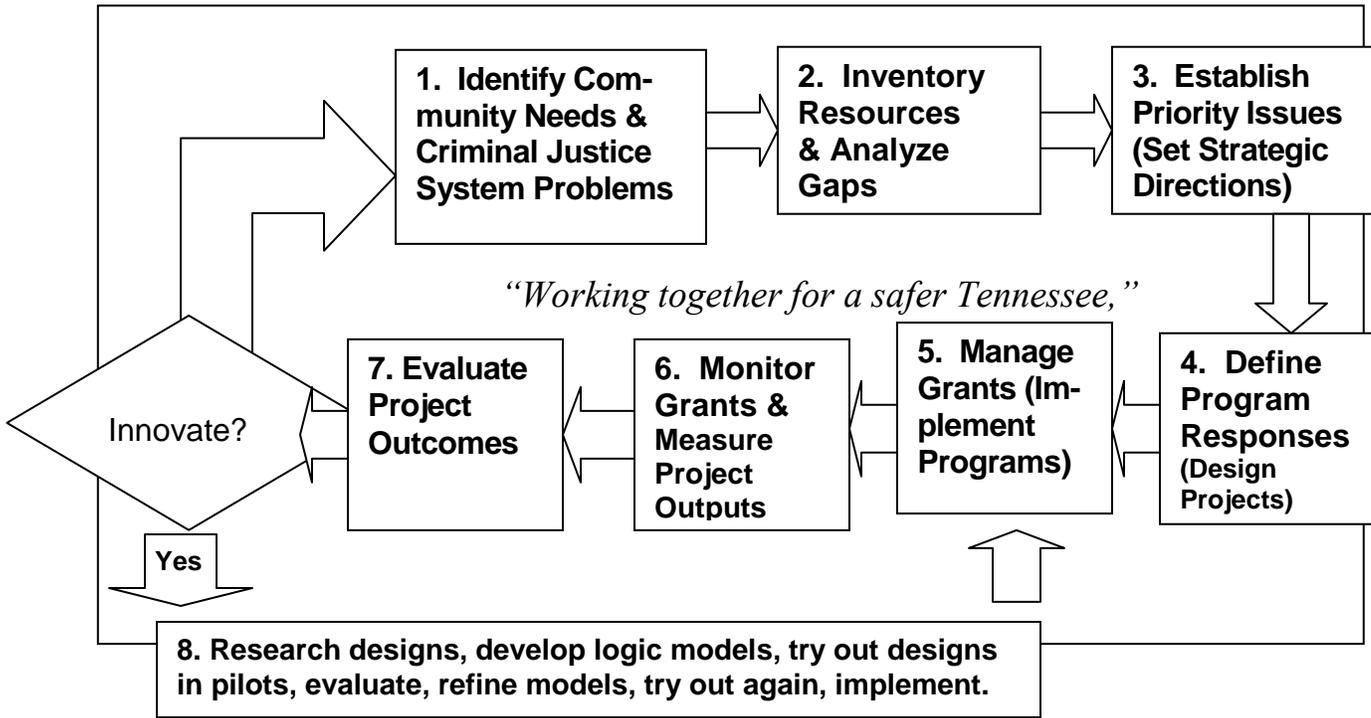**Figure 4: OCJP's Strategic Program Planning and Grants Management Process**

"Working together for a safer Tennessee,"

Figure 5: 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**	• 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**	• Plot and review data sources • Summarize current and anticipated problems for monitoring.
Analyze Resources: Identify Gaps and Opportunities	**Nov-Dec**	• 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 re-

24

Stage of Process	Cycle	TN OCJP Program (Grant) Management Activities
		leased. • Identify resources that can be reallocated: innovation/expansion. • Determine service gaps, unmet or under-met needs & geo-map.

Set Strategic Direction	Dec-Jan
	
	Mar
		• Determine priority of funding for next grant cycle:
		  o Define program purposes in abstracts &identify priority areas and projects for funding;
		  o 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	• Manage the proposal review process (selection panels, grant proposal evaluations). • Make awards of sub-grants. • Send contracts.
Identify and Design Innovative Projects	July-June	• Identify innovative projects for funding or replication. • Facilitate logic model designs of new model projects.
Monitor and Measure Programs	Jul- June	• Complete Risk Assessments. • Review monitors reports. • Require improvement or corrective action plans, as required.
Evaluate Projects and Programs and Report to Funders	Jul- June Oct - Dec	• Review annual reports of actual outputs and outcomes against each sub-grant's projections and prior reports. • Review current array of grants, programs, and projects against grant purposes, priorities and targeted populations.

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;
- Domestic Violence, 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;

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, routinely, documenting findings in a record for periodic discussion at OCJP;
- Maintain routine contact with other state agencies (e.g., state Departments of Safety, Corrections, Children's Services, Mental Health and Retardation.
- Attend and sponsor conferences, retreats and work groups for grant subrecipients 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 Tennessee Coalition against Domestic Violence and Sexual Assault, victim services agencies' administrators);

- 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;

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:

2.1. Inventory of Resources:
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 money 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 victim services stakeholders. Their satisfaction is a goal for OCJP. Therefore, the Office engages non-profit subrecipients, local governments, 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 to obtain advice for OCJP planners on the following:
> - The problems, issues and trends OCJP has identified in community needs and the state's victim services capacity;
> - The condition of state and federal grant revenues available for allocation to Tennessee agencies;
> - The staff's suggestions for program priorities and program descriptions; and
> - Their recommendations on the final design of that year's grant solicitations.

4. 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.

> **4.1. State sub-grant awards process:** The process for soliciting applications 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. Over the next few months:
> - 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.
> - 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 maintains detailed records of the selection decisions, "populate" the database, notify the subrecipients of the state's decisions, and deal with questions.
> - OCJP staff distributes contracts and maintains the subrecipient's project file. ,

4.2. Federal Collaboration: Grants managers collaborate with the federal grant managers in Washington D.C. 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.

4.3. 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 STOP program, 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.

4.4. Compliance Management: Grants managers coordinate with the OCJP monitoring staff, making regular contacts to discuss the program/fiscal monitoring status of all grant sub-recipients (once completed). Managers also work with the monitors to understand the projects' logic models and their expected project outcomes.

5. 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 subrecipients' 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.

5.1. 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 subrecipients about the upcoming reporting deadlines, answering questions about the required reports. 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. Performance data can offer the grant manager huge opportunities for clarifying grant expectations, provide technical assistance, etc.

5.2. Performance Reporting: Grant managers each prepare and submit 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.

6. Evaluate Project Outcomes

OCJP believes that evaluation provides essential information for completing the strategic management cycle. 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. The focus is on what changes were effected in the community or the victim.

> ### 6.1. 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.

> ### 6.2. 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.

7. 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 victim services unit 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 "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.