

# TENNESSEE OFFICE OF CRIMINAL JUSTICE PROGRAMS

## *FY 2015 Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement Update*



*Prepared by:*  
Office of Criminal Justice Programs  
Department of Finance and Administration  
Tennessee Tower, 18<sup>th</sup> Floor  
312 Rosa L. Parks Ave.  
Nashville, Tennessee

## **Chapter 1. Summary:**

*This section updates the 2012 Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement.*

The Office of Criminal Justice Programs (OCJP), which is located within the Tennessee Department of Finance and Administration and serves as the State Administrative Agency for the Edward Byrne Justice Assistance Grant Program in Tennessee. For two decades, this Program has provided a vehicle for seeding and pioneering new programs in Tennessee.

The Criminal Justice Unit works within OCJP to stimulate a multi-faceted response to crime and victimization in Tennessee and supports the improvement of the infrastructure of the state's criminal justice system to enhance public safety. As part of this strategic plan, the CJU also considers the priorities and funds available in the other Federal and State funding streams it administers.

Federal grant sources include:

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

State funding sources include:

- Automated Fingerprint Identification System Funding (AFIS)
- Internet Crimes Against Children Funding (ICAC)
- Automated Victim Notification Funding
- Ignition Interlock System Program
- Multiple other direct state appropriations to local agencies

With this annual update, the Criminal Justice Unit proposes to continue the Multi-Year Statewide Strategy laid out in its *2012 Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement*. The Criminal Justice Unit continues its commitment to reduce the incidence of drug violations and violent crime within the State's boundaries, in accordance with the National Drug Control Strategy's priorities.

This plan specifically targets evidence-based interventions that support the Governor's Public Safety Action Plan. In 2012, Governor Haslam and his cabinet unveiled their plan to the citizens of Tennessee. The Tennessee Office of Criminal Justice Programs participates in planning meetings and has identified areas of the plan where OCJP can impact the outcomes through funding projects. Specifically, OCJP is targeting priority areas that address the following areas with JAG funding:

- Domestic Violence
- Methamphetamine production and distribution
- Human Trafficking
- Gang Activity
- Re-entry from incarceration to communities
- Other Drug and Violent Crime Activity
- Technology and Planning/Evaluation

## **Chapter 2. Data and Data Analysis**

*This section updates the 2012 Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement. No significant changes to our process or data have occurred.*

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

The Criminal Justice Unit takes a data-driven approach and includes input from practitioners on the local, state and federal levels to assist in influencing its strategy. The CJU gathers practitioner information through a variety of planned information gatherings, training conferences and seminars, as well as through informal meetings and surveys.

The data on violent and drug-related crime suggest that three trends are continuing in Tennessee. They correspond with the national strategy's priorities:

- Community crime rates and judicial workloads are being influenced by a long overdue increase in the system's attention to domestic violence cases. Tennessee's population is also changing, and related factors are influencing crime and delinquency (e.g., pockets of poverty and school dropout rates are corresponding with areas of drug-related crime). Tennessee is experiencing exponential growth in the numbers of non-English-speaking people, especially in the central parts of the state. That trend over-taxes the criminal justice system's ability to process arrests and adjudications. These are the kinds of issues that drive the need for community-based policing, school-based drug education services, victim advocacy, court diversion and court support alternatives.
- According to an April 2011 Pew Center report titled "State of Recidivism: The Revolving Door of America Prisons" the national offender recidivism rate is 40%. Building coping skills during the incarceration period is our greatest opportunity for effective treatment, which reduces repeat episodes. However, state corrections data indicate that Tennessee's prison populations continue to grow at a steady pace. Residential drug treatment programs, offender reentry programs and community-based offender treatment programs are needed, but so are drug courts and other diversion alternatives that have demonstrated their effectiveness.
- The 2012 edition of the FBI's annual report *Crime in the United States* ranks Tennessee as number one in violent crime per 100,000 inhabitants. In the drug enforcement arena, methamphetamine continues to be a serious issue for Tennessee, which has the dubious honor of hosting *both* major trafficking routes *and* a significant production industry in the southeastern part of the state. Tennessee is also at risk for the distribution of abused and diverted prescription drugs such as Oxycontin and Hydrocodone.

OCJP's Criminal Justice Unit will monitor these trends and the data in the coming year, and continue to make funding decisions to impact these trends and reduce crime and victimization.

For the FY 2015 planning process, the CJU met with OCJP leadership and looked at current funding across Tennessee, reviewed data collected from our various state level partners, including but not limited to: The Tennessee District Attorney Generals Conference, the Tennessee Department of Correction, the Tennessee Chiefs of Police Association, the Tennessee Sheriff's Association, the Tennessee Bureau of Investigation, the Tennessee Department of Safety, the Tennessee Multi-Jurisdictional Drug Task Force Directors, the Tennessee Methamphetamine and Pharmaceutical Task Force, the Tennessee Regional Organized Crime Information Center, the Tennessee Re-Entry Committees, the Tennessee Office of the Chief Medical Examiner, the Tennessee Department of Mental Health and Substance Abuse, the Tennessee Community Crime Reduction Projects and others.

In November 2013, the CJU hosted a meeting of local criminal justice practitioners, representing judges, District Attorney Generals, public defenders, Chiefs of Police and Sheriffs. These professionals brought decades of experience in their respective fields to bear on OCJP's strategic planning process. They provided valuable insight on the current needs in local communities and offered their expertise on problems, needs and possible solutions in the Criminal Justice System. This group identified the following possible opportunities for improvement:

- Training and informational meetings such as Summits
- Basic Law Enforcement Equipment needs
- Victims Programs such as
- Transitional programming for inmates that offer the greatest opportunity to reduce recidivism
- Increased evidence-based programs for community supervision of offenders to reduce recidivism
- Juvenile Court and School Intervention Strategies to include:
  - Moral Reconciliation Therapy (MRT)
  - Positive Action
  - Gang Resistance and Education Training
  - SRO led classes in life skills, citizenship and taking responsibility
- Improvements to the Court system such as:
  - An integrated and automated computer system
  - Video capabilities between courts and jails
  - Pretrial Diversion programs
  - Pilot pretrial release programs
  - Sentencing Advocates to identify appropriate resources for defendants
- Continued emphasis on coordinated law enforcement efforts in:
  - Drug Enforcement
  - Gang Interventions
  - Domestic Violence Response
  - Local Community Crime

Their insight confirmed needs expressed in meetings with our state level partners and enhanced this strategic planning process. .

Each fall, OCJP staff reconciles the grants that were allocated with the funds expended. After the reconciliation process, the Criminal Justice Unit is able to begin its strategic planning process. For FY 2015, the CJU anticipates allocating new JAG funds to state and local entities.

### **Chapter 3: Resource Needs and Gaps**

*This section updates the 2012 Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement. No significant changes to the approach will be undertaken. The information below demonstrates initiatives that will be emphasized during FY 2015.*

Tennessee maintains a strong state level planning and implementation approach to reducing crime. Governor Haslam's Public Safety Action Plan is a unique approach to addressing crime in Tennessee, in that it requires Department leads to act in coordination with each other and leverage resources to address Tennessee's most pressing crime issues, rather than a more traditional approach of these agencies taking a silo approach and addressing the needs on their own and in their own way.

***System Weaknesses in Gang Intelligence:*** One weakness identified early on was gap in intelligence related to known gang members. These gang members cross jurisdictional and geographical boundaries and the technology to track these members was missing. As a result a partnership was developed between the Tennessee Department of Correction and the Tennessee Bureau of Investigation to enhance the tracking of known gang members across the state via the creation of a Tennessee gang database that local law enforcement agencies can access.

***System Weaknesses tied to Domestic Violence:*** While the overall violent and drug related crime in Tennessee has gone down, the amount of crime classified as domestic violence continues to be the root cause for over 50% of all crimes against the person in Tennessee. In 2012, 390 murders occurred in Tennessee and 21% of those were attributed to domestic violence. Tennessee had 30,818 aggravated assaults reported in 2012 and 38% of those were attributed to domestic violence. The impact of crime against the person as a result of domestic violence is clear. A high percentage of the overall crime against the person is related to domestic violence.

A 2013 report by the Tennessee Economic Council on Women found that, in 2012, domestic violence, human sex trafficking, and sexual assault cost Tennessee at least \$886,171,950. The majority of this expense was manifest in tax dollars and health care payments, but charity, lost wages, workplace expenses and inefficiency played significant roles as well. Additionally, while the Economic Council cannot provide an exact estimate, it appears that domestic and sexual violence committed against women likely influenced the needs of the children who received a majority of the Department of Children's Services 2012 operational spending, which, itself, totaled approximately \$527.6 million<sup>1</sup>.

The Governor's Public Safety Action Plan identifies action steps to be taken to reduce the level of violence in the home.

One of the action steps which support the recommendations made in 2006 and 2013 by the Tennessee Economic Council on Women, is to increase the number of Family Justice Centers in the state. To date, Memphis and Knoxville both have fully operating Family Justice Centers. With grant funding through OCJP, Nashville, Chattanooga and Cookeville began planning for Family Justice Centers in FY 2014. The OCJP Experts Roundtable Panel has also identified a need for housing for the victims of human trafficking, especially where juveniles are involved.

---

<sup>1</sup> Tennessee Economic Council on Women, The Economic Impact of Violence Against Women in Tennessee: Executive Summary. Pg. 5

The Criminal Justice Unit has been monitoring this trend for the current planning period and will leverage state and federal funding to support programs geared toward prevention and enforcement of existing policies and laws, while at the same time supporting programs that increase victim safety and batterer accountability.

***System Weakness Tied to Crime Prevention and Education Activities:*** Tennessee is bordered by 9 states, more than any other state. There are six major interstate highway systems, with 37 of Tennessee's 95 counties having an interstate pass through it. This makes Tennessee an ideal location for human and drug trafficking. Tennessee has seen a continued increase in human trafficking, and has taken steps to address this crime.

A lack of public awareness as to the dangers of methamphetamine and prescription drugs continues to be an issue in this State. The addictive nature of prescription pain medication and methamphetamine as well as the ease in obtaining the prescription and low cost and simplicity of producing methamphetamine make it difficult to combat their use. Traditional methods of enforcement and treatment alone have had little effect on mitigating this problem. Therefore a combination of public awareness, enforcement and treatment methodologies is necessary. Efforts to educate the public as well as medical practitioners have taken on increased meaning. Educating treatment providers (done by Dept. of Mental Health) and law enforcement officers/agents continues to be a part of the education strategy as well.

In the area of child sexual abuse and human trafficking Tennessee's identification and tracking of these cases is sporadic at best. The extent to which these cases are occurring is unknown but the heinous nature of these crimes is such that it has become a priority. Therefore efforts are needed to inform the public of how to identify child sexual abuse and human trafficking and steps to be taken in reporting it. The same is needed with regard to law enforcement especially with regards to human trafficking.

As the economy struggles State and local budgets feel the crunch. Often times the first cuts made are to training. Unfortunately training is what makes the criminal justice practitioners more professional and use their dollars wisely. The training offered makes practitioners in prevention, law enforcement, courts and corrections more efficient and effective. Efforts to continue and expand training for criminal justice personnel are being made at OCJP.

***System Weaknesses tied to Court Services:*** As with other States Tennessee's court system is burdened by overflowing dockets of repeat offenders. These cases take time away from judges, prosecutors and defense attorneys forcing the system to make decisions based on system caseload rather than individual justice. Systems become bogged down because repeat offenders continue to cycle into the system without the root causes for their criminality being met. Many of these defendants could be diverted from the system permanently if they were appropriately assessed on the front end and afforded the appropriate treatment plan.

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

***A Lack of Evidence-based and Data Driven Programs/Strategies:*** For several years now the Office of Criminal Justice Programs has been working with criminal justice agencies throughout

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

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

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

OCJP has been working with agencies as well as cities and counties to provide training, technical assistance and funding to bring partners together to develop multi-pronged, sustainable strategies to combat crime.

***Issues with Dated Law Enforcement Equipment in Economically Depressed Areas:*** Smaller agencies often work on outdated equipment that can hinder law enforcement activities and be dangerous for the officers. The rural areas of Tennessee have numerous law enforcement agencies who can ill afford to replace worn out or non-existent modern technology. Grants from the Federal government rarely make it to these agencies due to parameters around population. OCJP works with these agencies to fund one time equipment purchases to assist in upgrades.

#### **Chapter 4: Tennessee's Priorities and Select Responses**

*This section updates the 2012 Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement. No significant changes to the priorities will be undertaken. The information below provides a review of the priorities that will be emphasized during FY2015.*

**Multi-jurisdictional Response to Gangs:** As part of the approach to mitigate the effects of an influx of gangs in west Tennessee and to gangs coming up from Atlanta, OCJP has started and will continue to fund projects which are multi-jurisdictional in nature and which employ data-driven and/or evidence-based approaches. Multi-jurisdictional Gang Task Forces and other data driven approaches have been supported by OCJP. Additionally, OCJP has supported the Tennessee Gang Investigators Association in their efforts to do regional trainings across the State. These efforts have aided in the gathering of intelligence on gangs and their individual

members across the State and has assisted in solving multiple serious violent crimes and obtain convictions on some high level gang members.

***Response to Violence in the Home:*** OCJP takes a multi-pronged approach to assist in the mitigation of this issue. In addition to the multitude of services offered to victims of crime through the Victim Services Unit fund sources, OCJP uses Justice Assistance Grant (JAG) funds to augment these traditional victim service funds. Domestic Violence Shelter Director training and Child Advocacy training and technical assistance efforts are supported by OCJP staff and funds. Legislation has been passed, and the Governor's Public Safety Action Plan has action steps to address human trafficking. Human trafficking training and research is also supported by this office.

Additionally, as a result of the Governors Public Safety initiative OCJP is leading the expansion of Family Justice Centers across the state. The Family Justice Center model has been identified as a best practice in the field of domestic violence intervention and prevention services by numerous local, state and national organizations including the United States Department of Justice. The documented and published outcomes (See Casey Gwinn, Gael Strack, Hope for Hurting Families: Creating Family Justice Centers Across America, Volcano Press 2006; "The Family Justice Center Collaborative Model," 27 St. Louis University Public Law Review, 79, 2007, pp. 79-120) in the Family Justice Center model have included:

- Reduced homicides;
- Increased victim safety;
- Increased autonomy and empowerment for victims;
- Reduced fear and anxiety for victims and their children;
- Reduced recantation and minimization by victims when wrapped in services and support;
- Increased efficiency in collaborative services to victims among service providers;
- Increased prosecution of offenders; and
- Dramatically increased community support services to victims and their children.

Using a model of collaboration to provide "wraparound" services from one location, the Family Justice Center concept seeks to marshal all available resources in a community into a coordinated, centralized service delivery system with accountability to victims and survivors for the effectiveness of the model.

The Criminal Justice Unit will continue to support the growth of Family Justice Centers through the funding of additional local communities in the start-up of a Family Justice Center as well as through the continued funding of a technical assistance provider to assist local communities in starting Family Justice Centers. The CJU will look at other possible opportunities to support domestic violence offender accountability, such as global positioning systems, batterer intervention programming, and victimless prosecution in future projects.

***Criminal Justice Professionals Education:*** The Criminal Justice Unit will continue to provide funds to projects to address human trafficking. OCJP will continue to support projects that educate professionals, such as law enforcement and social workers, as well as projects that educate the community at large, such as churches and local civic groups. This office has and will continue to fund training to law enforcement. The following projects have been or may continue to be funded:

- Human Trafficking
- Child Abuse
- Domestic Violence
- Advanced Criminal Investigation (at the National Forensic Academy in Oak Ridge)
- Law Enforcement Management Institute

- Gangs Investigations
- Narcotics Investigations
- Community Crime Prevention
- Critical Incidence Teams (LE dealing with the mentally ill offender)
- Peer-led Traumatic Incident Stress Management Education

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

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

OCJP has also funded equipment and training needs for both the Public Defenders as well as Judges through the Public Defenders Conference and the Administrative Office of the Courts respectively. It is the intention of OCJP to continue to assist the courts in the administration of justice by providing funding opportunities in the area pre-trial services to local jurisdictions as well as assist in statewide infrastructure issues. Funding may be available for local jurisdictions to implement projects which will improve efficiency and effectiveness. Projects may include:

- Video conferencing for arraignment and other hearings
- Defendant Needs Assessment and referral Program
- No bond pre-trial release alternatives
- Other pre-trial services

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

***Data-Driven, Location-Based Strategies to Crime Reduction:*** Tennessee has been a leader in implementing evidence-based interventions to reduce crime in local communities. A major goal was to demonstrate how strategic program planning could use actionable crime data and inter-agency collaboration to overcome barriers that were inhibiting crime reduction, by building local approaches that would survive after the funding ended.

OCJP's innovation was creating a specialized solicitation that required selected localities to come up with a data-driven strategy to impact the local drivers of their high crime rates. Strategies were to be collaborative, addressing not one or two, but three approaches: prevention, enforcement and offender intervention. Cities were also required to have an evaluation partner to help evaluate crime trends, and assist with data collection. The targeted grants required many hours of training and TA prior to grant awards.

Beginning in the 2010 strategic planning cycle, OCJP initiated the Targeted Community Crime Reduction Project (TCCRP), focusing targeted resources on five mid-size Tennessee cities

(Clarksville, Cleveland, Columbia, Jackson, and Murfreesboro) with high rates of violent and drug-related crime. By FY 2013, 6 cities were operating TCCRPs including Johnson City. These projects are evidence based and use proven strategies to reduce crime. Projects use the [www.crimesolutions.gov](http://www.crimesolutions.gov) website to locate effective programming. Projects include evidence-based programs such as:

- **Hot Spots Policing and Broken Windows:** These practices have found that crime is likely to flourish in areas with high levels of physical and social disorder. It entails the use of broken windows policing, also known as disorder policing, to produce a crime-reduction effect by improving order in problem areas. The program is based on the idea that, by reducing overall disorder, conditions will improve and crime will be reduced. The program uses a problem-oriented policing approach to concentrate specifically on the reduction of nuisance crime, in combination with a hot spots policing approach to target specific high-crime areas.
- **Positive Action:** The program is designed to improve youth academics, behavior, and character. It uses an audience-centered, curriculum-based approach to increase positive behaviors and decrease negative ones. It relies on intrinsic motivation for developing and maintaining positive behavioral patterns and teaches skills focused on learning and motivation for achieving success and happiness for everyone.
- **Specialized Multi-Agency Response Team (SMART):** Once a site has been identified, the police visit the area and meet with various stakeholders (such as community representatives, landlords, and business owners) to establish working relationships. Police attempt to communicate to the stakeholders that they (the police) are invested in cleaning up the area. The police suggest simple crime prevention measures and explain landlords' rights and tenants' responsibilities. Activities can vary by site and include alternative, problem-solving tactics as well as traditional law enforcement tactics.

For FY 2015, the CJU proposes to research evidence-based programming that could be utilized in a TCCRP that targets the crime of domestic violence, and to initiate a domestic violence TCCRP in a future fiscal year.

### Tennessee's Targeted Community Crime Reduction Projects



In FY 2014, three TCCRPs ended, Cleveland, Jackson and Murfreesboro. The three projects implemented unique designs with evidence-based programming. All three TCCRPs drove

enforcement action with data, and changed the ways their communities collaborated. Two projects demonstrated measureable reductions in blight, and noticeably improved residents' perceptions of change, while two TCCRP's improved students' resistance to gangs, drugs and crime. Jackson demonstrated a 20% reduction in TIBRS rates of targeted violent crimes. Murfreesboro showed anecdotal evidence of reduced gang crime; which was strong enough for the city to continue the Gang Unit after the grant ended. Cleveland's community partners reported perceived reductions in criminal activity, and found that community collaboration was the most important change for their community in addressing crime. OCJP will continue to explore methods to maintain the local coordination of criminal justice strategic planning within these jurisdictions.

***Law Enforcement Equipment Program:*** OCJP will continue to develop the state level resources needed to support community based initiatives and decrease crime, the Criminal Justice Unit at OCJP will distribute JAG funds to state agency equipment needs through projects with the Tennessee Law Enforcement agencies, such as Tennessee Bureau of Investigation, TN Department of Revenue, the State Bomb and Arson Unit, the Tennessee Department of Safety and others. For 2015, funds distributed will address emergent needs that the state has identified to continue to improve the criminal justice system's efforts to reduce the incidence of drug violations and violent crime within the State's boundaries, and whenever possible, OCJP will work with other state leaders to insure the needs identified in the Governor's Public Safety Plan are addressed.

Additionally, OCJP has and will continue to support the replacement of dated Law Enforcement Equipment in economically depressed areas. For those agencies not eligible for the direct JAG funding to local governments, based on available resources, OCJP will make small grants to agencies to assist with replacing outdated equipment or to improve an agency's technology. OCJP will work with the University of Tennessee Municipal Technical Assistance Center and County Technical Assistance Center, the Tennessee Association of Chiefs of Police and the Tennessee Sheriffs Association to identify equipment needs prior to releasing funds.

***Multi-Jurisdictional Drug Task Forces:*** FY 2015 will also continue OCJP's commitment to maintaining rigorous multi-jurisdictional enforcement and prosecution efforts to disrupt the drug market through funding to Tennessee's Multi-Jurisdictional Drug Task Forces. The Multi-Jurisdictional Drug and Violent Crime Task Forces not only bolster enforcement efforts at methamphetamine and prescription drugs but they also support collaboration by bringing together local resources to attack a problem.

Tennessee saw increased attention paid to Drug Task Forces (DTFs) in the 2012 and 2013 Tennessee General Assembly legislative sessions and 2014 looks to continue this trend. The Tennessee District Attorney Generals Conference (TNDAGC) continued its work to train DTFs on best practices and to provide technical assistance. The TNDAGC has worked closely with OCJP in FY2013 to assist DTFs with their projects.

In State FY 2014, OCJP updated the OCJP Administrative Manual to provide additional guidance to DTFs regarding best practices. These practices went into effect with the July 1, 2013 contracts.

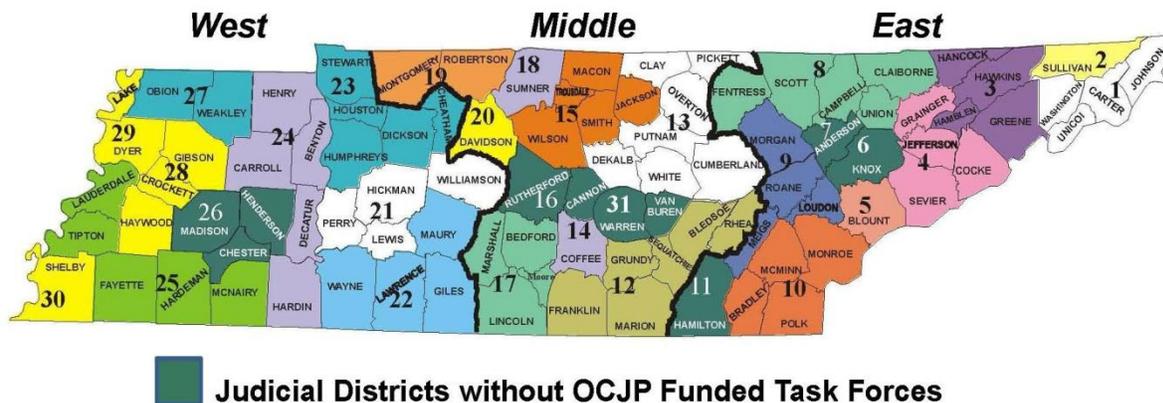
Both OCJP and the TNDAGC have coordinated regional and statewide meetings with DTF Directors and their staff. Both agencies have ensured that topics relating to the Tennessee

Comptroller’s Audit Reports have been covered at these meetings, and the Center for Drug Task Force Leadership and Integrity (CTFLI) provided a regional training on administrative practices that many DTF Directors attended. These meetings and trainings assisted in strategic planning for the DTFs. It is apparent that continued support is needed to keep these essential criminal justice enforcement agencies going. With the increase in drugs and gangs throughout the state, Tennessee’s DTFs continue to play an essential role in combatting the war on drugs.

A primary component for DTF’s in combatting drug issues in Tennessee is information. OCJP continues its efforts with regard to technical assistance through the use of data and how data can increase efficiency and effectiveness for DTF’s. Performance measures, collecting data, and using data in managing DTF’s continues to be the focus of shared learning with DTF Directors.

The CJU will monitor the 2014 legislative session and will work with the TNDAGC, Tennessee Department of Safety and Homeland Security and Tennessee Bureau of Investigation to determine the state’s needs in combatting drug and violent crime issues throughout Tennessee. The Multi-Jurisdictional Drug Task Forces are one prong in Tennessee’s approach. Funding determinations will be made once all of the data is gathered from these partners.

## Multi-Jurisdictional Drug and Violent Crime Task Forces



***\*West Tennessee Drug Task Force Incorporates the 28<sup>th</sup>, 29<sup>th</sup>, and 30<sup>th</sup> Judicial Districts***

***Authorized Central Storage Program:*** In 2012, Tennessee law enforcement seized 1,811 clandestine methamphetamine labs. There are a few reasons for the continued high number of methamphetamine labs in Tennessee even with increased attention, but the primary reason is the adaptation of the criminals to the measures being taken through statute created to combat this crime. Manufacturers have adapted to these laws by developing loosely formed Drug Trafficking Organizations (DTO’s) populated by meth addicts, prescription drug abusers, and other criminals. They use the Shake and Bake Manufacturing Method predominantly because of its ease, speed, and portability. Some of the largest of these local DTO’s are sponsored by known gang members. Police efforts have also contributed to the increase in lab seizures. Law enforcement officers increasingly use the Tennessee Methamphetamine Intelligence System (TMIS) which was created to identify offenders and their associates. The result of this use is not only meth seizures; it includes more arrests of offenders and more children rescued from dangerous situations. In 2011, Tennessee saw a drop in lab seizures primarily due to a defunding

of meth lab clean-up by the Drug Enforcement Administration. In July of 2011, OCJP joined TBI and the Methamphetamine Task Force to create the Authorized Central Storage Container (ACS) program that reduced the clean-up cost per lab by 80%. OCJP continues to fund this needed project.

The Authorized Central Storage program has received national attention. This project quickly assists in cleaning up Meth labs throughout the state and removing the hazardous material. The Criminal Justice Unit will continue to fund this project, which is an integral support for local law enforcement agencies and the multi-jurisdictional drug task forces. The program gives training to multiple LE agencies and assists in clean-up that would otherwise be done by local agencies at the expense of those jurisdictions.

**NOTE: The above strategies fall into the following BJA approved OCJP Priority Areas;**

**Byrne JAG Purpose Area: Prevention and Education Programs**

*OCJP Priority – Community-Based Crime Prevention Services*

**Byrne JAG Purpose Area: Prevention and Education Programs**

*OCJP Priority – Targeted Community Crime Reduction Program*

**Byrne JAG Purpose Area: Law Enforcement Programs**

*OCJP Priority – Multi-Jurisdictional Drug and Violent Crime Task Forces*

**Byrne JAG Purpose Area: Law Enforcement Programs**

*OCJP Priority – Innovations in Criminal Investigations*

**Byrne JAG Purpose Area: Law Enforcement Programs**

*OCJP Priority – Criminal Justice Professional Enhancement Training*

**Byrne JAG Purpose Area: Law Enforcement Programs**

*OCJP Priority – Law Enforcement Equipment*

**Byrne JAG Purpose Area: Planning, Evaluation and Technology**

*OCJP Priority – Criminal Justice Technology*

**Byrne JAG Purpose Area: Prosecution and Court**

*OCJP Priority – Court Support*

**Byrne JAG Purpose Area: Corrections/Community Corrections**

*OCJP Priority – Correctional Programming*

**Byrne JAG Purpose Area: Crime Victim & Witness**

*OCJP Priority – Victim Services*

### **Chapter 5: Coordination Efforts**

*This section updates the 2012 Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement. The information below demonstrates any notable changes in this section.*

Effective August 2012, the Federal Prison Rape Elimination Act (PREA) finalized the rule adopting the national standards to prevent, detect and respond to prison rape. Tennessee facilities are actively working toward implementing these standards. OCJP is collaborating with the University of Tennessee County Technical Assistance Service, the Tennessee Sheriffs Association, and the Tennessee Department of Correction to assist state and local facilities in their implementation efforts. The CJU intends to fund, as necessary, improvements to local facilities to insure compliance with PREA.

### **Summary**

While the Tennessee Office of Criminal Justice Programs is not implementing significant changes to the 2014 Statewide Strategy for Drug and Violent Crime Control and Criminal Justice System Improvement plan submitted last fiscal year, OCJP is excited about the opportunities this plan provides to impact crime in Tennessee in 2015. OCJP will continue to seek information and input from our local and state level peers to enhance our understanding of the current needs and issues Tennessee faces over the course of this fiscal year.

The ongoing partnership between the Tennessee District Attorneys General Conference, the District Attorneys, the Drug Task Forces and OCJP continue to be a source of ongoing safety planning for this state as a means of addressing the drug and violent crime our citizens face. Gang issues continue to trouble this state and as such, OCJP will explore opportunities to do more to intercede in this issue. In 2013, OCJP funded two projects to specifically address gang issues, one in Jackson and one in Memphis. In meetings with the Tennessee Bureau of Investigation and local law enforcement agencies, it is clear that more is needed. OCJP will continue to work with key stakeholders to determine logical next steps to address gangs in Tennessee. Local jurisdictions continue to be strapped for resources, this next year will provide an opportunity for local law enforcement to obtain new equipment to better outfit them to do their jobs, efficiently and safely. OCJP staff anticipates significant outcome data from the Tennessee Community Crime Reduction Projects and as the office evaluates this data over the next year, it is expected that it will inform future endeavors.

OCJP also looks forward to the continued process of implementing the Family Justice Centers that are a part of the Governor's Public Safety Action Plan. These initiatives bring a coordinated community response to the issue of domestic violence. As Tennessee continues to see a rise across the state in this crime, OCJP is hopeful that after the three year implementation phase of these projects, the data will start to demonstrate an impact on the domestic violence crime rate.

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