



Department of
Finance &
Administration

Office of Criminal Justice Programs

Annual Report FY 2021

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EXECUTIVE SUMMARY

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

In 2021, Governor Bill Lee signed two major criminal justice reform bills into law:

The Alternatives to Incarceration Act is intended to help local governments utilize community-based alternatives to incarceration, including recovery courts, drug treatment programs, day reporting centers, and behavioral health programs.

The Re-Entry Success Act revises the state's probation and parole provisions and improves correctional programming, making it easier for convicted persons to apply for licenses and certifications, which increase employment prospects upon release. As part of the Re-Entry Success Act, OCJP will administer \$5 million in state grant funds to local jails to create or enhance evidence-based programming for inmates.

Throughout FY 2021, OCJP worked closely with federal funders, state agencies, and local communities to continue to respond creatively and prudently to the ongoing COVID-19 pandemic. OCJP was again called upon to expedite special funding to help nonprofits and government agencies remain equipped to address an ever-changing landscape of crime and victimization. Funding included Coronavirus Emergency Supplemental Fund (CESF) grants and Family Violence Prevention and Services Act - Coronavirus Aid Relief and Economic Security (FVPSA CARES). OCJP remains vigilant and flexible to continue to counter obstacles arising from COVID-19 as they develop.

As part of our comprehensive training plan, OCJP held the annual Subrecipient Grants Management training in July 2021. The annual day-long training orients subrecipients to the OCJP Grants Manual and answers subrecipient questions about grant oversight. The purpose of this event is to strengthen subrecipients' knowledge of state and federal funding requirements to ensure compliance. The training also enhances the partnership between subrecipients and OCJP staff, which in turn enhances the programming that is offered with OCJP funding.

In FY 2021, OCJP distributed **\$87,727,250** in funding through **611 grants** to various state Departments, local governments, and non-profit agencies for criminal justice and victim service grants. The focus of the funding provided by the Office of Criminal Justice Programs centered on the following themes:

Promoting **evidence-based** programs/strategies in criminal justice approaches and direct victim services to ensure victim safety and offender accountability;

Promoting a **multidisciplinary team approach to a coordinated community response** to address domestic violence, sexual assault, crimes against children, and to improve the criminal justice system's response to crime;

Promoting **data-driven funding decisions** based on population, crime rate, service availability, and regional topography;

Continuing and expanding **training opportunities** for professionals in the criminal justice and victim services fields;

Supporting **multijurisdictional Drug and Violent Crime Task Forces and Gang Task Forces** to decrease drug trafficking, human trafficking, and gang violence throughout the state;

Supporting **local law enforcement** through equipment and technology grants to enhance their ability to combat crime;

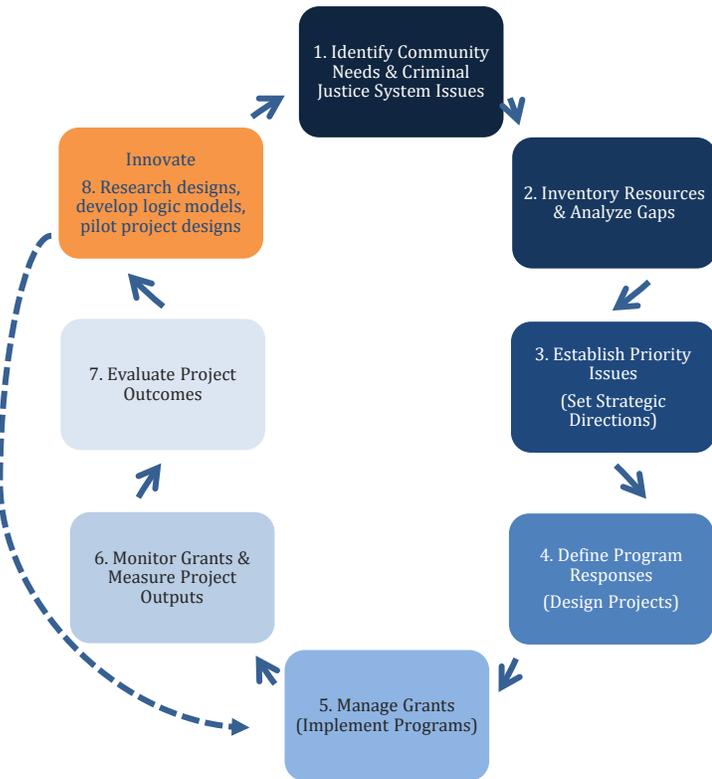
Continuing and expanding **victim service programs**, including domestic violence, sexual assault, and human trafficking programs, child advocacy centers, victim-witness coordinators, civil-legal services, court appointed special advocates, and elder abuse services;

Expanding **data-driven, location-based strategies** to crime reduction and victim services, specifically for underserved and culturally specific populations, and in areas experiencing high crime rates.

INTRODUCTION

OFFICE OF CRIMINAL JUSTICE PROGRAMS MISSION STATEMENT:

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



OCJP STRATEGIC PLANNING PROCESS:

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

Strategic program management is a structured process that looks three to five years ahead of daily grants management activities at the changing needs of Tennessee's justice system. OCJP tracks problems surfacing in the criminal justice system, monitors trends in Tennessee's communities, assesses the condition of the state's resources, and measures the recent performance of OCJP-funded programs.

HEARING FROM TENNESSEANS:

Annually, OCJP convenes two distinct types of community feedback groups to learn about successful programs, identify gaps that exist across the system, explore areas of greatest need, and gather diverse perspectives from a broad range of Tennessee stakeholders.

- The Criminal Justice Roundtable comprises a group of experts in the field of criminal justice, including Sheriffs, Chiefs of Police, District Attorneys General, public defenders, judges, criminal justice practitioners, and victim advocates. These roundtable members represent all three grand divisions of Tennessee as well as urban, suburban, and rural areas of the state. In FY21, the Roundtable met virtually for three hours and shared their professional expertise, local and regional perspective, and broad state-level recommendations.
- In FY21, the Victim Centered Focus Groups consisted of six two-hour meetings with groups representing a variety of perspectives, classified as: Underserved Victims and Advocates, Law Enforcement, Criminal Justice, Victim Advocates, Justice Involved Victims, and Crime Victims. The six groups reflected statewide

representation, including rural and urban areas, and broad demographic representation, including race, gender, types of victimization, and role within the criminal justice system.

The information collected through these important groups helps OCJP focus its future program descriptions, set its funding priorities, prepare its budget requests, and direct its limited resources into areas that promise the best return for the public's investment.

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

GRANTS MANAGEMENT:

Funded projects are monitored by OCJP program staff. Contacts frequently occur throughout the agency's funding period to assist them in maintaining their stated goals and objectives as originally agreed upon in their contract(s) with OCJP. Quarterly and annual data-driven reports are required to ensure the previously established outputs and outcomes are being tracked and outcomes, as indicated in the grant, are being met. These reports reflect any impact the program may be having on the intended problem area.

In FY21, due to COVID concerns, OCJP continued to conduct monitoring primarily through desk reviews, rather than in person. This process included the creative use of technology to conduct interviews with project funded staff and using secure file-sharing programs to review important documents.

EVIDENCE-BASED PROGRAMMING:

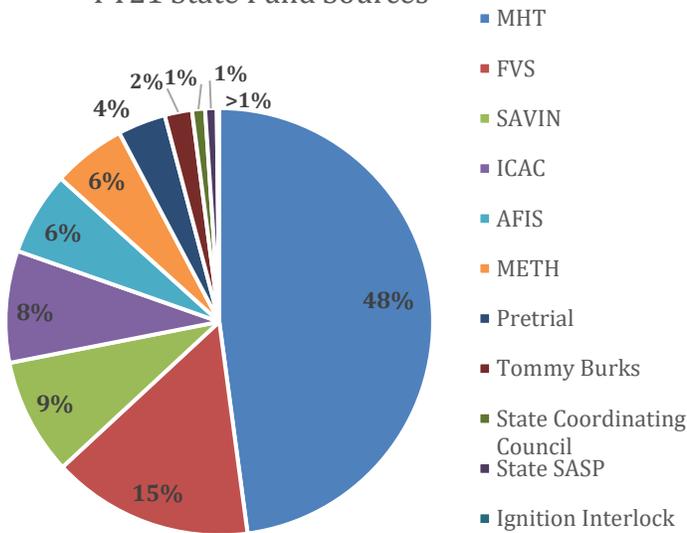
In today's fiscal climate where federal, state and local funds are fluctuating, and agencies are continually being asked to do more (often without increased funding), it is imperative to ensure that scarce grant dollars are directed toward areas with the greatest needs, and that those funds are utilized in such a way as to garner positive outcomes. Evidence-Based Programming is one way to attempt to affect such an outcome. Evidence-Based Programs have been researched and have a history of producing a positive change on the identified problem the program addresses. By strongly encouraging, and at times requiring, agencies to implement evidenced based projects and programs, OCJP increases the likelihood that the funding creates a positive impact on the issue at hand.

FUND SOURCE OVERVIEW

OCJP stays abreast of the current and projected funding climate at both the state and federal levels. This includes anticipating potential increases or decreases in funding and preparing for the impact of these changes at the local community level in order to best meet the public safety needs of Tennessee’s citizens.

When planning the award of grants funds, OCJP looks to maximize opportunity, increase resource availability, and establish new programs in Tennessee that benefit the citizens. OCJP routinely reviews statistics from the Federal Bureau of Investigation Uniform Crime Reports, the Department of Justice, the Tennessee Bureau of Investigation, and other state and federal resources. OCJP gathers information from state and local experts to determine priorities.

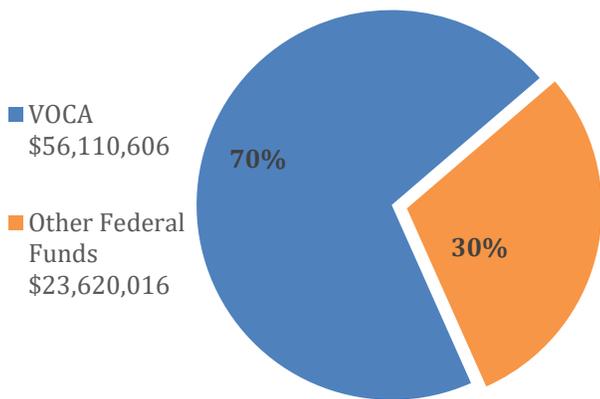
FY21 State Fund Sources



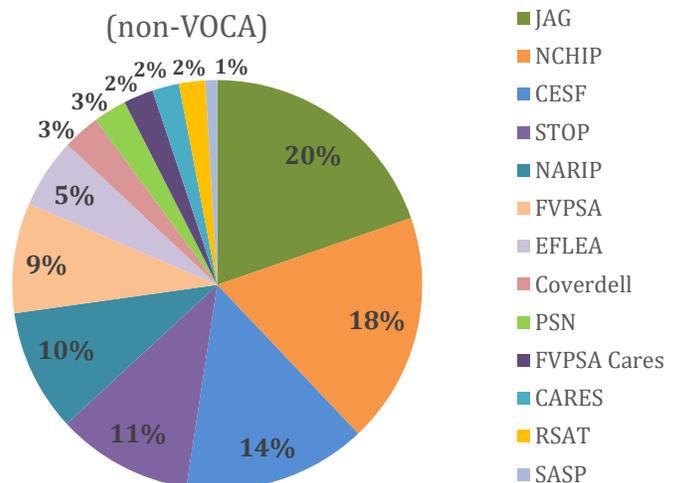
In FY21 OCJP received additional state funding for the purpose of addressing specific priorities in the state of Tennessee during the year. OCJP also continued to receive funds to address COVID-19 and the myriad obstacles and additional needs the pandemic brings to agencies and communities across the state. Coronavirus Emergency Supplemental Funding (CESF) from the federal Bureau of Justice Assistance and Family Violence Prevention Services Act CAREs funding from the federal Department of Health and Human Services is intended to support criminal and victim service needs for preventing, preparing for, or responding to the coronavirus pandemic.

In FY21, OCJP awarded 611 contracts (a 41% increase from FY20), totaling \$79,730,622 in federal funding and \$7,996,628 in state funding. Approximately \$16,487,381 in state and local community matching funds also contributed to these projects. As in previous years, the VOCA fund source comprised a majority (70%) of the federal funding administered by OCJP. The remaining 30% of federal funds include 13 funding streams, as seen in the graph below.

FY21 Federal Fund Sources (VOCA included)



FY21 Other Federal Fund Sources (non-VOCA)



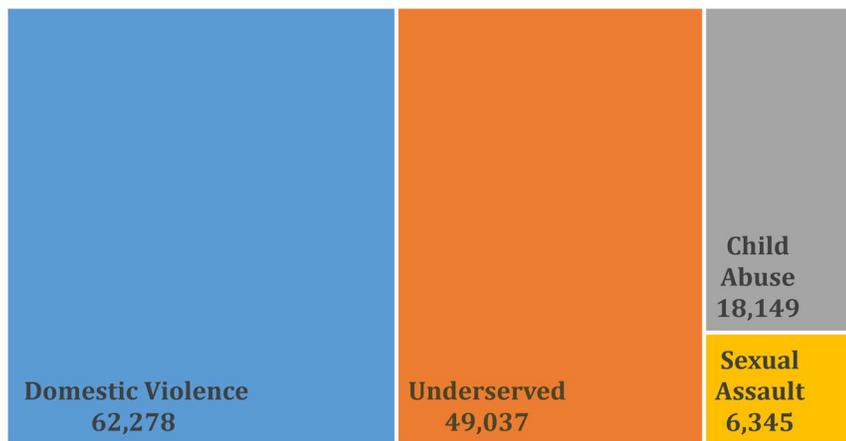
FUND SOURCE DESCRIPTIONS

VICTIMS OF CRIME ACT (VOCA):

The purpose of VOCA is to provide high quality services that directly improve the health and well-being of victims of crime with priority given to victims of child abuse, domestic violence, sexual assault, and services for previously underserved victims. The 1984 Victims of Crime Act established the Crime Victims Fund and authorized it to receive deposits of fines and penalties levied against criminals convicted of federal crimes. The Department of Justice is responsible for the distribution of the funds, which are collected by U.S. Attorney’s Offices, U.S. Courts, and the U.S. Bureau of Prisons. The Office for Crime Victims (OVC) makes annual VOCA crime victim assistance grants from the Crime Victims Fund to states.

In Tennessee, VOCA funds are used to support many different types of agencies, including District Attorneys’ offices, domestic violence shelter agencies, human trafficking services, sexual assault services, child advocacy centers and law enforcement agencies.

FY21 Victims Served with VOCA Funds
Presenting Victimization



OCJP administered a total of 303 VOCA contracts to agencies in FY21. Agencies report quarterly on a wide variety of program outputs, including the presenting victimization of the clients they serve with grant funds. While the presenting victimization is considered that which brought the client to the agency, clients can also report multiple victimizations. This is especially common for Underserved victimizations, as well as Sexual Assault and Domestic Violence. The graph shows all reported presenting victimizations for clients served with VOCA grant funds in FY21.

COVID-19 FUNDING:

FAMILY VIOLENCE PREVENTION & SERVICES ACT – CORONAVIRUS AID RELIEF & ECONOMIC SECURITY (FVPSA CARES) & CORONAVIRUS EMERGENCY STIMULUS FUNDS (CESF):

Tennessee’s emergency shelter network is a coalition of non-profit entities dedicated to providing a safe shelter environment for victims of domestic violence. The advent of the coronavirus forced these agencies to examine how to provide emergency residential services, which is most often multiple families being housed in the same location, during a global pandemic where isolation and social distancing were key factors in the health and safety of their clients and staff.

The Coronavirus Aid Relief and Economic Security (CARES) Act provided Tennessee with additional funding for the purposes of providing resources to family violence agencies to assist them with preventing, preparing for, or responding to COVID-19. In FY21, the Office of Criminal Justice Programs obligated more than \$600,000 across 27 agencies, which makes up the majority of the state’s emergency shelter network. The funding provided to these agencies was utilized for a variety of purposes in meeting agencies’ specific needs to keep both residents and staff safe during the pandemic. Specific examples include technology to allow access to remote advocacy and therapeutic services, personal protective equipment, sanitation supplies and technology, furniture which had non-porous easy-

to-clean surfaces, and items needed to socially distance the shelter’s common spaces. This funding allowed agencies to re-think their service delivery and continue to provide emergency services to the Tennessee’s victims of family violence without interruption despite the ongoing pandemic.

OCJP leveraged Tennessee’s Coronavirus Emergency Supplemental Funds (CESF) through the Bureau of Justice Assistance for preventing, preparing for, and responding to COVID-19, with the goal of supporting innovation. In FY21, OCJP administered \$3,517,276 in CESF to assist state and local units of government. OCJP also continued to administer CARES Act funding to local hospitals for the purposes of responding to the pandemic.

CRIMINAL JUSTICE INFORMATION SHARING:

OCJP oversees two federal fund sources and one state fund source that assist with the upkeep and improvement of Tennessee’s Criminal Justice Information Sharing systems:

- **The National Criminal History Improvement Program (NCHIP)** awards grant funds to states to help improve the Nation’s safety and security by enhancing the quality, completeness, and accessibility of criminal history record information and by ensuring the nationwide implementation of criminal justice and noncriminal justice background check systems.
- State funding from the **Automated Fingerprint Identification System (AFIS)** is used in conjunction with NCHIP funding to improve Tennessee’s criminal history reporting. AFIS was established through TCA § 67- 4-606 (a) (12) which requires 2.3056% of litigation tax proceeds to be deposited in the state general fund for grants awarded and administered by OCJP. In FY21, collection of these funds decreased significantly. OCJP continues to monitor the status of tax litigation collections and communicates concerns with F&A leadership. Automated fingerprint identification is the process of automatically matching one or many unknown fingerprints against a database of known and unknown prints. It is primarily used by law enforcement agencies for criminal identification initiatives, such as identifying a person suspected of committing a crime or linking a suspect to other unsolved crimes.



With NCHIP and AFIS funding, OCJP assists the Tennessee Bureau of Investigation, other state agencies, and local law enforcement agencies to report criminal history data to the federal government as required by law.

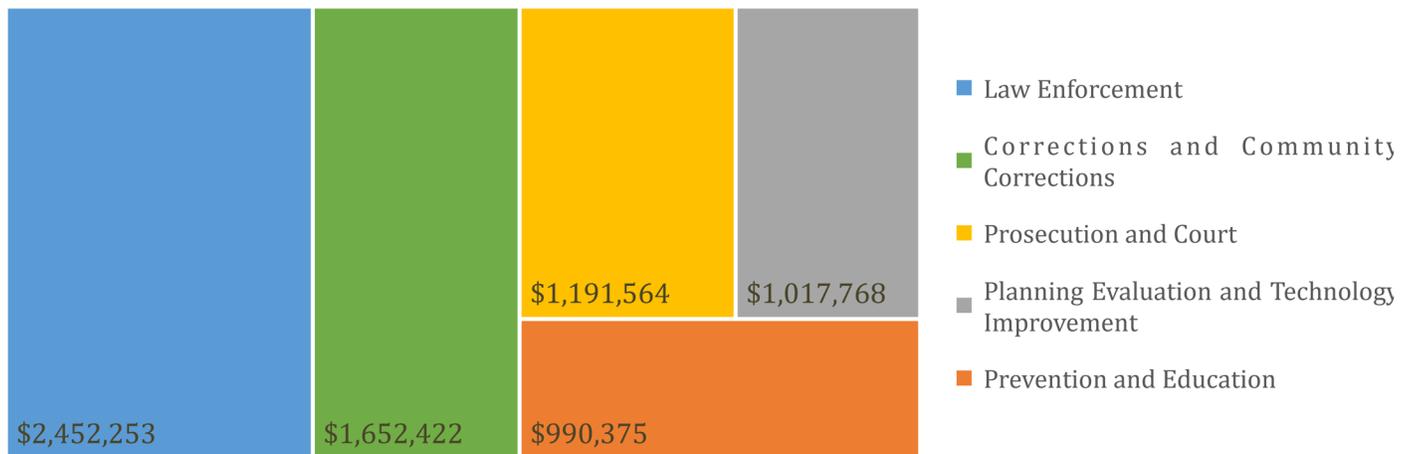
- **NICS Act Records Improvement Program (NARIP)** seeks to address the gap in information available to National Criminal Instant Background Check (NICS) about prohibiting mental health adjudications and commitments, and other prohibiting factors. The NICS Improvement Amendments Act of 2007 was signed in the wake of the April 2007 shooting tragedy at Virginia Tech.

Filling these information gaps will better enable the system to operate as intended to keep guns out of the hands of persons prohibited by federal or state law from receiving or possessing firearms. The automation of records will also reduce delays for law-abiding persons to purchase firearms.

EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT (JAG):

JAG formula grant programs are intended to allow states to broaden their strategies in addressing drug and violent crime issues.

FY21 JAG Funding by Program Area



Tennessee’s JAG formula grant program is instrumental in addressing the priorities set forth by the Governor’s Administration, providing funding for projects such as Family Justice Centers, Gang Task Forces, and Training Professionals. JAG supports projects such as law enforcement, technology improvement, state and community corrections, drug treatment and enforcement, crime victim and witness programs, prosecution and courts, and planning and evaluation. The graph shows how FY21 JAG funds supported various program areas.

In addition to JAG, OCJP recently invested in another innovative crime reduction project, in collaboration with the United States Attorney’s Office (USAO). **Project Safe Neighborhoods (PSN)** is designed to create and foster safer neighborhoods through a sustained reduction in violent crime, including addressing criminal gangs and the felonious possession and use of firearms. The program’s effectiveness depends upon the ongoing coordination, cooperation, and partnerships of local, state, and federal law enforcement agencies, and the communities they serve; all engaged in a unified approach led by the USAO in all 94 districts. PSN provides the critical funding, resources, and training for law enforcement, prosecutors, and their PSN teams to combat violent crime and make their communities safer through a comprehensive approach to public safety that marries targeted law enforcement efforts with community engagement, prevention, and reentry efforts. Through the PSN task force, districts implement the five design features of PSN: leadership, partnership, targeted and prioritized enforcement, prevention, and accountability.

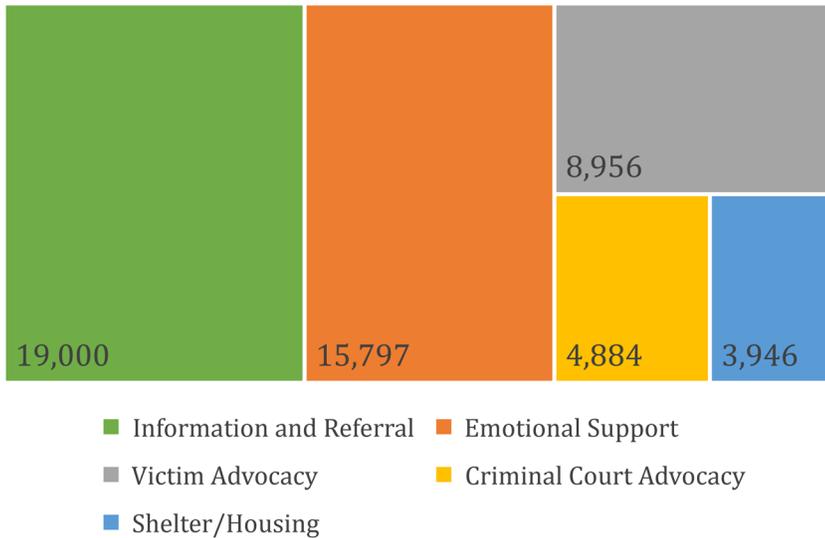
MENTAL HEALTH TRANSPORT:

The Mental Health Transport program was established to assist sheriff’s departments, which are required by Tennessee law to provide emergency mental health transport to individuals who are experiencing a behavioral health trauma and require hospital or treatment resources. All 95 county Sheriff’s Offices are eligible for grant funding. In FY21, 33 counties executed grants to receive training and begin implementing the program. Training was provided through a community partner and addressed Mental Health First Aid. A total of 545 officers from across the state were trained. In total, 8,634 transports were completed in the first year of implementation. In addition to the benefits for individuals served, participating agencies reported several benefits of the program, including increased efficiency of personnel and resources, better relationships with the local community, increased public safety, and improved training for staff.

DOMESTIC VIOLENCE SHELTER AND COMMUNITY BASED PROGRAMS:

Funding for Tennessee’s domestic violence programming comes from the federal fund sources: VOCA and FVPSA, as well as three state Family Violence Shelter (FVS) fund sources: Original Marriage License Fee- TCA 67-4-411; Additional Marriage License Fee- TCA 36-6-413; and Defendant Fine- TCA 39-13-111. TCA 71-6-203 establishes an Advisory Committee on Family Violence Services. The committee, consisting of five members, provides input on the allocation of funds for family violence programs in Tennessee. This committee helped develop the Family Violence Shelter Standards, to which all Tennessee family violence service providers must comply.

FY21 Number of Individuals Served - by Type of Service (Adults and Children)



Funded agencies track their services by type, consisting of: **Information and Referrals** to clients (including referrals to partner agencies, providing information about the criminal justice system, and more), providing **Emotional Support** (counseling and other therapeutic services), **Victim Advocacy** (Order of Protection assistance, securing important documents, safety planning, etc.), **Criminal Court Advocacy** (accompanying a client through their criminal court case against their abuser), and **Shelter/Housing** (providing safe housing, including DV shelter, hoteling and more).

FVPSA supports programs that address incidents of family violence, domestic violence and dating violence by providing immediate shelter, supportive services, and access to community-based programs for victims and their dependents. Many of these programs also receive VOCA funding to support advocacy programming, specific assistance for clients and their families, and other supportive services.

INTERNET CRIMES AGAINST CHILDREN (ICAC):

The ICAC program awards grants to three Metropolitan Police Departments to establish, implement, and operate a statewide network of regional ICAC task forces. This state appropriation-funded program is intended to support the national mission of the Department of Justice: to help state and local law enforcement agencies develop an effective response to cyber enticement and child pornography cases. This assistance encompasses forensic and investigative components, training and technical assistance, victim services, and community education. During FY21, Tennessee’s ICAC units investigated 2,396 crimes against children and made 194 arrests for offenders involved in the sexual abuse of children. State ICAC funds for the City of Knoxville, City of Memphis, and the Metro Government of Nashville & Davidson County allowed investigators to obtain continuing education in forensic data extractions for cellular devices, computers, tablets, and other electronic devices.

METHAMPHETAMINE INITIATIVE (METH):

The Methamphetamine Initiative (METH) was created to address the impact of methamphetamine use and production in Tennessee. This funding assists with the clean-up of contaminated areas and the neutralization of dangerous contaminants. This funding increases awareness of the impact of the use of drugs on individuals and families and it enhances services to assist drug endangered children. METH funding supports the Tennessee

Authorized Central Storage (ACS) Program, implemented by the Tennessee Dangerous Drugs Task Force. In FY21, the Tennessee Bureau of Investigation (TBI) seized 32 clandestine drug labs and removed 874 pounds of hazardous waste. While COVID restrictions affected TBI's ability to host ACS certification trainings, they successfully held one clandestine lab and level A hazardous material certification course for 32 local and state law enforcement officers, as well as an annual clandestine lab recertification training. Eight sessions were held with 298 attending the online training, and 22 attending the in-person training. A total of 145 participants attended one of seven in-person, hands-on and fit testing sessions.

PAUL COVERDELL FORENSIC SCIENCE IMPROVEMENT:

The Paul Coverdell Forensic Science Improvement Grants Program awards grants to states and units of local government to help improve the quality and timeliness of forensic science and medical examiner services. Funds may be used to eliminate a backlog in the analysis of forensic evidence and to train and employ forensic laboratory personnel, as needed, to eliminate such a backlog.

PROGRAMMING FOR RE-ENTRY FROM PRISON OR JAIL:

OCJP administers state and federal funding to expand and enhance the quality and quantity of re-entry services. Re-entry services are targeted to incarcerated individuals who are also victims of child abuse, sexual assault and/or domestic violence, and are provided prior to and upon release from incarceration in adult correctional facilities. These services work to minimize the long-term effects resulting from the past or recent victimization of individuals who are under the jurisdiction of the criminal justice system and who are preparing to re-enter society. Through a partnership with the Workforce Services Division of the Tennessee Department of Labor and Workforce Development, and in alignment with Governor Lee's priority for criminal justice reform, OCJP administers JAG funds to provide resources, services, and training to formerly-incarcerated and soon-to-be-released Tennesseans. The goals of this programming include reduced recidivism rates, improved social mobility, and empowered economic sufficiency of local communities.

Communities began receiving this funding in FY21 and are setting up evidence-based and trauma informed programming, solidifying partnerships, and beginning to provide wrap around trauma informed services that allow for a successful transition back into the community, including individual therapy, group therapy, housing, substance abuse treatment, transportation, and vocational development and employment. Agencies anticipate increases in stability and wellbeing, economic independence, and enhanced parent-child relationships, as well as decreases in recidivism.

Through a partnership with Tennessee Department of Correction, OCJP administers the **Residential Substance Abuse Treatment (RSAT)** program. The goal of the program is to break the cycle of substance abuse, criminal behavior, and incarceration in order to provide a safe and drug-free living and working environment both within state correctional facilities as well as in the local communities to which offenders return. The comprehensive, collaborative approach includes providing mental health and behavioral programming, Medication Assisted Treatment (MAT) services during incarceration and following release, substance abuse counseling, mentoring, transportation, housing, and employment support, and more.

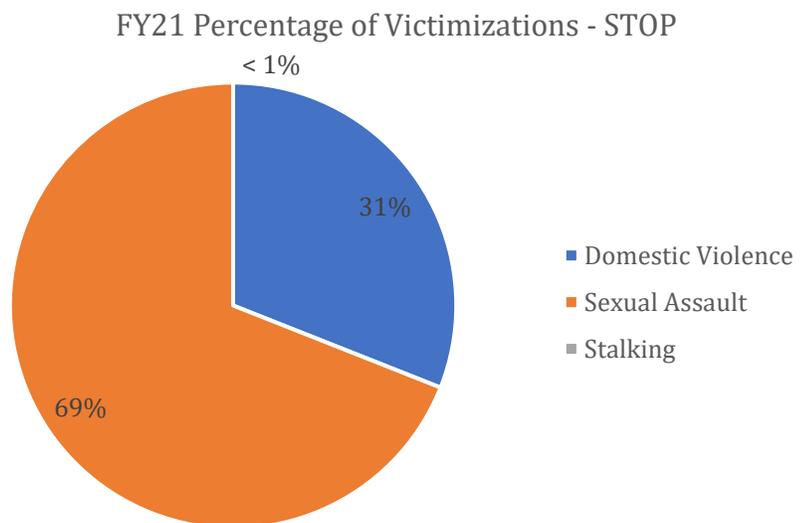
OCJP also received state funding for the Local Jail Evidence-Based Programming Project (EBP) as part of Governor Lee's Re-Entry Success Act of 2021. These funds, which become available in FY22, are intended to help local jails enhance or create evidence-based programming for felony inmates in their custody, with the goals of reducing recidivism and creating safer communities.

SEXUAL ASSAULT SERVICES PROGRAM (SASP):

SASP was created by the Violence Against Women Act (VAWA) and the Department of Justice Reauthorization Act of 2005 and is the first federal funding stream solely dedicated to the provision of direct intervention and related assistance for victims of sexual assault. The purpose of SASP is to provide intervention, advocacy, accompaniment (e.g., accompanying victims to court, medical facilities, police departments, etc.), support services, and related assistance for adult, youth, and child victims of sexual assault, family, and household members of victims, and those collaterally affected by the sexual assault. OCJP also utilizes state sexual assault funding to supplement federal funds. The state sexual assault collection fund is legislated by TCA 40-24-108 and is funded with proceeds from a fine imposed on those convicted of a sexual offense. TCA 71-6-303 establishes an advisory committee, consisting of five members. The committee makes recommendations as to the allocation of funds collected under the sexual assault fund.

SERVICES, TRAINING, OFFICERS, PROSECUTORS (STOP):

STOP grants promote a coordinated, multidisciplinary approach to improving the criminal justice system's response to domestic violence, sexual assault, and stalking. This approach envisions a partnership among law enforcement, prosecution, the courts, victim advocates, and service providers to ensure victim safety and offender accountability. STOP funding is included in VAWA, which was reauthorized in 2013. STOP funding is divided into projects in the following categories: victim services; law enforcement; prosecution; and court. In Tennessee, OCJP uses STOP funding to support innovative sexual assault and domestic violence projects. The percentages represented in the graph reflect the fact that several sexual assault programs – from law enforcement investigators to victim advocates – were supported and enhanced in FY21.



INNOVATIVE PROJECTS

FAMILY JUSTICE CENTERS:

In FY21, four communities across Tennessee continued their extensive efforts towards the opening of a Family Justice Center (FJC). During the second year of a three-year JAG grant, the communities of Anderson County, Claiborne County, Haywood County, and Overton county continued the work of strategic planning, community assessment, and partnership-building in order to open an operational center by July 1, 2021. The new FJCs serve victims of domestic violence, sexual assault, elder abuse, child abuse, human trafficking and other crimes. Beginning in FY21, the agencies also began receiving VOCA funding to support agency staff and operational costs needed to open and serve victims. As a highly collaborative project, partner agencies are located onsite to serve victims and their families including law enforcement, prosecution, non-profit victim services, civil legal assistance, and others as needed to serve the unique needs of the specific community. As a result of many years of hard work in the community, the FJCs are now able to facilitate coordination of the myriad of agencies comprising the local criminal justice and victim service system, which can be overwhelming and dangerous for unsupported victims. These Coordinated Community Response (CCR) teams work to improve the system’s responses to domestic and sexual violence and related crimes, prioritizing victim safety and offender accountability.

The state of Tennessee’s FJC initiative now includes thirteen fully operational centers. OCJP facilitates a Tennessee FJC Advisory Committee which includes all thirteen FJC Directors who meet regularly in promotion of a collaborative network of communities focused on continual improvement. The guidance of the committee was instrumental in the successful opening of the four new FJCs.



COORDINATED COMMUNITY RESPONSE:

At the foundation of each of Tennessee’s FJC projects is meaningful, ongoing coordination among community partner agencies, with the goal of improving the entire local system’s response to victim safety and offender accountability. Nowhere in Tennessee has this model been applied more successfully and creatively than the 8th Judicial District, which houses the Scott County FJC and the newly opened Claiborne County FJC. The nonprofit and government partners that make up the CCR team have leveraged additional state and federal funds to build a comprehensive, highly responsive network of practitioners and service providers in that community. As of FY21, the positions and services supported by OCJP-funded grants includes:

- VOCA-funded CCR Specialists (Scott & Claiborne Co)
- JAG-funded FJC Coordinator (Claiborne Co)
- VOCA-funded FJC Director & Navigators (Scott & Claiborne Co)
- STOP-funded DV Investigator (Scott County Sheriff)
- VOCA-funded Sexual Assault Response Team Coordinator & Advocate (SAI)
- FVPSA-funded Domestic Violence Shelter (Scott Co Shelter Society)
- VOCA-funded Child Advocacy Center (Children’s Center of the Cumberland)
- VOCA-funded Victim Witness Coordinator (DA’s Office)
- STOP-funded Domestic Violence Court (Scott County Circuit Court Clerk’s Office)
- STOP-funded prosecutor (DA’s Office)
- VOCA-funded Legal Aid attorney (Legal Aid Society)

The Scott County CCR team serves as a pioneer model in the nation, having been selected as one of only nine Rural Justice Innovation Sites to serve on the National Center for State Courts' Rural Justice Collaborative. The STOP-funded DV Court in Scott County was also selected as a mentee court by the Center for Court Innovation.



Grand Opening of Scott County FJC, 2018

The CCR team operates on what it calls PATSI principles: Partnership, Accountability, Technology, Safety, and Immediacy. Through more than five years of capacity building, training, staffing, needs assessments, careful evaluation, and a willingness to pilot innovative interventions, the community's system-level improvements have yielded increased DV arrests and prosecutions, increased use of Orders of Protection for victims and their families, increased access to housing, medical, mental and emotional health services for victims and their families, and a demonstrable systems-level enhancement in the community's understanding and approach to domestic violence.

RESPONDING TO COVID:

Digital Transformation: Coronavirus Emergency Stimulus Funds (CESF) and Tennessee Bureau of Investigation

The Tennessee Bureau of Investigation (TBI) has faced many COVID-related technical challenges on its enforcement side. During the pandemic, TBI's Internet Crimes Against Children (ICAC) personnel have observed a large increase in CyberTips from the National Center for Missing and Exploited Children, believed to be related to children having an increased time at home and access to technology. TBI has also faced challenges processing the computers and mobile devices seized during ICAC investigations. This poses a particular challenge during the pandemic, because having multiple examiners present in the office at the same time increases the danger of all of the specialists having to be quarantined at the same time.

Based upon the increasing trend and the importance of these cases, technological support was needed to ensure that TBI can handle the increased workload without experiencing any slowdowns due to remote work and/or quarantine situations. In addition, the virtualization of TBI's digital forensics workflow permits examiners to conduct their work remotely, increasing both efficiency and safety, and minimizing the impact of the need to quarantine personnel.

CESF funding has allowed TBI to upgrade the way it processes ICAC CyberTips and the way it analyzes the devices seized as evidence during ICAC investigations. Foremost in this response has been the integration of TBI's case management system with the ICAC CyberTips system. This integration allows for the initial processing of tips to occur automatically and is not only faster than the previous method, which required human assistance, but also allows TBI staff to remotely prioritize, assign, and track these CyberTips. In addition, the virtualization of the digital evidence processing in ICAC cases empowers remote analysis and review of ICAC evidence.

This project represents a monumental step forward in efficiency for the state. The combination of automation and remote access promotes the CESF goal of supporting innovation as a response to COVID-19 by minimizing the number of TBI staff who must be on-site and in close proximity while preparing CyberTips for investigation and conducting digital forensic examinations.

HUMAN TRAFFICKING:

OCJP allocated VOCA funding to support six agencies' work across the state to combat human trafficking in FY21: End Slavery TN (Nashville), Memphis Leadership Foundation (Memphis), Community Coalition Against Human Trafficking (Knoxville), Seventh Well (Chattanooga), Rescue 1 Global (Middle Tennessee) and Street Grace (Chattanooga). In FY21, OCJP administered more than \$2.5 million to these agencies providing comprehensive services to victims of human trafficking, including:

- **Immediate Health and Safety Services** which respond to the immediate emotional and physical needs, such as crisis intervention, accompaniment to hospitals for medical examinations, crisis line counseling, emergency food, clothing, transportation, and shelter.
- **Mental Health Assistance** providing support services to victims to better understand the dynamics of victimization and to stabilize their lives through counseling, group treatment, and therapy.
- **Advocacy in Criminal Justice Proceedings** on behalf of human trafficking victims including accompaniment to criminal justice offices and court, transportation to court, notification of victims regarding trial dates, case disposition information and parole consideration proceedings, restitution advocacy, and assistance with victim impact statements.

In addition to these direct services, OCJP has assisted with funding to enhance the criminal justice response to human trafficking. State and federal funding has been provided to the Administrative Office of the Courts to create a validated risk assessment to identify possible victims in juvenile court and training for judges on this topic. The General Assembly passed TCA 49-6-3004 which required that beginning with the 2019-2020 school year, each local board of education shall require that each teacher employed by the board receive a one-time in-service training on the detection, intervention, prevention, and treatment of human trafficking in which the victim is a child. OCJP provided federal VOCA funding to End Slavery to create an online training in collaboration with the Tennessee Department of Education to meet the requirement.

OCJP participates in the Southeastern Regional Human Trafficking Task Force, which is coordinated by the Department of Health and Human Services Administration for Children and Families. Tennessee has been a leader in the nation and shares the work of the state in these meetings. The Tennessee Bureau of Investigation coordinates the Tennessee Human Trafficking Task Force, of which OCJP is a member.

CHILDREN'S ADVOCACY CENTERS (CAC):

Tennessee CACs provide services to child victims of sexual and severe physical abuse in a safe, child-friendly environment. CACs provide trauma-informed services that include forensic interviews, therapy, advocacy, court orientation, medical examinations, and child and family advocacy. A CAC is a unique setting where victims can receive services in one place. Law enforcement, child protective services, prosecution, and medical and mental health professionals share information to develop effective, coordinated strategies that are responsive to the needs of each unique case and child.



Grand opening 12th JD CAC, 2021

OCJP first began funding CACs in 2011 with state funding, supporting 13 CACs that first year. Since then, funding has increased with OCJP supporting 28 CACs serving 31 judicial districts through VOCA funding in FY21. The Tennessee Department of Children’s Services (DCS) also administers funding to support CACs in Tennessee.

In FY21, the 12th Judicial District opened its CAC using state funding to provide start-up support. With the opening of this CAC, which serves the counties of Bledsoe, Marion, Sequatchie, Rhea, Franklin, and Grundy, there is now a Children’s Advocacy Center in every judicial district in the state of Tennessee. Thanks to the support and creativity of so many, child victims and their families have access to a CAC, no matter where they live in the state.

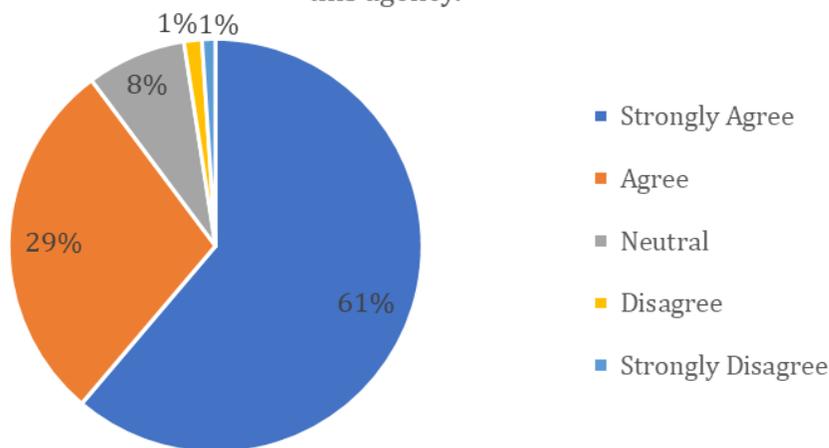
PROGRAM OUTCOMES

OCJP is invested in evaluating the longer-term impact of grant funded programs. To that end, OCJP subgrantees are required to annually report data on program outcomes, which are defined in each agency’s grant contract, and are generally collected via a survey that is distributed to program clients during the course of their experience with the program agency. Depending on the type of program, the surveys include a set of standardized, required measures, as well additional optional measures that may be selected by the agency. The surveys capture the outcome measures using a Likert scale: (Strongly Agree, Agree, Neutral, Disagree, and Strongly Disagree).

Since the surveys are completed by the clients themselves, the purpose of the survey is to evaluate self-reported changes in the knowledge, perceptions, and feelings of each client, with the goal of improving and empowering the client through the program interventions.

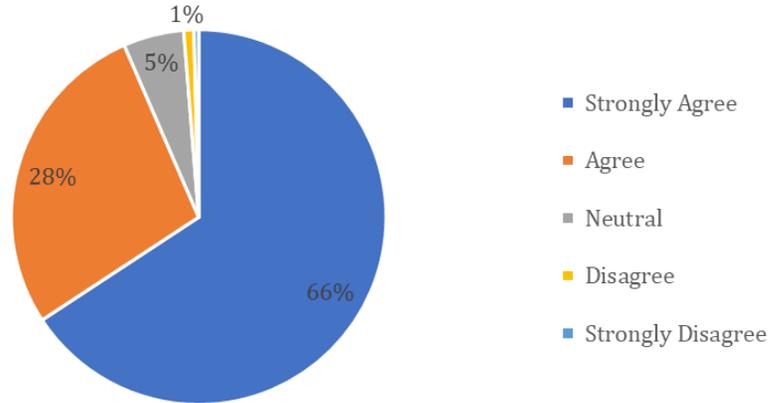
The first question is designed to measure any increase in the client’s reported sense of safety and security. The question that the client answers is, “My immediate sense of safety and security has increased as a result of the services that I received from this agency.” In FY21, approximately 90% of OCJP-funded agencies responded that they either “strongly agree” or “agree” with this statement.

My immediate sense of safety and security has increased as a result of the services that I received from this agency.

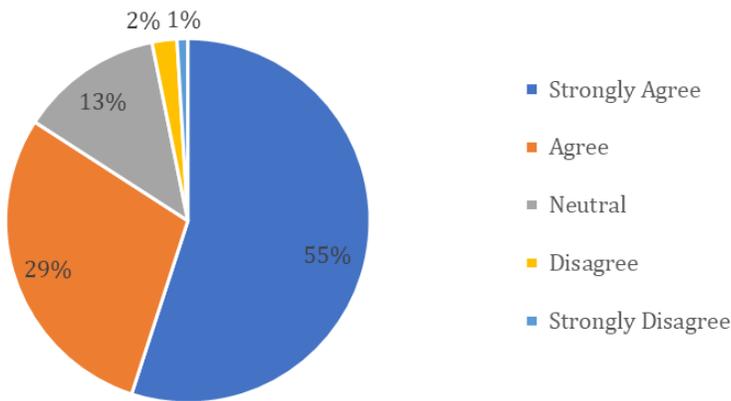


Another key goal of the various programs that OCJP funds is that of providing information and education to clients about the complex systems they rely on for service. Individuals who come into contact with an OCJP-funded program should walk away from that program feeling more knowledgeable than when they arrived. This education takes different forms depending on the type of agency and may include providing an explanation about what to expect at court, supplying a list of available resources and ways to access them, and making warm referrals to partner agencies within the community.

I am more knowledgeable of the services and community resources available to victims of crime.



I am more knowledgeable about the criminal justice system.



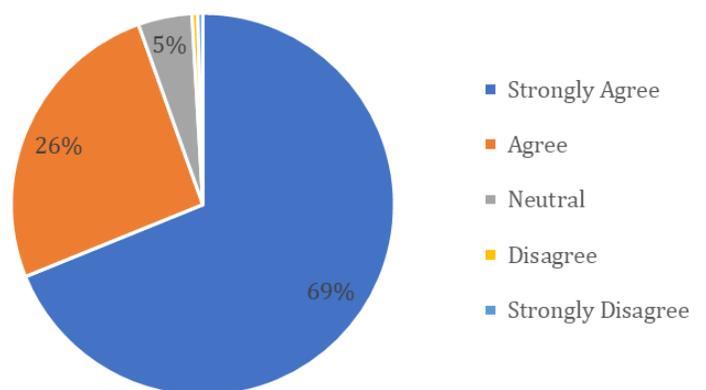
In FY21, approximately 94% of surveyed clients reported that they “strongly agree” or “agree” with the statement, “I am more knowledgeable of the services and community resources available to victims of crime.” Whereas, approximately 84% of surveyed clients reported that they “strongly agree” or “agree” with the statement, “I am more knowledgeable about the criminal justice system.”

OCJP-funded programs assess client satisfaction with the services they provide. In one way, this is considered an immediate outcome, in that it

reflects the client’s experience of a service they’ve very recently received. However, it can also be considered an indicator of the client’s willingness to potentially return to the agency for additional assistance in the future and to recommend others to the agency for assistance. It could even indicate the client’s trust in the agency or program. Through this lens, the “satisfaction” survey measure is one of the most important in evaluating the impact OCJP funded programs have on the communities and individuals they serve. In FY21, approximately 95% of surveyed clients reported that they “strongly agree” or “agree” with the statement, “I am satisfied with the services I have received through this agency.”

Because clients are often vulnerable and in crisis when receiving services from an OCJP funded agency, each agency has the discretion to determine the appropriate time to ask their client to complete the survey. While clients are encouraged to complete the survey to assist the agency with process improvement, they are never required to do so.

I am satisfied with the services I have received through this agency.



MONITORING

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

The OCJP Program Management unit is responsible for performing program monitoring activities in accordance with 2 CFR 200 - Uniform Guidance (Electronic) issued by the Federal Office of Management and Budget (OMB) and the Tennessee Department of General Services, Policy 2013-007, to ensure that federal and state awards are used for authorized purposes in compliance with laws, regulations, and the provisions of contracts or grant agreements and performance goals are achieved.

MONITORING OVERVIEW:

The purpose of OCJP Monitoring is to determine contracted agencies' compliance by:

- Adhering to 2 CFR 200 - Uniform Guidance, Department of Justice Financial Guide, and all related supplemental guidance and special conditions,
- Adhering to Policy 2013-007 requirements,
- Adhering to contract requirements, and
- Adhering to the Tennessee Office of Criminal Justice Grants Manual requirements.

Monitoring supports OCJP's mission by:

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

The Assistant Director, Quality Assurance provides oversight of the monitoring function. Monitoring is performed by program managers and fiscal monitors, who review implementation of the grant funded project, including activities performed with grant funds and expenses incurred by the grant.

Subrecipient agencies are required to submit a Corrective Action Plan (CAP) for findings and observations within 30 calendar days after the report is issued. The CAP must outline strategies to correct the specific finding(s) and observation(s) as well as avoid findings of similar nature in the future.

Program managers are responsible for ensuring receipt of an acceptable CAP and approving it within a specific timeframe. In addition, program staff use information gathered during the monitoring visits and the findings summary to identify areas for training and technical assistance during the year. This information may also be taken into consideration in the application process. It is critical for agencies to align with the OCJP strategic plan and demonstrate capability of providing quality programs to their clients and beneficiaries in order to receive funding. The monitoring process, including receipt and approval of acceptable CAPs, helps improve the system of criminal justice and victim services for the state of Tennessee. A concerted effort by program and fiscal staff to hold agencies accountable for programs and projects that benefit their communities will help OCJP realize its goal of working for a safer Tennessee.

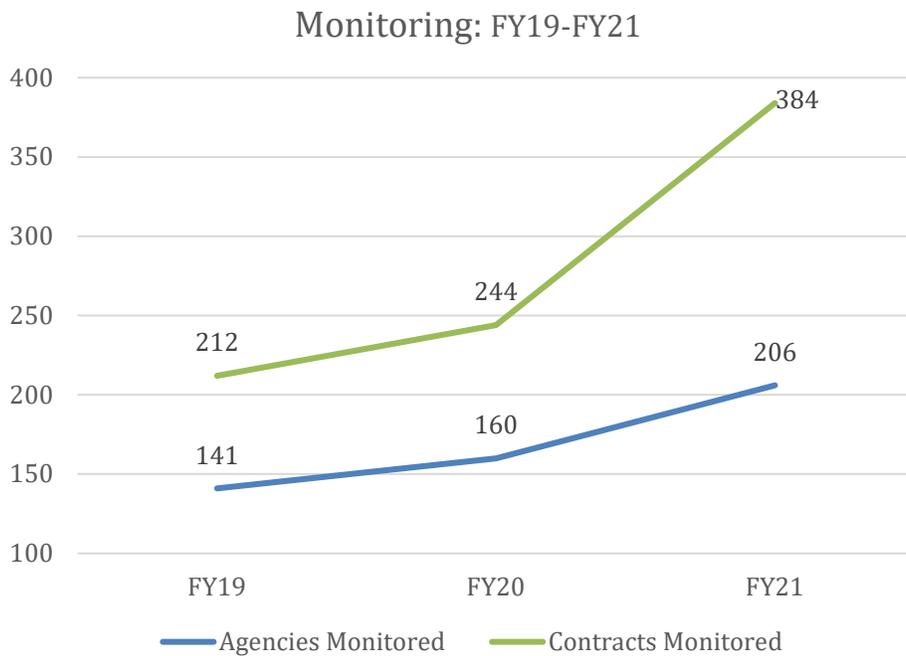
SUMMARY OF FINDINGS:

In FY21, OCJP monitored 206 agencies with 383 contracts to ensure compliance with state and federal grant requirements. This represented 62% of the total number of contracts and 42% of the total dollar amount of available grant funds. There were 136 findings of non-compliance and 28 observations for improvement. This is compared to 160 agencies with 244 contracts with 312 findings and 21 observations in 2020.

MONITORING SUMMARY:

OCJP faced numerous monitoring challenges in FY21. The most significant hurdle was again addressing COVID-19, which increased the overall monitoring caseload and prevented on-site monitoring visits for the entire cycle.

For three consecutive years, OCJP program managers and fiscal monitors broke office records with contracts monitored and reports issued. However, this increase in the number of contracts and subrecipients monitored did not correlate to an increase in findings. OCJP attributes this reduction to enhanced training and technical assistance for new subrecipients. The historic monitoring accomplishments in FY21 are further illuminated by the disruption of the monitoring cycle due to an extended contracting cycle. Feedback received from agencies indicated overall satisfaction with the monitoring process, the professionalism of the program and fiscal monitors, and the way the monitoring was conducted.



FISCAL UNIT

During FY21, there were additional internal process enhancements that strengthened fiscal oversight and subrecipient compliance, including:

- OCJP fiscal staff improved the review of financial information submitted to the office,
- New agencies received extra technical assistance and fiscal review prior to their first invoice submission,
- The office increased the frequency of expenditure reviews for all contracts,
- The monthly contract reconciliation process was enhanced to give a better overall view of the agencies contract spending; and,
- Enhancements were made to administrative time to accurately reflect project costs.

These process enhancements ensure compliance in administration of the federal and state awards. Additional tasks aid OCJP in ensuring projects are properly implemented and comply with fiscal requirements.

OCJP was part of the TN Department of Finance and Administration's Single Audit, as well as the Comptroller of the Treasury (COT) VOCA Single Audit. As with any audit or review, there were opportunities for OCJP to share the positive work that is done as good stewards of state and federal funding, and to enhance procedures and practices. The fiscal unit also played a critical role in administering the emergency funds for agencies and communities responding to COVID throughout the state.

SUMMARY

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

In furtherance of this mission, OCJP implements a rigorous strategic planning process that includes continued collaboration with federal, state, and local stakeholders to identify needs, gaps in services, potential funding streams, and best practices in program development, implementation, and evaluation.

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