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# Annual Report

# 2013-2014



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## Executive Summary

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

In fiscal year 2014, OCJP was responsible for 22 different state and federal fund sources; approximately 291 grants totaling over of \$25,000,000.00 in funding to various State Departments, local governments and non-profit agencies for criminal justice and victim service grants. As a member of the Governor's Public Safety Subcommittee the Office of Criminal Justice Programs assisted in the development of the Governor's Public Safety Plan. As part of that planning process, shortfalls in funding were identified and efforts were made to assist in meeting the Plan's goals and objectives.

The OCJP Criminal Justice Unit oversaw 89 multiyear grants to state and local entities totaling approximately \$11,082,488.00 in federal, state and local funds. Federal grant sources administered by the Criminal Justice Unit include; Edward Byrne Justice Assistance Grant (JAG) Program, National Criminal History Improvement Program (NCHIP), Paul Coverdell Forensic Science Improvement Grant (Coverdell), and the Residential Substance Abuse Treatment (RSAT) for State Prisoners. In addition, the Criminal Justice Unit coordinates several streams of state funding including; Automated Fingerprint Identification System (AFIS) funding, Internet Crimes Against Children (ICAC) funding, Automated Victim Notification (SAVIN) funding, and Interlock Ignition funding.

The focus of the funding provided by the criminal justice unit centered around the following themes:

- Supporting Governor Haslam's Public Safety Plan through expansion of family justice centers in Tennessee, professional enhancement trainings, and other opportunities;
- Targeted community crime reduction projects focusing on small geographic areas and encompassing prevention;
- Addressing drug and violent crime via the Judicial District Drug Task Forces;
- Offender intervention programming targeting family reunification, addiction and mental health treatment, employment and educational services;
- Prevention activities focused on reducing bullying, thoughtful use of social media and life skills enhancement; and
- Improvements in technology such as purchasing new Livescan machines, continued improvements to the Tennessee Instant Check System (TICS), the ongoing development of the technology for automated case judgments and expansion of the victim notification system.

In fiscal year 2014, the Victim Services Unit oversaw 202 grants to state and local entities totaling approximately \$14,375,478 in federal, and state and funds. Federal grant sources administered by the Victim Services Unit include; Family Violence Prevention and Services Act (FVPSA), Sexual Assault Services Program (SASP), Services• Training• Officers• Prosecution (STOP), Victims of Crime Act (VOCA) and Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program. In addition, the Victim Services Unit coordinates several streams of state funding including; The Methamphetamine Initiative for Child Advocacy Centers (METH), the Domestic Violence State Coordinating Council, Senator Tommy L. Burks Victim Assistance Academy, Family Violence Shelter Fund, Sexual Assault Fund, the Child Abuse Fund, and the Governor’s Family Violence Appropriation.

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

## Introduction

### Office of Criminal Justice Programs Mission Statement

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

The OCJP oversees several state and federal funding sources. In fiscal year 2014, total funding for all OCJP grant projects was just over \$25,000,000.00 to various State, local government and non-profit community based agencies. As a result of the numerous funding sources, OCJP must stay abreast of the current funding climate at both the state and federal level; anticipate potential increases or decreases and prepare for the impact of these changes at the local community level in order to best meet the safety needs of Tennessee’s citizens.

### Federal Funding Status:

In January of 2014 the final 2014 appropriations bill was signed. Overall the total federal spending in the FY 2014 bill was lower than that of the FY 2009 level. Although some grant programs came out notably ahead of their 2013 funding level, others were eliminated or cut severely. Below is an overview of the impact this had on dollars that come to OCJP to be distributed across Tennessee, (summarized from the National Criminal Justice Association Justice Bulletin).

- Victims of Crime Act (VOCA): received a 7% increase when compared to the FY 2013 level; however VOCA was decreased in FY 2012 and rebounded some in FY 2013 but not completely.
- Byrne Justice Assistance Grant (JAG): decreased by 1.8% from the FY 2013 level. This may not seem like much but when put in context, JAG has decreased over 17.0% when compared to the Byrne JAG funding received in FY 2011.
- Services, Training, Officers, Prosecution (STOP): increased almost 12% when compared to FY 2013. STOP had received two years of reduction, and the 2014 amount is only \$108,523.00 with additional priority area requirements implemented on this funding.
- Family Violence Prevention and Services Act (FVPSA): increased by over 10% when compared to the FY 2013 amount, but that amount had been reduced by 6.5% from the FY 2012 level. The amount of increase over the FY 2011 level is a mere \$57,645.00.

Given the recent Congressional elections and political party divide between Congress and the President, it is unknown how this will impact future Federal funding identified above.

In 2014 in alignment with the Public Safety Plan priorities, Governor Haslam provided a recurring appropriation for family violence in the amount of \$250,000.00. Other State direct appropriations remained level funded in fiscal year 2014. Much of the other State funding

funneled through OCJP is a result of various fines and fees and although the economy is starting to rebound, the amounts collected by these are slow to increase.

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

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

## **Determining Funding Priorities for Tennessee**

### **CRIMINAL STATISTICAL DATA**

The Federal Bureau of Investigation Uniform Crime Reports collects and publishes nationwide crime statistics on a yearly basis utilizing their National Incident-Based Reporting System (NIBRS). In comparing rates for the past three (3) years we find that Violent Crime (Murder, Forcible Rape, Robbery, and Aggravated Assault) numbers (captured as incidents per 100,000 population) have steadily decreased across the nation by the following percentages: 2011 (-4.0%), 2012 (-3.0%), 2013 (-4.4%). In comparison, Tennessee's violent crime statistics changes were noted for the same three years: 2011 (No change), 2012 (-2.1%), 2013 (-8.2%).

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

While national statistics seem to indicate an overall reduction in reported domestic violence cases over the last 10 years, Tennessee's number of cases would indicate otherwise. Tennessee continues to have a violent crime rate above the national average and is presently ranked number 3 in the country. This data can be somewhat misleading however. The data used to indicate Tennessee's top standing is based on the Federal UCR data. Tennessee provides very thorough data into this federal reporting system, whereas other states do not report at the same levels as Tennessee. As a result, this may have skewed Tennessee's ranking. Regardless, Domestic Violence continues to be a prominent and pressing issue for Tennesseans. In 2013 domestic violence victims made up over half of all reported crimes against persons in Tennessee. The number of Tennessee Domestic Violence Victims over the last three (3) years is as follows: 2011 (84,517 Victims), 2012 (82,382 Victims), 2013 (77,817 Victims). Issues related to Domestic Violence have a pronounced presence Governor Haslam's Public Safety Plan; it is an issue drawing great attention.



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

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. The Three Key Initiatives (goals) of the Safety Plan to Curb Crime and Create a Climate for Job Growth in Tennessee Communities are in the areas of:

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

The Office of Criminal Justice Programs 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.

## **NATIONAL DRUG CONTROL STRATEGY**

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

- 1) **PREVENT** drug use before it ever begins through education.
- 2) **EXPAND** access to treatment for Americans struggling with addiction.
- 3) **REFORM** our criminal justice system to break the cycle of drug use, crime, and incarceration while protecting public safety.
- 4) **SUPPORT** Americans in recovery by lifting the stigma associated with those suffering or in recovery from substance abuse disorders.

Throughout this report, there are numerous examples of Tennessee's efforts to combat crime and address victimization that are in-line with the National Drug Control's Four Strategies

## **OCJP STRATEGIC PLANNING PROCESS**

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

*Strategic program management* is a structured process that looks three to five years ahead of daily grants management activities at the changing needs of Tennessee's justice system. OCJP tracks problems surfacing in the criminal justice system, monitors trends in Tennessee's communities, assesses the condition of the state's resources, and measures the recent performance of OCJP-funded programs. All of this is accomplished through the use of the Governor's Public Safety Sub-Cabinet Working Group. Additionally, OCJP convenes a group of experts in the field of criminal justice to help determine the greatest need and possible approaches. This stakeholder focus group consists of two sheriffs, two chiefs of police, two District Attorneys General, two Public Defenders, two judges and an expert both from the local and state level of government. These roundtable members represent all three grand divisions of the state as well as urban, suburban and rural areas of the state. This information helps OCJP focus its future program descriptions, set its funding priorities, prepare its budget requests, and direct its limited resources into areas that promise the best return for the public's investment.

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

## **GRANTS MANAGEMENT**

Funded projects are then monitored (which includes agency site visit), by professionally trained grant monitors as well as OCJP program staff. Contacts occur frequently throughout the agency's funding period to assist them (if necessary) in maintaining their stated goals and objectives as originally agreed upon in their contract(s) with OCJP. Quarterly and annual data-driven reports are required to ensure the previously established outputs and outcomes are being tracked and outcomes, as indicated in the grant, are being met. These reports reflect any impact the program may be having on the intended problem area. Any continuation of agency funding is based on all agreed upon performance measurements being met.

## **EVIDENCE BASED PROGRAMMING**

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

based projects and programs, the OCJP increases the likelihood that the funding creates a positive impact on the issue at hand.

## **LOOKING AHEAD**

The next sections of this report will provide greater detail regarding the types of programs funded, the outputs and outcomes of those projects and the impact of the funding on local communities, victims and their families, and the citizens of Tennessee. The work of the Criminal Justice Unit is described outlining the federal and state funding sources and the projects undertaken in fiscal year 2014. Then the Victim Service Unit provides a similar outline. Finally, the Office of Criminal Justice Program's perspective on monitoring is defined and a review of the outcomes of project monitoring is provided. The results of the program monitoring and fiscal reviews of grant funded projects in one year provide an opportunity for increased technical assistance and training of the projects by the OCJP program managers in the next fiscal year.

# Criminal Justice Unit

The Office of Criminal Justice Programs (OCJP), Criminal Justice Unit is responsible for administering funds to criminal justice agencies across Tennessee to enhance public safety. In FY 2014, the Criminal Justice Unit oversaw 89 grants to state and local entities totaling approximately \$ 11,082,488 in federal, state and local funds.

Federal grant sources include:

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

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

- Automated Fingerprint Identification System Funding (AFIS)
- Internet Crimes Against Children Funding (ICAC)
- Automated Victim Notification Funding
- Ignition Interlock System Program

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

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

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

The data on violent and drug-related crime suggest five 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 meth 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 2013)
- 3) Sexual assault and other cases involving forensics testing has overwhelmed our State and Local laboratories
- 4) Both urban and local law enforcement agencies have seen an upswing in gang related criminal activity
- 5) 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)

Tennessee's overall violent and drug-related crime rates per 100,000 place it in the top quintile of all states' rates, along with several other southeastern states. In the drug enforcement arena, methamphetamine continues to be a serious issue for Tennessee, which has the dubious honor of hosting *both* major trafficking routes *and* a significant production industry in the southeastern part of the state. Tennessee is also at risk for the distribution of abused and diverted prescription drugs such as Oxycontin and Hydrocodone. The same organizations that are distributing low cost methamphetamine in the western US are trafficking meth in Tennessee. Furthermore there has, over the past two years, been a resurgence of heroin, especially in the southern states. Tennessee has seen an influx of this low cost drug. Local law enforcement agencies are noticing an increase in heroin in our communities in Tennessee. This may be due in part to new prescription drug laws and greater monitoring of prescription drugs.

Domestic violence plays a large role in Tennessee's violent crime rate being as high as it is. Tennessee has consistently been in the top five States for women killed by men and these are obviously related to domestic violence. The trend continues but efforts are being made 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.

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. States such as Ohio, Michigan and California are all struggling to meet the demand. Tennessee is no different. 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.

While we have no formal data to indicate an increase in criminal activity by gangs, anecdotal information from law enforcement and educators lead us to believe gang activity, especially in primarily rural west Tennessee is emerging as a major issue. The urban and suburban areas across the state have historically been home to multiple gangs. However, in recent years we have seen gangs moving into the rural areas of the western part of the state. This has become a major issue as law enforcement in these rural areas are ill-equipped to handle this new phenomenon.

In 2011 the Tennessee Bureau of Investigation conducted research, at the request of the Legislature, on Human Sex Trafficking and its Impact on children and youth. TBI followed this with a study entitled *The Geography of Trafficking in Tennessee* in 2013. Reports indicate that law enforcement is becoming increasingly aware of the occurrence and frequency of this type of crime. The studies indicate that many have previously had little understanding of the crime itself. Through education by the Tennessee Bureau of Investigation and the Child Advocacy Centers of Tennessee law enforcement and the public in general are becoming more aware of the nature and prevalence of this crime.

OCJP's Criminal Justice Unit will work diligently with state and local agencies to improve collection of this data while continuing to monitor trends and the data in the coming year, and make funding decisions to impact these trends and reduce crime and victimization. The enduring focus includes multi-jurisdictional drug enforcement and prosecution teams, continuing education, and criminal justice record systems automation and integration.

### **Criminal Justice Unit Highlight**

*Addressing the rise in gang activity in West Tennessee:* In accordance with Governor Haslam's Public Safety Action Plan (see <http://news.tn.gov/node/8260> for more information), the Office of Criminal Justice Programs actively engaged with local communities to address the rise in gang activity in West Tennessee. Local law enforcement officers, correctional officers, probation/parole officers, and the Tennessee Bureau of Investigation report growing gang activity in many areas of Tennessee but specifically Memphis, Jackson and rural West Tennessee. Officials are seeing an increase in drugs and violence due to gang activity.

OCJP funded two projects aimed at reducing gang violence and activity in FY2014, with a total of \$175,758.00 in Federal funding and \$58,587.00 in local match funds for a total of \$234,345.00 funds dedicated to these projects. The first of these two projects, the Shelby County District Attorney's office received funding to support the work of the Multi-Agency Gang Unit (MGU). It is a collaboration between the Shelby County District Attorney General, the Director of the Memphis Police Department, the Shelby County Sheriff, the United States Attorney for the Western District of Tennessee, the A.T.F. Special Agent in Charge, and the F.B.I Special Agent in Charge. Each agency commits personnel, equipment or funding to the MGU. The OCJP funding to this initiative supports vertical prosecution of gang members, associates, and enterprises who engage in felonious criminal activity and provides needed training and equipment for the partner agencies to aid in investigations.

The second OCJP gang project included the City of Jackson's Gang Resistance Intervention Training (GRIT). This is a collaboration between public and private entities, including the City of Jackson, Madison County Government, Jackson Energy Authority, West Tennessee Healthcare Foundation and the Jackson Area Chamber of Commerce. The GRIT program is run through the Jackson Police Department (JPD) and focuses on education, and various intervention and suppression activities. JPD partners with the school systems, Juvenile Court Services, public housing and private landlords, faith-based organizations and other law enforcement agencies to reach at-risk youth. The collaboration between the Jackson Police Department Gang Unit and the other law enforcement agencies (city and county) throughout the 26<sup>th</sup> and 28<sup>th</sup> Judicial Districts is a key element to combating these very mobile and

transient gangs. Through this collaboration the West Tennessee Gang Task Force was formed.

As a result of meetings with the 26<sup>th</sup> Judicial District Attorney General and the law enforcement agencies which comprise the West Tennessee Gang Task Force, OCJP is supporting the task force with additional funding in FY 2015 for a “Gang Intelligence Command Center” which is integrated into the Jackson Police Department Special Operations Division. In the Command Center, investigators and staff can monitor cameras and help direct field operations while at the same time have access to databases, records management systems, and LAN based telephone lines which support the operations of the Task Force. The grant also funds a special gangs prosecutor who will focus on crimes and individuals who commit crimes with a gang nexus. A prosecutor familiar with gang members will insure that person(s) or cases with gang ties or nexus are not able to manipulate their way through the justice system with quick release. This dedicated Prosecutor will handle prosecutions vertically from arraignment and pretrial to grand jury, Circuit Court and sentencing and handle probation or parole violations for these individuals. District Attorney General Woodall has committed that this prosecutor will be available to assist in other counties in the 26th and 28th Judicial Districts. The Tennessee Bureau of Investigation is a partner on this collaborative project, providing OCJP grant funded equipment for investigations.

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

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

In FY 2014, OCJP funded 71 programs falling within ten JAG priority areas with a total of \$6,699,380.00 in Federal funding. \$711,081.00 in local match funds and \$541,286.00 in state match funds were contributed to the programs, for total of \$7,951,746.00 funds dedicated to JAG projects. An overview of the ten JAG priority areas and the projects funded under those priority areas are described in greater depth below.

## Tennessee's Targeted Community Crime Reduction Project

**Background:** Tennessee struggled for years bringing down violent crime rates that had remained above national averages despite nationwide declines. A decade of predictable sub-grants had fostered a sense of entitlement among local law enforcement and other recipients of justice funding, and agencies were becoming increasingly territorial – against the grain of successes found elsewhere with true collaboration.

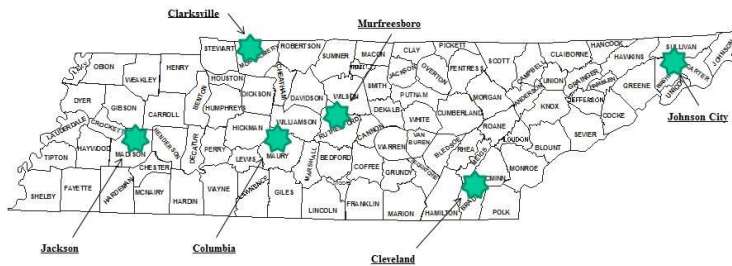
During the 2010 strategic planning cycle Tennessee's Office of Criminal Justice Programs (OCJP) re-examined how it was using Byrne Justice Assistance Grant (Byrne JAG) dollars. It initiated the Targeted Community Crime Reduction Project (TCCRP), focusing targeted resources on six mid-size Tennessee cities with high rates of violent and drug-related crime. A major goal was to demonstrate how strategic program planning could use actionable crime data and inter-agency collaboratives to overcome barriers that were inhibiting crime reduction, by building local approaches that would survive after the funding ended.

TCCRP is a locally driven partnership encouraged by the state. OCJP's innovation was creating a specialized, non-competitive solicitation that identified prospective jurisdictions by population, crime data and other criteria. These localities were eligible to apply for a grant but were required to come up with a data-driven strategy to deal with drivers of their high crime rates. Strategies were to be collaborative, addressing not one or two, but three and finally four approaches: *community revitalization, prevention, enforcement and offender intervention*. Cities were also required to research evidence-based practices, and have a university evaluation partner to help evaluate crime trends, and assist with data collection. The targeted grants required a great deal of training and technical assistance to build effective project designs and measures of success prior to grant awards. OCJP made its first awards in the fall of 2010. Three cities' projects ended between June 30 and September 30, 2013. Currently two additional cities' (Columbia and Johnson City) will be continuing their projects through February 2015 and March 2016 respectively.

**An Unusual Grant Process:** The TCCRP was unlike any previous solicitation or grant OCJP had ever managed. The Program targeted cities with higher incidents of crime with populations between 30,000-110,000 residents. Additionally, the program required numerous local agencies and community stakeholders to agree upon the three-part strategy. As part of the application process cities established a cross system planning/ leadership group, analyzed law enforcement data for crime trends/hot spots, geo-mapped city crime, established measurable goals, connected with research partners and selected evidence-informed prevention, enforcement and offender intervention strategies. Six cities worked closely with OCJP staff to meet these early strategic planning goals and refine their strategies. Once OCJP had accepted a city's strategy, awards between \$250,000 and \$400,000 a year were managed by its fiscal agent. Each city sub-contracted with from five to fifteen crime reduction partners; about half of these are *unfunded* partners, which have helped create a base for sustaining the collaboratives.



## Tennessee's Targeted Community Crime Reduction Projects



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

Local planning and implementation teams took on the leadership and accountability roles. With technical assistance from OCJP staff and the

project's lead evaluator (Performance Vistas of Roswell, Georgia), the teams worked out case finding and referral protocols, and made sure that the data gathering and performance measurement elements for evaluation were built into each strategy. Throughout, OCJP has held regular meetings with university partners to support technology transfer and to ensure that the data collection requirements are being met. The focus has been on preparing the sites for process and outcome evaluations. In 2012 the Kingsport project was scaled back to a simple enforcement strategy, eliminating prevention and intervention approaches that were not working well – and removing it from the innovation group. In 2012, Johnson City applied what had been learned to date in developing its collaborative approach, making it city #6. Johnson City began a three-year project in April 2013 that will end on March 31, 2016. New developments in 2013 also included Performance Vistas' analysis of final evaluation reports for Cleveland, Jackson and Murfreesboro, and a training session in October to share the lessons learned from those projects with the three remaining cities.

### Pre-Enforcement Prevention

In FY 2014, Columbia continued its partnership with Boys and Girls Club (BGC) for mentoring and tutoring at-risk youths, and with the Sheriff's Office to implement Gang Resistance and Education Training (G.R.E.A.T.). Clarksville continued its strategies from several other approaches, including youth mentoring through Big Brothers Big Sisters, Adult Basic Education through the Adult Literacy Council, job preparation through Goodwill Industries, and codes enforcement/blight reduction with the city staff. All the projects worked with residents through Neighborhood Watch groups or other community based groups to conduct neighborhood community cleanups and ownership events. Johnson City implemented a number of prevention strategies, including a mentoring program led by the police department, Positive Action (a behavior changing youth program) in the schools, neighborhood gardens and art projects, and codes enforcement/blight reduction with the city.

**EXAMPLES OF PERFORMANCE DATA from January – June 2014:**

<b>CITY</b>	<b>Strategy</b>	<b>Sample Outputs</b>	<b>Sample Outcomes</b>
<b>Columbia</b>	Community Mentoring	107 enrolled;	Avg. of 78.5 students showed improvement from 81 to 84 GPA.
<b>Clarksville</b>	Goodwill Careers Blight reduction	673 new enrollees; 129 code violations in the target zone	127 jobs found
<b>Johnson City</b>	Positive Action	135 students enrolled 53 property assessments	18% reduction in school disruptions 24 homes repaired

**Enforcement**

Almost all of the selected sites employed some version of intelligence-led policing (hotspots), SMART or problem-oriented or community policing. These strategies (and manpower utilization) are driven by data analysis during initial planning. The strategies continue to be implemented as enforcement efforts include directed patrol in hotspots based on time and location and collaborative police/probation and parole monitoring for selected repeat offenders. These efforts along with neighborhood watch and business watch strategies are target the crime by location and time to maximize the use of both uniformed and civilian resources.

**EXAMPLES OF PERFORMANCE DATA January – June 2014:**

<b>CITY</b>	<b>Strategy</b>	<b>Sample Outputs</b>	<b>Sample Outcomes</b>
<b>Columbia</b>	Intel-led hotspots	62 directed patrol actions	73% reduction in number of calls for service for disturbance / shots fired 2012 - 2014
	Joint compliance checks - TDOC	25 joint compliance checks	4 arrests
<b>Clarksville</b>	COMPSTAT actions	2,913 hours dedicated officer	Aggravated assault incidents down 45%
	Police/parole	1,209 community contacts 61 joint compliance checks	Drug related incidents down 64%
<b>Johnson City</b>	DDACTS	89 arrests in target zones	39% reduction on Mountain Home incidents*
	Intel-led hot spots	223 drug or alcohol citations	58% reduction in Downtown incidents*

*\*December 2012 - December 2013 monthly crime data comparison.*

## **Offender Intervention**

Offender intervention activities are focused on evidence based interventions that worked with high risk offenders, providing direct services for offenders to enhance rehabilitation. Partners for offender intervention strategies are local community service and substance abuse treatment providers, adult and juvenile probation and parole departments, local adult and juvenile courts, prosecutors and Goodwill’s Career Solutions program. Clarksville focused on drug and alcohol treatment, relapse prevention and anger management offerings for at-risk youth and adult probationers. In Columbia and Clarksville, the projects partnered with Goodwill Industries for job skills training and placement assistance. In FY 2014, Johnson City opened its day reporting center as a centerpiece of its intervention strategy. The Johnson City Day Reporting Center offers judges an alternate sentencing option with strict oversight as a last resort for offenders who would otherwise be sentenced to incarceration. Each program participant that remains successfully enrolled in the program represents a reduction in jail bed space in Washington County and potentially for the Tennessee Department of Correction since some clients may otherwise be sentenced to state custody.

### **EXAMPLES OF PERFORMANCE DATA January – June 2014:**

<b>CITY</b>	<b>Strategy</b>	<b>Sample Outputs</b>	<b>Sample Outcomes</b>
<b>Columbia</b>	Workforce development	53 referred by court/TDOC; 17 enrolled; 178 classes / visits; 14 job interviews	11 participants met 90 day job retention  15 participants met 180 day retention
<b>Clarksville</b>	Workforce development	32 offenders participating during reporting period	6 participants met 180 day retention
	Substance abuse Rx	5 enrolled	5 completed
<b>Johnson City</b>	Day Reporting Center	42 offenders referred by court, 30 enrollments, 964 group sessions held*	3 participants in Phase II - all employed  3 participants in Phase III - 2 employed, one in college

**\*April 2013 - March 2014**

## **Moving Forward: Sustainability**

OCJP continues to work closely with the three cities with active projects to help them solve problems, maintain fidelity to their strategic approaches, and apply lessons learned from the first three projects. The project already has a number of valuable and tangible results, such as increased capacity, better communication, new working relationships, shared data, and stakeholder engagement. The project communities have identified the agencies they should be working with, and have begun working on new collaborative approaches. Some cities have found evidence in this project to continue other collaborative initiatives once the grant ends. Although no cash match was required, the cities and their partners made other in-kind contribution to the crime reduction strategies. Planning and leadership teams used Byrne JAG funding to leverage resources from multiple agencies within each city. For example, the city of Clarksville has been able to secure public funding to keep their community center open after the grant ends. OCJP leveraged other DOJ funding to assist the cities in their sustainability efforts by offering training and technical assistance through staff and a contractor (Performance Vistas Inc.). Cities were shown how to use their data to identify the merits of the program, identify cost savings/diversion and hopefully how to secure future additional funding. A seminar was also held to assist the cities in identifying which projects would be easiest to continue and which would need more work. This seminar was predominantly peer led.

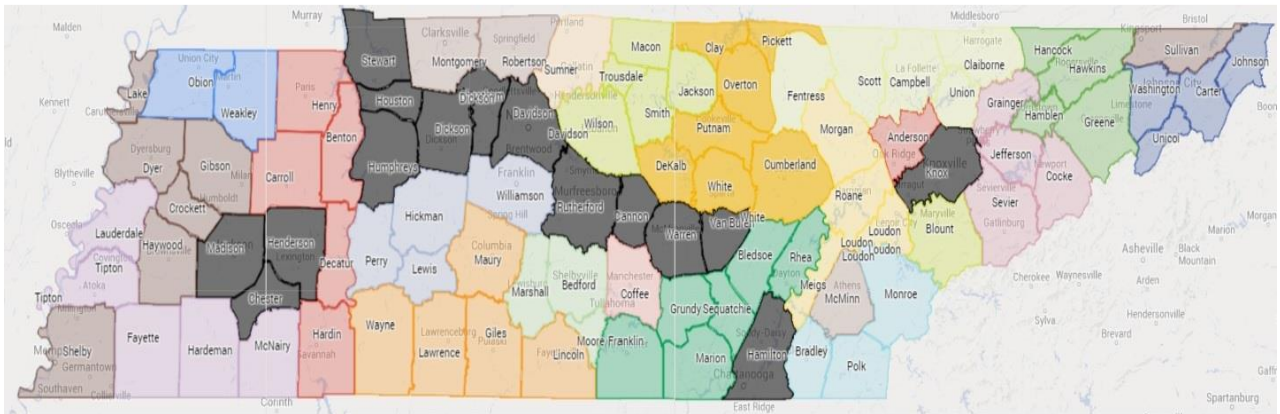
Among the cities' plans for sustaining their approaches past the grant period have been:

- Police departments have put grant funded positions in their current budget;
- Probation and parole personnel have found new ways to work with law enforcement, and have built relationships that will continue well past the current project;
- City schools are expanding G.R.E.A.T. and Positive Action as part of their long term plans for middle school students;
- Community-based providers have been asked to continue providing court liaison positions;
- Partner agencies have learned lessons about how to portray successes in the media for communicating their interest in the residents and their expectations to offenders in the community;
- Project leaders have also learned what works best (and what does not) when convening a partnership for future project planning;

The evaluation of the first three projects was finished in the fall 2013. The grant cycle will continue in Columbia, Clarksville and Johnson City in FY 2014-15. As Performance Vistas Inc. continues to work with OCJP a final report on the TCCRP approach will be prepared and submitted to the Department of Justice, Bureau of Justice Assistance.

# Multi-Jurisdictional Drug and Violent Crime Task Forces

## OCJP Funded Drug Task Forces in Tennessee



### Judicial District With No OCJP Funded DTF

Tennessee's strategy is to enhance the ability of federal, state, and local criminal justice agencies using jointly controlled operations to remove specifically targeted mid and upper-level narcotics trafficking through investigation, arrest, prosecution, and conviction. The possession, sale, and cultivation of illegal drugs have impacted communities in all areas of the state by increasing property and violent crime making it difficult for the smaller, law enforcement agencies to combat the problem alone.

As drug distribution activities spread, ignoring the artificial boundaries of individual jurisdictions; law enforcement and prosecutors are forced to explore the need for task forces that can leverage the talents and resources of agencies into an effective team. Undercover work in smaller communities makes a task force an indispensable tool. For these and other reasons, the multi-jurisdictional drug and violent crime task forces fill the gaps between traditional law enforcement organization by responding to the changing strategies of drug dealers and manufacturers and their transient nature.

OCJP funded 24 projects for judicial district based Drug Task Forces (DTFs) during the state fiscal year. The amount of funding was \$1,056,371.00 federal JAG dollars and \$352,126 in local match contribution for a total of \$1,408,497 in funding for this priority area.



**Seizure of Marijuana and Cash 5<sup>th</sup> Judicial District Drug and Violent Crime Task Force**

Accomplishments of the JAG funded judicial district-based DTFs in 2013-2014 include:

- 547 meth investigations completed;
- 581 meth-related arrests made;
- 230 meth labs shut down or dumpsites eradicated;
- 129 law enforcement agencies participate in a multi-jurisdictional drug and violent crime task force;
- 4,064 total investigations initiated;
- 2,767 suspects arrested;
- 1,046 misdemeanor charges;
- 2,374 felony charges;
- 2,807 convictions.

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

*2<sup>nd</sup> Judicial District Drug Task Force:* The 2<sup>nd</sup> Judicial Drug Task Force concluded a long-term investigation during the fiscal year. This investigation resulted in the disruption of at least two major drug trafficking organizations (DTO). These DTOs were responsible for distributing large quantities of crack cocaine and firearms within the Second Judicial District.

During the course of this investigation agents worked with federal authorities. As a result of this collaborative effort, sources of supply were identified in Georgia, New York, New Jersey, and Vermont. This case will lead to the federal prosecution of at least 20 individuals.

*14<sup>th</sup> Judicial District Drug and Violent Crime Task Force:* On February 4, 2014 Tullahoma Police Officers were dispatched to Citizens Tri County Bank Branch where they were informed that the bank had just been robbed at gun point and the suspect had fled the scene. After an unsuccessful canvas of the area for the robber an investigation involving multiple agencies began. Personnel from the Task Force were called in to lead the multi-agency investigation which eventually pointed to Jackie Wayne Ferrell as a primary suspect.

The suspect was a career criminal with multiple arrests for robberies including a conviction for another bank robbery. Task force personnel coordinated the investigation with the FBI, Tullahoma Police Department, Manchester Police Department, TBI, District Attorney's Office,



Tennessee Department of Probation and Parole and the U.S. Attorney's Office. The case was solved and made through interviews with witnesses, DNA evidence, recovery of some of the stolen money (with marked bait bills), the gun, other evidence, and finally a confession obtained by the Task Force.

The suspect later claimed to be addicted to prescription drugs. This arrest has led to further crack downs on the sale of illegal prescription drugs and investigations into the operation of illegal poker machines operating around the community.

### **Criminal Justice Professional Enhancement**

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

There were 10 projects funded in this area at \$682,250.00 federal JAG dollars, \$125,640.00 local match contribution, and \$127,000.00 state match contribution for a total of \$934,890.00 in funding to this priority area for the FY 2014. As a result of this funding, there were 14,817 criminal justice professionals trained at an average cost of just \$63 per student.

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



*The University of Tennessee's Innovation Centers' (LEIC) Southeastern Command and Leadership Academy (SECLA)*

Law enforcement agencies throughout Tennessee face an increasing need to provide quality training to their employees to enhance service delivery to their communities and provide professional development that increases productivity, reduces litigation risks, and improves performance. For smaller law enforcement agencies where training budgets are small or non-existent, obtaining this training is a serious obstacle.

The University of Tennessee Law Enforcement Innovation Center (LEIC) has proven to be an asset to such agencies in providing community policing, leadership and supervision training to improve the capabilities of such law enforcement agencies across Tennessee. Many



leaders within local law enforcement agencies are thrust into their roles with little preparatory training as they are faced with restricted budgets and limited staff. As a result they have a difficult time preparing to meet the challenges of leadership.

SECLA is a dynamic seven week law enforcement leadership and management program designed for progressive and innovative police

managers. SECLA prepares mid- and upper-level supervisory personal for the increased responsibility of administrative command positions by providing them with the knowledge and skills necessary for successful leadership in their agencies and communities.

The SECLA curriculum was developed by a team of national experts in the field of policing and is delivered by these same experts to ensure the integrity of delivery. All instructors are seasoned law enforcement professionals' that have earned a PhD in Criminal Justice or related field; teach at a major university; and have published related books or articles in peer-reviewed journals. The curriculum covers current issues and information police administrators rely upon to adequately respond to the diverse demands of an executive position in law enforcement.

During the 2014 fiscal year, 28 individuals were trained during 280 hours at the SECLA. Five agencies collaborated on the development of the curriculum. At the conclusion of the training, 100% of students surveyed stated that the training met their needs. 100% of the students also said that the training was relevant to their jobs. Three individuals were promoted to a higher rank upon completion of this course.

## **Correctional Programming**

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

It is essential to develop, implement, enhance, and evaluate re-entry strategies that will ensure the safety of the community and the reduction of serious, violent crime. This can be accomplished by preparing targeted offenders to successfully return to their communities



after having served a significant period of secure confinement in a state institution, juvenile or adult correctional facility, or other secure institution.

There were 6 Correctional Programming Projects funded with \$339,478.00 in federal JAG dollars, \$69,409.00 local match contribution, and \$43,750.00 in State match for a total of \$452,637.00 of funding towards this priority area for FY 2014.

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

Some examples of outputs in this priority area include:

812 offenders were served through correctional programming;

280 received employment services;

406 received re-entry and/or prerelease services;

60 received education classes.

### **Correctional Program Highlight**



Lipscomb University was host to the project called *Lipscomb Initiative for Education (LIFE)*. Established in 2007 with only 15 students, the LIFE program introduced an innovative education format that brought Lipscomb's traditional students an academic and service-learning experience like few others. Students and Lipscomb faculty traveled to the Tennessee Prison for Women (TPW) each week to teach and study with inmates face-to-face.



The LIFE program strived to enhance the lives of the TPW inmates, both while in prison and when released. Inmates were enriched by enhancing self-confidence, expanding life experience and developing good study habits. Lipscomb's traditional students were afforded an eye-opening experience to get to know and mentor the inmates; an encounter that many students say affected their life choices well after completing the class.

The program began by offering an 18-credit hour slate of courses in the liberal arts arena. The LIFE program offered 9 college credit courses from the Lipscomb catalog, which gave 30 students per semester from TPW the opportunity to earn credits toward an Associate of Arts degree. TPW students could earn college credits in such classes as Ethics, Composition, Communication, Psychology, Business, Math, Physics, Nutrition, and Civic Engagement.

LIFE inmate students compiled three literary journals, held a theatrical production in the prison and were by far among the faculty's most dedicated students. During this reporting



period, 219 college credits were earned by inmates participating in this program and the inmates had a collective GPA of better than 3.5.

The incarcerated students were enrolled in the LIFE program alongside traditional students. The mix of students and specifically designed coursework provided academic and character building benefits for both students at the prison and students from campus. The LIFE program is continuing to grow as it

has increased from 15 students in its inception, to 70 students at the end of FY 2014. The picture below shows the first class to graduate with an Associate's degree. Nine (9) women and a University had their lives changed this day.

### **Criminal Justice Equipment Enhancement**

The economic downturn in recent years which caused budget cuts at the local, state and federal levels has turned around to some extent; however agencies' budgets have failed to rebound under fiscally conservative policies. This has led law enforcement and other criminal justice agencies to forgo the usual replacement of equipment in order to save jobs. This has resulted in the continued use of outdated equipment by law enforcement. This can lead to safety issues for both the individual as well as the community. In response to this issue, OCJP's strategy is to employ a data-driven approach to identify law enforcement agencies in need of replacement or first time equipment that will make their jobs and their communities safer.

There were 15 projects funded in this area at \$647,564.00 federal JAG dollars with \$63,320.00 in local match contributions and \$152,536.00 in state match for a total of \$863,420.00 funding to this priority area for the FY 2014.

### **Criminal Justice Equipment Enhancement Program Highlight**

*City of Alcoa Firing Range Improvement:* The longstanding law enforcement practice of qualifying police officers in an academy setting and then requalifying them during an in-service is due for a conceptual overhaul because it remains deeply rooted in narrow tests of marksmanship and gun handling. This is inadequate given contemporary training activities that feature tactics and judgment which positively influence the outcomes of high-risk encounters.

The City of Alcoa has spent the past year updating its thirty-two (32) year old firing range to provide more innovative training scenarios. As part of this update OCJP funded an all-wheel drive remote targeting dummy which provides for more realistic scenarios by giving officers an opportunity to improve their ability to hit a moving target in live fire exercises.



### **Victim Services**

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

There were 5 programs funded in this priority area at a federal amount of \$ 821,000.00 in total funding for FY 2014.

### **Victim Services Program Highlight**

The *Upper Cumberland Family Justice Center (UCFJC)* received a grant to hire a site coordinator to coordinate a community strategic planning process that would result in a Family Justice Center (FJC) that will provide services to victims of domestic violence.

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



Although the UCFJC is not required to provide services until the third year of their project, they have been working hard as they prepare for this. They created a governing Board of Directors made up of their stake holders and service providers for the UCFJC. The FJC met with survivor focus groups that would help provide direction for the Center. A survey was also conducted among their local Coalition partners to identify gaps in service and determine potential obstacles to creating their Center.

Ten service partners have also signed Memorandums of Understanding (MOU) and have agreed to be a formal collaborative partner with the UCFJC. Additionally, they are working closely with the Knoxville FJC, the Statewide Technical Assistance Provider, to receive guidance as they implement their project. This has been accomplished through in-person meetings, visits to the Knoxville FJC and monthly conference calls.

The UCFJC Site Coordinator and partners have attended various trainings on topics such as Trauma Informed Care and have also attended the National Alliance's International Family Justice Center Conference in San Diego, California.

In preparation for opening their FJC, the UCFJC staff and partners are currently assisting the Cookeville Police Department as they improve their response to domestic violence calls. They have identified the on-site services that will be provided at the UCFJC when it opens and have matched these services with providers from the partners. Additionally, they have worked with law enforcement on implementing a lethality assessment program and overall training about the purpose and services that will be offered by the UCFJC.

The Office of Criminal Justice Programs is charged with leading Governor Haslam's Public Safety Plan action step number 33; to provide more support for domestic violence victim shelters and family safety centers. Specifically, OCJP is charged with increasing the number of family justice centers across Tennessee. This is heavily driven by the dedication of local resources to the project while minimal JAG funding supports the planning of the local FJCs.



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

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

In FY 2014, OCJP funded one RSAT program with a total of \$227,344.00 in federal RSAT funding, and state match contributions of \$58,333.00, for total funds dedicated to RSAT services in the amount of \$285,677.00. The Tennessee Department of Correction has residential substance abuse treatment programs in eleven state institutions, three are RSAT funded.



## **RSAT Program Highlight**



*Turney Center Industrial Complex*



*Northwest Correctional Complex*



*Mark H. Lutrell Correctional Center*

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

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

In FY 2014, 335 new participants were enrolled in Tennessee RSAT programs, with 257 successfully completing the program by the end of the fiscal year. Of those successfully completing the program, 209 were released into the community during this fiscal year. Since their release, only 8 have been re-arrested (average release time is 6 months). Although this is a new method of tracking recidivism for the RSAT program, the projects statistics are in line with the April 2011 Pew Center report titled "State of Recidivism: The Revolving Door of America Prisons" which found the national recidivism rate to be about 40% (within the first 3 year of release).

## **National Criminal History Improvement Program**

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

NCHIP follows the federal fiscal year. Funded projects began on October 1, 2013 and will end on June 30, 2015. OCJP funded three NCHIP projects during the funding period utilizing a total of \$259,200.00 in federal funding from the federal FY 2012 award.

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

- Updating and automating case outcomes from courts and prosecutors in state records and the FBI's Criminal History File;
- Purchasing livescan equipment for local agencies where the funds can be justified on the basis of geographic, population, traffic, or other related factors, and only when the jurisdiction has established an Automated Fingerprint Identification System (AFIS) and either has implemented or is implementing procedures to ensure that the AFIS is compatible with FBI standards

NCHIP requires a 10% cash or in-kind match. The state leveraged funds that are used to pay line charges and maintenance fees for local law enforcement agencies that currently submit fingerprints electronically as its match for the Federal FY 2013 award that funded this grant project.

### **NCHIP Program Highlights**

*Tennessee Administrative Office of the Court:* The Integrated Criminal Justice (ICJ) Steering Committee is a part of the Tennessee Administrative Office of the Courts (AOC). In 2004, the ICJ Steering Committee proposed a Criminal Justice Web Portal to provide a single point of access for multiple agencies' data through a secure Web browser. Users at each implementation site are comprised of three primary groups (District Attorneys/Assistant District Attorneys, Judges and Court Clerks). The portal was developed in phases with each phase adding more functionality to the system.

The AOC has developed a long-range goal of a paperless Case Judgment document. Specifically, the AOC received \$207,360.00 in NCHIP funding to assist with this project. The AOC implemented Phase IV of the Case Judgment Automation project, which is a continuation of the activities researched, established, and initially begun during Phases I, II & III.

Phase IV includes the following activities:

- Training and deployment of statewide judicial districts on use of the automated case judgment document;
- Implementation of Automated Case Judgment Solution in Selected Pilot Sites;
- Creation of a web service connecting the Tennessee Bureau of Investigation and the Tennessee Department of Correction to the statewide case judgment repository; and
- Surety that the Judgment document is in conformance with the National Information Exchange Model (NIEM) standard.

AOC staff is working in tandem with Justware (the TDAGC's Case Management Software) staff to support the rollout of the Automated Case Judgment solution in all judicial districts that elect to utilize the system. Funds are used to support software training and enhancements to the existing case management software being used by project stakeholders to ensure proper interfacing with the repository. By the end of Phase IV, project stakeholders will be able to see the benefits of the new interface. Case judgments will no longer have to be entered into multiple computer systems. The District Attorney's will have one point of entry, with the ability to access off-line. The judgment documents can be submitted electronically to the Judge for signature. The Judge will have the ability to review the judgment document online, sign or return the document to the DA for changes. Once the

final judgment is approved, the judgment document can be distributed to multiple recipients, thus eliminating the need for each recipient to enter the final judgment document into their respective case management systems.

Phase IV is also supporting the development of a web service, which will make Judgment Order data available to the Tennessee Bureau of Investigation, the Tennessee Department of Correction, and the Tennessee Administrative Office of the Courts and allow them the ability to access and download data into their respective systems for processing or statistical analysis and reporting purposes.

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

*Livescan Replacement Grants (Obion and Cumberland County):* Two counties (Obion and Cumberland) were identified by the Tennessee Bureau of Investigation and OCJP as meeting the NCHIP standard for replacement of livescan machines. These counties were selected for replacement of livescan machines due to the age of their current machines and the submission volume of arrests to the TBI.

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

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

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

The Paul Coverdell Forensic Science Improvement Grants Program (Coverdell) program, CFDA # 16.742, is administered by the National Institute of Justice and seeks to improve the quality and timeliness of forensic science and medical examiner services. The Coverdell program follows the federal fiscal year. Funded projects began on October 1, 2013 and ended on September 30, 2014.

The OCJP funded one Coverdell project during the project period utilizing a total of \$120,936.00 in federal funding from the federal FY 2013 award.

The Federal FY 2013 Solicitation stated that Coverdell funds must be used for one or more of the following purposes:

- To carry out all or a substantial part of a program intended to improve the quality and timeliness of forensic science or medical examiner services in the State, including those services provided by laboratories operated by the State and those operated by units of local government within the State.
- To eliminate a backlog in the analysis of forensic science evidence, including, among other things, a backlog with respect to firearms examination, latent prints, toxicology, controlled substances, forensic pathology, questioned documents, and trace evidence.
- To train, assist, and employ forensic laboratory personnel as needed to eliminate such a backlog.

### **Coverdell Program Highlights**

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

During this grant period, the TBI identified replacement of lab equipment as the primary need. Coverdell funds were used to purchase one (1) Gas Chromatograph / Fourier Transform Infrared Spectrometer (GC/FTIR). Additionally, the TBI also provided forensics training in Gunshot Residue Analysis to one Special Agent/Forensic Scientist. Purchasing a dual column GC/FTIR allowed the TBI to move a validated instrument to the Memphis lab. A dual column Gas Chromatograph / Fourier Transform Infrared Spectrometer (GC/FTIR) is the ideal instrument to test synthetic drugs, as one column can target to synthetic "cannabinoids", while the second column can target "bath salts". The instrument is equipped with an **Attenuated Total Reflectance (ATR)** attachment that will increase the instruments versatility by providing capacity to test solid drug samples, by-passing the gas chromatograph if required. The existing instrumentation that the Nashville lab currently has to compliment the GC-FTIR is GC-MS, UV-Vis, HPLC, and FT-IT/ATR.

This new GC-FTIR instrument will be primarily used for methamphetamine cases, including labs, synthetic cannabinoids, bath salts, and steroids. A stand-alone FTIR instrument can only analyze powder samples and those samples must be of a relatively high purity to get reliable results. This is ideal for cocaine, methamphetamine, some synthetics, and other high concentration powders. A GC/FTIR combines the sample separation technique of a gas chromatograph with the identification of an FTIR to provide uniquely powerful analytical capabilities. With GC sample introduction the Forensic Chemistry Unit is not limited to powders of relatively high purity, but can analyze virtually any drug, or combination of drugs, that can be put into solution. This new GC-FTIR instrument will be primarily used for methamphetamine cases, including labs, in addition to synthetic cannabinoids, bath salts, and steroids.

Besides the equipment purchased through the grant, TBI sent Special Agent/Forensic Scientist from the TBI Crime Laboratories to two training courses. The first course was a



Gun Shot Residue analysis course emphasizing hands-on learning. The training included use of two Scanning Electron Microscopes (SEM) instruments. Students had the opportunity to study test samples provided by staff, under the direction of McCrone scientists with over 15 years of combined Scanning Electron Microscopy (SEM) / Energy Dispersive X-ray Spectrometry (EDS) GSR analysis experience.

During the course, students learned the theory of the SEM and EDS systems and how to setup and operate SEM and EDS instruments for GSR analysis through lecture, demonstration, and hands-on participation. The students were introduced to and participated in discussions of the ASTM E-1588 and SWGGSR guidelines for SEM/GSR analysis, interpretation of data, reporting conclusions, preparing for expert witness testimony. Students set up overnight GSR analysis runs using either the JEOL JSM 6480LV SEM with Oxford Instruments INCA EDS system or the ASPEX 3025 SEM/EDS system. This course provides a foundation for students new to SEM and EDS. At the end of the course, students with no prior experience are able to align an SEM, obtain secondary electron (SE) and backscatter electron (BE) micrographs, and perform EDS qualitative and quantitative analysis.

The second course supported preparations to meet new lab accreditation requirements. It is imperative that Special Agent/Forensic Scientist from the TBI Crime Laboratories receive lab assessor training. The most effective training is the ASCLD/LAB Assessor Training Course. Students in this week long course learn the fundamentals of ISO 17025 and the ASCLD/LAB Supplemental document, and after successfully completing this course, may become external laboratory assessors on behalf of ASCLD/LAB. The benefits of this will include a better understanding of ISO 17025 and the ASCLD/LAB Supplemental document, the opportunity to visit and learn from other labs as an ASCLD/LAB assessor, and the ability to witness the accreditation process from both the perspective of the laboratory seeking accreditation and from that of the accrediting body.

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

The state appropriated Internet Crimes Against Children (ICAC) Program was established to provide a statewide network of regional ICAC task forces to be operated in a manner consistent with established guidelines under the federal ICAC task force criteria and guidelines from the US Department of Justice. The State ICAC program follows the state fiscal year. OCJP funded the three ICAC grant projects utilizing a total of \$677,000.00 in state appropriated funding during state FY 2014. Funded projects for the City of Knoxville, the City of Memphis, and the Metropolitan Government of Nashville and Davidson County began in July 2013 and ended on June 30, 2014.

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

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

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

- 93 awareness meetings were held with a total of approximately 4,459 people in attendance
- Topics trained on included online / internet safety, child safety, human trafficking, parental awareness, cyber-bullying, trafficking and sexual servitude of juveniles, inappropriate conduct with minors in school settings, and ICAC investigations.

### **ICAC Program Highlights:**

*The City of Knoxville:* The City of Knoxville's ICAC Task Force is operated by the Knoxville Police Department (KPD). KPD serves as the coordinating agency for the statewide ICAC network and as the regional task force for the Eastern Division of the state. KPD's ICAC budget for FY 2014 included funding for 2 ICAC police officers, forensic examination devices for the Knoxville Police Department, a subcontract with the Tennessee Association of Chief of Police to coordinate training, and subcontracts for overtime funding with the Blount County Sheriff's Office, the Hamilton County Sheriff's Office, the Harriman Police Department, the Knox County Sheriff's Office, the Monroe County Sheriff's Office, and the Morristown Police Department.

In the 4<sup>th</sup> Quarter of 2014 Homeland Security Investigations, Knoxville, Tennessee (HSI), received a lead from the Child Exploitation Investigation Unit (CEIU), originating from the Queensland Police Service's in Australia, to investigate the a username using e-mail for the distribution and possible production of child pornography. The user was believed to be located in the Gatlinburg, Tennessee area. On June 7, 2014, the user was identified as JS residing in Gatlinburg, Tennessee.

While conducting surveillance at the Mountain Mall in Gatlinburg, where the Suspect was believed to be communicating via Internet from the place he worked, HSI and KPD investigators, based on images viewed of the victims, spotted the victims in Gatlinburg. They made the decision to approach the mother in an effort to prevent any further abuse. Investigators next witnessed JS exiting his place of employment and took him into custody.

Based on interviews and investigative information, Gatlinburg Police Department charged JS with Aggravated Rape of a Child. KPD and HSI then indicted JS via federal grand jury for 18 USC 2251, production of child pornography and 18 USC 2252 for distribution of child pornography. He has been ordered detained by U.S District Court, Eastern District of Tennessee. The victims in this case are 8 and 12-year-old females. One was JS's daughter and the other was his stepdaughter. They are now safe.

*City of Memphis:* The City of Memphis' ICAC Task Force is operated by the Memphis Police Department (MPD). MPD is the regional task force for the Western Division of the state. MPD's budget for FY 2014 included funding for overtime to six (6) ICAC police officers, forensic examination hardware and software, and training expenses.

In the 4<sup>th</sup> Quarter of 2014 Memphis ICAC received cyber-tips via the National Center for Missing and Exploited Children (NCMEC) portal and found where the subject, dubbed JN, was emailing images of minor children involved in sex acts with adults. Additionally,

information was received stating the military and a police agency in North Mississippi had previously investigated JN but were unable to bring charges due to lack of evidence/jurisdiction.

Increasing concern for the safety and well-being of a child living with JN arose during the investigation so the decision was made to confront JN prior to receiving data from the Internet Service Provider with a specific address in which the downloads were arising. Although the suspect could not be located, searches through social media led investigators to JN's wife. JN was located and agreed to accompany investigators to the ICAC office for a formal statement. He was advised of his Miranda Rights and gave an admission of downloading child pornography.

ICAC Investigators conducted an on-site preview of JN's computer using advanced software, OS Triage, and located in excess of 100 images of child pornography and search terms indicative of searching for images of child sexual abuse. Investigators also conducted a search of his cell phone and found more than 1,200 images of possible child sexual abuse.

JN was charged with Sexual Exploitation of a Minor TCA 39-17-1003 (over 100 images) (Class B Felony). A more extensive forensic exam has revealed JN possessed more than 6000 images.

*Metropolitan Government of Nashville and Davidson County:* The Metropolitan Government of Nashville and Davidson County's (Metro) ICAC Task Force is operated by the Metro Nashville Police Department (MNPD). MNPD is the regional task force for the Middle Division of the state. MNPD's budget for FY 2014 included funding for the salary of one officer and overtime for ICAC support staff, forensic examination hardware and software, subcontracts to the Cookeville Police Department, the Dickson Police Department and the Tennessee Association of Chiefs of Police for ICAC-related equipment and training.

In May of 2014, suspect AH was charged with solicitation of a minor that would have resulted in child rape, solicitation of a minor for the displaying of sex acts and solicitation that would have resulted in aggravated sexual exploitation of a minor.

AH was taken into custody near a vacant South Nashville parking lot where he expected to rendezvous with the 9-year-old. In his vehicle was an air mattress and a sexual aid.

The investigation into this matter began when the mother of the 9-year-old discovered explicit text messaging between her daughter and a person subsequently identified as AH. While detectives had possession of the victim's iPod, messages were received requesting nude photos of the girl along with a request to meet for sex on Friday. AH also sent nude photos of himself.

After his arrest, AH told detectives that, although the girl's true 9-year-old age was given in the texts, he thought she was older.

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

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

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

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

The state AFIS program follows the state fiscal year. The goal of this program is to improve the criminal justice system through the purchase and installation of electronic fingerprint imaging systems (LiveScan Machines) including maintenance and the payment of associated line charges. Funding from the AFIS Program is only available to the Tennessee Bureau of Investigation and County Governments. OCJP funded the six AFIS projects utilizing a total of \$665,000.00 in state appropriated dollars during FY 2014. The projects funded include the payment of line charges and five (5) replacement LiveScan machines (Crockett, Knox, Humphreys, Putnam, and Van Buren Counties).

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

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

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

The TN SAVIN program is funded through § 67-4- 602, enacted in 2009, which added an additional privilege tax upon conviction in relation to criminal cases. In FY 2014, OCJP granted \$520,000.00 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 Tennessee Sheriff's Association (TSA) is charged with the statutory duty of administering the notification program.

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.

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

## **Ignition Interlock System Program**

In FY 2010, TCA § 55-10-403 was expanded by enhancing the penalty for violations of §§ 55-10-401 - 55-10-404 and providing a portion of the fees assessed to be transmitted to the Department of Finance and Administration, Office of Criminal Justice Program, for the purpose of funding grant awards to obtain and maintain law enforcement equipment and personnel needed in the enforcement of alcohol related traffic offences and to halfway houses whose primary focus is to assist drug and alcohol offenders. In FY 2013 TCA Section 55 was amended to require ignition interlock devices for all convicted drunk drivers with a blood alcohol concentration (BAC) of .08 or greater. Beginning July 1, 2013, the new law went into effect, requiring first-time drunk driving offenders to use an interlock device for a period of six months as a condition of a restricted license. The law also requires an in-vehicle camera with the installation of every ignition interlock device. This advanced technology will snap a photograph each time the Breathalyzer is activated.

The Ignition Interlock System Program accumulated enough funding in FY 2014 to support the implementation of three grant projects. During FY 2014 OCJP funded projects with three agencies; the Weakley County Sheriff's Office, Mending Hearts Inc., and the TDOT -

Governor's Highway Safety Office (GHSO), for a total of \$141,619.00 for both the law enforcement and halfway house purposes.

*Weakley County Sheriff's Department:* The Sheriff's Department requested in-car cameras, radar units, vehicular lighting, traffic cones, high-visibility vests, DUI checkpoint signs, and flashlights to support saturation patrols and participate in all National/State DUI campaigns. The Department worked with municipal law enforcement to identify problem areas for future DUI checkpoints. These problem areas and common municipal ingress/egress points are targeted by multiple agencies due to multi-agency coordination efforts. Saturation patrols increase law enforcement visibility to residents which acts as a deterrent for would-be drunk drivers. Similarly, multi-agency coordination and more strategic placement of DUI checkpoints result in more DUI convictions. The acquisition of the requested equipment helped to ensure higher conviction rates in court (cameras, radar units), increased deterrence for would-be impaired drivers via greater LE visibility (signage, vehicular lighting, traffic cones, vests, flashlights), and subsequently a reduction in alcohol-involved accidents and fatalities.

*Governor's Highway Safety Office:* This project encouraged law enforcement agencies to participate in the GHSO/NHTSA sponsored "Holiday Enforcement Campaign" (Impaired Driving / Booze It & Lose It). This participation included an increased high visibility enforcement of alcohol related traffic violations and reporting all enforcement activity. Participating agencies qualified for incentive item(s) awarded to their department. This incentive item(s) was a "VieVu Body Camera". The body cameras attach to an officers uniform providing a "Point Of View" recording. This can be used when contact is made during traffic/DUI stops, which will record evidence such as an open container of alcohol in the vehicle along with driver behavior. These videos have been admissible in court leading to higher conviction rates.

Agencies qualified for the incentive item(s) through their performance measures during the course of the Holiday Enforcement Campaign. This campaign lasted for a period of 2½ weeks (Dec. 13, 2013 – Jan. 1, 2014). All participating agencies reported their enforcement activity to qualify. All agencies receiving grant funded equipment ensured that they are compliant with Tennessee Code Annotated (TCA) 38-10-101 et seq. and will submit crime statistics using the Tennessee Incident Based Reporting System (TIBRS) to the Tennessee Bureau of Investigation (TBI). There were (139) cameras distributed to (81) agencies at the completion of the program.

*Mending Hearts, Inc.:* Through this project, Mending Hearts is providing Case Management for up to (62) women offenders including supportive services such as moral reconnection therapy (MRT), life skills training, employment training and employment placement assistance and transportation assistance. Mending Hearts is providing safe and secure halfway housing in a recovery community environment such that 80% of the women remain in the housing for at least six months under supervision of the Program Coordinator, Outpatient Counselor, Operations Director and Case Manager. Mending Hearts is committed to providing a full continuum of services, which includes incorporating housing with recovery support services that build a "recovery-oriented system of care" for the women offenders in the program. These services address the overall goals of access and retention through a logical continuum of recovery-oriented services that address the needs of women offenders in the program in a manner that proactively anticipates and eliminates obstacles to their

ongoing recovery. These services are consumer centered, community-based, integrated and holistic, and focus on maintaining the individual in the community rather than in treatment. Mending Hearts uses evidence-based curriculum in their recovery model to include job training and job placement assistance. The program also requires life skills classes, budgeting and parenting classes, building/repairing relationships with family and friends as well as moral reconnection and a relapse prevention program for treatment strategies and group support. In addition to life skills classes, Mending Hearts provides housing with intensive case management, recovery check-ups and trauma therapy as needed.

## **Victim Services**

The Office of Criminal Justice Programs (OCJP), Victim Services Unit, is responsible for administering funds to state and local victim service agencies and entities addressing the needs of victims (law enforcement, prosecutor's offices, etc.) across Tennessee to meet the needs of victims of crime and to increase the availability of current training and best practices for those who work with victims of crime. In FY 2014, the Victim Services Unit oversaw 22 grants to state and local entities totaling approximately \$14,375,478.00 in federal, and state and local funds.

Federal grant sources include:

- Family Violence Prevention and Services Act (FVPSA)
- Sexual Assault Services Program (SASP)
- Services•Officers•Training•Prosecution (STOP)
- Victims of Crime Act (VOCA)
- Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (ARREST)

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

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

Additionally, OCJP Victim Services has been instrumental in implementing Action Step 33 of the Governor's Public Action Safety Plan.

Victim services programs receiving OCJP grants are varied and include 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; victim-witness coordinators, and civil legal assistance projects; Court Appointed Special Advocates (CASA); Mothers Against Drunk Driving (MADD); and elder abuse projects.

Services to victims include:

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

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

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

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

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

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

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

- Respond to the emotional and physical needs of crime victims;
- Assist primary and secondary victims of crime to stabilize their lives after victimization; and
- Assist victims to understand and participate in the criminal justice system



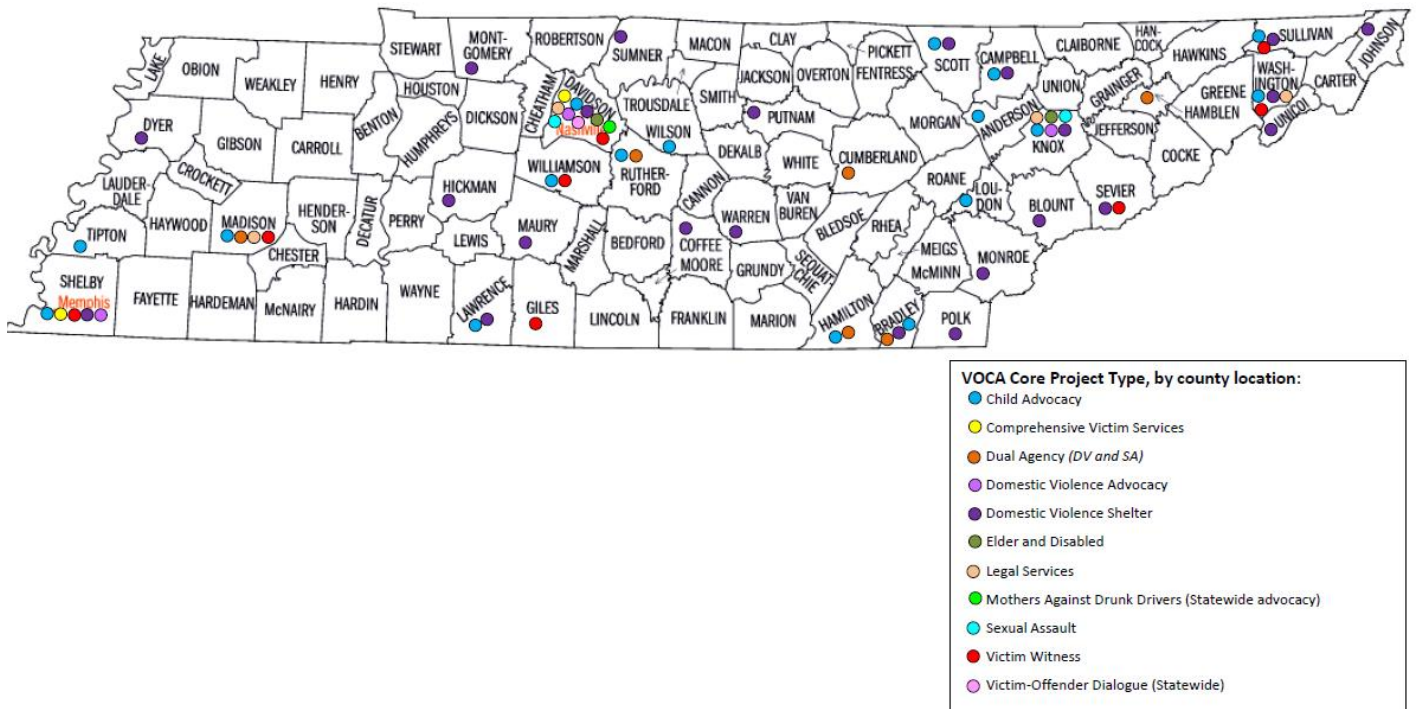
- Provide victims of crime with a measure of safety and security such as boarding up broken windows and replacing or repairing locks.

In FY 2014, Tennessee obligated \$7,679,144.00 in VOCA funding. VOCA subrecipients are required to contribute 20% of the total project costs in the form of a cash or in-kind match. VOCA has four priority areas for project funding: domestic violence, sexual assault, child abuse and underserved crime victims (including homicide survivors, elder abuse, DUI/DWI crash victims, adults molested as children, robbery, assault, etc.). States must allocate a minimum of 10% of the VOCA victim services funds to each of the four priority areas.

In FY 2014, VOCA provided funding to 81 Victim Services projects including:

- 22 Child Advocacy projects
- 4 Comprehensive Victim Services (multiple victim types served) projects
- 6 Dual Agency (Domestic Violence and Sexual Assault) projects
- 5 Domestic Violence Advocacy projects
- 24 Domestic Violence Shelter projects
- 3 Elder and/or Disabled projects
- 1 Mothers Against Drunk Drivers (statewide Advocacy) project
- 4 Legal Services projects
- 2 Sexual Assault projects
- 9 Victim-Witness projects
- 1 Victim Offender Dialogue (Statewide) project

### VOCA Services Available by County Location – 2014



Below is an overview of the VOCA supported outputs related to clients served and services provided for FY 2014:

- 35,226 crime victims served by VOCA funded projects
- 22,006 crime victims received community resource information/referral
- 9,339 crime victims received personal advocacy
- 4,119 crime victims received legal advocacy
- 2,561 crime victims received therapy
- 13,705 crime victims received criminal justice advocacy

### **VOCA Program Highlight**

*Catholic Charities of East Tennessee, Inc.:* In 2014, Samaritan Place was called by a Community Resource Agency for Seniors requesting help for a 60 year old woman who had been physically and financially victimized by a family member. JA had been hospitalized with broken bones, some resulting in permanent damage. Upon release she used all monies she had on her person and stayed in a motel until the money was gone.

Upon coming to stay at Samaritan Place, JA was assigned a Case Manager and initially was given time to rest and recuperate. Assessment of needs and basic service plan was developed to identify needed support systems, safety plan, legal services, medical and emotional needs. Since her abuser had destroyed all her clothing and personal belongings, Samaritan Place staff assisted with obtaining additional clothing from other agencies. Staff provided transportation and accompanied JA (when needed) to medical and mental health appointments. When required to be present for court appearances, JA was too frightened to go alone. An advocate from Samaritan Place not only provided transportation but advocacy and support during the entire court proceedings. Additionally, staff assisted with obtaining an Order of Protection.

JA moved from Emergency Shelter into a Transitional Housing program as she needed more time to stabilize, develop financial support, and find appropriate housing. During this time, JA informed staff she was too fearful of moving out and trying to live alone (as her abuser lives in the same town). She wanted to remain in her home-town where she had friend and explained the only sense of peace and security she had was when she had stayed at Samaritan House. Knowing she was in a safe, secure, and locked-down facility gave her strength and a sense of safety as she said, "I feel safe and loved here." Fortunately, a Supported Housing room opened up in Samaritan Place and JA moved into this unit. She now has her own room and has re-gained major self-esteem.

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

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

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

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

- Training law enforcement officers and prosecutors to more effectively identify and respond to violent crimes against women;
- Developing, training, or expanding specialized units of law enforcement officers and prosecutors targeting violent crimes against women;
- Developing and implementing more effective police and prosecution policies, protocols, orders, and services specifically dedicated to identifying, and responding to violent crimes against women;
- Developing, installing, or expanding data collection and communication systems linking police, prosecutors, and courts or that are designed to identify and track arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women;
- Developing, enlarging, or strengthening victim service programs, including sexual assault and domestic violence programs;
- Developing, enlarging, or strengthening programs addressing stalking;
- Developing, enlarging, or strengthening programs addressing the needs and circumstances of Indian tribes in dealing with violent crimes against women.
- Supporting statewide, multidisciplinary efforts to coordinate the response of law enforcement, prosecution, courts, and victim services to sexual assault, domestic violence, dating violence, and stalking.
- Training sexual assault forensic medical personnel examiners
- Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and victim services to address and recognize the needs and circumstances of older and disabled individuals who are victims of domestic violence and sexual assault.
- Providing assistance to victims of domestic violence and sexual assault in immigration matters.
- Maintaining core victim services and criminal justice initiatives, while supporting complementary new initiatives and emergency services for victims and their families.
- Supporting the placement of special victim assistants (to be known as “Jessica Gonzales Victim Assistants”) in local law enforcement agencies to serve as liaisons between victims of domestic violence, dating violence, sexual assault and stalking and personnel in local law enforcement agencies in order to improve the enforcement of protection orders.
- To provide funding for:
  1. The development and implementation of training of local victim domestic violence service providers, and to fund victim services personnel, to be known as “Crystal Judson Victim Advocates,” to provide supportive services and advocacy for victims of domestic violence committed by law enforcement personnel;
  2. The implementation of protocols within law enforcement agencies to ensure consistent and effective responses to the commission of domestic violence by personnel within such agencies (such as the model policy promulgated by the International Association of Chiefs of Police (“Domestic Violence by Police

Officers: A Policy of the IACP, Police Response to Violence Against Women Project” July 2003) ;

3. The development of such protocols in collaboration with State, tribal, territorial and local victim services providers and domestic violence coalitions.

In FY 2014, Tennessee obligated \$1,927,814.00 in STOP funding. Non victim service provider STOP subrecipients are required to contribute 25% of the total project costs in the form of a cash or in-kind match. Seven eligible victim service provider projects elected not to provide match in FY 2014.

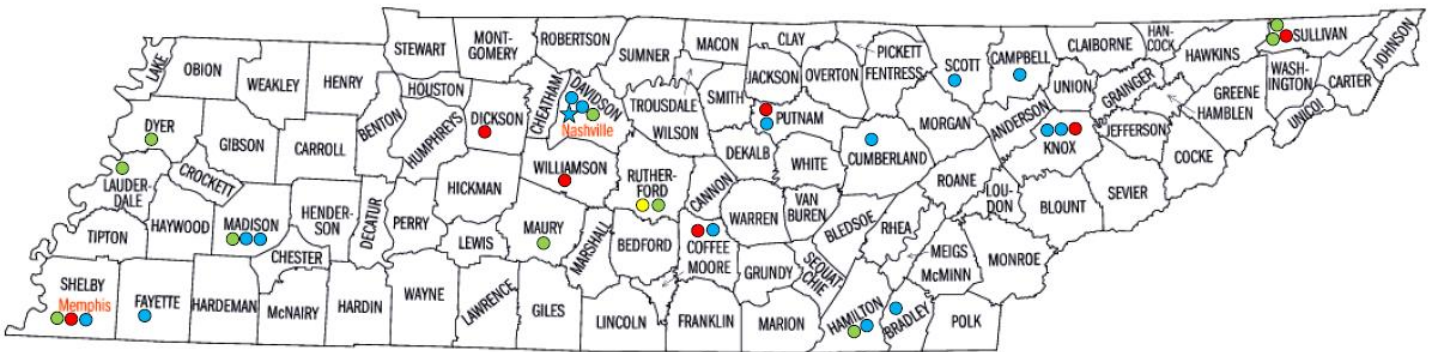
The Violence Against Women Act (VAWA) requires that states allocate STOP funds as follows:

- 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 2014, the STOP grant provided funding to 34 projects including:

- 1 court project
- 7 prosecutor projects
- 6 law enforcement officer grants
- 4 law enforcement training grants
- 16 victim services projects including 1 grant to a culturally specific project

## STOP Services Available by County Location – 2014



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

**STOP Allocation Type, by county location:**

- Court
- Law Enforcement
- Prosecution
- Victim Services Agency
- ★ Statewide Victim Services

In FY 2014, the STOP award supported the following services for victims and training for service providers:

- 2,399 domestic/dating violence victims, 160 sexual assault victims and 26 stalking victims received direct services from STOP victim services projects
- 4,241 domestic/dating violence cases, 38 sexual assault cases and 68 stalking cases were prosecuted by STOP Prosecutors
- 1,432 domestic/dating violence cases, 75 sexual assault cases and 31 stalking cases were investigated by STOP Law Enforcement Officers
- 1,545 participants received training on domestic violence, sexual assault, dating violence and/or stalking topics from STOP victim services, court, law enforcement, and prosecution projects at 79 training events. 637 of these 1,545 participants were law enforcement officers
- 292 law enforcement officers received training on domestic violence, sexual assault, dating violence and/or stalking topics at 13 events provided by 4 STOP Law Enforcement Training Projects

An important accomplishment during 2014 was the creation of the [2014-2016 STOP Implementation Plan for Tennessee](#). This plan was developed in coordination with statewide stakeholders and state administrators of other victim service focused federal funding. The group assisted in identifying needs for victims in Tennessee and shared ideas on the following topics described in the Plan:

- Expanding services to culturally-specific victim/survivors through culturally specific programs,
- Expanding programs to courts,
- Tennessee compliance with PREA,
- Efforts to reduce domestic violence related homicide in the state, and
- Increasing sexual assault allocation through current and new projects; new projects including culturally specific and courts.

Over the next three years, OCJP will revisit the Implementation Plan and use it as a guide for strategic planning and funding decisions.

### **STOP Program Highlights**

*2nd Judicial District STOP Prosecutor:* During this STOP grant period, the District Attorney's Office in the Second Judicial District in Sullivan County, Tennessee received STOP funds. With this funding a dedicated full-time prosecutor was added to address the ever-increasing cases of domestic violence. This STOP prosecutor has a full caseload and handles the domestic violence dockets in the two Criminal Courts of Sullivan County, a majority of these cases are felonies. In addition to those duties, this STOP prosecutor prosecutes domestic violence cases in the dedicated domestic violence General Session Court when available. This prosecutor continues to place an emphasis on the swift disposition of these cases and gives special attention to the challenges of domestic violence matters. STOP funds also allow this prosecutor to continue to chair the Front Line Domestic Violence Task Force which is a collaboration of agencies including the District Attorney's Office, local law enforcement, domestic violence shelters, victim-witness, probation and the clerk's office. There is a good working relationship between the STOP prosecutor and the domestic violence law enforcement officers. The STOP funds continue to allow this prosecutor to not only handle a full-time domestic violence caseload, but also to bring awareness to the community about the issue of domestic violence. With the continued support of STOP funds, this prosecutor will continue to educate the community and local law enforcement in order to effectively and aggressively hold offenders accountable and to seek jail time where appropriate and/or mandated by law, while compassionately addressing the special needs of domestic violence victims. Also, in 2014, this prosecutor attended specialized domestic violence training in Dallas, TX as a result of STOP funding. Information learned at this training resulted in three local trainings for law enforcement where over 100 officers received training.

*Fayette Cares:* The STOP grant funding allows Fayette Cares to continue to provide a 24-hour hotline and a Victim Advocate for domestic violence victims in Fayette County. The 24-hour hotline enables victims to reach out for advocacy and support any time. The Victim Advocate answers hotline calls, meets with victims in the office and in court, gives resource and outreach information to community partners, and provides information to friends and families of victims. The Victim Advocate regularly attends training to increase skills and knowledge, and shares that knowledge throughout the community. The Victim Advocate builds positive relationships and educates community partners including law enforcement, social services agencies, government entities, health care providers, and private businesses. The Victim Advocate's presence in the courtroom reminds the court of the role that Fayette Cares plays in domestic violence intervention and support in Fayette County. Without the STOP grant, none of these activities would exist in Fayette County.

*City of Ripley:* STOP grant funds support one dedicated officer at the Ripley Police Department. The specialized investigator reported 2014 had a marked increase in stalking investigations for the department, which also resulted in additional arrests for stalking related crimes. The STOP Program is credited with making this possible by providing an officer who can both answer initial calls that often include harassment, intimidation, vandalism, or unwanted visitors, as well as, follow-up on investigations into those calls. This has allowed the Domestic Violence Investigator to uncover the "course of conduct" of threatening and/or harassing incidents that has led to prosecution in some of these cases. Additionally, STOP

funding has also provided the Domestic Violence Investigator the time to devote to training fellow officers who either assist on initial calls or answer calls while the investigator is off duty, thus providing better coordination of resources in domestic violence, sexual assault, and stalking calls and investigations.

*Tennessee Coalition to End Domestic and Sexual Violence:* The TN Coalition received funding for two STOP projects in 2014. The first project was for law enforcement training. This funding allowed the Coalition to provide two law enforcement trainings for 65 officers. Lesson plans and curricula were provided for the officers to take back to their agencies. Prior to receiving this funding, the Coalition would not have been able to teach at the Tennessee Law Enforcement Training Academy and provide 40 hours of domestic and sexual violence specific training. The second STOP project is for training allied professionals across the state. This funding allowed the Coalition to continue the Training and Technical Assistance Project, to provide extensive technical assistance in regards to legal advocacy, services for victims of stalking, cultural competency, enhancing services for LGBT survivors, empowerment based and trauma informed advocacy. Training and technical assistance provided by the Coalition builds the capacity of victim advocates and professional allies to better serve victims of domestic and sexual violence, and to work more effectively with criminal justice agencies to reduce violence against women, increase safety for victims, and hold perpetrators accountable for their actions.

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

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

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

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

- Safe confidential shelter
- 24 hour crisis hotline
- Counseling
- Advocacy
- Transportation

- Community education
- Referral
- Follow-up
- Specialized services to children and to underserved populations

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

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

In FY 2014, Tennessee obligated \$1,679,838 in federal FVPSA funding. FVPSA subrecipients are required to contribute 20% of the total federal project costs in the form of a cash or in-kind match.

Funding for the Tennessee domestic violence shelter programs comes not only from FVPSA, but also from three legislated state funding sources. The State 'Family Violence Shelter (FVS) fund sources are:

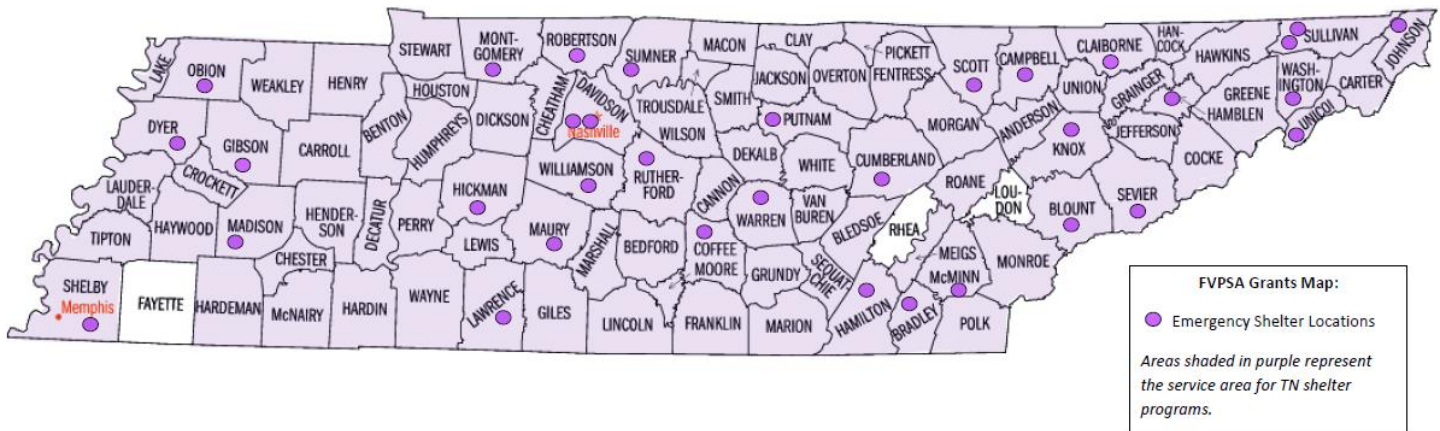
- Original Marriage License Fee - TCA §67-4-411
- Additional Marriage License Fee - TCA §36-6-413



- Defendant Fine - TCA §39-13-111

Tennessee obligated \$1,171,683 in state family violence shelter funds. In FY 2014, these state (FVS) funds provided 41% of the total funding OJCP granted to the 30 domestic violence shelter agencies. There is no match requirement for state family violence shelter funds.

### Family Violence Prevention Services Act (FVPSA) – Emergency Shelter Locations in Tennessee 2014



Every shelter program that receives FVPSA/State funding must annually report on 100% of the clients and services provided by the program. Below is an overview of the FVPSA/State funding supported outputs related to clients served and services provided for FY 2014:

- 30 domestic violence shelter agencies received funding from FVPSA/state funding to support 34 individual domestic violence shelters and 55 nonresidential service sites
- 3,933 victims of domestic violence and their children were sheltered
- 86,019 bed nights provided by domestic violence shelters  
22 days was the average length of stay for shelter residents
- 18,440 victims of domestic violence and their children received non-shelter supportive services including safety planning, individual counseling, support group, legal/personal/housing advocacy, community referrals, etc.
- 755 school-based domestic violence prevention programs were offered
- 36,119 crisis hotline calls were received by shelter programs
- 86,736 volunteer hours were provided at shelter programs

During FY 2014, 9,408 domestic violence shelter program clients responded to survey questions and reported the following benefits:

- 93% of respondents agreed or strongly agreed that the agency helped them in learning how to access benefits or community resources
- 95% of respondents agreed or strongly agreed that the information and help they received helped her/him feel safer
- 94% of respondents satisfied with the services that they received

State domestic violence funding also supported a Shelter Leadership Institute which was provided through a grant to the Tennessee Coalition to End Domestic and Sexual Violence. The Shelter Leadership Institute provided a one-day training focusing on the 2014 Federal

Mandate for FVPSA funded shelters to be fully accessible to the LGBTQ Community. The training addressed the implementation of policies, procedures, staff training, and program integration to ensure LGBTQ Accessibility. The Institute provided 6 hours of specialized training and was attended by 55 shelter programs' Executive Directors, Shelter Directors and Shelter Managers.

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

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

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

Currently, the Advisory Committee convenes during an annual conference call and discusses the distribution of state funds to family violence shelters and any relevant changes effecting Tennessee's shelters. The primary goal for OCJP and the Advisory Committee is to maintain a consistent source of annual funding for the shelters.

During Fiscal Year 2014, the State Family Violence Advisory Committee was convened to discuss the following:

- Anticipated Federal Funding from FVPSA and Sequestration
- FY 2014 State Funding for Family Violence Shelters
- New State Funding Appropriations (recurring) for \$250,000 – and the Competitive Process for a Shelter Program Funding Opportunity for FY 2014
- FVPSA FY 2014 Mandate for Service Inclusivity for LGBTQ Victims
- Future Trainings including the Shelter Leadership Institute
- Coalition Training and TA to Shelters for ongoing implementation of Voluntary Services and Trauma Informed Care for all program services for shelter victims and their children

### **FVPSA Program Highlight**

**SafeSpace**: Jane\* walked into the SafeSpace office looking for help. Her neighbor drove her to the office as she had no transportation. Two weeks prior to the first meeting with Jane, she had given birth to a son and had a 2 year old daughter as well. She had been with her present boyfriend for about two years and he was the father of both of her children. They both came to the United States so her boyfriend, John\*, could obtain a job. However, immediately after he secured a job he became both physically and verbally abusive to both her and her daughter. Unfortunately, Jane discovered that the real reason that he wanted them to come to the U.S. was because he was fleeing from a group of individuals in their

home country with whom John had illegal dealings and had double-crossed. Unfortunately, this group found Jane's father in their home country and when he would not give up Jane and John's location, he was attacked so badly that he had to be hospitalized. Her parents had been financially supporting the couple while in the U.S. until John found employment. Once John no longer needed her parent's financial support, the abuse began. John eventually left Jane leaving her with two small children, no vehicle and very little possibility of finding a job because she speaks very little English. Jane was immediately assisted with an Order of Protection and referred to Legal Aid for assistance with that Order. She was taken to DHS so she could obtain services and assistance with her infant son and also connected her with Catholic Charities to assist her with a U-Visa. Jane finally secured a job but barely made enough to survive. Finally, Jane was assisted in pursuing child support from the children's father. Jane has weekly contact with SafeSpace for emotional support and encouragement in dealing with the frustrations of the lengthy processes of some of the goals she wants to achieve. She constantly expresses such great appreciation for all that has been done for her and truly feels like SafeSpace is not only a service provider but her friend and support system. Jane is one of so many examples of the great need for collaboration and community support to help victims of domestic violence achieve permanent safety and security. SafeSpace's part in this success story could only be achieved due to the funding received from FVPSA.

\*Names changed to protect confidentiality.

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

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

Overall, the purpose of SASP is to provide:

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

Intervention and related assistance may include:

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

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

In FY 2014, Tennessee obligated \$203,967.36 in federal SASP funding. There is no match requirement for SASP funding.

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

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

- Rachel Freeman, Vice President of Programs- Sexual Assault Center, Nashville
- Kathy Walsh, Executive Director – Tennessee Coalition to End Domestic and Sexual Violence, Statewide Coalition
- Daryl Chansuthus, Executive Director – Wo/Men's Resource and Rape Assistance Program, Jackson
- Carmen Wyatt, Executive Director – Avalon Center, Crossville
- Vacant, designated to be filled by a Former client of a sexual assault program

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

In FY 2014, Tennessee obligated \$12,272.64 in state sexual assault funds to non-profit, non-governmental sexual assault agencies. There is no match requirement for state sexual assault funds.

During the 2013 calendar year, SASP/State grants provided funding to 12 sexual assault agencies.

### Sexual Assault Services Program Grants – 2014



The following is an overview of the SASP funding supported outputs related to clients served and services provided for the 2013 calendar year:

- 570 sexual assault victims received SASP funded services;
- 189 victims received counseling services;
- 494 victims received crisis intervention;
- 139 victims received criminal justice advocacy;
- 49 victims received transportation;
- 116 victims received civil legal advocacy; and
- 93% of the sexual assault victims served were female, 33% of victims were ages 7 - 17, 20% of victims had a known disability, and 39% of victims lived in a rural area.

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

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

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

The Sexual Assault Service Provider Assessment was developed by OCJP in collaboration with the TN Coalition to End Domestic and Sexual Violence in January 2014. This assessment has seven categories including: Agency Identity, Training, Promotion of Sexual Assault services, Collaboration and Coordinated Community Response, Best Practices, Needs, and Victim Safety. The tool asks for some narrative responses and for agencies to compile copies of agency policies. The assessment was completed by the 13 OCJP-funded sexual assault service providers in February 2014, including three stand-alone rape crisis centers and ten dual programs (serving both sexual assault and domestic violence victims). The assessment was also sent to all FVPSA-funded shelter programs in an attempt to identify potential new dual programs. The purpose of the tool was to assess the current services available in Tennessee to sexual assault victims and also to serve as a needs assessment to identify where more services are needed. Information learned from the assessment will help guide training and technical assistance provided to programs to elevate sexual assault services across Tennessee. In June 2014, OCJP hosted a conference call with programs and provided a summary of the initial assessment review. An initial review of the assessments revealed that the majority of programs would benefit from opportunities to: enhance their agency policies through the lens of sexual assault best practices; and increase staff, volunteer, and Board member expertise in understanding sexual assault issues.

Community needs identified among multiple programs included: improved coordinated community response as formalized Sexual Assault Response Teams (SARTs); trained Sexual Assault Nurse Examiners (SANE); additional advocates dedicated to sexual assault; training for first responders to sexual assault victims; and specialized licensed therapy services. OCJP has subgranted state sexual assault funds to the TN Coalition to develop a Sexual Assault Institute focusing on these issues; the one-day training is anticipated to take place in April 2015.

### **SASP Program Highlight**

*Avalon Center:* SASP funding has assisted this agency in providing victim and legal advocate services for victims of sexual assault. SASP funding allows an advocate to be available to respond to the hospital and to be available to the victim as soon as they are in need. The advocate has time to be there throughout a forensic exam, interview, etc. if the victim chooses.

*Center of Hope:* SASP funding has allowed Center of Hope to continue to provide services for victims of sexual assault. This is only agency in Maury County that provides services to victims and without SASP funding there would not be comprehensive services available. Advocates are available day and night to provide support to sexual assault victims to assist and support them through the process of healing. The Advocate offers a variety of services to the victim, such as hospital accompaniment, working through the judicial system, and follow up, and ongoing support. The advocate also provides services for family members and friends that may also be having a difficult time processing the crime that was committed against their loved one. Center of Hope was able to provide services to more than 30 victims of sexual assault in 2013. Without this funding, those victims would have nowhere to turn for support. They would have been required to go outside the county to receive comprehensive services.

*Partnership for Families, Children and Adults:* SASP funding has provided more assistance for sexual assault victims in the criminal justice system. The SASP advocate has been able to accompany and provide information regarding cases to victims as the primary focus of the project. Additionally, the SASP advocate has built strong partnerships with both the District Attorney General's Office of Hamilton County, TN and local law enforcement agencies. This has resulted in greater collaborations and increased communication between agencies, which has been to the benefit of sexual assault victims. Through the SASP advocate's relationships with other agencies, particularly law enforcement, there have been changes in policy and community response to sexual assault. This change in policy resulted in the detectives on the case picking up the evidence which gives the SANE nurse and/or the Sexual Assault Advocate the ability to discuss the details of the case with the detective and build relationships. Prior to this change the Chattanooga Police Department sent forensics to pick up the evidence which resulted in limited dialogue about the case. Secondly, Chattanooga Police Department has highly recommended their detectives utilize the Rape Crisis Center as the site to interview the survivor with the Sexual Assault Advocate providing support to the survivor. This has helped to build trust between detectives and advocates ensuring the survivor receives client friendly services which are conducive to obtaining more information from the survivor during the interview. This is a monumental change in service delivery. When we first started the SART 2 years ago, at the first meeting the Chattanooga Police Department representative told us that most officers don't want advocates telling them



what to do. Now the officers see the value of the advocates in this process. The program has also been able to provide greater rates of medical/exam accompaniment to victims of sexual assault than was able to be provided without SASP funding.

## **Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (ARREST)**

The Office on Violence Against Women (OVW) is a component of the United States Department of Justice (DOJ) and awards the Grants to Encourage Arrest Policies and Enforcement of Protection Orders Program (ARREST Program). The ARREST 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 discretionary 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 the ARREST award in FY 2014 for the Tennessee Sexual Assault Response Project. OCJP contracted with the TCEDSV to implement the Tennessee Sexual Assault Response Project which will conclude 9/30/16. The information in this report section is limited as the project implementation did not occur until late FY14.

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

- To develop Sexual Assault Response Teams (SARTs) and support Sexual Assault Nurse Examiners (SANEs) by partnering with sexual assault victim advocates at 6 nonprofit agencies serving 13 counties in Tennessee to actively respond to sexual assault;
- To distribute and implement statewide policies and protocols on forensic rape exams, sexual assault reporting, and evidence collection and retention in sexual assault cases that hold perpetrators of sexual assault accountable and protect survivor safety, self-determination, and confidentiality; and

Tennessee's Arrest award totaled \$852,260.00 for a thirty-month period (3/1/2014 – 9/30/16). The award was passed through to the Tennessee Coalition to End Domestic and Sexual Violence (TCEDSV) to administer project components, including subcontracting funds to 6 nonprofit sexual assault agencies for the provision of direct services to sexual assault victims.

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

- The number of fully functioning SARTs in the 13-targeted counties will increase from 3 to at least 6;
- Every county in the project will be part of a freestanding or multi-county SART by the end of the project;
- All 13 counties will implement the statewide best practices on forensic rape exams, sexual assault reporting, and evidence collection and retention in sexual assault cases in their local communities;
- Fifty (50) local legal advocates and SART members in Tennessee will report improvements in their knowledge, skills, and leadership ability in responding to sexual assault;
- Four (4) SANE nurses will receive scholarships to assist with certification; and
- Three hundred (300) bench cards will be distributed to judges statewide.

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

These guidelines are designed to help communities assess whether policies presently in place throughout the state of Tennessee are victim-centered and honor the spirit behind forensic compliance mandates. These Guidelines focus on facilitating victim-centered care for first responders, increasing victim access to justice, and supporting victims in navigating various systems following an assault. The Best Practice Guidelines were finalized in July 2012 and disseminated electronically to all OCJP victim service grantees. With funding from the current ARREST project a laminated flip book with the statewide sexual assault best practices and an updated Sexual Assault Benchcard will be distributed to every local jurisdiction in Tennessee.

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

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

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

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

**Goal:** Curb Violent Crime



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

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

More specifically, under Action Step 33, there are two long term outcomes. To address the first outcome, OCJP Victims Services will increase the training and technical assistance opportunities for domestic violence shelter program leadership.

During FY 2014, OCJP Victim Services provided over nine hours of training/technical assistance for domestic violence shelter program leadership and upper level shelter staff.

- September, 2013 – Edna James, visiting OCJP from the Federal Office of the Family Violence Prevention Services Program (FVPSA), conducted a one hour conference call with Shelter Directors from around the state. Ms. James focused her training on Voluntary Services, Shelter Accessibility and Q/A. (23 participants/1 hour)
- December, 2013 – Susan Canon and Victim Services Assistant Director, Lanette Mumford conducted a conference call to discuss the April Leadership Training topic of LGBTQ Accessibility and the Federal Mandate associated with this best practice.(24 Participants/1 hour)
- April, 2014 – The Annual Leadership Institute for Shelter Directors and Shelter Managers was held at the Nashville Convention Center. Nationally recognized speaker, Shakira Cruz Ramon spoke on LGBTQ Accessibility. (55 participants/6 hours).
- June, 2014 – OCJP conducted a conference call with all Shelter Directors in order to review the annual Federal FVPSA Reporting requirements and guidelines. (30 participants/1 hour)

The second long term outcome for Action Step number 33 of the Governor’s Public Safety Plan calls for OCJP to increase the number of family justice/safety centers in the State from the current two to at least five and to increase the number of formal community partnerships serving victims of domestic violence. This long term outcome is being addressed by the Criminal Justice Unit providing implementation funding to 5 sites and a Statewide TA provider (the Knoxville Family Justice Center). An example of the progress a local community is making in bringing a family justice center to its community is highlighted on page 25 of this report.

## **Governor’s Appropriation**

In FY 2014 Governor Haslam recognized the need for additional funding to address the issue of domestic violence and appropriated \$250,000.00. Through a competitive solicitation funding was provided to 26 shelter programs. The grants were awarded up to \$10,000 per organization with four priority areas determined for the application process.

The Four Priority areas were:

- Training for Staff
- Technology Enhancements
- Safety Improvements to Shelter
- Licensed Therapy Services

## **SUMMARY OF PRIORITY AREAS FUNDED:**

- 17 Shelter Programs asked for funds for a security system, or an upgrade of their current security system or additional security cameras
- 8 Shelter Programs asked for funds to build or repair fences around their shelter facility
- 10 Shelter Programs asked for building repairs, safety doors, repair of windows, roofs, etc.
- 18 Shelter Programs asked for upgrades of their computer system along with new software, and in a couple of cases they requested new phone systems. The new computers, software and other hardware will replace outdated and/or non-functioning equipment.
- 4 Shelter Programs asked for miscellaneous equipment such as printers, projectors, and technology to help with community presentations and trainings
- 6 Shelter Programs asked for funding for to attend trainings or conferences related to their work
- 1 Shelter Program requested funds for specialized therapy through subcontracting

## **Methamphetamine Initiative for Child Advocacy Centers**

Under then Governor Phil Bredesen, the Governor's Methamphetamine Initiative (METH) was created to address the impact of methamphetamine (Meth) use and production in Tennessee. This remained an annual appropriation in FY2014. Increasingly, children are affected by the family chaos that results from their parents' illegal manufacture and use of this substance. These parents neglect their children's development and place them in hazardous living conditions that can cause serious health problems, even death. They are exposed to immediate dangers and to the ongoing effects of chemical contamination. In addition, the child may be subjected to fires and explosions, abuse and neglect, a hazardous lifestyle, social problems, and other risks.

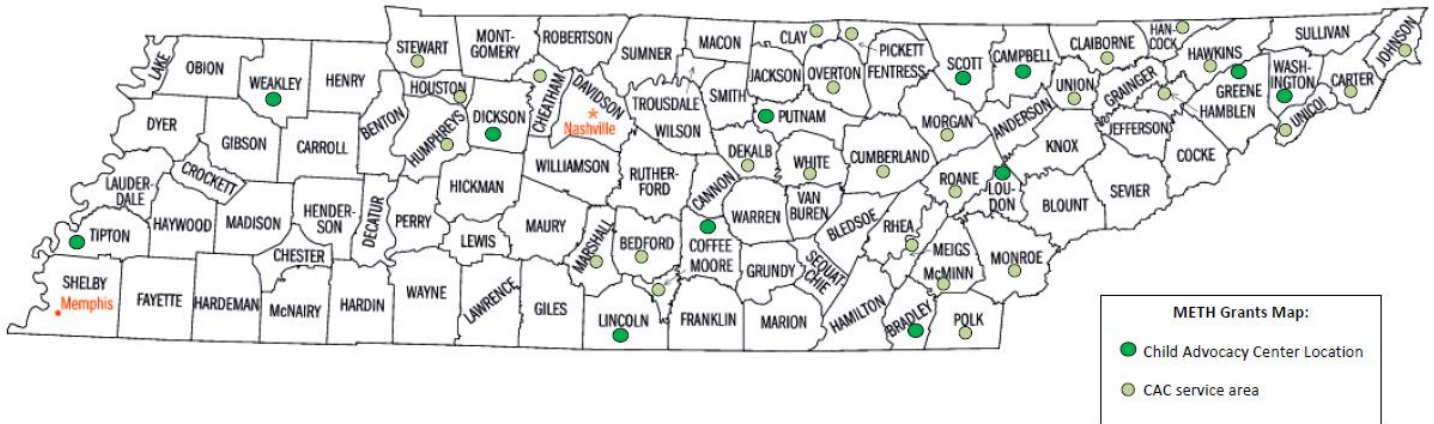
In FY 2014, Tennessee obligated \$420,000.00 in state METH funding. There is no match requirement for METH funding.

In allocating the funds, priority is given to Child Advocacy Centers. These Centers are multidisciplinary programs that allow professionals from child protective services, law enforcement, criminal justice, victim advocacy agencies, and the medical and mental health communities to work in a collaborative way to better serve children who have been victimized. The goal of a Child Advocacy Center is to ensure that children are not re-victimized by the very system designed to protect them.

The purpose of the program is to support services to drug exposed children. Child Advocacy Centers provide services to drug endangered children and their non-offending family members in a child friendly environment in a manner that reduces systemic redundancy and re-victimization of the child.

In FY 2014, METH funding provided grants to 12 child advocacy centers.

## Methamphetamine Initiative Grant Projects – 2014



Below is an overview of the METH award supported outputs related to clients served and services provided to children and non-offending parents for FY 2014:

- 151 drug endangered children received therapy
- 98 drug endangered children received criminal justice advocacy/support
- 665 CPIT Meetings were attended on behalf of drug endangered children
- 232 drug endangered children received safety planning
- 283 drug endangered children received drug education
- 14 non-offending parents/caregivers received therapy
- 380 non-offending parents/caregivers received drug education

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

### **METH Program Highlights**

#### *Upper Cumberland Child Advocacy Center*

The Department of Children Services referred a nine-year-old boy to the agency who had been sexually victimized. The child had a dysfunctional family and had been moved from home to home due to his mother's drug use. The child had begun to have behavior problems in every aspect of his life and had already been in the juvenile detention court system at the young age of nine. The school system wanted to remove the child from the public school due to his behavior.

The Family Advocate was able to provide several services for this child and the non-offending caregiver. In the beginning of this case, the Family Advocate established rapport with the non-offending caregiver and guided her through the necessary education for caring for a child that has come out of a drug environment. The child was referred to an onsite therapist to begin counseling. Many telephone conversations and one-on-one meetings occurred during the time the child was prepared for court. The Family Advocate was able to help the caregiver complete the necessary forms for the victim's compensation application. This case has now completed the court process and the child continues to receive therapy to assist in recovery.

If not for the Child Advocacy Center and the advocates who care for the children and families served, this child would have more obstacles to overcome trying to navigate the process alone. This child is in a safe, healthy environment that allows him to grow, heal, and most importantly, be a child again.

## **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.

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

An annual state appropriation is made to the 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. There is no match requirement for the state funds.

The 2014 Academy reported the following accomplishments:

- 45 attendees received 40 hours of training;
- 98% agreed or strongly agreed that the training session had a clearly defined purpose;
- 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.

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

- "I learned about new programs, new ways to help clients in crisis, and understanding trauma."
- "Every day I learned something of value; specifically: developing resilience, victim resources, domestic violence 101, In Her Shoes Activity, and collaboration of victim services"
- "I learned a great deal of information about working with different types of victims."
- "The most beneficial part of this training for me was discussing trauma informed care, learning about how to deal with people with disabilities better, and learning more about batterer intervention programs."
- "I am new to this field, so this really helped prepare me for the journey ahead."

Additional services offered as part of the grant project:

- The Coalition provides technical assistance throughout the year to victim service advocates, including Academy graduates. The Coalition provided 116 instances of technical assistance with this funding during this reporting period.

## **Domestic Violence State Coordinating Council**

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

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

The DVSCC reported the following FY 2014 accomplishments:

- 2 webinars were attended by 36 participants including advocates, domestic violence program staff and batterers intervention staff;
- 4 quarterly meetings and 13 committee meetings were held;
- 5 batterer intervention programs were certified, 5 programs were recertified; 11 programs were monitored and 1 program's services were expanded to additional counties;

## **Child Abuse Fund**

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

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

In FY 2012, OCJP Victim Services developed and proposed rules for the Child Abuse Fund. OCJP Victim Services consulted with Prevent Child Abuse Tennessee, the Tennessee Chapter for Child Advocacy Centers and Tennessee Court Appointed Special Advocates (CASA) Association, while developing the proposed rules. The rules were promulgated in December 2012.

In FY 2013, \$104,540.00 was collected for the child abuse fund. With these funds, OCJP provided grants to Prevent Child Abuse Tennessee, the Tennessee Chapter for Child Advocacy Centers and the Tennessee CASA Association. The Tennessee Chapter for Child Advocacy Centers subcontracted with the local child advocacy center in the judicial district where the crime was committed. The local child advocacy center will use these funds to provide programs and/or services to child abuse victims. The Tennessee CASA Association subcontracted with the local CASA program in the judicial district where the crime was committed. The local CASA agency will use these funds to provide programs/services for those children who need CASA services. The grant to Prevent Child Abuse Tennessee will be used for child abuse programming/services and/or training.

In FY 2014, the three funded agencies continued their projects started in FY 2013. There were no new funds collected during FY 2014. Benefits of this funding as described by the implementing programs:

- *Prevent Child Abuse Tennessee (PCAT):* This funding allowed PCAT to begin to implement Abusive Head Trauma/Shaken Baby Syndrome prevention initiatives in all birthing hospitals across the state, bringing the successful pilot program from Middle Tennessee to all 95 counties. Nurturing Parenting programs serve families that otherwise would not have had access to a group due to transportation and financial limitations. Additionally, families in home visiting programs across the state have access to safe sleep information for their infants, ultimately preventing deaths and injury from unsafe sleep environments. Funding allows PCAT to participate in the CDC Collective Impact Initiative and the Nashville Child Protection Coalition work.
- *Tennessee Chapter for Child Advocacy Centers:* The child abuse funds supported the purchase of a mobile (RV) unit to travel to the rural areas of the 13th Judicial District. This RV allows the Child Advocacy Center's (CAC) core services, forensic interviews and victim advocacy to the families and victims to occur in remote locations. It eliminates the need for the family to travel several hours to receive critical services. Additionally, the RV continued to raise awareness of the CAC, its role in the judicial district and to raise awareness of child abuse and the services offered by the CAC .
- *Tennessee CASA Association:* This funding is very valuable to both Putnam and Cumberland County CASA programs which are operated through the Upper Cumberland Human Resource Agency. In Cumberland County, the Court Appointed Special Advocate (CASA) program was able to increase the hours of the Program Coordinator from 20 to 25 hours per week with this funding. This translates directly to being able to train more volunteers, provide more supervision, and ultimately serve more children. In Putnam County, the funding is used to offset the costs of rent, phone and the database that tracks volunteers, children and outcomes. All of this leads to the CASA program being able to advocate for more abused children.

## Monitoring Unit

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

Grant oversight continues to remain a key priority for distribution of federal funds. The Federal Office of Management and Budget (OMB) issued a revised publication of Circular A-133, Audits of States, Local Governments, and Non-Profit Organizations in June 2003. The Tennessee Department of General Services (DGS), Central Procurement Office was tasked with the oversight of grants and grant monitoring beginning in fiscal year 2012. In May 2013 DGS issued Policy 2013-007 to replace Policy 22 which was administered by Tennessee Department of Finance and Administration from 2003 until 2013. Policy 2013-007 revised the requirements for subrecipient contract monitoring for the State of Tennessee to "provide uniformity in the reporting of, and controls over, the expenditure of awards in connection with the delivery of services by subrecipients of federal and State awards."

The OCJP monitoring unit is responsible for performing monitoring activities in accordance with Policy 2013-007, to ensure that Federal and State awards are used for authorized purposes in compliance with laws, regulations, and the provisions of contracts or grant agreements and performance goals are achieved. In addition to state and/or federal program specific monitoring requirements, all reviews must address fourteen core areas as applicable. The core areas are:

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

Policy 2013-007 requires the submission of a Monitoring Plan to the Department of General Services annually. The OCJP Monitoring plan is part of the Finance and Administration plan and describes the methodology and goals for the fiscal year October 1, 2013 to September 30, 2014. In addition to personnel and fund source descriptions the plan included a listing of all grants, the current year available funds, and the assigned risk assessment score.

## Monitoring Overview

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

- Adhering to OMB Circular A-133 and Policy 2013-007 requirements,
- Adhering to contract requirements,
- Adhering to the *Tennessee Office of Criminal Justice Administrative Manual* requirements, and
- Working with program staff in fulfilling the requirements of the review.

And to support the OCJP mission by:

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

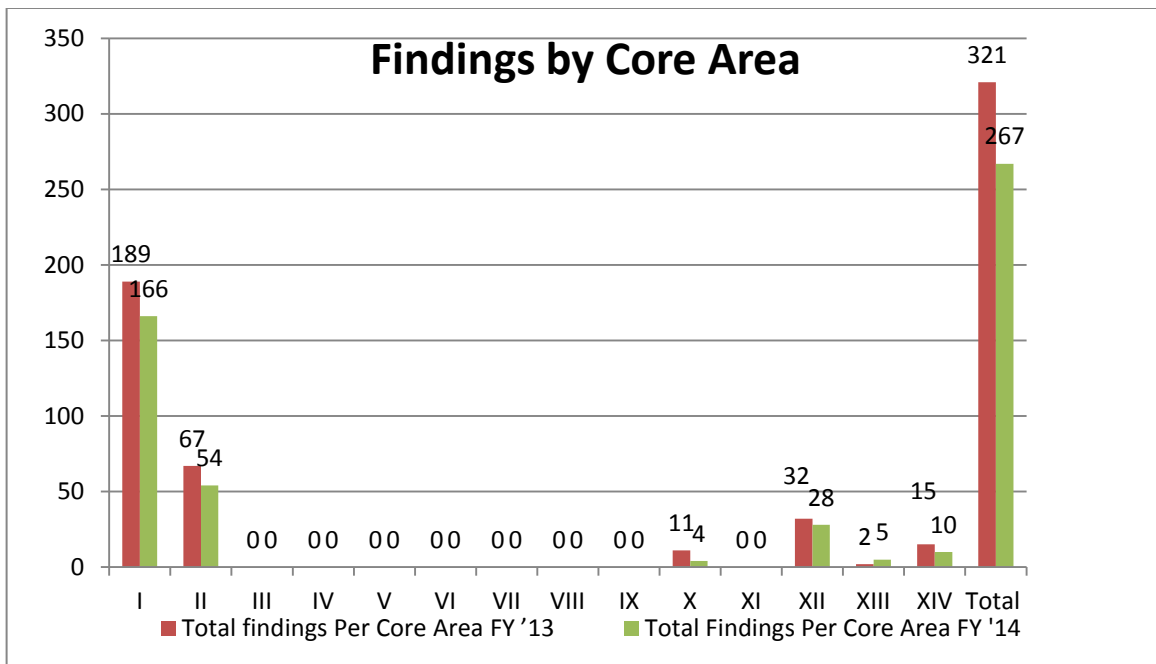
In addition to the two Assistant Directors, the Monitoring Unit was comprised of three full-time program monitors, one full-time and one part-time fiscal monitor in fiscal year 2014. The Monitoring Unit reviewed 151 contracts in 76 monitoring visits. This represented 51% of the total number of contracts and 56% of the total dollar amount of available grant funds.

## Summary of Findings

In FY 2014 the unit monitored 76 criminal justice and victim service agencies with 151 contracts to ensure compliance with state and federal grant requirements. There were 267 findings of non-compliance and 26 observations for improvement. This is compared to 100 agencies with 159 contracts with 321 findings and 28 observations in 2012. This is a 9% increase in average number of findings (3.21 vs 3.51) per agency. There were two findings in 2014 not cited in 2013. See Chart below:

	FY 2013	FY 2014
Number of Agencies Monitored	100	76
Number of Contracts Monitored	158	151
Number of Findings	321	267
Number of Observations	28	26
Average number per agency	3.2	3.5





There were 2 specific findings cited in 2014 that are not found in 2013. The findings and their frequency are shown in the following table.

Core Area	Finding in 2014 not seen in 2013	Frequency of Occurrence
I.	No Policies for Children's services or not complete	1
XIII.	Subcontract Monitoring not conducted or form not used.	2

The findings and observations in 2014 reflect improvement in compliance with background check policy requirements and report filing. The most significant increase in number of findings related to Release of Information form non-compliance. Staff notification non-compliance also increased but is an on-going challenge and not due to any changes. The new Subcontract Monitoring requirement resulted in 2 findings. There were 19 findings resulting in Questioned Costs totaling \$26,879.56.

### Monitoring Summary

In FY 2014 the Monitoring Unit continued to focus on program/project implementation, goal approximation, as well as contract compliance. Improved guides and a standardized planning process contributed to this focus and more in-depth program monitoring.

Subrecipient agencies are required to submit a Corrective Action Plan (CAP) for findings and observations within 30 calendar days after the report is issued. The CAP must outline strategies to correct the specific finding(s) and observation(s) as well as, avoid findings of similar nature in the future. Program managers are responsible for ensuring receipt of an acceptable CAP and approving it timely. In addition, program staff use information gathered

during the monitoring visits and the findings summary to identify areas for training and technical assistance during the year. This information may also be taken into consideration in the application process. It is critical for agencies to align with the OCJP strategic plan and prove capable of providing quality programs to their clients and beneficiaries to receive funding. The monitoring process, including receipt and approval of acceptable CAPs, helps improve the system of criminal justice and victim service agencies for the State of Tennessee. A concerted effort by program and monitoring staff to hold agencies accountable for programs/projects that benefit their communities will help OCJP realize its goal of working for a safer Tennessee.

## **Conclusion**

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

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

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

The planning and management of these State and Federal funds improves the quality of life for all Tennesseans by helping achieve OCJP's vision of a safer Tennessee.