

STATE OF COLORADO
THREE-YEAR IMPLEMENTATION PLAN

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

JUNE 2007

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

I. INTRODUCTION

A. This Implementation Plan is organized according to the following recommended outline:

Section I - Introduction

Section II - Description of Planning Process

Section III - Needs and Context

Section IV- Plan Priorities and Approaches

A. Identified Goals

B. Relation to Prior Implementation Plans and Major Shifts in Direction (if any)

C. Priority Areas

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E. Addressing the Needs of Underserved Victims

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B. The state of Colorado three-year implementation plan for the use of STOP 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 a constituency-based needs survey;
- input from the 12-member VAWA Advisory Board;
- 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;
- overview of the availability of services throughout the state;
- assessment of past implementation plans in order to build on previous planning; and
- context of the mission of the VAWA Advisory Board.

C. The mission of the VAWA Advisory Board is *to give full effect to the intent and purpose of the STOP 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;
- supporting communities in pursuing innovative strategies to address domestic violence, sexual assault, and stalking; and
- resulting in measurable outcomes and impact.

II. DESCRIPTION OF PLANNING PROCESS *Required Element*

The Colorado S.T.O.P. Violence Against Women Act 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 VAWA funds. One of four divisions within the Colorado Department of Public Safety, DCJ has four internal offices including: the Office of Adult and Juvenile Justice Assistance (OAJJA), the Office of Community Corrections (OCC), the Office of Research and Statistics (ORS), and the Office for Victims Programs (OVP). OVP administers three federal grant programs: VOCA Victim Compensation, VOCA Victim Assistance, and S.T.O.P. Violence Against Women Act (VAWA) as well as administering the State VALE (Victim Assistance and Law Enforcement) grant program. Over \$8 million in federal and state victim grant programs are distributed by OVP to more than 250 grantees annually. 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 deal with serious crime and violence, giving special attention to community development and coalition building, culturally appropriate programs, primary prevention, interagency cooperation, and avoiding duplication of efforts.

Annual Planning Process

- A. **Summary of Data:** Each year during the months of March, April, and May, the VAWA Program Administrator prepares an extensive packet of materials which summarizes the following input, data, and information:
- analysis of the results of a constituency-based needs survey conducted in the Spring (last conducted in 2006) which elicits input from private non-profit victim service providers, prosecutors, law enforcement, judiciary/courts, and tribal representatives;
 - summary of planning items established by the VAWA Advisory Board during its application review and funding recommendations process based on its extensive review of trends, unmet needs, identification of underserved victim populations, and availability of services;
 - input from the 12-member VAWA Advisory Board whose membership represents the VAWA-funded disciplines including private non-profit victim services, statewide domestic violence coalition, statewide sexual assault coalition, prosecution, law enforcement, and the judiciary/courts ([Attachment A](#));
 - input from diverse populations represented by the statewide domestic violence and sexual assault coalitions;
 - review of demographic, geographic, and economic data and factors specific to Colorado, and projected trends;
 - review of federal purpose areas and priorities as established, reiterated, or modified under the VAWA reauthorization legislation (VAWA 2005);
 - analysis of past and present VAWA funding patterns within the state;
 - overview of the availability of services throughout the state;

- assessment of past implementation plans in order to build on previous planning, address areas requiring modification, address unmet needs, and sustain lasting partnerships established under previous plans;
 - a draft Announcement of Fund Availability (solicitation regarding the upcoming subgrant application and funding cycle);
 - a draft Implementation Plan, and
 - reference to the mission of the VAWA Advisory Board
- B. **Review of Information:** In mid-May, the VAWA Program Administrator mails the packets to VAWA Advisory Board members for their review in preparation for the annual planning meeting in June.
- C. **Advisory Board Meeting:** In early June, the VAWA Advisory Board convenes for its annual planning meeting where it conducts an in-depth discussion of the planning materials, and votes for modification and approval of all materials, language, and procedures necessary to conduct the subgrant application and funding process, and plan for upcoming funding cycles.

III. NEEDS AND CONTEXT – In developing its funding recommendations, the Advisory Board will consider the following information:

A. Colorado Demographics

Colorado is somewhat unique compared to the rest of the nation, due to its very decentralized state systems. For example, most states have one victim compensation office located in the state capitol. Colorado has twenty-two victim compensation offices, one in each judicial district. The difficulty with such a system lies in gaining an accurate picture of the entire state. One of the advantages, however, is that victims have excellent local and timely access to resources. In order to most effectively assess demographic and geographic data, the VAWA Program Administrator developed a regional map of Colorado, in which counties and judicial districts are clustered on the basis of commonalities in economic, demographic, and geographic characteristics. (Attachment B) Demographic information considered by the Advisory Board in making its funding recommendations includes the following:

- Mapping of population density and distribution (Attachment C)
- Data on the distribution of cultural, ethnic, and language minority populations (Attachment D)
- Geography of the state – i.e. mountain ranges that create barriers to access to services even when it would otherwise appear that the services are in close proximity to victims, or excessive distance between available service providers (Attachment E)
- Census figures on various underserved populations in Colorado
 1. 9.7% are elderly (over age 65)
 2. 49.6% are female
 3. 3.8% are African American
 4. 1% are American Indian or Alaska Native
 5. 2.2% are Asian
 6. 17.1% are Latino
 7. 15.1% speak a language other than English in the home
 8. 15% are persons with disabilities

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

B. Concentration of Special Populations

- Highest concentrations of Colorado’s significant Latino population are in the rural northeast and southwest areas of the state; areas that are financially under-resourced and in which geography creates barriers or challenges to service availability
- Highest concentration of Colorado’s Asian population is in urban areas;
- 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.
- Highest concentrations of immigrant women victims of domestic violence and sexual assault are in the northeast and southwest quadrants of the state

C. Data

- According to the most recent compilation of Colorado Bureau of Investigation statistics, 1,870 forcible rapes were reported by Colorado law enforcement agencies in 2004, an increase of 10% over the 2001 figure. The 1992 *Rape in America: A Report to America* survey estimated that only 16% of sexual assaults which actually occur are reported to law enforcement. On that basis, it can be estimated that over 11,000 sexual assaults may have taken place during that time period. ([Attachment F](#))
- Additionally, the findings of the 1999 VAWA-funded National Non-Stranger Sexual Assault Symposium held here in Colorado reiterated the fundamental need for availability of expert technical assistance to officers, timely data collection and exchange, training, meaningful collaboration, effective investigation protocols, and cultural competence in dealing with all forms of sexual assault
- With regard to domestic violence, Colorado programs provided non-residential counseling and other support services to 13,230 individuals impacted by domestic violence during 2005. ([Attachment G](#))
- Domestic violence statistics compiled in 2005 indicate that 111,791 nights of shelter were provided to victims, but over 5,537 women had to be turned away because shelters were full.
- The total number of domestic violence crisis, counseling, information and referral, and advocacy calls was 218,050 – a 6% increase over the previous year’s figure.
- During 2005, 42 people died in domestic violence-related incidents, according to the VAWA-funded Project Safeguard Domestic Violence Fatality Review Committee which tracks and reviews direct and corollary deaths related to domestic violence ([Attachment H](#)). In 2005, 32 intimate partners statewide died in domestic violence related homicides.
- In 2004, a total of 7,575 domestic violence incidents were investigated by Colorado law enforcement agencies, including 32 homicides, 198 forcible sexual offenses, 26 robberies, 1,187 aggravated assaults, 5,471 simple assaults, 420 non-

force intimidations, 215 kidnappings, and 25 non-force sexual offenses. (Please note: these statistics *do not* include incidents occurring in municipalities and in the City of Denver.)

D. Needs Survey

The results of the statewide needs survey conducted in the Spring of 2006 are reflected in Colorado's state priorities for allocation of FY 2007 STOP funds. A summary of the results appears in the Appendix as Attachment I.

E. Laws and Policies Impacting the Implementation Plan

- **Enforcement of Legislation – The role of Colorado's Statewide, Multidisciplinary Ending Violence Against Women Project (EVAW)**

Colorado's VAWA-funded 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, and Colorado Springs. One major focus of the EVAW Project activities is to provide 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.

F. Town Meetings

The Colorado Coalition Against Domestic Violence (CCADV) conducted a series of "Town Meetings" at various locations around Colorado including Denver, Colorado Springs, Alamosa, Durango, and Craig at which input regarding perceived needs was collected from attendees who included service providers and victims. A summary of this data was provided to the VAWA Advisory Board for its consideration in setting priorities for the FFY 2003, FFY 2004, and FFY 2005 funding cycles. The following 5 needs were consistently mentioned as being of the highest priority:

1) Shelter and transitional housing; 2) Affordable civil legal services; 3) Affordable adjunct services such as transportation and childcare; 4) Financial assistance; and 5) Improvement in coordinated community response including training of systems-based personnel, availability of immigration legal assistance, and translation services.

G. VAWA-funded Community Safety and Accountability Audits

The Colorado Coalition Against Domestic Violence has completed and produced a comprehensive report on its Community Safety and Accountability Audit conducted

in the community of Craig, Colorado regarding this community's response to crimes of domestic violence. The results of this multidisciplinary audit have been provided to the VAWA Advisory Board for its consideration in setting priorities for the FFY 2006, FFY 2007, and FFY 2008 funding cycles. Recommendations for improvements were made in the following areas:

1) The handling of information on children present in the home; 2) Language access training regarding in-person contact and written materials; 3) Language technology and protocols; 4) Documentation of evidence and preparation of records; 5) The handling of predominant aggressor issues; 6) The identification and investigation of strangulation; 7) Protocols for victim advocates; 8) Protocols for dispatch; 9) Topics for ongoing training for all agencies and all disciplines; 10) Policy changes; and 11) A process for a standing domestic violence review team.

IV. PLAN PRIORITIES AND APPROACHES

A. 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 incorporates preliminary data collected in a recent comprehensive statewide strategic planning process in which the Office for Victims Programs plays a key role. This broad 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) are 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 whose format has been vastly improved and is now available on the Internet. This "common application" was further simplified in 2000, with much positive feedback from applicants as well and board members. The applicants must complete a separate form

for each funding source, but the basic elements of the form itself are the same. This is 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 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.

Colorado will build on its previous years' implementation plans by retaining viable priorities, incorporating valuable information obtained from a statewide needs survey conducted in the Spring of 2006 into state funding priorities, and incorporating additional federal purpose areas and requirements set forth in the 2006 VAWA reauthorization legislation. Also, as noted in the Grant-Making Strategy section that follows, Colorado gives priority to continuation applicants in order to sustain the lasting partnerships and long-term systems change which have been established in prior years.

Major Shifts in Direction, if any *Required Element*

There are no major shifts in direction anticipated for the upcoming FY 2007 funding cycle.

B. Priority Areas

1. Types of Projects that will be supported with STOP grant dollars

FY 2007 VAWA State Funding Priorities – Colorado will build on its previous years' implementation plans by retaining viable state funding priorities which are intended to give fullest effect to federal purpose areas and program priorities. It is intended that VAWA funds will be used to support the following types of projects:

- ACCESS – Projects that support community-driven initiatives to achieve reasonable access to basic high-quality services for underserved victims of sexual assault and domestic violence including Native American women living on or off reservations, immigrant women, older women, disabled women, rural women, GLBT women, and women of color; projects providing translation services for non-English speaking victims; *projects that provide transitional services for domestic violence victims.*
- ADVOCACY – Specialized advocacy in law enforcement offices, courts, prosecution offices, and victim services agencies including salary support for specialized unit prosecutors, officers, and advocates; civil legal advocacy services for victims, including assistance to victims of domestic violence and sexual assault in immigration matters; to *assess and* address barriers to reporting.

- **THE COURTS** – Projects that provide judicial education on domestic violence, sexual assault, stalking, and dating violence; court-related projects; projects that enhance the role of the judiciary including establishment of policies and procedures focused on victim safety and input; projects that improve procedures for court access to information on past offenses, protection orders violations, and perpetrator risk assessment *and lethality*; projects that strengthen the enforcement of stalking laws through aggressive investigation, prosecution, and adjudication of cases; projects that enhance offender accountability measures.
- **PROTECTION ORDERS** – Projects that strengthen the enforcement of protection orders within and across state and tribal lines, including law enforcement training in this area; projects that improve the system of obtaining, registering, enforcing, and tracking protection orders (including intra- and interstate Full Faith and Credit *in domestic violence, sexual assault, and stalking cases*); specialized court advocates in courts where a significant number of protection orders are granted.
- **SEXUAL ASSAULT** – Projects that promote a coordinated community response to sexual assault crimes through specialized prosecution, law enforcement, and victim services including training and education for judges; training of sexual assault forensic medical examiners; new and existing SANE projects; new and existing SART projects.
- **SYSTEMS IMPROVEMENT** – Collaborative community projects that strive for fundamental and/or long term criminal justice systems change in addressing violence against women; projects that support statewide, multidisciplinary efforts to coordinate the response of law enforcement, prosecution, courts, and victim service agencies in addressing violence against women.
- **TRAINING** – Projects that provide multidisciplinary, specialized training opportunities on domestic violence, sexual assault, stalking, dating violence, *enforcement of protection orders, investigation techniques, and the use of technology and the Internet in stalking cases* for law enforcement personnel, judges, other court personnel, and prosecutors.

2. Funding Philosophy

- **Allocation:** To allocate, without duplication, at least 25% of available funds to law enforcement, 25% to prosecution, 30% to nonprofit, non-governmental victim services (of which 10% must be distributed to culturally specific community based organizations) and 5% for state and local courts and judicial projects. To encourage multidisciplinary and multi-agency collaboration.
- **Geography:** Give priority to areas of varying geographic size with the greatest showing of need based on the availability of existing domestic violence and sexual assault programs.
- **Demography:** To consider the types and distribution of populations and the geographic area to be served in determining subgrant amounts.
- **Equity:** Equitably distribute monies on a geographic basis, including suburban and rural areas.
- **Funding:**
 - a) There is no predetermined limit to the number of years a project may apply for VAWA funds; however, VAWA funding for governmental agencies (law enforcement, prosecution, judicial) is considered by the

board to be “seed money”. These agencies are expected to describe efforts made to institutionalize their VAWA projects at the local level. Funding amounts may be reduced if local efforts are not considered to be sufficient.

- b) The availability of other funding sources, and an applicant’s access to other funding sources to support requests will also be considered. For example: VOCA assistance funds support direct services to crime victims including crisis intervention, shelter, food, transportation, law enforcement advocacy, volunteer programs, court and emergency legal advocacy, and follow up services.

C. **Grant-Making Strategy *Required Element***

Colorado’s VAWA Advisory Board conducts an annual, competitive grant application process which results in funding recommendations which are ultimately approved by the Executive Director of the Colorado Department of Public Safety. Applications are reviewed by the VAWA Program Administrator and the Advisory Board within the context of the following elements:

1. Federal Purpose Areas – Subgrants supported with FFY2007 funds must meet one or more of the 14 federal purpose areas;
2. State funding priorities as listed above;
3. This Implementation Plan and all the requirements and considerations contained herein;
4. The perceived and expressed need for the proposed services;
5. The degree to which the proposed services will address the needs of under- or unserved populations;
6. The availability of services throughout the state;
7. Geographic considerations regarding the distribution of services and underserved populations throughout the state.

Projects ineligible for VOCA funding [investigative activities, medical services (i.e. non-compensable SANE exam expenses), system improvement, administrative and other non-direct services] receive priority consideration for VAWA funding.

- **Methods Used to Achieve Equitable Distribution of STOP Funds** - In order to achieve equity in the distribution of funds, a widespread solicitation is circulated annually which elicits many applications from each of the targeted disciplines. (Attachment J) Priority points are given to applicants who demonstrate high need for the funds including lack of other available services in the area or lack of other available sources of funding, who propose multidisciplinary and/or collaborative projects, or who propose to serve underserved populations in their area. Priority points are also given to applicants in rural, under-resourced areas while subgrant amounts are established proportionately for rural (sparsely populated) and urban-based (densely populated) area projects. As a result, subgrants are made to agencies in each of Colorado’s 22 judicial districts, with aggregate subgrant amounts in proportion to population in the various regions of the state. (Attachment K) Priority is given to funding continuation subgrants in order to build on previous year’s plans and priorities, and to sustain lasting partnerships. At the same time, a portion of STOP funds are earmarked to support new projects which will address previously unmet needs and shifts in priorities.

Additionally, the VAWA Program Administrator collaborates with administrators of the VOCA funds and Colorado's Victim Assistance and Law Enforcement Funds in order to leverage the available STOP dollars to achieve the most effective use of those funds.

- **Timeline** – The annual planning process takes place in the spring, culminating with the annual VAWA Advisory Board Planning Meeting in early June. The solicitation is prepared and mailed by mid-summer. The VAWA Program Administrator conducts technical assistance workshops in various locations around the state through the summer. Applications are due in September. Staff and Board subcommittee review of the applications takes place from mid-September through November. The VAWA Advisory Board convenes to conduct its funding recommendations meetings in early December. Once the funding recommendations are approved, contracts are developed with the funded agencies during the months of February and March in time for an April 1 subgrant award period start date. Subgrant awards run from April 1 through March 31. (Attachment L)
- **Technical Assistance** - The VAWA Program Administrator conducts grant writing/technical assistance workshops in both rural and urban areas of the state to assist applicants.

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 VAWA 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, with collaboration being of the highest value. Applicants are encouraged to collaborate on multi-agency, multi-project proposals with a single fiscal agent. In addition, 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 this project;
 - Applicant's participation in a referral system;
 - Description of past and current grant project impact;
 - The applicant agency has a cultural competency or diversity plan in place, or is working to develop one.
- **Project Evaluation Plan:** Subgrantees will be required to have an approved project evaluation plan which 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 utilized 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 \$300,000 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 have a written confidentiality policy in force, and must assure 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**

D. 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, as well as through the activities of the coalitions
- Priority points are given to applicants who specifically address the needs of an underserved population
- An assessment of the availability of services for underserved populations is incorporated into the planning process and grant-making strategy
- Technical assistance is provided to applicants to support their efforts to address the needs of underserved populations
- In Colorado, STOP 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.

E. Monitoring and Evaluation *Required Element*

VAWA subgrantees are required to track and report progress, impact, and outcome data in their quarterly progress reports to the Division of Criminal Justice. Included in the performance contract with each subgrantee is the following language regarding project evaluation: "in this evaluation narrative, please be sure to address the following VAWA-required elements – 1. Specifically define the

product/outcome/impact you intend to achieve; 2. Explain how you will document the PROCESS activities (progress on objectives); and 3. Explain how you will collect the information regarding the product/outcome/”.

- **Quarterly Statistical Reporting** - Statistical information is collected quarterly from subgrantees. Demographic characteristics of the population to be served will be obtained via this form. Data collection will vary depending on the types of programs funded and the services provided. For this reason, inferences made from victim data obtained through this effort may require a considerable amount of qualification
- **Quarterly Narrative Reporting** - In addition to statistical information, subgrantees must report quarterly in narrative form on their project goals and objectives. This component involves obtaining actual performance measures and clearly identifying program goals, objectives, activities, impact, and outcome indicators. Each subgrantee is encouraged to have no more than three goals and no fewer than two and no more than four measurable objectives within each goal. The purpose of this is to ensure a focused project which can be completed during the one-year grant period.

This process and impact evaluation through clear goals and objectives is essential for basic project management. This criterion recognizes that there may be times when a program does not fully meet all of its objectives, but nevertheless is considered to be performing successfully. Projects experiencing this type of challenge are targeted for special technical assistance from the VAWA Program Administrator.

- **Monitoring and Site Visits** – The Office for Victims Programs sets a high priority on project monitoring. The VAWA Program Administrator regularly performs desk-monitoring reviews of targeted projects, conducts technical assistance workshops, and provides 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. In addition, joint monitoring reviews are conducted for programs receiving multiple funding from OVP (e.g. VAWA, VOCA and State VALE). Of the 60 current VAWA subgrantees, 30 have been monitored/site visited since 2003, and 26 additional are scheduled for monitoring and/or site visits this year. Monitoring involves a comprehensive desk review of expenditure/cash flow, progress on approved goals and objectives, required file materials, accounting system with backup documentation for all expenditures, administrative processes including collection and reporting of statistics and impact/outcome data, confidentiality policy, 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 the Program Administrator meets the grant-funded staff, tours the facility, and observes the administrative processes. (Attachment M)

This strategy for program monitoring and evaluation is designed to accomplish two important goals. First, each program will receive technical assistance in the area of program documentation and management. Second, each program will

have a structure in place that makes possible more sophisticated evaluation efforts--efforts specifically targeted toward process, outcome, and impact evaluations for agencies striving to end violence against women.

- **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; Vertical DV Prosecution units; County Court prosecutor mentoring projects; a multi-disciplinary Domestic Violence Fatality Review Committee; Specialized SA prosecution unit; Ending Violence Against Women (EVAW) multidisciplinary, statewide training project; and specialized DV probation victim services projects.

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 victim service providers. The Domestic Violence Fatality Review Committee, courtwatch projects, 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 by rural, monolingual, and other underserved women. Training and policy implementation in law enforcement agencies has enhanced the state's ability to apprehend and prosecute offenders. Vertical and 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. Probation projects have increased victim participation in risk assessment and safety planning, and have enhanced offender accountability. Expedited DV prosecution projects have enhanced victim safety as well as perpetrator accountability. Restraining order clinics and legal advocacy projects have improved victim access to the protections available under the law. Multidisciplinary training and materials accessed by law enforcement and prosecution agencies throughout the state have assisted in evidence collection and prosecution of sexual assault and stalking cases. Each year, thousands of victims across Colorado benefit from increased access, availability, and expedited delivery of services.

Data: The following types of data will be collected as part of the evaluation of STOP-funded projects products/outcomes/impact:

- Numbers and types of training and technical assists 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, time in getting convicted perpetrators into treatment, level of victim

participation in safety planning, sentencing outcomes, and rate of prosecution of re-offenses;

- In special DV and SA investigations units, the number of cases accepted for charging;
- Numbers of restraining orders issued, re-offenses tracked, and revocations pursued;
- In probation-based projects, the percentage of victim safety plans completed, the level of victim input into offender accountability plans, and the level of participation by grant-funded staff in tracking offender accountability;
- In courtwatch projects, the degree of longevity and multi-disciplinary collaboration on assessments of law enforcement, prosecution, and courts' handling of domestic violence, sexual assault, and stalking cases and the effectiveness of steps taken to address identified issues;
- The numbers of underserved victims receiving services within the context of the density of populations;
- The numbers of sexual assault, domestic violence, and stalking victims served compared to number of reported cases and number of requests for services;
- In permanent restraining order projects, the number of permanent restraining 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 in relation to incidents reported and cases filed;
- For SANE projects, summaries of feedback from victims, law enforcement, and prosecution regarding the effectiveness of the forensic evidence collection and support services provided;
- 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;
- For court services projects, the frequency and quality of courtroom advocacy, the degree of presence of grant-funded court personnel, and the processing time of domestic violence cases;
- Data regarding enhancement of multi-agency, multi-disciplinary collaboration in the investigation, prosecution, and adjudication of cases of violence against women; and
- Data regarding innovations in community response to crimes of violence against women.

F. Barriers to Implementation *Optional*

The only significant barrier to implementation is lack of sufficient funds to support the full scope of the many worthy, VAWA-focused projects in this state.

V. VAWA 2005 ELEMENTS

A. **Brief description of how Colorado will address the needs of underserved populations.**

As mentioned earlier in this document, Colorado's underserved populations are varied and include, but are not limited to, a significant Latino population (17%), an Asian population (2.2%), an American Indian population (1%), immigrant women and women living in rural areas. 9.7% of Colorado's population is elderly, 15% speak a language other than English in the home and 15% are persons with disabilities. Colorado will continue to address the needs of underserved populations through its funding process in which applicants for VAWA dollars that propose to serve underserved population are given priority points. Applicants that propose to provide services in rural, under-resourced areas also receive priority points. In addition, Colorado will continue to review census data, data from subgrantees, and data from surveys and other sources to keep apprised of the needs of underserved populations. Services to underserved populations has long been, and will continue to be, an important piece of Colorado's Implementation Plan for VAWA.

B. **Brief description of how Colorado will recognize and meaningfully respond to the needs of underserved populations and ensure that monies set aside to fund linguistically and culturally specific services and activities for underserved populations are distributed equitably among those populations.**

Currently, the VAWA Advisory Board considers geography, demography, underserved populations and unmet needs when distributing STOP dollars. The Board will continue to consider these factors, along with the data referenced above, to ensure that Colorado recognizes and meaningfully responds to the needs of underserved populations. In addition, the board will continue to reach-out to members of the victim services community to gather input on the needs of underserved populations and the necessary services to meet those needs. Five of the twelve members of the VAWA Advisory Board represent the interests of victim services agencies and two of these members are the leaders of our state's domestic violence and sexual assault coalitions. When determining the equitable distribution of funds for services and activities to underserved populations, the board will continue to review underserved population data, geography, and the current availability of services.

C. **Details on how Colorado is working toward meeting the upcoming certification requirements.**

The VAWA Administrator and other Division of Criminal Justice staff have been meeting to discuss all of the new certification requirements. Progress is as follows:

Sex Assault Exam Certification: DCJ staff have presented at membership meetings of the Colorado Coalition Against Sexual Assault (CCASA) and the Law Enforcement Advocates statewide group to discuss the impact of this VAWA change. The purpose of these meetings is to inform all pertinent parties of the requirement that as of 1/5/09, states cannot require sexual assault victims to participate in the criminal justice system or cooperate with law enforcement in order to receive a forensic exam or to be reimbursed for a forensic exam. Our goal is to have the advocates start a discussion in their communities to determine if Colorado will need a statutory change to ensure compliance or if policy changes at the local level will be sufficient. Thus far, the biggest impediment to voluntary compliance appears to be the issue of storing forensic evidence so that the chain of custody is not broken in the event that charges are filed at a later date. DCJ staff will continue to meet with all interested parties and will then determine, with the help of the Advisory Board, how to proceed.

In the meantime, the CCASA received a small grant of FFY 2006 VAWA dollars to pay the cost of forensic exams for those victims who do not want to report the crime. While the issue of storing evidence is still unresolved, our hope is that by funding CCASA to pay for forensic exams for victims who do not want to report, we will be able to gather baseline data on the need for this service and on the potential costs for future planning.

Judicial Notification:

Polygraph Testing: Colorado's current polygraph statute states that victims cannot be required to submit to a polygraph test as the sole condition for proceeding with a criminal investigation or prosecution. What is missing is language that says the refusal of a victim to submit to an exam shall not prevent the investigation, charging or prosecution of the offense. We will be requesting the statute on polygraph testing be updated to include this language.

VI. 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 STOP VAWA formula grants program.

B. Key Points

1. The mission of the VAWA Advisory Board is *to give full effect to the intent and purpose of the STOP VAWA formula grants program* by –
 - allocating grant funds in the prescribed categories through a process of integrating consideration of this state'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; and
- resulting in measurable outcomes and impact.

2. The state of Colorado three-year implementation plan for the use of STOP 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 a constituency-based needs survey ;
- input from the 12-member VAWA Advisory Board
- 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;
- overview of the availability of services throughout the state;
- assessment of past implementation plans in order to build on previous planning; and
- context of the mission of the VAWA Advisory Board.

C. Closing Comments

The State of Colorado deeply appreciates the continued support by the President, Congress, and the U.S. Department of Justice of the STOP Formula Grant Program. The presence of STOP 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. It is vitally important for this state to continue to receive STOP funds in order to sustain and build upon the successes and initiatives achieved to date. Agencies funded with STOP funds need continued financial support in order to institutionalize programs and ensure continued successes in addressing violence against women. New projects require funding in order to address emerging needs and identified gaps in services. Many worthwhile programs would falter or simply cease to exist without STOP funding. As a result, victim services, victim safety, and perpetrator accountability efforts would all suffer.

VI. APPENDIX

- Attachment A – VAWA Advisory Board member list
- Attachment B – Regional map used in the VAWA fund allocation process
- Attachment C – Population density map
- Attachment D – Data sheet on distribution of minority populations by county
- Attachment E – Land formations map
- Attachment F – Colorado Bureau of Investigation 2004 crime statistics
- Attachment G – Domestic Abuse and Assistance Program 2005 statistics
- Attachment H – Rocky Mountain News article
- Attachment I – Results of 2006 statewide needs survey
- Attachment J – FFY 2006 Announcement of Fund Availability (draft)
- Attachment K – Regional aggregate funding distribution map
- Attachment L – FY 2006 STOP funds timetable
- Attachment M – Monitoring forms
- Attachment N – Letters of Support
- Attachment O – List of projects funded with FFY 2005 STOP funds