

**STATE OF NEW MEXICO**

**CRIME VICTIMS REPARATION COMMISSION**



**STOP VIOLENCE AGAINST WOMEN FORMULA GRANT  
PROGRAM**

**IMPLEMENTATION PLAN**

**2010 - 2013**

**I.                    INTRODUCTION**

The State of New Mexico’s 2010 - 2013 STOP Violence Against Women Grant Program’s implementation plan builds upon the initiatives and successes of previous years and presents effective strategies for increasing the safety of domestic violence, sexual assault, stalking and dating violence victims and for promoting offender accountability. The plan provides an overview of the context of violence against women in New Mexico and demonstrates the needs of victims as well as of providers. Accomplishments and directions of past years are highlighted and the planned initiatives for the next three years are identified.

The NM Implementation Team approved the final aspects of the 2010 - 2013 plan on December 17, 2011.

## **II. DESCRIPTION OF THE IMPLEMENTATION PLANNING PROCESS**

The New Mexico Crime Victims Reparation Commission (NMCVRC) is the agency administering the STOP Violence Against Women Formula Grant Program for the State of New Mexico. The Commission facilitates meetings of multidisciplinary experts in the fields of domestic violence, sexual assault, stalking and dating violence to collaborate on the development of New Mexico's Implementation Plan.

The New Mexico STOP Violence Against Women Implementation Team is composed of members from prosecution, law enforcement, victim services, the court, health care, and the business community. Non-profit, non-governmental victim services organizations participating on the planning team include the NM Coalition of Sexual Assault Programs, the NM Coalition Against Domestic Violence, and Enlace Comunitario (representing the issues of undocumented immigrant victims of domestic violence). A national leader representing the rights and needs of victims with disabilities also serves on the planning team. Native American interests are included in the planning process through the participation of representatives from the Coalition to Stop Violence Against Native Women and Three Star Consulting. Catholic Charities of Central New Mexico represents the legal issues of undocumented victims of domestic violence. Please see Appendix A to view the complete list of team members. The VAWA Grant Administrator serves on several statewide initiatives with many of the Team members, resulting in ongoing planning activities that contribute to and compliment the Implementation Team process.

All members of the team have an equal voice. All recommendations for specific priorities and the overall direction of the plan are discussed and evidenced-based documentation is reviewed to support the recommendations. Team member consensus is required for priority and plan endorsement. Specific

priorities for non-profit, non-governmental victim services organizations that were endorsed by the

Team include:

- Assisting victims of domestic violence, sexual assault and stalking to obtain orders of protection
- Providing legal assistance for undocumented victims of domestic violence, sexual assault and stalking
- Providing access to services for victims with limited English proficiency.
- Maintaining rape crisis and Sexual Assault Nurse Examiner (SANE) services
- Continuing the Sexual Assault Nurse Examiner training program
- Providing training for rape crisis advocates for the purpose of strengthening Sexual Assault Forensic Exams in Indian country
- Providing assistance for victims of human trafficking that are also victims of domestic or sexual violence
- Providing basic core services that were compromised due to cuts in state funding
- Serving victims with disabilities through specialized advocacy
- Serving elder victims through specialized advocacy

During a prior year, Implementation Team members recommended strengthening the portion of the application that addresses victims that require language assistance. A subcommittee was formed and all recommendations from the subcommittee were accepted and integrated into the Request for Proposals (RFP) process. As a result, the RFP Guidelines were enhanced and a separate section of the RFP now addresses the responsibilities, requirements and the development of a plan for working with persons with limited English proficiency.

In addition to the input of Team and community member experts, data driven evidence from the *New Mexico Interpersonal Violence Data Central Repository Reports* (Appendix B), the *Intimate Partner Violence Death Review Team* report (Appendix C), as well as information from the Governor's *Domestic Violence Leadership Commission's* annual report (Appendix D) and the NM Aging and Long-Term Services Department's report on "*Responding to Seniors Who are Victims of Elder Abuse, Domestic Violence and Sexual Assault in NM*" (Appendix E) help guide the development of the

Implementation Plan. The VAWA Grant office's monitoring process and quarterly and annual progress reports also influence the Implementation Team's collaborative decision-making process regarding the priority given to projects and the equitable distribution of funds, that takes into account geographic area and populations to be served. The nature and geographic locations of the Office on Violence Against Women (OVW) Discretionary Grant awards, the Victims of Crime Act (VOCA) Grant awards and the NM Children Youth and Families grant awards are reviewed to ensure that services are not being duplicated.

### **III. NEEDS AND CONTEXT**

New Mexico is the fifth largest state in the country with a widely dispersed rural population, covering a land area of one hundred twenty-one thousand three hundred and fifty-five (121,355) square miles. There is an average of fifteen persons per square mile, as compared to eighty persons per square mile, nationally. According to the US Department of Commerce, Bureau of the Census, 27.1% of the 2,009,671 people reside in a rural region of the state. The US Census Bureau reports that 7.6% of the population is under the age of five, 25.4% of the population is under the age of 18, and 13% of the population is over the age of 65. Females comprise 50.5% of the population. Since 2000, the population of New Mexico has increased 13.2%.

New Mexico has the most culturally diverse population, in relation to total population, of any state in the country. According to the 2009 U.S. Census Bureau statistics, 40.9% of the population is non-Hispanic white, 45.6% is Hispanic, 9.7% is Native American, 3.1% is African American, and 1.5% is Asian. There are twenty-three Indian nations in New Mexico and each nation operates under its own sovereign governmental system. 80% of the 173,483 Native Americans residing in New Mexico live in Indian country. New Mexico borders Mexico and as a result, has a large immigrant population.

Poverty permeates the state with 19.3% of the population living below the federal poverty level, compared with 15.5% in 2006-2007. According to the NM Human Services Department, there has been an 11% increase in New Mexicans receiving cash assistance since January 2009 and a nearly 24% increase for food stamps (the Supplemental Nutrition Assistance Program).

New Mexico leads the nation in Spanish-speaking population and has the second highest rate of non-English speaking residents in the nation. About 277,000 people in New Mexico are first or second generation immigrants. Of these, approximately 61% emigrated from Spanish-speaking countries. Although statistics on undocumented immigrants are difficult to tabulate with accuracy, the U.S. Immigration and Naturalization Service estimated that 39,000 undocumented people resided in New Mexico as of 2000. The largest percentage of immigrants (approximately 31%) resides in Bernalillo County.

New Mexico is the second most dangerous state in which to live, according to a 2010 report compiled by CQ Press of Washington, DC. Factors used to rank the states are the rates for murder, rape, robbery, aggravated assault, burglary and motor vehicle theft.

The primary source for obtaining New Mexico's domestic violence, sexual assault and stalking data is the annual analysis of domestic violence, stalking and sex crimes of the *New Mexico Interpersonal Data Central Repository*. In addition, the first *Survey of Violence Victimization in New Mexico* (SVV) was conducted in 2005. This landmark survey revealed that 1 in 4 adult women and 1 in 20 adult men in New Mexico have been the victims of rape or attempted rape in their lifetime. It also revealed that 1 in 4 adult women and 1 in 10 adult men have been the victim of intimate partner violence in their lifetime. The surprise finding of the survey was the number of adult women (1 in 4) and men (1 in 14) in New Mexico who have been stalked in their lifetime.

In 2008 in New Mexico, reports from law enforcement identified 18,485 domestic violence incidents perpetrated upon 19,570 victims by 18,088 suspects. 133 stalking victims (a staggering low number)

were identified by law enforcement. There were 16,928 new clients served by 30 domestic violence service providers across the state of which 48% (8,155) were adult victims, 35% (5,995) were child victims and 16% (2,778) were offenders.

Law enforcement agencies have been reporting on rape and attempted rape of women via the FBI's *Uniform Crime Report* (UCR) since the 1930's. The UCR represents a severe underreporting of sexual assault incidents as the data does not include sexual assaults that were not reported to police and did not include most types of sexual assault incidents when reported to police. The FBI limits its definition of rape to penis to vagina penetration or attempted penetration of women. It excludes anal and oral sex crimes and penetration with an object or finger, and does not include assaults on males. In addition, the UCR cannot specify the nature of the rape, i.e., drug-facilitated, statutory, spousal or gang. Sex crimes that did not include penetration were not counted. In order to get a clearer picture of the problem in our state, New Mexico has done its own accounting of this problem through *Sex Crime Trends in New Mexico: An Analysis of Data from the Interpersonal Violence Data Central Repository 2005-2009*.

There were 100 law enforcement agencies that submitted domestic violence, sexual assault and stalking data to the Central Repository during 2009. Presently, these agencies represent 95% of the New Mexico law enforcement population.

In 2009, there were 3,674 sex crimes reported by participating law enforcement agencies, a 17% increase over that reported in 2008 (3,135). In 2009, law enforcement reported that 11% of rape cases had a suspect arrest. This is down from 18% in 2006. The four-year average of suspect arrests in rape cases from 2006-2009 is 15%.



From 2006-2009 law enforcement has responded to an average 1,364 criminal sexual penetration crimes and 1,766 non-penetration crimes including criminal sexual contact, criminal sexual contact of a minor, child enticement, sexual exploitation, and indecent exposure. The number of criminal sexual penetration crimes has increased each year from 1,337 in 2006 to 1,408 in 2009. The rate of rapes reported to statewide law enforcement agencies in 2009, is .73 per 1000.

From 2006-2009, statewide service providers have counseled and otherwise assisted an average 1,598 victims of sexual assault. Similarly, from 2006-2009 statewide Sexual Assault Nurse Examiner (SANE) programs served an average 1,041 patients providing medical assessment and treatment, and forensic evidence collection.

From 2006-2009, children (<13 years) comprised almost one-third (31%) of the sexual assault victims that came to the attention of statewide law enforcement agencies. Similarly, 30% of those assisted by service providers were children, as well as one-quarter (26%) of those served at statewide SANE units.

The number of non-penetration crimes has increased each year from 1,306 in 2007 to 2,266 in 2009. Part of the increase in 2009 is attributed to the capture of human trafficking, cyber solicitation of children and kidnapping crimes, which began in 2008. Nevertheless, without these additional crimes captured, there was a 14% increase in the number of non-penetration crimes in 2008 from 2007 and another 16% increase in 2009.

Of the 1,179 criminal sexual penetration cases that identified victim ethnicity/race, 47%

(553) were Hispanic, 41% (486) were White (non-Hispanic), 8% (96) Native American, 3% (34) Black, and 1% (8) Asian.

Of the victim services reports that documented disability of the survivor in 2009, 21% (223) had a disability. The highest reported disability among the 223 survivors with a disability was emotional/mental disability prior to a sexual offense incident, accounting for 150 (64%) of the 223 documented cases of disability. Approximately one-third (32%) of cases reported a physical disability: 3% hearing, 3% visual, 6% mobility and 20% a non-specified physical disability.

Please refer to Appendix B for the complete data analysis and findings.

As reported in the 2009 annual report of the NM Intimate Partner Death Review Team, it was determined that a minimum of twenty-two deaths in 2006 were domestic violence or stalking related and one case was sexual assault related. Of these 22 closed cases, 81 % were female and 19% were male. Homicide victims ages' range from 13 years old through 82 years old, with five homicides (23%) involving teens and three deaths (14%) involving victims over the age of 80. Less than 50% of victims died in their homes and in more than half (59%) of the cases, a firearm was the principal weapon. Two cases (9%) involved a male offender committing suicide after killing a female victim. Six deaths (27%) occurred while the victim and offender were separating or separated.

The work of the Intimate Partner Death Review Team and the recommendations from *the 2009 Annual Report* helped to guide the Implementation Team's planning process. The following recommendations were endorsed by the Team and included in the 2010 – 2013 Implementation Plan:

- Improve law enforcement officers' ability to assess the threat that victims of intimate partner violence face through continuing education and the utilization of the Uniform Domestic Violence Report
- Ensure elder victims have access to services
- Develop stronger policies regarding the prosecution of intimate partner violence cases – to be done through specialized violence against women prosecution units
- Provide education to members of the judiciary on domestic and sexual violence and stalking

It is important to note that although we are able to get a glimpse of the picture of violence against women in Indian country when reviewing the statistics of counties with significant tribal populations, we are not able to report a true and accurate picture of violence against women in Indian country.

Unfortunately, only a small percentage of tribal organizations were willing to participate in the *New Mexico Interpersonal Data Central Repository*. The repository's project staff will continue to encourage the participation of tribal agencies so that a true reflection of Indian country occurrences can ultimately impact service delivery and prevention efforts.

*The New Mexico Intimate Partner Violence Death Review Team* is making progress in forging connections with tribal communities about intimate partner homicides involving American Indians, through its' Native American subcommittee. Led by members of tribal communities, at the core of this effort are methods to identify victim barriers in a sensitive way that respects the core values of diverse communities. Exploring the gaps in services and disparities in judicial outcomes that are a direct result of jurisdictional issues impacting tribal communities is paramount.

The need for domestic violence and sexual assault services in New Mexico remains great. Although STOP funds have been used creatively, productively and cost effectively, it is unrealistic to think that one million dollars would be able to significantly reduce crimes against women in all regions of the state, particularly during these times of significant budget cutting.

#### **IV. PRIORITIES**

The following section highlights the priority areas for the 2010 - 2013 New Mexico Implementation Plan:

1. To develop, continue and/or strengthen the civil legal assistance provided to victims of domestic violence, sexual assault stalking and/or dating violence in New Mexico by providing civil legal assistance in cases that bear directly and substantially on criminal justice matters or that are inextricably entwined with criminal justice matters.
2. To establish, continue and/or strengthen programs that provide civil legal services to undocumented victims eligible for legal remedies as identified under the provisions of VAWA.
3. To continue specialized Violence Against Women prosecution units to expedite the handling of, and increase the successful conviction rate of adult sexual assault, domestic violence and/or stalking cases and provide training for law enforcement officers on evidence collection and investigation of cases.
4. To enable New Mexico to continue to reliably report on the incidence and frequency of sexual assault by collecting and analyzing data from state and tribal law enforcement agencies
5. To enhance or maintain existing Sexual Assault Nurse Examiner programs or existing rape crisis center programs.
6. To continue the consistent and coordinated effort to address domestic violence, sexual assault, stalking and dating violence in Dona Ana County via a coordinating council that provides a

forum for interagency communication and collaboration and works to develop and implement policies and procedures that improve interagency coordination and leads to more uniform responses to domestic violence, sexual assault and stalking crimes.

7. To enhance and promote consistency of the Sexual Assault Nurse Examiner (SANE) statewide response to sexual assault victims through training initiatives, the genital skills lab and through the coordination of the statewide SANE Task Force.
8. To improve access to services for victims who are deaf and hard of hearing through training of service providers and the provision of American Sign Language interpreters.
9. To continue the coordination of urban, rural and tribal rape crisis centers through the provision of technical assistance, compliance monitoring, training and infrastructure development assistance.
10. To continue the Law Enforcement Liaison positions to enhance the quality of domestic violence, sexual assault, dating violence and/or stalking investigations and reports for the purpose of reducing lethality and dual arrest and to improve enforcement of protection orders.
11. To develop a pilot project to provide information technology and software development for the integration of New Mexico's Uniform Domestic Violence Report form to assist law enforcement agencies with its utilization.
12. To provide technology and training scholarships to law enforcement officers for the purpose of enhancing domestic violence, sexual assault and stalking investigations and to provide the most

current state of the art technology options along with best practices on how to effectively utilize these tools.

13. To assist rural and tribal law enforcement with increased access to best practices by training eight – ten advocate/officer teams to become experts in domestic violence, sexual assault and stalking investigations to enable them to train other law enforcement professionals in their respective regions of the state.
14. To develop or enhance programs for victims that provide one or more of the following: basic core services; specialized advocacy for victims with disabilities; increased access to services for victims with limited English proficiency; increased access to services for elder victims; increased access to services for domestic and sexual violence victims of human trafficking.
15. To strengthen Sexual Assault Forensic Exams in Indian Country through advocate training and the development of sexual assault multidisciplinary teams.
16. To develop and implement a Teen Dating Violence Statewide Coordinated Response to enhance New Mexico's response to this crime.
17. To develop and implement a Violence Against Women Point of Contact for the Courts, within the NM Administrative Office of the Courts, for the purpose of improving communication among key stakeholders, promoting best practices and improving coordination between tribal courts and violence against women entities.

The 2010 - 2013 STOP Violence Against Women Formula Grant Program Implementation Plan continues to build upon the previous plans to work towards reducing violence against women in the following priority areas:

#### SPECIALIZED UNITS OF PROSECUTION AND LAW ENFORCEMENT

Although most regions of the state have prosecutors to handle sexual assault, domestic violence, and stalking cases, the majority of offices do not have the resources to fund specific prosecution staff dedicated solely to prosecuting these crimes. STOP Violence Against Women subgrant awards have funded specialized prosecutors, advocates and investigators in rural and urban areas. In the past, proven success in several of these prosecution offices has resulted in these positions becoming permanently funded by the State, thus freeing up funds to be used in new jurisdictions.

Due to the rural, isolated regions in New Mexico, the majority of law enforcement agencies have less than thirty sworn officers. There is a lack of state resources to support specialized Violence Against Women units of law enforcement, in the areas that need them the most. In an effort to reduce lethality and dual arrests, violence against women law enforcement liaison projects have been implemented in two counties of the state. These positions review all domestic violence, sexual assault and stalking arrest reports; contact the victims for further follow up investigation and lethality assessment; work with officers and victims to evaluate the degree of danger facing the victim; provide information on the obtainment and enforcement of orders of protection; and refer victims to supplementary services. The 2010 – 2013 Plan will also include the development of software for the integration of New Mexico’s Uniform Domestic Violence Report form that will include lethality indicators.



## TRAINING

Training initiatives that will be continued during that next three years as a result of prior year successes. Providing in-service Violence Against Women law enforcement training to rural and tribal areas is an ongoing challenge. Lack of sufficient staff often prevents personnel from attending in-service training while available state training funds are insufficient. Developing and strengthening specially trained Violence Against Women law enforcement response teams and appropriate law enforcement protocols is critical to the State's effort of reducing the incidence of gender specific violence and STOP training funds are being targeted to address this goal. The 2010 - 2013 plan includes the development of training teams in rural areas of the state to provide ongoing technical assistance to state and tribal law enforcement officers. In addition, STOP dollars will be used to provide scholarships to law enforcement officers to state of the art training programs on the investigation of violence against women.

Due to the tough economic climate in New Mexico, fewer state dollars are being allocated for technology to assist law enforcement officers in their investigations of domestic violence, sexual assault and stalking. The 2010 – 2013 Implementation Plan includes funding such technology along with training on how to effectively use the technology for the best possible investigative outcomes.

New Mexico will continue to provide state of the art training to Sexual Assault Nurse Examiners (SANE) from all regions of the state, thus promoting a consistent and current response to sexual assault victims. The training package that will be offered to SANE nurses includes two 6-day trainings for new SANE nurses; two full-day Genital Skills Labs to provide clinical and precept training for rural nurses; two full-day SANE task force meetings; and travel stipends to support rural SANE nurse attendance at national SANE conferences.

The collection of evidence utilizing New Mexico's Rape Kit and the integrity of the chain of custody of the evidence are frequently compromised in Indian Country due to the lack of trained providers. The Coalition to STOP Violence Against Native Women recommends additional training of experienced sexual assault advocates in Indian Country to enable them to provide guidance to the process for the purpose of preserving the evidence and empowering victims. STOP dollars will be utilized for this purpose during 2010 – 2013.

### COURT INITIATIVES

NM is a state with the dubious distinction of having magistrate court judges that are not trained attorneys. Judicial education has been a key to gradually changing attitudes and practices. However, many judges that should attend the training are unable or unwilling to do so. The Team has been eager to develop a strategy that will promote more uniform best judicial practices throughout the State and enthusiastically endorsed the action plan that was developed by New Mexico's representatives at the National Leadership Summit on State Court Responses to Domestic Violence, November 30 – December 1, 2010.

The 2010 – 2013 Implementation Plan designates the entire court allocation to the New Mexico Administrative Office of the Courts to develop and implement a Violence Against Women Point of Contact to work to improve coordination and communication among key stakeholders in specific regions of the state; to identify best practices and develop standard protocols, policies and procedures with the assistance of an advisory committee; to serve as statewide point of contract for issues regarding the courts' standards and practices for handling domestic violence, sexual assault and stalking cases; to

coordinate training and provide technical assistance; to address concerns regarding interpretation and translation access within the courts; to attend Tribal/State Judicial Consortium meetings; to visit tribal courts; and to coordinate efforts with the Coalition to Stop Violence Against Native Women.

## VICTIM SERVICES

Although much progress had been made, many abused women on state and tribal land lack the knowledge of existing domestic violence and sexual assault resources, exemplifying the need for continued community outreach, training and collaboration. The feeling of isolation is exacerbated by a lack of services in many communities, and further compounded by distance and transportation problems. In more populated settings with a greater array of services, awareness about existing resources is increasing.

There are only three full-service rape crisis centers in our state that ranks second in the nation in rape. The remainder of the state is served by very overworked community mental health centers that have switched to managed care, and are at great risk for dropping the sexual assault response component of their centers. Rural and urban communities in New Mexico are currently demonstrating successful outcomes of STOP funded SANE initiatives. Until STOP funding, sexual assault services were largely unavailable in the eastern and southern portions of the state and they are sparse in Native American communities. Sexual Assault Nurse Examiner programs (SANE) in rural communities have emerged as extremely effective programs to increase offender accountability and promote victim safety and subsequent involvement in the criminal justice process. A University of New Mexico research study, *Impact of a SANE Unit on Emergency Services in Albuquerque, New Mexico*, indicates that the Albuquerque SANE program increased the number of charges filed against a perpetrator, that conviction

rates increased, and that the initial and final charges were more likely to be the same. The Albuquerque SANE Unit data shows that nearly 75% of sexual assault victims treated at the unit file a police report at the time of the exam, a rate higher than the national average of 50%.

The commitment to expanding sexual assault services remains a Plan priority and STOP dollars will be used to continue the enhancement of the state's current Sexual Assault Nurse Examiner programs and rape crisis services and to continue the coordination of urban, rural and tribal rape crisis programs through the provision of technical assistance, compliance monitoring, infrastructure development and training.

Community based victim advocates who will support, refer, and help victims navigate the criminal justice system, at the earliest possible moment, remain an important need. Early intervention by criminal justice advocates continues to be a vital link to the successful investigation and prosecution of violence against women crimes, while increasing victims' access to services. The provision of bilingual, culturally appropriate victim services that increase access to services for victims with limited English proficiency, for victims with disabilities or who are elderly and for sexual and domestic violence victims of human trafficking, remains a continuing priority for the next three years and beyond.

The provision of civil legal assistance to victims of gender specific violence has been a highly successful component of the victim services initiative and will continue in the 2010 – 2013 plan. Not only are victims receiving advocacy and legal assistance when obtaining orders of protection, but undocumented victims eligible for relief under VAWA are also receiving free legal services.

## COORDINATED COMMUNITY RESPONSE

The NM Implementation Plan has supported coordinated community response (CCR) efforts to address violence against women, for many years. Coordinators facilitate multidisciplinary working groups that include law enforcement, prosecution, victim services, health care and the courts to identify and then address gaps in the delivery of services to victims of domestic violence, sexual assault, stalking and dating violence. Interagency coordination has resulted in the creation of new, more effective policies and procedures. The 2010 – 2013 Implementation Plan will continue to support four-year CCR initiatives and will implement a statewide coordinated response to the crime of teen dating violence.

## DATA COLLECTION

Accurate information about the incidence and nature of domestic and sexual violence and stalking in our country has implications for the criminal justice system, healthcare system, families and individual victims. Funding for the domestic violence data collection for the *NM Interpersonal Violence Data Central Repository* (Domestic Violence edition) was previously funded by STOP and is now fully supported by the NM Department of Health following the success of the project.

New Mexico is now accounting for the nature and incidence of sexual assault in our state using a combination of STOP Grant and NM Department of Health funds. The 2010 – 2013 Implementation Plan will continue to support this initiative. Each annual report provides an analysis of sexual assault data from the New Mexico Interpersonal Violence Data Central Repository; a discussion of the implications of the findings, and a review of the data limitations to highlight future data needs.

The Statutory Purpose Areas for which grant funds may be awarded are:

- a. Training law enforcement officers, judges, other court personnel, and prosecutors to more effectively identify and respond to violent crimes against women, including the crimes of sexual assault, domestic violence, and dating violence;
- b. Developing, training, or expanding units of law enforcement officers, judges, other court personnel, and prosecutors specifically targeting violent crimes against women, including the crimes of sexual assault and domestic violence;
- c. Developing and implementing more effective police, court, and prosecution policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women, including the crimes of sexual assault and domestic violence;
- d. Developing, installing, or expanding data collection and communication systems, including computerized systems, linking police, prosecutors, and courts or for the purpose of identifying and tracking arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women, including the crimes of sexual assault and domestic violence;
- e. Developing, enlarging, or strengthening victim services programs, including sexual assault, domestic violence, and dating violence programs, developing or improving delivery of victim services to underserved populations, providing specialized domestic violence court advocates in courts where a significant number of protection orders are granted, and increasing reporting and reducing attrition rates for cases involving violent crimes against women, including crimes of sexual assault, domestic violence, and dating violence;
- f. Developing, enlarging, or strengthening programs addressing stalking;
- g. Developing, enlarging, or strengthening programs addressing the needs and circumstances of Indian tribes in dealing with violent crimes against women, including the crimes of sexual assault and domestic violence;
- h. Supporting formal and informal statewide, multidisciplinary efforts, to the extent not supported by state funds, to coordinate the response of state law enforcement agencies, prosecutors, courts, victim services agencies, and other state agencies and departments, to violent crimes against women, including the crimes of sexual assault, domestic violence, and dating violence;
- i. Training of sexual assault forensic medical personnel examiners in the collection and preservation of evidence, analysis, prevention, and providing expert testimony and treatment of trauma related to sexual assault;
- j. Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and others to address the needs and circumstances of older and disabled women who are victims of domestic violence or sexual assault, including recognizing,

investigating, and prosecuting instances of such violence or assault and targeting outreach and support, counseling, and other victim services to such older and disabled individuals;

- k. Providing assistance to victims of domestic violence and sexual assault in immigration matters;
- l. Maintaining core victim services and criminal justice initiatives, while supporting complementary new initiatives and emergency services for victims and their families;
- m. Supporting the placement of special victim assistants (to be known as "Jessica Gonzales Victim Assistants") in local law enforcement agencies to serve as liaisons between victims of domestic violence, dating violence, sexual assault, and stalking and personnel in local law enforcement agencies in order to improve the enforcement of protection orders. Jessica Gonzales Victim Assistants shall have expertise in domestic violence, dating violence, sexual assault, or stalking and may undertake the following activities-
  - Developing, in collaboration with prosecutors, courts, and victim service providers, standardized response policies for local law enforcement agencies, including triage protocols to ensure that dangerous or potentially lethal cases are identified and prioritized;
  - Notifying persons seeking enforcement of protection orders as to what responses will be provided by the relevant law enforcement agency;
  - Referring persons seeking enforcement of protection orders to supplementary services (such as emergency shelter programs, hotlines, or legal assistance services); and
  - Taking other appropriate action to assist or secure the safety of the person seeking enforcement of a protection order; and
- n. To provide funding to law enforcement agencies, nonprofit nongovernmental victim services providers, and State, tribal, territorial, and local governments, (which funding stream shall be known as the Crystal Judson Domestic Violence Protocol Program) to promote-
  - The development and implementation of training for local domestic violence victim service providers, and to fund victim services personnel, to be known as "Crystal Judson Victim Advocates," to provide supportive services and advocacy for victims of domestic violence committed by law enforcement personnel;
  - The implementation of protocols within law enforcement agencies to ensure consistent and effective responses to the commission of domestic violence by personnel within such agencies (such as the model policy promulgated by the International Association of Chiefs of Police["Domestic Violence by Police

Officers: A Policy of the IACP, Police Response to Violence Against Women Project' July 2003]1;

- The development of such protocols in collaboration with State, tribal, territorial and local victim services providers and domestic violence coalitions.

The 2010 – 2013 Plan for New Mexico will address the following purpose areas in the respective allocation categories:

<b>ALLOCATION</b>	<b>PURPOSE AREAS</b>
PROSECUTION	b, f
LAW ENFORCEMENT	a, b, c, d, f, i
VICTIM SERVICES	e, k, g, j, l
COURTS	a, c, h
DISCRETIONARY	b, e, g, h, j,

At least twenty-five percent of the funds granted will be allocated for prosecution purposes, at least twenty-five percent will be allocated for law enforcement purposes, at least thirty percent will be allocated for victim services purposes, and at least five percent will be allocated for the judiciary.

Approximately fifteen percent will be allocated under the discretionary category.

Meeting the needs of underserved populations has always been a priority for the New Mexico STOP program. The 2010 - 2013 Plan continues to emphasize the coordination of services and training to meet the needs of sexual assault victims, victims with disabilities, Native American victims and immigrant victims.

Priority consideration for project funding is based on geographic diversity and existing service availability in the respective regions. During the proposal review process, information is provided about



the demographics of the particular geographic locations and of the nature of available services. Collaboration with the New Mexico VOCA Grant Program and the New Mexico Children, Youth and Families Department programs are critical to ensure the funding of unduplicated services. Information about the location, funding and services provided by OVW Discretionary Grants is also critical to ensure that the geographic areas with the least amount of available services receive adequate funding. Many proposal reviewers represent diverse, underserved communities within New Mexico. Applicants are required to demonstrate their knowledge of the existing services in their geographic area within their respective proposals.

## V. GRANT-MAKING STRATEGY

STOP Grant funding is competitively awarded on an annual basis, with a possible competitive re-solicitation during the year if submitted proposals do not adequately meet the goals and objectives of the state implementation plan. Grants are awarded for a twelve-month period, with the option for contract renewal. The process typically gives priority to existing successful projects that are seeking continuation funding for initiatives begun in previous grant years. Solicitation announcements are included in the NM Crime Victims Reparation Commission newsletter and website, the Albuquerque Journal, the Network Membership E-news, and the NM Domestic Violence Leadership Commission. In addition, the NM Coalition of Sexual Assault Programs, the NM Coalition Against Domestic Violence, the Coalition to STOP Violence Against Native Women, the Administrative Office of the District Attorneys, the NM Children, Youth and Families Department, the Department of Public Safety and the NM Sheriff's and Police Association receive solicitation announcements.

In an effort to continue successful projects, encourage project sustainability and also fund new projects, the New Mexico Implementation Plan adheres to the following funding strategy:

*All projects that were successfully implemented and managed during the grant year will be eligible for continuation funding, unless the project was a non-recurring project (such as a conference). After two successful grant years of funding the project could apply for a third year of continuation funding with a 10% reduction in the request for funds (using the initial budget). After three years of funding, the project could apply for a fourth year of continuation funding with an additional 10% reduction in the request for funds for a total of a 20% reduction (using the initial budget). Projects would be eligible to apply for a fifth year of funding as a new project in competition with all other new applicants.*

A very small number of awards are sole source funded based on the proven efficacy and expediency of a grantee and state and federal procurement requirements. For example, it would not make sense to award

the Interpersonal Violence Data Central Repository project to a new applicant when the current staff has formed relationships with the contributors and has produced a stellar body of work in a very cost effective manner. Sole source funding will be utilized for the Violence Against Women Point of Contact for the Courts and for the Interpersonal Violence Data Central Repository.

The timeline for the 2010 STOP Grant Cycle will be July 1, 2011 – June 30, 2012. Subsequent cycles will begin on July 1 and commence for twelve months. Projects are funded on a single year basis. Successful projects will be considered for a contract renewal.

As previously stated, priority consideration for project funding is based on geographic diversity and existing service availability in the respective regions of the state. Demographics are a critical consideration when making funding decisions. Reviewers look for evidence-based proposals that discuss the demographics of the underserved populations that the project will serve. Proposals are required to discuss other services (if they exist) in their region that are addressing the needs of these populations and to discuss collaborative efforts (or proposed collaborative efforts) that will address the problems by involving all that play a part in developing and implementing a solution. Reviewers look for evidence that collaborative agencies have been involved in the planning process and assess the ways in which proposed projects plan to provide linguistically, culturally and accessible services for the populations the project will serve. Reviewers may look for a plan for staff training on providing culturally appropriate services, as applicants are invited to include training of their staff by members of the underserved populations in their respective regions of the state. Reviewers also look at the progress a program has made towards developing a plan or protocol to meet the needs of people with limited English proficiency.

New Mexico recipients of OVW discretionary grants will be reviewed as part of the decision-making process and the NM Coalition of Sexual Assault Programs, NM Coalition Against Domestic Violence, Coalition to Stop Violence Against Native Women, NM Children, Youth and Families Department and the VOCA Grant Program will provide information about available services in all the regions of the state to help the STOP Grant process determine areas that are in most critical need of services, without duplicating efforts. Applicants whose geographic area includes an American Indian population must include grant activities specifically designed to meet the needs of Indian tribes or Indian populations in their service area.

In addition to considering a region's total population and respective demographics, the region's population density will also be considered with regard to the socio-cultural, economic and geographic barriers that create unique challenges for victims.

Consideration is also based on the efficacy of a proposed project plan. All STOP applicants must submit a plan that realistically presents the goals, measurable objectives, implementing activities and timeline and impact evaluation activities for the project.

Proposal review committees will be composed of statewide experts on violence against women. Many proposal reviewers represent diverse, underserved communities within New Mexico. Applicants are required to demonstrate their knowledge of the existing services in their geographic area in their respective proposals.

A comprehensive STOP Grant writing workshop will be offered approximately three weeks after the availability of funding announcement. A post award training workshop on effective grant management will be provided prior to the beginning of the new grant cycle.

Of the STOP funded projects currently being implemented, 64% serve rural communities and 25% serve the entire state. The remaining 25% serve urban areas.

## **ADDRESSING THE NEEDS OF UNDERSERVED VICTIMS**

Per the VAWA 2005 requirement that monies must be set aside to fund linguistically and culturally specific services and activities for underserved populations, New Mexico will allocate more than the required ten percent of funds to culturally specific, community-based organizations. In addition to new applications that will be received, the 2010 STOP Grant will fund the continuation of services to Enlace Comunitario and the Rape Crisis Center of Central New Mexico.

Enlace Comunitario is a Bernalillo County based non-profit organization that has produced a dynamic continuum of culturally specific services offered exclusively to Spanish speaking immigrant victims of domestic violence and their children, since 1995. The majority of the staff (including the Executive Director) is bilingual (Spanish/English) immigrants and remaining staff is perfectly bilingual and come with a background in or significant experience with the Latino community. Enlace Comunitario will receive continuation STOP funding to provide legal advocacy and civil legal services to their clients.

The Rape Crisis Center of Central New Mexico, in partnership with the Advocacy Unit of the New Mexico Commission for Deaf and Hard of Hearing Persons will be funded for the third year of a project designed to remove barriers to service for victims of sexual violence that are deaf and hard of hearing and to increase and enhance services for this most underserved population.

The Rape Crisis Center of Central New Mexico has been providing crisis and counseling services to victims of sexual violence for almost thirty years. The State of New Mexico, Commission for Deaf and Hard of Hearing Persons, Advocacy Unit advocates for, protects, and advances the civil, legal, human, and social service rights of deaf, hard of hearing, and deaf - blind people. This vital partnership is

developing and implementing a program that is providing services tailored to the unique needs of the deaf and hard of hearing population on a statewide basis. Training programs for domestic violence and sexual assault service providers and volunteers, SANE nurses, law enforcement officers, and certified sign language interpreters are being provided, an outreach strategy has been developed and certified sign language interpreters are being provided for victims and for deaf and hard of hearing service providers to enable participation at multidisciplinary violence against women meetings.

All STOP applicants that provide direct services to victims must provide detailed responses to the following questions to ensure that meaningful access to services are being provided to victims with Limited English Proficiency:

1. What is your organization's process for identifying LEP persons who need language assistance?
2. Provide the percentage of LEP persons within your organization's eligible service population? What is the frequency with which LEP individuals come into contact with the program?
3. What resources are available to LEP persons by your organization? What language assistance resources are available?
4. How will staff be trained to serve LEP individuals?
5. What is the status of LEP policy development within your organization?
6. How do you provide information about your services to LEP persons?

The FY 2010 STOP application guidelines include the following statement:

*Priority consideration will be given for positions or programs that specifically improve services to underserved populations that experience barriers to the access to services as a result of race, ethnicity, language, physical, emotional or mental disabilities, sexual orientation, age and/or geography.*

*Applicants whose geographic area includes an American Indian population must include grant activities specifically designed to meet the needs of Indian tribes, or Indian populations in their service area. Applicants that do not have tribes or tribal lands within their service area must demonstrate good faith efforts to reach out to American Indians residing in their service area.*

*Applicants whose geographic area includes other underserved populations must identify those populations and include grant activities specifically designed to meet the needs of those populations.*



## **VII. MONITORING AND EVALUATION**

It is very important to understand the impact of STOP funds on reducing the incidence of violence against women in New Mexico. The 2010 - 2013 STOP applications will require applicants to demonstrate the ways in which they will measure the impact that they expect their project to achieve.

The STOP Grant writing workshop assists subgrantees in their efforts to effectively measure impact of their STOP funded projects. The one-day training, “Efficient Grant Writing: The Relationship between the Statement of the Problem, Goals, Objectives, and Evaluation Activities and How to Write Them” is presented shortly after the dissemination of the STOP application.

The FY 2010 - 2013 STOP applications will instruct the applicants to choose no more than three goals that they believe will be critical to the successful development and implementation of their project and to write measurable objectives and corresponding evaluation activities regarding these goals.

Subgrantees are required to submit quarterly reports addressing the project’s progress towards achieving the measurable objectives for each respective quarter. Project outcomes are reviewed during and at the end of the grant budget period.

All projects will receive quarterly desk reviews to monitor progress and compliance. Programs typically receive an in-depth site visit every three years. In addition, more frequent site visits are conducted at new programs and at programs requiring additional technical assistance.

Technical assistance is available to all subgrantees on an ongoing basis. In addition, NMCVRC offers grants management workshops several times a year.

All STOP subgrantees are required to collect Annual Report data that will be submitted to the Office on Violence Against Women via the Muskie School.

All applicable STOP subgrantees are required to submit data to the *New Mexico Interpersonal Violence Data Central Repository*.

## **VIII. CONCLUSION**

The ongoing commitment and dedication of the New Mexico VAWA Implementation Team has resulted in a 2010 - 2013 Implementation Plan that embraces innovation while simultaneously providing ongoing funding for critical services to reduce the incidence of violence against women. These services were not available prior to the Violence Against Women Act and the STOP Violence Against Women Formula Grant Program.

Over the years, the New Mexico projects funded by the STOP Grant have introduced new concepts, developed best practices, trained numerous prosecutors, law enforcement officers, advocates and members of the judiciary and have provided much needed information to the state. In addition, collaborative efforts have brought together diverse groups that have resulted in sustaining and productive partnerships.

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