

STATE OF COLORADO
THREE-YEAR IMPLEMENTATION PLAN

S.T.O.P. VIOLENCE AGAINST WOMEN
ACT
FORMULA GRANT PROGRAM

OCTOBER 2010



Colorado Department of Public Safety
Division of Criminal Justice
Office for Victims Programs

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I. INTRODUCTION

The state of Colorado has developed a new three-year State Implementation Plan for 2010 - 2012. This plan follows the recommended outline of the *S.T.O.P. Implementation Plan Toolkit* and the *2010 S.T.O.P. Solicitation*.

Colorado's State Implementation Plan was prepared by the Colorado Division of Criminal Justice (DCJ). DCJ is the agency appointed by the Governor's office to apply for and administer the S.T.O.P. VAWA funds and is one of five divisions within the Colorado Department of Public Safety. The five internal offices include:

- the Office of Adult and Juvenile Justice Assistance (OAJJA),
- the Office of Community Corrections (OCC),
- the Office of Research and Statistics (ORS),
- the Office for Victims Programs (OVP) and,
- the Office of Sex Offender and Domestic Violence Management.

OVP currently administers six federal grant programs:

- VOCA Victim Compensation
- VOCA Victim Assistance
- VOCA Victim Assistance ARRA
- VOCA Victim Compensation ARRA
- S.T.O.P. Violence Against Women Act (VAWA) and
- S.T.O.P. Violence Against Women Act ARRA.

The OVP also recently received a Community Defined Solutions to Violence Against Women Program discretionary grant from OVW and will be administering this grant as well. In addition, the OVP administers the State Victim Assistance and Law Enforcement (VALE) grant program. For calendar year 2011, over \$9 million in federal and state victim grant funds have been allocated to 168 subgrantees.

OVP also develops and implements standards and public policy, and monitors the local VALE and Victim Compensation Boards that operate in the twenty-two judicial districts in Colorado. Finally, OVP reviews and resolves victim complaints regarding non-compliance with the requirements of the state Victims' Rights Act. OVP is committed to the physical and emotional recovery of crime victims and to the restoration of victims' confidence in the criminal justice system. DCJ's combination of research, grants and program activities provide a unique perspective of Colorado's criminal justice system. It is the goal of DCJ to ensure a statewide coordinated effort to address serious crime and violence, giving special attention to community development and coalition building, culturally appropriate programs, interagency cooperation, and avoiding duplication of efforts.

II. DESCRIPTION OF PLANNING PROCESS - *Required Element*

A) *Brief description of planning process; description of how nonprofit, nongovernmental victim services, Tribes and diverse populations were included in the process.*

Since our last Implementation Plan was submitted, there have been some changes to the structure of the Advisory Board that makes funding recommendations for the use of S.T.O.P. funds. Previously, OVP staffed three individual advisory boards – one for the VOCA program, one for the VAWA program and one for the State VALE program. The majority of our subgrantees received grant funds from at least two of the three OVP grant programs. This meant that many of our agencies were potentially writing three separate applications and had three separate sets of reporting requirements, not to mention having three different grant managers to work with during the implementation of each grant. In addition, the timing of the application process for each of the funding sources was different, thereby making it difficult for the boards to coordinate.

In order to streamline our processes for subgrantees and to use OVP staff time more efficiently, OVP undertook a two year process in which we researched other states that have consolidated their funding processes (e.g. Oregon, Michigan, Iowa) and then moved forward with consolidating our own processes. All three of our advisory boards were consolidated into one board. Our application and funding processes were consolidated as well. The calendar year 2010 application process was the first year of implementation for the combined process. Although the application and funding processes were consolidated, the three programs and their funding priorities each remain separate and a separate contract is issued for each funding source a subgrantee receives.

As with the VAWA Advisory Board, the new Crime Victim Services (CVS) Advisory Board is representative of the VAWA-funded disciplines, including: nonprofit, nongovernmental victim services agencies; statewide domestic violence and sexual assault coalitions; prosecution; law enforcement; and the judiciary/courts.

On the CVS Advisory Board, two board members (previously on the VAWA Advisory Board) volunteered to take the lead in providing guidance on the development of the 2010 VAWA Implementation Plan. One of these members is the executive director of our statewide domestic violence coalition and the other is the executive director of a nonprofit, nongovernmental victim services agency in a rural part of the state (Attachment O).

On February 5, 2010, the VAWA administrator, the manager of the Office for Victims Programs and the two CVS Advisory Board members met and decided to gather input from stakeholders and interested parties in developing our plan by conducting a VAWA Needs Assessment Survey. This method has been used in the past and has proven to be an effective and efficient way to reach a large number of people. VAWA staff at OVP and the members of our Advisory Board all provided input into the development of the survey questions. To ensure a large number of respondents, the survey was limited to six questions, though two of them required narrative answers.

It should be noted that at the February 5, 2010 meeting, the full advisory board made the decision to make the maintenance of nonprofit, nongovernmental victim services programs the priority use of the victim services portion of the S.T.O.P VAWA funds for the 2010 – 2012 funding cycles. This decision was based on the information received from the survey of nonprofit, nongovernmental victim services programs that was done for the VAWA ARRA grant and because the difficult economy in Colorado has had a negative impact on the funding of nonprofit victim service agencies. However, even with the priority use of the funds being the maintenance of programs, Colorado should still have some funds available for special projects to address the needs identified in the most recent survey (discussed further in “B” below).

In August, 2010 the survey was sent to VAWA subgrantees, VOCA subgrantees, local Victim Assistance coordinators, university representatives, tribal representatives, and Colorado’s director of the Council of Churches. Several of the agencies that were included in the survey provide services to diverse populations (such as deaf, disabled victims) and the staffs themselves are representatives of these groups. Fifty-three percent of our respondents identified as representing nonprofit, nongovernmental victim services agencies and 62% identified as rural respondents.

B) Statement that describes continuing planning activities related to STOP that will be occurring throughout the year.

The consolidated funding process described above includes the approval of subgrants for a two year time period. This means applicants whose grants are approved will receive funding for two calendar years, as long as grant funds are available and they meet the requirements of the grant. However, even though there will be no funding process in calendar year 2011, the Crime Victim Services Advisory Board will still meet. One of the purposes of their meetings will be to review potential special projects to address the needs identified in the survey and from other sources.

For instance, over the years one of the issues that has regularly been raised in our survey is the need for better responses to sexual assault victims, particularly in the rural areas of the state that do not have the funds to sustain SANE programs. In 2010, OVP used some of its S.T.O.P. VAWA funds to hire a part-time staff person who has been conducting site visits throughout the state, focusing on rural areas, to gather more specific information from stakeholders as to the needs of their rural communities in addressing sexual assault response. As a result of these activities, and with the help of the Community Defined Solutions grant mentioned above, Colorado will develop a training program for rural communities that are not able to sustain a SANE program, but who need specially trained medical staff to more effectively respond to victims of sexual assault. In addition, the Community Defined Solutions grant will also help with establishing regional SART programs.

This is just one example of how S.T.O.P. funds are being used in Colorado to address the needs of victims as identified in our survey. Additional needs identified will be discussed at the 2011 CVS Advisory Board meeting scheduled for February 2011.

III. NEEDS AND CONTEXT

A. Colorado Demographics - Required Element

According to the U.S. Census Bureau, Colorado's estimated population in 2009 was 5,024,748, making us the 22nd most populous state in the country. Since 2000, Colorado has seen a 16.8% increase in population. (Attachment B)

- Colorado's population includes, but is not limited to, the following groups:
 1. 3.8% are African American
 2. 1.0% are American Indian or Alaska Native
 3. 2.2% are Asian
 4. 17% are Latino
 5. 2.8% identify as two or more races
 6. 7.2% identify as some other race
 7. 15.1% speak a language other than English in the home
 8. 9.7% are elderly (over age 65)
 9. 49.6% are female
 10. 12.7% are persons with disabilities, though 34.8% of the populations over 65 years of age are persons with disabilities. (Attachment C)

- Growth of the primary ethnic, cultural, and language minority populations in Colorado from 1990 – 2000:
 - Latino – 73.4%
 - Asian – 66.8%
 - African American – 24%
 - American Indian – 59.3%

Note: More recent information regarding the growth of minority populations from the 2010 Census will be submitted in subsequent Implementation Plans.

- Urban/Rural Areas

Urban Areas

	CITY	POPULATION		CITY	POPULATION
1	Denver	618,650	6	Thornton	118,953
2	Colorado Sprgs.	407,733	7	Westminster	108,830
3	Aurora	326,661	8	Arvada	108,539
4	Lakewood	145,990	9	Pueblo	106,895
5	Fort Collins	140,087	10	Boulder	102,210

Rural Areas

The most rural cities in Colorado range in population from 14 – 75 people. In order to provide a clearer picture of the rural areas of Colorado, county, rather than city, data is provided in the chart below.

	COUNTY	POPULATION		COUNTY	POPULATION
1	San Juan	560	6	Cheyenne	1,949
2	Hinsdale	848	7	Dolores	1,953
3	Mineral	937	8	Sedgwick	2,482
4	Kiowa	1,368	9	Costilla	3,360
5	Jackson	1,450	10	Baca	4,032

Approximately 85% of Colorado's population lives along the I-25 corridor that stretches north from Cheyenne, Wyoming to Pueblo, Colorado. The rural population of Colorado is concentrated primarily in the southwest and northeast regions of the state, but is also scattered around the southeast and northwest areas of the state (Attachment D).

B. Concentration of Special Populations

- The highest concentration of Colorado's Latino population is in our 12th judicial district – also known as the San Luis Valley – in the southern part of the state. Five of the six counties in this district are more than 40% Hispanic and one is 67% Hispanic. This is a rural part of the state and is an area that is financially under-resourced and in which geography creates barriers or challenges to service availability.
- The highest concentration of Colorado's Asian population is in urban areas;
- The highest concentrations of Colorado's Indian population are in the Denver metro area, followed by the Ute Mountain Ute and Southern Ute reservations in the southwest corner of the state. (Attachment D)

C. Crime Statistics

- According to the 2009 *Crime in Colorado* report released by the Colorado Bureau of Investigation, 2,097 forcible rapes were reported by Colorado law enforcement agencies in 2009, an increase of 2.2% over the 2008 figure. The 1992 *Rape in America: A Report to America* survey estimated that only 16% of sexual assaults that actually occur are reported to law enforcement. On that basis, it can be estimated that over 13,106 sexual assaults may have taken place during the 2009 time period. ([Attachment E](#))
- As indicated in the *Domestic Violence Program's 2009 Annual Report*, the Colorado State Court Administrator's Office reported that 17,216 of the 74,094 criminal cases filed in the county courts were classified as domestic violence. ([Attachment F](#))
- Also with regard to domestic violence, Colorado programs provided emergency crisis intervention (hotline calls) to 75,962 – this is a 62% increase over the number of crisis intervention contacts provided in 2008. 5,087 victims received services in shelter and 19,380 received services in non-residential crisis centers. ([Attachment F](#))
- Domestic violence statistics compiled in 2009 indicate that 97,616 nights of shelter were provided to victims, but over 10,270 women had to be turned away because shelters were full. ([Attachment F](#))
- During 2009, 48 people died in domestic violence-related incidents, according to the Domestic Violence Fatality Review Committee which tracks and reviews direct and corollary deaths related to domestic violence ([Attachment G](#)).
- According to the 2009 Crime In Colorado Report, a total of 12,855 domestic violence incidents were investigated by Colorado law enforcement agencies, including 22 homicides, 349 forcible sexual offenses, 72 robberies, 2,031 aggravated assaults, 8,889 simple assaults, 587 non-force intimidations, and 905 kidnappings (Attachment E). (Please note: these statistics *do not* include incidents occurring in municipalities and in the City of Denver.)

D. Needs Survey

As mentioned above in the description of our planning process, our needs survey was sent out in August 2010 to a wide variety of victim service programs, systems agencies, and agencies/organizations representing underserved populations. Fifty-three percent of our respondents identified as representing nonprofit, nongovernmental victim services programs and 62% identified themselves as representing rural areas of the state. (Attachment H)

The top findings of the survey were:

1. Colorado does not have enough transitional housing (57.9%).
2. a) Colorado does not have enough bilingual advocates (56.8%).
b) Colorado's law enforcement agencies need more training on domestic violence, sexual assault & stalking (56.8%).
3. Colorado's nonprofit victim service agencies need more money (51.6%).

These findings will be used by the CVS Advisory Board when they make funding recommendations for the S.T.O.P. VAWA funds in Colorado, including recommendations for special projects.

E. Laws and Policies Directly Impacting the Direction of our Implementation Plan

Several laws were passed in the 2010 Legislative Session that relate to domestic violence. One of these laws is to allow civil protection orders to protect animals in domestic violence and other cases. Another expanded the information that is included in the Central Registry of Protection Orders to include bail information, the conditions of bond in any case in which a protection order has been entered and the highest classified crime charged. While none of these laws directly impact the direction of Colorado's Implementation Plan, our CVS Advisory Board does play a role in disseminating this information through the Ending Violence Against Women Project (EVAW), which is funded through S.T.O.P. VAWA.

Colorado's EVAW Project is a model project that provides training and technical assistance to law enforcement personnel, prosecutors, court personnel, and victim service providers throughout the state; and participates in sustaining lasting partnerships in the form of local coordinating councils and Violence Against Women task forces in Durango, Cortez, Alamosa, Montrose, Steamboat Springs, Pueblo, Boulder, Lamar, Canon City, Ft. Morgan, Gunnison, Hot Sulphur Springs and Colorado Springs. One major focus of the EVAW Project activities is to provide training, including legal updates, on laws impacting violence against women, and to identify and address areas in which additional technical assistance is required in order to assure the implementation of applicable laws and policies.

IV. PLAN PRIORITIES AND APPROACHES

A. Identified Goals - *Required Element*

The goal and objectives established in this Implementation Plan reflect the needs identified in the assessments conducted over the last two years (for VAWA ARRA and for 2010 S.T.O.P. VAWA), the CVS Advisory Board's decision to make the maintenance of victim services programs a priority for 2010 – 2012 and the CVS Advisory Board's funding philosophy (Attachment I).

In addition, because Colorado conducts a competitive process and allows applications for any of the fourteen federal purpose areas, our goal and objectives are necessarily broad.

Goal: The goal of the Crime Victim Services (CVS) Advisory Board is to support Colorado communities in their efforts to develop and strengthen effective law enforcement and prosecution strategies to combat violent crimes against women and to strengthen victim services and judicial response in cases involving violent crimes against women.

Objective A: Each funding year during FFY 2010 – FFY 2012, the CVS Advisory Board will review data related to the demography, geography, underserved populations and unmet needs of Colorado communities so that VAWA dollars are distributed equitably throughout the state.

Objective B: Each funding year during FFY 2010 – FFY 2012, the CVS Advisory Board will review applications to ensure that they address at least one federal purpose area and one of the five categories listed in the funding philosophy. Funds will be allocated according to the federal requirements established by OVW.

Objective C: Each funding year during FFY 2010 – 2012 the CVS Advisory Board will ensure the effective use of VAWA grant funds by requiring programs to include measurable outcomes and to demonstrate community collaboration to address violent crimes against women in their communities.

Objective D: During the FFY 2010 – FFY 2012 time period, the CVS Advisory Board will make the maintenance of victim services programs the priority use of the victim services portion of the VAWA funds.

Objective E: During the FFY 2010 – FFY 2010 time period, and as funds allow, the CVS Advisory Board will consider funding special projects that address identified needs that are gathered from a variety of sources.

B. Relation to Prior Implementation Plans - *Required Element*

The 1995-1998 Colorado State Implementation Plans identified needs in the state related to violence against women, proposed distribution plans for VAWA funds, and described an evaluation component to determine overall effectiveness of the state plans. The 1999 Colorado State Implementation Plan built on the foundation of the previous years, while conducting a more comprehensive needs assessment to check our progress several years into VAWA funding. In addition, the VAWA Advisory Board had expanded coordination and planning with other federal, state and local sources for violence against women related projects, with a special emphasis on the judiciary. The 2000 Colorado State Implementation Plan expanded upon the 1999 Plan and incorporated preliminary data collected in a comprehensive statewide strategic planning process in which the Office for Victims Programs played a key role. This broad based project was conducted by professional researchers in collaboration with a multi-disciplinary steering committee. The 2001 Colorado State Implementation Plan incorporated new and modified elements that flow from the VAWA 2000 reauthorization legislation, and reflected the results of a VAWA-specific statewide needs assessment conducted by the

VAWA Grants Administrator. The 2002 Colorado State Implementation Plan sustained the focus of the elements of the VAWA 2000 reauthorization legislation, reflected the results of the 2001-2002 statewide VAWA needs assessment, and incorporated the federal focus on project evaluation.

During the FFY2002 planning process, the Board maintained its position that the following items (which were identified during the FFY1998 funding cycle) were crucial in order to maximize the impact of the federal dollars available: 1) coordination of funding sources for victims of domestic violence/sexual assault projects; 2) clear delineation of eligible and ineligible expenses to applicants; and, 3) a streamlined application process within the Division of Criminal Justice. To that end the VOCA, State VALE, Sexual Assault Prevention Fund, and VAWA programs developed and began using a common grant application form which was available on the Internet. The common application was further simplified during this time period, and received much positive feedback from applicants as well and board members. The applicants had to complete a separate form for each funding source, but the basic elements of the form itself were the same. This was a much more collaborative and customer friendly process than was previously in place.

During the FFY2003, FFY2004, FFY2005 and FFY 2006 funding cycles, viable state funding priorities were retained and additional language was incorporated to give the fullest effect to federal purpose areas and program priorities. New emphasis was placed on encouraging applicants to propose projects to support community-driven initiatives, to increase advocacy in the courts, to provide assistance to victims of domestic violence and sexual assault in immigration matters, to address barriers to reporting, to establish specialized court advocates in courts where a significant number of protection orders are granted, to train sexual assault forensic medical examiners, to support collaborative community projects and multidisciplinary efforts to coordinate community response to violence against women, and to enhance training on the enforcement of restraining orders for law enforcement personnel, judges, and prosecutors.

The FFY 2007, FFY 2008 and FFY 2009 funding cycles saw the addition of new federal purpose areas as a result of the 2005 VAWA Reauthorization that were incorporated into the funding process. Also during this time, the VAWA Advisory Board worked with the state Judicial Department to more effectively and efficiently distribute the 5% courts portion of the S.T.O.P. funds. It was decided by the board and the Judicial Department that the 5% courts portion of the funds would be distributed to the state Judicial Department as pass-through funds, meaning the court would no longer have to compete for these funds. Before this change, the VAWA Advisory Board often had difficulty meeting the 5% courts allocation. Since changing the way these funds are distributed, we have consistently met or exceeded the 5% goal for courts and the state Judicial Department has focused on the development of web-based training for court personnel on issues related to domestic violence, sexual assault, staking and dating violence. Training of court personnel is a need regularly identified in our needs assessments.

Colorado will build on its previous years' implementation plans by retaining viable priorities, federal purpose areas and processes, and by incorporating valuable information obtained from the statewide needs survey, conducted in the summer of 2010, into our funding priorities and the development of special projects. In addition, in an effort to continually improve our process of effectively and efficiently distributing S.T.O.P. VAWA funds, Colorado will continue implementing and improving its new combined application and funding process.

Major Shifts in Direction - *Required Element*

There are only minor shifts in direction anticipated for the upcoming funding cycles. The CVS Advisory Board has chosen to make the maintenance of victim service programs a priority due to the difficult economy and will consider making grant awards for special projects, as funds are available. These projects will address needs identified by the CVS Advisory Board as well as the needs identified in the 2010 VAWA Needs Assessment.

C. Priority Areas – *Required Element*

Colorado will maintain its broad approach to distributing VAWA funds in that it will allow applicants to apply for funds as long as the project meets at least one of the fourteen federal purpose areas and one of the five funding categories listed in the board's funding philosophy. Colorado will not specifically set aside funds for the Crystal Judson Domestic Violence Protocol Program as we do not limit the purpose areas for which projects may apply and do not target individual purpose areas in our solicitation.

As indicated in our Goal (Section IV) Colorado will continue to use S.T.O.P. VAWA funds to support Colorado communities in their efforts to develop and strengthen effective law enforcement and prosecution strategies to combat violent crimes against women and to strengthen victim services and judicial response in cases involving violent crimes against women. In addition, the CVS Advisory Board has prioritized the maintenance of victim services programs for the FFY 2010 – 2012 time period. The services provided by these programs are extremely important and in many cases these are the only programs offering services in an entire region of the state.

Also during the FFY 2010 – FFY 2012 time period, the CVS Advisory Board will consider funding special projects. Purpose areas may be limited if the board chooses to conduct a separate solicitation for special projects or if the state chooses (in consultation with the board) to fund special projects. Special project ideas will be discussed at the CVS Advisory Board meeting which will be held in February 2011.

Using federal requirements, funds will be distributed as follows:

- 25% for law enforcement projects
- 25% for prosecution projects
- 30% for victim services projects (of which 10% will be for underserved populations – culturally specific projects/services)
- 5% for courts projects
- 15% for discretionary purposes

Colorado will use the 10% allowed by OVW for administrative purposes to support staff members who work on eligible VAWA activities – primarily involving the grant application process as well as oversight and monitoring of VAWA subgrantees.

Colorado has long used most of the discretionary dollars to support victim services projects, therefore our support of victim services projects is usually closer to 40%. In all instances, the federal requirements for distributing funds will be the minimum amount allocated in each category.

Victim service programs that address domestic violence, sexual assault, stalking and/or dating violence will be the focus of the victim services allocation. Projects funded in this category include, but are not limited to, domestic violence shelter programs, non-residential programs for domestic violence and sexual assault victims, hotline programs, hospital response programs for sexual assault victims, counseling for domestic violence and sexual assault victims, programs that assist in obtaining protection orders, programs that provide civil legal assistance, programs that provide bilingual advocacy and programs that provide immigrant visa assistance for battered immigrants.

Examples of programs funded from the other allocation categories include, but are not limited to, the following: distance learning training programs for courts personnel, domestic violence fatality review, the Ending Violence Against Women (EVAW) multidisciplinary training project, the Denver Police Department's project to have a specially trained law enforcement officer and victim advocate jointly respond to domestic violence calls to improve prosecution rates, victim advocates in law enforcement and district attorneys' offices, multidisciplinary teams to respond to domestic violence and/or sexual assault, and SANE projects.

The process for determining subgrant amounts based on populations and geographic areas to be served will be address in the next section – Grant-Making Strategy.

D. Grant-Making Strategy- *Required Element*

1. ***Crime Victim Services Advisory Board Composition:*** As has been discussed earlier in this document, Colorado recently changed its process for awarding S.T.O.P. VAWA subgrants. Because most of our subgrantees received awards from at least two of the three funds our office administers, the Office for Victims Programs decided to consolidate its application and funding processes. The goal in consolidating these processes was to make it easier for applicants – they would have to apply just once, using one application, for any of the three funding sources. In addition, subgrantees would have to contact just one grant manager when they had questions, rather than having to contact three different grant managers for each of the funding sources. Consolidating would also allow for more efficient use of staff time in that grants and monitoring responsibilities could be spread more evenly between the OVP staff.

All three of Colorado's advisory boards have been consolidated into the Crime Victim Services Advisory Board. This board is statutorily required to have a minimum of seventeen members (though currently it has 25 members) and includes the following statutory positions (Attachment A):

- judge
- district attorney
- deputy district attorney
- crime victim compensation board member
- crime victim compensation administrator
- victim assistance and law enforcement board member
- victim assistance and law enforcement board administrator
- statewide victims organizations
- judicial district administrator or representative
- representative of a domestic violence program
- representative of a sexual assault program
- sheriff
- police chief
- victim of a crime of violence
- three community members

2. ***Solicitation/Grant Process*** – In calendar year 2010, the CVS board distributed a widespread solicitation for grant applications which elicited many applications from each of the targeted disciplines. The solicitation, attached, (Attachment J) describes the competitive application process and also that grant awards would be made for a two-year period of time: calendar years 2011 and 2012. The only exception to the competitive process is for the courts portion of the S.T.O.P. funds; the 5% allocated for the courts are distributed to the state judicial department as a pass-through grant. The judicial department must still complete an application that is reviewed by staff and the CVS Advisory Board to ensure the proposed project meets all VAWA eligibility requirements.

All applications are reviewed by staff and by the CVS Advisory Board using a subcommittee process and within the context of the Board’s funding philosophy. Each of the eight subcommittees of the board conducts an in-depth review of between 19 – 22 applications. Each subcommittee then comes to the full board meeting to make their recommendations and to allow for discussion of each application by the full board. The full board then votes on a funding recommendation for each application.

The distribution of the solicitation and the grant review process result in funding recommendations that are sent to the Executive Director of the Colorado Division of Criminal Justice for approval or revision. In addition to the Advisory Board’s funding philosophy, the Board reviews applications and makes funding recommendations while considering the following elements:

- Federal Purpose Areas – Subgrants supported with FFY2010 – FFY 2012 funds must meet one or more of the 14 federal purpose areas;
- State funding categories;
- This Implementation Plan and all the requirements and considerations contained herein;
- The perceived and expressed need for the proposed services;
- The degree to which the proposed services will address the needs of under- or unserved populations;
- The availability of services throughout the state.

As is clear from the funding philosophy, the CVS Advisory Board places a high priority on considering **areas of varying geographic size with the greatest showing of need based on the availability of existing programs and the geographic area to be served.**

In addition, the consolidation of the OVP funding processes has allowed Colorado to more effectively distribute the S.T.OP. VAWA and all other grant funds more equitably. Each of Colorado's 22 judicial districts receives either federal S.T.O.P. VAWA or federal VOCA funds. For calendar year 2011, 18 of the 22 judicial districts and 3 state agencies that provide services from which the whole state benefits received VAWA funds. Analysis of our distribution of the VAWA funds for calendar year 2011 indicates that in most instances the rural, underserved areas of the state received a higher percentage of funds than the percentage of population in those areas. For instance, the 3rd judicial district has just 1/2% of the state's population, but VAWA funds to that district equal 5% of the funds (Attachment K).

3. **Timeline/Specialized Technical Assistance** – With our new, consolidated process for distributing grant funds, the CVS Advisory Board will meet annually, usually in January or February. In years when Colorado conducts an application process, the focus of the board meeting will be on the development of the solicitation and the upcoming funding process. In years when there is no funding process, the CVS Advisory Board will meet to review the most recent funding process so that adjustments can be made, if necessary, to the next funding process and to discuss funding special projects that are needed to help Colorado meet the needs identified in the VAWA Needs Assessment and from other sources.

During funding years, the solicitation is distributed in the winter and applications are due in the spring. Application workshops are conducted throughout the state to provide technical assistance to applicants on the VAWA requirements, state priorities and on the application requirements. In addition, applicants can also attend application workshops by phone and can contact grant managers at OVP individually to get their questions answered. Once received, applications are reviewed by staff and Board subcommittees in the summer. In August, the full Board convenes to review applications and make funding recommendations. Once the funding recommendations are approved, contracts are developed with the funded agencies in the fall for a grant start date of January 1. (Attachment L)

4. **Additional Administrative Considerations in Grant-Making Strategy**

- **Community Support, Networking, Coordination, Cooperation, and Collaboration:**

The primary purpose of VAWA funds is to effect long-term systems change, establish lasting partnerships, and to assist communities in pursuing innovative strategies in addressing violent crimes against women. Therefore, the CVS Advisory Board considers the applicant's demonstration of community support for the project, and a showing of applicant networking, coordination, cooperation, and/or collaboration to be essential. Evidence of the following is required in the application:

- The proposed services are not duplications of services already existing in the community;
- Community support for the project;

- Applicant's participation in a referral system;
- Description of past and current grant project impact;
- **Project Evaluation Plan:** Subgrantees will be required to have a project evaluation plan that measures product, outcome, and/or impact, and must submit project evaluation data in their quarterly reports.
- **Sound Financial Management:** Each applicant will be required to describe the procedures used to insure sound financial management of the agency. As part of the application process, DCJ requires that all applicants provide a copy of their agency's most recent financial review or audit, including any management letter. Federal guidelines require programs to undergo an annual A-133 audit if they spend \$500,000 or more from federal sources.
- **Victim Rights Act Compliance:** As a condition of each grant award, the subgrantee must assure that all signatories, staff, and volunteers have read and understand the rights afforded to crime victims pursuant to Section 24-4.1-302.5 C.R.S. and the services delineated in Sections 24-4.1-303 and 24-4.1-304 C.R.S., which are known as Colorado's Victim Rights Act and enabling legislation.
- **Confidentiality of Victim Information:** The subgrantee must certify that all signatories, staff and volunteers have read and understand Colorado laws and professional rules of conduct concerning victims' rights to confidentiality in certain cases.
- **Certification of Compliance with applicable federal EEO and Civil Rights Laws**

E. Recognizing and Addressing the Needs of Underserved Victims - *Required Element*

- Input regarding the identification and needs of underserved victims is obtained from applicants who are required in the application to identify diverse and underserved populations in their area, and to describe their agency's plan to address those needs
- Input from and about diverse and underserved populations is incorporated through Advisory Board members, and the representation of those populations by the state coalitions in both the planning and grant-making processes
- Information on the needs of underserved victims is obtained by the VAWA Program Administrator through needs surveys and assessments
- An assessment of the availability of services for underserved populations is incorporated into the planning process and grant-making strategy
- In Colorado, S.T.O.P. funds are currently used and will continue to be used to support projects that address the needs of disabled victims, deaf and hearing-impaired victims; elderly victims; monolingual victims; victims who are cultural, ethnic, or language minorities; rurally isolated victims; victims needing assistance with immigration matters; and victims with other special needs related to their circumstances.

F. **Barriers to Implementation - *Optional***

There are no significant barriers to implementing our plan. Of course, as is true in most places, lack of sufficient funds to support the full scope of the many worthy, VAWA-focused projects in this state is an issue.

G. **Monitoring and Evaluation - *Required Element***

In addition to being required to submit project impact and evaluation information in their application, VAWA subgrantees are required to track and report progress data in their quarterly progress reports to the Division of Criminal Justice and in their annual report used to comply with OVW reporting requirements. The following methods are used to monitor all VAWA subgrantees:

- **Annual Statistical Reporting (Muskie Report)** - Statistical information is collected annually from subgrantees. Demographic characteristics of the populations served will be obtained via this form. Data collection will vary depending on the types of programs funded and the services provided.
- **Quarterly Narrative Reporting** - In addition to statistical information, subgrantees must report quarterly in narrative form on their project goals and objectives. OVP staff members review this information to ensure that subgrantees are on task for meeting their performance measures. Each subgrantee is encouraged to have no more than three goals with three objectives each. The purpose of this is to ensure a focused project that can be completed during the grant period. Projects that experience challenges in meeting their goals and objectives can receive technical assistance from OVP staff.
- **Desk Monitoring and Site Visits** – The Office for Victims Programs sets a high priority on project monitoring. The VAWA Program Administrator and other OVP staff regularly perform desk-monitoring reviews of targeted projects and provide technical assistance to individual projects via telephone, e-mail, and personal contact on an ongoing basis to assist programs in the administration of their projects and grant funds. Site visits are conducted on a selected number of subgrantees each year. Desk monitoring involves, among other things, a comprehensive review of expenditure/cash flow, progress on approved goals and objectives, a review of required file materials, accounting system with backup documentation for all expenditures, administrative processes including collection and reporting of statistics and, internal controls, personnel policies and compliance with federal civil rights laws, record-keeping, and evaluation practices. Site visits involve the above-described desk review followed by an on-site visit during which OVP staff meet the grant-funded staff, tour the facility, and observe the administrative processes. The goal of monitoring in most instances is to provide technical assistance to subgrantees as needed and to provide subgrantees with the information and tools necessary to come into compliance with all state and federal requirements (Attachment M).

- **Indicators of Project Success**

Special Initiatives and Major Funding Focuses: Vital funding has been provided to establish and sustain the following initiatives: Sexual Assault Nurse Examiner (SANE) projects; Specialized DV Prosecution units; County Court prosecutor mentoring projects; Domestic Violence Fatality Review Committee; Specialized SA prosecution units; the Ending Violence Against Women (EVAW) multidisciplinary training program; and distance learning opportunities for court personnel. These special initiatives, along with funding to maintain baseline victim services projects, have contributed to the success of S.T.O.P. – funded activities in Colorado.

Accomplishments: The initiatives listed above are all funded with a focus on implementing long-term systems change in criminal justice and victim service response to violent crimes against women, and to establish lasting partnerships between systems-based programs and nonprofit victim service providers. The Domestic Violence Fatality Review Committee, the EVAW statewide training project, community coordinating councils, and SART's or community-based, multidisciplinary sexual assault response teams are all models of collaboration that have produced replicable policies, procedures, and materials available to communities throughout the state to assist local efforts to address violence against women.

Funding of rural agencies, hotlines, satellite offices, outreach projects, and bilingual advocacy projects has improved access to services for rural, monolingual, and other underserved women. Protection order clinics and legal advocacy projects have improved victim access to the protections available under the law.

Training and policy implementation in law enforcement agencies has enhanced the state's ability to apprehend and prosecute offenders. Specialized prosecution and victim assistance projects, along with county court deputy mentoring activities in District Attorneys' offices, have improved prosecution levels and targeted a reduction in dismissals of cases. Expedited domestic violence prosecution projects have enhanced victim safety as well as perpetrator accountability. Each year, thousands of victims across Colorado benefit from increased access, availability, and expedited delivery of services.

Data: The following are examples of the types of data that will be collected as part of the evaluation of S.T.O.P.-funded projects, primarily through the reporting and monitoring methods described above:

- Numbers and types of training and technical assistance contacts and the disciplines of those individuals receiving training;
- Number and types of replicable policies, procedures, and protocols;
- Number, longevity, and activity of local task forces, coordinating councils, and SART's;
- In special DV prosecution units, the number of dismissed cases, disposition time, level of victim participation in safety planning, sentencing outcomes, and rate of prosecution of re-offenses;
- Numbers of protection orders issued, re-offenses tracked, and revocations pursued;

- In permanent protection order projects, the number of permanent protection orders obtained;
- The numbers of trainings, technical assists, and procedural manuals made available to law enforcement, prosecution, courts, and victim service providers regarding the needs of disabled victims;
- The number of victims attaining access to services which were previously unavailable, including data from satellite offices;
- Summaries of feedback surveys regarding the effectiveness of trainings;
- Summaries of victim feedback surveys;
- The number of elderly victims served and cases filed for prosecution;
- For specialized sexual assault prosecution units, the percentage of cases accepted for filing and prosecution;
- For legal advocacy projects, the number of victim reporting increased knowledge of, use of, and access to legal assistance;
- Data regarding enhancement of multi-agency, multi-disciplinary collaboration in the investigation, prosecution, and adjudication of cases of violence against women.

V. CONCLUSION

A. Wrap-Up

Colorado's Implementation Plan for the use of STOP funds is based on a comprehensive, well-grounded process designed to address, in the most efficient and effective manner possible given the funds available, this state's ability to carry out the intent of the S.T.O.P. VAWA formula grants program.

The Office for Victims Programs recently changed the structure of its application process to more effectively and efficiently distribute the federal and state grant funds it oversees. There is now one application process for any of the three funding sources using just one application form. In addition, OVP staff have been assigned applications by region of the state rather than based on which grant program they administer. These changes make the process easier for subgrantees and allow staff to work more closely with their individual subgrantees.

B. Key Points

1. It is the intent of the Crime Victim Services Advisory Board to, among other things, *give full effect to the intent and purpose of the S.T.O.P. VAWA formula grants program* by –
 - allocating grant funds in the prescribed categories through a process of integrating consideration of Colorado's demography, geography, underserved populations and unmet needs;
 - implementing comprehensive strategies addressing violence against women that are sensitive to the needs and safety of victims and hold offenders accountable for their crimes;
 - establishing lasting partnerships between the criminal justice system and victim advocacy organizations; and
 - supporting communities in pursuing innovative strategies to address domestic violence, sexual assault, and stalking.

2. The state of Colorado's three-year implementation plan for the use of S.T.O.P. Violence Against Women Act Formula Grant Program funds was developed through a collaborative process incorporating the following sources of input and information:

- analysis of the results of the 2010 VAWA needs assessment survey;
- input from CVS Advisory Board members;
- input from representatives of the VAWA-funded disciplines including private non-profit victim services, statewide domestic violence coalition, statewide sexual assault coalition, tribal representatives, prosecution, law enforcement, and the judiciary/courts;
- review of demographic, geographic, and economic data and factors specific to Colorado, and projected trends;
- review of federal purpose areas and priorities;
- analysis of past and present VAWA funding patterns within the state; and
- an overview of the availability of services throughout the state.

C. Closing Comments

The State of Colorado deeply appreciates the continued support by the President, Congress, and the Office on Violence Against Women of the S.T.O.P. Formula Grant Program. The presence of S.T.O.P. funding in this state has established a broad foundation of collaborative criminal justice systems change and enhancement of the quality and availability of victim services that we hope to sustain with continued S.T.O.P. funding.

VI. APPENDIX

Attachment	Title of Document
<i>Attachment A</i>	Crime Victim Services Advisory Board member list
<i>Attachment B</i>	Colorado Population Ranking
<i>Attachment C</i>	Colorado Population Data by County/Race; Population over 65; Male/Female Population
<i>Attachment D</i>	Population Density Map, Population by Municipality, Hispanic Population
<i>Attachment E</i>	Colorado Bureau of Investigation 2009 Crime Statistics
<i>Attachment F</i>	Domestic Abuse and Assistance Program 2009 Statistics
<i>Attachment G</i>	Domestic Violence Fatality Review Report for 2009
<i>Attachment H</i>	2010 VAWA Needs Assessment Survey & Results
<i>Attachment I</i>	Crime Victim Services Advisory Board's Funding Philosophy
<i>Attachment J</i>	FFY 2010 CVS Announcement of Availability of Funds
<i>Attachment K</i>	Funding Distribution Map & Chart for Calendar Year 2011 STOP grants
<i>Attachment L</i>	FFY 2010 STOP Funds Timeline (for Calendar Year 2011)
<i>Attachment M</i>	Monitoring Tool (pre-site visit and on-site visit forms)
<i>Attachment N</i>	List of STOP Projects funded for Calendar Year 2011
<i>Attachment O</i>	Letters of Support re: Implementation Plan