

Minnesota Department of Public Safety  
Office of Justice Programs  
Crime Victim Services

**Violence Against Women Act (VAWA)  
State Implementation Plan - Minnesota**

**FFY 2014 – 2016**

Approved by OVW: June 4, 2014

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## I. Introduction

- A. The date on which the plan was approved by the State: May 6, 2014
- B. The time period covered by the plan: Federal Fiscal Years 2014 – 2016 (10/1/14 – 9/30/17)
- C. Overview including mission and general 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 three 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. As a result of these planning processes, the Victim Services allocation supports on-going direct services to victims of sexual assault, domestic violence, stalking and dating violence, and the Discretionary portion provides funding for direct services to American Indian women. Over time the Victim Services funding has slowly shifted to primarily serving communities of color, cultural communities, traditionally underserved populations and rurally isolated communities.

The Law Enforcement and Prosecution portions continue to address the criminal justice systems' response to violent crimes against women through special project grants administered through an open competitive process. The Court portion was administered similarly until 2011, when the funding was granted directly to the Minnesota State Court Administrator's Office (SCAO) for the Point of Contact – Sexual and Domestic Violence staff position.

D. Explanation of how the plan is organized

The VAWA state implementation plan is organized following the tool prepared by the STOP Technical Assistance to Administrators Resource Project (STAAR).

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

Our plan focuses on:

- a. direct services to traditionally underserved populations,
- b. direct services to Native American populations, and
- 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.

Minnesota has utilized STOP funding for many successful systems change projects demonstrating strong collaboration between law enforcement, prosecution and victim service programs. Examples include Sexual Assault Multi-disciplinary Action Response Teams, the St. Paul Blueprint for Safety, lethality risk assessments, developing SANE programs, developing expert witnesses for sexual assault cases, mock trials for sexual assault prosecution, domestic violence courts, gone-on-arrival team follow-up, city and county joint prosecution units, specialized domestic violence law enforcement teams, sexual assault audit and technology integration, forensic compliance model policies, etc. The Law Enforcement and Prosecution allocations have been distributed through an open competitive application, with applicants defining their own eligible projects to address the greatest needs in their communities.

Nonetheless, we continue to see gaps in direct services, and needs in the criminal justice system for improved policies and procedures, and training and technical assistance across the state. The goal of the next three years will be to:

- a. provide stable funding for direct services to traditionally underserved populations;
- 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. prioritize areas where criminal justice responses are poor and target these for project funding;
- e. develop a system of communication and coordination for all training work within various funded projects, to create a broader statewide impact;
- f. extend successful projects to other parts of the state; and
- g. fund new statewide policy initiatives to address systems change more broadly.

## II. Description of Planning Process

### A. Brief description of the planning process

The Criminal Justice Collaborative, referred to hereafter as “the Collaborative,” is a key group of stakeholders representing statewide organizations, convened by the MN Coalition for Battered Women (MCBW). The group has been informing VAWA planning through its work in addressing statewide criminal justice system issues. The core group initially formed 6 years ago as an advisory group for a VAWA Grants to Encourage Arrest project, and has continued to meet since. Current membership includes the following: MCBW; OJP staff (Cecilia Miller – Grants Director, Suzanne Elwell – Crime Victim Justice Unit, Rose Belille – grant manager); John Kingrey – MN County Attorney’s Association; Jim Franklin – MN Sheriff’s Association; MN Chiefs of Police Association; Judge Andrew Small – Tribal Court Judges Association; MN Indian Affairs Council; MN Bureau of Criminal Apprehension; MN Dept. of Corrections (DOC); and Sara Gonsalves, Point of Contact - Sexual and Domestic Violence – MN State Court Administrator’s Office (SCAO). The Minnesota Coalition Against Sexual Assault (MNCASA) will be joining the Collaborative shortly, as the group is addressing an increased number of statewide sexual assault issues and the Prison Rape Elimination Act (PREA) project at the DOC.

Rather than working through a set VAWA Planning Committee, VAWA planning has occurred via the work of various groups addressing innovative statewide issues, policies and procedures, and improvements to the criminal justice system’s response to crime victims. A primary component to VAWA planning is the collaboration with the statewide domestic violence and sexual assault coalitions, including the Native coalitions, who meet together with the OJP Executive Director and Cecilia Miller every other month. Information is also gleaned from broader workgroups involving OJP staff including the Safe Harbor Committee and their No Wrong Door framework (addressing trafficking statewide); Wrap Around Legal Services project (funded by the Office on Victims of Crime); and the Minnesota Student Survey (OJP’s Statistical Analysis Center). Much is also learned about unmet needs and challenging issues through the daily work of OJP grant managers, who provide technical assistance to crime victim grantees across the state.

For this 2014-2016 implementation plan, Cecilia worked with the statewide coalitions to conduct information gathering meetings with stakeholders representing the STOP allocation categories (Victim Services, Discretionary, Law Enforcement, Prosecution and Courts). Input was requested primarily for how OJP administers the Law Enforcement and Prosecution allocations. The Victim Services and Discretionary funding is granted out in combination with the direct service funding awarded annually by OJP. The Court portion is also dedicated as a direct award to the SCAO.

#### **Victim Services:**

Cecilia Miller collaborated with MCBW and MNCASA to invite victim service providers to VAWA planning meetings. Three meetings were held (two in the Twin Cities metro and one in greater Minnesota). Attendees numbered 49, and represented a wide variety of community of color and cultural community programs, as well as mainstream sexual assault and domestic violence service providers including 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 competitive process for STOP special projects. The bulk of each meeting entailed a discussion about:

- whether OJP should change the way the law enforcement and prosecution funding is distributed;

- what is and isn't working with regard to the criminal justice system's response to violent crimes against women;
- identification of unmet needs in direct service provision, especially with regard to traditionally underserved populations; and
- ideas for statewide projects to address criminal justice response issues.

**Law Enforcement and Prosecution:**

Cecilia Miller collaborated with John Kingrey, Minnesota County Attorney's Association, and Jim Franklin, Minnesota Sheriff's Association, to extend an open invitation to their memberships statewide, (including the Minnesota Chiefs of Police Association members), to discuss the VAWA implementation plan. MCBW and MNCASA invited key individuals as well, with whom they've worked on successful special projects. One meeting was held in St. Paul, with twenty representatives attending from law enforcement and prosecution agencies across the state. This meeting also included overview information. However, the primary focus was to gather information from the attendees on productive initiatives in which they've been involved that improved the response to violent crimes against women, ideas for statewide projects, and ideas for targeted projects to address specific areas of need, with regard to training, risk assessment, improved prosecution, enforcement of protection orders, etc.

**Tribal Reservations:**

Of the 11 federally recognized tribes in Minnesota, OJP provides sexual and domestic violence funding (utilizing VAWA and other state/federal funds) for direct services to 9 Reservations. Cecilia Miller received much assistance from Andrew Small, Tribal Judge, who has been a collaborative partner for over 6 years on the Collaborative. Judge Small arranged for Cecilia to share information about the VAWA planning process to the Minnesota Chippewa Tribal Executive Committee during their quarterly meeting. This Committee consists of the tribal chairperson and secretary from the six Chippewa Tribes in Minnesota (not including Red Lake Nation). Cecilia is in the process of following up with each tribal chairperson from the Executive Committee, to make herself available to meet and talk about VAWA funding and the work of OJP, if this is something their government would like to discuss. In addition, Cecilia met in mid-March with the Shakopee Mdewakanton Sioux Community Tribal Council. This Reservation is one of the two currently not receiving crime victim services funding from OJP.

Judge Small also arranged a meeting in February 2014, with the Lower Sioux Indian Community Tribal Council. Cecilia, staff from the tribal domestic and sexual violence program, and their OJP grant manager met with the Tribal Council about potential VAWA special project funding. The discussion identified areas that could be addressed with special project funding, and technical assistance that would be helpful both before and during a special project.

**Native Serving Victim Service Programs, both on and off reservation:**

The Minnesota Indian Women's Sexual Assault Coalition (MIWSAC) and Sacred Hoop Coalition called two meetings to gather information pertaining to VAWA planning from their member programs. These programs provide direct services to sexual and domestic violence victims across the state, both on and off reservation. Two meetings were held (Duluth and Bemidji), attended by 21 individuals. Six of the 9 reservation-based programs attended, along with other Native American serving programs located in urban areas of greater Minnesota.

**Courts:**

Sara Gonsalves, the Point of Contact – Sexual and Domestic Violence staff person at the Minnesota State Court Administrator’s Office (SCAO) met with Cecilia regarding VAWA planning. This staff position is funded with the STOP Court allocation and has been for nearly 3 years. Sara is a critical resource within the SCAO for other court personnel as well as victim service programs and Statewide Coalitions. Much of her work thus far has been on the Order for Protection database replacement project (VAWA Grant to Encourage Arrest project) which is nearing the roll-out and training phase. The Court funding includes a small amount of training money. The goal in these next few years is to target additional training funds to highlight domestic and sexual violence issues. Currently, this type of training must compete with other breakout session topics within an established judicial training event. Other court related issues have their own statewide training, (i.e., guardian ad litem, court interpreters, etc.) and OJP would like to work with the SCAO to accomplish something similar for sexual and domestic violence training.

**B. Documentation of input**

A draft of the VAWA implementation plan was emailed to everyone who attended a VAWA planning meeting, including those who had their own meeting with Cecilia Miller (several Tribal Councils, Criminal Justice Collaborative members, Sara Gonsalves). Additionally, the draft was emailed to the four sexual assault and domestic violence coalitions to send to their memberships, in case someone couldn’t attend the meeting but wanted to give input.

Sign-in sheets from each planning meeting will be retained on file at OJP, as well as copies of feedback emails.

**Identified needs and issues – Law Enforcement and Prosecution:** These project ideas for future funding were identified during meetings with law enforcement and prosecution:

- Training and retention of SANE nurses in rural areas: communities have difficulty in both getting and keeping SANE nurses in their hospitals.
- Statewide training and technical assistance on lethality assessments: a variety of assessments are being used across the state, but broad training and technical assistance for law enforcement, prosecution and court personnel is needed on effective use of assessments, especially in greater Minnesota. Evaluation of assessment model use is also needed.
- Developing protocols for officer involved and high profile domestic violence: through anecdotal surveying of victim service providers across the state, this is an issue of particularly difficult challenges.
- Law enforcement officers’ first response to sexual assault: an ongoing area of need, clearly visible when examining why cases don’t proceed for prosecution.
- Non-prosecution of sexual assault cases: there’s difficulty in handling cases with victims who are perceived to have low levels of credibility and high levels of vulnerability. Multidisciplinary groups need to analyze their data, create procedures around Forensic Experiential Trauma Interviewing, review their sexual assault case files, develop a policy for collecting forensic evidence from sexual assault suspects, and include greater focus on suspects during the course of an investigation.
- Expand the creation of domestic violence courts: the Stearns County Domestic Violence Court has shown significant success in their outcomes and other counties are interested in the model. To do this we need to have: 1) further evaluation of current models being implemented in Minnesota and beyond; 2) discussion of the pros and cons with the advocacy community to address advocacy concerns; and 3) discussion with the Judicial Branch on standards for DV courts, factors to consider



before new DV court implementation, and how/whether the SCAO would promote or support these courts.

- Expand special victims units and increase advocacy staffing in city attorney offices: an urban city attorney office reported they handled over 900 cases last year with no in-house advocacy staff.
- Evidentiary kit backlog: figure out what level of backlog exists and develop statewide retention/testing policies.

**Identified needs and issues – Victim Services:** The following were identified during VAWA planning meetings with victim service programs statewide.

General approaches regarding the ways STOP dollars for prosecution and law enforcement might be distributed:

- Have greater communication and coordination across funding initiatives. If a certain approach is being funded through different projects, find ways to coordinate that work, (i.e., if Blueprint for Safety assessment work is happening through various projects, coordinate the work to make sure there are mechanisms for people to know what is happening in the various projects).
- Examine issues around data collection. How can data collection be made part of the funded projects? Perhaps fund work that is all about data collection and/or evaluation.
- Look at using money for broader influence across the state. Concentrate funding (all or a portion) for a number of years. Select a few areas and target funding at these areas. Make Minnesota a model for the country on those issues and see if we can make progress.
- Tie training to protocols or procedures rather than more generalized training (e.g., training on forensic sexual assault exams versus on sexual assault generally). Explore meaningful e-learning.
- Explore the possibility of replication of successful projects in other areas of the state. Don't fund new demonstration work until current pilots are completed.
- Address areas that have non-functioning/problem partnerships and consider funding that helps establish and/or improve relationships. Don't just fund those with functioning partnerships.
- Enhance capacity of local programs through coordination with Coalitions.
- Use money for structural change – funding that can lead to infrastructure change. What are ways to get change institutionalized? Also look at monitoring the changes over time.
- Maintain a strong emphasis on local people/programs identifying the problems and projects. If a statewide focus area is selected, the projects need to be locally focused.

Specific topics and problem areas identified:

- Better coordination between city and county prosecutors in rural areas where they are part-time contractors. There are problems with dropped cases, repeated plea downs to disorderly conduct, probation violations, stay of adjudications, and lack of coordination and communication.
- Cases in the system for over 9 months – difficult for victims to stay engaged.
- Victim safety issues when probable cause hold runs out at 36 hours and there are paperwork delays. Delays in Order for Protection process and serving paperwork is also a safety issue.
- Witness intimidation.
- Law enforcement reluctance to sign-off on U-visas, and various interpretations of “victim participation with law enforcement.” Uneven response to immigrant communities.
- Enforcement of protective orders, especially with custody/child issues, and response when violations are non-violent.

- Conflicting issues between immigration status and family rights issues during family court. Lack of consistency and clarity in how cases are resolved. If family court judges aren't aware or sensitive to the special conditions and issues immigrant victims face if their "sponsor" is the abuser, victims may lose benefits and custody of children.
- Bail setting issues.
- Tracking info within criminal justice systems.
- Increased number of mail order/internet brides seeking services.
- Increased numbers of Asian/Pacific Islander victims and inconsistent law enforcement response – training needed on cultural understanding.
- Sexual assault, domestic violence and dating violence issues get lumped into "bullying" category in schools. With push to bring bullying out, victims may lose their privacy and confidentiality.
- Law enforcement and prosecution response to gay/lesbian domestic violence and sexual assault is weak – there's great need for training. Victims are not believed, cases are dropped, and there's a disproportionately low level of prosecution.
- Transgender victims are treated exponentially worse. Training needed on what it means to be transgender, and how to appropriately describe the individual and refer to them in court.
- Programs don't have the training and don't recognize they're serving gay/lesbian victims. Victims may not disclose, feeling as if they must choose their identity or their safety.
- Significant unmet service needs in the following areas: 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 in St. Paul; 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.

#### Grants process suggestions:

- Interview applicants for fuller information and to get better information into the review process.
- Explore flexibility around MOU requirements. Letters of support as an alternative or if the project is focused on creation of relationships, use other type of assurance that project can move forward.
- Allow for multiple signature pages for the MOU. It is difficult to get all signatures on one page/one document when the MOU partners are at different locations.
- Data/documentation requirements in the grant application process. It is difficult to document hidden issues and difficult to gain data about newer populations. Look at more creative options for documentation with the process.

#### Input from victim service programs serving Native populations:

- Regarding Tribal Law Enforcement:
  - Much turnover – positions seem to be "stepping stone." Officers get trained and leave for other positions. Additionally, time constraints on officers make it difficult to get them to training. Would be helpful if training on domestic and sexual violence was mandatory.
  - Not enough officers to cover large reservation areas and keep families safe, thus response time to emergency calls are an issue.
  - Non-reservation officers attending training or collaborative work groups are generally the same people who already "get it." They are not those who would really benefit from attending.

- Number of sexual assault cases moving forward for prosecution is extremely low.
- Regarding Tribal Court:
  - Court staff doesn't have time to attend training during the week – need to offer training on weekends.
  - Some tribes don't prosecute on site and must rely on neighboring counties for their judicial process.
  - Felony level crimes are handled by the FBI for some reservations. Prosecutors and defense need technical assistance to better understand how cases moving forward can negatively affect victims. Those providing technical assistance need to understand how different laws affect Tribal Nations.
  - More involvement by judges needed – to make them aware of what's happening with cases.
  - Need a domestic violence court to better address domestic violence and related issues.
  - Rotating judges don't necessarily have specific training that's needed for reservation-based cases. "Native specific" and SA/DV victimization training for judges and court personnel for neighboring counties should be required, especially on the Indian Child Welfare Act (ICWA).
  - The judicial response to Native women is extremely inconsistent.
- Regarding safety and community concerns:
  - Small communities – retaliation from family members of perpetrator, openly threatening victims and their families. Cyber stalking and character assassination issues. Victims pay huge price.
  - Most reservations don't have shelter facilities. Victims don't want to leave reservation – if they do it's only for a short time.
  - Housing issues in general. Available housing is poor quality and unsafe.
  - More community awareness is needed to encourage people to come forward to seek victim services. Domestic violence and sexual assault victimization is intermingled. Victims are often unclear where they fall in their type of victimization, plus 90% are victims of both (estimated).
  - People don't want to be labeled as a sexual assault victim and are reluctant to come forward. There's community stigma on reporting sexual assault and they'd rather be identified as a domestic violence victim. Better sexual assault protocols for law enforcement are needed.
  - Need more funds for transportation, housing, services, elder abuse and mental health services.
  - Clients don't want to get rides from law enforcement and must rely on volunteers and family. Transportation in general is big issue, to attend court, support groups, etc.
  - Sex trafficking is a major issue. More education is needed for communities.
  - Victim advocates get pressure from Tribal Council to limit their accompaniment of victims to court if perpetrator is also a Tribal reservation member.
  - Increased issues involving drugs, which is one reason women stay in domestic violence situations, for access to drugs.
- Regarding cultural concerns:
  - Programs are working on being more visible in the community, offering participatory awareness events and educational opportunities.
  - Beneficial to have men speak at public events from their perspective regarding sexual and domestic violence. Re-education for offenders is being offered and is making positive differences.
  - Trying to come up with better terms that don't label people as victims.
  - Providing services with a cultural component at every point of contact. Using the 7 teachings and traditional education that were lost due to historical trauma.

- Cultural aspects should be part of education throughout reservation, in school, Head Start and community events, so people become accustomed to the info through repetition.
  - Need funding to fully support culturally specific services. Cultural funds need to be discretionary, and a given in the application. Shouldn't have to "sell" reviewers on the value of cultural practices.
  - Education needed on Parenting 101 and oral traditions; planting positive seeds, and nourishing them in the future.
  - Difficult to compete with other tribal communities/bands for funding. Competing is not a cultural way of thinking. Tribal council often will not approve pursuing competitive funding because they don't want to damage relationships with other tribes. Could they apply as a group for VAWA special project funding?
  - Reservation programs are offering court ordered batterer's programming. Batterers are requesting groups and education to change their behavior. Education is most effective when using traditional cultural teachings. Want to help their men heal and change.
- Regarding special projects for law enforcement/prosecution systems change:
    - Consider not requiring law enforcement on the MOU, or use something besides an MOU.
    - Include projects to improve the systems' response to Native Americans who are victims of trafficking. This is a high need.

C. How the state coordinated with FVPSA, VOCA and RPE

The Minnesota Office of Justice Programs, Crime Victim Grants Unit is the only state agency providing grant funding for crime victim services programming in Minnesota. OJP administers the VOCA, FVPSA, VAWA, SASP and state funding for all direct services. OJP also administers, thru its Community and Justice Grants Unit, JAG funding and community crime prevention programming (state funds).

Currently OJP is funding a broad network of organizations across the state to provide domestic violence and sexual assault services. This includes 70 domestic violence community advocacy programs, with 28 emergency shelters, hotel/motel/safeshome services, criminal justice intervention work; and 3 legal advocacy programs. For sexual assault, 51 community programs and rape crisis centers provide direct services to sexual assault victims.

Because the federal and state funding for crime victim services is distributed solely through OJP, we are able to plan for the state's needs as a whole when addressing the various planning processes for each of the federal funds. Thus the planning is coordinated across funding types, and does not compete nor overlap.

With regard to Rape Prevention & Education funds (RPE), Cecilia Miller met with Patty Wetterling, Program Director for the Sexual Violence Prevention program at the MN Dept. of Health (MDH), through which RPE funding is administered. They discussed the ways the funding initiatives intersect and the overall goals of RPE and VAWA. The RPE funding is shared with 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>. OJP staff was involved in the initial creation of the strategic plan and continue to work with subcommittees in carrying out activities.

OJP's coordination with RPE funded activities is frequent, and there is significant collaboration. Additionally OJP training staff has worked closely with MDH and MNCASA to conduct quarterly training open to anyone wishing to attend, on sexual assault services and prevention topics. Many of the agencies working in sexual assault prevention are the same agencies receiving state and federal funding from OJP for direct services.

D. Description of on-going STOP planning activities

OJP will continue to conduct meetings on VAWA funding. The four coalitions representing domestic violence and sexual assault will be a primary group for information to inform VAWA planning in these next three years. The coalitions are key collaborators in any planning process. They 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.

The Collaborative will also be an important source of information. The group meets monthly to address statewide criminal justice issues on sexual assault, domestic violence, stalking and dating violence issues. Five years ago the Collaborative created and conducted day-long regional training on stalking, strangulation and enforcement of protection orders. Training on each topic occurred regionally in 3-4 places around the state, reaching hundreds of law enforcement and prosecutors. Since then the Collaborative has addressed such things as legislative improvements to domestic violence, stalking and No Contact Order statutes; domestic violence homicide reduction; lethality assessments; officer involved domestic violence issues; gone on arrival issues; media messaging; law enforcement agency victim card revision, etc. In addition, the Collaborative is an advisory body for the Order for Protection Database Replacement Project within the SCAO.

The Collaborative will advise OJP on further definition of law enforcement and prosecution related projects to address specific VAWA purpose areas. They will also serve in an advisory capacity for future discretionary project applications to OVW. The Collaborative is able to bring others to the table depending on the topics being discussed. 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.

### III. Needs and Context

A. Data and description of Minnesota's demographics

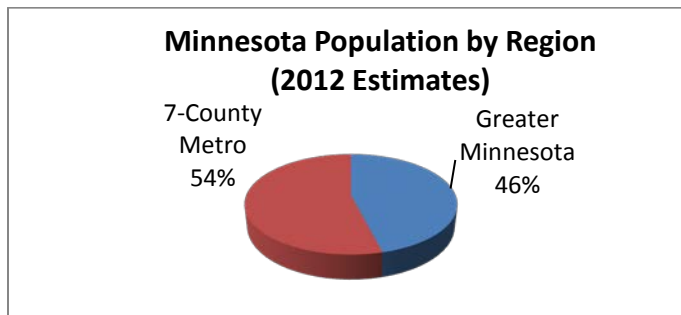
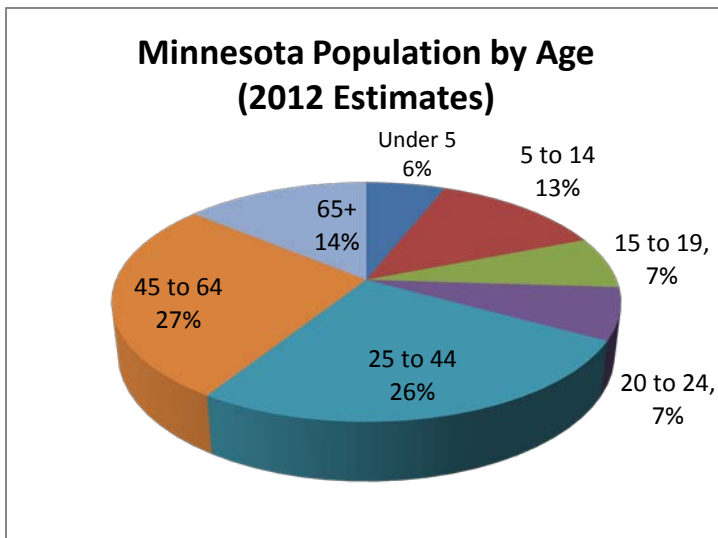
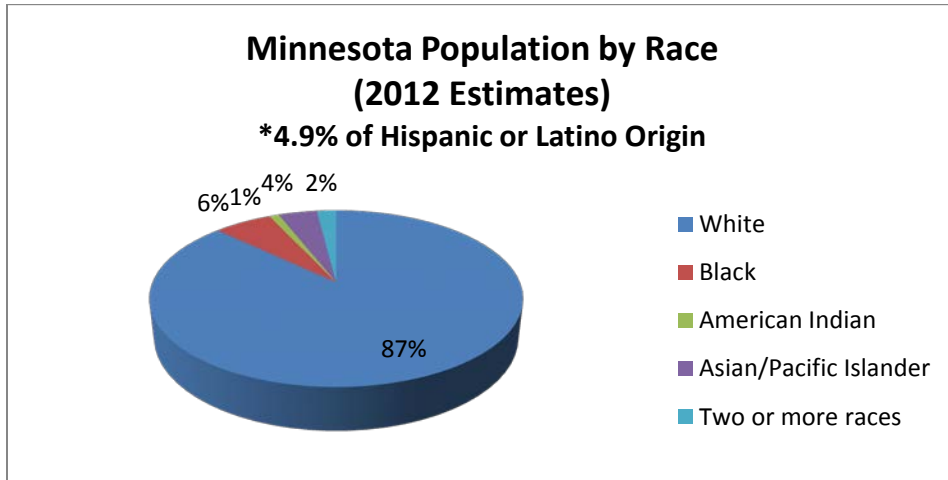
**Diversity of population**

Estimated population census figures for 2012 indicate the state's population is at 5,368,972. Populations from various communities of color and cultural communities make up approximately 15%, 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 32,000 persons, primarily living in Minneapolis, but with small communities in greater Minnesota. The Hmong community is growing rapidly as well, currently numbering 66,000.

**Population density**

Population density varies significantly around the state. The northwest corner (3 counties) has the lowest population, with 7 people per square mile. In contrast, Ramsey County (St. Paul) has the highest density with 3,280 people per square mile. The average person per square mile for the state is 67.

Fifty-four percent of the state’s population lives in the 7 county Twin Cities metropolitan area. Rochester and Duluth are the second largest urban areas in greater Minnesota, with populations of 109,000 and 86,000 respectively.



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

There are unserved geographic areas and communities in both rural Minnesota and the Minneapolis/St. Paul metro area. OJP awards approximately \$30 million each year in combined state and federal funding to crime victim service programs (domestic violence, sexual assault, child abuse and general crime). VAWA STOP funding – Victim Services and Discretionary allocations – are included in this \$30 million total. (Maps of funded counties, (links on page 29), show where funding is granted for domestic violence and sexual assault direct service programs, as well as these services on 9 of the 11 federally recognized Tribal Indian Reservations in Minnesota. Some counties have no services located within their county, and those seeking services must travel to a neighboring county for services or remain unserved.

VAWA funds help Minnesota increase resources and program support, especially to traditionally underserved populations and culturally specific populations (Native American, African American, immigrant/refugee, Somali/East African, and Hispanic/Latino migrant communities). However, there remains too little funding for basic advocacy services across the state, especially in rurally isolated communities. Many people, both rural and urban, are further 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 broader 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 Somali community, which was primarily concentrated in the Twin Cities has expanded to smaller cities in greater Minnesota that do not have culturally specific services addressing crime victimization or other needs.

Additionally, Minnesota has widely spread out communities of Hispanic/Latino migrant workers across western and southern Minnesota. STOP Direct Services funds cover a small portion of this service area, through a sexual and domestic violence program, Migrant Health Services, 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.

Sex trafficking programs exist primarily in the metro area, although programs across the state are gaining more knowledge about trafficking issues and the need for outreach and resources in their communities. 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.

Several important reports detail 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>

In 2011, Minnesota passed a Safe Harbor Law modeled after New York State's law 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.

OJP provides funds for domestic and sexual violence direct service programs on 9 Tribal Reservations, (a portion of which is VAWA funding). As with all jurisdictions across the country, these direct services have not historically received adequate funding to meet the needs. U.S. Attorney General, Eric Holder, through recent field hearings on reservations, acknowledged there are areas within Indian Country that haven't received adequate support. Minnesota's STOP Law Enforcement and Prosecution funds have rarely been used for Tribal Reservation-based law enforcement and prosecution initiatives to address violence against women. This is a significant gap in how these funds have historically been used.

#### C. Criminal justice and court data

##### **Crime rate and unreported crime**

In 2012 Minnesota recorded a 1.4% increase in Part 1 crimes. The violent crimes (murder, rape, robbery and aggravated assault) increased 3.8% and property crimes (burglary, larceny, motor vehicle theft and arson) increased 1.2%. Although there was an overall increase in violent crimes, the number of rapes reported was down 1.8 percent from 2011. Minnesota does not report battering or other crimes committed in the act of domestic violence as "domestic assault." Rather, battering crimes are reported under other categories such as disorderly conduct, aggravated assault, assault and homicide, making it difficult to measure. In addition, it is widely known that incidents of domestic violence are grossly underreported. According to the 2008 Minnesota Crime 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. (See link to the 2008 Minnesota Crime Victim Survey report on pg. 18.

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.

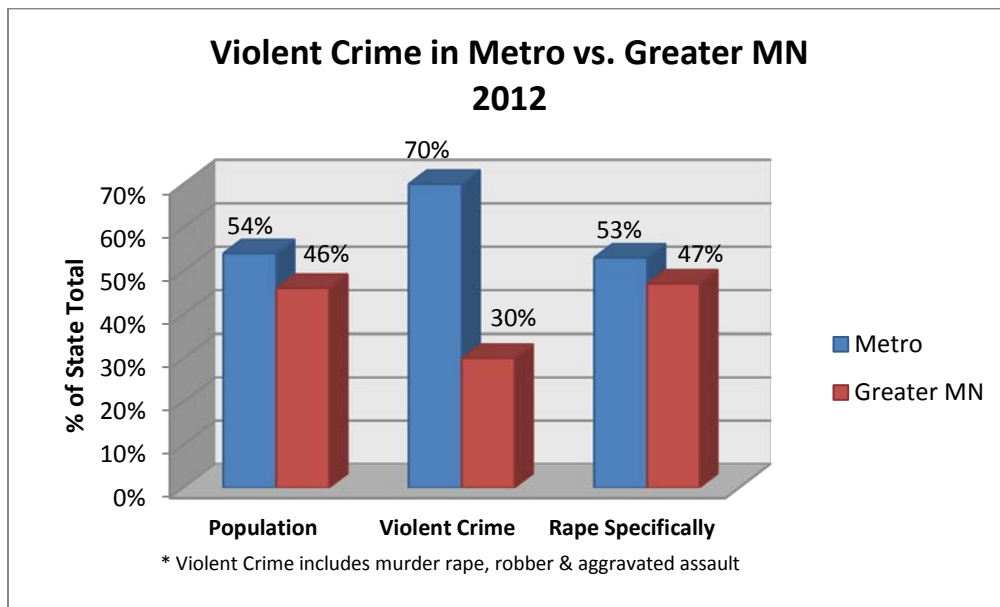


Clearly, there are barriers to obtaining accurate data about the prevalence of domestic violence and sexual assault crimes reported, simply due to the reporting categories in place. There also needs to be broad education on the new definition of rape and what the impact of that change is for victims, 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 8% of all crime index offenses reported in 2012. There were 12,323 murders, forcible rapes, robberies, and aggravated assaults for the year. Compared with the 11,876 total violent crimes reported for 2011, the 2012 figure represents a 3.8% increase in violent crime for the state. The number of violent crimes for the state per 100,000 population for 2012 was 231, while in 2011 it was 224. (Minnesota crime rates per 100,000 are based on a 5,344,861 state population estimate from the FBI for 2012.)

- Murder – Offenses involving murder totaled 92 in 2012 in Minnesota compared to 73 in 2011, an increase of 26 percent.
- Rape – Minnesota registered 2,060 rapes in 2012 and 2,080 in 2011.
  - Of the 2,060 rapes, 1,900 were by force while 160 were recorded as attempted rape.
  - The crime rate for rape in 2012 represented 39 per 100,000 in population.
  - The total number of rapes in 2012 represented 17% of the total violent crimes with 6 averaged per day.
- Aggravated Assault – Offenses involving aggravated assault numbered 6,814 in 2012 compared to 6,445 aggravated assaults in 2011, an increase of 5.7%.



### Report links

The following Minnesota-based reports are sources for this document. They will be utilized for continued VAWA planning, and they document crime victimization trends and some of the efforts in Minnesota to address domestic and sexual violence.

- 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>
- Youth in Minnesota Correctional Facilities and the Effects of Trauma: Responses to the 2010 Minnesota Student Survey, March 2012 [https://dps.mn.gov/divisions/ojp/forms-documents/Documents/!2012%20Trauma%20Corrections%20Report%20\(2\).pdf](https://dps.mn.gov/divisions/ojp/forms-documents/Documents/!2012%20Trauma%20Corrections%20Report%20(2).pdf)
- Youth in Minnesota Correctional Facilities: Responses to the 2007 Minnesota Student Survey, September 2011 <https://dps.mn.gov/divisions/ojp/forms-documents/Documents/!2010%20Youth%20Corrections%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>
- 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)
- 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>
- Human Trafficking in Minnesota: A Report to the Minnesota Legislature, September 2012 <https://dps.mn.gov/divisions/ojp/statistical-analysis-center/Pages/human-trafficking-reports.aspx>
- 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 VAWA STOP grant program in OJP will build on the effective use of STOP funds that has developed over the past 13 years in Minnesota. (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 2015, based on the feedback obtained in the planning process.
  - Determine RFP priorities and timelines (Aug. 2014)
  - Follow RFP process for law enforcement/prosecution competitive special projects (Aug. 2014)
  - 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. 2016)
  
- 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, elderly, rurally isolated, people with disabilities, people who are deaf/hard of hearing, victims of trafficking, and immigrants/refugees (on-going)
  - Connect grantees to resources that educate about the different needs of underserved populations and communities (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 four sexual assault and domestic violence 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)
  - Coordinate annual training calendars (on-going)
  - Develop statewide project ideas for potential federal funding (Sept. 2014)
  
- e. Improve coordination and funding relationships with Tribal Council governments to address the law enforcement and prosecution response to violence crimes against women.
  - Meet with interested Tribal Councils about STOP funding and training on domestic and sexual violence (on-going)
  - Develop Tribal Reservation-based special project RFP with input from stakeholders (Aug. 2014)
  - Discuss technical assistance needs for the RFP process (May 2014)
  - Fund one or more special projects (Jan. 2015)
  - Provide technical assistance on projects (on-going)

- f. Address Prison Rape Elimination Act (PREA) certification issues
  - Collaborate with Dept. of Corrections and MNCASA to determine sexual assault program training and technical assistance needs (on-going)
  - Conduct joint training and provide technical assistance to sexual assault service providers (Aug. 2014)
  - Assess unmet needs and barriers to certification (on-going)

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

The Minnesota Coalition for Battered Women (MCBW) annually collects information to determine the number of domestic violence related deaths in the state. In 2013, at least 38 Minnesotans (up from 19 in 2012) were killed due to violence from a current or former intimate partner. Additionally, in nearly 50% of the domestic violence homicides of adult women, the perpetrator then committed suicide. This number is significantly higher than the homicide-suicide rate reported nationally, but the reason is unknown. During meetings of the Collaborative, attendees discuss cases and hypotheses for why Minnesota's homicide-suicide rate is so much higher than other states. In 2010, OJP and MCBW submitted a VAWA Grants to Encourage Arrest application to improve screening for domestic violence when individuals are brought by law enforcement to hospitals for suicide risk assessment. The project was not funded but the idea continues to be discussed and refined for a future submission.

*Minnesota Coalition for Battered Women 2013 Femicide*

Report: [http://media.wix.com/ugd/f4bdb8\\_35de63f40fa04f8e9a5328ace33045ed.pdf](http://media.wix.com/ugd/f4bdb8_35de63f40fa04f8e9a5328ace33045ed.pdf)

MCBW coordinates information with the VOCA Reparations Director at OJP, to compare and share public information, to gain the most accurate count of domestic violence-related homicides. MCBW holds an event each year on the release of the Femicide Report, to educate and to honor the victims and their families. Staff from OJP attends as does the Commissioner of the Dept. of Public Safety, who is sometimes a speaker during the event.

In approximately 50% of the domestic violence homicide cases in Minnesota, there was no contact with the criminal justice system prior to the homicide. These deaths will not be impacted by lethality assessment work in the criminal justice system. The causes of domestic violence and domestic violence homicide are complex, and solutions or approaches that will reduce homicides need to also be complex and multi-layered. Lethality assessment tools are one way to potentially improve criminal justice system responses. However, for assessment tools to be effective, coordinated work between criminal justice system partners needs to be occurring, coupled with good relationships between the system partners and community based advocacy. Preparing the criminal justice system for using assessment tools must occur first.

The following goals and objectives are designed to reduce domestic violence-related homicides in Minnesota.

- a. Utilize MCBW's Femicide Report process as a way to gather and assess domestic violence-related homicides
  - Review updates during Collaborative meetings (monthly)

- Discuss law enforcement issues and how to address gaps, problems and training needs with the Sheriff's Association and Chiefs of Police Association personnel (monthly)
- Problem-solve issues and how to best proceed in reducing DV homicide (monthly)
- Create a plan and a process for moving forward (monthly)
- Create and hold training events, webinars, etc. (on-going)

B. Priority areas

1. Priorities for how STOP funds will be used

Minnesota is currently, or has in the past several years, provided funding for projects addressing most of the VAWA 2013 purpose areas:

- Training on Response & Appropriate Use of Nonimmigrant Status
- Specialized Units
- Policies, Protocols & Orders
- Data Collection & Communication Systems
- Statewide, Multi-disciplinary Efforts
- Forensic Evidence Training
- Maintaining Core Services & Initiatives
- Crystal Judson – Protocols for Officer Involved DV
- Sexual Assault Response Teams
- Investigation & Prosecution of Sexual Assault

The Victim Services and Discretionary funding supports services to underserved populations: rurally isolated, and community of color or cultural community organizations. Thirty-eight percent of the Victim Services funding is awarded directly to community of color or cultural community programs. For the Discretionary funding, 100% is awarded to American Indian Reservation programs providing direct services to victims of sexual and domestic violence, stalking and dating violence in their community. This has been the focus of the Discretionary allocation of STOP funds since the beginning of funding in 1995. The Victim Services and Discretionary funds are granted out as part of the OJP funding process that includes all available state and federal crime victim services funding in Minnesota for direct services.

The VAWA planning process is primarily focused on obtaining feedback on the way the Law Enforcement and Prosecution allocations are administered. Feedback from participants supported continuing to use the funding for special projects to address needs identified by applicants, versus directing the funding to specific organizations for specific tasks (i.e., to a law enforcement training agency to conduct training). Applicants have the opportunity to create their own project (that fits with VAWA Priority Purpose Areas), based on the needs of 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. Feedback during this planning process was that some projects would benefit from having a 3-year project timeline instead of being limited to 2. This option will be incorporated into the RFP in August 2014.

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 includes a memorandum of understanding (MOU) that details the collaboration, including roles, responsibilities, and financial obligations of all partners in the project. Feedback during this planning process identified that projects focused on relationship building with criminal justice partners would benefit from having letters of support versus an MOU. For example, special project funding could be used to establish criminal justice collaborations where none have existed, or where relationships have been historically fractured. In addition, some Tribal governments prefer to use letters of support over MOUs when participating in projects. OJP will incorporate the option of using support letters within the special project RFP in August 2014.

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), to be the resource agency supporting the work of 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 \$45,000 for two years, followed by an additional \$45,000 for two more if their work is showing success. After the 4-year protocol development process is completed, the team moves to a \$10,000 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 \$10,000 grant. This funding is committed as on-going, with evidenced success and continuing accomplishments.

During each planning meeting Cecilia Miller talked with attendees about dedicating a portion of the special project funding to an RFP open only to American Indian Reservation applicants, to address one or more VAWA Program Purpose Areas. Cecilia also discussed this plan with two Tribal Councils. Grants to Reservation governments to improve the law enforcement and/or prosecution response to violent crimes against women have not occurred within Minnesota's STOP funding. This need has been largely unaddressed and historically not well supported with federal funding.

If the Collaborative, in its continued STOP planning, wishes to prioritize a domestic violence specific issue on which to focus for a number of years, a portion of STOP funds could be dedicated to this. For example, Minnesota needs to address improved enforcement of protective orders, including cross-jurisdictional protective orders. Local jurisdictions could define their protective order enforcement issues and proposed solutions, but all of the funded project would focus on this one problem area – protective orders – to see if we can improve the enforcement statewide. Minnesota has some of the most comprehensive protective order laws in the country but we continue to have enforcement issues. A portion of special project funding could be available for the development of other ideas as well.

On a larger level beyond what STOP funding can provide, Minnesota needs to create broad data collection and meaningful evaluation of the criminal justice system and the response to violence against women issues. We need to find meaningful and sustainable ways to document and evaluate what is happening around the state. In addition, while it has been extremely helpful to have VAWA funding focused on criminal justice system responses and we have seen significant systems change, special project funding is time-limited. We need to find ways to financially sustain the work that gets started under STOP special project funding.

Court Funding: At the OVW sponsored conference in New Orleans for STOP administrators and state court administrators in 2010, Point of Contact positions were discussed. As a result of planning that occurred during that meeting, OJP shifted the Court allocation to a direct grant to the SCAO for a Point of Contact – Sexual and Domestic Violence position (Sara Gonsalves), beginning June 2011. Having a Point of Contact position has been extremely helpful for coordination with the Judicial Branch, and for following up on judicial or court staff issues. Direct service advocacy programs may also contact Sara 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. Sara is a member of the Collaborative and her work is also critical to the success of the Order for Protection Database Replacement Project (GTEA grant).

2. General 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	- Large urban area - single county - multiple counties - statewide - Reservations	American Indian Tribal Reservations	- large urban area - single county - multiple counties - statewide - Reservations	Statewide
Types of Applicants Eligible	Direct service providers: - nonprofits - local units of gov't - Reservations	Direct service programs on the Reservation or nearby, serving the Reservation(s)	- local units of gov't - nonprofits - Reservations - SMART teams	Minnesota State Court Administrator's Office
Projects to be Funded	Direct services: domestic & sexual violence, dating violence, stalking	Direct services: domestic & sexual violence, dating violence, stalking	- 2 or 3-yr special projects addressing any STOP purpose area - 1-yr SMART grants	Point of Contact – Sexual & Domestic Violence, & 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

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.

6. Current sub-grant listing

**Grantees under Statutory Purpose Area 15: Victim Services, Legal Assistance, Underserved Populations, DV Court Advocacy:**

**Breaking Free** (non-profit)

Vednita Carter, PO Box 4366, St. Paul, MN 55104, 651-645-6557

*Funding allocation category:* Victim services

*Project description:* \$65,000 to provide sexual assault services in Ramsey County.

*Length of grant period:* 1 year

**Friends Against Abuse** (non-profit)

LeeAnn Meer, 407 4<sup>th</sup> Street, International Falls, MN 56649, 218-285-7220

*Funding allocation category:* Victim services

*Project description:* \$65,000 to provide sexual assault services in Lake of the Woods County.

*Length of grant period:* 1 year

**Immigrant Law Center of Minnesota** (non-profit)

Melissa Pfeiffer, 450 North Syndicate Street, St. Paul, MN 55104, 651-641-1011

*Funding allocation category:* Victim services

*Project description:* \$24,396 to provide domestic violence & sexual assault services in Ramsey County.

*Length of grant period:* 1 year

**Migrant Health Services** (non-profit)

Kristen Halvarson, 810 4<sup>th</sup> Ave S, Moorhead, MN 56560, 218-236-6502

*Funding allocation category:* Victim services

*Project description:* \$100,000 to provide domestic & sexual violence services in the Red River Valley.

*Length of grant period:* 1 year



**Red Lake Nation** (American Indian Reservation)

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

*Funding allocation category:* Discretionary

*Project description:* \$200,000 to provide domestic violence & sexual assault services on Red Lake Reservation.

*Length of grant period:* 1 year

**Safe Avenues** (non-profit)

Carrie Buddy, 804 Willmar Avenue SE, Willmar, MN 56201, 320-235-0962

*Funding allocation category:* Victim services

*Project description:* \$200,000 to provide domestic violence & sexual assault services in Kandiyohi County and surrounding areas.

*Length of grant period:* 1 year

**Support Within Reach** (non-profit)

Amanda Ysen, 1325 NW Fourth Street, Grand Rapids, MN 55744, 218-326-5008

*Funding allocation category:* Victim services

*Project description:* \$75,000 to provide sexual assault services in Beltrami, Cass and Hubbard counties.

*Length of grant period:* 1 year

**Grantees under the Following Statutory Purpose Areas:**

- **2 – Specialized Units**
- **3 – Policies, Protocols & Orders**
- **4 – Data Collection & Communication Systems**
- **5 – Statewide, Multidisciplinary Efforts**
- **6 – Forensic Evidence Training**
- **7 – Maintaining Core Services & Initiatives**
- **10 – Best Practices**
- **11 – Sexual Assault Response Teams**
- **12 – Investigation & Prosecution of Sexual Assault**

**Advocates for Family Peace** (non-profit)

Melissa Scaia, 1611 NW 4<sup>th</sup> Street, Grand Rapids, MN 55744, 218-326-0388

*Funding allocation category:* Law enforcement

*Project description:* \$121,805 to institutionalize and expand the initial work of the Range Danger Team by developing policies and strategies for implementing evidence-based risk/danger assessments of domestic violence cases in Northern St. Louis County.

*Length of grant period:* 2 years

**Alexandra House** (non-profit)

Connie Moore, PO Box 49039, Blaine, MN 55449, 763-780-2332

*Funding allocation category:* Law enforcement

*Project description:* \$21,550 to organize 3 trainings for criminal justice systems partners on domestic violence & sexual assault, specifically geared toward system change strategies.

*Length of grant period:* 2 years

**Central Minnesota Sexual Assault Center** (non-profit)

Peggy LaDue, 15 Riverside Drive NE, St. Cloud, MN 56304, 320-251-4357

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$120,000 to develop a community based SANE program working out of the St. Cloud Hospital's Emergency Trauma Center.

*Length of grant period:* 2 years

**City of Brooklyn Park Police Department** (law enforcement agency)

Marcus Erickson, 5400 85<sup>th</sup> Ave N, Brooklyn Park, MN 55443, 763-493-8293

*Funding allocation category:* Law enforcement

*Project description:* \$72,298 to create a Family Violence Unit as part of their Domestic Violence Reduction Project.

*Length of grant period:* 2 years

**City of Minneapolis Attorney's Office** (prosecutor office)

Michelle Jacobson, 350 South 5<sup>th</sup> Street, Minneapolis, MN 612-673-3276

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$123,726 for after-hours, on-call domestic violence response team, including investigator and advocates from Casa de Esperanza, Asian Women United & Domestic Abuse Project.

*Length of grant period:* 2 years

**Cornerstone Advocacy Services** (non-profit)

Susan Neis, 1000 E 80<sup>th</sup> Street, Bloomington, MN 55420, 952-884-0376

*Funding allocation category:* Prosecution

*Project description:* \$216,039 to implement "The Blueprint for Safety Expansion and Enhancement Project for Suburban Hennepin County" involving Brooklyn Center, Brooklyn Park, Crystal, Maple Grove & Robbinsdale, plus Hennepin County Attorney's Office, Sheriff's Office, & Adult Probation.

*Length of grant period:* 2 years

**DFO Community Corrections** (community corrections office)

Jeanne Ronayne, 151 4<sup>th</sup> Street, Rochester, MN 55904, 507-328-7271

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$10,000 to support SMART in Olmsted County.

*Length of grant period:* 1 year

**Family Tree Clinic** (medical)

Alissa Light, 1619 Dayton Avenue, St. Paul, MN 55104, 651-645-0478

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$10,000 to support SMART in Ramsey County.

*Length of grant period:* 1 year

**HOPE Coalition** (non-profit)

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

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$10,000 to support SMART in Goodhue County.

*Length of grant period:* 1 year

**Hope Center (non-profit)**

1003 7<sup>th</sup> Street NW, Faribault, MN 55021, 507-332-0882

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$10,000 to support SMART in Rice County.

*Length of grant period:* 1 year

**Isanti County Attorney's Office (prosecutor office)**

Brenda Skogman, 555 18<sup>th</sup> Ave SW, Cambridge, MN 55008, 763-689-8346

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$10,000 to support SMART in Isanti County.

*Length of grant period:* 1 year

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

Donna Dunn, 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.

*Length of grant period:* 1 year

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

Donna Dunn, 161 St. Anthony Ave, Suite 1001, St. Paul, MN 55103, 651-209-9993

*Funding allocation category:* Law enforcement

*Project description:* \$204,025 to conduct an institutional analysis of the Hastings Police Department's sexual assault investigations & case file documentation. The findings will impact the work of SMART teams statewide.

*Length of grant period:* 2 years

**Minnesota Judicial Branch (State Court Administrator's Office)**

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

*Funding allocation category:* Courts

*Project description:* \$100,000 for a Point of Contact position in the SCAO to coordinate domestic violence & sexual assault related policy and training efforts.

*Length of grant period:* 2 years

**New Horizons Crisis Center (non-profit)**

Jim Smalley, 109 S 5<sup>th</sup> Street, Marshall, MN 56258, 507-532-5764

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$10,000 to support SMART in Lyon County.

*Length of grant period:* 1 year

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

Candy Harshner, 32 E 1<sup>st</sup> Street, Duluth, MN 55802, 218-726-1442

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$218,386 to expand the SANE program to the hospitals in Lake & Carlton Counties as part of a SANE Regional Consortium, & implement an anonymous reporting model.

*Length of grant period:* 2 years

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

Candy Harshner, 32 E 1<sup>st</sup> Street, Duluth, MN 55802, 218-726-1442

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$10,000 to support SMART in St. Louis County.

*Length of grant period:* 1 year

**Safe Avenues (non-profit)**

Carrie Buddy, 804 Willmar Avenue SE, Willmar, MN 56201, 320-235-0962

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$102,371 to create a SANE project team & implement a SANE program at Rice Memorial Hospital in Willmar.

*Length of grant period:* 2 years

**Sexual Violence Center (non-profit)**

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

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$45,000 to support SMART in Hennepin County.

*Length of grant period:* 1 year

**Sexual Violence Center (non-profit)**

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

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$10,000 to support SMART in Carver County.

*Length of grant period:* 1 year

**Sojourner Project (non-profit)**

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

*Funding allocation category:* Law enforcement

*Project description:* \$30,888 for a Safety Assessment Model project with the Hopkins & Minnetonka police departments using the Blueprint for Safety & assistance from Praxis.

*Length of grant period:* 2 years

**St. Paul Domestic Abuse Intervention Project (non-profit)**

Shelley Johnson-Cline, 1509 Marshall Ave, St. Paul, MN 55104, 651-645-2824

*Funding allocation category:* Prosecution

*Project description:* \$178,768 to analyze the Blueprint for Safety implementation thus far & the effectiveness of the implemented policies and practices. Project includes a train-the-trainer process for each component of the Blueprint & the development of a Framework to Become a Blueprint Community document.

*Length of grant period:* 2 years

**Support Within Reach (non-profit)**

Amanda Ysen, 1325 NW Fourth Street, Grand Rapids, MN 55744, 218-326-5008

*Funding allocation category:* Law enforcement and prosecution

*Project description:* \$20,000 to support SMART in Beltrami & Itasca counties.

*Length of grant period:* 1 year

**Winona County Attorney's Office** (prosecutor office)  
Karin Sonneman, 171 W 3<sup>rd</sup> Street, Winona, MN 55987, 507-457-6310  
*Funding allocation category:* Law enforcement and prosecution  
*Project description:* \$10,000 to support SMART in Winona County.  
*Length of grant period:* 1 year

#### **Grantees under Statutory Purpose Area 16: Tribal-based Services**

**Mille Lacs Band of Ojibwe** (American Indian Reservation)  
43475 Oodena Drive, Onamia, MN 56359, 218-768-4412  
*Funding allocation category:* Discretionary  
*Project description:* \$150,000 to provide domestic violence services on Mille Lacs Res.  
*Length of grant period:* 1 year

**Red Lake Nation** (American Indian Reservation)  
Darlene Lussier, PO Box 909, Red Lake, MN 56671, 218-679-3443  
*Funding allocation category:* Discretionary  
*Project description:* \$200,000 to provide domestic violence & sexual assault services on Red Lake Reservation.  
*Length of grant period:* 1 year

#### **C. Grant-making strategy**

##### **1. Priority to geographic areas with greatest needs**

Minnesota's STOP Victim Services and Discretionary 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, 2012, (FY2013). 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 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 very few counties without at least one of these types of direct service programs. OJP chooses to whom to award the STOP Victim Services and Discretionary funds, based on geographic distribution of VAWA funds, fulfillment of STOP funding requirements, and the funded agency's ability to comply with VAWA reporting requirements.

For Law Enforcement and Prosecution special projects, distribution is based on successful competition in the application process. 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.

2. Sub-grants based on population and geographic area

The grant award amounts for Victim Services and Discretionary 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 (2-4%), to stretch the available funds for projects. Consideration is also given to fair distribution between the Twin Cities metro area and greater Minnesota.

3. 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, and OJP decides where the direct service funding is directed (as explained in #1 above).

For decision-making in the 2012 competitive process, the state was divided into 8 geographic regions: northwest, north central, arrowhead, west central, east central, southwest, southeast, and the Twin Cities metro. The formula included land area and population, weighted equally. Each county's population and land area *as it relates to the rest of the state* was determined as a percentage. The percentages for all counties in each geographic region were then combined. For example, the northwest region (10 counties combined) has 8% of the land area/population of the entire state. Funding amounts were then divided by region. The goal was to move toward a more equitable geographic distribution of funding, reflective of each region's land area and population. Reported crime was not included in the formula because it would have pulled at least 10% more funding to the Twin Cities metro area.

The statewide formula was only 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.

#### 4. Methods used for solicitation, review and selection

The competitive process applies to the Law Enforcement and Prosecution special projects every 2-3 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.

For competitive funding OJP publishes a *Notice of Availability of Funds* in the State Register and notifies by e-mail 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; Indian Tribal councils 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*.

##### **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/CSVVAWA2013RFP.pdf>

Grant reviews for the special projects are in-person reviews of 5-7 people reviewing 8-10 applications. For the full competitive process for direct service funding, grant reviewers submit their scores and comments through a Survey Monkey tool. 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), 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*. In the special project grant reviews each team scores all applications, and prioritizes their top 3-4 applications. The direct service grant reviews simply request scores and comments without ranking of priority.

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 them improve their grant writing, and may include feedback on the project explanation, budget details, application clarity, and consistency through all parts of the application.

#### 5. 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 1<sup>st</sup>
- 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

#### 6. Multiple or single year funding decision process

Grant period information is included in the listing of current sub-grants in this report; see IV. B. 6 above.

#### 7. 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 includes a memorandum of understanding (MOU) detailing the collaboration, 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 future RFPs starting in 2014, the term "economic independence of victims" will be added to this section.

Letters of support will be an option starting in 2014 for relationship-building projects with criminal justice partners or Tribal governments. The RFP will include language that must be in the support letters: "ensuring the proposed activities are designed to promote the safety, confidentiality, and economic independence of victims."

#### D. Addressing the needs of underserved victims

##### 1. Recognize and address the needs of underserved populations

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 addressing the needs of underserved populations. OJP administers funding for direct services addressing domestic and sexual violence, stalking and dating violence to 21 community of color or cultural community programs, representing American Indian, Somali/East African, African American, immigrant/refugee, Hispanic/Latino, Asian/Pacific Islander, Hmong and migrant workers. Other traditionally underserved populations receiving OJP funded services include lesbian/gay/bisexual/transgender, elders, victims of torture, youth and adult victims of sex trafficking, and rurally isolated populations.

Programs serving rurally isolated populations use the term “Farm Women” in some sections of the state to designate a specific part of this population. Farm women generally live on isolated farms that have often been passed down through the family. Farming is a family business with a very heavy workload, including animal care, and the commitment to the land is strong. Some rural-based domestic violence programs have made provisions for animal care, if the domestic violence victim must leave the farm. Providing outreach to this population requires that grantees have a clear, visible presence in the community. Rural programs regularly have booths at local events, parades, county fairs, and cultural and ethnic events (i.e. Norwegian Days, May Day, etc.). Grantees are actively engaged with local colleges and the University of Minnesota Extension Service, teaching courses or giving presentations on crime victim services.

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 Reservation-based American Indian 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 Stakeholders Group, Human Trafficking Committee, etc.).

## 2. Meeting the set-aside for culturally specific community organizations

All of the STOP Victim Services and Discretionary funding is distributed across the state and is primarily serving underserved populations. One hundred percent of the Discretionary funding is awarded directly to Reservation-based Native American victim service programs. Thirty-eight percent of the Victim Services funding is currently awarded directly to community of color or cultural community programs. The other 62% is funding programs serving traditionally underserved populations including immigrant/refugee and rurally isolated.

## 3. Ensuring funds for underserved populations are distributed equitably

The 2012 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 these agencies where possible, with equitable distribution as the goal overall.

In 2013, OJP received an increase in state funding for crime victim services of \$1.4 million, specifically to address unmet needs. OJP conducted an open competitive process for this funding. A new community of color agency, Hmong American Partnership, was awarded on-going funding to provide direct service to Hmong sexual assault victims.

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 communities that remain unserved, although most are underfunded. The need for direct services across the state is higher than the available funding can support. The deaf/hard of hearing community currently is not receiving OJP funding for domestic and sexual violence services, although the primary organization doing this work has been funded as recently as 2012, for a short term grant. (The organization did not apply in the open competitive process for 2013 funds, despite OJP outreach and direct encouragement.)

4. Which sub-grantees meet the required 10% set-aside

The following grantees are community of color or cultural community agencies providing culturally specific services to their community. The funding represents 38% of the Victim Services allocation.

**Breaking Free** (non-profit)

*Location:* St. Paul

*Service area:* Ramsey County primarily, Twin Cities metro secondarily

*Funding:* \$65,000 to provide sexual assault services to victims of sex trafficking

*Population served:* Primarily African American

**Migrant Health Services** (non-profit)

*Location:* Moorhead

*Service area:* Clay and Polk Counties primarily

*Funding:* \$100,000 to provide domestic and sexual violence services in the Red River Valley

*Population served:* Migrant Hispanic/Latina populations

**Red Lake Nation** (American Indian Reservation)

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

*Funding allocation category:* Discretionary

*Project description:* \$200,000 to provide domestic violence and sexual assault services on Red Lake Reservation.

*Length of grant period:* 1 year

E. Sub-grant management, monitoring and assessment

**Monitoring**

Grantees use the Grant Manual as their primary resource for managing their grant. The manual is posted to OJP's website and updated

regularly: <https://dps.mn.gov/divisions/ojp/grants/Documents/grant%20manual%20current.pdf>

The manual states:

*OJP is responsible for monitoring grantee compliance with federal and state guidelines. The provisions of this manual apply to all recipients of state and federal funding administered by OJP....Grants are funds made available and used for a public purpose. The policies and procedures contained in this manual will help you understand your responsibilities as a grantee and prevent you from operating in a manner which could adversely affect the public's confidence in your project.*

*OJP grants have the overall goal of improving public safety and providing effective services for crime victims. It is important for grantees and grant managers to work together in partnership towards this goal. The grant manager's primary role is to ensure compliance with special conditions and legal requirements and review progress and financial reports to ensure that you receive proper reimbursements. Your grant manager is also a resource for both technical and programmatic information.*

With regard to reporting, each STOP grantee submits an Annual Progress Report as required by the STOP program guidelines. In addition, all grantees submit a mid-year and a year-end narrative report on our web-based grants management system that helps OJP staff understand and evaluate how each grantee accomplished their project goals.

Victim Service grantees submit quarterly statistical reports just as other OJP grantees providing direct services. The quarterly statistical reports give OJP an overall look at the scope of direct services provided by all providers regardless of the funding source they receive.

Grant managers are assigned to each VAWA grantee and are the main point of contact. They provide technical assistance regarding reporting requirements to and contractual obligations with OJP. Grant managers closely review the grantee's level of activity relative to the project proposal and assist grantees if any adjustments are required. Information about the work of a grantee is gathered through frequent phone contact, written reports supplied by the grantee as outlined above and site visits, both informal and comprehensive. The table on the following page provides an overview of grant monitoring.

Desk reviews reconcile a quarterly (or monthly) funding request with the grantee's back-up documentation for all costs charged to the grant. Desk reviews are an excellent opportunity for technical assistance in managing grant funds.

It is an OJP goal for grant staff to support the networking of all service providers in the area for which they work with an eye toward building capacity of all, to effectively serve a variety of victims. Grant managers work especially closely with community of color programs and Native American programs, where cross-jurisdictional issues and collaborative relationships with mainstream community organizations may mean additional challenges due to language and cultural barriers.

<b>Grant Monitoring Overview: Minnesota Office of Justice Programs -- Crime Victim Services Grants</b>			
	<b><i>On-going Direct Services Non-Competitive 1-year</i></b>	<b><i>On-going SMART Non-Competitive 1-year</i></b>	<b><i>VAWA Special Projects Competitive 2-year</i></b>
<b>Pre-Award Review</b>	Grant Manager reviews/approves annual application	Grant Manager reviews/approves annual application	Review committee may require revisions prior to awarding funds, staff reviews budget
<b>Grant Management Training Orientation &amp; Technical Assistance</b>	As necessary, 1st Qtr of year 1 for new grantees	As necessary, 1st Qtr of year 1 for new grantees	As necessary, 1st Qtr of year 1 for new grantees
<b>Financial Status Report Review (FSR)</b>	Monthly or Quarterly as submitted, FSR reviewed to confirm expenses are within budget & correlate to activities underway	Monthly or Quarterly as submitted, FSR reviewed to confirm expenses are within budget & correlate to activities underway	Monthly or Quarterly as submitted, FSR reviewed to confirm expenses are within budget and correlate to activities underway
<b>Statistical Data Report Review</b>	Quarterly - compare to previous reports for significant changes	N/A (part of progress report)	N/A (part of progress report)
<b>Program Progress Report Review</b>	Every 6 mo.-- assess progress & identify problems/barriers	Every 6 mo. -- assess progress & identify problems/barriers & compile with all VAWA reporting	Every 6 mo. -- assess progress & identify problems/barriers & compile with all VAWA reporting
<b>Financial Desk Review</b> (source documentation reconciled with FSR, repeated if serious issues identified)	Grants \$50,000 & up, conducted annually. Below \$50,000, once every 2 years	Grants \$50,000 & up, conducted annually. Below \$50,000, once every 2 years	Grants \$50,000 & up, conducted annually. Below \$50,000, once every 2 years
<b>Comprehensive Site Visit &amp; Report</b> (preferably in-person)	Grants \$50,000 & up, conducted annually. Below \$50,000, once every 2 years	Grants \$50,000 & up, conducted annually. Below \$50,000, once every 2 years	Grants \$50,000 & up, conducted annually. Below \$50,000, once every 2 years

## Evaluation

Every competitive application for VAWA special project funds requires an evaluation plan. This means applicants must think about evaluation prior to the beginning of a project, and must build in evaluation efforts along the way. Evaluation should measure the systems change as a result of the funded project. Funds need to enhance collaboration and cooperation across service providers and criminal justice professionals. Applications are rated on the clarity, measurability and completeness of their evaluation plan. All partners in the special project must be included from the initial planning through the end of evaluation. Competitive applications approved for funding, but with weak evaluation plans, must revise and improve their plan prior to a funding award.

In 2005, OJP began an evaluation project with Wilder Research to improve evaluation of program services. Training sessions were held statewide on program evaluation that included five hours of follow-up personalized technical assistance for each attendee. Then, with input from victim service grantees, Wilder Research developed a basic survey evaluation tool for grantees to use. While some grantees already had evaluation methods in place to gather feedback from clients they served, many had only anecdotal feedback in the form of letters or thank you notes. The compiled data over the 3 year period shows a high level of satisfaction with program services and staff assistance.

When this formal project with Wilder Research ended in 2006, OJP staff worked with grantees to either integrate this survey into a broader one for their agency, or continue using the survey for their own direct feedback. During the OJP Best Practices Guidelines Project staff discussed with grantees how evaluation results and feedback are used to improve programming. For ongoing direct service programs, obtaining feedback from those receiving services is required, and staff assists grantees in their evaluation methods. Grantees must report annually on how they are improving their programming as a result of client feedback.

We are eager for the broader victim services field to generate more effective outcome evaluation tools. It is difficult for direct service programs to measure effectiveness in ways other than through satisfaction surveys, case outcomes, and/or anecdotal evidence. This is something we continue to grapple with in the broader scheme of measuring effectiveness for our funded direct service programs.

## V. Conclusion

As OJP moves into the next three 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.

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.

Within domestic violence, emerging issues involve building greater collaboration between community-based direct service programs and the criminal justice system, with additional work needed in the court system. There is work to be done at the statewide level with improved policies and follow-up training for criminal justice system personnel.

Minnesota has a strong history of addressing domestic violence and sexual assault, and is the home state of approximately 10 VAWA Technical Assistance providers.

We are looking forward to continued improved collaboration with court personnel through the Point of Contact staff position. The number of family or domestic violence courts continues to grow but we still have issues with conflicting orders between civil and criminal courts, as well as concerns with custody evaluators in domestic violence situations, and lack of prosecution of sexual assault cases.

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.