

Minnesota

STOP Violence Against Women Formula Grant Program

FFY 2017 – 2020 Implementation Plan

Minnesota Department of Public Safety
Office of Justice Programs
Crime Victim Services
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I. Introduction

A. The date on which the plan was approved by the State

December 15, 2017

B. The time period covered by the plan

Federal Fiscal Years 2017 – 2020 (10/01/17 – 9/30/20)

C. Overview including mission and goals of the implementation plan

Mission Statement for The Minnesota Department of Public Safety, Office of Justice Programs: *The Office of Justice Programs (OJP) provides leadership and resources to reduce crime, improve the functioning of the criminal justice system and assist crime victims. To accomplish this, OJP administers grants; provides training and technical assistance; provides research and data; works to protect crime victims' rights; and provides reparations benefits to victims of violent crime.*

For the Crime Victim Grants Unit, within OJP:

- Purpose Statement: *The Minnesota Office of Justice Programs (OJP), Crime Victim Grants Unit (CVGU) promotes and supports quality services to victims of crime throughout Minnesota.*
- Operating Principles: *All our programs, activities, operations and decisions reflect the:*
 - ❖ *Needs, strengths and voices of Minnesota victims of crime.*
 - ❖ *Commitment to effective stewardship to provide access to quality services throughout Minnesota.*
 - ❖ *Promotion of positive, respectful, and professional relationships, partnerships and collaborations.*
 - ❖ *Advancement of work that promotes trust, shared commitment and collective action.*
 - ❖ *Commitment to quality, outcome-based work that instills pride and inspires hope for the future.*
- Vision: *The Office of Justice Programs: Crime Victim Grants Unit is a national model of an integrated approach to funding, effective partnership, best practices and demonstrated results.*
- Strategic Outcomes:
 1. *Support and promote leaders dedicated to quality, victim-centered services.*
 2. *Support and promote best practices in victim services through assessment of needs, delivery of technical assistance and support for quality improvement.*
 3. *Identify gaps in victim services and dedicate available resources to address those geographic, cultural and programmatic needs.*
 4. *Convene and support key partners committed to the delivery of an integrated system of quality victim services.*
 5. *Be viewed by its partners as a trusted resource that is active and committed to quality, victim-centered services across Minnesota.*

The purpose of the Minnesota STOP Implementation Plan is to explain how VAWA STOP funding is allocated in Minnesota, and to delineate the goals and desired outcomes of the funding plan for the next four years. VAWA funding is allocated across five categories: Victim Services, Discretionary, Law Enforcement, Prosecution and Courts. Minnesota's plan follows the pathway of previous planning processes that began with VAWA funding in 1995. The Victim Services allocation supports on-going direct services to victims of sexual assault, domestic violence, stalking and dating violence. The Law

Enforcement and Prosecution portions address the criminal justice system response to violent crimes against women through special project grants. The Court portion is granted directly to the Minnesota State Court Administrator's Office (SCAO) for the Point of Contact – Sexual and Domestic Violence staff position. The Discretionary portion will be granted to tribal reservations for law enforcement and prosecution based special projects to improve the criminal justice response to women impacted by sexual and domestic violence.

D. Explanation of how the plan is organized

The implementation plan is organized following the template tool prepared by the STOP Technical Assistance to Administrators Resource Project (STAAR), dated March 2017.

E. Description of the overall context for allocation of STOP funds

Our plan focuses on:

- a. direct services to traditionally underserved populations and rurally isolated communities;
- b. improving the tribal reservation based criminal justice response to American Indian populations;
- c. creating systems change within the criminal justice system to improve the response to violent crimes against women, through a wide variety of special project activities; and
- d. court-based training initiatives and response to court administration issues in the field.

Minnesota has utilized STOP funding to support many successful criminal justice system projects demonstrating strong collaboration between law enforcement, prosecution and victim service programs, working for systems change. Examples include Sexual Assault Multi-disciplinary Action Response Teams, the St. Paul Blueprint for Safety, lethality risk assessment development and training, developing SANE programs in rural Minnesota, developing expert witnesses for sexual assault cases, mock trials for sexual assault prosecution to train prosecutors and advocates, developing domestic violence courts, law enforcement and advocate team follow-up on gone-on-arrival cases, city and county joint prosecution units, specialized domestic violence law enforcement teams, sexual assault case file audit, using technology to improve sexual assault report writing and interview techniques, forensic compliance model policies, judicial training on sexual and domestic violence, coordinated community response to address cases of high lethality risk, etc. The Law Enforcement and Prosecution allocations have been primarily distributed through open competitive applications, with applicants defining projects that address the greatest needs in their communities.

There are numerous gaps that remain in direct services and in the ways the criminal justice system responds, requiring improved policies and procedures, and training and technical assistance across the state. The goal of the next four years will be to:

- a. provide stable direct services funding to several agencies serving traditionally underserved populations and rurally isolated communities;
- b. expand projects that show promising practices in improving the criminal justice system response in holding offenders accountable and reducing harm to victims;
- c. work with interested tribal governments to strengthen their response to domestic and sexual violence;
- d. develop a system of communication and coordination for all training work within various funded projects, to create a broader statewide impact;
- e. extend successful projects to other parts of the state; and
- f. fund new statewide policy initiatives to address systems change more broadly.

II. Description of Planning Process

A. Brief description of the planning process

While VAWA STOP planning intensifies prior to the Implementation Plan (IP) renewal, information that informs how STOP funding is administered happens regularly through meetings with statewide criminal justice leadership, crime victim coalition directors, crime victim grantees, and various committee work and task forces involving OJP staff, including the DPS Tribal Liaison. Rather than working through a designated VAWA Planning Committee, VAWA planning incorporates information gleaned from the work of these groups in addressing statewide issues, emerging trends, and unmet needs.

Statewide Criminal Justice Leadership

The Criminal Justice Collaborative, referred to hereafter as “the Collaborative,” is a key group of stakeholders representing statewide organizations, convened monthly by the MN Coalition for Battered Women (MCBW). The group informs VAWA planning through its work in addressing statewide criminal justice system issues that impact the response to domestic and sexual violence across the state. This group includes broad representation which has been able to make a significant difference in how issues can be addressed statewide through a collaborative message from the leadership agencies. The core group initially formed over ten years ago as an advisory group for a VAWA Grants to Encourage Arrest project, and has continued to meet monthly since. The Collaborative has been used as an advisory group for numerous OVW funded discretionary grants and statewide projects focused on improving the criminal justice response to sexual and domestic violence and holding offenders accountable. The importance and impact of the issues identified and addressed in a collaborative manner cannot be overstated. Each member organization benefits from the collaboration and relationship building that occurs in this group.

Current core membership includes the following: MCBW; OJP staff (Cecilia Miller, Grants Director, Suzanne Elwell, Crime Victim Justice Unit); Judge Robert Small, MN County Attorney’s Association; Jim Franklin, MN Sheriff’s Association; Paul Schnell, MN Chiefs of Police Association; Melia Garza, Point of Contact on Sexual and Domestic Violence, MN State Court Administrator’s Office (SCAO); Carolyn Palmer, MN Coalition Against Sexual Assault (MNCASA); Bobbi Holtberg, MN Alliance on Crime (MAC); and Lydia Newlin, MN Dept. of Corrections (DOC). Until recently, Judge Andrew Small, tribal judge, attended Collaborative meetings representing the MN Indian Affairs Council and tribal judges. (A replacement attendee for Judge Small has not yet occurred.) Depending on the meeting agenda, personnel representing the following organizations also attend: MN Bureau of Criminal Apprehension,

MN Community Corrections Association, and the MN Association of Community Corrections Act Counties.

The Collaborative is a robust working group of policy makers, addressing the intersection of domestic/sexual violence and the criminal justice response. Improving the response statewide at the policy level is of primary importance. Meeting monthly provides consistency and focus for addressing problematic issues that require significant time, have multiple layers, and potentially involve statutory language changes. The coalitions are knowledgeable about direct service needs across the state, as well as the issues programs and victims face in working with the criminal justice system. They are able to bring other voices to the table and represent a broad network of direct service programs. In addition, the Chiefs, Sheriffs and County Attorney association directors are the primary conduit for information to their respective statewide memberships, and can advise on the best ways to communicate, gather information and address larger statewide issues with their memberships.

Discussion at Collaborative meetings has significantly helped OJP in planning for STOP Law Enforcement, Prosecution and Court funding allocations. The representatives for the MN Sheriff's Association and the Chiefs of Police Association weighed in briefly about training needs they would like to see addressed, whether with VAWA special project funding or other funding. Also, Cecilia Miller met separately with the SCAO Point of Contact on Sexual and Domestic Violence and her supervisor to identify priorities and judicial training options in the next few years, to be supported by the Court allocation.

Coalitions

The VAWA State Administrator, Cecilia Miller, meets every other month with the executive directors of the six crime victim coalitions in Minnesota: MN Coalition for Battered Women (MCBW), MN Coalition Against Sexual Assault (MNCASA), MN Alliance on Crime (MAC), MN Indian Women's Sexual Assault Coalition (MIWSAC), Sacred Hoop Coalition, and the MN Children's Alliance. The coalitions represent the interests and perspective of the broad array of service providers addressing crime victimization statewide.

Information is also gleaned from broader workgroups involving OJP staff including the Statewide Medical Forensic Policy Initiative; MN Human Trafficking Task Force; Wrap Around Legal Services project (funded by the Office on Victims of Crime); and the Minnesota Student Survey (OJP's Statistical Analysis Center). Grant managers, through their daily work providing technical assistance to grantees, learn about unmet needs and challenging issues from the 164 crime victim grantee agencies funded statewide.

Victim Services

For the 2017 - 2020 Implementation Plan, Cecilia worked with the statewide coalitions to conduct VAWA planning meetings with stakeholders representing sexual and domestic violence direct service providers. MCBW and MNCASA jointly held quarterly regional meetings with member programs to discuss VAWA planning. Cecilia attended five meetings (two in the Twin Cities metro, and three in greater Minnesota). Additionally, MCBW presented the VAWA information at two regional meetings in greater Minnesota Cecilia couldn't attend.

Attendees for these meetings numbered 102 (unduplicated count), representing 72 programs, 19 of which are domestic and sexual violence community of color or cultural community programs serving traditionally underserved populations. Other attendees from sexual assault and domestic violence agencies included emergency shelters, rape crisis centers, community advocacy programs, legal services

programs and SANE programs. Each 2-hour meeting included an overview of how STOP funds are currently allocated in Minnesota, the intent of the planning process, and the options for which OJP needs feedback. The bulk of each meeting entailed a discussion regarding:

- whether or not 5% of the funds should be made available for prevention initiatives and what types of prevention efforts should be prioritized;
- whether or not to change the funding priority for the Discretionary funds;
- what is and isn't working well in the criminal justice system's response to violent crimes against women from their perspective and experience; and
- identify unmet needs and emerging issues.

Input from Tribal Reservations and Native Serving Victim Service Programs

The tribal section of the Implementation Plan (IP) contains the needs and issues identified during VAWA listening sessions which were conducted in various formats that included written survey, on-line survey, and open-dialogue listening sessions. The voices represent tribal victim advocates, attorneys, judges, prosecutors and law enforcement and reflect the vast richness of the 11 federally-recognized Ojibwe and Dakota tribes and urban communities. Several tribal coalitions assisted in the process, including: Minnesota Indian Women's Sexual Assault Coalition (MIWSAC), Sacred Hoop Coalition, and the Minnesota American Indian Bar Association (MAIBA). Currently, 10 of the 11 tribal nations in Minnesota have funds from OJP (STOP and other state/federal funds) for advocacy services to victims of sexual and domestic violence.

Cecilia Miller worked with the tribal coalitions, MIWSAC and Sacred Hoop Coalition, to create listening sessions with tribal and urban victim advocates. Listening sessions occurred on three reservations – Bois Forte Reservation and Prairie Island Indian Community, plus a later meeting hosted by Fond du Lac Reservation.

OJP staff Tribal Liaison, Lonna Hunter, and OJP Criminal Justice Analyst, Zoe Wisnoski, MPP, worked with MIWSAC to develop survey questions to send to MAIBA members, including tribal judges, attorneys, and prosecutors. In addition, Lonna worked with the State of Minnesota's Indian Affairs Council to hear from Minnesota tribal nations' leadership. Surveys and listening sessions were conducted with tribal law enforcement that included the Tribal Law Enforcement Drug Investigators and the Tribal Police Chiefs Association. Additional information is included from the two tribal workgroups of the Statewide Medical Forensic Policy initiative, conducted by the Minnesota Coalition Against Sexual Assault (MNCASA).

B. Documentation of input

A copy of the final IP is being emailed to everyone who attended a VAWA planning meeting and indicated they would like to see the IP (86 out of 102 attendees). The IP is being emailed to the six crime victim coalition directors to send to their membership, in the event someone couldn't attend a meeting. The IP is also being sent to the MN Indian Affairs Council to distribute to the tribal leadership for the 11 federally recognized tribes, which is their preferred method for disseminating information. Any feedback will be included in a follow-up revision of the final Implementation Plan.

Sign-in sheets from each planning meeting is retained at OJP, as well as copies of feedback emails.

Distribution of Collaboration Form

The Collaborative members completed the Documentation of Collaboration form. The Collaborative includes each of the required coalition and criminal justice entities (numbers 1-6 on the IP template,

excluding #3 as there is no dual DV/SA coalition in Minnesota). Each representative is being sent the Collaboration Form with the IP draft. Feedback will be included in the final plan.

C. Summary of Identified Needs and Barriers to Safety

1. Identified needs and issues involving law enforcement and prosecution: from planning meetings and other discussions with criminal justice partners, advocacy agencies and coalitions:

- Develop more training and retention of SANE nurses in rural areas, and training of emergency room doctors/nurses where SANE programs don't exist.
- Expand training statewide to law enforcement on use of lethality assessments.
- Embed victim advocates in law enforcement offices. Sometimes crimes aren't being investigated because there are too few officers to deal with the amount of crimes coming in.
- Address conflicts between law enforcement, prosecution and advocates when there isn't an understanding of the importance of their different roles and the values of each.
- Continue work on developing protocols for officer involved and high profile domestic violence.
- Solidify criminal justice system improvements with accompanying policy changes and training, so when there are personnel changes procedures don't move backwards.
- Expand who we see as criminal justice personnel when working toward systems change (i.e., probation, prison mental health staff, etc.).
- Address lack of prosecution of sexual assault cases, which is especially problematic for victims who are perceived to have low levels of credibility due to using drugs/alcohol or are homeless.
- Implement "Start by Believing" initiatives statewide. Include campus law enforcement.
- Expand training on and use of Forensic Experiential Trauma Interviewing (FETI) for law enforcement, as well as efforts to improve case writing.
- Target training and collaboration building in communities/counties where domestic violence programs have barriers to getting police reports from local law enforcement agencies.
- Provide training to law enforcement statewide on ways to make a stalking case and felony strangulation. There are incidents of felony strangulation cases being dismissed.
- Develop law enforcement requirements that meet best practices.
- Address policies statewide regarding confiscation and storage of firearms.
- Improve enforcement of Order for Protection violations statewide.
- Accurately count and address untested evidentiary kit and figure out how many of those should still be tested. Develop statewide retention/testing policies.
- Develop policies that meet best practices for evidentiary kit storage.
- Crime victim rights are not being consistently upheld. Some prosecutors are not notifying victims about court hearings and then are confused when victims aren't participating and present.
- Improve the ability of programs in rural areas with very small law enforcement units who have difficulty obtaining ICRs.
- Use OJP's website to highlight STOP special projects so others know what is happening in projects across the state, including the learning that occurred.
- Pull together STOP special project personnel to share project successes and challenges.
- Data collection – improve collection and sharing of data across the state. Better define what data we most need and ways to gather it.
- Tie training to protocols or procedures rather than more generalized training (e.g., training on forensic sexual assault exams versus on sexual assault generally). Create more avenues for meaningful e-learning.

- Combine victim services funding with special project funding to rework methods for addressing youth perpetrated domestic violence.
- Explore the possibility of replication of successful projects in other areas of the state.
- Address communities that have non-functioning or problem partnerships between law enforcement/prosecution and victim service programs, and consider funding that helps establish and/or improve relationships.
- Create better coordination between city and county prosecutors in rural areas where they are part-time contractors, to reduce dropped cases, repeated plea downs to disorderly conduct, probation violations, stay of adjudications, and lack of coordination and communication.

2. Identified unmet service needs: identified in VAWA planning meetings with advocacy agencies and coalitions:

There are significant unmet service needs in the following areas: affordable legal services or access to pro bono legal services; transitional housing; housing for larger immigrant families; resources for senior women; addressing unseen disabilities; legal representation; advocacy assistance in civil cases; mental health resources for children; safe space for youth victims of dating violence; services for the Karen community; advocacy for women who do not go to shelter; translation services; victimized female veterans; prison rape; campus response to violence; SANE nurse availability; school liaison officers trained on sexual and domestic violence; more referrals for GLBT victims and co-advocacy between programs serving GLBT victims; and more safe shelter options for gay men, and trans men and women.

Identified needs and issues impacting community of color and cultural communities: A VAWA planning meeting was held specifically for crime victim programs serving traditionally underserved cultural communities in the metro area that didn't come to the previous metro meeting. Representatives from the following communities attended: African American, Hmong, East African immigrant/refugee, Native American, immigrant victims of torture, SE Asian and Indian, and Latina. The following is a summarization of comments, many of which were expressed across different communities and cultures.

- Sexual and domestic violence are taboo topics and there is much silence on these issues. There is stigma to seeking assistance outside the community, whether from advocates, police or any part of the criminal justice system. Victims who report face pressure from their families and the entire community. The expectation is that the issue needs to be handled within the community. Communities would benefit from a campaign around breaking the silence, delivered in a culturally specific way, and creation of healing circles.
- Some communities use community mediation with elders, which is ineffective with domestic violence. It works in the perpetrator's favor. Patriarchal elders may reinforce the message that the abusive behavior is "just because he loves you so much." Some victims call police in hopes they will help mediate or diffuse the situation rather than hoping for an arrest.
- There are many layers of barriers to address to reach individuals who have experienced war, poverty, violence, language barriers, immigration status, etc. Those who have stayed longer in refugee camps are fearful of coming forward, to talk with police or exercise their rights. For vulnerable people, domestic or sexual violence is just one layer of many, many layers of complexity all happening at the same time.
- How we engage in prevention is very important, especially for cultural communities that don't speak English and may not be aware domestic violence is illegal in the U.S. It's difficult to get the

message to culturally specific victims that they have rights, especially rurally isolated and non-English speaking. There are significant populations living in rural areas without access to services or translators.

- Prevention and intervention go hand in hand; intervention services must be available once people learn their options. Right now, it's not an option for many undocumented victims to call the police. They fear deportation and don't want their partner to be deported either. Many aren't following through on their U Visa cases. There is great concern about the travel ban and fear of deportation with representation.
- We need to provide education about domestic and sexual violence to women, men, elders and healers. Traditional healers are often the first responders in their cultural community. Additionally, programming that utilizes elder men to show males within the community how to treat women would be helpful.
- The high rates of homicide dramatically impact younger victims. They may not have permission from their peers to reach out or follow through with services. Many women are gang affiliated because of their partner. It appears to the criminal justice system as though she's non-compliant, when in reality, it's her safety plan to recant or stop participating in the system. We need to create connections and help these victims see a way out of the tunnel.
- More funding is needed for urban based services for American Indian victims, including federal funding opportunities that don't require sign-off from a tribal nation that may be quite some distance away. Approximately 70-80% of the Native population lives in urban areas; the metro programs serve victims from over 30 different tribal nations.
- Additional follow up and support is needed for men re-entering their cultural community after serving time, and for communities to have a way to bring the community into healing.
- We need more messaging and training for young parents on the ways exposure to violence negatively impacts their children.
- Small mini-grants to purchase curriculum (i.e., to respond to rural cultural communities support with coaching, training and resource materials) would be helpful.
- Special projects need to include funding for hiring full time staff to manage the project. It's difficult to sustain project work after the grant period ends and retain project staff.

3. Systems Response for Native victims: Tribal Court Personnel, victim advocates, tribal law Enforcement in tribal and urban jurisdictions

Tribal Orders for Protection

Barriers to the filing and enforcement of tribal Orders for Protection (OFPs) with the State of Minnesota continues to create on-going safety issues that deserve additional resources and remedies to ensure all victims are afforded the protections under VAWA. Tribal judges and attorneys shared concerns about how the Minnesota Court Information System (MNCIS) requires several steps to have tribal orders entered into the statewide system. While there is a process to file orders, the process takes time and orders may not get into the MNCIS system for law enforcement to view. The burden falls to the tribal court and/or the victim to bring the tribal OFP to a local state court administrator and create a case file in order to have the OFP entered into MNCIS. Tribal judges and attorneys cite reluctance at the top levels of state court administration to work together toward broader access to MNCIS. Tribal judges filed a petition with the Supreme Court in November 2016, seeking changes to the General Rules of Practice related to Tribal Court Orders. One solution in discussion is to allow tribal courts the same access to MNCIS as state courts, to enter tribal court orders themselves.

Law Enforcement

Some tribal advocates report that tribal law enforcement's response to sexual and domestic violence has improved over the past three years. While training for tribal law enforcement has improved, there's also been an increase in the number of county law enforcement receiving training. However, advocates report that even with improved training for county law enforcement, advocates continue to interact with law enforcement officers who view Native victims as not credible (or who minimize the violence), and fail to gather necessary evidence when responding to cases of domestic violence, sexual assault, sex trafficking, and stalking. Several reasons are cited by victim advocates for the lack of response including; lack of proof, gender bias, and belief that the victim may be lying. A significant compounding factor for difficult victim cases is when multiple jurisdictions (tribal, county, and state) need to respond to an emergency call; however, it may not be clear who is responding.

Advocates and tribal court personnel cited lack of collaboration with county law enforcement as a barrier to safety with at least one tribal jurisdiction no longer having a state required joint powers agreement with the local county jurisdiction. In response, tribal law enforcement is requesting additional training and education for non-native tribal law enforcement, as well as training for local county law enforcement on working with Native populations to understand sovereignty, and become trauma informed and culturally competent. Tribal law enforcement is also calling for training developed by tribal law enforcement trainers in the areas of sex trafficking, domestic violence investigation and strangulation. Tribal court personnel and victim advocates cite a lack of resources that has caused insufficient numbers of available law enforcement officers to respond to victims of domestic violence, sexual assault and stalking in some tribal jurisdictions. Law enforcement resources available to respond to victims of domestic violence, sexual assault and stalking are also impacted by law enforcements' need to respond to other emergency calls, delaying responses up to 20-30 minutes or longer.

Prosecution

Many tribal judges and attorneys cited PL-280 jurisdiction in Minnesota as a barrier to safety for Native victims and called for a coordinated multijurisdictional response and adequate resources to hold perpetrators accountable. State and tribal jurisdictional issues are reported to cause fear, hopelessness and confusion for Native victims who receive services. According to tribal judges, attorneys, and victim advocates fear that declinations to prosecute in cases of sexual assault or in cases of johns who are trafficking Native youth serves as a constant barrier to victim safety. Instead what advocates are reporting is that in cases of youth being trafficked is resulting in being charged with other offenses and erodes trust in the judicial system. In cases of sexual assault, victims are criminalized and have additional challenges such as homelessness, addiction, criminal record that prevents them from working within the system that should protect them. There is an expressed frustration for those tribal jurisdictions who are able to prosecute non-tribal offenders, yet lack the resources to adequately and fully prosecute and house offenders under the Tribal Law and Order Act (TLOA), leaving Native victims vulnerable without protection. Frequently, non-native offenders return to the reservation and stalk their victims without being held accountable for prior offenses. In addition, victims who experience domestic or sexual violence fear reporting to law enforcement due to being criminalized themselves, which may happen when being used in prostitution or drug trafficking. Victims with a record or warrant face barriers from court personnel who don't believe they are victims. Fear of reporting to law enforcement because of subsequent involvement by child

protection prevents victims from working within the protective system, which creates additional challenges such as homelessness and lack of access to help for substance use disorders.

Sex Trafficking in Tribal and Urban Communities

Many tribal and urban communities lack dedicated resources to address sex trafficking. Limited resources are often pieced together to address the complex effects of trauma, meet basic needs, and provide programming for sex trafficking victims. There is a need for a coordinated systems response at a federal, tribal and state level to address sex trafficking in tribal communities. This response may help to eliminate the view that sex trafficking is solely a tribal issue, which causes further harm to tribal and urban communities. State and federal responses are needed to assist with adequate resources, prosecute johns to reduce demand, create financial safety nets, establish affordable housing, support resources for law enforcement investigations, and bolster social services to assist Native victims of sex trafficking. In some cases involving Native youth, state prosecutors may still not be willing to prosecute johns in cases of underage sex trafficking and sexual exploitation. However, youth victims may still be labeled and sentenced for other crimes (i.e., possession of narcotics, underage consumption, violation of probation, theft, etc.). Victims may also not leave traffickers or seek help from authorities due to threats and intimidation, or in cases involving gangs, fear of retaliation. The expressed need from advocates is for culturally specific prevention and public awareness education to identify, understand, and to be informed about sex trafficking, in order to create an awareness of services, reduce victim blaming, and understand how it impacts the community as a whole. In the largest urban Native population in Minnesota, advocates report that there's an increase in the number of youth coming through the county child welfare system due to a recently developed child protection team whose purpose is to identify sexually exploited youth. There's also a huge need for safe housing for sex trafficked youth; too many are being housed in juvenile detention centers and are experiencing re-victimization.

Domestic Violence

Tribal court personnel and victim advocates cite a problematic lack of low or no-cost civil legal services for legal protection, representation, documentation and safety, as well as a lack of resources to assist domestic violence victims with court costs and legal fees. Tribal judges and attorneys would like additional domestic violence referral sources and information sharing for victims in tribal court, as well as additional resources for victims to address physical and mental injury treatment and counseling. To ensure a trauma-informed law enforcement response, law enforcement requested coordination to ensure timely and immediate access to victim services in the moment or immediate aftermath. Advocates and tribal court personnel cite increased lethality risks due to victims not reporting or seeking help. The causes for non-reporting were identified as either avoiding perpetrator provocation or avoiding abuser retaliation, which results in victims remaining in an abusive relationship. Fear of their abuser not being held accountable by a lack of criminal justice system response for the violence drives the fear of retaliation and further harm. Advocates and others also report the lack of safety nets and financial barriers, as many victims are dependent on their abuser/trafficker. Victims may not be able to leave their abuser due in part to lack of job skills, rural or tribal poverty, or lack of jobs that pay a livable wage. Victims report not knowing how to survive without financial support, childcare, or adequate housing; all basic needs that they may already have with the perpetrator. Even when domestic violence victims choose to seek help, victims may have to leave their tribal communities because there are no available shelter beds, or encounter shelter rules that prevent a boy over 12 from seeking safety in the shelter with

his mother. Due to the remoteness of some tribal areas, domestic violence victims may lack transportation, or victim services in close proximity, which leads to further isolation and increased risk of harm.

Sexual Assault

Minnesota state statutes require the county where the crime of sexual violence occurred to be billed for full payment of the rape examination. The billing procedures may cause undue delays and stress for victims who are tribal citizens. For example, tribal nations may span several counties, adding even more complexity to the rape examination billing and stress. Counties often balk at the rape exam bill since there is no enforcement for that county to pay for the rape exam for tribal victims. What happens in these situations is that the county being billed sends the bill back to the hospital or the victim. There is a need to amend state law to clarify that sexual assault rape exams are to be paid in all cases involving a sexual assault victim from a tribal community, with clear stated exceptions. This lack of clarity comes at a time when tribal advocates are reporting an increase in victims of sexual assault seeking services and low levels of sexual assault prosecution, particularly for homeless sexually exploited victims. When Native victims of sexual assault do report, access to a rape exam may be up to two hours away for a victim residing in a tribal reservation. Disrespectful of Native sexual assault victims by non-native Sexual Assault Nurse Examiners (SANE) in hospitals in and around tribal communities also deters victims from moving forward. Tribal advocates shared that there is a much higher comfort level with Native SANEs and are calling for more incentives for Native nurses to be trained SANEs in and around tribal communities. Advocates and tribal judges cited delays in testing at the state level and requested the possibility of a pilot project to improve the criminal justice system's response for sexual assault victims in tribal communities.

Stalking

Tribal court personnel and law enforcement need more training to understand legal definitions of stalking in order to determine conduct sufficient for prosecution. Also, they need more training to understand what safeguards are in place to protect victims and jurisdictional challenges when charging out stalking. Jurisdictional challenges for stalking include where the stalking takes place, especially for stalking that occurs on tribal lands but continues across counties. Lack of understanding and communication with county law enforcement can create a jurisdictional maze, and highlight ineffective laws and language. Defining stalking and clarifying that stalking is a broad action with variations in conduct is critical. More work in addressing stalking is needed to create systems change, to ensure civil remedies are available, to address the timely process of entering tribal protection orders into MNCIS, and to find ways to coordinate and expedite enforcement of orders across jurisdictions. In addition, there is a great need to explore whether there is a stronger criminal remedy rather than relying on a civil remedy for Native victims of stalking.

Substance Use Disorder

Substance use disorder is a central safety barrier as identified in listening sessions with advocates and systems responders. Substance abuse remains a constant concern at multiple points in the system and impacts access to safety for victims. Advocates identified that complications of the victim's substance use disorder often result in a low level of sexual violence prosecution for the perpetrator. There is often a fear of reporting to law enforcement and victims may feel they lack options for safety, especially if they were using substances or have warrants. Advocates expressed concern with the increased presence of opiates, heroin, and methamphetamines in the community. Advocates noted the connection between substance use disorder, sex trafficking, and all forms of domestic and sexual violence. One advocate estimated that 80 – 90% of women in county jail are

Native, many of whom are victims of domestic and sexual violence and exploitation, and have been incarcerated for drug offenses.

Trauma

There is a need to increase awareness and understanding of historical trauma and its impact on Native victims and tribal communities. This includes working with tribal communities, partners and stakeholders to address the root causes of violence through the frame of historical trauma. Historical trauma includes the past systemic oppression by governments and agents on tribal communities. During the 1800s, Native children were removed from their parents and sent to boarding schools under the guise of education, yet most suffered corporal punishment and were victims of child sexual abuse. The subsequent distrust and violence perpetrated by the government system to Native families and communities may be key to understanding why victims may not report. Advocates shared that prior law enforcement run-ins also deter victims from seeking help. Victim blaming and the ongoing stigma that victims "deserve it" becomes a re-victimization at a time that victims need reassurance that no further harm will be done. Victims are acutely aware of the unintended consequence of being detained or reported to child protective services when a report is made. Native victims need assurance there will not be long term collateral damage, which can cause additional trauma. Advocates report that Native victims need to feel safe and not feel further traumatized or violated for reporting. This includes fair and equitable treatment during rape exams by local Sexual Assault Nurse Examiners (SANE) no matter what hospital, clinic, or agency to whom they report.

Murdered or Missing Indian Women

Tribal advocates are requesting resources to collaborate with state and federal entities to begin tracking and opening cold cases for missing, murdered, and stolen Native women and girls (MMIW). This could include resources to coordinate with jurisdictions on media coverage for missing and murdered Native women and girls to counter invisibility and lack of media response, which is an ongoing issue.

Emerging Issues

- Overall lack of services for the Two-Spirit, lesbian, gay, and transgender populations remains a huge gap. Significant safety risks include lack of shelters, support groups and responsive services for the Two-Spirit community.
- Tribal advocates also identified that there is a high recidivism rate for offenders returning from prison and called for an improved criminal justice system response and resources to determine how to better serve perpetrators with batterer intervention groups, probation and enforcement of court orders for victim safety. This includes coordination with federal, tribal and state information sharing, as many charged offenders are skipping out on probation/parole and moving to other reservations and other victims.
- Explore affiliation with gangs and sex trafficking: advocates report that victims of sex trafficking are afraid to come forward to report to law enforcement due to fear of retaliation.

D. A description of consultation with other collaborative partners

This is detailed above under "A. Brief description of the planning process."

E. A description of coordination with FVPSA, VOCA & RPE

The Minnesota Office of Justice Programs, Crime Victim Grants Unit is the primary state agency providing grant funding for crime victim services in Minnesota. OJP administers the Victims of Crime Act (VOCA), Family Violence Prevention and Services Act (FVPSA), VAWA STOP funds and Sexual Assault Services Program (SASP) funds, plus state funding to address all crime victimization types. OJP also administers, through its Community and Justice Grants Unit, JAG funding, RSAT, Title II, Coverdell, juvenile justice and community crime prevention programming.

Currently OJP is funding a broad network of organizations across the state to provide domestic violence and sexual assault services. This includes 73 domestic violence community advocacy/criminal justice intervention programs; 28 domestic violence emergency shelters; and 3 legal advocacy programs. For sexual assault, OJP funding supports 56 community programs and rape crisis centers providing direct services.

OJP is the primary recipient of federal and state funds to address crime victim services (exception: sex trafficking funding and RPE funding through MN Dept. of Health). Because of this, OJP is able to create an overall plan utilizing different federal funding sources to comprehensively address Minnesota's crime victim funding needs. Planning is coordinated across funding sources and does not compete or overlap.

The Minnesota Dept. of Health (MDH), Injury and Violence Prevention Unit, administers the Rape Prevention & Education (RPE) funding. Cecilia Miller met with Beatriz Menanteau, JD, Supervisor of the Violence Prevention Programs Unit; and Amy Kenzie, Sexual Violence Prevention Program Director and Coordinator for the Minnesota Human Trafficking Task Force. The discussion covered shared concerns and emerging issues. There was consensus on a need for more data to support evidence based initiatives, and better data collection and evaluation overall, including perpetrator data. They agreed it would be helpful to have more cohesiveness at the national level between RPE and VAWA, due to the ways the funding initiatives intersect and the shared overall goals between the two. Improving the way OJP and MDH address the intersection between opioid use and sex/labor trafficking, and violence against people with disabilities was also discussed. In Minnesota, RPE funding is granted in part to MNCASA to provide leadership and coordinate diverse prevention activities in connection with Minnesota's strategic plan to advance the primary prevention of sexual violence: <http://www.health.state.mn.us/injury/pub/svpplan.pdf>. This report is in the process of being updated but is not yet available.

There is regular collaboration between MDH and OJP, especially regarding sex trafficking initiatives and sexual assault prevention. Additionally, MDH and MNCASA conduct quarterly training on sexual assault prevention and services. Many of the agencies working in sexual assault prevention are the same agencies receiving state and federal funding from OJP for direct services. OJP also annually awards a \$300,000 grant in state funds to MNCASA to address sexual assault prevention, for which MNCASA coordinates with MDH.

Coordination with staff administering RPE will be helpful in determining ways to administer up to 5% of the STOP funds for prevention initiatives in the future. There was interest expressed in listening sessions with nonprofit sexual and domestic violence programs in making prevention funding available. Feedback differed however, on the best methods of allocation, although there was agreement that a small amount of funding awarded to many programs would not be helpful. Cecilia Miller will seek further coordination with Ms. Kenzie, Ms. Menanteau, and the coalition directors in developing a plan for

prevention funding. OJP must plan further out in determining from which allocation categories to use for prevention funding, due to funding allocations currently in process. It is likely prevention funding could be available in a couple years.

III. Needs and Context

A. Data and description of Minnesota's demographics

Diversity of population

Estimated population from U.S. census figures for 2015 indicate the state's population is at 5,489,594. Populations from various communities of color and cultural communities make up approximately 19%, with Black/African American, Hispanic/Latino, Asian, and Native American populations being the largest represented. The Somali/East African immigrant population has increased to an estimated 40,000 persons, primarily living in Minneapolis, but with small communities in greater Minnesota. The Hmong community is growing rapidly as well, currently numbering 66,000. In the past 10 years, roughly one in four U.S. bound refugees have come from Myanmar (Burma). The Karen population from Burma is the most recent emerging community in Minnesota. St. Paul is home to the largest concentration of Karen peoples in the nation, at 10,000. Karen communities are also developing in smaller cities in southern Minnesota.

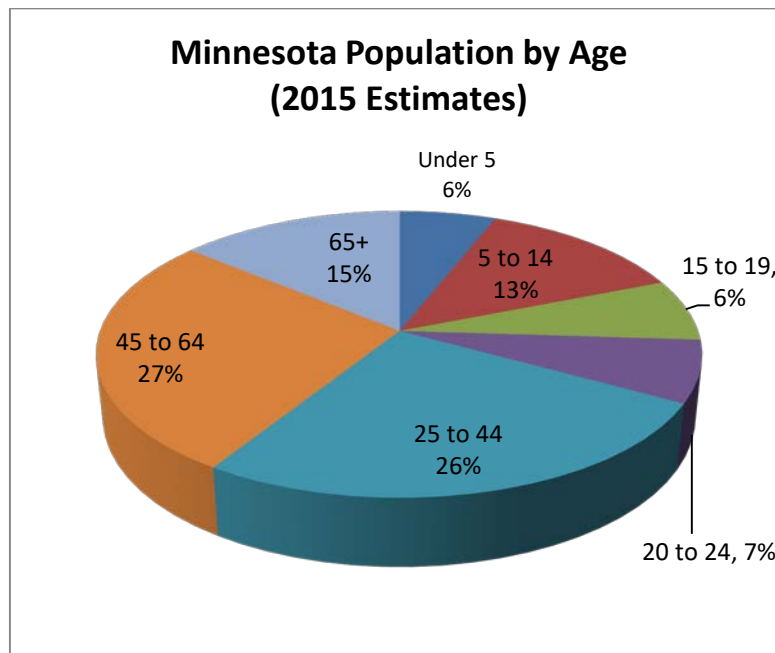
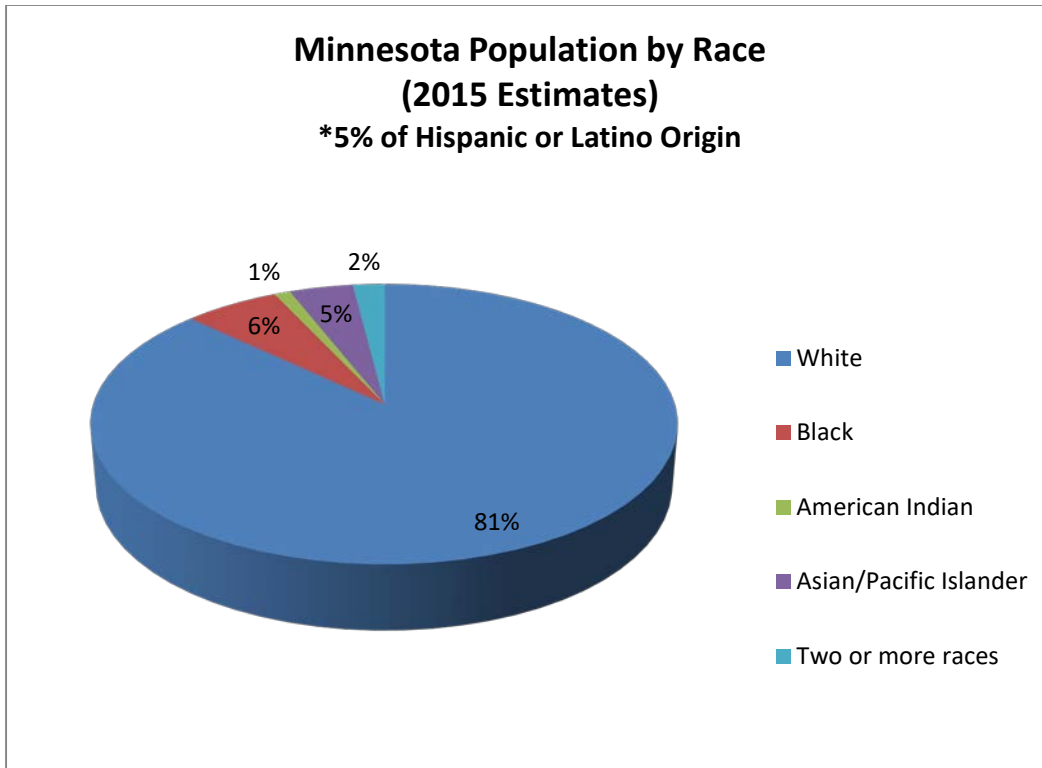
Population density

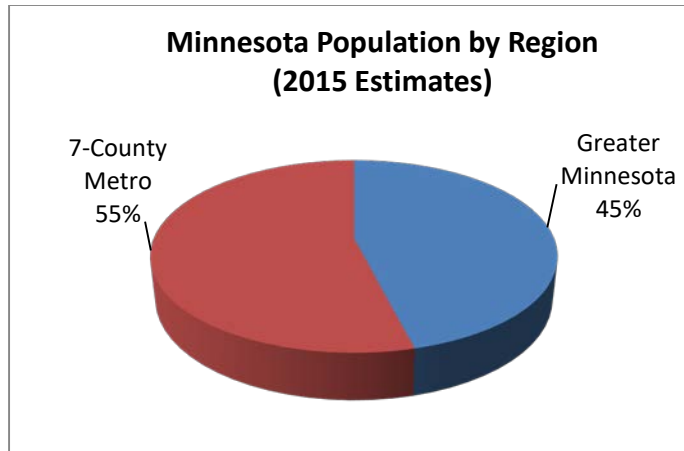
Population density varies significantly around the state. The northwest corner (3 counties) has the lowest population, with 6.3 people per square mile. In contrast, Ramsey County (St. Paul) has the highest density with 3,027 people per square mile. The average person per square mile for the state is 62. Fifty-five percent of the state's population lives in the seven county Twin Cities metropolitan area. Rochester and Duluth are the second largest urban areas in greater Minnesota, with populations of 112,000 and 87,000 respectively.

Other Demographics

In Minnesota, the estimate percentage of people living in poverty is 10.2%. [Source: 2015 American Community Survey 1-Year Profiles](#). The following additional statistics are from the same census source and are 5-year estimated averages statewide, from 2011 – 2015:

- Median income for males - \$38,063, females - \$24,822.
- People under age 65 living with a disability – 7.1%
- People under age 65 without health insurance – 5.2%
- People 5 years or older, where a language other than English is spoken at home – 11%
- People 25 years or older with a high school diploma or higher – 92.4%
- People 25 years or older with a bachelor's degree or higher – 33.7%





B. Demographic data on the distribution of underserved populations in Minnesota

There are underserved geographic areas and communities in both rural Minnesota and the Minneapolis/St. Paul metro area. As the primary agency funding crime victim services in Minnesota, OJP awards approximately \$56 million each year in combined state and federal funding to crime victim programs addressing domestic violence, sexual assault, child abuse and general crime. STOP funding – Victim Services and Discretionary allocations – are currently included in this \$56 million total. Maps of funded counties, (links on page 29), show where funding is granted for domestic violence and sexual assault direct service programs throughout the state, including on 10 of the 11 federally recognized tribal reservations. A few counties have no domestic or sexual violence specific services located within their county and victims must seek services in a neighboring county, however there is OJP funded assistance available from a victim/witness advocate within the county attorney’s office in those counties that can provide some assistance to victims.

VAWA funds contribute to OJP’s efforts to provide funding supporting a broad scope of services statewide. Of the 87 counties, OJP funds victim services at some level in every one. OJP has been able to increase resources and program support through the increased VOCA funding since federal fiscal year 2015. OJP conducted a full competitive process with all of the state and federal crime victim funding for direct services (FVPSA, VAWA, VOCA, SASP, state) in state fiscal year 2016. The solicitation was announced through numerous forums in an effort to reach those who have never applied for funding previously, and underserved communities who may not be aware of funding availability. Sixteen agencies received funding from OJP for the first time, and funding for expansion was awarded to over half of the applicants. New funding and funding expansion was significantly targeted for programs serving traditionally underserved populations and culturally specific populations (Native American, African American, Asian, immigrant/refugee, Somali/East African, GLBTQ, deaf/Hard of Hearing, Hmong, Hispanic/Latino, elders and youth).

In their application for funding, applicants must describe their community demographics, identify traditionally underserved populations, and describe unmet needs. They must detail how they will create broad awareness of the availability of their services and their outreach specifically to traditionally underserved populations to increase awareness and utilization of services. This information, along with information from the statewide coalitions and other stakeholders are the primary methods through which OJP identifies underserved populations.

OJP knows that many people, both rural and urban, are isolated by lack of access to phones and transportation; language and cultural barriers; and availability of services for those with physical, developmental or other disabilities. While there is a concentration of cultural communities in the Twin Cities metro area, there has been significant expansion to rural and urban areas in the past ten years, creating greater population diversity. These smaller communities of color or cultural communities most often have to access services from mainstream victim service programs. Only some of these programs have culturally specific staff who work with victims. For example, the Karen community, which was primarily concentrated in the Twin Cities has expanded to smaller cities in southern Minnesota that do not have culturally specific victim services addressing crime victimization. The Asian domestic violence shelter in Minneapolis has been trying to respond to requests for services, but it is challenging to serve people hours away.

Additionally, Minnesota has widely spread out communities of Hispanic/Latino migrant workers across western and southern Minnesota. OJP funds a small portion of this service area, through a sexual and domestic violence program serving Clay and Polk Counties in western Minnesota. Other mainstream programs serve these communities in part, with Spanish speaking staff. Several OJP funded legal advocacy programs assist these communities with immigration legal needs. These staff expressed in a VAWA planning meeting that there's an urgent need for judicial education on immigration issues impacting immigrant victims of domestic and sexual violence.

Minnesota has targeted funding to address sex trafficking in the past 5 years. Funding to the Minnesota Dept. of Health funds 9 sex trafficking navigators focusing on different parts of the state. Through assigned regions, navigators cover the whole state but some have a huge service area with which to contend. There's a higher concentration of sex trafficking navigators and services in the Twin Cities metro area, especially for youth, however the metro is comprised of over half of the state's population.

Agencies across the state are gaining knowledge on how to identify trafficking and the need for outreach and resources in their communities through work with navigators. This is especially true of programs near or on tribal reservations, and those located near the Canadian border and in Duluth, with the Lake Superior shipping port. There are two American Indian navigators specifically addressing the tribes, although Native advocates report it would be beneficial for each of the tribal reservations to have their own navigator.

While the following reports were noted in the previous VAWA Implementation Plan, they remain important for their detail on the stark realities of trafficking of Minnesota's Native women and girls:

- *Garden of Truth: The Prostitution and Trafficking of Native Women in Minnesota*, October 2011: <http://maleviolence.files.wordpress.com/2013/01/garden-of-truth-the-prostitution-and-trafficking-of-native-women-in-minnesota.pdf>
- *Shattered Hearts: The Commercial Sexual Exploitation of American Indian Women and Girls in Minnesota*, 2009: <http://www.indianlaw.org/sites/default/files/shattered%20hearts%20report.pdf>

Minnesota passed Safe Harbor legislation in 2011 (with full implementation in 2014) which decriminalizes prostitution charges for youth under the age of 18. The law specifically:

- includes the term "sexually exploited youth" into Minnesota's child protection codes;
- excludes sexually exploited youth under age 16 from the definition of a delinquent child;

- increases the penalty against commercial sexual abusers;
- creates a mandatory first-time diversion for any 16 or 17 year old who has been exploited in prostitution; and
- created a state-wide Safe Harbor Committee to develop a new multidisciplinary response for sexually exploited youth, including the state departments of Health, Human Services and Public Safety, plus many local stakeholders.

Minnesota has adopted a model referred to as No Wrong Door, which is a victim-center approach. So far the Minnesota Legislature has dedicated \$11 million to this initiative, which at full funding costs \$13.3 million. The state is making great strides in identifying sexual exploited youth and ensuring they receive effective services. The following reports created by the Dept. of Public Safety, Statistical Analysis Center, provide more comprehensive information on Minnesota's efforts to address human trafficking.

- *No Wrong Door: A Comprehensive Approach to Safe Harbor for Minnesota's Sexually Exploited Youth*, January 2013: [https://dps.mn.gov/divisions/ojp/forms-documents/Documents/!2012%20Safe%20Harbor%20Report%20\(FINAL\).pdf](https://dps.mn.gov/divisions/ojp/forms-documents/Documents/!2012%20Safe%20Harbor%20Report%20(FINAL).pdf)
- *Human Trafficking in Minnesota: A Report to the Minnesota Legislature*, January 2017: <https://dps.mn.gov/divisions/ojp/statistical-analysis-center/Pages/human-trafficking-reports.aspx> (This is a biennial report mandated by statute since 2005, tracking arrests and prosecutions, demographics and recruitment, trafficking routes and patterns, and contributing social factors.)

OJP provides funds for domestic and sexual violence direct service programs on 10 tribal reservations, (a portion of which is currently STOP Victim Services and Discretionary funding). As with all jurisdictions across the country, these direct services have not historically received adequate funding to meet the needs. In 2014, OJP awarded 2-year special project funds from STOP Law Enforcement and Prosecution to tribal reservations for the purpose of improving the criminal justice response to sexual and domestic violence. Special project funding has rarely been used for tribal reservation-based law enforcement and prosecution initiatives to address violence against women. This has been a significant gap in how these funds have historically been used and the intent is to continue this dedicated special project funding through the years covered by this implementation plan.

C. Criminal justice and court data

Crime rate and unreported crime

In 2015 Minnesota recorded a 1.2% decrease in Part 1 crimes. The violent crimes (murder, rape, robbery and aggravated assault) increased 7.6% and property crimes (burglary, larceny, motor vehicle theft and arson) decreased 2%. Minnesota does not report battering or other crimes committed in the act of domestic violence as "domestic assault." Rather, these crimes are reported under other categories such as disorderly conduct, aggravated assault, assault and homicide, which creates difficulty in measuring domestic violence. In addition, it is widely known that incidents of domestic violence are grossly underreported. According to the 2008 Minnesota Crime Victim Survey, respondents who experienced domestic violence averaged three episodes of domestic violence each in 2007, but less than one of those episodes was reported to police. Only 17 percent of respondents with a lifetime experience of domestic violence said that they reported the abuse to the police the very first time it happened. Official crime data collected at the state level does not adequately or accurately measure incidences of these crimes.

Unless otherwise noted, the source for the crime data in this report is the Uniform Crime Report, whereby the FBI collects and categorizes data from local law enforcement and then distributes it back to states. The data on rape does not capture second and fourth degree Criminal Sexual Conduct in Minnesota, including statutory rape (age based rape). That data cannot be separately examined because it is collected as either “other sex crimes” or “child abuse.” Both categories contain many crimes in addition to various sexual assault crimes.

Clearly, there are barriers to obtaining accurate data about the prevalence of domestic violence and sexual assault crimes reported, simply due to the reporting categories in place. There also needs to be broad education on the new definition of rape and what the impact of that change is for victims, law enforcement and prosecution. Currently, coding and classifying in sexual assault cases is unclear and inconsistent. Addressing this could also lead to addressing the high attrition of sexual assault cases making their way to the prosecutor’s desk.

Violent crimes – crime index

The 8 major criminal offenses are referred to as the *crime index* and they are used to evaluate the changes and trends in amounts of crime over designated periods of time. Violent crime in Minnesota accounted for 9.8% of all crime index offenses reported in 2015. There were 13,294 murders, forcible rapes, robberies, and aggravated assaults for the year. Compared with the 12,352 total violent crimes reported for 2014, the 2015 figure represents a 7.6% increase in violent crime for the state. The number of violent crimes for the state per 100,000 population for 2015 was 232, while in 2011 it was 229. (Minnesota crime rates per 100,000 are based on a 5,717,579 state population estimate from the FBI for 2015.)

- Murder – Offenses involving murder totaled 130 in 2015 in Minnesota compared to 82 in 2014, an increase of 58.5 percent.
- Rape – Minnesota registered 2,300 rapes in 2015 and 1,980 in 2014.
 - Of the 2,300 rapes, 2,179 were by force while 121 were recorded as attempted rape.
 - The crime rate for rape in 2015 represented 41 per 100,000 in population.
 - The total number of rapes in 2015 represented 16% of the total violent crimes with 5.6 averaged per day.
 - 79% of rapes occurred in metro counties that make up 55% of the state population.
- Aggravated Assault – Offenses involving aggravated assault numbered 6,981 in 2015 compared to 6,607 aggravated assaults in 2014, an increase of 5.7%.

Tribal Orders for Protection (OFPs)

The DPS Tribal Liaison, Lonna Hunter, is currently researching the difference between the number of tribal court OFPs issued by various tribal courts in the past several years, and the number of tribal court OFPs in MNCIS, the Minnesota Court Information System. The numbers differ dramatically, clearly demonstrating the gap in tribal court orders being entered in MNCIS.

Report links

The following Minnesota-based reports are excellent sources of work statewide in addressing crime and victimization. They document crime victimization trends and some of the efforts in Minnesota to address domestic and sexual violence.

- Youth in Minnesota Correctional Facilities and Adverse Childhood Experiences: Responses to the 2013 Minnesota Student Survey, May 2015: https://dps.mn.gov/divisions/ojp/forms-documents/Documents/Documents/2013%20CKR_ACES_FINAL.pdf
- Law Enforcement in Minnesota Schools: A Statewide Survey of School Resource Officers, September 2014: <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/SRO%20REPORT.pdf>
- Youth in Minnesota Correctional Facilities: Responses to the 2013 Minnesota Student Survey, October 2014: <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/2013%20CKR.pdf>
- Domestic Violence: Results from the 2008 Minnesota Crime Victim Survey, July 2009, Published in collaboration with the Greater Twin Cities United Way <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/!09%20Domestic%20Violence%20Report.pdf>
- Safe Harbor Bush Fellowship: Summary Report of State Site Visits, November 2013 <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/Safe%20Harbor%20Site%20Visit%20Summary%20Report-Final%20Final.pdf>
- Financial Crime and Identity Theft: Law Enforcement Response, Challenges and Resource Needs, December 2013 <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/Financial%20Crime%20and%20Identity%20Theft%20Report%20Final.pdf>
- The Blueprint for Safety – An Interagency Response to Domestic Violence Crimes <http://www.praxisinternational.org/blueprintforsafety.aspx>

IV. Plan Priorities and Approaches

A. Identified goals

1. Current project goals and objectives

Accomplishing the following goals and objectives for the STOP grant program will build on the effective use of STOP funds. (These goals are not listed in a prioritized manner and include tasks, activities and timelines.

- a. Work with the Collaborative and the coalitions to prioritize funding initiatives for law enforcement/prosecution special projects beginning 2018, based on the feedback obtained in the planning process:
 - Determine RFP priorities and timelines (Jul. 2018)
 - Follow RFP process for law enforcement/prosecution competitive special projects (Aug. 2018)

- Monitor and provide technical assistance in the accomplishment of grantees' goals and objectives, and use of funds (on-going)
 - Ensure evaluation and appropriate measurement tools are used to evaluate special projects (on-going)
 - Ensure those implementing training concepts/ideas receive training, technical assistance and evaluation assistance
- b. Generate ideas for addressing issues within the criminal justice systems' response to domestic violence, sexual assault, stalking and dating violence:
- Gather information from various agencies throughout the state through reports and needs assessments (on-going)
 - Gather feedback from VAWA funded grantees on persistent unmet needs and difficulties with criminal justice system policies (Jan. 2018)
 - Bring together VAWA funded special project grantees to discuss project accomplishments and challenges
 - Post on OJP website information on each special project and the learning that occurred, as a resource for others
- c. Expand access to services for underserved populations and communities:
- Through technical assistance and follow-up, work closely with all crime victim grantees to expand outreach to underserved communities and populations in their service area, including communities of color, cultural communities, GLBT, elders, youth, rurally isolated, people with disabilities, people who are deaf/Hard of Hearing, victims of sex/labor trafficking, and immigrants/refugees (on-going)
 - Connect grantees to resources that educate about the different needs of underserved populations and communities (on-going)
 - Address language access needs across the state through training and resources (on-going)
- d. Work with collaborative partners to increase effectiveness of planning and funding, to extend the reach of STOP funds:
- Meet every other month with the six crime victim coalitions (on-going)
 - Meet monthly with Collaborative on statewide policy issues (on-going)
 - Develop collaborative projects (i.e., joint training) to increase the capacity of grantees (on-going)
 - Explore ways to award prevention funding (Jan. 2018)
 - Coordinate annual training calendars (on-going)
 - Develop statewide project ideas for potential federal discretionary funding (Oct. 2017)
- e. Improve coordination with the ten tribal government special project grantees improving the law enforcement and prosecution response to violence crimes against women:
- Meet with the 10 funded project leaders completing their VAWA special projects to discuss project accomplishments and share project ideas (Sept. 2017)
 - Release another 2-year tribal reservation-based special project RFP with input from current project leaders (Nov. 2017)
 - Discuss technical assistance needs for the RFP process (Sept. 2017)
 - Fund special projects (on-going)
 - Provide technical assistance on projects (on-going)

- f. Improve Prison Rape Elimination Act (PREA) response:
- Collaborate with Dept. of Corrections, MNCASA and MIWSAC to determine sexual assault program training and technical assistance needs (on-going)
 - Conduct joint training and provide technical assistance to sexual assault service providers (2018)
 - Assess unmet needs and barriers (on-going)

2. Goals and objectives for reducing domestic violence-related homicides in Minnesota

For over 25 years the Minnesota Coalition for Battered Women (MCBW) has annually collected information to determine the number of domestic violence related deaths in the state and has created the Femicide Report. In 2016, at least 18 women were killed due to violence from a current or former intimate partner. In addition, at least 3 family members/friends/interveners were murdered, and at least 14 minor children were left motherless due to domestic violence murders. The report states:

“For a number of years approximately 50 percent of the domestic violence homicides of adult women in Minnesota also involved the perpetrator subsequently committing suicide. This percentage was significantly higher than the homicide-suicide rate reported nationally at 30 to 35 percent. In a three year period lasting through 2015, this percentage showed a significant decrease in Minnesota, dropping down to as low as 23 percent. However, the 2016 domestic violence homicide data shows an uptick in murder-suicides again, with 56 percent of Minnesota's cases falling in that category. What we do not know, and what this report does not address, is why there was such drastic fluctuation in these percentages and what that means.”

Full report: *Domestic Violence Homicide in Minnesota Femicide Report 2016:*

http://docs.wixstatic.com/ugd/f4bdb8_d558244290764dd0ac411e2210e56593.pdf

MCBW releases the Femicide Report in conjunction with a press release at the legislature, to educate legislators, stakeholders and the public, and to honor the victims and their families.

The 2016 report includes clear recommendations that could significantly impact and reduce domestic violence homicide, such as: changes in the ways data is collected and reported; better training for criminal justice system professionals; training for the media and improved reporting policies; adoption of officer involved domestic violence policies; invest in quality Batterer’s Intervention Programming; expand analysis of risk assessment to include the full range of criminal behavior; and better address economic stability for victims.

Defining goals and objectives that address the recommendations in the Femicide Report, with the help of the Collaborative, is an excellent pathway to reducing domestic violence-related homicides in Minnesota. OJP will work to prioritize these goals and seek resources to support project initiatives, in collaboration with our partners.

B. Priority areas

1. Priorities for how STOP funds will be used

- a. The state does not plan to use the Crystal Judson purpose area at this time.

Minnesota is currently, or in the past several years, providing funding for projects addressing VAWA 2013 purpose areas focused on the following types of initiatives addressing violent crimes against women, including domestic violence, sexual assault, stalking and dating violence:

- Training law enforcement, judges, court personnel, and prosecutors to more effectively identify and respond
- Creation of specialized criminal justice units targeting these crimes
- Developing and implementing more effective policies, protocols and orders
- Developing, installing or expanding data collection and communication systems
- Supporting formal statewide, multi-disciplinary efforts to coordinate the criminal justice response
- Developing and strengthening American Indian programming and criminal justice response
- Forensic evidence collection training for Sexual Assault Nurse Examiners (SANE)
- Maintaining core victim services and initiatives
- Developing and supporting sexual assault response teams
- Improving investigation and prosecution of sexual assault
- Identifying and conducting inventories of backlogs of sexual assault evidence collection kits and developing protocols and policies to address backlogs
- Developing or strengthening prevention and educational programming (not more than 5% of funding)

Starting with FY18 funding for direct services addressing domestic violence, sexual assault, stalking and dating violence, OJP is changing the way the Victim Services and Discretionary funding is distributed. Through OJP's extensive statewide funding utilizing various federal and state funding sources, OJP is accomplishing all the requirements and intent of the STOP funding. All OJP crime victim service grantees are held accountable to the strictest federal standards of the different funding sources. The Victim Services portion (approximately \$700,000 annually), will be granted to 2 ongoing direct service providers who have been receiving VAWA funding as a portion of their OJP grant for years: a tribal reservation based domestic violence shelter and services program (Red Lake Band of Chippewa); and a large sexual assault program in rural Minnesota (Support Within Reach). The required set-aside for cultural community or community of color programming will be met with the grant to the Red Lake Band of Chippewa.

The Discretionary portion has consistently been awarded to tribal reservation programs providing direct services to victims of sexual and domestic violence, stalking and dating violence in their community (as a portion of their OJP grant for direct services). Prioritizing this Discretionary allocation of STOP funds for American Indian populations has been in place since the beginning of VAWA funding in 1995. OJP will continue this prioritization but combine the Discretionary funding (approximately \$350,000 annually) with the current funding set-aside for tribal reservation-based special projects. For the past two years a portion of the Law Enforcement and Prosecution allocations for special project funding has been set-aside for special project grants to tribal reservations to improve the law enforcement and/or prosecution response to violent crimes against

women. This need has historically not been well supported with federal funding. Currently the set-aside portion provides a 2-year grant of \$47,000 each for the 10 tribal reservations who elected to take part in the funding opportunity. By combining the Discretionary portion with the current set-aside, the grant amount could support a staff position and potentially create a more effective response (i.e., a dedicated law enforcement officer to address sexual and domestic violence cases, etc.). Consultation on this proposal occurred in the meeting with tribal reservation entities hosted by Fond du Lac Reservation in Sept. 2017. The proposal to use the Discretionary funds for the special projects was wholeheartedly supported by the tribal reservation participants and takes effect with the special project RFP being released in Nov. 2017.

Crime victim grantees that previously were awarded STOP Victim Services or Discretionary funding (in combination with VOCA and state funding) as part of their OJP grant will not experience a funding decrease. These grantees will simply have a larger portion of VOCA funds in their award than previously.

The bulk of the Law Enforcement and Prosecution allocations will continue to be administered through an open competitive process for special projects to address needs identified by applicants. Applicants have an opportunity to create a project that fits with VAWA Priority Purpose Areas and is based on the needs in their community. Applicants clearly identify the systems change that is the goal of the project, justify the need and detail their plan. The special project RFP allows applicants to submit the budget they need. This has increased the amount of funding projects may receive in order to accomplish larger, more involved projects.

OJP requires that special projects be a collaborative effort between the criminal justice system agency and the local domestic violence and/or sexual assault advocacy program. To create lasting systems change, a collaborative effort to inform and guide the process is critically important. Each application must include details about the collaboration including roles, responsibilities, and financial obligations of all partners in the project.

A portion of the Law Enforcement and Prosecution funding is targeted to specific agencies for Sexual Assault Multi-disciplinary Action Response Teams (SMART), plus MNCASA's Sexual Violence Justice Institute (SVJI), the resource agency supporting the SMART projects. Each SMART must include the sexual assault advocacy program, law enforcement, prosecution, hospital personnel performing evidentiary exams, and probation, at a minimum. Minnesota has been building the SMART network for 16 years. Newly funded teams receive \$50,000 for two years, followed by an additional \$50,000 for two more if their work is showing success. After the 4-year protocol development process is completed, the team moves to a \$13,000 subsistence grant to continue their protocol work, addressing deeper levels and protocols for their sexual assault response to diverse populations. Eleven teams are receiving the \$13,000 grant. This funding is committed as on-going, with evidenced success and continuing accomplishments.

In addition, a portion is also supporting the Statewide SANE Coordinator at MNCASA who is coordinating the Statewide Medical Forensic Policy Initiative project

While it has been extremely helpful to have VAWA funding focused on criminal justice system response and we have seen significant systems change, special project funding is time-limited. OJP needs to find ways to financially sustain the work that gets started under STOP special project funding. Beyond what STOP funding can provide, there is a need to create broad data collection and

meaningful evaluation of the criminal justice system and the response to violence against women issues. Finding meaningful and sustainable ways to document and evaluate what is happening around the state is critical to creating long lasting change.

Court Funding: the Court allocation will continue to be for a direct grant to the State Court Administrator’s Office (SCAO) for a Point of Contact on Sexual and Domestic Violence staff position, which was started in June 2011. Having a Point of Contact position has been extremely helpful for coordination with the Judicial Branch, and for addressing judicial or court staff issues. Direct service advocacy programs may also contact this position with court related concerns. The use of STOP Court funding this way has been widely supported. The SCAO has also conveyed the value of having this position, as the go-to staff for addressing questions from court personnel across the state. This position is also a member of the Collaborative and her work has been critical to the success of the Order for Protection Database Replacement Project (a previous VAWA GTEA grant).

2. Description of the types of programs and projects supported by STOP funds

The following depicts types of projects, eligible entities and service areas for STOP funding:

	Victim Services	Discretionary	Law Enforcement / Prosecution	Courts
Service Area Options	- rural multi-county program - Tribal reservation	tribal reservations	- large urban area - single county - multiple counties - statewide - tribal reservations	Statewide
Types of Applicants Eligible	Direct service providers: - nonprofit - tribal reservation	tribal reservations	- local units of gov’t - nonprofits - tribal reservations - SMART teams	Minnesota State Court Administrator’s Office
Projects to be Funded	Direct services: domestic & sexual violence, dating violence, stalking	tribal reservation special projects to improve criminal justice response	- 2-yr special projects addressing any STOP purpose area - 1-yr SMART grants	Point of Contact on Sexual & Domestic Violence, & judicial training

3. Distribution of funds across allocation categories

In awarding funding, OJP funding matches the VAWA statutory allocation percentages:

- 25% - Law Enforcement
- 25% - Prosecution
- 30% - Victim Services (of which at least 20% is directed to community of color or cultural community agencies)
- 15% - Discretionary
- 5% - Courts

The funding breakdown in each category maintains an approximate split (50/50) between sexual assault and domestic violence focused efforts.

4. Documentation from programs / agencies

Required letters from prosecution, law enforcement, court and victim services programs are attached in the Appendix of this document.

5. Meeting the sexual assault set-aside

OJP already meets (and exceeds) the sexual assault set-aside. Special project funding achieves an even split between domestic violence and sexual assault in the Law Enforcement and Prosecution allocations, as well as Victim Services. Even though OJP's special project RFP routinely garners a greater number of applications addressing domestic violence issues than sexual assault, the dedicated SMART project funding helps OJP ensure a 50/50 split of funding between sexual assault and domestic violence. These coordinated community teams are well established and are developing effective sexual assault protocols in their communities, improving the response to victims. Funding SMART projects has proven to be an excellent, effective use of some of the sexual assault funds.

C. Grant-making strategy

1. A description of how the state will address the needs of victims of sexual assault, domestic violence, dating violence and stalking, and how the state will hold offenders who commit each of these crimes accountable.

OJP employs a variety of methods to address the needs of victims but the primary method is funding support. OJP awards over \$54 million annually to programs providing direct services to victims of sexual and domestic violence, stalking and dating violence. (See map links below in #2.) Besides funding, OJP provides training opportunities to deepen the understanding of effectively addressing these crimes as well as emerging issues. OJP has a full-time training coordinator who coordinates an annual conference on crime victimization and two sessions annually of the Academy, with assistance from an advisory committee of stakeholders. VOCA funding for training initiatives was also granted to each coalition to be spent over a 3-year period, to provide in-depth training for their member programs targeted toward their specific needs.

Holding offenders accountable is of primary importance in monthly Collaborative meetings. Discussions address accountability from different perspectives and areas of focus due to the representation at the table. It has been helpful to have the Dept. of Corrections join the group the past 4 years, discussing their VAWA supported comprehensive domestic violence project involving tracking of offenders with a history of domestic violence, wrap-around services for victims when the domestic violence offender is soon to be released, and training for probation and supervised release personnel in recognizing the signs of domestic violence.

The Collaborative also receives a monthly update on domestic violence related homicide from the MCBW staff creating the Femicide Report. The group discusses current situations and problems with

the criminal justice response to sexual assault, domestic violence, stalking and dating violence reported by the field.

2. How the state will give priority to areas of varying geographic size with the greatest showing of need

Minnesota's STOP Victim Services funds are awarded in combination with all federal and state crime victim services funding in OJP (VOCA, FVPSA, SASP, state funds) through an open competitive process every five years. The latest competitive process was for funding beginning Oct. 1, 2016, (FY2017). Awarded applicants then apply annually for renewal funding, for the following five years, until the next competitive process. One of OJP's main strategic directions is to provide stable funding for on-going advocacy services. Programs are able to build stronger relationships with their communities and with criminal justice system personnel when stakeholders know that the services will exist over time. OJP prioritizes funding for direct services for community of color agencies, cultural community programs, and programs serving traditionally underserved communities.

OJP provides a broad network of domestic violence and sexual assault programs across the state:

- Domestic violence services map: <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/CVS/DVServices.pdf>
- Sexual assault services & SMART projects map: <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/CVS/SAServices.pdf>
- Tribal reservation services map: <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/CVS/ReservationServices.pdf>

There are few counties without sexual assault and/or domestic violence direct service programs, and no counties in the state without some funding from OJP for crime victim services. Planning for funding distribution (in conjunction with other federal and state funding) involves assessment of a statewide view and assuring OJP fulfills each of the federal and state funding requirements. In the upcoming year OJP will award the Victim Services to two agencies (in combination with state funding).

For Law Enforcement and Prosecution competitive special projects, distribution is based on successful competition in the application process. Special project applicants must make the case for how their project addresses the need(s) in their geographic area. They must describe their community demographics and how their project will create systems change. A second level review is completed by OJP staff, to consider geographic distribution and ensure a fair funding split between the Twin Cities metro area and greater Minnesota.

3. Determining sub-grants based on population and geographic area

The grant award amounts for Victim Services sub-grants are based on the 5-year direct service competitive process and how all crime victim funding is allocated across the state. Awards were based on the quality of the application in its response to the RFP, the geographic area and amount of programming for which the agency applied to serve and the population and land mass of the service area in relation to the rest of the state. The goal is equitable geographic distribution of all crime victim service funds across the state.

The grant amounts for Law Enforcement and Prosecution special projects are based on the funding amount requested by the applicant, their ranking in the competitive process, the grant reviewers' assessment of the application budget, and the scope and impact of the proposed project. Effort is made to equitably distribute funding, and fund new applicants that may not have a good grant writer but have a clear, purposeful project with strong support from their collaborative partners on the MOU. Awards are, at times, minimally reduced (5-10%), to stretch the available funds for projects. Consideration is also given to fair distribution between the Twin Cities metro area and greater Minnesota.

4. Equitable distribution on geographic basis

Equitable distribution of all direct service funding for crime victims is a high priority for OJP. VAWA funds are part of this overall funding picture. In the 2012 competitive process, OJP used a formula to ensure geographic distribution of funding. The statewide formula was used as a general guide. Other factors impacting funding decisions were grant reviewer scores, the federal mandate to support services to traditionally underserved communities, and past grantee performance.

In the 2016 competitive process, services were supported in much the same distribution as 2012, with expansion funding available by competitive bid. The goal was to increase services to underserved or unserved populations and improve the sustainability of programs across the state.

Geographic distribution is considered in the awarding of the competitive STOP Law Enforcement and Prosecution special project funding, as well as a focus on expanding special project awards to applicants who have not received this funding recently.

5. Methods used for solicitation, review and selection of sub-grant projects, including whether the state uses competitive processes or pass-through administration

The competitive process is used for the Law Enforcement and Prosecution special projects every 2 years, and the Victim Services and Discretionary grants every 5 years. The Court funding awarded to the SCAO is non-competitive and is awarded as a renewal grant every two years. The set-aside funding for SMART projects is an annual renewal grant, with a competitive process utilized every time a new SMART grant is awarded for a new project. The set-aside for tribal reservation special projects is non-competitive – the total funding is divided equally among the tribal reservations that express an interest in the funding opportunity. This is currently 10 of the 11 federally recognized tribal reservations.

For competitive funding once every five years involving the full amount of OJP funding for direct services, OJP publishes a *Notice of Availability of Funds* in the State Register and notifies by e-mail (Constant Contact) an extensive list of between 3,000 – 4,000 persons or organizations including: current grantees; city and county attorneys and law enforcement; court administrators; judges; community of color non-profit organizations; Tribal government and programs; social service organizations; anyone who has requested an RFP in the past; and anyone who has requested to receive the *Notice of Availability*.

For competitive processes involving smaller amount of total funding available, OJP still sends out the Constant Contact email notice and puts the announcement on the OJP website, but does not publish the notice in the State Register.

Technical assistance

The *Notice of Availability of Funds* details how to receive an application. Applicants normally have between 6-8 weeks in which to apply. The RFP strongly encourages applicants to call for technical assistance and lists a primary contact person and number. All questions and responses are documented on a “Frequently Asked Questions” document which is updated weekly and posted on the OJP website throughout the open application process. This ensures that all potential applicants have access to the same information. Sample RFP for VAWA special project applications: <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/CVS/CSVSAWA2013RFP.pdf>

Grant reviews are in-person reviews of 5-7 people reviewing 8-10 applications. Care is given in dividing the applications among review teams, to ensure no conflict of interest, and diverse projects from different sized applicant agencies. Special project grant reviewers represent law enforcement and prosecution personnel (not in the applicant pool), direct service providers, and government staff proficient in grant reviewing, with extensive knowledge and understanding of domestic and sexual violence. The direct service competitive process utilizes over 100 reviewers who apply in response to email blasts recruiting grant reviewers. This blast is sent to the same 3,000 – 4,000 list of stakeholders who receive the *Notice of Availability of Funds*. Grant reviews teams scores all applications, and prioritizes the top applications.

Grant review funding recommendations are forwarded to the Executive Director of OJP. A second level review by OJP staff then takes into consideration past grantee performance, geographic distribution and funding priorities, all of which is discussed with the Executive Director, who makes final funding decisions. After final approval, award and denial letters are sent. Applicants are encouraged to call the Grants Director for feedback on their application. Technical assistance is provided at this time to help applicants improve their grant writing, and may include feedback on the project explanation, budget details, application clarity, and consistency through all parts of the application.

6. Timeline for STOP grant funding

All applicants use the OJP on-line grants management system, “E-grants,” to seek availability of and apply for allocated and competitive grant funds. Grantees use E-grants to submit financial status reports, narrative reports and quarterly statistical reports (if applicable). An electronic grant management system has made applying and reporting easier and more time efficient for grantees, plus simplified staff efforts to track the use of STOP funds across priority areas and create summary reports.

The following timeline applies to VAWA funding processes for special project competitive funding:

- Release *Notice of Availability of Funds* to broad list by email blast – August
- Conduct bidder’s conferences regionally, if appropriate or requested – August/September
- Respond to potential applicants’ questions and post on FAQ through 7-8 week open application process – August/September
- Recruit and train grant reviewers – October
- Mail out review packets 2 weeks prior to scheduled reviews – October
- Conduct several grant review sessions over 2-3 days – October
- Process selected applications – November/December

- Release funds for project start date – January 1st
- Monitor sub-grants over life of grant (2 years) including 1 or more site visits, 1 or more desk reviews, quarterly billing review, 6-month narrative reports and annual VAWA report
- Close out grants, 30-60 days after close of grant period

7. Multiple or single year funding decision process

STOP grants are awarded as either a single year or 2-year grant, depending on the type of grant. OJP is moving to 2-year grants for on-going victim services, in the years between competitive processes. Open competitive VAWA special projects are 2-year grants due to the time it can take to get a project underway and staffed. Tribal reservation based special projects are also 2-year grants, for the same reason. SMART project grants are renewal grants administered each year, as is the Court grant for the Point of Contact on Sexual and Domestic Violence staff position.

8. How we ensure sub-grantees consult with victim service providers to promote safety, confidentiality and economic independence of victims

OJP requires that special projects be a collaborative effort between the criminal justice system agency and the local domestic violence and/or sexual assault advocacy program. Each application requires information about the collaboration and the application partners, including roles and responsibilities, and financial obligations of all partners in the project. All partners are to be included in the process, from initial project design through project evaluation. The victim service advocacy partner's role is advocating for victim safety and confidentiality.

Past RFPs include the following language:

Activities That May Compromise Victim Safety

Ensuring victim safety is the guiding principle underlying the VAWA funding program. The following activities have been found to jeopardize victim safety, deter or prevent physical or emotional healing for victims, or allow offenders to escape responsibility for their actions and cannot be supported with VAWA funding:

- *Procedures or policies that exclude victims from receiving safe shelter, advocacy services, counseling, and other assistance based on their actual or perceived age, immigration status, race, religion, sexual orientation, gender identify, mental health condition, physical health condition, criminal record, work in the sex industry, or the age and/or gender of their children;*
- *Offering perpetrators the option of entering pre-trial diversion programs;*
- *Requiring mediation or counseling for couples as a systemic response to domestic violence or sexual assault, or in situations in which child sexual abuse is alleged;*
- *Requiring victims to report sexual assault, stalking, or domestic violence crimes to law enforcement or forcing victims to participate in criminal proceedings;*
- *Relying on court-mandated batterer intervention programs that do not use the coercive power of the criminal justice system to hold batterers accountable for their behavior;*
- *Supporting policies that deny individuals access to services based on their relationship to the perpetrator;*

- *Supporting policies or engaging in practices that impose restrictive conditions to be met by the victim in order to receive services (e.g., attending counseling, seeking an order for protection);*
- *Sharing of confidential victim information with outside organizations and/or individuals without the documented consent of the victim;*
- *Placing of batterers in anger management programs; or*
- *Procedures that would penalize or impose sanctions on victims of domestic violence or sexual assault for failure to testify against the abuser and/or perpetrator.*

In addition, applicants should be cognizant of victim confidentiality. In accordance with 42 U.S.C. § 13925(b)(2), applicants receiving OVW funding must protect the confidentiality and privacy of persons receiving OVW-funded services to support victims' safety. OVW grantees and their sub-grantees are prohibited from disclosing personally identifying information collected in connection with services requested, utilized, or denied through the grantee and their sub-grantee's programs, to any third party or third party database without informed, written, reasonably time-limited, consent of the person, unless compelled by statutory or court mandate. In this case, grantees and sub-grantees must make reasonable attempts to provide notice to victims affected by the disclosure of information. They must also take necessary steps to protect the privacy and safety of the persons affected by the release of the information. Regarding un-emancipated minors or persons with disabilities lacking capacity to consent, a parent or guardian may consent to the disclosure; however, if the parent or guardian is the abuser of the minor, the person with disabilities, or the minor's other parent, he or she is prohibited from giving consent to the disclosure.

In RFPs, the term "economic independence of victims" will be added to this section.

Letters of support is sometimes an option for relationship-building projects with criminal justice partners or Tribal governments. The RFP includes language that must be in the support letters: "ensuring the proposed activities are designed to promote the safety, confidentiality, and economic independence of victims."

9. How OJP ensures eligible entities are aware of funding

OJP engages in broad efforts to announce the availability of funding through the Constant Contact email blasts. Additionally, the coalitions are extremely helpful in outreach to currently unfunded entities. The coalitions also provide technical assistance to potential applicants and serve as a conduit for information. For criminal justice related special projects, funding announcements are sent to a broader set of criminal justice agencies beyond those entities eligible to apply, so that others know of the funding opportunity and can pass along the information or offer encouragement.

10. Projects OJP intends to fund in 2018

Red Lake Band of Chippewa Indians (Tribal Reservation)

PO Box 909, Red Lake, MN 56671, 218-679-3443

Funding allocation category: Discretionary & Victim Services

Project description: \$168,386 in Discretionary and \$72,165 in Victim Services to provide domestic violence & sexual assault services on Red Lake Reservation

Length of grant period: 1 year

Support Within Reach (non-profit)

Caroline Larson, 403 4th Street NW #140, Bemidji, MN 56601, 218-444-9524

Funding allocation category: Victim services

Project description: \$693,794 to provide sexual assault services in Beltrami, Cass and Hubbard counties

Length of grant period: 2 years

Prosecution/Law Enforcement & Advocacy 2-year Collaborative Special Projects:

Central MN Task Force on Battered Women - Anna Marie's Shelter (non-profit)

PO Box 367, St. Cloud, MN 56302, 320-253-6900

Funding allocation category: Law enforcement and prosecution

Project description: \$150,000 for On Scene, a program to provide immediate response to victims of domestic violence. This program, in partnership with law enforcement and the legal system, ensures an advocate is present when a police officer responds to a domestic violence situation. On Scene offers an immediate intervention strategy including support, information, and safety planning for the victim.

Length of grant period: 2 years

Minnesota Coalition Against Sexual Assault (MNCASA) (non-profit)

161 St. Anthony Avenue, Suite 1001, St. Paul, MN 55103, 651-209-9993

Funding allocation category: Law enforcement and prosecution

Project description: \$110,000 to promote the Forensic Experiential Trauma Interview (FETI) technique statewide. This project will improve how adult sexual assault cases are investigated using a trauma informed and nationally-supported approach.

Length of grant period: 2 years

Minnesota Coalition Against Sexual Assault (MNCASA) (non-profit)

161 St. Anthony Avenue, Suite 1001, St. Paul, MN 55103, 651-209-9993

Funding allocation category: Law enforcement and prosecution

Project description: \$200,000 for Statewide SANE Coordinator duties and managing the Statewide Medical Forensic Policy Initiative project.

Length of grant period: 1.5 years

Minnesota Coalition for Battered Women (MCBW) (non-profit)

60 East Plato Blvd, Suite 130, St. Paul, MN 55107, 651-646-6177

Funding allocation category: Law enforcement and prosecution

Project description: \$112,760 to build off of a previous STOP grant which tracked protective order information from around the state, developed basic protective order training to increase advocacy capacity and provided in-depth technical assistance to local jurisdictions working on protective order projects. MCBW's Protective Order Project will focus on three areas to improve access to and enforcement of protective orders and to lay a strong foundation for institutional policy work. The specific areas of focus for the project are 1) increase access for people with Limited English Proficiency (LEP) to securing and enforcing protective orders; 2) increase the knowledge about and ability to deal with firearms within protective orders; and 3) evaluate the effectiveness and impact of protective orders on victim safety in order to guide policy and practice.

Length of grant period: 2 years

Missions, Inc. (non-profit)

3405 E Medicine Lake Blvd, Plymouth, MN 55441, 763-559-1883

Funding allocation category: Law enforcement and prosecution

Project description: \$80,864 for the Blueprint project with partner agencies to develop and implement an enhanced system-wide response to domestic assault, through improved collaboration and best practice protocols, toward the goals of improving victim safety and self-agency and holding offenders accountable to the highest possible degree.

Length of grant period: 2 years

Pearl Battered Women's Resource Center (& Department of Corrections)

210 2nd Ave SW, Suite 104, Milaca, MN 56353, 320-982-2901

Funding allocation category: Law enforcement and prosecution

Project description: \$149,193 to expand the domestic violence unit by enriching the functions of probation within the newly implemented Mille Lacs County Domestic Violence Court (DV Court). A large part of what makes a DV Court successful is providing as much direct monitoring of offenders as possible to heighten accountability while keeping victims safe. Having a full-time probation agent will help monitor offenders on both a pre-trial and probationary basis and with increased contacts there will obviously be greater offender accountability.

Length of grant period: 2 years

Program for Aid to Victims of Sexual Assault (PAVSA) (non-profit)

32 E 1st Street, Suite 200, Duluth, MN 55802, 218-726-1442

Funding allocation category: Law enforcement and prosecution

Project description: \$78,744 to transition from hard-copy medical records for sexual assault exams to an electronic medical records system and database. Moving from paper medical records to an electronic medical record offers many benefits to systems partners, SANE nurses, and victims of sexual assault. Electronic medical records (EMRs) are increasingly becoming the gold-star standard for health information systems across the country. An additional facet of a transition to an EMR system is the resulting opportunity to utilize the same EMR system as a programmatic database, accessible by PAVSA SANE personnel and multidisciplinary partners with permissions. Research from the National Institutes of Health shows that patients have rated higher quality of health care services when a facility or provider uses electronic medical records.

Length of grant period: 2 years

Saint Paul & Ramsey County Domestic Abuse Intervention Project (SPIP) (non-profit)

394 Dayton Avenue, St. Paul, MN 55102, 651-645-2824

Funding allocation category: Law enforcement and prosecution

Project description: \$27,975 to address mental health issues in domestic violence situations in collaboration with the Partnership for Domestic Abuse Services (PDAS), a group made up of over 25 non-profit and government agencies. PDAS will develop a service delivery model that will encompass strategies, resources, education and cross-training to ensure each of our partners will enhance their ability to address this critical issue as both individual organizations/departments and as a collaborative of both community-based organizations and government systems.

Length of grant period: 2 years

Sojourner Project (non-profit)

PO Box 272, Hopkins, MN 55343, 952-351-4060

Funding allocation category: Law enforcement and prosecution

Project description: \$50,484 for a project where law enforcement officers will contact an advocate at Sojourner when they identify a victim as being at higher risk for escalating abuse and violence when no arrest was made. The advocate will seek to enhance law enforcement services and protocols by accompanying police to the home, meeting one-on-one with the victim, building a relationship, and helping the victim understand her level of danger, rights, options, and available resources.

Length of grant period: 2 years

2-year special projects to tribal reservations to improve the criminal justice response to sexual and domestic violence (\$113,000 each)

Funding allocation category: Law enforcement and prosecution

Project goals include updating code, lethality assessment training, human trafficking training, tribal services officer, multi-disciplinary training and protocol development

Bois Forte Reservation

13072 Nett Lake Road, Nett Lake, MN 55772, 218-757-3295

Fond du Lac Band of Lake Superior Chippewa

927 Trettel Lane, Cloquet, MN 55720, 218-878-2139

Leech Lake Band of Ojibwe

113 Balsam Ave NW, Cass Lake, MN 56633, 218-335-3560

Lower Sioux Indian Community

39527 Reservation Highway 1, Morton, MN 56270, 507-697-6185

Mille Lacs Band of Ojibwe

43475 Oodena Drive, Onamia, MN 56359, 320-532-7436

Prairie Island Indian Community

5636 Sturgeon Lake Road, Welch, MN 55089, 651-385-4117

Red Lake Band of Chippewa Indians

PO Box 909, Red Lake, MN 56671, 218-679-3443

Upper Sioux Indian Community

2511 565th St., Granite Falls, MN 56241, 320-564-6359

White Earth Reservation Tribal Council

PO Box 418, White Earth, MN 56591, 218-983-4656

Sexual Assault Multi-disciplinary Action Response Teams (SMART) 1-year Projects:

DFO Community Corrections (community corrections office)

151 4th Street, Rochester, MN 55904, 507-328-7271

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in Olmsted County

Hope Center (non-profit)

1003 7th Street NW, Faribault, MN 55021, 507-332-0882

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in Rice County

HOPE Coalition (non-profit)

PO Box 62, Red Wing, MN 55066, 651-388-9360

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in Goodhue County

Isanti County Attorney's Office (prosecutor office)

555 18th Ave SW, Cambridge, MN 55008, 763-689-8346

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in Isanti County

Minnesota Coalition Against Sexual Assault (non-profit)

161 St. Anthony Ave, Suite 1001, St. Paul, MN 55103, 651-209-9993 *Funding allocation category:*
Law enforcement and prosecution

Project description: \$210,000 to provide technical assistance to the Sexual Assault Multi-disciplinary Action Teams (SMART) in Minnesota

New Horizons Crisis Center (non-profit)

109 S 5th Street, Marshall, MN 56258, 507-532-5764

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in Lyon County

Program for Aid to Victims of Sexual Assault (non-profit)

32 E 1st Street, Duluth, MN 55802, 218-726-1442

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in St. Louis County

Sexual Violence Center (non-profit)

3757 Fremont Ave N, Minneapolis, MN 55412, 612-871-5100

Funding allocation category: Law enforcement and prosecution

Project description: \$50,000 to support SMART in Hennepin County

Sexual Violence Center (non-profit)

3757 Fremont Ave N, Minneapolis, MN 55412, 612-871-5100

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in Carver County

St. Paul Ramsey County Dept. of Public Health – Sexual Offense Services (government-based)

555 Cedar Street, St. Paul, MN 55101, 651-266-1280

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in Ramsey County

Support Within Reach (non-profit)

403 4th Street NW #140, Bemidji, MN 56601, 218-444-9524

Funding allocation category: Law enforcement and prosecution

Project description: \$26,000 to support SMART in Beltrami & Itasca counties

Winona County Attorney's Office (prosecutor office)

171 W 3rd Street, Winona, MN 55987, 507-457-6310

Funding allocation category: Law enforcement and prosecution

Project description: \$13,000 to support SMART in Winona County

Court Allocation:

Minnesota Judicial Branch (State Court Administrator's Office)

25 Rev. Dr. Martin Luther King Jr Blvd, St. Paul, MN 55441, 651-297-7581

Funding allocation category: Courts

Project description: funding for a Point of Contact position in the SCAO to coordinate domestic violence & sexual assault related policy and training efforts

Length of grant period: 1 year

D. Addressing the needs of underserved victims

1. Recognize and address the needs of underserved populations including how the state plans to meet the needs of the identified underserved populations, such as culturally specific populations, victims who are underserved because of sexual orientation or gender identity, and victims with limited English proficiency.

OJP has long recognized the importance of providing funding directly to community of color and cultural community programs to serve their own community with culturally specific services. The STOP Victim Services and Discretionary funding is a small portion of the OJP crime victim funds currently addressing the needs of underserved populations. OJP provides funding for direct services addressing domestic and sexual violence, stalking and dating violence to 30 community of color or cultural community programs, representing American Indian, Somali/East African, African American, immigrant/refugee, Hispanic/Latino, Asian/Pacific Islander, deaf/Hard of Hearing, and Hmong. Other traditionally underserved populations receiving OJP funds for services include, elders, victims of torture, youth and adult victims of sex trafficking, lesbian/gay/bisexual/transgender and rurally isolated populations. OJP encourages programs to include expenses in their budget for Language Line or an alternative, to address the needs of victims with limited English proficiency.

OJP grant managers work closely with programs serving underserved populations by providing technical assistance both on- and off-site to assist grantees in effectively using grant funds and

managing their grant contract. Staff assists programs in connecting to potential local community partners, accessing training resources, establishing mentoring relationships with other service providers, working collaboratively with tribal reservation-based programs, and supporting their community outreach. OJP undertakes specific outreach to communities of color and cultural community programs, and other traditionally underserved populations in our daily work, in promoting training opportunities (i.e., Victim Assistance Academy, bi-annual Crime Victim Conference scholarships, training events, etc.). OJP is careful and conscientious in including diverse voices at the table within various committees that impact our work (i.e., Academy and Conference Planning Committee, competitive grant reviews, Best Practices Guidelines, Human Trafficking Committee, etc.).

2. Meeting the set-aside for culturally specific community organizations, including reaching out to community-based organizations that provide linguistically and culturally specific services.

All of the STOP Victim Services funding is currently distributed across the state and is primarily serving underserved populations. Fifty percent of the Victim Services funding is currently awarded directly to a cultural community domestic violence program (Red Lake Reservation). The other 50% is funding a rurally isolated, multi-county sexual assault program serving a broad clientele, including some traditionally underserved populations such as immigrant/refugee, youth and American Indian.

3. Ensuring funds for culturally specific services and activities for underserved populations are distributed equitably among those populations.

VAWA funding alone is too small to ensure wide and equitable distribution among traditionally underserved programs, so OJP accomplishes this through our combination of federal and state funding for victim services. The 2016 competitive funding process for crime victim service programs statewide considered in the review process the distribution of funds for programs serving underserved populations of all types. A majority of community of color and cultural community programs are located in the Twin Cities metro region. OJP worked to direct additional funding to all community of color or cultural community programs where possible, with equitable distribution as the goal overall. All applicants had an opportunity to apply for expansion funding and most agencies received the expansion funding they requested. Special consideration was given to programs serving traditionally underserved populations in the 2nd level review by OJP.

In conducting assessments on unmet needs and talking with grantees statewide about underserved communities of color or cultural communities in their areas, there are few traditionally underserved communities that remain unserved, although some are still underfunded. The need for direct services across the state is higher than the available funding can support, even though a substantial increase in funding (VOCA) has been distributed widely to address the needs. OJP continues to conduct outreach to programs serving underserved populations in collaboration with the coalitions, and works to connect programs/individuals to another established agency that could serve in a mentor type role.

4. Which sub-grantees meet the required 10% set-aside for culturally specific organizations within the Victim Services allocation.

The following current grantees are community of color or cultural community agencies providing culturally specific services to their community. The funding represents 30% of the Victim Services

and 100% of the Discretionary allocations for victim services. The funding listed is only part of their OJP direct services grant. They receive additional federal and state funding for domestic and sexual violence services.

Red Lake Band of Chippewa Indians (Tribal Reservation)

PO Box 909, Red Lake, MN 56671, 218-679-3443

Funding allocation category: Victim Services

Project description: \$692,000 in Victim Services to provide domestic violence services on Red Lake Reservation

Length of grant period: 2 year

V. Conclusion

As OJP moves into the next four years of partnerships with OVW and stakeholders across the state, we are confident that we have been, and are, utilizing STOP funds effectively to address the specific needs of Minnesota. STOP funding has made a significant, positive impact at the local level and statewide.

Minnesota has a history of funding community-based advocacy programs to work in collaboration with criminal justice agencies to develop better policies and procedures to improve the criminal justice response to violence against women. With VAWA funds, this work will continue to include underserved geographic areas and populations. We are proud of the accomplishments of many funded grantees that have created true systems change in their communities. We are also proud to be the home of the most VAWA Technical Assistance providers in any state.

OJP is supporting a coordinated community response to sexual assault through the Sexual Assault Multidisciplinary Action Response Teams (SMART). SMART projects are effectively implementing their protocols and evaluating results. More communities in Minnesota are asking for resources to start their own SMART, based on the improvements they see in neighboring counties with a SMART project. The Minnesota Coalition Against Sexual Assault (MNCASA), through its Sexual Violence Justice Institute, is leading the way, both as a resource center and by providing a wealth of on-going technical assistance for current and start-up SMART projects.

Some examples of the work we must continue regarding domestic violence and sexual assault are: comprehensively address issues impacting victim safety and domestic violence homicide, build greater collaboration between community-based direct service programs and the criminal justice system, expand direct services that truly reach communities of color and cultural communities, find ways to impact the connection between opioid use and sex trafficking, create better statewide policies for evidentiary kit storage and testing, and expand training for law enforcement, prosecution and court personnel.

While VAWA funds have given Minnesota opportunities to assess needs, implement programming, and create system change efforts to respond to women experiencing domestic and sexual violence in our state, the needs remain dramatic. Through VAWA funding we see encouraging results of a wide variety. We will continue to evaluate proposed projects and how to best achieve our overall statewide goals, and will continue to plan system change initiatives that address the reality of the needs in Minnesota.

APPENDIX

Available upon request.