

Tennessee Office of Criminal Justice Programs

STOP VIOLENCE AGAINST WOMEN IMPLEMENTATION PLAN

2010 • 2011 • 2012



Prepared for:
Office on Violence Against Women
800 K Street, NW, Suite 920
Washington, D.C. 20530

Prepared by:
State of Tennessee
Office of Criminal Justice Programs
Department of Finance and Administration
312 Rosa L. Parks Blvd.
William R. Snodgrass Tennessee Tower 12th Floor
Nashville, Tennessee 37243-1102

October 2010

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I. Introduction

The STOP Violence Against Women Act (VAWA) Formula Grant Program “promotes a coordinated, multidisciplinary approach to enhancing advocacy and improving the criminal justice system’s response to violent crimes against women. It encourages the development and improvement of effective law enforcement and prosecution strategies to address violent crimes against women and the development and improvement of advocacy and services in cases involving violent crimes against women.” (http://www.ovw.usdoj.gov/stop_grant_desc.htm)

The Office of Criminal Justice Programs (OCJP) under the Tennessee Department of Finance & Administration is designated as the state agency responsible for the administration of the STOP Formula Grant Program. OCJP functions as a strategic planning agency that secures, distributes and manages federal and state grant funds for Tennessee. While coordinating with public and non-profit agencies, OCJP uses the STOP Formula Grant to fund programs that encourage the development and strengthening of effective law enforcement, prosecutorial, and judicial strategies to combat violent crimes against women as well as the development and strengthening of victim services in response to those crimes. Tennessee also strives to support innovative projects across the state in efforts to reduce violence against women, provide services for victims of domestic violence, sexual assault, stalking and dating violence and promote overall enhancement of the criminal justice system in Tennessee.

[See Attachment 1: OCJP Fact Sheet](#)

The Tennessee STOP Implementation Plan will include the following required components:

- **Description of the Planning Process:** The Plan will describe how OCJP worked with the STOP Planning Group.
- **Needs and Context:** The Plan describes the scope of domestic violence, sexual assault, stalking and dating violence in Tennessee. Population demographics are presented, and areas of the state where the needs are the greatest due to unavailable or inaccessible services are highlighted. The Plan analyzes grant distributions and service gaps and examines the underserved populations.
- **Plan Priorities and Approaches:** One small shift is that the Plan has been revised to focus on STOP priorities rather than on a wider criminal justice approach as was used in the STOP Plan of 2007-2010. This section also includes goals, priority areas, grant-making strategies, addressing underserved populations and monitoring procedures.
- **Conclusion:** This section will provide a brief summary of the Plan and highlight the major points of the Plan.

II. Description of the Planning Process

A. Planning Process Description

Nonprofit, nongovernmental agencies and governmental agencies from the city, county and state levels are the backbone of OCJP's STOP planning process. This Plan results from various efforts to tap the experience and expertise of practitioners who represent victim services, prosecution, law enforcement, court and culturally specific community based programs in the victim services arena. We remain committed to coordination at all levels throughout the criminal justice and social service systems. OCJP has frequent conference calls with our STOP Planning Group participants. This on-going contact results in first-hand input regarding problems, priorities and best practices of STOP programs across Tennessee.

The STOP Planning Group conducted regular conference calls beginning in March 2009 as a means to provide input regarding this Plan. Seven calls were held between March 2009 and February 2010. The STOP Planning Group represents domestic violence agencies, sexual assault/rape crisis agencies, dual agencies, legal services, law enforcement, prosecutors and probation/parole. This Group represents all geographic parts of the state and includes both rural and urban areas of the state.

The STOP Planning Group used the Tennessee 2007-2010 STOP Implementation Plan as a starting point for the 2010-2012 Plan. The group was especially involved in identifying needs for victims in our state and sharing ideas on how to successfully provide services to culturally-specific, community based victim/survivors.

The Group was provided a Draft copy of the 2010-2012 Plan in October 2010 and STOP Planning participants were encouraged to provide feedback on this draft.

The Plan was approved by the State on October 20, 2010.

[See Attachment 2: STOP Planning Group Members List](#)

[See Attachment 3: STOP Planning Group Biographies](#)

[See Attachment 4: Letters of Support](#)

B. Involvement of Non-profit, Non-governmental Victims Services

There are fifteen non-profit, non-governmental victims service agencies represented on the STOP Planning Group. There were never any fewer than seven non-profit, non-governmental victim service agencies participating on a planning call. This group was extremely supportive of the planning process and provided important insights into the victim experience and needs.

C. Involvement of Tribes

Tribes have not been included in the STOP planning process. There are neither tribal lands nor a tribal coalition in Tennessee. According to the U.S. Census Bureau,

American Indian and Alaska native persons represent only 0.3% of Tennessee’s population. According to the 2009 Subgrantee Annual Progress Report, STOP projects provided services to 21 American Indian and Alaska natives.

The Tennessee Coalition Against Domestic and Sexual Violence (TCADSV) has researched ways to involve Tribal organizations in the state’s efforts to reduce violence against women, men and children. TCADSV has struggled to identify a successful outreach method for the tribal population in Tennessee. TCADSV has worked with national organizations to identify resources for programs that serve tribal populations.

D. Involvement of Diverse Populations

Members of diverse populations are currently participating on our STOP Implementation Planning Committee including Hispanic and African-American members and both female and male representatives. There are also several members who represent rural, geographically isolated communities.

E. Continuing Planning Activities

Going forward, the Planning Group has committed to annual conference calls to discuss strategic planning issues, emerging trends, discuss new laws, review the Plan, etc. If fiscal restrictions subside, the Planning Group would plan to meet together at least once during the three-year cycle of the Implementation Plan.

III. Needs and Context

A. Demographic and Geographic Data

The following tables give an overview of Tennessee’s population and demographics. The tables used 2009 estimated population data from <http://quickfacts.census.gov> . 2009 estimates indicate there has been a 10.7% increase in Tennessee’s total population since the 2000 census.

Demographics

Tennessee – Population	2009 Estimate
Total Population, 2009 Estimate	6,296,254
% change 4/1/2000 to 7/1/2009	10.7%

Tennessee – Age	2009 Estimate
% persons under age 5	6.8%
% persons under age 18	23.7%
% persons ages 19-64	62.9%
% persons age 65 and over	13.4%

Tennessee – Gender	2009 Estimate
Female Persons, %	51.3%
Male Persons, %	48.7%

Tennessee – Race	2009 Estimate
American Indian/Alaskan Native Persons, %	.3%
Asian Persons, %	1.4%
Black Persons, %	16.8%
Hispanic or Latino Persons, %	4.2%
Native Hawaiian/Other Pacific Islander, %	.1%
White Persons, %	80.2%
Persons reporting two or more races, %	1.2%
White persons not Hispanic, %	76.5%

Tennessee – Underserved Populations 2000 Census	2008 or 2009 Estimate
People Living in Rural Settings, % (2008)	26.7%
People of Color, % (2008)	19.8%
People with Disabilities, % (2009)	18.2%
Language other than English Spoken at Home, % (2009)	4.8%
Persons below poverty, % (2009)	15.5%

Geography

Tennessee covers 41,217 square miles and it is ranked 36th among the 50 states in size (land and water). Tennessee is bordered by Kentucky, Virginia, North Carolina, Georgia, Alabama, Mississippi, Missouri and Arkansas. Tennessee is only one of two states that have as many as eight bordering states.

The largest cities in Tennessee – based on estimated 2006 estimated census data (<http://quickfacts.census.gov> , U.S. Census Bureau State & County Quick Facts).

1. Memphis – 670,902
2. Nashville- 552,120
3. Knoxville – 182,337
4. Chattanooga – 155,190
5. Clarksville – 113,175
6. Murfreesboro – 92,559
7. Jackson – 62,711
8. Johnson City – 59,866
9. Franklin – 55,870
10. Hendersonville – 46,218

Tennessee has three distinct and defined regions: East Tennessee, Middle Tennessee and West Tennessee.

The ten largest cities in Tennessee are located across the state:

- **West Tennessee** – 2 out of the 10 largest cities including Memphis and Jackson
- **Middle Tennessee** – 5 out of 10 largest cities including Nashville, Clarksville, Murfreesboro, Franklin and Hendersonville.
- **East Tennessee** – 3 out of 10 largest cities including Knoxville, Chattanooga and Johnson City.

[See Attachment 5: Tennessee Map – Urban / Rural Counties](#)

The ten largest cities in Tennessee are labeled in red.

Rural counties are also located across the state:

- **West Tennessee** – 16 out of 21 counties are rural
- **Middle Tennessee** – 25 out of 40 counties are rural
- **East Tennessee** – 16 out of 34 counties are rural

[See Attachment 5: Tennessee Map – Urban / Rural Counties](#)

[See Attachment 6: Individual County Data for Urban / Rural Designation](#)

Summary

The diversity of age, ethnicity, race, ability and geography presents unique challenges to the agencies and organizations working to address domestic violence, sexual assault, stalking and dating violence in Tennessee. STOP funded agencies are working hard to provide services to limited and non-English speakers, to urban and rural victims, to victims living in poverty, to victims with disabilities and to victims with other barriers that impact how she or he might access services from victim service agencies.

STOP agencies are tailoring their services to the needs of their communities. While an urban agency may offer its clients bus passes or taxi fares, a suburban or rural agency will provide transportation to its clients in order to access social services, attend court dates, etc. Both urban and rural agencies are reaching out to victim/survivors through the use of technology: websites, email access, social networking sites, etc.

Tennessee's rural populations share a number of factors that can contribute to cycles of violence including geographic and social isolation, poverty, substance abuse and lack of formal education. Lack of access to communication, transportation and housing all contribute to the social and psychological isolation making rural victims of violence particularly vulnerable.

STOP agencies that cover rural counties are spending more funding than ever before to provide services to unserved and underserved counties in the agency coverage area.

Agencies are establishing new offices or office hours, advocates are establishing a presence in the community and in court.

STOP agencies are hiring native Spanish speakers or bilingual speakers to assist the rising numbers of our Hispanic population. STOP agencies are contracting with a Language Line and/or collaborating with other agencies to assist limited or non-English speaking victim/survivors. STOP agencies are also connecting with agencies that serve the deaf and hard of hearing population.

STOP agencies collaborate with neighbor states to reduce violence against women through domestic violence and sexual assault training for law enforcement and solving jurisdictional issues.

B. Services Unavailable or Inaccessible

[Attachment 7: Tennessee Regional Maps – STOP Service Area](#) shows three maps, one for each region of the state. Each regional map depicts the type of STOP program funding available in each county, the main location of STOP funded agencies and additional counties served from a STOP funded agency.

The maps are labeled with the county name and include the names of the ten largest cities in Tennessee in red. The maps are also color coded to depict urban and rural counties.

Attachment 7 shows:

- **Victim Service Programs** support services to victims in 86 out of 95 counties.
- **Law Enforcement Programs** support dedicated officer services or training programs in 33 out of 95 counties.
- **Prosecution Programs** support services in 19 out of 95 counties.
- **Court Programs** support services in 9 out of 95 counties.

There are three counties in Tennessee that are not being served by STOP funded programs. Two counties, Lake and Henry, are in west Tennessee and one county, Trousdale, is in middle Tennessee.

Because OCJP also administers the Family Violence Prevention and Services Program (FVPSA) and the Victims of Crime Act (VOCA) funds we are aware that most of the victim service agencies that provide domestic violence or sexual assault direct services with STOP funds are also receiving FVPSA and/or VOCA funds to provide similar services.

[Attachment 8: Tennessee Map – Family Violence Prevention and Services Act Service Area](#) depicts the counties being served by domestic violence shelter programs with FVPSA funding. The map shows that a total of seven counties are not being served with FVPSA funding. Two counties, Henry and Fayette, are not being served with FVPSA funding in the western region and five counties, Marion, Rhea, Polk, Loudon and Carter, are not being served with FVPSA funding in the eastern region.

[Attachment 9: Tennessee Map – Victims of Crime Act Service Area](#) depicts the counties being served by agencies serving victims of domestic violence, sexual assault, stalking, and/or dating violence with VOCA funding. The map shows that a total of six counties, are not being served with VOCA funding for services to victims of domestic violence, sexual assault, stalking and/or dating violence. One county, Henry, is in west Tennessee; two counties, Cannon and Pickett are in middle Tennessee; and three counties, Marion, Polk and Rhea are in eastern Tennessee.

[Attachment 10: Tennessee Map – STOP, VOCA and FVPSA Service Area](#) depicts the counties being served by agencies serving victims of domestic violence, sexual assault, stalking, and/or dating violence with STOP, VOCA and/or FVPSA funding. When funding to agencies across each of the three fund sources is examined, only one county, Henry County, is not receiving services from an agency funded by STOP, VOCA or FVPSA for services to victims of domestic violence, sexual assault, stalking and/or dating violence.

C. Crime Statistics

2009 Crime in Tennessee Report

The Tennessee Bureau of Investigation's Crime Statistics Unit, housed within the Information Systems Division, compiles and publishes the [Crime in Tennessee](#) based upon crime statistics submitted by all law enforcement agencies across the state. The crimes are reported to the Tennessee Incident Based Reporting System (TIBRS) which is the state's version of the FBI's National Incident Based Reporting System (NIBRS.)

2006-2009 Summary of Domestic Violence, Sexual Assault and Stalking Offenses

Type Of Offense	<u>2006</u> <u>Offenses</u> % of Total Offenses	<u>2007</u> <u>Offenses</u> % of Total Offenses	<u>2008</u> <u>Offenses</u> % of Total Offenses	<u>2009</u> <u>Offenses</u> % of Total Offenses
Domestic Violence	80,575 94%	83,418 94%	82,541 94.2%	84,898 94.5%
Sexual Assault	4,163 4.9%	4,288 4.8%	4,129 4.7%	4,041 4.5%
Stalking	972 1.1%	1,010 1.2%	936 1.1%	871 1.0%
Total	85,710	88,716	87,606	89,811

Type Of Offense	Percent change in number of offenses 2006-2007	Percent change in number of offenses 2007-2008	Percent change in number of offenses 2008-2009
Domestic Violence	2.5%	<1.1%>	2.9%
Sexual Assault	3.0%	<3.7%>	<2.1%>
Stalking	3.9%	<7.3%>	<6.9%>

Domestic Violence

Domestic violence offenses include: murder, kidnapping/abduction, forcible rape, forcible sodomy, sexual assault w/ object, forcible fondling, incest, statutory rape, aggravated assault, simple assault, intimidation and stalking.

2009 Tennessee Domestic Violence Crimes	Total Offenses
Murder	106
Aggravated Assault	10,875
Simple Assault	58,669
Intimidation	12,124
Stalking	785
Forcible Rape	528
Forcible Sodomy	128
Sexual Assault w/ Object	83
Forcible Fondling	609
Incest	34
Statutory Rape	262
Kidnapping/Abduction	695
Total	84,898

2009 Tennessee Domestic Violence Victims	Sex Number	Sex %
Female	61,622	72.6%
Male	23,143	27.3%
Unknown	133	.1%
Total	84,898	100.0%

2009 Tennessee Domestic Violence Victims	Race Number	Race %
African-American	34,171	40.3%
Asian	295	.3%

2009 Tennessee Domestic Violence Victims	Race Number	Race %
Native American	93	.1%
White	49,774	58.6%
Unknown	565	.7%
Total	84,898	100.0%

2009 Tennessee Domestic Violence Victims	Age Number	Age %
Under 18	8,508	10.0%
18-24	21,215	25.0%
25-34	24,064	28.3%
35-44	16,242	19.1%
45-54	9,893	11.8%
55-64	3,159	3.7%
Over 64	1,451	1.7%
Unknown	367	.4%
Total	84,898	100.0%

Sexual Assault

Sexual assault offenses include: forcible rape, forcible sodomy, sexual assault with an object, forcible fondling and statutory rape.

The following sexual assault statistics do not include sexual assault offenses already reported in the domestic violence table.

2009 Tennessee Sexual Assault Crimes	Total Offenses
Forcible Rape	1,494
Forcible Sodomy	281
Sexual Assault w/ Object	151
Forcible Fondling	1,647
Statutory Rape	468
Total	4,041

2009 Tennessee Sexual Assault Victims	Sex Number	Sex %
Female	3,559	88.1%
Male	469	11.6%
Unknown	13	.3%
Total	4,041	100%

2009 Tennessee Sexual Assault Victims	Race Number	Race %
African-American	1,088	26.9%
Asian	17	.4%
Native American	6	.1%
White	2,875	71.2%
Unknown	55	1.4%
Total	4,041	100%

2009 Tennessee Sexual Assault Victims	Age Number	Age %
Under 18	2,385	59.0%
18-24	730	18.1%
25-34	474	11.7%
35-44	236	5.8%
45-54	133	3.3%
55-64	35	.9%
Over 64	24	.6%
Unknown	24	.6%
Total	4,041	100%

Stalking

The following stalking statistics do not include stalking offenses already reported in the domestic violence table.

2009 Tennessee Stalking Crimes	Total Offenses
Stalking	871
Total	871

2009 Tennessee Stalking Victims	Sex Number	Sex %
Female	692	79.4%
Male	170	19.5%
Unknown	9	1.1%
Total	871	100.0%

2009 Tennessee Stalking Victims	Race Number	Race %
African-American	182	21.0%
Asian	1	.1%
Native American	2	.2%

White	664	76.2%
Unknown	22	2.5%
Total	871	100.0%

2009 Tennessee Stalking Victims	Age Number	Age %
Under 18	88	10.1%
18-24	207	23.8%
25-34	250	28.7%
35-44	175	20.0%
45-54	106	12.2%
55-64	24	2.8%
Over 64	15	1.7%
Unknown	6	.7
Total	871	100%

D. Statewide Needs Assessments

The Office of Criminal Justice Programs hosted three separate planning/focus groups during the 2009-2010 fiscal year including the STOP Planning Group, a Family Violence Shelter focus group, and a Law Enforcement Training focus group. Emerging trends, success stories and ongoing needs of clients and/or project participants were issues addressed by each of the three groups.

1. STOP Implementation Plan Planning Group (Ongoing)

Current STOP subrecipients volunteered to actively participate in the ongoing STOP Implementation Planning Group. This group maintains members from a variety of agency types including nonprofit, nongovernmental victim service agencies, law enforcement agencies, prosecutors, court staff, governmental victim service agencies, legal services.

During the course of developing the STOP Implementation Plan 2010-2012, the STOP Planning Group developed the following list of needs for Tennessee:

- a. Increase the community's awareness and involvement in domestic violence, sexual assault, stalking and dating violence issues.
- b. Promote a coordinated community response to domestic violence, sexual assault, stalking and dating violence at the state, local and regional levels.
- c. Train key members in the criminal and civil justice systems on the nature and extent of domestic violence, sexual assault, stalking and dating

violence and on appropriate interventions with victims that will increase victim safety and empowerment and will hold offenders accountable.

d. Maintain existing victim services projects while increasing the quality of their services and enhancing outcomes for victims.

e. Identify areas in the state where victims of domestic violence, sexual assault, stalking and/or dating violence are unserved, underserved, and/or inadequately served and examine a possible service response.

f. Provide tailored services for the needs of underserved populations and culturally specific populations.

The STOP Planning Group felt that most of the needs outlined in the 2007-2010 Plan were still relevant for the 2010-2012 Plan. The group reviewed and discussed each of the needs identified in the previous plan. Several of the needs were revised to more accurately describe the current needs, but overall, there were no significant changes.

2. STOP Law Enforcement Training Focus Group (December 2009)

Project leaders from each of the three law enforcement training grants were invited to participate in the Law Enforcement Training focus group.

OCJP met with subrecipients from two police departments and one non-profit victim service agency. Each receives a STOP grant to provide domestic violence and sexual assault training to law enforcement officers. The three law enforcement training projects are located in one of the 3 regions of the state: West, Central and East. The training projects train officers from all over the region and, at times, from neighboring states. The training projects bring in local and/or national experts on domestic violence and sexual assault, local Prosecutors, local Law Enforcement, local victim service agencies and other experts to lead the training sessions.

From July 2009 – June 2010, STOP funded three 40-hour domestic violence law enforcement trainings, four 40-hour domestic violence/sexual assault law enforcement trainings and one 24-hour advanced domestic violence/sexual assault law enforcement training. Overall, 304 hours of training was provided and 186 participants were trained. The 40-hour training curriculums are approved for Peace Officer Standards Training (POST) credit.

The three participants attending the focus group each direct their agency's law enforcement training project and each has extensive knowledge of how the project works and the effectiveness of the project. The three participants reported the following:

a. All participants agreed this was a very effective way to spend the STOP law enforcement allocation. The funds support the training of

hundreds of officers instead of paying to send just a few to an expensive training. In addition, the trainings provide a forum for exchange of information and discussion of challenges and successes when working on domestic violence and/or sexual assault cases at the local level.

b. The law enforcement trainings provide **seven** 40-hour basic domestic violence /sexual assault trainings and **one** 24-hour advanced domestic violence/sexual assault training held across the state. Officers are not able to receive this in-depth training during the Academy training.

c. Officers that go through the training are able to take materials back to share with others on the force. Even though this is not a train-the trainer course, the officers are given handouts and a power point presentation to take back to their law enforcement agency.

d. College security officers are attending these trainings. This is a great benefit to college campuses and the focus group participants want to recruit even more college security officers to attend.

e. The non-profit victim service agency that coordinates the law enforcement training in the middle Tennessee region finds that this has improved relations between their domestic violence program and local law enforcement and has resulted in increased collaboration and communication. Because the training is held at the agency offices, officers are meeting the staff and establishing relationships. Officers know exactly who to call if they have questions or if they need to bring a victim to shelter.

f. The participants agreed that giving high quality digital cameras to the officers who attend the training is critical. During the training each officer receives a camera and instruction how to best photograph a victim's injuries. One focus group participant pointed out that judges want to see pictures and now frequently ask for pictures and question 'why not?' when photographs are not presented into evidence.

As a direct result of this meeting, STOP funding has been increased in 2010-2011 for two of the three law enforcement training grants in order for these programs to further expand the scope of their projects.

3. FVS Focus Group (February 2010)

A representative group of Executive Directors from domestic violence shelters across the state were invited to participate in the Family Violence Shelter focus group.

OCJP met with Executive Directors of eight domestic violence shelter programs to discuss changing/emerging patterns and trends for domestic violence

victim/survivors. Four of the eight programs are dual domestic violence/sexual assault agencies. A summary of those trends/needs are listed below:

- a. The length of stay for residents has been increasing while the demand for shelter has remained consistent over the past couple of years.
- b. There is an increase in demand for non-residential services for domestic violence victims including criminal and civil court advocacy, counseling, financial assistance, personal advocacy, etc.
- c. Case management for shelter residents continues to be very important to help residents with safety issues and additional issues such as substance abuse, mental illness, financial independence, etc.
- d. Shelter directors reported increasing numbers of victims bringing their children to shelter and that many of these victims are facing custody battles.
- e. Shelter programs struggle with having enough resources to help victims with immigration issues, language barriers and citizenship issues.
- f. Financial considerations are forcing shelters to choose between having staff provide 24-hour shelter services or have staff provide services including court advocacy and accompaniment, counseling, personal advocacy to non-residential clients.
- g. The numbers of sexual assault victims appears to be increasing due to a focus on community education including intervention and prevention and a focus on shelters asking about potential sexual assault occurrences.
- h. Many, if not most, of the victims of domestic violence served in domestic violence shelter programs have also been sexually assaulted.
- i. Shelter programs are adding or hope to add transitional housing to their array of services.

The information presented and ideas generated from this focus group will be used in OCJP's strategic planning process.

E. Laws or Policies Impacting Plan

No state violence against women laws were passed that directly impacts the direction of the 2010-2012 STOP Implementation Plan.

The state did, however, provide funding to develop *Best Practices for Sexual Assault Agencies in Tennessee*. The Tennessee Coalition Against Domestic and Sexual Violence received a grant award funded by the state sexual assault fund to work with

Tennessee's rape crisis centers, dual sexual assault and domestic violence agencies and OCJP to create best practices for sexual assault programs in Tennessee. On June 18-19, 2009, ten rape crisis centers and dual domestic violence/sexual assault agencies, one law enforcement agency, a representative from OCJP and several representatives from the TCADSV met to develop comprehensive sexual assault standards for rape crisis centers and dual domestic violence/sexual assault agencies in Tennessee. The focus of the standards is to increase sexual assault victims' safety and ensure victims have access to services that meet their self-defined needs.

The *Best Practices for Sexual Assault Agencies in Tennessee* was finalized in 2010. Adhering to the *Best Practices* is a prerequisite for rape crisis centers or dual domestic violence/sexual assault agencies when applying for Sexual Assault Services Program (SASP) funding. The *Best Practices* will also be a prerequisite for rape crisis centers or dual domestic violence/sexual assault agencies when applying for STOP or VOCA funding for a sexual assault project.

F. Other Statewide Efforts

Tennessee is devoting state resources to address the issue of violence against women. By providing state funding, Tennessee benefits victims of domestic violence and sexual assault across the state by supporting the following initiatives:

- Providing direct grants to sexual assault agencies and domestic violence shelter agencies;
- Funding the annual Victim Assistance Academy;
- Supporting a statewide domestic violence hotline; and
- Funding the Domestic Violence State Coordinating Council.

Tennessee uses criminal fines to support a sexual assault services fund that is used to fund grants to nonprofit, nongovernmental sexual assault services providers. From July 2003 through April 2010, the sexual assault fund has collected \$344,695.00. Since the inception of the sexual assault fund, thirteen grants have been awarded to nonprofit, nongovernmental agencies including rape crisis centers, dual programs that serve victims of sexual assault and domestic violence and the Tennessee Coalition Against Domestic and Sexual Violence. The Office of Criminal Justice Programs plans to continue making grant awards from this fund.

A percentage of a Marriage License Fee and a Defendants' Fine Fee is used to support domestic violence shelter programs in Tennessee. For the 2010-2011 grant year, the Office of Criminal Justice Programs has budgeted \$1,028,184 from these fees to support 30 domestic violence shelter agencies across the state.

The Victim Assistance Academy coordinated by the Tennessee Coalition Against Domestic Violence is funded by the State. The annual Academy provides a comprehensive, basic-level victim assistance curriculum and training program for victim service providers and allied professionals. The curriculum is approved for 40 hours of Peace Officer Standards and Training (POST) credit. The Academy trained 46 participants in June 2010.

The statewide domestic violence hotline is available 24 hours a day/ 7 days per week. Hotline counselors are able to accommodate Spanish speakers. Counselors offer referrals, supportive listening and assistance with safety plans. In 2009-2010, the statewide hotline assisted over 3,000 callers.

The Domestic Violence State Coordinating Committee (DVSCC) is coordinated by the Tennessee Coalition Against Domestic and Sexual Violence. The purpose of the coordinating council is to increase the awareness and understanding of domestic and family violence and its consequences and to reduce the incidence of domestic and family violence within the state. DVSCC responsibilities include:

- Developing policy for law enforcement and judicial response to domestic violence,
- Developing training course and curriculum for law enforcement personnel,
- Developing training course and curriculum for all judges and judicial personnel; and
- Developing minimum standards, monitoring criteria and certification criteria for batterers' intervention programs.

Each of the programs listed above are funded by Tennessee and complement Tennessee's STOP funding goals and priorities. The state resources made available to support domestic violence and sexual assault agencies and projects make it possible to tailor funding to specific needs identified across Tennessee. These funds complement the projects our state funds with the STOP formula grant.

IV. Plan Priorities and Approaches

A. Identified Goals

Tennessee's STOP Implementation Plan goals focus on increasing performance and accountability by STOP subrecipients and focus on broadening the collaboration of OCJP with additional agencies and groups that have a state-wide impact or that promote services to unserved or underserved victims of domestic violence, sexual assault, dating violence and/or stalking. The Plan relates the goals below to the needs identified by the STOP Planning Group on page 14. The Plan describes the activities that will be completed to meet the goal and the time-frame during which the activities will be completed.

1. Needs, Goals, Objectives / Activities and Time-Frame

- a. Need: Increase the community's awareness and involvement in domestic violence, sexual assault, stalking and dating violence issues.

Need: Maintain existing victim services projects while increasing the quality of their services and enhancing outcomes for victims.

Goal: **Maintain funding for nonprofit, nongovernmental victim service agencies.** Continuation grants will be awarded first and, only if funds remain, will OCJP consider new grants or expansion funds for

nonprofit, nongovernmental victim service agencies. Tennessee will continue to fund law enforcement, prosecution and court projects. OCJP will add new subrecipients within the court, law enforcement and prosecution allocation categories as turnover and/or increased funding allow.

Activity: OCJP will give priority to existing nonprofit, nongovernmental victim service agency subrecipients that wish to reapply for STOP funding.

Time-frame: A STOP solicitation will be released for nonprofit, nongovernmental victim service agencies in the spring of 2012.

- b. Need: Identify areas in the state where victims of domestic violence, sexual assault, stalking and/or dating violence are unserved, underserved, and/or inadequately served and examine a possible service response.

Goal: **Focus on victims served by STOP funding.** Priority service populations must be served including victims in areas of the state where providers are few, limited English proficiency victims, rural areas where community norms prevent some victims from accessing services and urban areas with high numbers of victims seeking services and having culturally diverse populations.

Activity: Work with STOP Planning Group and existing victim service subrecipients to inquire about those counties identified as unserved or underserved. Develop a plan of action as to how best serve victims in these counties. Use OCJP strategic planning to decide how to fund projects in these counties.

Time-frame: October 2010 through May 2011.

- c. Need: Maintain existing victim services projects while increasing the quality of their services and enhancing outcomes for victims.

Goal: **Manage STOP projects for results and accountability.**

Activity: Review output and outcome information annually. Work directly with the subrecipient to ensure that output data makes sense when compared with the project logic model and that accurate data collection methods are used.

Time-frame: OCJP Program Managers will conduct annual desk reviews pertaining to reporting issues.

- d. **Need:** Promote a coordinated community response to domestic violence, sexual assault, stalking and dating violence at the state, local and regional levels.

Goal: **Expand representation on STOP Planning Group** to include an additional court representative, a representative for Native American interests, and/or other unserved or underserved populations that might be identified by the STOP Planning Group.

Activity: Reach out to possible collaborators that can expand the scope of the STOP Planning Group especially as it pertains to Native American victim issues and court issues.

Time-frame: Throughout the 2010 – 2012 Implementation Plan period.

- e. **Need:** Promote a coordinated community response to domestic violence, sexual assault, stalking and dating violence at the state, local and regional levels.

Goal: **Coordinate with other state-wide groups.**

Activity: Enhance strategic planning of STOP resources through coordination with state-wide groups such as the Domestic Violence State Coordinating Council, the Administrative Office of the Courts, the Sheriff's Association, etc. Consult the Tennessee Coalition Against Domestic and Sexual Violence as a resource to identify victim services groups. Consult the OCJP Criminal Justice Unit to identify law enforcement, court and prosecution groups.

Time-frame: Throughout the 2010 – 2012 Implementation Plan period.

- f. **Need:** Provide tailored services for the needs of underserved populations and culturally specific populations.

Goal: **Encourage all STOP subrecipients to focus on the continual improvement and enhancement of culturally competent services.**

Activity: Promote the use of the Tennessee Cultural Competency Resource Manual through targeted communications to the subrecipients and through inclusion in the OCJP Administrative Manual. Provide resource information on Title VI and Limited English Proficiency (LEP) requirements through targeted communications to the subrecipients and through inclusion in the [OCJP Administrative Manual](#).

Time-frame: 2011 – 2012.

- g.** Need: Train key members in the criminal and civil justice systems on the nature and extent of domestic violence, sexual assault, stalking and dating violence and on appropriate interventions with victims that will increase victim safety and empowerment and will hold batterers accountable.

Goal: **Increased focus on grant projects that will provide training to allied professionals, especially serving regional participants.**

Activity: Track all projects that fund professional training. Put upcoming training opportunities on the OCJP website. Keep participant lists and track hours of training provided and number of participants trained with STOP funding across the state. Track participant training outcomes through the training participant surveys that will be distributed.

Time-frame: 2011 – 2012.

B. Relation to Prior Implementation Plans

Tennessee's 2010-2012 STOP Implementation Plan reflects a continuation of the service priorities set in place in our previous three-year Plan. Tennessee plans no major shift in the strategic direction of its STOP grant allocations for the 2010-2012 planning period. There is growth projected by this Plan but not in the types of services or the numbers of new locations we will fund particularly given today's challenging economic climate. The growth we intend to focus on for this period instead will be in these areas:

- Increased accountability for all STOP projects with a focus on logical project designs, accurate data collection, reporting and measurable outcomes.
- Improvement and enhancement of STOP subrecipient's delivery of culturally specific services.
- Continued technical assistance for subrecipients.

C. Priority Areas

1. Funding Priorities

Tennessee has four priorities for its STOP grant awards process:

- To manage Tennessee's strategic planning and resource management process effectively;
- To achieve maximum benefits from the federal funding source for the public benefit;
- To ensure equitable distribution of the resources within the priorities set by VAWA; and
- To demonstrate accountability for achieving results for the victims who receive these services.

Assumptions for this planning period in relation to the grant-making strategy are:

- OCJP will adhere to the allocation requirements set for STOP formula award.
- OCJP will require that all STOP applicant project activities fall under at least one STOP federal purpose area.
- Without a significant increase in the STOP award, funds are not available for new projects. Possible exceptions are law enforcement and prosecution grants which sometimes rotate to a new jurisdiction.
- Nonprofit, nongovernmental victim service awards will be for continuation grants.
- Prosecution grants will be for a one year period. All other grants will be for a three-year period.
- At this time, Tennessee will not be providing funding for a Crystal Judson Domestic Violence Protocol Program.

2. Project Descriptions

Below are general descriptions of the types of programs and projects that will be supported with STOP grant dollars:

Type of Agency	Project Type	# Grants
Nonprofit, nongovernmental Victim Services	Direct Victim Services	22
Nonprofit, nongovernmental Legal Services	Direct Victim Services	5
Local Government	Direct Victim Services	2
DV/SA State Coalition	DV/SA Training	1
Law Enforcement	Dedicated Officer	6
Law Enforcement	SANE Training	1
Law Enforcement	DV-SA Training	3
Prosecution	Dedicated Prosecutor	7
Court	Court Advocate	1
Total		48

3. Allocation Description

Below is a general description of how STOP funds will be distributed across the required allocation types.

Type of Project	Allocation %	Number of Projects
Court	5%	4
Discretionary	15%	11
Law Enforcement	25%	10
Prosecution	25%	7
Nonprofit, nongovernmental Victim Services (30% Total)	20%	13
Set-aside for Cultural Specific Services	10%	3
Total	100%	48

4. Administrative Funds

Tennessee utilizes 10% of the STOP award for administrative expenses. STOP administrative expenses include salaries and related benefits of those employees who perform administrative activities. STOP administrative expenses also include non-salary administrative expenses that are incurred to support the program and fiscal management of Tennessee’s STOP program. Administrative expenses include, but are not limited to, salaries, benefits, supplies, travel, rent, phone and computer related expenses.

5. Population/Geographic Considerations for Award Decisions

OCJP balances the STOP award among the three regions of the state per population totals and works to balance subrecipient awards between rural and urban areas of the state.

[Attachment 11: STOP Funding per Region vs Population Totals](#)

[Attachment 12: County Population Data](#)

6. Related Attachments

The 2010–2011 STOP Subrecipient Award Summary List provides the agency name, a brief project description, name and contact information for the project director and the STOP allocation type.

[Attachment 13: 2010-2011 STOP Subrecipient List](#)

D. Grant Making Strategy

1. Describe Priority for Need

STOP funding is making an impact across the state of Tennessee in both urban and rural areas of the state and counties that have both high and low populations. STOP funding is also spread across the three regions of Tennessee with an emphasis on providing STOP funding based on population.

OCJP funding priorities to areas of varying geographic size and population have not changed. OCJP will use STOP funding to provide continuation grants to victim service programs with a history of providing needed services to victims of domestic violence, sexual assault, stalking and/or dating violence. STOP funding currently provides services to 92 out of 95 or 97% of the counties in Tennessee.

Additional funds would be prioritized as follows depending on allocation restrictions:

- Fund agencies to provide services in those counties that do not have a direct victim service provider.
- Expand sexual assault capacity including increased funding to dual agencies, rape crisis centers, SANE nurses and SANE training.
- Increase the number of dedicated STOP Prosecutors in areas of need that have a commitment to STOP goals and the STOP Prosecution purpose area.
- Increase the number of law enforcement officers trained on domestic violence and sexual assault skills through law enforcement training grants.
- Develop additional ways to utilize the court allocation to expand capacity in local or state courts.

2. Solicitation Process/Review of Proposals

There have been no fundamental changes to the solicitation process since the 2007-2010 STOP Implementation Plan was approved. OCJP will alert eligible organizations and/or agencies of the availability of funds by means of OCJP website announcements or email. Applications will be emailed and/or made available online at the [OCJP website](#).

STOP subrecipients are notified in the early spring of the year their contract expires that continuation applications are being accepted for their STOP project. Subrecipients receive a STOP Solicitation Booklet which includes federal language, a project logic model template, a budget template and required certifications. The subrecipients have three to four weeks to complete the application packet and return to OCJP.

Upon receipt of the completed application packet, OCJP Program Managers review each application paying close attention to the application's relationship to

the federal purpose area, the logic model design, and the budget line items and the signed certifications. The agency must describe how their project will work to benefit the targeted group. The project description must tie goals, activities, outputs and outcomes together in a logical fashion. Applications will be reviewed for financial and programmatic completeness by OCJP staff with expertise in grant requirements and program design.

Applications will be awarded based on proposals that meet the above evaluation criteria and in consideration of geographic distribution and current funding patterns and obligations.

The contract year runs from July 1 through June 30 of each grant year. The STOP projects are funded for the following number of years:

Prosecution – 1 year

Victim Services – 3 years

Victim Services – Culturally Specific Community Based Organizations – 3 years

Discretionary – 3 years

Court – 3 years

Law Enforcement – 3 years

[Attachment 14: STOP Subrecipient Application for Funding](#)

3. Timeline for STOP Grant Cycle

The OCJP timeline for the STOP grant cycle starts in October of each year and ends with the STOP contract start dates of July 1. The following timeline breaks down important STOP grant cycle functions as conducted by OCJP:

October – February

- Victim Services Unit to discuss funding priorities and current funding patterns across all victim services formula grants (STOP, SASP, VOCA and FVPSA).
- Victim Services Unit to meet with Criminal Justice Unit to discuss like funding priorities.
- Develop funding priorities for the year.

January – February

- Update grant solicitation.
- Develop review tool.
- Prepare announcement to applicants.
- Prepare information for OCJP website funding announcements.

March

- Funding announcements are released.
- Technical assistance is provided to applicants.

April

- Applications are due to OCJP.
- OCJP reviews and scores applications.

Each application will be rated, utilizing a “weighted” review tool, based on the applicant agency’s ability to provide a logical description of how their project theoretically works to benefit the target group. The project description must tie goals, activities, outputs and outcomes together in a logical fashion. Applications will be reviewed for financial and programmatic completeness by OCJP staff with expertise in grant requirements. Program design will be rated and funding will be determined through a competitive review process by a review team of Victim Services Professionals, in accordance with the following evaluation criteria:

- Compliance with specific program priorities as detailed in the grant solicitation notice.
- A description of the problem to be addressed, identifying specific needs to be met including how and why these needs are appropriately or uniquely addressed by the proposed program.
- A statement of the program purpose and goals, the needs to be addressed and the benefits to the client that the program seeks to accomplish.
- A description of the inputs including information the applicant depends on to make the program successful (i.e. staff, budget, volunteers, equipment, collaborative efforts, supplies etc).
- A description of the activities that will be performed to fulfill the mission of the program including strategies and techniques that comprise a program’s service and methodology.
- The intended outputs of the program including a description of the internal measures of the amount of work to be done within the program, (i.e. number of clients served and number of people trained etc.).
- The intended outcomes of the program.
- The data collection procedures for both output and outcomes, identifying specific measurement tools that will be used to measure, collect and report intended changes to be made.
- A description of how the program will collaborate with other agencies to improve the response to violence against women and explain the nature of the relationship and what the results of the relationships are expected to achieve.

May – June

- Approved applications are processed by OCJP and other state offices.
- Executed contracts are returned to grant subrecipients.

July

- Contract start date.

4. Technical Assistance

OCJP has made a strong commitment to subrecipient agencies to help them succeed by providing technical assistance in effective project design, quality fiscal practices, compliance with program standards, collection and reporting of STOP output data and OCJP victim outcome reports. OCJP Program Managers and fiscal staff are available each day by phone or email for questions and technical assistance pertaining to the application process and for ongoing management of grants.

Conference Calls – OCJP frequently uses conference calls to provide technical assistance to STOP subrecipients. This format has been used to conduct annual training for subrecipients on the STOP Annual Progress Report. Conference calls have also been used to inform STOP subrecipients about VAWA 2005 requirements and to discuss the requirements of the STOP Chapter in the OCJP Administrative Manual. OCJP will continue to use conference calls as a low cost, way to speak directly to all STOP subrecipients. This format encourages questions and information sharing among the participants.

Report Reviews – OCJP Program Manager’s review each of their subrecipient’s STOP Annual Progress Reports. If necessary, Program Managers will call the subrecipients to correct/clarify parts of the report. The Program Manager uses this call as an opportunity to provide technical assistance on the report.

E. Addressing the Needs of Underserved Victims

VAWA 2005 defines underserved populations as those including “populations underserved because of geographic location, underserved racial and ethnic populations, populations underserved because of special needs (such as language barriers, disabilities, alienage status, or age), and any other population determined to be underserved by the Attorney General or by the Secretary of Health and Human Services, as appropriate” (http://www.ovw.usdoj.gov/docs/overarching_definitions.pdf).

Tennessee’s statewide approach is to support programs that are effectively serving these underserved populations while also recognizing that there are pockets of underserved populations which may need increased attention by a particular program(s).

According to 2009 Census estimates, the two largest minority populations in Tennessee are African Americans (16.8%) and Hispanics (4.2%). The 2009 STOP Annual Progress Report points out that African Americans and Hispanics are also the largest minority populations receiving services from STOP victim service providers. 21% of the total victims receiving STOP victim services in 2009 were African American and 6.7% of victims receiving STOP victim services in 2009 were Hispanic. Other populations making Tennessee their home include but are not limited to immigrants and refugees from Sudan, Ethiopia, Congo, Burundi, Rwanda, Uganda, Cameroon, Iraq, Burma, Bhutan, and Burundi (www.sccnashville.org).

The following table shows, for each of the ten largest Tennessee cities, the percentage of Hispanic population and the percentage of the population that speaks a language other than English at home (<http://quickfacts.census.gov/qfd/states/47000.html> , county selection).

Ten Largest Cities in Tennessee	Non-English Speakers at Home, % of City Population	Persons of Hispanic or Latino Origin, % of City Population
Memphis	7.0%	3.0%
Nashville	10.1%	4.7%
Knoxville	5.3%	1.6%
Chattanooga	5.6%	2.1%
Clarksville	9.7%	6.0%
Murfreesboro	7.7%	3.5%
Jackson	4.7%	2.2%
Johnson City	4.7%	1.9%
Franklin	7.8%	4.8%
Hendersonville	4.6%	1.7%

This table emphasizes that there are far more immigrant and refugee groups in our state than Hispanic/Latinos.

STOP subrecipients are actively working to accommodate the needs of culturally specific populations. The STOP Planning Group participants shared how their agencies serve culturally specific populations. Agencies are offering weekly support groups for Spanish speakers, establishing relationships with agencies, such as Head Start and the Health Department, and churches that serve culturally specific populations to improve service delivery, hiring bilingual staff, printing brochures in multiple languages, collaborating with the League of Deaf and Hard of Hearing, and using the Language Line to communicate with non-English speakers.

The STOP Planning Group acknowledged there is still a great need for resources to serve the numerous culturally specific populations across Tennessee. Agencies see a need for specialized counseling for non-English speaking victims, funding court interpreters and specialized services for both urban and rural populations and adding additional bilingual staff.

Tennessee is meeting the VAWA 2005 directive to set aside 10% of the victim service allocation for funding to culturally specific community based organizations. Tennessee is allocating approximately \$89,000.00 annually to fund three programs that offer culturally specific services. A summary of those three programs follows.

YWCA of Memphis

The need for services for victims in the Memphis/Shelby County area is enormous, especially for the underserved racial and ethnic minorities with limited resources. The needs identified by Latina survivors point to the importance of culturally appropriate

resources and approaches to assist Latino families experiencing domestic violence and intimate partner violence. (Murdough et al., 2004).

The YWCA -Immigrant Women's Services (IWS) receives STOP funds to provide bilingual legal advocacy in the judicial system to immigrant victims of domestic and sexual violence and human trafficking. IWS developed organically as the need for legal advocacy for these specific victims became more pronounced within the Shelby County Criminal Justice Center. Overall, IWS takes a holistic approach to fulfill its mission by concurrently responding to the psychological, legal, physical, and informational needs of its underserved client population. Fueled by its own groundbreaking work and its extensive collaborative network, the IWS vision is to empower immigrant women to seek safe, independent and healthy lives for themselves and their children. This includes providing access to the criminal justice system, crisis counseling, a weekly educational support group, safety planning, active referrals to culturally relevant social and legal services, access to the YWCA emergency shelter, and community education programs.

The legal advocacy component of IWS supported by STOP funds offers the following services to immigrant victims in the judicial system:

- Establish a safety plan with victims to increase their level of safety
- Assist immigrant victims with orders of protection and arrest warrant applications
- Accompany immigrant victims to court and advocate on their behalf when necessary
- Educate immigrant victims about the criminal justice system and court procedures
- Assist immigrant victims in obtaining contempt orders
- Assist immigrant victims with modifications of court orders
- Provide assistance in completing the Victims Compensation Claim application when appropriate
- Provide assistance with restitution applications
- Assist immigrant victims to register with VINE (Victim Information and Notification Every day)
- Do follow-ups on clients served
- Refer clients to IWS case worker for needed social services
- Seek evaluation of services from immigrant victims who complete a survey
- Document files of direct service clients with appropriate annotations

STOP funds allow the YWCA-IWS to provide these much needed services to the immigrant community in Shelby County. The outcomes of these services make a unique contribution to the community by bridging service gaps and forming a coordinated response to address immigrant victims' needs within the Criminal Justice Center.

Legal Aid Society of Middle Tennessee and the Cumberlands

Legal Aid's STOP Program provides services to immigrant victims of domestic violence from a variety of nationalities. A large percentage of victims who seek services are of

Hispanic/Latino origin. The STOP victim advocate is of the Latino community. The project provides immigrant victims of domestic violence with linguistically and culturally competent advocacy that enables them to learn to establish and maintain safety, security and emotional well-being for themselves and their children.

The advocate works long-term with the victim helping them to take effective action to achieve independence from their abuser. This includes setting goals such as attending counseling sessions, filing and enforcing Orders of Protection, addressing immigration issues and finding resources in the community according to the victims' specific needs. The advocate networks with other Nashville agencies that serve immigrant clients in an effort to assist these clients in a holistic manner. There are several organizations in Nashville that have Spanish speaking staff to address the needs of the growing Hispanic population. The STOP advocate links clients to Spanish-speaking counselors, support groups and agencies that could provide financial or food assistance.

Additionally, the STOP advocate is available in circuit court to prepare immigrant victims for their Order of Protection case, answer their questions and help them navigate the legal system. Since circuit court does not have a certified interpreter/translator, the STOP advocate fulfills that role, making it possible for the victims who speak only Spanish to present their testimony to the court. The advocate also distributes materials with safety and resource information to guide victims in using their Order of Protection and accessing domestic violence related services.

Women's Resource and Rape Assistance Program (WRAP)

Through its STOP program, WRAP focuses on serving the African American population. In 2009, 44% of the clients served through the WRAP STOP program were African American. WRAP has worked with the African-American community to increase their presence in the community.

WRAP has worked frequently with Lane College, a small, private, historically black college with a large African-American population. WRAP has booths at campus educational fairs to educate the students about domestic violence and the services the agency offers. WRAP works with sororities on campus to recruit volunteers for the domestic violence program.

WRAP is increasingly solicited by churches to present information about domestic violence and the WRAP programs. There has been an increase in the number of speaking requests by the faith-based community. The WRAP program believes the increased invitations to speak at faith-based gatherings is a direct result of its ongoing work with Lane College.

WRAP collaborates with LINKS, Inc. an organization started by African-American women who wanted to support positive change in the community. WRAP is a 2007 recipient of a charitable gift from this organization.

WRAP believes that through its work in the African American community, the agency has become even more visible to African American victims of violence and this population is seeking out services from WRAP.

F. Barriers to Implementation

Tennessee sees the major barrier to success for the 2010 – 2012 STOP Implementation Plan as the impact of limited STOP funding. Continuing increases in the cost of operations will effectively reduce the operating budgets of non-profit victim service projects. This comes at a time when the states resources and private donations to victim service agencies are at all time low. An ongoing state budget crisis brought about by a reduction in sales tax revenue (Tennessee's only source revenue as it does not have a state income tax) creates a major obstacle to funding public services and to the success of Tennessee's victim service agencies. Continuing shortfalls in revenue collection in Tennessee could result in cuts to the state funded programs listed in Section III. F.

By most estimates, the state is suffering at least the same degree of hardship as other states in the southeast during the current economic recession. Median income level, high school graduation rates and the percentages of Tennesseans with college educations place the state below the national average even in normal times, and industries were calling for better educated and trained workers even before the recession. Population growth is expected to be modest, and the state's population is aging. These and other trends in the jobs picture mean that Tennessee families are facing years of stress on the economic front. Tennessee has experienced above average patterns of unemployment during the current economic situation. Tennessee's unemployment rate for August 2010 was 9.8 percent, down only slightly from July 2009 when the unemployment rate was 10.7 percent. Tennessee's rate is slightly higher than the national unemployment rate for August 2010 of 9.6 percent (<http://news.tennesseeanyttime.org/node/5967> , September 29, 2010).

As the need for services increases for victims of domestic violence, sexual assault, stalking and dating violence, state and local funding, private donations and community funding has decreased. Agencies all over Tennessee are reporting increased need for services but most agencies have fewer resources than ever before to provide for the needed services.

G. Monitoring and Evaluation

Tennessee has a four pronged approach to project monitoring and evaluation:

- Program logic models
- Collection of output and outcome reports
- Desk reviews of annual reports
- Onsite monitoring visits

Program Logic Model

OCJP requires its STOP grant contracts to contain clear and logical descriptions of project purposes, goals, objectives and intended victim outcomes. These performance expectations clarify the standards we will use to monitor and evaluate a project.

Collection of Annual Reports

All STOP subrecipient Annual Reports are reviewed by the STOP State Administrator as well as by the OCJP Program Manager assigned to the grant. Discrepancies in reporting are noted and agencies are contacted directly for input on corrections.

All STOP subrecipients are required to submit an Annual Outcome Report. Outcome measures include *making clients aware of the benefits and resources available in the community* and *asking if clients are satisfied with the services they received*. Surveys are collected from victim/survivors who participate in the STOP funded program during the grant year.

Desk Reviews of Annual Reports

OCJP Program Managers conduct an annual desk review based upon the output and outcome reports submitted for each STOP project.

Program Managers directly contact subrecipients if there are questions about the data reported in order to better understand the data or to correct the data if needed. Program Managers also offer technical assistance on the reports during this review process.

Paying close attention to this performance data provides a better view of the program and allows for a check that the data is in line with the project logic model. The Program Manager provides feedback, technical assistance or congratulations based on the desk review.

Onsite Monitoring Visit

Every STOP grant is reviewed on-site at least once during each grant cycle. The OCJP Program Manager completes a risk assessment tool annually for each grant in order to determine risk level for an agency or for a particular grant. Risk assessment questions focus on three broad areas including staffing, history of meeting administrative requirements and history of meeting fiscal requirements/fiscal performance. The risk assessment tool rates program and fiscal questions into low, moderate or high risk. A score is determined for both the program risk and the fiscal risk. Grants and/or agencies with the highest scores are slated for an onsite review. In addition to the scores, Program Managers can at any time override the risk assessment score to request an onsite visit if, for example, the agency has not been monitored during the 3-year cycle and the cycle is ending or if other factors not included on the risk assessment increase the risk for the agency.

After the site visit is completed, a report is issued with 30 business days. The report will identify all fiscal and/or program areas that do not comply with criteria found in state or federal statutes, rules and regulations, contract requirements, policy or good business practices. If the report contains any 'findings,' the agency will have 30 calendar days to submit a corrective action plan to OCJP outlining how the agency plans to correct the

findings. The OCJP Program Manager reviews the corrective action plan. If further action is needed the Program Manager and supervisors, if required, work directly with agency officials to assist them as the agency works towards compliance.

[Attachment 15: Monitoring Risk Assessment Form](#)

V. Conclusion

Tennessee is committed to the principles and goals of the STOP Violence Against Women Formula Grant Program. STOP funds provide grants to agencies that are providing vital services across the state. STOP funds also support coordinated community response efforts, training, policy development, brochures, system improvements and improved data collection systems.

Tennessee will continue to focus on the victims served by the grant. Priority service populations must be served including victims in areas of the state where service providers are few, unserved and underserved victims and culturally specific victims. Tennessee will continue to fund programs with a proven track record of providing quality services to victims of domestic violence, sexual assault, stalking and dating violence. Priority will be given to continuation programs that are providing quality services.

Tennessee will make every effort to award STOP grants fairly and equitably using regional population totals as a guide for STOP funding decisions. OCJP will also address the needs of the entire state including rural as well as urban area for STOP funding decisions.

Programs that provide services to or for victims of domestic violence, sexual assault, stalking and dating violence remain underfunded across the state. Programs are stretched as each tries to accommodate the needs of increased numbers of clients with the same or fewer dollars.

STOP funded agencies are challenged to provide quality services to a diverse population including rural and geographically isolated victims, immigrants and refugees and those who have limited English proficiency. In order to serve these populations agencies are improving their culturally specific services and expanding and enhancing existing services in order to reach as many victims as possible.

Tennessee is using state resources to fund initiatives that complement STOP formula funding by enhancing the state's response to violence against women. In addition, OCJP is working at the agency level through focus groups and the STOP Planning Group to identify gaps in services, unserved and underserved areas in the state, emerging issues and best practices.

Tennessee has outlined seven goals to focus on during this three year Implementation Plan. Each of the goals addresses a specific need developed by the STOP Planning Group. These goals, once completed, will result in better services, a stronger coordinated community response to violence against women, fewer unserved and

underserved areas of the state, a more diverse STOP Planning Group and improved culturally competent services.