





# TABLE OF CONTENTS

# Table of Contents

	<u>Page</u>
<b>Executive Summary</b> .....	4
I. Introduction.....	11
Priority Areas and Program Responses.....	11
Comprehensive Continuum of Crime Intervention Strategies.....	23
Collaborative Planning/Funding and Interagency Activities.....	24
II. Evaluation Plan and Activities.....	30
Program Summary and Outcome Grid.....	35
III. Summary of Programs, Performance Measures, Evaluation Methods and Evaluation Results.....	36
Community Crime Prevention Program.....	37
Multi-Jurisdictional Drug and Violent Crime Task Force Program.....	51
Pre-Trial Service Delivery Program.....	63
Special Prosecution Program.....	76
Correctional Treatment Program.....	83
Domestic/Family Violence Training Program.....	95
Victim/Witness Program.....	101
Criminal Justice Information System Program.....	108
IV. Appendices	
A. Tennessee Bureau of Investigation: “Crime in Tennessee 2002”. Synopsis of Tennessee Incident Based Reporting System (T.I.B.R.S.) Statewide Reports.	
B. Survey of County Jails in Tennessee: Four Years Later.	

# EXECUTIVE SUMMARY

## **Executive Summary**

The Office of Criminal Justice Programs (OCJP), Tennessee Department of Finance and Administration, is pleased to present to the Bureau of Justice Assistance (BJA) Tennessee's 2002/2003 Edward Byrne Memorial Grant State Annual Report.

The 2002/2003 fiscal year witnessed a period of staff stabilization for the Office of Criminal Justice Programs (OCJP). New program managers have at least one year of OCJP experience at this time and are in the process of acquiring the expertise to assume their full share of job responsibilities. The biggest challenge faced by this relatively new staff will be the creation and subsequent implementation of a new four-year strategy, which involves numerous and complex components of the criminal justice system. With the guidance of veteran senior staff the new program managers have been assimilated into the strategy process with little disruption to the system.

Probably the most noteworthy achievement seen by OCJP this year is the coordination of funds from multiple sources to improve the criminal history records system and continued successful integration of all criminal justice information systems. OCJP has combined funds from the Edward Byrne 5% "set-aside", the National Criminal History Improvement Program (NCHIP), the BJA/NGA Integrated criminal justice information systems grant and state funding for automated fingerprint identification systems to facilitate improvements in the criminal history records system. Technological support was provided to local law enforcement agencies to enable them to submit criminal history information to TIBRS, Tennessee's Incident Based Reporting system. One

hundred percent (100%) of Tennessee's law enforcement agencies are submitting data to the TIBRS system and have been "certified" by the Tennessee Bureau of Investigation (TBI). The year 2002 was the second year that TIBRS data was consolidated and published as the Crime in Tennessee Report 2002. The information contained in this report will give criminal justice professionals access to valuable data that will be used in future planning endeavors in many areas of the criminal justice system.

In the area of family/domestic violence, the OCJP continued to use collaborative funds from the Violence Against Women ACT (VAWA or STOP) Grant, the Edward Byrne Memorial Grant, the Victims of Crime Act (VOCA) Grant, and the Family Violence Shelters Grant to provide a comprehensive system of domestic violence intervention that includes prevention strategies, law enforcement and community training events and specially trained investigators and prosecutors. Sub-grantees of victim services funding use performance based management to identify project goals and establish outputs and outcomes to measure the effectiveness of project interventions. Data collection and evaluation are keys to this performance based management system that has been put in place. This is the second year that victim service providers have begun reporting outcome measurements to the Office of Criminal Justice Programs. This information will be used to refine project models, identify models worthy of replication, and identify areas where modifications or improvements should be made. This performance management approach and the "logic model" design have been adopted by all new Byrne sub-grantees and the information collected on these projects has begun to be available.

Offenders with substance abuse treatment needs have continued to receive services including assessment, outpatient therapy, day treatment services, long-term residential treatment, and aftercare services made possible through collaborative funding with Edward Byrne and Residential Substance Abuse Treatment (RSAT) grants. Grant funds also have allowed for the expansion of project capabilities to implement effective job placement assistance as well as vocational training components for adult men and women as well as some juvenile offenders. This additional funding enables OCJP to use state dollars in collaboration with federal to support offender treatment programs.

In the program area of Community Crime Prevention, a strong collaborative effort exists between four (4) funding sources. The relationship between the **Edward Byrne Grant** funding and the **Local Law Enforcement Block Grant** (LLEBG) funding has existed for several years but last year OCJP accomplished a bigger achievement by funding some of the smallest local law enforcement agencies in the state with LLEBG funds. The result being, eighty-eight (88) law enforcement agencies throughout the state received grants. The majority of these agencies had never received any kind of grant previously. Additionally, OCJP continued to provide additional support to its communities in their ability to secure **COPS grants** through a state-appropriated fund known as the **Safe Neighborhoods Grant**. This grant, administered by the Office of Criminal Justice Programs (OCJP) is designed to assist local law enforcement agencies that are actively participating in or making application for the COPS Universal Hiring Program

administered by the U.S. Department of Justice. This grants provides 10% of the total COPS grant, reducing the 25% cash match requirement from the local agency to 15%.

The Office of Criminal Justice Programs (OCJP) continued its support of the State's judicial system this year by providing new dollars and continuation funds for several projects in the program areas of Pre-Trial Service Delivery and Special Prosecution. This multi-faceted intervention strategy involved funds appropriated for specialized prosecutors and defenders, implementation of charge screening grants, supplemental funds provided to state Drug Courts, and other projects designed to streamline the judicial process while maintaining the integrity of the right to "due process". New state drug court legislation will, in the future, make it possible to use state revenues from drug cases to subsidize additional drug courts and their treatment programs. Additionally, a grant was continued that helps promote the development and continuation of "Youth Courts" in Tennessee.

The needs of the mentally ill and dual diagnosed offenders were addressed through diversion and intervention projects funded with Edward Byrne grants. OCJP continues to make funds available to mental health courts and supports mental health issues by funding training efforts in this area through the Edward Byrne grant. The projects funded in this area continue to make a significant impact on the numbers of mentally ill and dual diagnosed offenders who have successfully received treatment and its impact will be intensified as the funding continues. Other subgrants continuing this year enabled the

District Attorneys General Conference and the District Public Defenders Conference to maintain statewide training coordinators.

The OCJP continued funding during this fiscal year for 23 Multi-Jurisdictional Drug and Violent Crime Task Forces that are specially trained to locate and eradicate illegal drugs. Data on arrests made as a result of Task Force activities in addition to information on the seizure of illegal substances is now being captured and compiled through the Tennessee Incident Based Reporting System (TIBRS). This is the second year of a grant to the Tennessee Bureau of Investigation for the establishment of a Drug Task Force Coordinator. The coordinator has been working with the Task Forces to develop standard operating procedures to be used as guides for the Drug Task Forces. He has also encouraged interagency cooperation and participation in the Drug Task Force program, been used as a clearinghouse for Drug Task Force related information and become a point of contact between the Tennessee Bureau of Investigation, Office of Criminal Justice Programs and the District Attorney General's Conference for the Drug Task Forces.

As a state planning and grants administration agency the Office of Criminal Justice Programs (OCJP) continues to strive to improve and facilitate the planning and administration of the State's criminal justice system. As always, it is our sincere desire that the Bureau of Justice Assistance (BJA) will find this report to be informative and

useful in reporting the achievements that have been made possible through implementation of the Edward Byrne Memorial Grant Program.

# I

## INTRODUCTION

## Introduction

The Office of Criminal Justice Programs (OCJP), in conjunction with its multi-disciplinary Statewide Criminal Justice Planning Committee, funded eight (8) program areas within six priority areas identified in its 2000/2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. A description of the priority areas and corresponding program responses follows:

### Priority Area:

**Community Based Services:** The incidence of violent crime continues at a relatively steady decline, yet violence and drug-related crime continues to cause serious concern at the community level in Tennessee. Resources are needed to prevent the beginning use of illegal drugs by the state's children. Youth must be educated to the dangers of illegal drugs and alcohol in addition to being provided with a supportive environment conducive to the rejection of these substances. Communities must also be provided with the resources necessary to ensure their own safety. This includes measures to empower citizens to become more aware of crimes occurring within the community, the formation of partnerships with local law enforcement agencies to work collaboratively to combat crime, and the development of a sense of community pride and cohesion.

### **Program Response:**

**Community Crime Prevention:** Consistent with identified needs in this area and with national priorities and objectives, the Office of Criminal Justice Programs (OCJP),

established the program area of community crime prevention. Projects funded in this program area are designed to educate and enable the State's youth to reject illegal drugs, tobacco, alcohol, and refrain from engaging in criminal activities. Additionally, projects funded under this program area empower and educate citizens to "take back" ownership of their communities through proactive crime prevention initiatives and community education strategies. Examples of projects funded in this program area include school based resources for children at risk of substance abuse and violence, early intervention projects that develop enhanced self-esteem and problem-solving skills for at-risk children, and community-based crime prevention partnerships implemented in conjunction with regional law enforcement agencies.

**Priority Area:**

**Offender Apprehension:** Violent crime and the possession, sale, and cultivation of illegal drugs have impacted communities across the state in rural, suburban and metropolitan areas. Violent crime and the drug problem touch every citizen in Tennessee in some way. Besides the physical consequences, the monetary burden of drug-related crime has been enormous. Drug traffickers transport and distribute drugs throughout the state each day. As drug distribution activities increasingly spread across multiple regions, integrated information sharing systems are needed to facilitate communication. Additionally, cross-jurisdictional efforts are required to confiscate illegal drugs and apprehend those responsible for their cultivation and proliferation.

**Program Response:**

**Multi-Jurisdictional Drug and Violent Crime Task Forces:** Tennessee’s Drug and Violent Crime Task Forces were developed to address the problems identified above. Task Force activities have resulted in improved collaboration, written inter-agency agreements, pooling of resources including personnel and equipment, and a better system of addressing drug issues using a team concept. These task forces are formed under each District Attorney General in all but five (5) of the state’s Judicial Districts and include a Board of Directors or Advisory Board that represents each participating agency.

Using undercover and overt operations the state attempts to disrupt drug traffickers before the illegal narcotics are passed down to the “street dealers”. Covert operations target upper level drug dealers and overt operations involving the Tennessee Department of Safety and Judicial District Task Forces interdiction units intercept the drugs while in transport. Intercepting these shipments often leads to controlled deliveries in Tennessee and other states that assist in mapping out the drug routes.

**Priority Area:**

**Court Support:** As public awareness has increased and community partnerships have formed, there has been an encouraging rise in the number of reported incidents to drug sales/use, violent crimes, and other criminal activities. A local result of increased reporting and investigation has been that the court systems have become overloaded with the large volume of cases.

Similarly, Tennessee is experiencing an increased tendency to report and prosecute domestic violence cases. The development of specialized investigative techniques, better education of law enforcement staff, and the addition of officers trained in specific areas of crime prevention have improved the ability of the criminal justice system to respond effectively to domestic violence cases.

Thus, the successes of some segments of the criminal justice system have caused a major problem within another important component of the system. In the metropolitan areas, it remains difficult for the current prosecution staffs and courts to present and adjudicate the pending drug, violent crime and domestic violence cases in a timely manner. The increase in the volume of specialized cases involving domestic violence, child abuse, or distribution/manufacture of illegal drugs, necessitates the availability of specialized attorneys devoted to the prosecution and defense of these accused individuals. These issues represent both a state and national priority.

**Program Response:**

**Pre-Trial Services:** Projects funded in the program area of Pre-Trial Services are designed to achieve the long-term goal of identifying and diverting less serious offenders into appropriate alternative resources without the necessity of taking them through the complete criminal justice process, including complete and time-consuming court hearings. A wide range of projects are funded in this program area including Drug Courts, Mental Health Courts, Youth Courts, specialized public defenders, foreign language interpreters to facilitate criminal justice investigation and intervention, and research and/or training events designed to enhance the ability of local jurisdictions to deal with specialized cases.

**Special Prosecution:** The long-term goal of this program is to enhance the prosecution of defendants implicated in child abuse, juvenile crime or drug possession/cultivation/distribution. Projects funded in the program area of special prosecution provide funding for the provision, training, and support of prosecutors whose work is dedicated to the prosecution of defendants implicated in child abuse, juvenile crime cases, drug possession/cultivation/distribution. Prosecutors attend specialized training and workshops designed to improve their knowledge in assigned areas. They oversee all child and domestic violence cases, and most drug and violent crime cases, coming into the criminal courts. Some prosecutors also handle misdemeanants coming before the General Sessions and Criminal Courts. At all levels of the justice process, other assistant prosecutors provide assistance in case resolution through the direction of the lead prosecutor. Vertical prosecution of child abuse, juvenile crime and drug-related

cases ensures strict, consistent prosecution, thereby increasing conviction rates and appropriate sentencing.

**Priority Area:**

**Victim Advocacy:** The criminal justice system has traditionally been offender-oriented, focusing on the apprehension, prosecution, punishment, rehabilitation and rights of the accused. Although victims and witnesses have always played a vital role in apprehension and prosecution of domestic violence offenders, the lack of understanding by the criminal justice system of their specialized needs made their participation difficult and limited in its effectiveness.

Legislation and case laws developed over the last twenty years have created a very complex and highly specialized prosecution system. In order to ensure victims' rights, training at both the prosecutor and law enforcement level must be upgraded on an ongoing basis. A court system already inundated with other crimes is not prepared to handle the influx of these cases. Education and training is also lacking at the court level.

There is also a necessity for providing more services, appropriate notification of proceedings, and increased sensitivity to the rights of the victims to participate in the criminal justice process. Tennessee Code Annotated (TCA) 40-38-103 clearly holds the district attorney general responsible for ensuring that the above responsibilities are fulfilled. Given the current case load and structure of the court system, it is difficult to

ensure that crime victims are provided with sufficient notices of all hearings, given sufficient opportunities to “be heard”, and are treated with diligence and sensitivity to their specialized needs.

**Program Response:**

**Domestic/Family Violence Training:** Projects funded through the Domestic Violence Training Program are designed to provide training for law enforcement personnel in the investigation of family/domestic violence issues including sexual assault, training for prosecutors in the unique dynamics of family/domestic violence cases and the successful prosecution of these cases, provide training for victim/witness coordinators who will specialize in cases involving family/domestic violence and crimes of violence, and provide requisite training for the investigation and prosecution of the crimes of family/domestic violence or sexual assault.

**Victim/Witness Program:** Projects funded through the Victim/Witness program are designed to provide victims of crime with services identified in the Crime Victims’ Bill of Rights. Throughout the investigative, prosecution, and correctional stages of criminal cases, victims and witnesses are properly notified and given information in a timely way. Crime victims receive uniform rather than fragmented disjointed treatment. Competent, trained victim/witness coordinators provide services as part of a prosecution team, assisting in informing the victim about procedures, court dates, crisis intervention, support services, and appropriate referrals.

**Priority Area:**

***Offender Rehabilitation:*** Many offenders in the criminal justice system do not have a high school education or marketable job skills. Their criminal lifestyle is often precipitated or exacerbated by substance abuse or addiction. Without the implementation of effective rehabilitation services, offenders often evidence a high rate of recidivism and exhibit a pattern of escalating criminal behaviors. Thus a major priority for Tennessee is the development and maintenance of a system of effective job, education, rehabilitation, and substance abuse treatment services for criminal justice offenders.

Another challenge facing the criminal justice system is the increasing number of mentally ill and dual diagnosed offenders coming into conflict with the law. With the trend toward de-institutionalization, many offenders formerly housed and treated in inpatient mental health facilities or specialized psychiatric settings are now released into the community with limited support services available to them. Without readily available support services including psychotropic medications, many offenders revert to psychotic conditions and engage in behaviors that bring them into conflict with the criminal justice system.

**Program Response:**

**Correctional Treatment:** Projects funded in the program area of Correctional Treatment are designed to provide substance abuse treatment services which complement or enhance projects currently financed through the Residential Substance Abuse Treatment for State Prisoners (RSAT) Grant, or are designed to provide viable alternatives for offenders appearing before the State's Drug Courts. Additional projects focus on the specialized needs of mentally ill or dual diagnosed offenders, ensuring that the proper resources are available for treating the individuals.

This correctional treatment program is designed to create a continuum of care treatment approach for substance abusing, mentally ill, or dually diagnosed offenders who are involved in the criminal justice system. Services provided focus on the stabilization of the offender's mental health, or the development of cognitive, behavioral, social, and vocational skills necessary to empower these individuals to function successfully in the community.

For incarcerated offenders, a major long-term goal of projects funded in the area of correctional treatment is to provide effective re-entry and aftercare services so that an offender is not abruptly "cut off" from necessary support services upon release from incarceration. Components of re-entry focus on the preparation of the offender for life outside the correctional institution. This focus includes continued outpatient substance abuse treatment and mental health services as well as other components of daily living that ensure successful re-integration into society. Specific components include ongoing training in job interview/job search skills, assistance and support in locating viable

employment options, housing assistance, if needed, assistance in pursuing additional vocational training, and improving familial relationships.

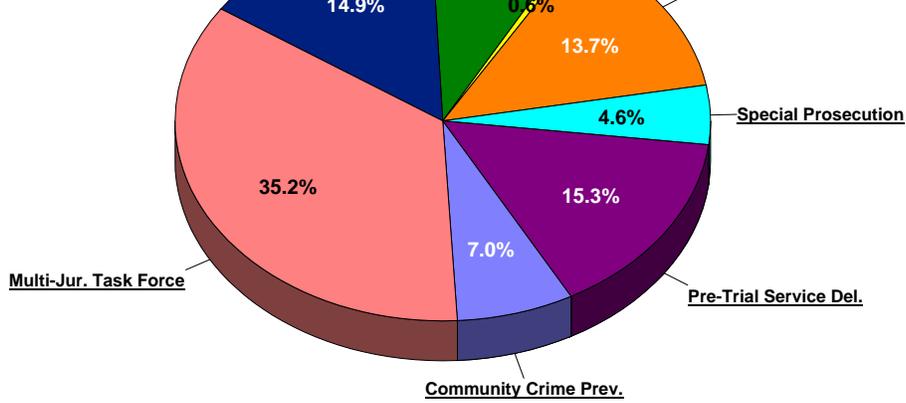
**Priority Area:**

**Criminal Justice Records Improvement:** Tennessee has had few sources of sound criminal justice records information and has lacked adequate means to accomplish a statewide improvement of the criminal justice record system. The statewide capability to implement an efficient, cost-effective system of collecting and storing criminal justice information has not existed. Policy makers and criminal justice practitioners have had to base decisions on sketchy and inadequate information. A primary concern to the criminal justice community is Criminal History Records Information (CHRI). The spectrum of uses of CHRI data continues to widen, thereby compounding the need to improve the quality of these records. Tennessee faces additional challenges in the area of criminal history records due to the existence of a non-unified court system. Some of Tennessee's courts function under the auspices of the Tennessee Administrative Office of the Courts while other courts function with complete independence. Additionally, the collection of case disposition data and sharing of criminal history records through specially designed "middle ware" is needed to enable various components of the system to continue use of existing data collection sources and still maintain the degree of communication and information sharing necessary for the appropriate documentation and disposition of criminal cases.

**Program Response:**

**Criminal Justice Information Systems:** To ensure a move toward more timely, accurate and complete criminal records the State of Tennessee, through the Tennessee

Bureau of Investigation (TBI), has undertaken an extensive effort to develop a comprehensive system in collaboration with all law enforcement and most criminal justice agencies in the state. This plan includes efforts to improve the criminal incident collection capabilities of the law enforcement agencies and methods to increase the submission level and quality of criminal fingerprint cards. The plan also calls for an upgrading of the central Automated Fingerprint Information System (AFIS), as well as the regional AFIS'. The upgrade will include the central criminal history information center computer interface of all law enforcement agencies, courts, prosecutors, and correctional institutions with the central repository to improve the timeliness, accuracy, and ease of access to data. The integration of these systems is integral to the plan as state and other federal dollars will be used to fund this piece of the plan. Additional projects fund software and/or personnel necessary to capture case disposition data and facilitate effective sharing of criminal history records information. Projects funded through this program area are designed to complement activities undertaken with the National Criminal History Improvement Plan (NCHIP) Grants and the BJA/NGA Integrated Criminal Justice Information Grant.



PROGRAM AREA	NUMBER OF PROJECTS FUNDING	FEDERAL BUDGET ALLOCATION
Multi-Jurisdictional Drug and Violent Crime Task Force	29	\$3,117,381
Correctional Treatment	14	\$1,214,992
Domestic/Family Violence Training Program	2	\$52,375
Community Crime Prevention	18	\$621,250
Criminal Justice Information System	16	\$1,319,081
Pre-Trial Service Delivery	18	\$1,355,390
Victim Witness	2	\$762,525
Special Prosecution	7	\$408,174
<b>TOTAL</b>	<b>106</b>	<b>\$8,851,168</b>

## **A Comprehensive Continuum of Crime Intervention Strategies**

The programs funded in Tennessee's 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement work together to form a comprehensive plan to reduce the incidents of violent crimes in Tennessee, prevent and control illegal drugs, and improve the operation of the criminal justice system. First, grassroots prevention projects funded in the level of Community Crime Prevention help to ensure that children are aware of the dangers of illegal drugs and have the resources available to avoid involvement in crime, drug use and delinquent activities. Community partnerships funded through projects in this program area also help citizens to mobilize their resources to protect themselves and their communities by preventing crime before it occurs in their districts. Where drug offenses and violent crime have already occurred, projects funded in the program area of Drug and Violent Crime Task Forces work to ensure the swift identification and apprehension of suspected offenders. Once offenders are apprehended, projects funded in the program areas of Special Prosecution and Pre-Trial Services ensure the expeditious and effective processing of these cases through the court system, while the needs of crime victims are served through projects funded in the program areas of Victim/Witness and Domestic Violence Training. Once offenders are effectively prosecuted and incarcerated, projects funded in the area of Correctional Treatment help to provide them with the skills and services they need for successful rehabilitation to occur, thus ending the cycle of recidivism and enabling them to be successfully re-integrated into the community. Finally,

projects funded in the area of Criminal Justice Information Systems enable the entire criminal justice community to share more accurate information on criminal histories in a more comprehensive and technologically efficient manner.

### **Collaborative Planning/Interagency Activities and Funding**

Tennessee continues implementation of its new Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement. This innovative plan relies on “indigenous components” within Tennessee’s criminal justice system to identify resource needs and gaps in services, identify and develop programs and project models to address identified needs, and develop effective strategies to evaluate the success of projects and program models selected for funding. Following receipt of feedback from criminal justice system components, the Office of Criminal Justice Programs (OCJP) utilizes the input and expertise of a statewide Executive Criminal Justice Advisory Committee. The Executive Criminal Justice Advisory Committee, composed of key individuals from a variety of local and state criminal justice agencies, reviews priorities and program models identified by the “indigenous components” within Tennessee’s criminal justice system and makes recommendations to the Office of Criminal Justice Programs regarding priorities for the funding in the upcoming fiscal year.

### **Interagency Cooperation and Participation**

The Office of Criminal Justice Programs works closely with the Statistical Analysis Center (SAC) within the Tennessee Bureau of Investigation to access their services in collecting and compiling relevant data on the criminal justice system. The Office of Criminal Justice Programs participates in a SAC Advisory Committee designed to ascertain which research initiatives

should receive priority during each funding year. This aids OCJP in determining funding strategies in future years.

The Office of Criminal Justice Programs (OCJP) oversees the Criminal Justice Records Improvement (CJRI) Task Force, a committee chaired by the Tennessee Bureau of Investigation (TBI) Director, and designed to address the needs of local and state law enforcement officials in implementing a reliable system of criminal records information. Information is shared regarding the availability, provisions, and reporting requirements of grants administered by OCJP. The committee includes sheriffs and police department technical staff in addition to staff from various state offices that contribute to any aspect of criminal justice and/or criminal history records. Additionally, a steering committee has been established to assist OCJP in the planning and implementation of an integrated system of criminal justice records. This core group of legislators, criminal justice planners and directors from key criminal justice agencies meet at least quarterly. Information received from this group assists OCJP in planning funding for Tennessee's Criminal Justice Records Improvement projects.

The Office of Criminal Justice Programs is also a member of the Tennessee Law Enforcement Advisory Council. This council, made up of representatives from state and local law enforcement, corrections, the District Attorneys General Conference and the Comptroller of the Treasury, monitors and evaluates the status of technological advancements and related issues to law enforcement in Tennessee. The council reports any findings to the governor and state house and senate judiciary committees on an annual basis.

Representatives from the Office of Criminal Justice Programs (OCJP) participated in meetings of the Tennessee Sheriff's Association and the Police Chief's Association, which were held several times during this past fiscal year. Emphasis was placed on the grants available through the OCJP and how grant awards could be used to address community needs and gaps in services. Additionally, OCJP sat in on meetings held by the state Public Safety Coalition to exchange information regarding new and upcoming state and federal legislation around criminal justice issues.

The Office of Criminal Justice Programs (OCJP) continues to provide technical support and direction to its sub-grantees through periodic revision and dissemination of the Tennessee Administrative Manual for Byrne Formula Grant Sub-recipients. The guide serves as a reference for the financial and programmatic requirements/responsibilities of projects funded through the Edward Byrne Memorial Grant Program. Additionally, OCJP maintains a web site where current issues and activities of interest to sub-grantees and the general public are identified. Finally, OCJP holds quarterly meetings with sub-recipient groups such as the judicial district drug task forces and residential substance abuse and treatment directors in order to exchange information, identify best practices and model programs, determine needs and set priorities.

### **Collaborative Funding**

The Office of Criminal Justice Programs (OCJP) also enjoys a unique opportunity to enhance and support the efforts of Byrne funded programs through collaborative funding with several other federal grants and state funds administered by OCJP. These federal grants include the Local Law Enforcement Block Grant (LLEBG), the Violence Against Women ACT (VAWA or

STOP) Grant, the National Criminal History Improvement Plan (NCHIP) Grant, Victims of Crime Act (VOCA) Grant, the Family Violence Shelters Grant, and the Residential Substance Abuse Treatment (RSAT) Grant. Additional state funds include “Safe” Neighborhood funds to assist local law enforcement, Automated Fingerprint Identification Systems (AFIS) funds, funds to support local drug courts and finally, funds to aid victims of sexual assault.

Programs funded through the Edward Byrne Memorial Grant in the areas of Domestic Violence Training and Victim/Witness are working collaboratively with projects funded through the VAWA Grant, the VOCA Grant, and the Family Violence Shelter Grant to ensure an effective continuum of prevention and intervention in the area of domestic violence. With combined funds of over ten million dollars, these grant programs are working together to ensure that effective domestic violence training and prevention programs are in place for law enforcement personnel, that victims receive the support services they need, that perpetrators of domestic violence are swiftly and effectively prosecuted, and that emergency residential services are available for immediate occupancy when domestic violence occurs. Additionally, state funds generated by special fines on sexual assault cases pays for program services for victims of sexual assault. This additional funding will work in conjunction with special sexual assault funding to offer additional services to this type of victim.

Over two million dollars in RSAT funds and Edward Byrne Memorial Grant funds are being used to establish a continuum of care for substance abuse treatment that includes assessment, outpatient care, inpatient care, and aftercare for a variety of offenders evidencing a need for this type of intervention. Byrne funds are used to purchase substance abuse prevention, outpatient and aftercare services, while RSAT funds are used to address the needs of offenders requiring

long-term residential substance abuse treatment. Further, recent legislation in Tennessee has created a new stream of funding to aid local jurisdictions in the establishment and maintenance of drug courts in their areas. OCJP will be working with federal drug court initiatives as well as this new state/local funding to better determine the use of Byrne funds in this area.

In the area of criminal history records improvement, the 5% set –aside requirement of the Edward Byrne Grant is being used to complement and enhance activities funded through the National Criminal History Improvement Plan (NCHIP) Grant, the NGA/BJA Integrated Criminal Justice Information Systems Grant and the state generated Automated Fingerprint Identification (AFIS) funds. Projects funded through the NCHIP Grant are focusing on updating and expanding uniform crime reporting and increasing the submission of fingerprints and dispositions from agencies in the field. The 5% set-aside in the Edward Byrne Grant supports this objective through providing funding for the Tennessee Incident Based Reporting System (TIBRS), a uniform crime reporting system designed to complement criminal history records improvement projects funded through the NCHIP Grant. The state funded AFIS project funds local law enforcement agencies in their efforts to automatically transfer fingerprint information to a central repository. Byrne funded technology efforts pay for the integration between local criminal records systems and these AFIS systems. OCJP is also in the process of identifying how the BJA/NGA Integrated Criminal Justice Information Systems project will affect the NCHIP, Byrne and Automated Fingerprint Identification funds.

The Office of Criminal justice Programs uses state appropriated dollars from the SAFE Grant to assist local law enforcement agencies is paying part of the match requirement when obtaining federal funds from the COPS grant. OCJP considers both the COPS and SAFE funds for

planning purposes when applications for Byrne funding are received from those jurisdictions receiving the above-mentioned grants.

# II

## EVALUATION PLAN AND ACTIVITIES

## Evaluation Plan and Activities

The Office of Criminal Justice Programs (OCJP) has incorporated a multi-faceted paradigm for evaluating the success of programs funded through the Edward Byrne Memorial Grant. This paradigm includes the submission, review, and evaluation of sub-recipient logic models that include individualized program goals and objectives, subsequent activities and activity outputs as well as a description of expected outcomes. Additionally, objective financial and programmatic monitoring reviews obtained from the Office of Program Accountability Review (PAR) within the Department of Finance and Administration, and regular phone contacts and periodic site visits are conducted by OCJP program managers. Many Byrne Project Directors complete or subcontract for internal, project-specific process and outcomes research measures to assess the effectiveness of their own project models. Additionally, the Office of Criminal Justice Programs received a BJA Evaluation Partnership Grant awarded to OCJP and its subcontractor, Correctional Counseling Inc. This subgrant, initiated in the 1998/1999 fiscal year, was designed to provide a formal, independent impact evaluation of the effectiveness of Tennessee's Multi-Jurisdictional Task Forces, the program area where almost one third of Tennessee's annual Byrne Grant award is allocated on a continuing basis. The evaluation was completed during the 2000/2001 fiscal year period and OCJP has in the past two years initiated many of the recommendations made from this extensive assessment (most specifically in the area of ongoing evaluation).

Over the past two years the Office of Criminal Justice Programs has worked to develop a logic model approach to performance based management of individual projects as well as program

models. This approach requires the agency receiving grant funds to develop their own goals and objectives, subsequent activities and activity outputs as well as a description of expected outcomes. This design also includes an individualized evaluation process that will allow the agency to measure success or failure in not only meeting the stated activity outputs but also the expected outcomes as well as the degree of progress each project has made in meeting its identified goals and objectives. Subrecipients report this progress made through their annual report to OCJP. In doing so they must describe the evaluation process as well report on the data collected.

Following receipt of individual project reports, OCJP Program Managers assigned to each program area review, evaluate, compile and analyze submitted information to determine the collective impact the projects funded in each program area have made in crime reduction and in meeting the program's identified goals and objectives. The OCJP shares evaluation results with the OCJP Executive Criminal Justice Advisory Committee, and, based on results of analyses conducted, current crime data, and available research information, proposes adjustments to program models and funding activities.

During the 98/99 fiscal year, Tennessee adopted a statewide policy requiring each Tennessee State agency to develop a well-documented grant/contract monitoring plan for all subgrantees and/or subcontractors to ensure compliance with applicable state and/or federal monitoring requirements. During the current fiscal year, the Office of Criminal Justice Programs (OCJP) continued its Memorandum of Understanding with the Office of Program Accountability Review, within the Tennessee Department of Finance and Administration, to achieve coordinated, objective monitoring of its sub-grantees and comply with this state requirement.

Under terms of the Memorandum of Understanding, the Office of Program Accountability Review (PAR) will provide program and fiscal monitoring and evaluation of sub-grantees to determine if the sub-grantee is adequately providing the services specified in the subgrant and in accordance with established program policies and procedures. Additionally, the PAR will investigate any special concerns expressed by OCJP relative to any specific project. Accomplishing sub-recipient monitoring objectives is achieved by PAR through a variety of monitoring techniques employed including physical examination of facilities and records, confirmation, vouching, tracing, inquiry, observation, reconciliation, inspection, and analytical procedures. The OCJP prepared and submitted this year, as part of the Memorandum of Understanding with PAR, a comprehensive monitoring plan that identified the frequency and degree of monitoring PAR will conduct based on the amount of funding involved with each sub-recipient and other identified “risk factors”. Based on information provided, each sub-recipient will be monitored by PAR every one to three years, with agencies receiving the largest amount of funds or identified as having greater risk factors being monitored most frequently.

Each program manager employed in the Office of Criminal Justice Program is responsible for oversight and management of projects administered in program areas assigned to him/her. Oversight responsibilities include reviewing sub-grantee applications to ensure that measurable goals and objectives for each project are identified prior to funding and that, once funded, a realistic plan of evaluation is in place to determine the degree of success each project has made in achieving its identified goals and objectives. In addition to reviewing and utilizing information in subgrantee semi-annual and annual reports, program managers maintain periodic

phone contact with sub-grantees throughout the year providing information and technical assistance to sub-grantees as needed and requested.

The State of Tennessee identified in its 2000-2002 Statewide Strategy for Drug Control, Violence Prevention and Criminal Justice System Improvement offender apprehension as its first priority in the area of law enforcement. The primary method described for the implementation of this strategy was Multi-Jurisdictional Drug and Violent Crime Task Forces. The most important achievement made during fiscal year 2000/2001 by the Office of Criminal Justice Programs in the area of program evaluation was the completion of an evaluation of Task Force activities conducted by Correctional Counseling Inc. that was funded through an Edward Byrne Evaluation Partnership Grant awarded to OCJP by BJA. The analysis identified needs for fine-tuning policies, leadership intervention, and/or procedures to direct future implementation of Task Force activities by state and local agencies. Based on results of the evaluation, two (2) of the several recommendations that were made were immediately initiated. The first initiative was for the funding for a drug task coordinators position. The major goals of the position are to develop standard operating procedures to be used as guides for the drug Task Forces. Also the coordinator will encourage interagency cooperation and participation in the Drug Task Force program, be used as a clearinghouse for Drug Task Force related information and become a point of contact between the Tennessee Bureau of Investigation, Office of Criminal Justice Programs and the District Attorney General's conference for the Drug Task Forces. The second initiative was to assist all drug task forces in initiating logic model designs for their individual projects. This entailed several extensive training sessions in which they were given the tools to focus on their specific needs, formulate obtainable goals, objectives and outcomes and to then design data collection mechanisms by which to track their successes. The drug task forces began instituting

their new project logic models at the beginning of the 2001/2002 fiscal year and OCJP as well as the drug task forces have high expectations for this results based model for future funding opportunities.

The following spreadsheet contains a condensed overview of funded program areas/projects with their intended goals and outcomes in addition to a methodology regarding evaluation processes.

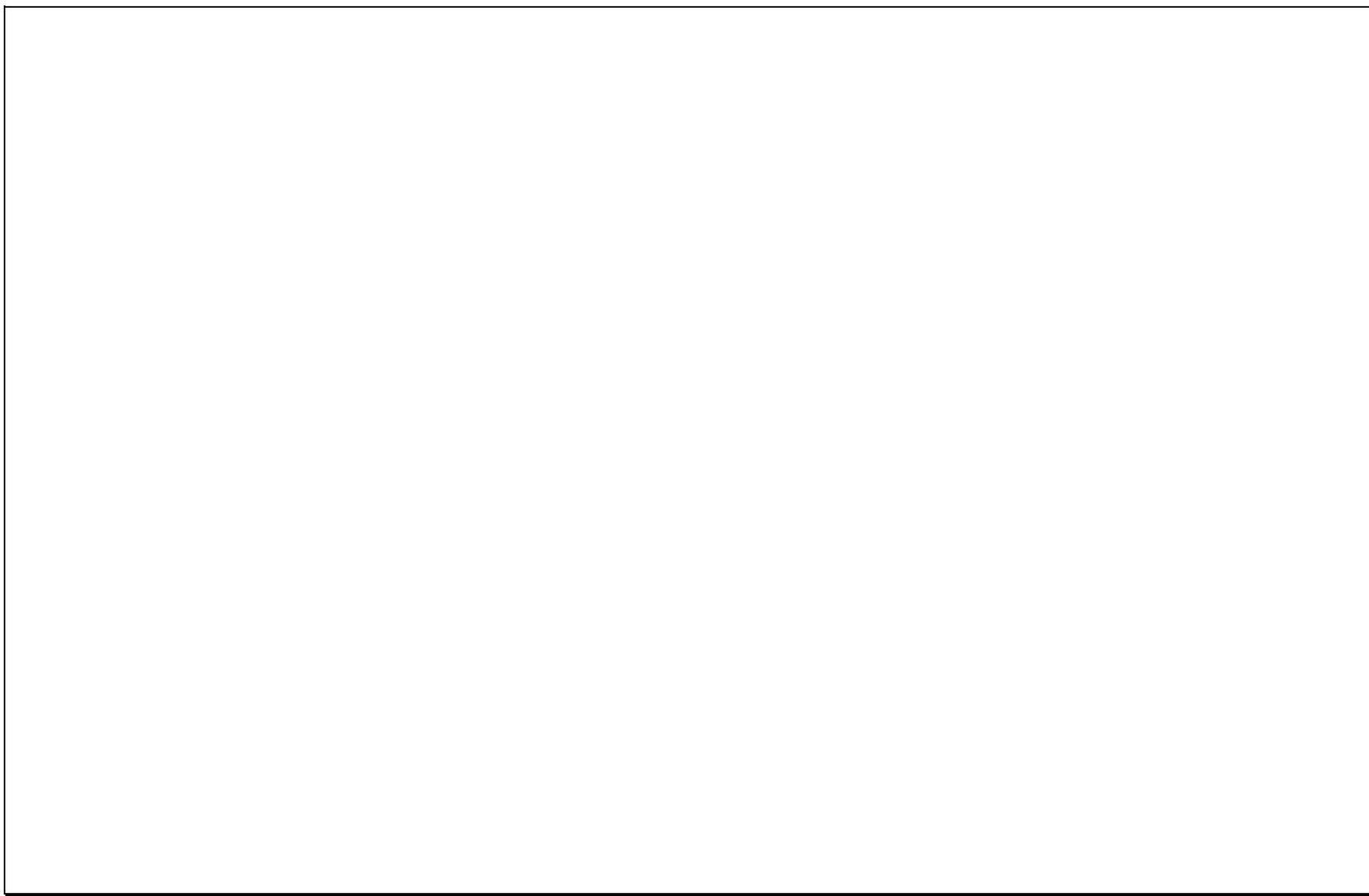
## Byrne Program Summary/Outcome Grid

<b>Program Title</b>	<b># of Projects</b>	<b>Purpose Area</b>	<b>Evaluators</b>	<b>Intended Outcomes/ Goals</b>	<b>Evaluation Methodology</b>
<b>Multi-Jurisdictional Drug &amp; Violent Crime Task Forces</b>	<b>29</b>	<b>2</b>	OCJP, Self Evaluation	Minimize violent crime and the use, production, and transportation of illegal drugs via integration of federal, state, and local drug enforcement agencies and prosecutors.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
<b>Correctional Treatment</b>	<b>14</b>	<b>11</b>	OCJP, Self Evaluation	Reduce recidivism by treating adult and juvenile substance abusers	Annual Self Evaluation Reports, On-site program & fiscal monitoring
<b>Domestic/Family Violence Training Programs</b>	<b>2</b>	<b>18</b>	OCJP	Educate community in the area of domestic & family violence, including abuse of children & the elderly.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
<b>Community Crime Prevention</b>	<b>18</b>	<b>4</b>	OCJP	Reduce the incidence of crime in the community by supplementing the local law enforcement with additional officers and equipment.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
<b>Criminal Justice Information System</b>	<b>16</b>	<b>15B</b>	OCJP, TBI, Self Evaluation	Equip, collect, & submit, criminal history records to the TBI on a timely and accurate basis.	Annual Self Evaluation Reports, TBI Statistics, On-site program & fiscal monitoring
<b>Pre-Trial Service Delivery</b>	<b>18</b>	<b>10</b>	OCJP	Expediting violent crime & drug cases by the use of attorneys specifically assigned to screen and prioritize adjudication efforts.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
<b>Victim/Witness</b>	<b>2</b>	<b>14</b>	OCJP	Provide support and assistance to witnesses and jurors experiencing stress or needing protection or assurance.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
<b>Special Prosecution</b>	<b>7</b>	<b>10</b>	OCJP	Expedite adjudication of violent crime and drug cases by facilitating the assignment of specialized prosecutors.	Annual Self Evaluation Reports, On-site program & fiscal monitoring
<b>Total</b>	<b>106</b>				



# III

## SUMMARY OF PROGRAMS, PERFORMANCE MEASURES, EVALUATION METHODS AND EVALUATION RESULTS



## **Community Crime Prevention Program**

In order to effectively address the issue of drug abuse, gang-related crimes, acts of violence, or other illegal behaviors, effective intervention must occur at a very young age. As stated in the National Drug Control Strategy, 2002 Annual Report, researchers have identified important factors that place youth at risk of drug abuse and engagement in other acts of anti-social behavior. Risk factors include shy, aggressive, and impulsive personality traits and poor academic achievement, poor parental monitoring and exposure to substance abuse by parents and siblings, a pro-drug use school norm and availability of drugs on or near the school campus, lack of positive academic and recreational programming during after-school hours, and low levels of enforcement of laws pertaining to use of illegal drugs by minors.

Protective factors include a stable temperament, a high degree of motivation, a strong parent-child bond, consistent parent supervision and discipline, bonding to pro-social institutions, associations with peers who hold conventional attitudes, and consistent, community-wide drug use messages.



In an effort to stop the cycle of drug use and other

criminal behaviors before the need for apprehension and prosecution become evident, Tennessee selected the program area of community crime prevention as one of its six focus areas for grant solicitation in the 2002/2003 fiscal year. Specifically targeted within the area of community crime prevention were substance abuse crime prevention initiatives targeting grades K-12 that included the following components: increased accountability to adult role models, sustained length of intervention across early years and through the high risk period of puberty, skills enhancement of youth and parents and/or guardians, and multiple components preferably with the flexibility to address individual/specific needs. It was also stipulated that projects should not be based on a punishment model nor be solely peer led. Also targeted within the program area of community crime prevention were projects to fund community and neighborhood programs to assist citizens in preventing and controlling crime.

A total of eighteen (18) projects in the program area of Community Crime Prevention were funded in the 2002/2003 fiscal year period amounting to over \$600,000 in appropriated federal dollars.

Focusing intervention on children at the earliest stage in their development, the Office of Criminal Justice Programs (OCJP) provided continuation funds this fiscal year to Morgan County for implementation of “Project ABC” and to Claiborne County for the Teach All Students Healthy Attitudes (TASHA) project.



The Morgan County Board of Education continued

implementation of “Project ABC” targeting intervention for children in grades K-8 displaying the following risk factors: economic deprivation, exhibition of serious and or early and persistent anti-social behaviors, academic failure beginning in the early pubescent developmental period, lowered identification to the role of student, presence and or favorable attitudes regarding alcohol and drugs within the family, and children

with a family member who has been incarcerated. Referrals come to the program as a result of teacher/counselor identification, as follow-up to a crisis situation within the school setting, or as a result of requests from family members for assistance. The project utilizes the “Strengthening Families Program” curriculum and has three basic components: parent skills development, child skills training and counseling, and opportunity for family skills building through experiential learning. A file is maintained on each child enrolled in the project. The success of the project is measured through observed and documented changes in psychosocial functioning, improvement in academic functioning, and improvement in family functioning as measured by increased structure, clarity of roles and norms, decreased incidents of family conflict, decreased overall family stress level, and appropriate limit setting. This project uses the Short-form Assessment for Children (SAC) developed by the University of Tennessee Children’s Mental Health Research Center as an evaluative tool to assess the effectiveness of the project’s implementation. The SAC provides information on internalizing behaviors (anxious inhibited behavior), externalizing behavior (aggressive, anti-social behavior), and overall problem behavior. Pre and post-test assessment and observation data suggest a significant decrease in problem behaviors and a corresponding increase in pro-social behaviors in children for whom intervention was provided.



Continuation funds were issued to the Claiborne County Sheriff’s Office for a project designed to educate young children about personal safety and the dangers of drug use

and which also works with adolescents to deter the proliferation of illegal drugs in the public school system. This project makes use of a K-9 specially trained to detect the presence of illegal drugs. The dog, named Tasha (acronym for **Teach All Students Healthy Attitudes**) is used to teach children in the Head Start program and grades K-3, fundamental safety issues like stranger safety, gun safety, when to call 911, and why and how to avoid illegal drugs. Additionally, in the high school setting, Tasha is used to detect the presence of illegal drugs in the school setting. Officers take a proactive approach by allowing students to anonymously place any illegal drugs in an “amnesty box” prior to Tasha’s visit. Tasha is then used to detect the presence of any remaining illegal substances in the school. Officers working with Tasha also use these visits as an opportunity to interact with students and provide further education on the dangers and risks of using illegal drugs. In addition to working with children in their schools this project also provided other community crime prevention initiatives in the form of citizen and business meetings and training sessions. Some of the topics included home crime prevention, neighborhood watches, methamphetamine labs and terrorism.

A new program to address truancy and involve parental responsibility at all grade and age levels was initiated through the District Attorneys General Conference in Knoxville. The project established Truancy Review Boards to address repeated unexcused absences from school. A dedicated Truancy Court docket at Juvenile Court was maintained and the District Attorney’s Office mailed a total of two thousand thirty-two (2,032) letters to families whose children had truancy problems inviting them to attend one of five (5) scheduled meetings to address the problem. Nine hundred thirty-one (931) families

attended. Speakers including representatives from the District Attorney, the School Superintendent, the Assistant Director of Juvenile Court and young adult former offenders addressed the meetings. Representative from Social services were available for referral assistance. One hundred six (106) warrants against parents and two hundred twenty-four (224) petitions were filed in the past year. Over 85% of the children whose parents attended a meeting had no further truancy problems and were successful in school. Although this program makes the most impact among students in the elementary and secondary grades, improvement was evident at all grade and age levels. Thirty (30) students received GED's last year directly due to this program.

A new four year grant was awarded to the Tennessee Department of Mental Health and Developmental Disabilities to implement a school based program to increase resiliency in children in order to prevent violent behaviors in children. In the past year one thousand fifty-two (1052) hours of direct service was provided to one thousand five hundred four (1504) students in nine (9) counties in Middle Tennessee. This effort encompassed twelve (12) schools for grades four through eight (4-8). There was a 35% reduction in discipline referrals in groups continuing a semester and 70% reduction in groups continuing the whole school year. There was a small percent improvement in classroom management, impulse control, anger management and ability to show empathy.

The City of Knoxville received a new grant to form a Mentoring Program to service children between the ages of seven to fourteen (7 – 14) from single parent homes in the Christenberry Community in the northeast part of the city. The Knoxville Police Department, the Knox County School System and the Big Brothers and Big Sisters of the

Tennessee Valley, Inc. established a partnership to develop individual relationships for seventy (70) children and caring adults in an effort to build self esteem and confidence and improve grades as the children become involved in school activities and programs. Last year nineteen (19) mentors were recruited from within the police department, other city departments, and community volunteers to serve as positive role models for the children. All potential participants were carefully screened. A total of fourteen (14) mentors completed training.

Continuation projects funded to target intervention for older children and adolescents include the Decatur County Mentoring Project and the Lewis County Government Crime Prevention Project.

A continuation grant awarded to the Decatur County Government enabled this small rural community to continue implementation of the Decatur County Mentoring Program. This project targeted children ages eight (8) to seventeen (17) years of age who have experienced their first contact with the juvenile court. These children were paired with specially trained “mentors”, many of whom are former educators, who worked with the children a minimum of one (1) hour per week to support youth in the development of positive, pro-social behaviors. Thirty-one (31) children received services through the Decatur County Mentoring Project this year, with improvement in behaviors and a decrease in status and felony offenses noted.

A grant issued to the Lewis County government provided for the implementation of conflict resolution and anger management training to youth and adults at risk of committing crimes and engaging in substance abuse to a four (4) county region with plans to expand to another two (2) counties for this coming year. The project utilizes a conflict resolution curriculum established through a regional Victim Offender Reconciliation Program (VORP) and an addiction prevention component through a subcontract with a local drug abuse treatment center. Approximately three (3) to four (4) classes were held each month of the project's implementation with more than two thousand two hundred forty-nine (2,249) individuals served during this past fiscal year period.

The Office of Criminal Justice Programs (OCJP) continues to support the concept of empowering citizens to protect themselves and their communities through implementation of a state-funded initiative called the Safe Neighborhoods Program. Funds issued through the DOJ/COPS Universal Hiring Program have enabled many local law enforcement agencies to employ badly needed additional officers who are dedicated to community crime prevention activities. For the past several years the State of Tennessee has provided additional support to its communities in their ability to secure COPS grants by allocating 7.5 million dollars in State funds for a Safe Neighborhoods Grant. This grant, administered by the Office of Criminal Justice Programs (OCJP), provided assistance for local communities in securing COPS grants available through the COPS Universal Hiring Program, which allowed the COPS program to fund seventy-five percent (75%) of the project and the State to fund ten percent (10%) of the total project

amount. Therefore only fifteen percent (15%) of the matching funds required were required from the local agency.

A continuation grant was issued by the Office of Criminal Justice Programs (OCJP) this year to the City of Ridgetop for the Ridgetop Community Crime Prevention Initiative. This project added a patrol supervisor to community policing and provided equipment for the officer and his vehicle. The function of the officer assigned to this duty was to implement and increase neighborhood watch programs and supervise patrolmen and report to the police chief on their activities.

Another continuation grant this year was to the 30<sup>th</sup> Judicial District (Memphis area) to support enforcement of Tennessee Code Annotated (TCA) 66-7-107) that provides for the eviction of persons from rental property where the property is used for felony drug or prostitution violations. During this reporting period, project personnel reviewed over two thousand three hundred (2,300) referrals, in which one hundred ninety-nine (199) tenants were removed. Over the four-year duration of this grant, a total of one thousand three hundred five (1,305) individuals have been evicted.

A new grant in Cumberland County addressed increasing the number of active Neighborhood Watch Groups and better informing residents about the manufacture and use of methamphetamine. The number of Neighborhood Watch groups grew from five to thirty (30) in the past year. One hundred seventy (170) informational and training programs related to methamphetamine were held throughout the county for the general

public, fire department, rescue squad, Tennessee Department of Children's Services, and Tennessee Department of Correction personnel. This educational program is supported also by the Salvation Army of Cumberland County and the Cumberland Medical Center. Another new grant was issued to the Bristol Tennessee Police Department to develop and implement a comprehensive crime mapping program. The Geographic Information Systems (GIS) was used to help decide how to deploy resources. Crime statistics were analyzed on a monthly basis by police to better deploy resources and target specific problems. The GIS helped police commanders see crime patterns graphically in relation to community features and beat boundaries. Clusters of incidents became visible, commanders recognized problems, and the department focused resources on combating these problems. One specific use of this program was to identify crime patterns related to firearms for the Department of Justice's Project Safe Neighborhood.

A new grant was awarded to Waynesboro Police Department to mount an aggressive program to identify drunk drivers and drug transporting. A 100% conviction rate has been achieved in the past year. There were fifteen (15) DUI cases and seven (7) drug cases disposed in 2002; eighteen (18) DUI cases and thirty-four (34) drug cases were adjudicated in the first half of 2003.

Knox County established a Community Law Office in conjuncture with its Public Defender's Office last year with a new four year grant in an effort to reduce recidivism and increase self-sufficiency among clients by reducing the risk factors that lead to criminal activities. Last year four hundred two (402) clients, both adult and juvenile,

were referred to the program by Public Defender Attorneys, Attorney Generals, Juvenile Court Officials, Sessions and Criminal Court Judges, Community Mental Health Agencies, citizens and clients themselves. The following referrals were made:

- Mental Health Treatment 60
- Housing 74
- Alcohol and Drug Treatment 95
- Educational Program 60
- Employment 69
- Transportation/Drivers License 20

Knox County started a Volunteer Services Program with another new grant. A coordinator was hired and efforts were initiated to increase communications between the Sheriff's Office and the community through the development of a newsletter and a website. The University of Tennessee and area youth were recruited to participate. Three new programs are under development – Homeland Security component for Neighborhood Watch groups, Teen Institute of Policing, and Citizens Academy Alumni Group.

The Office of Criminal Justice Programs (OCJP) supported training activities this year by providing continuation funding to the City of Knoxville for the Tennessee Chiefs of Police Management Leadership Training and by funding a volunteer services coordinator for the Knox County Sheriff's Office.

A grant was continued with the city of Knoxville this year for the Tennessee Chiefs of Police Management Leadership Training. Grant funds were used to fund the salary of a director/coordinator for the Tennessee Chiefs of Police. The function of this position is to develop a training curriculum for leadership development, provide educational and training programs for executive law enforcement personnel on a multi-jurisdictional statewide basis, and provide technical assistance to member agencies that are State and local units of government. Some of the training topics presented during the course of the year were “Counter Terrorism and Infrastructure Protection”, “Law Enforcement Officers Flying Armed”, “Domestic Violence”, “Child Sexual Abuse”, “Sudden Infant Death Syndrome”, “Internet Crimes” and “Recruitment, Retention, Performance”.

Additionally, the Executive Director of this project has developed and maintains a highly informative and educational website (<http://www.tacp.org/>).

### **Goals, Objectives, and Activities**

Tennessee established as its primary goal for the community crime prevention program the improvement of the quality of life in neighborhoods by assisting citizens in organizing their neighborhoods to prevent and control crime.

Objectives supporting this goal include increased community access to police, increasing community awareness and access to educational, social, and crime prevention programs, and increasing awareness of juvenile issues in relation to community based activities.

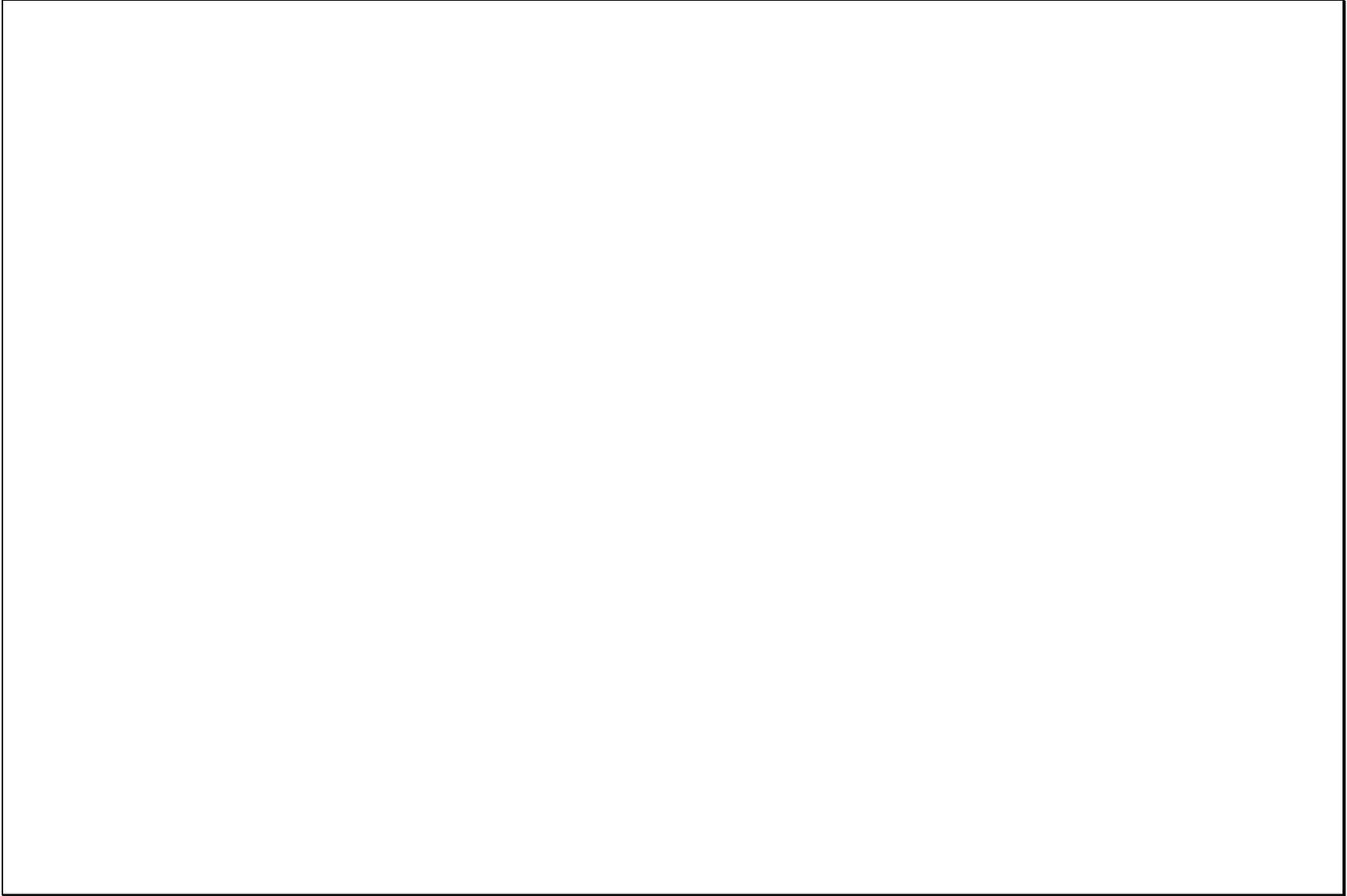
Activities consistent with this goal and objectives were to enlist the aid of residents in reporting suspected illegal activities, provide non-routine random patrols, and conduct community organizational activities.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above objectives included increasing the availability of therapeutic intervention for young people prior to or after having contact with law enforcement or the courts in addition to providing students with a safe environment in which to learn, providing communities/civilians with essential information to assist them in avoiding becoming victims of crime and assisting law enforcement in receiving needed training opportunities and assisting them in focusing their energies on spending additional time in direct interaction with the community by reducing time spent on administrative tasks.

### **Program Accomplishments and Evaluation Results**

The Office of Criminal Justice Programs has moved to a performance based management and self-evaluation model with its sub-grantees. Therefore all projects funded under the Edward Byrne Grant are expected to evaluate their performance based on outputs and outcomes individually and report their progress to OCJP. With the diversity of projects funded in the area of community crime prevention this year cumulative data is not available. However, it is clear that Tennessee has met or exceeded its objectives in this program area. The communities in which law enforcement presence was increased or where neighborhood watch programs were added and where citizen involvement has increased have experienced a improvement in the quality of life and have showed an impact on crime. The long-term impact of youth diversion and prevention projects is yet to be determined, however, there is evidence that the youth diversion projects have an immediate effect on reducing the burden on formal juvenile court hearings. Further, the prevention projects have shown a positive response from members of the community including the youth they serve. Long-term evaluation projects should be forthcoming as these projects mature.



## **Multi-Jurisdictional Drug and Violent Crime Task Force Program**

The possession, manufacture, and sale of illegal drugs continue to exert a negative impact on Tennessee's rural, suburban and urban communities. The drug problem has enhanced violent crime activity, contributed to an increase in homicides, assaults, and rapes, and has often involved the use of firearms in violent confrontations as drug traffickers conduct their illegal activities.

Tennessee has launched an extensive campaign to reduce the infiltration of illegal drugs in the state through the establishment of twenty-three (23) Multi-Jurisdictional Judicial District Drug and Violent Crime Task Forces that are specifically designed to locate and eradicate illegal drugs and prosecute those involved in the possession, manufacture, distribution, or sale of illegal substances. Additionally, OCJP funded six (6) projects supporting other related endeavors across the state that work to enhance and support the task forces.

Over three million dollars from Tennessee's Edward Byrne grant allocation funds an extensive Multi-Jurisdictional Task Force initiative with supporting projects that enable all but 5 judicial districts within the state to have specially trained Multi-Jurisdictional drug units devoted to this cause.

The majority of the funds are appropriated to cover the operational expenses of Task Forces, with additional funds being allocated for confidential funds or "buy money", specialized training, and specialized equipment needs. Like funds allocated to the

Victim/Witness Program, Multi-Jurisdictional Judicial Drug and Violent Crime Task Forces are funded on an ongoing basis and are not time-limited. This ability to renew these grants on an ongoing basis is critical to providing the financial support necessary for these specially designed forces to continue implementation of these vital activities. Additionally it allows the DTF's to keep focused on their goals without being forced to make financial security their top priority.

The Drug Task Forces funded through Tennessee's Byrne Grant program sought to remedy the problem of illegal drugs by focusing on their source, identifying the manufacturers of methamphetamine, dismantling their laboratories and prosecuting these offenders in federal court. Additionally, marijuana plants are being identified and eradicated at a high rate in Tennessee. The Task Forces also attack the drug problem through highway interdiction. Some of the Judicial District Task Forces work both the interstates and secondary highways. The interdiction aspect of the Task Forces disrupts the flow of illegal drugs and enables the Multi-Jurisdictional Task Forces to develop leads to mid and upper level dealers who are responsible for major drug distribution rings within the state.

The vast majority of Tennessee's Drug and Violent Crime Task Forces conducted Multi-Jurisdictional Advisory Board meetings on a quarterly basis this year, with some boards meeting on a more frequent basis. Nearly all Task Forces surveyed to date report crack cocaine and methamphetamine as the top drugs of choice in their areas. However,

designer drugs and the diversion of prescription medication also continue to exacerbate the problem and stretch to the limit the resources of the drug task forces.

Tennessee's Drug and Violent Crime Task Forces continue their efforts to assist in multijurisdictional training. The 27<sup>th</sup> Judicial District sponsored criminal investigation techniques for 120 officers in the West Tennessee District. This training assists other jurisdictions in identifying cases, which could be targeted and assisted by collaboration with the drug task force.

Many of Tennessee's Drug and Violent Crime Task Forces have developed a community education relationship within their jurisdictions. The 5<sup>th</sup> Judicial District Drug Task Force accomplished seventeen community based meetings, serving three hundred sixteen (316) adults and thirty-nine (39) youth. The 14<sup>th</sup> Judicial District Drug Task Force participated in twenty-six (26) community awareness meetings during the year. Community involvement is providing increased awareness and improved relations with the communities, which increases investigative calls for the drug task forces.

To deal with drug and gun violence, the Assistant District Attorney in the 6<sup>th</sup> Judicial District was cross-designated as a Special Assistant United States Attorney for the Eastern District of Tennessee. This allows prosecution in the federal court by the assistant who is familiar with some of the offenders. The 6<sup>th</sup> Judicial District Drug Task Force reports three hundred sixty-four (364) cases involving firearms. Of those, thirty-two (32) were referred for possible federal prosecutions. Seventeen thousand controlled

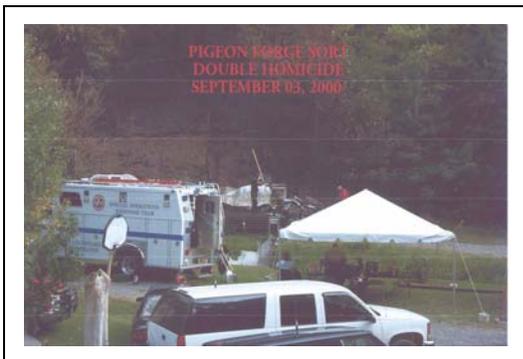
substance pharmaceuticals in the jurisdiction of the 6<sup>th</sup> DTF were diverted. The fraudulent prescription incidence involved 52 pharmacies and 76 doctors. With the assistance of the cross designated State District Attorney in federal court the federal felony gun cases were prosecuted in federal courts and disposed of in approximately six months as opposed to the two years which is the average for state court.

The 4<sup>th</sup> Judicial District Drug Task Force eradicated approximately 23,000 marijuana plants during the 2002 growing season. Cocke and Sevier County, two of the largest marijuana producing counties in the state are located in the 4<sup>th</sup> Judicial District. The 12<sup>th</sup> Judicial District Drug Task force collaborated with the Southeastern Tennessee Methamphetamine Task Force to diminish the effect of clandestine laboratories in their district. Forty-eight (48) clandestine laboratories were processed and dismantled. It is now uncommon to find a clandestine laboratory capable of producing a pound to several pounds of methamphetamine, which was a common situation in prior years. Recent dismantled labs are only capable of producing one ounce or less of finished methamphetamine. The 12<sup>th</sup> Judicial District is located in the Cumberland Plateau, which has been identified as having the largest concentration of clandestine labs in the state.

The 21<sup>st</sup> Judicial District Drug Task Force established a Highway Interdiction Program to combat drug trafficking in their area. In May of 2002, the 21<sup>st</sup> DTF seized nearly \$400,000 in cash from a vehicle headed to California on the I-40 corridor. The fruits of this seizure provided training, vehicles and the purchase of two new drug canines to support the DTF's efforts. From this effort \$735,537 in U. S. currency was seized along

with 7.0 kg of cocaine, 590 lbs of marijuana and over 20 dosage units of illegally diverted prescription drugs.

The Drug Task Force liaison, which was established in June of 2002, began to make progress in the interagency cooperation and participation in the Drug Task force program. Currently under development are standard operating procedures which will be used as a guide by the DTF's for operation. The liaison was able to establish a clear line of communication between the Tennessee Bureau of Investigation, Office of Criminal Justice Programs and the District Attorney General's conference for the Drug Task Forces. Multiple DTF's were successful in establishing wire taps in collaboration with the Tennessee Bureau of Investigation, which resulted in successful cases. In addition, continued efforts to establish policies for all task forces, coordinate training, research technological advancement and focus on increased DTF participation remain the goals of the position.



S.O.R.T (Special Operation Response Team) granted to the Bomb and Arson Unit of the Tennessee Department of Commerce and Insurance continued to exceed its goal in 2002-2003. Three hundred three (303) cases were investigated involving seven murders and \$10,507,420 in property damage caused by arson crimes. The annual clearance rate for

2003 was 51.43% and the conviction rate was 63.56 %. The general average for clearance rates of arson is 17% - 19% according to the FBI's annual report, entitled Crime in the United States. They continue to provide training to federal, state and local law enforcement officers and fire service personnel. The AIMS 2000 system, which became operational in 2001, provided agents the ability to file their reports electronically from the field, which provides a readily retrievable system for queries, sharing information with partnering jurisdictions, and management reports that will be the future source of collecting performance measures. Four additional agencies agreed to participate in the AIMS data collection project. The S.O.R.T. team continues to use local arson investigators on the team as they respond to the most serious of cases. Additionally, the S.O.R.T. team strengthened collaboration with TBI and the ATF through the cross training of special agents within these agencies.

Also in support of offender apprehension efforts, the Office of Criminal Justice Programs (OCJP) provided funding for a drug investigator for the 21<sup>st</sup> Judicial District. Since the projects inception 72% of cases were felonies while 25% were misdemeanors. 41% of case dispositions were decreased and 42% increased in the length of sentences. The investigator was effective in assisting in the prosecution of drug task force cases and the position was continued with the 21<sup>st</sup> Judicial District due to the success of the grant.

The Tennessee Bureau of Investigation (TBI) is the primary agency to which evidence from local law enforcement agencies is sent for evaluation purposes. The Evidence Technician Support for Crime Laboratories is in its second year and is providing

measurable results. The Toxicology unit in the Nashville Crime Lab reduced turnaround time from approximately forty-four (44) weeks to just ten (10) weeks. The Drug Chemistry Unit reduced turnaround time from thirty (30) weeks to ten (10) weeks, statewide. The nine evidence technicians, who were provided by this grant, are continuing to assist with the TBI backlog of evidence. Prosecution efforts across the state increased with the shorter turnaround time from the TBI forensic units.

The TBI also established a Computer Evidence Recovery Unit in 2001 that was supported with Byrne grant funds. The unit currently has three Computer Evidence Specialists. As of June 2003, all current specialists received preliminary training in computer forensics and began computer evidence examinations. During the 2003 fiscal year 116 computer forensic examinations were completed. The unit is able to respond to requests from District Attorney Generals, TBI and local law enforcement agencies to assist in prosecution efforts for crimes involving computer forensics.

A continuation grant to the City of Knoxville enabled the Knoxville Police Department to subcontract with the Tennessee Institute for Public Service to develop and implement the National Forensic Academy (NFA). During the 2003 fiscal year, the NFA held 3 sessions. Forty-two (42) individuals (including 13 from Tennessee and 2 U. S. Army CID Agents) from nineteen (19) different states, including the District of Columbia, graduated from the program. The NFA recruited and trained participants from 6 of the 50 largest agencies in the U.S. and maintained its commitment to the smaller agencies such as Morristown, TN, Fayetteville, AR, and Cape Girardeau, MS. Mixing participants

from large and small agencies allowed for another tier of learning to take place in the program. The sessions for the 2003 fiscal year encompassed training on blood spatter and recovery, explosives and arson investigation. The NFA realized success over the past years but is aware of the benefit of continuing evaluation. The curriculum will be re-evaluated this coming year to ensure the curriculum stays on the cutting edge of the profession.

### **Goals, Objectives and Activities**

Tennessee established as its goal in the program area of Multi-Jurisdictional Drug and Violent Crime Task Forces to enhance, through jointly controlled operations, the ability of federal, state, and local criminal justice agencies to remove specifically targeted mid and upper level narcotics trafficking conspiracies and offenders through investigation, arrest, prosecution, and conviction.

Objectives supporting this goal include the reduction of factional and duplicative investigations and prosecutions in drug related offenses, an increase in investigation of major narcotics offenders, the identification of major drug sources and trends, an increase in drug arrests and seizures, and participation of Judicial District Task Forces in the Tennessee Incident Based Reporting System (TIBRS).

Activities consistent with this goal and objective include the continuance of existing Judicial District Drug Task Force operations, working as one agency within the individual district to develop and implement a strategy to set up an intelligence system

that would infiltrate illegal drug trafficking offenders and organizations, the identification of major drug sources and trends, the proactive arrest of offenders in a timely manner, the seizure of assets involved in drug trafficking, and obtaining TIBRS software and training from the Tennessee Bureau of Investigation (TBI).

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goal and objectives include:

- The number of agencies participating in Task Force operations
- The cooperation and information exchange between law enforcement agencies
- The amount of drugs confiscated
- The number of arrests and type of offense
- The amount of seizure/forfeitures and fines collected
- The verification of routine reporting
- The number of federally prosecuted cases
- Community Education

### **Program Accomplishments and Evaluation Results**

The Multi-Jurisdictional Drug and Violent Crime Task Forces have been very successful this year in achieving their designated goals and objectives. Each agency was required to report the results of their task force in a performance-based model. Results were shown on an individual basis and then compiled to determine a statewide base.

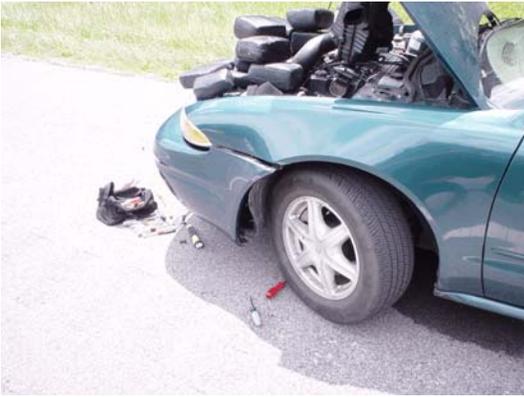
The DTF's were successful in their eradication of marijuana plants, identifying and dismantling clandestine laboratories, reducing the amount of illegal drugs available in their community and targeting the mid to upper level dealers. Each agency was able to identify the goals and objectives for their jurisdiction and support their efforts with results. If results were not met the DTFs's made the appropriate adjustments in order to achieve the goals in subsequent years.

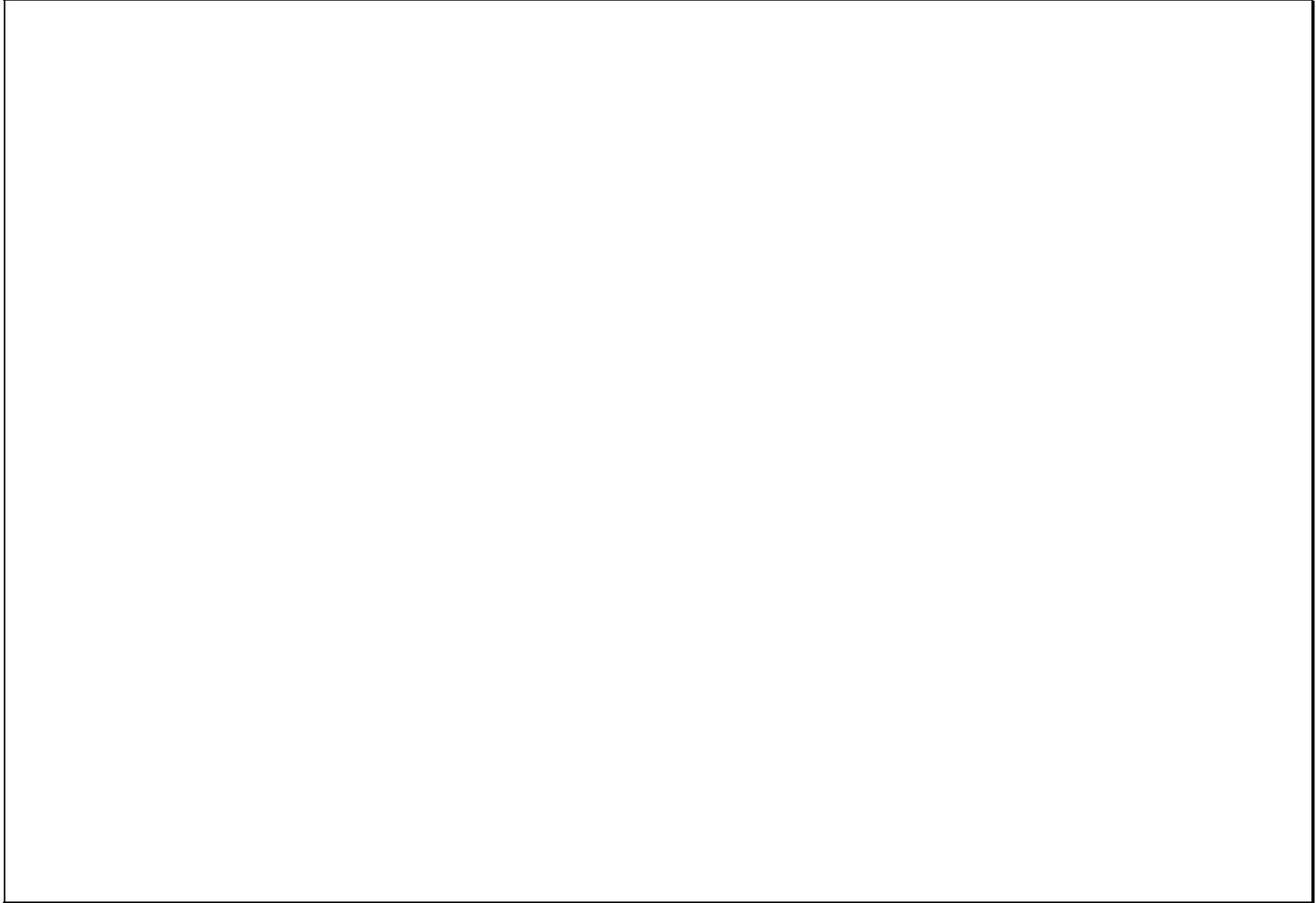
Additionally the Task Forces accounted for the following arrests this year:

- 1,824 drug/narcotics violations
- 359 drug equipment violations
- 45 weapons violations
- 7 violent crimes against a person

According to a compilation of information obtained from annual reports received from all of the drug task forces a combined total of approximately four million four hundred fifty- nine thousand seven hundred ninety-two dollars (\$4,459,792.00) in program income was generated from asset seizure/forfeitures and fines. Annual reporting also indicated improvement in collaborative activities with other law enforcement agencies with the majority of the DTF's. Many of the larger operations undertaken during the course of the last reporting period were in fact collaborative efforts involving law enforcement agencies outside of the official jurisdictions of the drug task forces.

## Tennessee Drug Task Force Activities for 2003 in Pictures





## Pre-Trial Service Delivery Program

With the increase in arrests and convictions resulting from enhanced efforts in the areas of law enforcement, apprehension, and special prosecution, court systems have become overloaded with the large volume of cases. Projects have been needed to divert less serious offenders into appropriate resources prior to trial, new types of diversion programs for offenders convicted of less serious offenses have become necessary, and the need for specialized training to acquaint judges and staff with alternative sentencing strategies have become evident. With a growing number of non English-speaking immigrants becoming residents of Tennessee, there is also a growing need for foreign language interpreters who can assist these individuals in understanding their legal rights and empowering them to be informed participants in the State's judicial system when the need arises.

Of continued concern to the Office of Criminal Justice Programs (OCJP) and other affected parties are results of a study completed by the Tennessee Bureau of Investigation (TBI) identifying the lack of adequate security in Tennessee's courtrooms. Results of the referenced study indicated that many of Tennessee's courtrooms, from local chancery, circuit and criminal courts to the State's Supreme Court, lack adequate security to ensure the safety of judges, attorneys, and individuals involved in litigation.



The Office of Criminal Justice Programs (OCJP), in response to the diversity of these needs, initiated during the past fiscal year a multi-faceted approach to pre-trial service intervention that included the following components:

- Enhancement of the role and work capacity for the Office of the Public Defender and District Attorneys offices in some judicial districts
- The continuation of “charge screening” projects designed to channel citizen complaints into appropriate resources for resolution without full court hearing processes
- Funds to support Youth Court initiatives
- Financial support for specialized Drug Courts designed to offer treatment and intervention services to non-violent felony and/or misdemeanor offenders

- Funds to support Mental Health Court initiatives
- Funds for the initiation of additional Victim Offender Reconciliation Projects (VORPS) to divert less serious cases into appropriate resolution
- Funds to support foreign language interpreters for courts and the Public Defender's Office
- Funds for training a variety of court personnel

Continuation funds were provided for a charge screen project in the 20<sup>th</sup> Judicial District to fund two additional assistant district attorneys to cover two (2) shifts of the seven (7) day per week, twenty-four (24) hour a day operation of the Metropolitan Davidson County Government Police Department. The assistant district attorneys assigned to this project worked with each division of the Police Department to identify cases that do not involve an in-custody defendant. Cases were reviewed, cases files prepared, and an investigation completed. The assistant district attorneys prepared a direct indictment as appropriate, thereby avoiding all of the General Sessions Court settings that result from a case initiation by a criminal warrant. Early evaluation by the District Attorney's office allowed the prosecution team to evaluate the case and complete many "pieces of the puzzle" at a time close enough to the commission of the crime to actually result in additional evidence being recovered. In addition, these assistant district attorneys assisted with the jail docket to select cases for criminal information agreements that save a significant amount of jail time that usually occurs between being bound over from the General Sessions Court and being arraigned in the Criminal Court. This time was saved

because these cases did not require the collection of a case file, the creation of an indictment, or indictment by a grand jury.



The Office of Criminal Justice Programs (OCJP) issued three (3) subgrants this year to a small number of the State's Drug Courts. A continuation grant was issued to the Davidson County Drug Court that allowed the existing project to continue clinical evaluation and project evaluation. These two positions continue to support the program with ongoing evaluation. The following are some of the results from Davidson County Drug Court program, which to date has the only in-house residential program operated independently completely by the drug court staff.

Residents earned \$168,690 in salaries of which:

- \$57,782 went to rent costs while in the program
- \$19,241 went to help pay for program costs

- \$14,518 went to court costs
- \$ 2,779 went to child support

Working in conjunction with funds made available through the Local Law Enforcement Block Grant and Residential Substance Abuse Treatment (RSAT) Grant, this project is able to provide a continuum of assessment, outpatient, inpatient, and aftercare services for clients with varying degrees of treatment needs. During the course of the year two hundred and eighty-one (281) application screenings were conducted with one hundred three (103) non-violent felony offenders entering the program. Three thousand four hundred twenty-eight (3,428) drug screenings were conducted (only two-2 participants tested positive) and over thirty-nine thousand (39,000) hours of community service were completed.

Drug Courts in Blount and Knox Counties also combined continuation Edward Byrne subawards with federal Drug Court Implementation grants to fund a comprehensive system of substance abuse intervention that included assessment, outpatient, residential, and aftercare services. The Knox County drug court reported a significant improvement in the number of participants maintaining sobriety and abstinence. Only 1.8% of random drug screenings have come back positive, and the recidivism rate was 0% for the past year. The Blount County drug court reported reductions in the number of positive drug screens as well as a drop in drug related crime in their county.

A new grant was provided to the City of Jackson for a Drug Treatment Court Program. The majority of this first year involved hiring, training, research and preparation. The Drug Treatment Center officially opened March 21, 2003 and now provides all active participants with drug screening, self-support meetings, intensive outpatient therapy and aftercare, community service work, individual counseling sessions, job training, housing, transportation, GED preparatory classes, MRT classes, and medical assistance. The following data represents activity since inception through June 30, 2003:

- Referrals processed 18
- Individuals accepted 7 (terminated – 2)
- Drug Screens administered 47 (neg.-36, pos.-11)
- Self-support meeting attended 53
- Community Service Work hours 60
- IOP participants 7 (graduated – 1)
- Individual sessions w/ DTC Coord. 18
- DTC Court sessions 14
- Job placements 2
- New charges 1

A small continuation grant was awarded to the Tennessee Public Defenders Conference in the 23<sup>rd</sup> Judicial District to assist in purchasing resource materials regarding Addiction and Mental Health issues over a five (5) county area. These resources are to be used to assist in defense of dual diagnosed offenders. In addition, funds were also assigned for training opportunities related to dual diagnosed offenders. Resource materials related to

addiction and mental health were purchased during the course of this past year and additional staff training was completed.

A continuation grant issued to the Tennessee Administrative Office of the Courts this fiscal year provided support to fifteen (15) Victim Offender Reconciliation (VORP) projects across the state. Regional VORPS are operated by non-profit organizations and utilize volunteers to offer an alternative response to crime and delinquency. Some VORPS offered mediation to first offender juvenile cases and all provided mediation for appropriate adult misdemeanor cases. Co-mediators, who were specially trained volunteers recruited from the community, conducted mediation in regional VORPS. Over two thousand one hundred (2,100) mediations were conducted. Of this total approximately half were with adults and half with juveniles. These mediations enabled resolution of issues without the necessity of any court involvement being moved off the docket; thereby easing the job of District Attorneys by taking referrals from warrant screenings. Also, juveniles were allowed a chance to experience the human consequences of their actions, creating a positive impact on recidivism rates.

The Tennessee Department of Mental Health and Developmental Disabilities received a new four-year grant to develop and implement a curricula and comprehensive training for both the criminal justice and mental health systems. The training curriculum has a goal of identifying and diverting persons with mental illness out of the criminal justice system, which will aid in the program's goal of reducing the incarceration of persons with mental illness and diverting those persons who are detained in the county correctional facilities.

During the past year, the training coordinator completed research on existing training for mental health and criminal justice personnel to established unmet needs. The completed curriculum plan for this program identifies the targeted audience and addresses values and stigmas, statutes, legal issues, procedures and techniques. This plan addresses training and education needs for the mental health and criminal justice systems including family, advocates and mental health consumers. A pilot program for the training curriculum will be implemented next year.

Two (2) foreign language interpreter subgrants were continued this year, one to the Metropolitan Davidson County State Trial Courts, and a second to the Administrative Office of the Courts, enabling the court system to address the specialized needs of non-English speaking clients. The subaward issued to the Administrative Office of the Courts established a program to certify and coordinate interpreters for the state court system.

The Tennessee Administrative Office of Courts, working in conjunction with the Tennessee Foreign Language Institute (TFLI), established through this project, planned workshops to train individuals who wish to become foreign language interpreters for the court system. Workshops were designed to cover such topics as skills practice, ethical considerations, basic court and legal procedural issues and terminology, and certification testing information and preparation. There is a credentialing program established for the AOC grant. As of the end of the last fiscal year, fifty-eight (58) persons were credentialed. These interpreters were dispersed throughout the state providing credentialed interpreters readily accessible to all Tennessee's courts.

A continuation subgrant issued to the Metropolitan Government Davidson County State Trial Courts, provided a Spanish-speaking interpreter to help address the needs of the county's criminal justice system. The interpreter, responsible to all of the county's criminal court judges, was available to work as an unbiased interpreter on behalf of the court for all court proceedings. The interpreter was available to explain criminal justice processes to Spanish-speaking clients, including the roles of participants in the legal system, was available for needed translation of forms, and was available for translation in referral to alternative sentencing programs. Two hundred eighty six (286) Spanish speaking defendants were serviced in FY 2002/2003, a 65% increase over the year before.

A continuation grant with to the Tennessee Administrative Office of the Courts funded travel and lodging expenses to support the attendance of four hundred eighty-two (482) members of the Tennessee Judicial Conference to attend three training sessions during the 2002/2003 fiscal year. Attendees at these conferences included Judges of limited and general trial jurisdiction as well as Judges from Tennessee's Courts of Appeal. These conferences ensured the highest quality of legal knowledge and decision making in the Tennessee Judicial System.

The Administrative Office of the Courts has two additional grants under Byrne that pay for training court personnel in the areas of court security and in alternative dispute resolution. Evaluations of these projects have shown that court personnel feel safer and that court dockets have been reduced through the use of alternative dispute resolution.

A continuation grant was awarded to the Tennessee Select Committee on Children and Youth to disseminate information and assist in overseeing youth court development in local jurisdictions across the state. Ten (10) sub-grant recipients were awarded grants during the past year. Assistance was given to communities in the form of compiling forms, sentencing guidelines, volunteer recruitment, training and fiscal management. There are eight (8) active teen courts and several more developing programs across the state. A newsletter, the Youth Court Report, was developed and mailed to all active and developing youth courts, the membership of the Select Committee on Children and Youth, every Juvenile Court Judge and Youth Services office in the state and other interested parties.

The Tennessee Public Defenders Conference was awarded a new grant to fund a full time licensed attorney to provide assistance to the juvenile justice system in the 15<sup>th</sup> Judicial District that covers a 5 county area. This Juvenile Court Public Defender worked with the Judges, Court Officials, Prosecutors, Youth Service Officers, as well as the juveniles' parents, teachers, caseworkers, etc. to ensure that each juvenile was treated fairly, received the proper needed treatment and/or was found not guilty. One hundred sixty-one (161) clients were represented for two hundred sixty-six (266) charges last year by this special public defender. The Juvenile Public Defender also participated in a new program called Teen Court that has been implemented in several Tennessee counties to help first time offenders.

A continuation grant was awarded to Shelby County Government for the creation of a Domestic Violence Center. This center provides comprehensive clinical information on domestic violence offenders in an effort to assist the court in determining individualized treatment plans that in turn should increase safety concerns for the victims of domestic violence. There were six hundred eighty-two (682) court referrals during this past year with six hundred nineteen (619) assessments completed. Recommendations were then made for further treatment needs based on the outcome of the individual assessments. Surveys administered to providers, interns and program participants reflect a good to excellent rating of the services provided.

The Office of Criminal Justice Programs was pleased to have provided continuation funding for a new Mental Health Court in Davidson County, the first specialized mental health court in the state. This project, modeled after the King County Mental Health Court in Seattle, Washington, provides the mentally ill offender with a trained and dedicated judge, prosecutor, defender, mental health specialist and probation officers. Upon referral and acceptance in this project, forensic evaluations may be ordered and, as appropriate, specific and detailed mental health treatment plans are developed for clients to divert them from incarceration. During the last fiscal year period this project accepted one hundred sixty-seven (167) new cases and completed two hundred and fifty-five (255) assessments during the year.

### **Goals, Objectives and Activities**

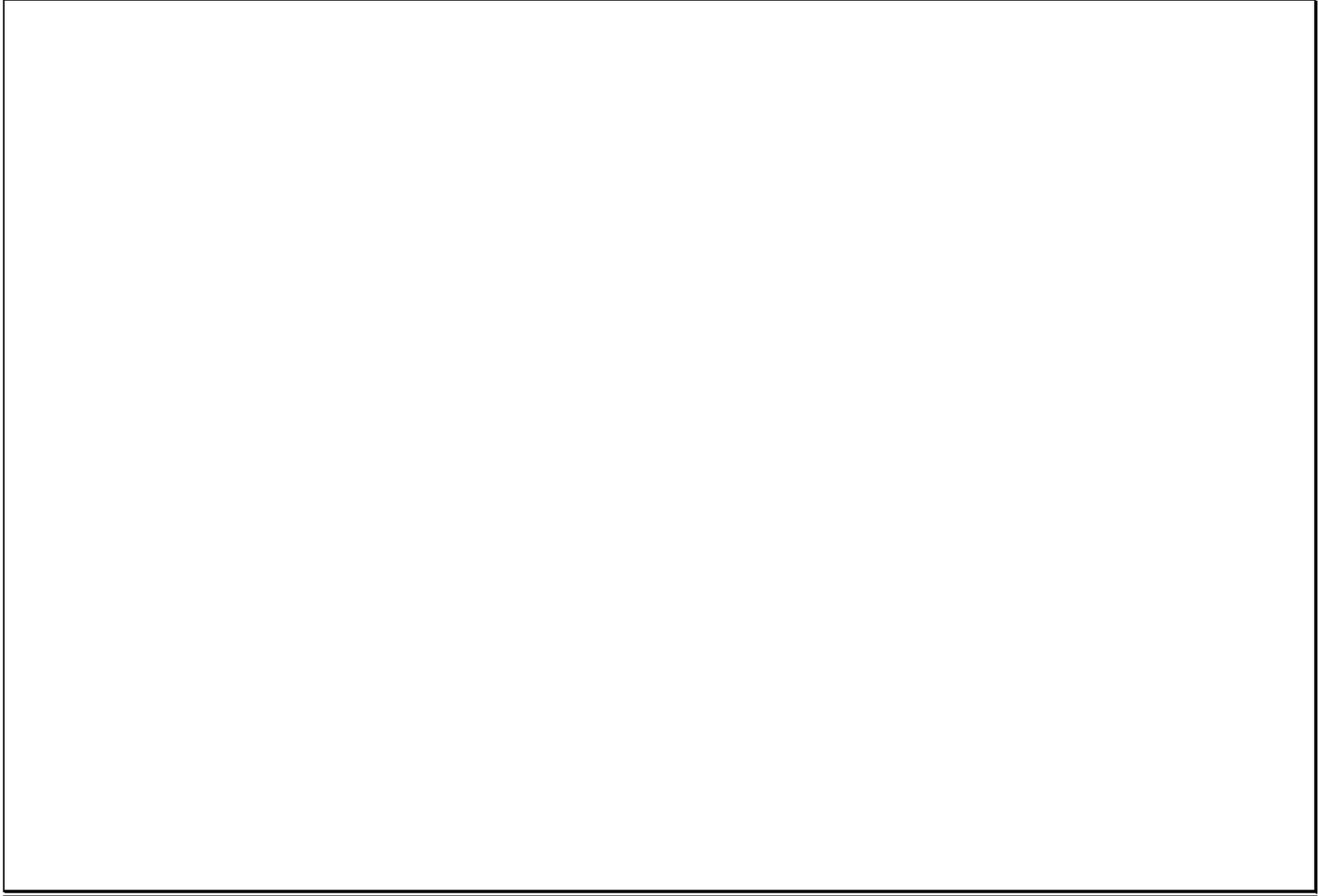
Tennessee established as its primary goal in the Pre-Trial Services Delivery Program to enable the court system to function more efficiently in the processing of referred cases. An objective supporting this goal was to provide resources to the public defenders and prosecutors that will allow for less serious offenders to be diverted from the court system into immediate rehabilitation services. Consistent with this goal and objective, a designated activity was to increase the number of pre-trial service projects available in judicial districts.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above designated goal and objective were to increase the number of offenders entering newly organized diversion programs and to decrease the numbers of individuals and length of time individuals were placed on court dockets.

### **Program Accomplishments and Evaluation Results**

The Office of Criminal Justice Programs (OCJP) has exceeded its designated goals and objectives in this area. Through the collaborative funding of various initiatives, the number of pre-trial service projects, across the state, continues to increase through local and state funding support. Additionally, the number of individuals entering newly organized diversion programs also has increased while correspondingly, the number of individuals on court dockets has decreased.



## **Special Prosecution Program**

The development of specialized investigative techniques, better education of law enforcement staff, and the addition of officers trained in specific areas of crime intervention have expanded and greatly improved the operation of the criminal justice system. A record number of felony, misdemeanor, and domestic violence cases are being reported to, and investigated by, law enforcement personnel annually. The result has been a substantial increase in the volume of cases that must be processed through the judicial system, necessitating the employment of additional prosecuting attorneys to facilitate the appropriate and expedient disposition of these cases. To address the need for additional support in this area the Office of Criminal Justice programs established the program area of Special Prosecution.

The Special Prosecution Program provides funding for the provision, training, and support of prosecutors whose work is dedicated to the prosecution of defendants implicated in child abuse, domestic violence cases, juvenile crime or drug possession/distribution/cultivation. Prosecutors funded through this program attend specialized training and workshops designed to improve their knowledge in assigned areas. They oversee all child and domestic violence cases, juvenile crime and most drug and violent crime cases coming into their respective criminal courts. Some prosecutors also handle misdemeanors coming before the General Sessions and Criminal Courts in their areas. At all levels of the justice process, other assistant prosecutors provide assistance in case resolution through the direction of the lead prosecutor.

During the past fiscal year, the Office of Criminal Justice Programs (OCJP) provided funds to seven (7) projects in the program area of special prosecution.

A special narcotics prosecutor assigned to the 22<sup>nd</sup> Judicial District was responsible for the prosecution of all narcotics offenders with a special emphasis being placed on organized drug offenders. This prosecutor is assigned to all drug cases in several counties while working with investigators for the entire district. The drug prosecutor has also developed and delivered training related to arrest and prosecution to law enforcement officers at their yearly in-service.

Also the 22<sup>nd</sup> Judicial District (South Central Region), maintains a grant for a special prosecutor who is primarily responsible for child physical and sexual abuse cases. The prosecutor employed through this grant is available to assist or answer any legal question of law enforcement, the Tennessee Department of Children's Services, or other members of multi-disciplinary teams concerning child abuse cases. She attends all Child Protective Investigative Team (CPIT) meetings and Child Fatality Review Board meetings, attends General Sessions Court when child abuse cases are on the docket, and attends Discovery conferences with Defense Counsel to expedite all child abuse cases pending on the criminal docket. She also prepares and prosecutes child abuse cases set for trial when plea agreements cannot be reached. Community awareness and training for local law enforcement agencies were key additions to the services provided by this grant during the last fiscal year.

The 16<sup>th</sup> Judicial District continued its grant for specialized child abuse prosecution. This grant, much like the 22<sup>nd</sup> Judicial District, has coordinated efforts throughout the investigative and prosecution processes for this multi-county area. Community awareness of child abuse as well as law enforcement training have been the primary accomplishments of the 2<sup>nd</sup> year of this grant.

Also in the area of child abuse prosecution, the Office of Criminal Justice Programs maintained a continuation grant with the 30<sup>th</sup> Judicial District (Memphis area) for a special prosecutor to work with children who are victims of sexual abuse, severe physical abuse or neglect, victims of domestic violence, and witnesses to domestic violence. The prosecutor in this position meets daily with the Child Protective Investigative Team (CPIT) to review the facts of cases and determine what investigation needs to be conducted for successful prosecution and what steps should be taken for protection and counseling for the child. Additionally, he is responsible for vertical prosecution of cases at all stages including preliminary hearing, indictment, motions, and trial as well as all stages of investigation including interview, crime scene, search warrants, and arrest.

The 15<sup>th</sup> Judicial District maintained a continuation grant in the area of juvenile prosecution. This specialized prosecutor is responsible for most all of the juvenile cases sent to court in this five (5) county region. Vertical prosecution combined with a more coordinated approach in working with both state and local agencies/service providers has produced a most effective approach in early identification and redirection of troubled youth.

In support of the organization of prosecutors as an integrated statewide function, a continuation grant was maintained with the Tennessee District Attorneys General Conference to fund a training coordinator whose function is to:

- develop a training curriculum for all job categories in a prosecutor's office, including investigation and victim services
- track all training courses attended by employees
- assist with the planning and coordination of an annual training seminar
- plan and coordinate specialized training sessions, such as new prosecutor orientation, handling DUI cases, etc.
- coordinate with the National Advocacy Center on course openings to maximize Tennessee's utilization of the Department of Justice training facility

Training that was presented during the past fiscal year:

- Drug Task Force Workforce (December 2-4, 2002)
- Ethics: The New Code of Professional Conduct (Jan. 29, 2003; March 7, 2003)
- Homeland Security Conference (April 14-15, 2003)
- Educating the Jury: Learning Styles (April 24, 2003)
- Forensic Interviewing of Children (June 23-25, 2003)

With the exception of the new prosecutors training academy, attendance also included T.B.I. agents, child advocates, victim witness coordinators, criminal investigators, local law enforcement and law professors. To compliment the Training Coordinator grant

OCJP awarded a second continuation grant to assist in providing needed funding for expenses incurred in the provision of these training services (Training Program Funding) for Assistant District Attorneys and the District Attorney Generals. Without the financial assistance of this grant many of those receiving these important training sessions would not be able to attend due to statewide budget constraints.

### **Goals, Objectives, and Activities**

The Office of Criminal Justice Programs (OCJP) established as its goal for the Special Prosecution Program to improve the criminal justice system's response to child abuse, domestic violence, juvenile crime and drugs/violent crime through immediate intervention, early case preparation, vertical prosecution, and specialized training which will support prosecutions. An objective supporting this goal was that local law enforcement agencies, courts, District Attorneys General offices, along with existing data would be used to evaluate the judicial districts in greatest needs of specialized prosecutors. Consistent with this goal and objective, project activities included the negotiation and funding of as many relevant individual projects as practicable, employing through grant-funded projects specialized prosecutors and support staff in the areas identified above and ensuring the provision of appropriate training activities.

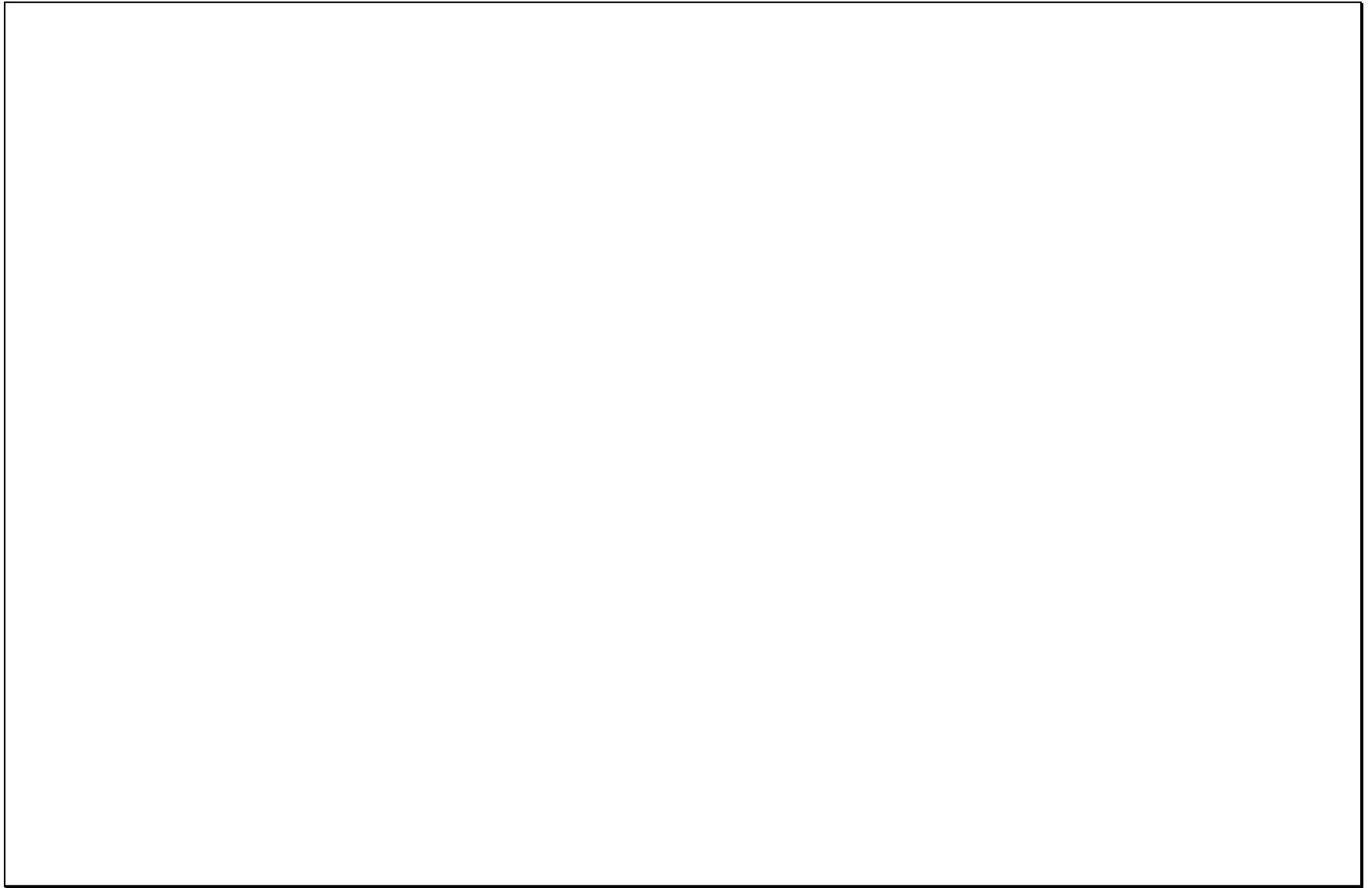
### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goals and objectives included increasing the number of special prosecutors to be employed, an increase in the number of special case crime warrants and convictions, a decrease in the time required

for case disposition, and an increase in training workshops being provided to collaborative staff and agencies.

### **Program Accomplishments and Evaluation Results**

The Office Of Criminal Justice Programs has assisted in substantially increasing the number of special prosecutors employed (double the number since 1999 through Edward Byrne funding) across the State of Tennessee. Special prosecution continuation grants reported an overall increase in the volume of cases being processed through the judicial system as well as a rise in convictions due to increased collaboration efforts, specialization and training for District Attorneys, law enforcement and other cooperating agencies.





## **Correctional Treatment Program**

The increase in the reporting, investigation and prosecution of all types of crime has resulted in a substantial increase in the number of individuals incarcerated in prisons and jails. Many incarcerated offenders evidence a sustained history of substance abuse that is a precipitating or exacerbating factor in their engagement in criminal behavior. Without the provision of effective substance abuse treatment services, these offenders will resume their drug or alcohol abuse upon release from incarceration and recidivism will likely result. The Office of Criminal Justice Programs (OCJP) sought to develop a continuum of substance abuse treatment services for the offender population through a combination of projects funded by the Residential Substance Abuse Treatment (RSAT) and Edward Byrne Memorial Grants. During the 2002/2003 grant solicitation period, the OCJP specifically solicited applications to develop or enhance the state's Drug Courts. Additionally, OCJP solicited applications for projects designed to serve the needs of dual-diagnosed individuals coming into contact with the criminal justice system. Especially encouraged were project models providing services that would divert from full judicial processes individuals exhibiting a combination of substance abuse/mental illness, substance abuse/mental retardation, and mental illness/mental retardation.



The Residential Substance Abuse Treatment (RSAT) Grant, administered by the Bureau of Justice Assistance (BJA), Office of Justice Programs (OJP), provides for residential substance abuse treatment of six to twelve months in duration for the offender population. The Office of Criminal Justice Programs (OCJP) currently has five (5) continuation projects funded through the RSAT grant; one in the Tennessee Department of Correction, one project in the Washington County Detention Center, and two projects located in Shelby County and Davidson County Community Corrections. Additionally, the Office of Criminal Justice Programs (OCJP) issued a continuation RSAT subgrant to the Tennessee Department of Children's Services (TDCS) for the operation of a substance abuse treatment project to service juvenile males. The OCJP has used Edward Byrne subawards to provide non-residential, outpatient counseling services for the offenders in some of the geographic locations where the RSAT projects are funded, thereby helping to ensure an effective continuum of substance abuse treatment programming. During this fiscal year, the Office of Criminal Justice Programs (OCJP) funded fourteen (14) treatment projects, eleven (11) of which were specifically designed to address substance abuse treatment or assessment needs of incarcerated individuals.

Continuation funds were also provided to the Davidson County Sheriff's Office for the Sheriff's Alternative Sentencing Project, an intensive outpatient treatment project for non-violent offenders experiencing problems with substance abuse or having dual diagnoses. This three-phase project provides the criminal justice community with an alternative to incarceration for selected non-violent, misdemeanor offenders through strict community supervision and structured reintegration services. It includes intensive

outpatient substance abuse treatment services, cognitive re-education or restructuring techniques, random drug screens and curfew calls, case management, community service work, GED/literary education, employment counseling, and psychiatric consultation as indicated by need. The project also links with various community resources to ensure the effective long-term re-integration of the offender into the community. For example, the facility is working with the Nashville Career Advancement Center, a division of Middle Tennessee Career Center, to facilitate employment, career goals, and career matching. Several non-profit agencies in the community benefited from community service hours worked by the offender population. For fiscal year 2002/2003 five hundred eighty-three (583) referrals were received by this project. Four hundred ninety-one (491) participants were accepted into the program. This demonstrated a savings of over three million dollars in county detention facility days. Over 15,000 hours of counseling were provided to participants. The per diem program cost for participants is less than \$11.

The Cheatham County Jail project provided a specialized case manager to conduct an initial assessment of all incarcerated individuals suspected of having a dual diagnosis. If the assessment validated the presence of a dual diagnosis, the individual was then referred to a substance abuse treatment center and a mental health treatment services to receive needed treatment intervention. During the past year, the project assessed forty-two (42) individuals suspected of dual diagnosis and provided case management and treatment. All clients were required to continue participation in twelve step meetings after completion of the inpatient program.

The Coffee County Jail Alcohol and Drug Services project continued to implement a jail-based substance abuse treatment program for inmates determined to be chemically dependent. Defense attorneys, the presiding judge, and self-referrals referred potential candidates for this project from inmates requesting treatment. Inmates referred for treatment were assessed by a licensed alcohol and drug counselor to validate the need for treatment. Appropriate individuals were then placed in group therapy sessions designed to help them understand and manage their addiction. This project completed a total of one hundred sixty-five (165) assessments with one hundred thirty-seven (137) found appropriate for the program. Ninety-six (96) participants successfully completed the program and were assisted in completing an aftercare plan to meet their personal recovery needs upon their release. Community aftercare support was provided to inmates who were released upon the completion of the program and the jail provided aftercare services for inmates who were not eligible for immediate release. The intake goal for the program was exceeded by 20% for this fiscal year. The program maintained an average 2.3% recidivism rate for those individuals who successfully completed the program.

Two projects issued to Shelby County Community Corrections complemented activities currently funded in this facility with the Residential Substance Abuse Treatment (RSAT) grant. The Turning Point Expansion project was designed to double the current capacity of the treatment unit funded through the RSAT grant and provide extended treatment capabilities for offenders who had completed treatment in the RSAT unit but were unable to return to the community. The Shelby County Aftercare Services Project provided post-release outpatient services for offenders completing treatment who could be released

into the community. Through a subcontract initiated with Correctional Counseling Inc. (CCI), aftercare counseling sessions focused on employability skills, stress management, communication skills, self-esteem and relapse prevention. During this past year sixty-seven (67) participants completed the program and were released. Tracking indicates that 46.27% of program completers completed aftercare. 5.97% of the aftercare participants were re-arrested after being released from the program.

Also complementing RSAT funded projects, the Office of Criminal Justice Programs (OCP) continued to subgrant with the Tennessee Department of Correction (DOC) for the Community Reintegration project that focuses on the needs of incarcerated offenders who completed treatment in DOC's RSAT funded project. The Community Reintegration grant provides "step-down" services to these offenders in halfway houses and work release programs and also provides continued outpatient counseling for offenders released into the community. During this past fiscal year period a total of forty-two (42) individuals received services through this program. There were fourteen (14) participants at the Tennessee Prison for Women facility and twenty-eight (28) men at the Brushy Mountain correctional Complex facility. The project also reports that one hundred twenty-eight (128) offenders have received transitional release substance abuse treatment services to date.

An additional grant was also awarded to Washington County Sheriff's Department for support of their preexisting RSAT grant. This Edward Byrne Grant assists in the expansion and enhancement of the RSAT program by providing aftercare services to

inmates who complete the aftercare program and are not eligible for release. This program enables successful graduates of the RSAT program to continue their success in a therapeutic environment. The inmates work in the community to foster therapeutic community goals. The Washington County Sheriffs Department receives positive feedback from the community service projects performed by the inmates. Approximately 18,456 hours of community service work was completed over the last two years.

Also funded this year was one project that provided equipment necessary to support the training activities of the Tennessee Corrections Institute. The Institute provides specialized training each year to hundreds of law enforcement personnel responsible for ensuring the safe operation of Tennessee's county jails. Byrne funds were used to purchase two new vehicles for their field training staff. This acquisition enables each training team to have reliable transportation to accomplish their goals.

Augmenting the operation of the state's "First Mental Health Court", the Office of Criminal Justice Programs (OCJP) continued a subgrant with the Office of the Public Defender within the Metropolitan Davidson County Government. The Forensic Alternative to Treatment (FACT) project provides specialized case management to re-offending mentally ill misdemeanants and some mentally ill felony offenders. The project accepts referrals from the Mental Health Specialist who works with the Davidson County Mental Health Court. Once assessed, the appropriate level of care is determined and a treatment plan for the offender is generated. Treatment plans are typically multi-faceted and address diverse needs of the offender such as psychotropic medications,

employment and housing assistance, educational and vocational training, and follow-up mental health counseling.

Seeking to address the training needs of police officers that must deal with mentally ill offenders in the community, the Office of Criminal Justice Programs (OCJP) continued a subgrant with the Shelby County Government called “Mentally Ill and Criminal Justice”.

This project, implemented through a subcontract with the National Alliance for the Mentally Ill (NAMI) provides each deputy sheriff and jailer in Shelby County with one eight-hour day of in-service mental illness awareness training each year. Training sessions include presentations and demonstrations involving the participants and a discussion of material presented. The training curriculum includes the following components:

- An overview of mental illness
- Signs and symptoms of mental illness
- Involuntary commitment procedures
- De-escalation techniques in crisis situations
- Suicide Risk Assessment
- Medications and side-effects
- Dual Diagnosis of mental illness and drug/alcohol addiction
- Education of schizophrenia and bipolar disorders

Over two thousand one hundred fifty five (2,155) sheriff's officers and jailers have been trained to date through this Byrne-funded project.

The OCJP also continued a project with the 13<sup>th</sup> Judicial District to address the needs of men who are implicated in incidents of domestic violence. The Skills to Avoid Violence (SAV) project emphasizes victim safety and perpetrator responsibility by addressing the whole dynamic surrounding the home: relationships, control, and verbal, physical, and emotional abuse. Offenders referred to the project are involved in twenty-five weekly group sessions that focus on:

- The premise that a healthy relationship is based on honor and respect
- Principles for ending aggression and conflict resolution skills
- Methods to re-channel conflict and identify feelings without acting on them
- Principles of sobriety and recovery
- Offender accountability
- Development of a healthy self-concept

This project served a significant number of offenders during the past fiscal year period. It continued to be made available to batterers in six of the seven counties within the judicial district. Two hundred twenty-six offenders were referred to the SAV program and 193 reported for assessment. A survey was developed to assess the results of the program and findings show 79% of participants indicate they **strongly agree** and 21% **agree** that "I feel I have benefited from these classes."

The OCJP has continued support for the Knoxville Public Safety Collaborative. The initiative initially served only high-risk/high-needs parolees in one district within Knoxville. The program expanded to serve both parolees and probationers throughout the city of Knoxville. The program supervises an average of sixty parolees and nearly one hundred probationers at any given time. The collaboration continues to conduct the following activities:

- Monthly case staffing for all participants
- Home visits conducted in collaboration with probation/parole/law enforcement
- Sex offender monitoring
- Identification of eligible participants
- Collaboration with the Tennessee Department of Corrections
- Collaborative efforts with outreach programs for children

The East Tennessee Human Resource Agency (ETHRA), headquartered in Knoxville, TN serves sixteen (16) counties with the Violence Intervention Program that is funded through Byrne. ETHRA was successful in meeting each goal and in raising awareness of Domestic Violence and interventions available. The program has a unique component of providing treatment for batterers and victims to reach their goal of reduction in incidences of domestic violence and family violence. The program served over 3,000 participants during this fiscal year.

A new project with the Tennessee Department of Children's Service with collaboration with the Coffee County Youth Services department was funded to support high risk

juvenile offenders. The projections of the project were to reduce the number of youth committed to the custody of the State and to educate and train families to demonstrate a sense of responsibility, improved communication and enhanced parenting skills, for the youth. Twenty-five (25) youth were served during this fiscal year. Of these only one was returned to State custody.

### **Goals, Objectives and Activities**

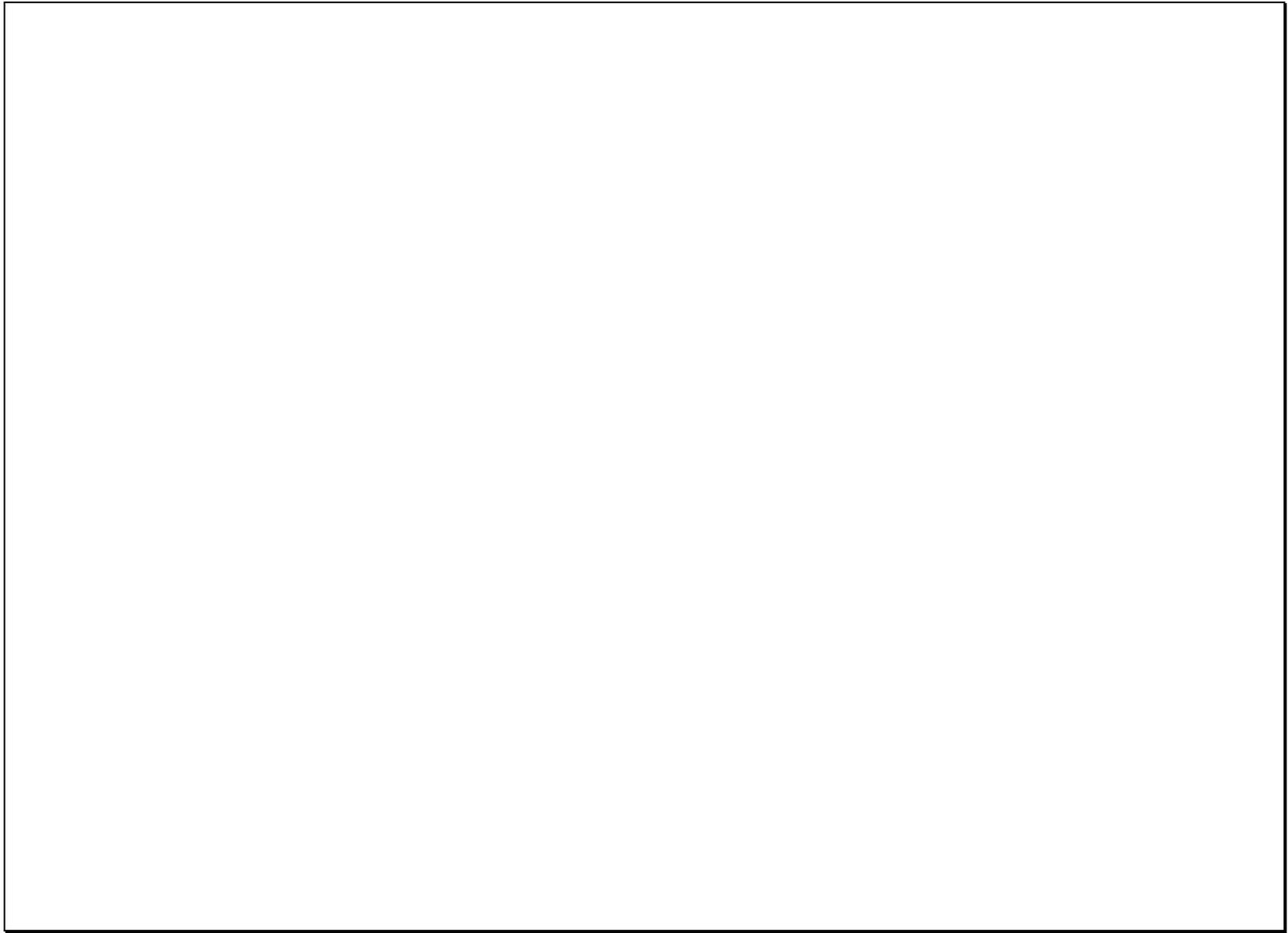
Tennessee established as its goal for Correctional Treatment to develop a continuum of substance abuse treatment for offenders. The objective supporting this goal was to solicit proposals from jails, prisons, and community corrections programs, which would augment activities of the Drug Courts, specialized courts, or RSAT funded initiatives. Consistent with this goal and objective, activities specified were the review, evaluation, and selection of providers for the development of a continuum of substance abuse and mental health treatment. In addition, a continuum of treatment for youth and perpetrators of domestic violence and their victims was provided.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goal and objective include the establishment of at least four (4) projects to address needs of the mental health offender, drug addicted offender, juvenile, and domestic violence offender through a reduction or cessation of drug use and/or criminal activities.

### **Program Accomplishments and Evaluation Results:**

The Office of Criminal Justice Programs (OCJP) exceeded its goals for this program area by establishing or maintaining the operation of five (5) RSAT-funded projects plus eleven (11) Byrne funded projects specifically designed to address the needs of substance-abusing offenders. Correctional treatment programs both institutional and community-based, which are supported with Byrne funds, have been able to increase in the number of inmates/ probationers who are served through this support. The number of successful completions within the programs has increased and the treatment received has increased the offender's rate of success once released from the program. This has resulted in reduced recidivism of the offenders who successfully completed these treatment programs. Through this support of programs recidivism rates for successful completions have decreased with the increase in number of offenders treated.



## **Domestic/Family Violence Training Program**

Tennessee, like other states, has evidenced a rising trend in the number of domestic violence cases reported and investigated annually. Over 50,000 women and children receive services annually from domestic violence projects in Tennessee.

In January 2002 the Tennessee Bureau of Investigation (TBI) completed a statistical brief on the incidence of domestic violence in Tennessee for 1999-2000. The reporting period for which the data was collected continued to be a period of transition for Tennessee in terms of reporting methodology. Domestic violence had historically been reported to the Tennessee Administrative Office of the Courts and/or the Tennessee Bureau of Investigation (TBI). This reporting overlap continued until 1998. Since data was collected by two different agencies under two different methods of collection, the Tennessee Bureau of Investigation (TBI) recommended that report data not be compared by fiscal year until a single reporting mechanism had been in place for 2-3 years. Having only one year of reliable data from this Tennessee Incident Based Reporting System prohibits a trend analysis for the range of domestic violence, homicide and assault, sexual offenses, stalking, kidnapping and abduction. However, we have confidence the baseline data are now in place for future trend analysis as the new TIBRS reports are done.

Tennessee's 2002/2003 STOP Violence Against Women (STOP) Implementation Plan identified the following among funding priorities in the area of domestic violence:

- Develop and support model policy and conduct training on domestic violence for prosecutors
- Conduct ongoing domestic violence training for law enforcement, the courts, child protective services workers and health care professionals

In response to needs verified from statistical information and the recommendations made in the 2002/2003 STOP Implementation Plan, the Office of Criminal Justice Programs (OCJP) continued funding for one (1) project in the program area of domestic violence training during the past fiscal year and funded one (1) conference grant.

The Office of Criminal Justice Program funded a project in Hamilton County that focused on improved domestic violence response at the local law enforcement level. This project focused primarily on educating both investigation as well as patrol staff in all aspects of domestic violence. Some of the goals/objectives of the project:

- Improved safety for domestic violence victims
- Increased number of arrests for domestic violence crimes
- Increased prosecution and conviction rates for domestic violence cases
- Decreased number of repeat offenders
- Increased community awareness

Significant progress was made in endeavors to educate the public regarding the issue of domestic violence and increased arrests and prosecution for offenders was reported.

The Tennessee Coalition Against Domestic and Sexual Violence (TCADSV) received a

new grant to host the 28<sup>th</sup> Annual North American Victim Assistance Conference, sponsored by the National Organization for Victim Assistance (NOVA). More than thirteen hundred (1,300) victim advocates and allied professionals from throughout the United States and across the world came together to share their knowledge and experiences, to learn from one another best practices and innovative strategies, in a united effort to improve the lives of victims of violent crime throughout the world. Extensive training and networking opportunities were offered participants through workshops, speakers and a victim's panel. Some of the workshops included:

- Counseling and Advocacy
- Law Enforcement and Victim Services
- Prosecution, Courts and Victims Services
- Program Management and Victim Assistance
- Spiritual and Mental Health Services in Victim Assistance
- Survivors of Drunk Driving and Homicide Victims: issues and Interventions
- Domestic Violence and Sexual Assault: Issues and Interventions
- Domestic Violence, Child Victimization and Sexual Assault
- September 11, 2002
- Crisis Response Teams
- Elderly Victims and Victims with Disabilities
- Prevention
- Public Policy and Victim Rights
- Federal Initiatives in Victim Assistance
- The Professional Development Institute Sponsored by OVC

- Care for the Caregivers
- Innovations in Victim Services

### **Goals, Objectives and Activities**

The Office of Criminal Justice Programs (OCJP) established as its goals for the Domestic/Family Violence Training Program the following: to provide education and/or training for police officers involving all stages of family/domestic violence case investigation; to provide training for prosecutors for better preparation and prosecution of family/domestic violence; and to provide training to victim witness coordinators who provide liaison services between victim/witnesses and district attorneys general during all stages of the legal process.

Objectives supporting these goals include the enhancement of officers' knowledge of victim and offender dynamics in domestic violence cases, the enhancement of the ability of prosecutors to successfully prosecute cases involving family/domestic violence, and the provision of training for victim witness coordinators.

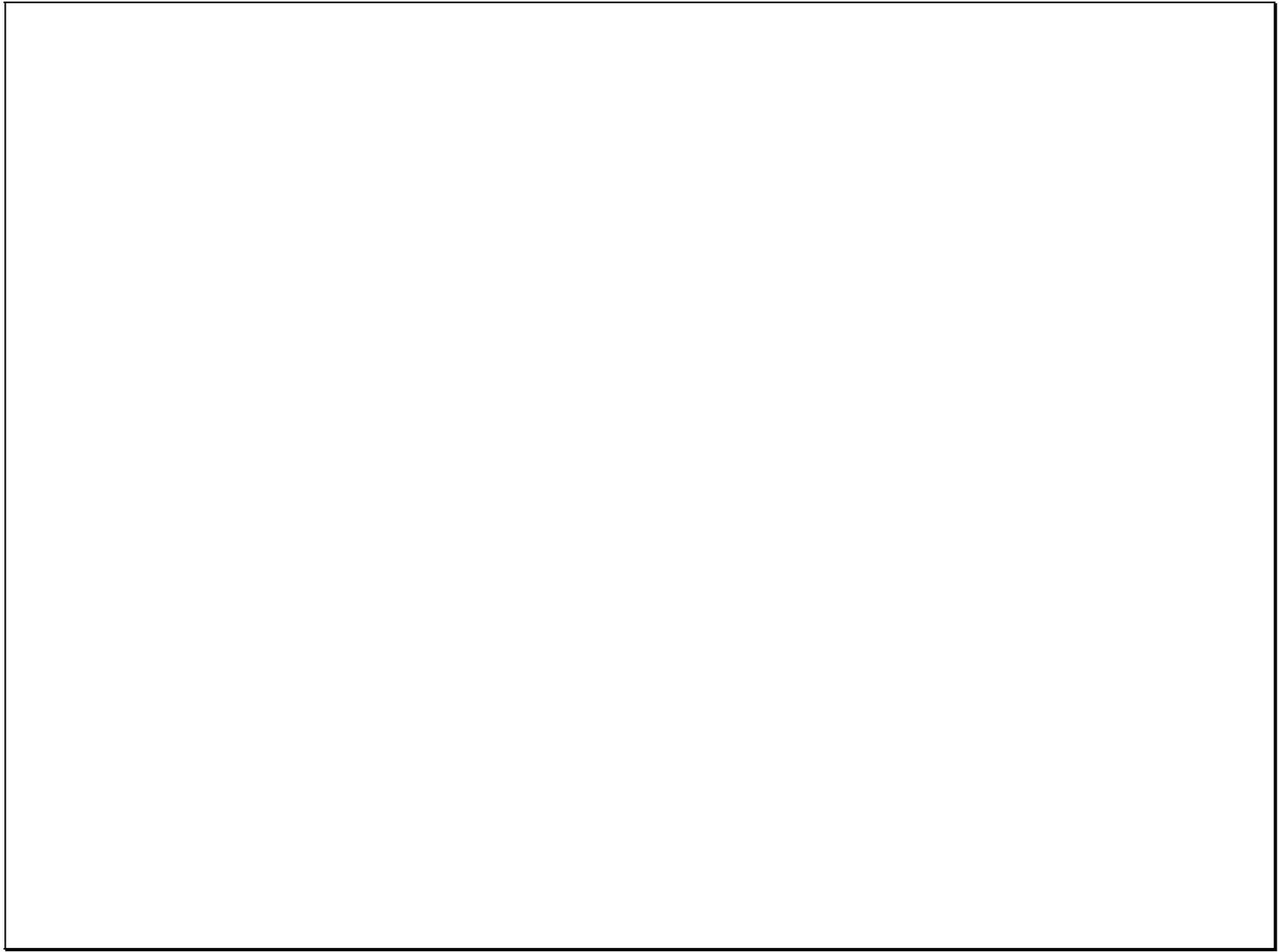
Consistent with these goals and objectives, project activities include the attendance of police officers in specialized training schools for the receipt of certified course instruction in domestic violence intervention and specialized training for prosecutors and Victim/Witness Coordinators.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goals and objectives included increasing the number of law enforcement officers attending training on domestic violence, and increasing the number of victim witness coordinators receiving domestic violence training.

### **Program Accomplishments and Evaluation Results**

The Office of Criminal Justice Programs (OCJP) established performance measures for this program that included increasing the overall number of law enforcement officers and Victim/Witnesses being trained in domestic violence intervention, and the enabling of some of these individuals to implement training courses in their regional jurisdictions following completion of standardized training courses. With the continuation of a specialized domestic violence trainer at the Tennessee Law Enforcement Training Academy (TLETA) and regional training initiatives that have been undertaken, Tennessee continues, each year, to increase the number of law enforcement officers and other practitioners receiving domestic violence training.



## **Victim/Witness Program**

The criminal justice system has traditionally been offender-oriented, focusing on the apprehension, prosecution, punishment, rehabilitation and rights of the offender. Too often in the judicial and social service system victims of crime have not received the consideration and support services they need and deserve. Such services are critical in enabling these individuals to recuperate from the trauma inflicted on them and resume healthy productive lives. Crime victims further need support and encouragement provided to them throughout complicated judicial processes that may be both confusing and intimidating. Without the provision of such assistance, many victims often feel “lost in the system” and may be unable to initiate or participate in processes necessary to ensure that offenders are properly processed through the court system.

In November 1998 Tennessee enacted the Crime Victims’ Bill of Rights. This important amendment to the Tennessee Constitution included a new section specifically written to protect the rights of those who have been victimized by acts of crime and domestic violence. Subsequent legislative changes have since been made to clarify definitions and requirements of the Victims’ Bill of Rights. Among requirements mandated by this legislation is a requirement that permits victims to have crime victim advocates or victim-witness coordinators available to assist them throughout their involvement in the judicial process.

To meet the rising demand for Victim/Witness services, Tennessee continued this fiscal year the implementation of a collaborative planning process involving both state and federal funds. The District Attorney’s Offices in each of Tennessee’s judicial districts continued to fund during this fiscal year thirty-one (31) state Victim/Witness Coordinators and five (5) Assistant Victim/Witness Coordinators. Funds allocated for this initiative (approximately 1.2 million each year) continued to be generated from a 14% state litigation tax. A few Victim/Witness Coordinators were also funded during this reporting period by individual counties or through the Victims of Crime Act (VOCA) Grant. Additionally, the Office Of Criminal Justice Programs (OCJP) continued to allocate approximately eight hundred sixty-two thousand four hundred ninety dollars (\$862,490) in Violence Against Women Act (VAWA or STOP Violence Against Women) Grant funds to support victim witness services. This allocation provided for 6 Victim/Witness Coordinators and sixteen (16) to eighteen (18) court/victim advocates within domestic violence shelters. The OCJP also continued its allocation of

approximately seven hundred fifty thousand four hundred fifty dollars (\$750,450) in Edward Byrne Grant funds for 36 additional Assistant Victim Witness Coordinator positions. Like the Drug and Violent Crime Task Forces, the funds allocated through the Byrne Grant to the Victim/Witness Program are not limited in duration to four years. This continued funding is necessary in order to ensure the continued provision of this vital service. The collaborative funding allocated through State and federal appropriations has enabled the State to approximate the ratio of one (1) Victim/Witness Coordinator to every three (3) Assistant Attorneys General statewide as recommended by the National Organization of Victims Assistance (NOVA).

The Victim Witness Program, funded through the Edward Byrne Memorial grant, is designed to focus on providing victims of crime with services identified in the Crime Victims' Bill of Rights. Throughout the investigative, prosecution, and correctional stages of criminal cases, victims and witnesses are properly notified and provided information in a timely manner. Crime victims receive uniform rather than fragmented disjointed treatment. Competent, trained victim/witness coordinators provide services as part of a prosecution team, assisting in informing the victim about procedures, court dates, crisis intervention, support services and appropriate referrals. The victim/witness may receive protection against threat, harm or intimidation. They are notified of the arrest of an offender, pre-trial release of an offender, the filing of charges or dismissal of any or all charges, the scheduling of court procedures, the terms of negotiated guilty pleas or the rendering of a verdict, all sentencing dates and parole eligibility dates. They are advised of the opportunity to present to the court a victim impact statement concerning any financial, social, psychological or physical harm or loss suffered by the victim.

During the past fiscal year, the Assistant Victim/Witness Coordinators, funded through the Edward Byrne Grant, have made more than ninety-one thousand (91,000) phone contacts with crime victims, completed over thirty-two thousand (32,000) office visits, mailed over sixty-one thousand (61,000) letters, made referrals to other agencies in well over ten thousand (10,000) cases, and spent over fifteen thousand (15,000) hours in court

support services. Additionally, over three thousand (3,000) contacts have been made regarding the Criminal Injury Compensation Fund Applications.

A new grant was awarded to the Tennessee District Attorneys General Conference to enhance victim witness technology by purchasing thirty-two (32) new printers for coordinators. With the onset of the Victims' Rights Amendment, Victim Witness Coordinators were given extra responsibility adding to the already heavy workload and thus causing considerably more paperwork for each office. Letters of mass numbers are generated to victims regarding court dates, and any action affecting their case. In most offices, printers were outdated and were shared with other office staff. The new equipment purchased with these grant funds provided coordinators with their own printer, in most cases, in the same office in which they work. Now coordinators have the ability to print efficiently the many letters sent at various times to victims throughout the state and victims receive all information to which they are entitled by statute in a timely manner.

### **Goals, Objectives and Activities**

Tennessee established as its primary goal in the Victim/Witness Program the expansion and targeting of comprehensive coordinated services to victims/witnesses. Objectives supporting this goal include contacting victims following the issuance of a warrant, providing early intervention, court information, advocacy, etc. to victims, the provision of continuing support and education for victims and potential victims of violence and addressing the needs of any special victim populations. Activities consistent with this goal and objectives were to provide earlier contact with victims and witnesses, to encourage their cooperation with the agencies involved in the prosecution of perpetrators, provide notification to victims and witnesses of trial information, to answer questions and make referrals to social service agencies, and to attend court proceedings with victim/witnesses.

### **Performance Measures and Evaluation Methods**

Performance measure indicating attainment of the above referenced objectives include:

the number of phone contacts made during the reporting period relative to victims of crime, the number of office visits made to victim witness coordinators, referrals sent to other supporting agencies for victims of crime, hours spent in court support and number of contacts and applications regarding the Criminal Injury Compensation Fund.

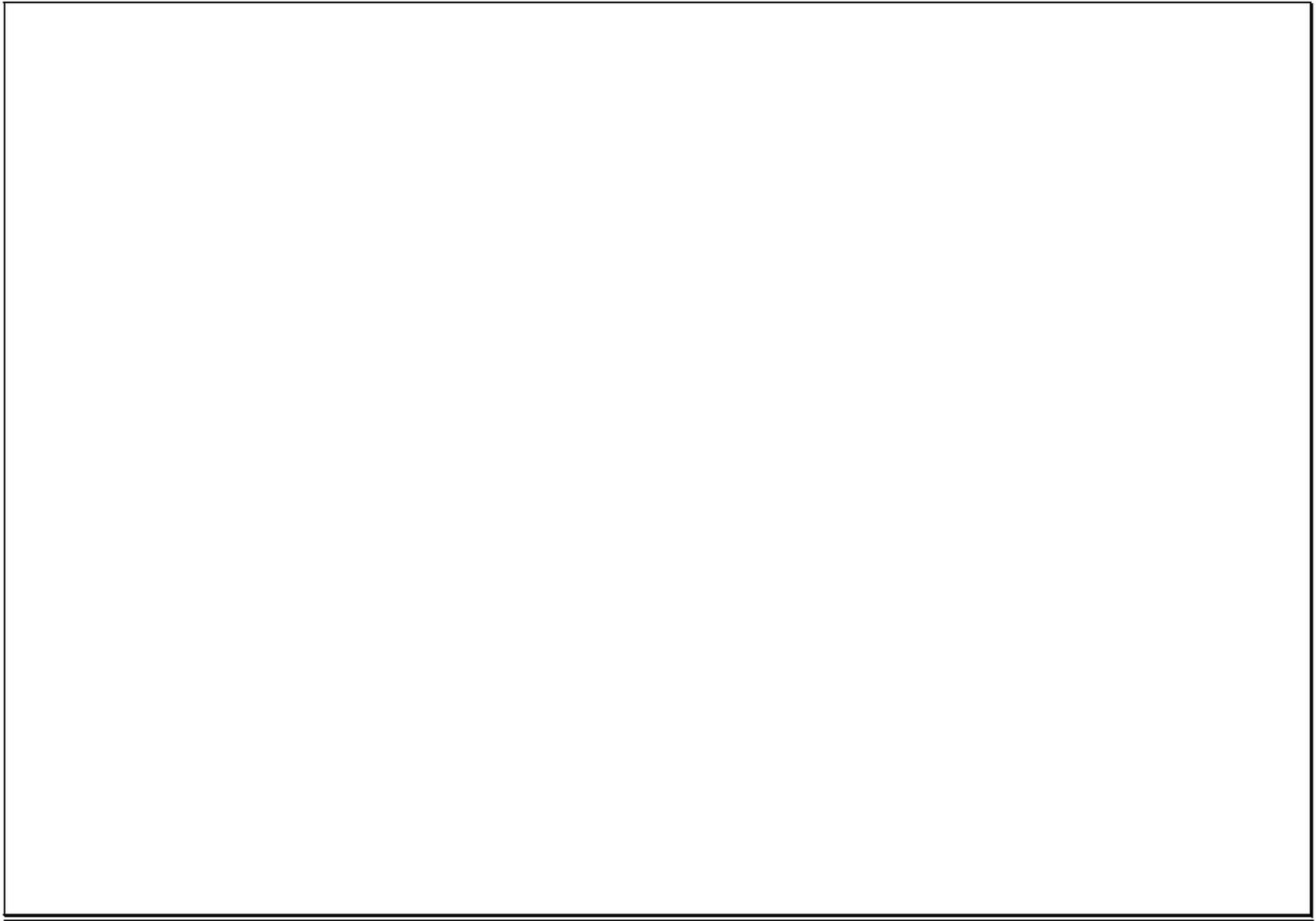
Additionally, performance measures for goals and outcomes include:

- Victims recognition of their legal rights
- Victims participation in court process
- Victims ability to cope with issues surrounding their victimization

- Victims satisfaction with services rendered
- System collaborators (shelters, L.E., etc.) satisfaction with the agencies services

### **Program Accomplishments and Evaluation Results**

The Victim/Witness Program has been largely successful in achieving its designated goals and objectives with the number of phone contacts made during the reporting period having increased over 25% when compared to activity reports submitted four (4) years ago. During this same period the number of office visits made to victim witness coordinators showed a 34% increase. Hours spent in court support have risen 35% and the number of contacts and applications regarding the Criminal Injury Compensation Fund show an overall increase of 9%. Enhanced performance measures have been rewritten on this grant and preliminary data shows positive results in achieving the desired goals/outcomes.



## **Criminal Justice Information System Program**

Tennessee like many states, has been deficient in the area of consolidated, coordinated statewide programs to collect, manage and disseminate information relating to crime, criminals and criminal activity. The lack of accurate, reliable criminal history information that can be shared expeditiously among a variety of stakeholders in the criminal justice community has been a significant obstacle to the effective apprehension and prosecution of offenders. Tennessee's multi-year plans have resulted in significant progress at reversing this historical condition. Continuing the hard work of closing the gap between the plan and the current health and status of an integrated criminal justice system in Tennessee remains part of the ongoing action plan adopted by the Office of Criminal Justice Programs (OCJP).

In the late 1980's, the FBI implemented an incident based crime statistics program called the National Incident Based Reporting System (NIBRS). This program, unlike the Uniform Crime Reporting Program (UCR), which it replaces, allows each crime occurrence in an incident to be reported as opposed to only one crime per incident. Due to lack of funding, Tennessee was one of only six states not participating in the UCR program in 1994. The State stopped participating in UCR in 1979. In 1995 the Office of Criminal Justice Programs awarded the Tennessee Bureau of Investigation (TBI) an Edward Byrne subgrant in collaboration with a National Criminal History Improvement Program (NCHIP) subgrant to initiate development of the Tennessee Incident Based Reporting System (TIBRS), which would allow Tennessee to participate in the FBI

NIBRS program. The project also supported the establishment of a central repository for criminal history records information within the TBI. The FBI certified the TIBRS program on July 28, 1998, under the original NIBRS standards. Tennessee was only the twelfth state in the nation to achieve this certification.

The year 2001 was the first year that TIBRS data was received for the entire year from virtually all law enforcement departments in Tennessee. This data was used to publish the report 2001 Crime in Tennessee. This was the first time in Tennessee's history that a report of this type had been compiled. There has been one subsequent report 2002 Crime in Tennessee (see Appendix C) since then. The information collected as a result of TIBRS will give criminal justice professionals (on federal, state and local levels) access to valuable data that can be used in crime prevention and apprehension programs. This data can also be used to determine how Byrne and other federal monies can be better utilized in Tennessee.

Using the success of the TIBRS project as a stepping-stone, OCJP continues to combine monies from the Edward Byrne Memorial grant, NCHIP grant and the NGA/BJA Criminal Justice Information Systems Integration grant to work toward achievement of an automated and integrated criminal history information system.

Tennessee has participated in the NCHIP program since its inception in 1995. During this time, Tennessee has received two awards and six supplements totaling \$5,862,148.00. The sub-recipients that have received NCHIP funding are the TBI,

Tennessee Administrative Office of the Courts (AOC), Tennessee Department of Corrections (TDOC) and the Tennessee District Attorney's General Conference (TDAGC). These agencies have used the NCHIP funds to design new or improved existing systems. These systems include the Tennessee Crime Information Reporting System (TnCIS), Automated Fingerprint Identification System (AFIS), Criminal Activity Intelligence Network (C.A.I.N.) and the Tennessee Clerks Automation Software (T-CAST). Through the use of these systems, Tennessee has completely reduced the backlog of fingerprint data entry and the fingerprints are safely stored in the National Institute of Standards Technology (NIST) Archive Subsystem, District Attorney's are now able to share information across jurisdictions, sentencing information is more available, criminal justice professionals and other stake holders have fast accurate access to fingerprint queries, and older outdated systems have been updated to protect valuable information. All of these systems have also played an integral role in the success of TIBRS and NIBRS.

Since many of the projects funded through the NCHIP grant require the use of computers and associated technology, Tennessee has allocated Byrne grant funds well in excess of the required 5% set-aside to support the purchase of technological improvements in local law enforcement agencies. Components of automated records management systems were subsidized through Byrne funds this fiscal year for approximately seven (7) local law enforcement agencies totaling \$230,570.00. The majority of these agencies are in rural and outlying areas. This was a result of Tennessee realizing that if TIBRS, AFIS and other statewide systems are to be successful, rural counties with little or no technology

need assistance with the purchase of Record Management Systems equipment.

The Tennessee District Attorneys General Conference (TNDAGC) received Byrne funding for three (3) projects: The case management software “CAIN” was created for all of the rural/small urban district attorneys offices in the state of Tennessee. This software captures pending criminal history information and transfers this information to a repository. The overall purpose of this project is to ensure criminal history data is secure and encrypted. Permission must be granted to users to allow different access to their local database. Due to the increased use of this records management system there became a growing need for personnel. In response the TNDAGC received funding for three (3) Information System personnel positions to better respond to service calls from offices throughout the state. They also received funding to continue providing district offices access to the states wide area network (WAN). These funds enable districts to communicate through e-mail and provide the ability to exchange information in the most efficient method possible.

The Tennessee District Public Defenders Conference (TNPDC ) received Byrne funding for three (3) projects: The records management system project finished up it’s final year and all Public Defenders Offices throughout the state now have access to the system. The TNPDC also received funding for four (4) Information System Specialists who serve as trouble shooters, network administrators, database specialists and trainers. These specialists are located in district offices throughout the grand divisions of the state. Finally, TNPDC received funding for WAN connections in each of their offices. The

WAN provides high-speed internet access for conducting legal research, e-mail, access to the State Intranet, access to criminal record databases, and access to the state travel system.

The Tennessee Bureau of Investigation (TBI) received Byrne funding for two (2) projects: The “AIMS” project is an upgrade to the current TBI Case File System. This was needed to correct significant limitations in the current system that caused a large overhead of maintenance on their system support staff. The AIMS project allows for a more efficient and complete workflow, through the replacement of system software, for the entering, processing, and printing of TBI case file information. The “LIMS” project is a system upgrade to the existing TBI Forensic Crime Laboratory computer system. This creates a more efficient system to handle the increasing submission of evidence for processing.

The Tennessee Department of Finance and Administration, Office of Information Resources received Byrne funding to establish a Network Operations and Security Center (NOSC). The control center’s primary mission is to protect the confidentiality, integrity, and availability of the State’s critical infrastructure.

The Tennessee Alcoholic Beverage Commission received Byrne funding to continue improving the accuracy and efficiency of the compilation and reporting of drug related criminal investigations, arrests and prosecutions by means of an upgrade of their information systems hardware and software.

### **Goals, Objectives and Activities**

Tennessee's primary goal for criminal justice records improvement is to improve criminal justice records through the development and increased use of technology.

Objectives supporting this goal include the improvement of the quality of arrest, disposition, and general crime data information reported in the state repositories, increasing the quality of state criminal history records arrest and disposition information through more thorough information reported to the state criminal history repository, the development of a statewide automated digitized booking system and the establishment of a reporting system compatible with the TBI and FBI. Additional objectives included collaboration among agencies, improved coordination of funding by various organizations to criminal justice records/technology activities and the establishment/enhancement of criminal justice information systems technology in the city, county, judicial district, and state levels.

### **Performance Measures and Evaluation Methods**

Performance measures indicating attainment of the above referenced goals and objectives included conducting periodic meetings on criminal justice records improvement, increasing annually the number of agencies capable of automated criminal records submission, and the withholding of grant funds from agencies not complying with the TIBRS reporting requirements.

## **Program Accomplishments and Evaluation Results**

The percentage of colleges/universities and law enforcement agencies submitting to TIBRS has grown to one hundred percent (100%), with one hundred percent (100%) of submitting agencies being certified by the TBI. Over the last six years, thousands of hours of training have been provided to over 14,000 commissioned and non-commissioned personnel by TBI. As previously stated, the year 2001 was the first year that TIBRS data was received for the entire year from virtually all law enforcement departments in Tennessee. Also the publication 2002 Crime in Tennessee was the second edition of a compilation of statewide criminal justice data in for Tennessee. This report can be accessed at the T.B.I. website

<http://www.tbi.state.tn.us/CrimeTN/Agency%20Reports/statewid.pdf>. For a synopsis of statewide reports please see Appendix C.

All District Attorneys General and all District Public Defenders in Tennessee have access to and are using their integrated records management systems with the exception of four districts. Additionally, the Administrative Office of the Courts has made their TnCIS software available to sixty-four (64) of the ninety-five (95) counties and it should be available to the rest sometime the following year.

# IV

## APPENDICES