

# **NEVADA STOP VIOLENCE AGAINST WOMEN PROGRAM**

## ***IMPLEMENTATION PLAN***



**2009 - 2011**

**NEVADA STOP VIOLENCE AGAINST WOMEN PROGRAM  
2009 - 2011 IMPLEMENTATION PLAN**

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# **NEVADA STOP VIOLENCE AGAINST WOMEN PROGRAM**

## **2009 - 2011 IMPLEMENTATION PLAN**

### **I. INTRODUCTION**

#### **A. Overview**

This document presents Nevada's vision for utilizing STOP funding in efforts addressing violence against women during the 2009 – 2011 implementation period. The format mirrors that suggested in the "STOP Implementation Plan Tool – 2006 STOP Grants Technical Assistance Project."

#### **B. Funding Allocation**

The State of Nevada has received STOP Violence Against Women Formula Grant Program funding since 1995, averaging \$1.1 million annually. The 10% set aside allowed for grant administration is used annually to support the Statewide STOP Administrator and an additional grant administrator within the Nevada Office of the Attorney General. These administrative positions provide program management, sub-grantee training and support, reporting, compliance review, and approve all sub-grantee reimbursement claims, progress reporting, sub-grant extensions and program modifications. Beginning in January 2009, Nevada's STOP allocation was distributed biennially, within the proscribed formula guidelines and categories, using a competitive, peer-reviewed process to determine sub-award recipients. The STOP and grant administrator review each sub-grantee's performance during their first year to determine if they should receive continued funding - and to what level - in the second year.

The exception to the competitive process is administrative agency (Nevada Office of the Attorney General) set asides to provide funding for projects not falling under the purview of typical sub-grantees. Past examples of this have been set asides for supporting the Nevada Domestic Violence Ombudsman and to support specialized, regional VAWA prosecution by a Deputy Attorney General.

#### **C. Mission Statement**

Through the Violence Against Women Grant Program, Nevada strives to continually develop, modify and implement a sub-grant allocation process that will strengthen the criminal justice system's response to victims of domestic, dating, and sexual violence, and stalking, by holding perpetrators accountable for their actions, and enhancing victim safety in Nevada through the recognition of needs, the development of best practices, and the provision of services.

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

#### **A. Multi-Disciplinary Planning Team**

The Implementation Planning Team identified to draft this document is an 11 member multi-disciplinary group, including community-based, non-profit advocates and

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service providers and system-based advocates, law enforcement, prosecution, judicial support professionals, and STOP Grant administration staff. The Nevada Attorney General will provide final approval of all sub-grant awards.

Attempts were made to provide geo-demographic representation and VAW and/or grant expertise from those invited to participate. This Plan may be revised during the 2010 and 2011 grant cycles if necessary to comply with VAWA, federal or state legislative and/or policy and priority updates.

### **B. Information Gathering Process**

The STOP Administrator and other OVW discretionary grant staff develop many contacts among state stakeholders for domestic, dating and sexual violence, and stalking issues and routinely obtain and share information interactively with these contacts. Frequently, needs assessments, surveys, focus groups, public forums, and training events are instigated to further the various goals and objectives of collaborative partners, sub-grantees and grant-funded or state-mandated projects. This information is readily shared between agencies and partners. This continuous influx of information provides the basis for developing the 2009 - 2011 STOP Implementation Plan.

Nevada also has many committees, councils, task forces and/or individuals that the administrators of this grant program rely upon for information. These groups hold regular meetings to discuss the issues in their communities and many on the Planning Team also participate in those meetings. Four of the more influential sources in identifying community needs throughout the state are profiled below.

The Attorney General chairs the ***Nevada Council for the Prevention of Domestic Violence***, a state-funded, multi-disciplinary, multi-regional and multi-cultural body consisting of representatives from law enforcement, prosecution, courts, system and community advocacy, victim services, public health, educations, survivors and the general public. The Council is charged by the Nevada Legislature with collecting data, analyzing it, developing strategies to address identified needs and reporting on various domestic violence issues in Nevada. There is routine sharing of reports and information between the STOP program staff and the Council.

The ***Nevada Network Against Domestic Violence (NNADV)*** is the statewide coalition for providers of domestic violence services. Many of the member programs are dual service providers of both domestic violence and sexual assault services. NNADV was founded in 1980 for the purpose of helping Nevada's communities respond creatively and effectively to the needs of victims of domestic violence. They work closely with the DV Ombudsman, the Council, the STOP and discretionary grant staff, and participated in the creation of this Implementation Plan.

The ***Nevada Coalition Against Sexual Violence (NCASV)*** was created in 1999. Its members include representatives from all disciplines, including sexual assault service providers, law enforcement agencies, prosecution offices, and public health organizations. They routinely participate in STOP and discretionary grant advisory

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teams and are an important informational source for STOP program planning and priorities related to sexual violence.

The ***Domestic Violence Ombudsman*** is an Attorney General appointee. The Ombudsman acts as the primary liaison between the Attorney General, the public, and the system and community stakeholders for batterer's treatment, domestic, dating and sexual violence issues.

### **C. Non-Profit Service Providers Participation**

Team members from the statewide sexual assault and domestic violence coalitions were specifically recruited for the planning team. Their participation brings an overarching and victim-centered perspective on both Nevada's progress in and areas of need for providing safety and services for victims of domestic and sexual violence. Additionally, NPO service providers are represented by the inclusion of individual agencies, including culturally specific service providers.

### **D. Culturally Specific Participation**

Daphne Emm, Executive Director of Nevada Urban Indians (NUI), has experience providing victim advocacy services and she has been working to reorganize NUI and focus on their primary mission of providing services for urban, non-reservation, Native Americans, Alaskan Natives and others who are in need of comprehensive services addressing family and individual health matters, such as domestic battery, counseling, emergency shelter and supplies, and diabetes management.

Tiffany Stickney, Director of the Winnemucca Domestic Violence Shelter, is extremely familiar with the process and challenges of developing and implementing community-based services in rural Nevada, and in trying to recruit and provide competent bilingual and culturally sensitive staff to address the needs of an isolated community with a significant Hispanic population.

Both offered significant discussion in helping the planning team to understand issues confronting Native American and rural Hispanic populations and to identify needs and priorities addressing culturally specific issues within this plan.

## **III. NEEDS AND CONTEXTS**

### **A. Demographic, Geographic and Economic Distribution**

The geographic segregation of communities in Nevada combined with its rapid population growth, and especially its wide ethnic, cultural, demographic, economic and political diversity has made it very difficult to respond to violence against women in a consistent and uniform way statewide. While Nevada is geographically the seventh largest state at 110,540 square miles,<sup>1</sup> its population ranks 33rd in the nation<sup>2</sup> (2008 estimate of

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2,600,167<sup>3</sup>). Only 14% of the population lives in rural/frontier Nevada, which covers roughly 90% of the state's physical area<sup>4</sup>.

Nevada contains 26 Native American recognized tribes within its borders<sup>5</sup> usually within rural/frontier areas of the state, but also several urban enclaves. These include tribal bands, reservations, colonies, and associations providing governmental, political, cultural, and social services. However, 50% of Nevada's Native American and Alaskan Native population resides in urban areas outside of these tribal entities<sup>6</sup>. The Native American communities in Nevada constitute approximately 1.5% of the population total<sup>7</sup>.

The state has experienced rapid growth in the Hispanic community, estimated to be at least 25.7% of Nevada's population<sup>8</sup> and a growing component of both urban and rural populations. There is also steady growth in two other ethnic communities residing primarily in urban areas, African-Americans comprising 8.1% and Asian/Pacific Islanders at 6.7% of Nevada's total population<sup>9</sup>. Women between the ages of 16 – 65 years of age comprise about 41% of the state's population<sup>10</sup>.

Nevada has long been among the national leaders in population growth<sup>11</sup>. The state population increased by 30.1% between 2000 and 2008<sup>12</sup>. This phenomenal rate of growth places significant burdens on the provision of services. Agencies have a difficult time in meeting the increased demand for qualified staff. Retention of trained personnel has been a problem for NPO service providers, as well as for law enforcement – particularly in rural/frontier jurisdictions. State, county and city budgets for criminal justice entities, as well as funding sources for community-based programs, have lagged behind the needs of these

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<sup>1</sup> "Nevada Facts," 2000, Nevada State Library and Archives, <<http://dmla.clan.lib.nv.us/docs/nsla/services/nvfacts.htm>>

<sup>2</sup> Jeff Hardcastle, "Nevada County Population Projections 2006 to 2026," July 2006, Nevada Small Business Development Center, <[http://www.nsbdc.org/what/data\\_statistics/demographer/pubs/](http://www.nsbdc.org/what/data_statistics/demographer/pubs/)>

<sup>3</sup> "Nevada QuickFacts from the US Census" 24 November 2009 <<http://quickfacts.census.gov/qfd/states/32000.html>>

<sup>4</sup> Id. Hardcastle

<sup>5</sup> "Great Basin Tribes," Inter-Tribal Council of Nevada, 16 January 2007 <<http://www.itcn.org/Tribes.html>>

<sup>6</sup> Daphne Emm, Executive Director, Nevada Urban Indians, "Implementation Planning Discussions," 19 November 2009

<sup>7</sup> Id. Nevada Quickfacts

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> Ibid.

<sup>11</sup> "Table 1: Annual Estimates of the Population for the United States, Regions, and States....," U.S. Census Bureau, 22 December 2006 <Informational Handouts November 2007 STOP Administrators Conference>

<sup>12</sup> Id. Nevada Quickfacts

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agencies for many years. This continuing problem is greatly exacerbated during this period of economic crisis.

Nevada's urban economy, primarily driven by gaming and tourism, service industries and construction over the last decade, has taken a severe beating in the current recession. The mining industry and ranching still drive rural Nevada's economy and are still subject to boom (currently mining) and bust (currently ranching) cycles. The state is not expected to rebound quickly, economic forecasts predict continued drastic budget cuts for state and local governments and continuing levels of high unemployment and foreclosures, and decreasing business revenues which have not only affected the level of charitable support for non-profit organizations, but are creating a larger need for all services comprising the social safety nets of Nevada.

The urban-rural dichotomy results in a consistent – if overwhelmed – network of victim advocacy and service providers for heavily populated areas, and a very limited range of victim services that is available to the rural/frontier regions of the state. The public and private funding for both community-based service providers and the criminal justice system response for domestic, dating and sexual violence, and stalking is steadily being eroded as Nevada's fortunes fail. This is a statewide effect, but can be especially devastating in rural/frontier Nevada.

### **B. Nevada Criminal Statistics**

#### ***Domestic Violence:***

Criminal Records and the Protection Order Registry are functions of the Records & Technology Division within the Nevada Department of Public Safety. Unfortunately, due to lack of reporting – *and more significantly, incompatible formatting in records keeping and processing* – by various law enforcement agencies and courts throughout Nevada, domestic violence statistics and other criminal records and are not always complete and comprehensive for all categories, although there have been significant improvements in the last three years resulting in a reporting rate of 85% for January – July 2009. Most of the missing data is from Nevada's frontier counties with very limited populations, so most state trends are clearly evident from the data reported.

Non-profit and community-based victim shelters and service providers also provide annual statistical reports to the NNADV. This information in conjunction with criminal records gives some indication of the ratio of domestic or dating violence incidents occurring outside the criminal justice system.

*The following Nevada statistics date from July 2007 through July 2009:*

- Between January 2008 and September 2008, all domestic violence incidents<sup>13</sup> increased by approximately 31%, but dropped by approximately 15% in the October – December 2008 quarter<sup>14</sup>.

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<sup>13</sup> "Domestic Violence Data Collection," Records & Technology Division Quarterly Reports, January 2008 – December 2008, 79% were VAWA eligible relationships <[http://www.nvrepository.state.nv.us/ucr/dv\\_reports.shtml](http://www.nvrepository.state.nv.us/ucr/dv_reports.shtml)>

<sup>14</sup> Ibid

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- On average, females were victims in 68% and offenders in 26% of reported cases<sup>15</sup>.
- On average, males were victims in 32% and offenders in 74% of reported cases<sup>16</sup>.
- The vast majority of victims and offenders are between the ages of 18 to 54 years<sup>17</sup>.
- Although Hispanic victims and offenders are not specifically captured in criminal record-keeping for domestic violence, all planning team members agreed that they are over-represented compared to population density.
- African-American involvement in domestic violence incidents (24%) is statistically over-represented compared to population density (7-8%)<sup>18</sup>.
- Asian-American and Pacific Islander involvement in domestic violence incidents (3%) is statistically under-represented compared to population density (6-7%)<sup>19</sup>.
- American Indian/Native involvement in domestic violence incidents (<1%) is statistically under-represented compared to population density (1.5%)<sup>20</sup>.
- In 2007, 8.6% of girls and 9.9% of boys in Nevada high schools reported experiencing dating violence<sup>21</sup>.
- Nevada's 2007 homicide rate decreased by 15% from 2006. However, in 2007, 11% of the murders are directly attributed to "Domestic Conflict" or "Lover's Triangle," with 12% of the victims identified as spouses/former spouses of, or within a dating relationship with the perpetrator<sup>22</sup>.
- In 2008, approximately 5% of Nevada's officers responding to domestic/disturbance calls were assaulted during the incident. A quarter of those assaults involved guns, knives or other dangerous weapons<sup>23</sup>.

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<sup>15</sup> Ibid.

<sup>16</sup> Ibid.

<sup>17</sup> Ibid

<sup>18</sup> Ibid, Id. U.S. Census

<sup>19</sup> Ibid., Id. U.S. Census

<sup>20</sup> Ibid., Id. U.S. Census

<sup>21</sup> Danice K. Eaton, Ph.D., et al., "Youth Risk Behavior Surveillance – United States, 2007," CDC Morbidity and Mortality, 6 June 2008, <<http://www.cdc.gov/mmwr/preview/mmwrhtml/ss5704a1.htm>>

<sup>22</sup> "Crime and Justice In Nevada 2007," Nevada Department of Public Safety, Uniform Crime Reporting, <<http://www.nvrepository.state.nv.us/ucr/annual/2007CrimeJustice.pdf>>

<sup>23</sup> Ibid.

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- Between July 2007 and June 2008, domestic violence service providers reported services to 35,982 “first-time” contacts, 15,954 repeat contacts and 7,760 follow up contacts<sup>24</sup>.
- Shelter and shelter services were provided to 1,211 primary victims of domestic violence and to 1,392 of their children. Emergency motel stays were provided to 152 victims and 141 of their children.<sup>25</sup>.
- Between July 2008 and June 2009, domestic violence service providers reported 37,495 victims received assistance as did 16,148 of their children. 39% of these victims also contacted law enforcement. Half of those contacts resulted in an arrest.<sup>26</sup>.

Under-reporting of domestic violence makes it unlikely that the statistical data, whether from Criminal Records or the NNADV reports, accurately portrays the extent of domestic violence in Nevada. However, these numbers taken in combination do point to the extent and types of problems in Nevada.

### ***Sexual Assault:***

According to the report, “Crime and Justice in Nevada 2007,” there is 1 forcible rape or attempted forcible rape reported every 8 hours, 6 minutes<sup>27</sup>. The rate of reported sexual assaults/attempts in the state dropped very slightly from 41/100,000 in 2006 to 40/100,000 in 2007. However, that compares with a national average rate of 31/100,000 and the sexual assault data reported by Nevada’s Records & Technology Division includes the caveat that this particular crime is likely to be under-reported<sup>28</sup>. Even though the volume of rapes in Nevada continues to increase, the clearance rate by law enforcement of these crimes remains relatively flat at the 20<sup>th</sup> percentile<sup>29</sup>.

Additionally, the Youth Risk Behavioral Survey, 2007 reports that approximately 11.5% of teen girls and 3.7% of teen boys in Nevada are pressured into sexual intercourse against their will<sup>30</sup>. Nevada’s reputation as an adult fantasy destination with easy access

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<sup>24</sup> “Fiscal Year Report 2007 –2008,” Nevada Network Against Domestic Violence Network News, Issue 1, Vol. 26, 29 January 2009.

<sup>25</sup> Ibid.

<sup>26</sup> “Domestic Violence: The Facts Fiscal Year 2008 - 2009,” Nevada Network Against Domestic Violence Nevada Statistics, <[http://www.nnadv.org/press\\_room.html](http://www.nnadv.org/press_room.html)>

<sup>27</sup> Id. Nevada Department of Public Safety

<sup>28</sup> Ibid.

<sup>29</sup> Ibid.

<sup>30</sup> Id. Eaton, et al.

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to both legalized and illegal prostitution creates an expanding market for human trafficking in the sex trades, including minors and immigrants.

Lack of - or insufficient numbers of - trained advocates and certified SANE/SART personnel in both rural/frontier and urban areas of the state is the single greatest problem affecting Nevada's response to victims of sexual assault. Primary and secondary victims also lack available and affordable counseling services statewide. Nearly all adult and child victims of sexual assault in the state must travel to Las Vegas or Washoe County for forensic exams<sup>31</sup>.

Nevada state law requires that the county where the offense occurred must pay for forensic exams. A clarifying Attorney General Opinion explicitly states that no jurisdiction can require the (adult) victim to report to law enforcement in order to receive a forensic exam. Since nearly all exams are performed in the 2 major urban areas, there are no consistent policies and procedures throughout Nevada to address chain of custody concerns when law enforcement is not involved, nor is there an adequate statewide repository for evidence collected during a forensic exam from a victim who opts not to immediately cooperate with law enforcement<sup>32</sup>.

*Unless otherwise attributed, the following statistics are from anecdotal reports by law enforcement, victim service providers, sexual assault advocacy groups and community members garnered during various focus groups:*

- The only community-based providers specializing in sexual assault services for victims are Crisis Call Center in Reno-Sparks and the Rape Crisis Center in Las Vegas.
- The Las Vegas metropolitan area, which contains roughly 76% of Nevada's total population, has only 3 certified Sexual Assault Nurse Examiners, who perform 30-90 exams monthly<sup>33</sup>.
- Most victims from the southern half of Nevada go to Las Vegas for sexual assault exams – a drive that can take 1-3 hours.
- The Reno-Sparks area has only 2 certified Sexual assault Nurse Examiners.
- Most victims from the northern half of Nevada go to the Reno-Sparks metropolitan area for sexual assault exams – a drive that can take from 1-6 hours.

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<sup>31</sup> Andrea Sundberg, Executive Director, Nevada Coalition Against Sexual Violence, "Discussions & Interviews," November 2007 – November 2009

<sup>32</sup> Ibid.

<sup>33</sup> Ibid.

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- It is estimated that at least 30% of the reported sexual assaults in Las Vegas involve tourists<sup>34</sup>.
- Reported sexual assaults are increasing dramatically among Asian-American and South Pacific Islander populations<sup>35</sup>.
- Las Vegas Metro Police Vice officers are arresting 15-30 teenage prostitutes on the Vegas Strip per month. Their average age is 14 years and they are almost always brought in from other areas/states by their adult “boyfriends” and forced into prostitution<sup>36</sup>.
- Las Vegas is among the top 14 cities in the United States for trafficking juvenile prostitutes<sup>37</sup>, and among the top 17 cities nationally for trafficking in foreign nationals<sup>38</sup>.
- Legal brothels and the illegal sex trade in Nevada provide a primary destination for Asian victims of trafficking smuggled into the United States via west coast ports of entry<sup>39</sup>.

### **C. Areas of Greatest Need**

The planning team drew upon their expertise and its own analysis of recent state and federal legislative actions and funding priorities, and the 2005 VAWA directives and STOP Grant purpose and priority areas, to identify the areas of greatest need throughout Nevada. The team understood that some problems require more coordination and resources than can be provided by the STOP Grant program, but felt it was important to at least articulate the need.

*In addition to funding to maintain and expand current levels of service, the state needs:*

- Comprehensive, correlated and standardized data collection from service providers, law enforcement, prosecutors and courts to thoroughly document all incidents of domestic and sexual violence, and stalking and their related offenses. Analysis from such data collection would be crucial in providing community policy makers with the information needed to make truly informed

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<sup>34</sup> Ibid.

<sup>35</sup> Ibid.

<sup>36</sup> Ibid.

<sup>37</sup> Lisa Kim Bach, “Juvenile Prostitution: Trafficking in children on increase,” Las Vegas Review-Journal, 19 March 2006

<sup>38</sup> Sam Skolnik, “Do we have a trafficking problem? Justice Department names Las Vegas among 17 most likely destinations,” 29 January 2007

<sup>39</sup> Carolyn Lochhead, “Sex trade uses Bay Area to bring in women, kids – Bush team to fight trafficking in human cargo,” San Francisco Chronicle/ Washington Bureau, 26 February 2003

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decisions about the efficacy of their responses to domestic and sexual violence, and stalking as well as resource allocation. This would help communities to more accurately determine the social and fiscal costs of these offenses.

- Continuously updated and functioning interactive databases - such as current Protection Order Repositories and current case dispositions – at the statewide level that can be easily accessed by members of Nevada's criminal justice system.
- Multilingual and culturally appropriate services and outreach in both victim services and the criminal justice system. The greatest need is for bilingual Spanish and English speakers, familiar with Hispanic culture, although language and cultural barriers also exist for many other victims. Focus on recruitment and retention of bilingual advocates for community-based services.
- Trained sexual assault service providers, counselors, and advocates, and certified sexual assault nurse examiners - there is a desperate need in rural Nevada. Focus on overcoming current barriers to certification of nurses.
- Nevada also needs additional service provider, medical provider, law enforcement and prosecution training on sexual assault and other sex offenses, including trafficking, as well as victim-centered approaches and forensic compliance issues.
- Continuing multi-disciplinary training on Domestic Violence 101 dynamics and victimology, implementing victim-centered approaches, evidence-based investigations and prosecutions, strangulation, and lethality assessments.
- Rural victim services and viable shelter and/or housing and transportation options. Much of rural Nevada lacks viable access to community or system advocacy, counseling, legal services, transitional support assistance, childcare and housing or temporary shelter.
- Increased services for victims of sexual assault and violence in rural areas – encourage, train and support dual service providers for domestic and sexual violence.
- Services and the supporting infrastructure specifically targeted to the needs of teen victims and perpetrators of dating and sexual violence, and stalking.
- Increased services and the supporting infrastructure specifically targeted for victims of domestic, dating and sexual violence, and stalking that also struggle with mental illness and/or substance abuse.
- Services and the supporting infrastructure specifically targeted for males, gay and trans-gender victims of domestic, dating and sexual violence, and stalking.

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- Additional law enforcement officers/units with better training and equipment, responding to domestic, dating and sexual violence, and stalking, and enforcing protections orders relating to those issues.
- Better trained and equipped prosecutors bringing domestic, dating and sexual violence, and stalking cases to trial, and enforcing protections orders relating to those issues.
- Increased training and information for judges and court staff on domestic, dating and sexual violence, and stalking, and issuing and enforcing protection orders and other sanctions relating to those issues.

### **IV. PLAN PRIORITIES AND APPROACHES**

#### **A. Identified Goals**

VAWA funding has been instrumental in the start up and development of many new and necessary projects to address violence against women in Nevada. Unfortunately local and state governments continue to face severe budgetary constraints as a result of economic and political forces. Increasing governmental spending has never been popular in Nevada and the current economic crisis ensures that trend continues for the foreseeable future. Social and economic factors also wreak havoc with funding for community-based agencies. For example, Nevada earmarks funds from marriage license fees to support domestic violence shelters and programs. This fund has been steadily dropping as fewer people opt for getting married in Nevada. Many of the state's community-based, law enforcement and prosecuting agencies have also relied on federal VOCA as well VAWA funding for victim programs and support. Reduced funding of either program tends to create additional financial demands for the other. The Implementation Planning Team was very mindful of these issues due to the potential impact on the creation of new programs, absorption of currently funded programs, and possible cuts in existing programs.

The Implementation Planning Team continues to express concern about the lack of essential data either being collected or made available for review and analysis. While law enforcement crime statistics and protection order data retrieval has improved, there are no comparable data for either the prosecution or the adjudication of cases. Furthermore, the STOP Prosecution and Law Enforcement categories continue to be underutilized. The planning team discussed possible reasons for and solutions to this problem.

*Concerns and problem-solving strategies agreed upon for all categories were:*

- **Maintain existing level of victim services and expand where and whenever possible.**
  - Priority to continue funding programs to underserved populations.
  - Priority to increase bilingual services and culturally specific services.

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- Priority to increase availability of SART/SANE programs and advocacy services for victims of sexual assault in under or non-served areas.
- **Improve the delivery and effectiveness of services, including community and system based advocacy, law enforcement, prosecution, judicial and probation response.**
  - Encourage applicants to develop collaborative relationships to decrease duplicative processes and increase the efficient use of financial resources.
  - Encourage provision of sexual assault victim services, particularly dual-service domestic and sexual violence service providers in rural areas.
  - Encourage projects providing cost-effective, updated and continuous training based on model practices and in response to staff turnover.
  - Encourage projects providing effective service of protection orders and improved compliance monitoring of perpetrators under court sanctions.
- ***Encourage development of comprehensive and cohesive, automated data collection and retrieval systems.***
  - While this is a genuine need statewide, the extensive financial and collaborative requirements – and the political will required – put it beyond the scope of the STOP program; however,
  - Encourage applicants to develop local collaborations to pilot projects that focus on cross-disciplinary data-tracking for domestic, dating and sexual violence, and stalking within their jurisdiction/community.
- **Provide targeted outreach to develop services in rural Nevada.**
  - The STOP Administrator will develop specific outreach to encourage and nurture coordinated, multidisciplinary collaborations in rural communities to more effectively apply for and utilize grant funding.
- **Provide targeted outreach to assist culturally specific applicants in developing compliant and competitive STOP applications.**
  - The STOP Administrator will continue to develop specific outreach to increase the interest in STOP funding and improve the viability of culturally specific applications.
- **Provide targeted outreach to assist law enforcement and prosecuting agencies in developing compliant and competitive STOP applications.**
  - The STOP Administrator will continue to develop specific outreach to increase the interest in STOP funding and improve their grant-writing comfort level.

### **B. Relation to Prior Implementation Plans**

In previous years, the STOP Formula and OVW Discretionary Grant Programs have focused on the needs of underserved communities in Nevada and gaps in current service provision. The Nevada planning process has looked for ways to provide legal assistance to

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victims, sought to increase sexual assault services, and provided training and education across all disciplines dealing with these issues. This Implementation Plan will continue to build on these concepts, while striving to develop programs addressing new legislated requirements.

The previous Implementation Plan required steps be taken to make the grant-making process more efficient and in response to that, the STOP Administrator developed a two-year, sub-grant funding cycle beginning in 2008. In calendar year 2009, the STOP solicitation for sub-grants was modified to focus applicant attention on providing more pertinent information. The goal is to simplify the application process for both applicants and for reviewers. This remains a work in progress.

The STOP administration also began working collaboratively with the state VOCA administration on site visits and reviews for mutual sub-grantees.

### **C. Priority Areas, Programs and Fund Distribution**

Building on the key concepts of safety and accountability, five key goals have been identified for Nevada's STOP Program.

- **Maintaining current levels of services.**
- **Reaching out to underserved communities, including culturally specific and rural populations.**
- **Filling gaps in services, particularly for sexual assault victims outside of Clark and Washoe Counties.**
- **Maintaining a consistent level of responsiveness by ongoing training programs to bring current best practices to existing staff and to train new staff due to turnover.**
- **Developing consistent, current and meaningful data-tracking and analysis programs to inform policy-makers, agencies and the public on the costs of these crimes and the efficacy of the response in order to craft a more effective response.**

The following funding priorities for Nevada's STOP program are intended to address these goals.

#### ***Victim Services:***

- Maintaining and/or expanding the capacity of existing advocacy programs addressing domestic and sexual violence, dating violence and stalking to meet the growing needs of the community. For example:

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- Enhancing statewide sexual assault victim services and encouraging rural dual service programs for domestic violence and sexual assault victims.
- Hiring and retention of bilingual advocates;
- Improving culturally specific services for victims, including but not limited to programs working with same-sex victims, Native American, African-American, Asian, Hispanic victims, etc.
- Improving appropriate services for teen victims, elderly victims and victims with disabilities, including modifying resource materials as necessary;
- Training of advocates and volunteers, including cross-disciplinary training with system-based advocates and other criminal justice professionals.

### ***Criminal Justice:***

- Recruit applications to strengthen the safety and accountability potential of law enforcement and prosecution agencies to respond to, investigate and prosecute domestic, dating and sexual violence, and stalking cases. For example:
  - General ongoing criminal justice training, including but not limited to topics such as:
    - Domestic Violence and Sexual Assault dynamics and victimology,
    - Ongoing Crawford hearsay developments,
    - Recanting victims and evidence-based investigations and prosecutions,
    - Post-traumatic Stress Syndrome in victims,
    - Relationship between domestic violence and stalking,
    - Service of protection orders, and
    - Developing collaborative and victim-centered approaches to safety and accountability, etc.
  - Specific training for non-patrol law enforcement staff and/or court personnel, e.g. detention officers, dispatchers, civilian desk clerks, bailiffs, probation and parole officers, etc., on domestic and sexual violence, stalking, and dating violence. Topics may include but will not be limited to dynamics, protection orders, and evidentiary issues.
  - Hiring systems advocates and specialized investigators (including those providing culturally-specific services and/or services to non-English speaking victims).
  - Hiring staff and developing policies to facilitate more effective service of protection orders.

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- Developing data collection projects to better document criminal justice statistics relating to domestic, dating and sexual violence, and stalking, and to gauge the effectiveness of victim services within the criminal justice system.
- Enhancing judicial response to victims and perpetrators in cases involving domestic, dating and sexual violence, and stalking. For example:
  - Training court staff, bailiffs, and law clerks on the dynamics of these cases, communication skills, appropriate response, etc.
- Develop innovative approaches to addressing the needs of victims of domestic, dating and sexual violence, stalking and harassment, including supporting the development of new programs. For example:
  - Developing comprehensive sentencing and monitoring programs aimed at improving offender accountability.
  - Creating a multi-disciplinary collaboration to develop a pilot Domestic Violence Court.

### ***Building Collaborations:***

- Increase collaborative response to victims of domestic, dating and sexual violence, stalking and harassment between criminal justice professionals, victim services providers, and non-traditional service providers in responding to violence against women. For example:
  - Continued development of SART/SANE teams particularly in rural communities with emphasis on including advocates and mental health providers;
  - Education, outreach, and coordination of services among victim service providers, the faith community, drug and alcohol abuse treatment providers, mental health providers, culturally specific programs, disability specialists, etc.
- Increase collaborative training of all professionals and paraprofessionals that provide services to victims of domestic, dating and sexual violence, stalking and harassment, including developing culturally sensitive training materials. For example:
  - Improving expert witness training that brings together prosecutors, advocates, mental health professionals and others to increase capacity to prosecute domestic violence, sexual assault, and stalking cases.

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- Supporting ongoing multi-disciplinary regional trainings to support continued training of current staff and new hires. Encourage multi-day, duplicate trainings per region to allow agencies to utilize training availability while maintaining essential services/staffing.

### **Resources:**

- Develop innovative approaches to addressing the needs of victims of domestic, dating and sexual violence, and stalking, including supporting the development of new programs. For example:
  - Updating current and developing new formalized best practices and training protocols and a mechanism for establishing standard competencies for a broad range of advocacy disciplines.
  - Outreach programs to incarcerated victims of domestic and sexual violence, regardless of the offenses for which they were convicted.
  - Providing services specific to gay, lesbian, bi and transgendered victims of domestic sexual violence.
  - Providing technology and related training to enhance investigations, prosecutions and data-collection, such as:
    - Digital cameras,
    - Specialized lighting for strangulation marks and bruising,
    - GPS equipment for monitoring stalking, protection order violations,
    - Hand-held micro-recorders, and
    - Computers for law enforcement vehicles to access protection order and disposition repositories, etc.

### **D. Grant-Making Strategy**

The administrators of the STOP program will ensure the federally-mandated distribution of funds is followed accordingly: 25% for Law Enforcement, 25% for Prosecution, 30% for Victim Services projects, with 10% of the Victim Services funding earmarked for culturally specific programs, 15% for Discretionary projects, and 5% for Court-related programs. All programs funded must fall within the federal purpose areas and at least one state priority. All program income must be reinvested in the program and are restricted to the same uses as VAWA funds. Program Income must be expended within the grant period. A 25% matching requirement will be imposed on all sub-grantees, except for non-profit, community based organizations funded under the Victim Services or Discretionary funding categories. The Nevada Office of the Attorney General will ensure that the total grant match requirement of 25% will be met. Match can be provided using cash and/or in-kind services for which an objective fair market value may be attached. Eligible in-kind matches are as described in 20 CFR Section 90.17 of Subpart b of the VAWA regulation as published in the *Federal Register* on April 18, 1995. All matching funds

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are restricted to the same uses as VAWA funds and must be expended within the grant period.

Each year a sub-grant application kit is posted on the Attorney General website soliciting proposals that fall within the federal purpose areas as well as the specific state priorities of Nevada's STOP Program. An announcement regarding the availability of funds and location of the application kit is distributed in autumn, with applications due back to the administering agency within 6 weeks of posting the solicitation. This announcement is distributed to all prior grantees, members of the Nevada Domestic Violence Prevention Council, the Nevada Network Against Domestic Violence, the Nevada Coalition Against Sexual Violence, all members of the judiciary, state and local prosecutors, members of the Sheriffs and Chiefs Association, and any other individual who may have contacted the administrator throughout the year. Grant availability is also publicized in all newspapers throughout Nevada including those reaching non-English speaking populations. Targeted recruitments to develop culturally specific applicants are made to introduce STOP as a potential funding source.

Nevada averages 30-40 sub-grant applications for review during even numbered years and approximately 10 applications during odd year solicitations. The discrepancy is due to the timing of when we started granting two-year award cycles. In 2008, virtually all the victim services, discretionary and court funds were awarded for two years leaving primarily law enforcement and prosecution funds available for awards in 2009.

The VAWA grant administrator solicits volunteers to participate on a sub-grant Review Team. Care is taken to balance experienced reviewers with new members to create a smoothly working team. The chosen team members represent various disciplines, from rural/frontier and urban regions, and may include prosecutors, law enforcement, advocates, medical and court personnel. The Review Team brings with them a wealth of knowledge and information regarding the services in their locale and area of expertise. They are additionally provided with information relating to prior STOP awards throughout the state, as well as the population distribution within the state's borders. Applications are randomly divided amongst Review Team members so that each application is reviewed by at least three individuals.

Team members are provided with copies of the STOP purpose areas and this plan to familiarize themselves with Nevada's priorities. Members review and score their assigned sub-grant applications for reports to the team at large. In mid to late autumn of each year, the Review Team meets, discusses the applications and makes funding recommendations. Team members are very mindful, during their recommendations for funding distribution, to consider the target population of each sub-grant as well as the availability of other services and/or funding sources.

Sub-grants will be equitably distributed on a geographic basis including urban and rural areas of various size and population. Special consideration will be given to areas showing the greatest need based on the availability of existing domestic violence and sexual assault programs in the population and geographic area to be served. Special

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consideration will also be given to programs making efforts to reach underserved populations including elderly, disabled and minority victims as well as geographically isolated victims and those victims who are isolated for reasons such as homelessness or drug or alcohol dependence. Tribal programs under consideration must be geographically located within Nevada's boundaries. Through this process, the application Review Team provides funding for proposed projects in keeping with the plan priorities identified herein.

During review of proposals received, the Review Team will determine whether all priority areas have been addressed. If a specific area is lacking, the Review Team may reserve some funds and conduct additional outreach to encourage program development. Additionally, STOP discretionary monies may be used to further evaluate some aspects of Nevada's STOP Program in order to improve the state response, e.g. domestic violence fatality reviews and analysis, and improving other related data collection and analysis efforts.

### **E. Addressing the Needs of Underserved Victims**

The application kit distributed in regard to this program specifically notifies applicants that special consideration will be given to those programs reaching out to traditionally underserved populations as identified previously. Based on this statement, the Nevada STOP program has previously funded projects which involve the hiring of bilingual advocates and crisis intervention specialists, supported mentoring programs working with women recently released from prison who have been identified as victims of domestic violence and/or sexual violence, domestic violence counseling for victims who participate in a residential drug abuse program, rural advocacy and training programs, tribal training programs, and legal and visa advocacy for immigrant victims. It is anticipated that many of these programs will seek continued funding in this next award cycle.

In addition to the traditionally underserved communities identified above, Nevada is actively recruiting culturally specific applicants, including but not limited to Tribal programs, programs serving the Gay, Lesbian, Bisexual and Transsexual community, Hispanic programs and churches, and African-American programs and churches.

### **F. Barriers to Implementation**

In the past, many of the governmental units whose initial projects were supported with STOP grant funds have been successful in absorbing the positions and/or programs into their local budgets. Given the current state budget crisis, there are concerns that this may not be an option in the next few funding cycles. The Implementation Planning Team remains optimistic that the momentum, accomplishments and value of such programs will be seriously considered by those agencies when preparing their budgets during these difficult times, but are aware that the next few years may also see increasing requests to fund ongoing projects in the public sector.

Grant applications from criminal justice agencies have been limited in Nevada. This Implementation Plan includes directives for the STOP Administrator to provide specific and targeted outreach in these categories. This will be accomplished by direct contact with

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agencies in an effort to recruit their involvement in regional collaborative projects such as shared VAWA-specific resources, such as advocates, prosecutors, technology, and training.

### **G. Monitoring and Evaluation**

Each sub-grantee will have semi-annual progress and year-end substantive reporting requirements. These reports will include statistical data relating to demographics, services provided, outreach efforts, training conducted/attended, etc. Each sub-grantee will be asked to provide a self-evaluation describing the impact their program has had on their target population or within their community. Throughout the award period, the grant administrators of this program conduct desk audits on all monthly reimbursement requests submitted by the sub-grantees. Finally, each year the grant administrator selects a group of sub-grantee programs for on-site monitoring. Both subjective and objective outcome-oriented criteria for sub-grantee evaluations will be used in the evaluation process. The information collected from the sub-grantees will be compiled for submission to the Office on Violence Against Women to satisfy the reporting requirements for the STOP grant program.

Grantees are also required to provide information regarding their total annual receipts of federal funds to determine their auditing requirements under OMB Circular A-133. Those who are mandated to have a formal audit are notified of their responsibility to submit a copy of any audit report to the administrators herein.

### **V. CONCLUSION**

The STOP Formula Grant Program has had a critical impact on Nevada's ability to address violence against women. Courts have developed innovative probation programs for misdemeanants; prosecution agencies have created specialized units that include victim advocates; law enforcement agencies have undergone specialized training; and, victim service programs have expanded and initiated critical services. While many gaps still exist in victim services, as well as underserved and un-served populations in Nevada, the sub-grant award process provides funds to qualified organizations addressing those needs. At the conclusion of the award period, these organizations will report on the effectiveness of their programs within their communities. These reports along with other information gathering strategies will form the basis for ongoing revisions and updates to this plan. The Implementation Planning Team and STOP Administrator believe that the progress achieved in the last three years will be matched – and possibly exceeded – in the coming three years. This Implementation Plan is designed to move Nevada forward in addressing violence against women, to fill the gaps in services, and meet the needs of all communities in the state.

The STOP Formula Grant Program in Nevada remains invaluable. It is the hope of the STOP Administrator and the Implementation Planning Team that the VAW Grant funds remain a priority of congressional leaders.

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