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must

VICTIM SERVICES IN COLORADO EXAMINED FROM AN EQUITY PERSPECTIVE

COLORADO
**CRIMINAL
JUSTICE
REFORM**
COALITION

do
better.

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FOREWARD

In fiscal year 2019, Colorado allocated \$75 million in state and federal funds for victim services across the state through three different grant programs.

The research for this report examines aspects of the funding and the field of victim services and its impact on underserved and marginalized people. The findings demonstrate that systemic racial/ethnic inequity is deeply ingrained in the structure and delivery of victim services.

The sad reality is that this is not new news. The victim services field has, for decades, acknowledged the gaps and lack of competency in serving victims of color, particularly African Americans.

Greater diversity in victims' services is what is needed to enhance cultural competence and deepen connection with communities most impacted by victimization.

Victim advocates of color for decades have pointed to the inequitable practices and outcomes, but little has been done to confront this inequitable and intolerable status quo.

This research builds on CCJRC's earlier report, *Victims Speak*, released in 2018 which aimed to better understand the experiences and needs of crime survivors in the Denver metro area, particularly survivors of color.

The findings from that report are chilling.

- Three out of four crime survivors believe the criminal legal system treats victims differently based on their race or ethnicity. For African American victims, 90% said victims of color are treated differently by the criminal legal system.
- Black survivors were the most interested, but the least able, to access services.
- Only one in 10 victims surveyed received victims' services; this was substantially lower if the victim was a man, and the lowest if the victim was a black man.
- Latinos were 38% more likely and African Americans were 34% more likely, relative to White people, to report having been a victim of a violent crime.

The *Victims Speak* report sheds much light on the tremendous inequity in services and barriers to accessing those services.

That inspired us to act and work with Colorado State Representatives Herod and Lee and Senators Lundberg and Fields to enact HB18-1409, which created the Community Crime Victim Services (CCVS) grant program in the Colorado Department of Public Health and Environment (CDPHE). It specifically and intentionally was designed to provide funding to community-based programs to focus on underserved victims, namely people of color, men, and young adults.

Less than \$1 million was initially appropriated for the CCVS grant program. As this equity report demonstrates, over 90% of the victims served by CCVS funded programs met the target population. The overwhelming majority of the staff and 100% of the Executive Directors of the programs funded are people of color. We know that there are ways and models of service that can bridge the gap for underserved victims. The question is whether the victim services field will commit to serving communities disproportionately impacted by victimization through the development of community-led implementation plans, actions, and accountability for those new actions taken. And then, scale the effort.

We hope the recommendations included in this report can deepen much-needed conversation and strategic action to build a more equitable victim service practices for our state. We look forward to working together to ensure that all victims of crime can receive the care and services they need to heal.

Juston Cooper, Deputy Director
Christie Donner, Executive Director
Colorado Criminal Justice Reform Coalition (CCJRC)

Last year, Colorado allocated \$75 million in state and federal funds for victim services across the state through three different grant programs.

PERSPECTIVES SHARED FROM LEADERS OF COLOR

As part of our methodology, CCJRC interviewed fifteen leaders of color who work in the victim services field to specifically gain their perspective, help us to understand the data in context, and identify solutions to racial and ethnic disparities pervasive within victim services. Throughout these conversations, several themes emerged.

All leaders of color expressed how critical it is to have staff that looks like the population served. This is necessary to create culturally relevant outreach strategies and programs. Currently, there are both language and cultural barriers that exist in victim services, provided both within law enforcement agencies and community-based organizations, which result in many victims not being well served, or served at all by the current system. Further, communities of color are not monolithic and there are unique contexts that require understanding and adaptation in terms of outreach and program design and delivery.

This data affirmed for interviewees that things have not changed in the field of victim services. No one interviewed for this report was surprised by the data showing that most staff and board members at state agencies and funded organizations are White. It was equally not surprising that these White-dominated organizations serve largely White victims. Further, interviewees noted that it was problematic that victim services agencies were not independent of the criminal legal system, like law enforcement and district attorney offices. Given the mistrust communities of color have with the criminal legal system itself, integrating victim services within these agencies creates its own barrier to survivors of color seeking services from those agencies.

Leaders of color expressed frustration with conversations that focus on what is wrong with communities of color rather than meaningfully integrating community voice. All leaders of color experienced being the only person of color around decision-making tables and having their voices silenced and dismissed. Commissions, boards, and other leadership tables are rife with processing about the problem and a need to do but better but rarely, if ever, lead to meaningful action or new practices. Leaders of color noted that while asked to be part of decision making bodies, the decision makers fail to invest in or develop the change that the same leaders and the communities of color have indicated is needed or the best way to achieve better outcomes. Finally, leaders of color noted a lack of funder accountability for the chronic underserving of victims of color, particularly in the African American community, and its impact.

Accessing resources is incredibly difficult and it wholly depends on the relationships with funders, knowing about funding opportunities, and how the mainstream views their program. There appears to be a bias in favor of White culture and leadership in the victim service funding space which negatively affects the ability of the victim services field to provide culturally relevant and culturally specific services. Leaders of color noted how difficult it was to create a new program that is culturally specific in an area with an existing mainstream victim service program because funders assume this is a “duplication of services.”

We must do better. This is the beginning of a dialogue, and a call to action.

We must do better. This is the beginning of a dialogue, and a call to action.

EXECUTIVE SUMMARY

The interest in this research project is rooted in findings from CCJRC's Victims Speak report, which surveyed 500 victims of crime in the Denver Metropolitan Statistical Area, with an intentional oversampling of victims of color, to gain insight on their experiences of victimization and access to services. The report found that only one in 10 respondents received victims' services and further that 37 percent of respondents were aware of services and were interested in receiving services but could not access them. Generally, most were unaware that services existed. This was particularly true for survivors of color. This prompted CCJRC to be curious about the distribution of state and federal resources for victim services in Colorado with an equity lens.

This research project assessed the racial and ethnic demographics of staff, boards of administering state agencies and funded organizations, and victims served by the funding administered by three state agencies: the Colorado Department of Public Safety, Office for Victims Program (OVP); the Colorado Department of Human Services, Domestic Violence Program (DVP); and the Colorado Department of Public Health and Environment, Community Crime Victim Services Grant Program (CCVS). In 2019, OVP administered over \$70 million, DVP administered just under \$3 million, and CCVS administered just over \$1 million in their respective victim services grant programs, for a combined total of approximately \$75 million annually to support services for victims of crime across Colorado.

This research found substantial under-representation of leaders of color, particularly African American leaders who hold less than 4% of all leadership positions in the victim services field. Our survey indicates that:

75% of the senior staff at OVP and 100% of the staff at DVP identify as White.

78% of the executive and senior staff at OVP-funded organizations identify as White.

71% of the executive and senior staff at DVP-funded organizations identify as White.

85% of the members of the Crime Services Advisory Board identify as White.

71% of the members of the DVP Advisory Board identify as White.

82% of the Board of Directors of funded organizations are White.

In contrast, the Community Crime Victim Services Grant Program is largely led by people of color. Despite this broader representation, only 8% of all executive and senior staff identify as African American. Our survey indicates that:

67% of the senior staff and Board of Directors at the Latino Coalition for Community Leadership identify as people of color.

100% of the executive and senior staff at CCVS-funded organizations identify as people of color.

80% of the Boards of Directors of CCVS-funded organizations are people of color.

But this underrepresentation of people of color is not limited to leadership. It is also evident in the demographics of victims who receive services. The Office for Victims Program and the Domestic Violence Program, the largest victim service funders, collectively served over 141,000 victims in fiscal year 2019. Approximately 20% of these victims were not tracked or reported. Of those tracked, 57% identified as White, 25% identified as Latin American or Hispanic, 8% identified as Black or African American, 4% Other, 3% Multiracial/ethnic, 2% Native American, and 1% Asian. State victim service administrators identified parity with Colorado's census data as a goal; however, this approach ignores those at a heightened risk for experiencing violence.

The Center for Victim Research analyzed data from 2010-2015 and found that the risk of experiencing serious violence varied greatly across race/ethnicity. Specifically, multiple race backgrounds experience violence at 4.1 times the rate of Whites, American Indians experience violence at 2.4 times the rate of Whites, Black's experience violence at 1.5-2 times the rate of Whites, and Hispanics experience violence at 1.2-1.5 times the rate of Whites.¹ It is essential that state agencies address their funding processes to ensure communities with the highest rates of experiencing violence can access resources.

Leaders of color interviewed for this study noted the significance of seeing this data which confirmed their experience in the field. We were told that this was the first time this data has been examined and shared across victim service programs.

As a state, this is the time to take actions that invest deeply in communities of color, recognizing that the well-being of communities of color is necessary and valuable to the well-

EXECUTIVE SUMMARY continued

being of the whole community. The data below demonstrates the disparities in service provision and leadership. Response rates varied by state agency and the lack of data required or provided by many OVP-funded organizations likely means that there are even greater disparities than those included in this report.

Further research indicates that providers who share and understand cultures of those they are serving may be best positioned to support victims in their healing processes.² This sentiment was reiterated by over 15 leaders of color in the

field. Yet the field continues to be overwhelmingly White at both the organizational level and in terms of victims served. Less than 15% of organizations funded by DVP and OVP have an Executive Director of color. In contrast, the Community Crime Victim Services Program is serving victims of color, led by leaders of color, and the least funded.

CCJRC offers the following recommendations to policymakers, department administrators, and program administrators that manage the three crime victims' programs.

RECOMMENDATIONS FOR POLICY MAKERS

1. Utilize Innovative Models for Community Engagement to Make Resources Accessible to Under-Served Communities

- *Require state agencies to implement an equitable community engagement process early to ensure deep community outreach prior to funding announcements, and/or expand successful third-party intermediary models to better serve communities of color.*

2. Create Equitable Opportunities for Under-Resourced Communities to Participate in Decision-Making Opportunities

- *Create an independent Equity Oversight Committee responsible for reviewing and analyzing the victim service implementation efforts.*
- *Legislators mandate that OVP and DVP staff develop and report on accountability metrics to require more diverse representation on the Crime Services Advisory Board and DVP Funding Committee.*
- *Provide reimbursement, including mileage, childcare, lost wages, or other costs associated with people of color who volunteer to participate on boards and other decision-making entities.*

3. Require Better Data Collection for State VALE and Local VALE Funding

- *Require OVP to collect and report demographic data from recipients of State VALE and Local VALE funding.*

4. Substantially Increase State Funding for Victim Services.

- *Increase state funding for victim services with the specific intention of aggressively addressing the equity gap.*

5. Implement an Advance Reimbursement Model

- *Pass legislation that allows state agencies to award a percentage of the total value of an annual grant upon execution or renewal of the grant contract.*

1 Heather Warnken and Janet L. Lauritsen. Who Experiences Violent Victimization and Who Accesses Services?

2 Danielle Sered and Bridgette Butler. Expanding the Reach of Victim Services: Maximizing the Potential of VOCA Funding for Underserved Survivors. New York: Vera Institute of Justice, 2016.

RECOMMENDATIONS FOR DEPARTMENT LEADERS

- | | |
|---|--|
| 1. Create Community-Led Equity Funding Standards and Funding Plan | <ul style="list-style-type: none"> • <i>Begin collecting, analyzing, and publicly reporting on data related to race/ethnicity to support the creation of a more just and equitable system of funding victim services.</i> • <i>Develop a funding formula using existing data such as race/ethnicity, age, and poverty levels to address long-standing gaps in the victim services field.</i> • <i>Waive match requirements to increase access to victim services funding.</i> |
| 2. Fund Culturally Specific Costs for Under-Resourced Communities | <ul style="list-style-type: none"> • <i>Prioritize funding for culturally specific healing models that reflect needs and expertise from communities of color and culture.</i> • <i>Waive exclusion of fee-for-service organizations from receiving victim service dollars.</i> |
| 3. Create Efficiencies for Small Organizations to Support Complex Organizational Needs | <ul style="list-style-type: none"> • <i>Centralize duplicated services across state agencies to support organizations, particularly smaller organizations.</i> |
| 4. Eliminate Prohibition on Perpetrator Rehabilitation and Counseling | <ul style="list-style-type: none"> • <i>Provide funding that supports services specifically to people who have been both victim and criminal histories.</i> |
| 5. Provide Victim Services Funding Only to Community-Based Organizations that are Independent of the Criminal Justice System | <ul style="list-style-type: none"> • <i>Legislatively make criminal justice organizations ineligible from receiving unrestricted federal victim service dollars, except in limited circumstances where federal law mandates.</i> |
| 6. Create Transparency in VOCA Emergency Funding | <ul style="list-style-type: none"> • <i>Increase transparency, including public education, around funding decisions and rules in the VOCA Emergency Fund.</i> |
| 7. Utilize State VALE Competitive Funding to Engage Communities of Color and Identify Specific Training Needs | <ul style="list-style-type: none"> • <i>Actively engage, fund, and build relationships with leaders of color to increase access to culturally relevant trainings and capacity building opportunities.</i> |
| 8. Utilize Racial Equity Lens in Rule Development | <ul style="list-style-type: none"> • <i>Examine existing program rules with a racial equity lens and identify and remove rules that prohibit certain programs or populations from receiving funding and identify opportunities to increase program accessibility.</i> |

METHODS

To lead this research project, CCJRC hired Ms. Tomei Kuehl, who has many years experience in the victim services field. Most recently, Ms. Kuehl worked at the CDPHE and was the first grant administrator for the Community Crime Victim Service grant program. She also worked for the Domestic Violence Program at CDHS.

There are four aspects to the methodology for this project.

- Data collection using SurveyMonkey, and a survey developed specifically for this project
- Collaboration with state agency administrators to understand funding process, rules, and programmatic priorities
- Interviews with leaders of color in the victim services field to better understand their experiences, reflections, and suggestions/recommendations for how to serve underserved survivors more equitably
- Written report inclusive of recommendations

CCJRC administered a survey asking victim service agencies to provide information about the racial and ethnic demographics of their staff, board members, and victims served. The survey was sent to organizations that receive funding from the Office for Victims Programs, the Domestic Violence Program, and the Community Crime Victim Services grant program. Additionally, the survey was sent to the Colorado Department of Public Safety (OVP), the Colorado Department of Human Services (DVP), and the Latino Coalition for Community Leadership (CCVS) to complete as the administrator of state and federal victim service funds. The survey was sent out four times between October and December 2020.

Several organizations identified capacity issues in completing this survey due to COVID-19. Some had limited staff capacity and some only had physical employee files and due to offices being shut down, could not access them. Some organizations do not collect race/ethnicity data on staff and could not provide this information. To ensure transparency and context for this report, see Appendix B for a list of organizations that received funding and completed the survey and see Appendix C for a list of organizations that received funding but did not complete the survey.

To understand the data from an equity lens and the lived experience, 15 interviews were conducted with leaders of color in the victim service field. These leaders work across the state in both community-based organizations and law enforcement agencies. Their experience and knowledge guided the development of recommendations for this report and led and informed the analysis used for this research project. We are grateful for their time and expertise in support of this project.

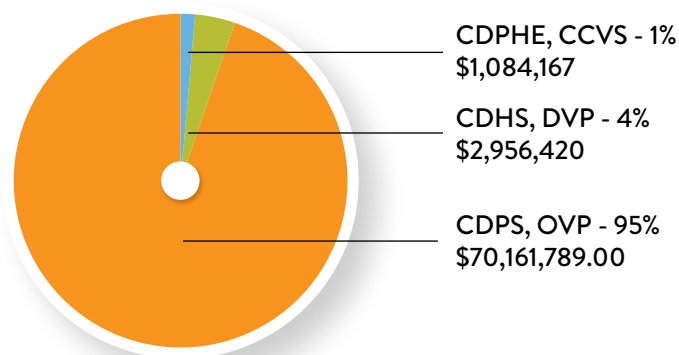
CCJRC would like to thank the staff at the Office for Victim Programs, Domestic Violence Program, the Latino Coalition for Community Leadership, and the funded organizations for their engagement in this project.

Ms. Kuehl would like to particularly acknowledge Brooke Ely-Milen, DVP Director, who passed away from complications related to cancer. Brooke was supportive of this project and made accessing DVP data easy and was open to conversations about how to make things better. Brooke was a colleague and a friend, and her presence is missed.

OVERVIEW OF COLORADO VICTIM SERVICES

Colorado has three state agencies that administer victim service funding: (1) Colorado Department of Public Safety manages the Office for Victim Programs and distributed approximately \$70 million; (2) Colorado Department of Human Services manages the Domestic Violence Program and distributed just under \$3 million; and (3) the Colorado Department of Public Health and Environment manages the Community Crime Victim Services grant program which distributed just over \$1 million.

Chart 1: 2019 Victim Services Funding



COLORADO DEPARTMENT OF PUBLIC SAFETY, OFFICE FOR VICTIM PROGRAMS (OVP)

The Colorado Department of Public Safety, Office for Victim Programs administers approximately 95% of all victim service funding. This funding is a combination of three federal sources and one state funding source: Victims of Crime Act, S.T.O.P. Violence Against Women Act, Sexual Assault Services Program, and the State Victim Assistance and Law Enforcement or State VALE. OVP is the designated administrator of these grant funds and determines eligibility requirements not mandated in federal or state law and makes funding decisions, in conjunction with recommendations from its Crime Services Advisory Board.

OVP Victim's Served Goal: The Office for Victim Programs (OVP) uses Colorado census data as its parity benchmark in terms of victims who are served by the OVP; however, this is not the appropriate benchmark nor an approach that will improve equity to ensure that those most at risk for violence are also receiving services. There is a great deal of research that has looked at national crime victim data and

the disparities across race/ethnicity, poverty, age, etc. For instance, the Center for Victim Research developed a paper that examined the National Criminal Victimization Survey data and developed rate ratios across race/ethnicity, age, and income. This data found that victims that identify as multiple races have a rate 4.09 higher than Whites, American Indians have a rate 2.37 higher than Whites, Blacks have a rate 1.8 higher than Whites, and Hispanic have a rate 1.37 higher than Whites of experiencing violence. Given the higher victimization rate by race/ethnicity and the fact that Colorado is dramatically underserving communities of color (see Table 1 below), OVP must integrate victimization rates by race/ethnicity and apply a more nuanced parity benchmark and funding formula to all funding. It is not that census data is irrelevant since different communities in Colorado have different racial/ethnic demographics, but it should not be relied upon exclusively.

Table 1: Violent victimization rates by race/ethnicity compared to race/ethnicity of victims served through OVP.

Race	national rate of violent victimization by race/ethnicity (per 1,000 persons)	percentage of Colorado victims served through OVP by race/ethnicity
White	5.1	61% = 52,192
Black	9.2 / 1.8 greater than Whites	8% = 6,944
American Indian	12.1 / 2.37 greater than whites	1% = 1,588
Asian	2.8 / .5 less than Whites	1% = 971
Hispanic	7.0 / 1.37 greater than Whites	25% = 21,369
Multiple Races	20.9 / 4.09 greater than Whites	4% = 3,182

Center for Victim Research: Who Experiences Violent Victimization and Who Accesses Services? Findings from National Crime Victim Survey, April 2019.

OVERVIEW OF COLORADO VICTIM SERVICES continued

COLORADO DEPARTMENT OF HUMAN SERVICES, DOMESTIC VIOLENCE PROGRAM (DVP)

In 1983, the Colorado General Assembly created the Domestic Violence Program (DVP). DVP is authorized to contract for domestic violence services and establish standards for domestic violence services delivered by funded programs. The Domestic Violence Program is the combination of two federal sources and two state funding sources, specifically: Family Violence Prevention Services Act (FVPSA), Temporary Assistance for Needy Families (TANF), Colorado Domestic Abuse Fund, and Marriage License, Civil Union, and Divorce Filing Fees. The DVP is the designated administrator of these funds and determines programmatic requirements not mandated in federal or state legislation and makes grant funding decisions in conjunction with recommendations from its Domestic Violence Advisory Board and Funding Committee.

DVP Victims Served Goal: The Domestic Violence Program (DVP) also uses census data as its parity benchmark for victims who are served by the DVP; however, as discussed above, this is not the appropriate benchmark, nor will it improve equity in access to services for domestic violence survivors of color. There is a great deal of research that has looked at national domestic violence victim data and the disparities across race/ethnicity, poverty, age, etc. For example, the National Center for Victims of Crime, Intimate Partner Crime Trends found that Black victims, American Indian victims, and those that identified with multiple races experience domestic violence more frequently than White people. Given the wide disparities in victimization rates found in research and elaborated in the table below, DVP must develop a more nuanced parity benchmark and funding formula that integrates DV victimization rates by ethnicity/race and not just census data.

Table 2: Domestic Violence prevalence rates by race/ethnicity compared to race/ethnicity of victims served through DVP.

Race	national estimate of domestic violence (physical violence)	percentage of Colorado victims served through DVP by race/ethnicity
White	30.5%	54%
Black	41.2%	11%
American Indian	51.7%	3%
Hispanic	29.7%	30%
Multiple races	51.3%	N/A-DVP does not collect this data

2017 National Crime Victims' Rights Week Resource Guide: Crime and Victimization Fact Sheet

COLORADO DEPARTMENT OF PUBLIC HEALTH & ENVIRONMENT/COMMUNITY CRIME VICTIM SERVICES (CCVS)

In 2018, the Colorado legislature passed HB 18-1409 which created the Community Crime Victim Services grant program at the Colorado Department of Public Health and Environment (CDPHE). The purpose of CCVS is to reach populations of crime victims that are hard to reach through current victims' services, particularly historically underserved populations, namely people of color, men, and young adults and to reduce the risk of repeat victimization.

The design of this grant program includes the use of a third-party administrator with experience serving historically underserved communities to manage the grantmaking process and provide infrastructure supports around case management, financial management, data collection systems, and on-site

technical assistance to grantees. This innovative third-party administrator model is the first of its kind in Colorado in the victim services field but has been successfully used in other state grant programs. CDPHE contracted with the Latino Coalition for Community Leadership to manage this grant program through a competitive process.

Because this grant program was specifically intended to serve underserved victims (namely men, people of color, and young adults), one of its performance measures is explicitly related to whether the target populations were being served. In the first 15 months of implementation, the CCVS grant program has consistently served over 90% historically underserved victims of crime each quarter.

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SURVEY FINDINGS

Data was collected across all three state agencies to determine the racial/ethnic make-up of state staff that administer victim service funding, Boards that advise the state agencies on funding decisions and other programmatic decisions, and the grantee staff and board composition.

OFFICE FOR VICTIM PROGRAMS/COLORADO DEPARTMENT OF PUBLIC SAFETY

The Office for Victim Program (OVP) staff at CDPS and the Crime Victim Services Advisory Board (CVSAB), which provides funding recommendations to the OVP, are predominantly White across all positions.

Seventy-four percent of all staff and seventy-five percent of senior staff at OVP identify as White. Seventeen percent

of all staff and 0% of senior staff identify as Latin American/Hispanic and 9% identified as Multiracial/ethnic. No staff identified as African American. The Crime Services Advisory Board has even less diversity with 85% identifying as White, including both the Chair and Vice Chair.

Chart 2: OVP Staff Demographics (N=23)

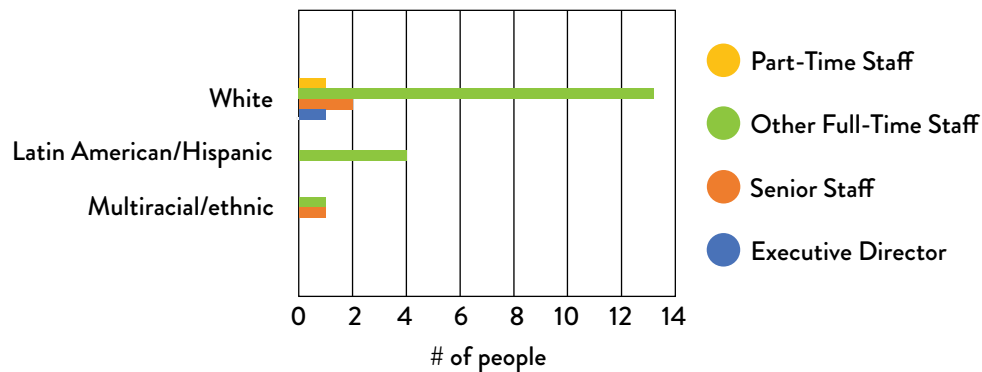
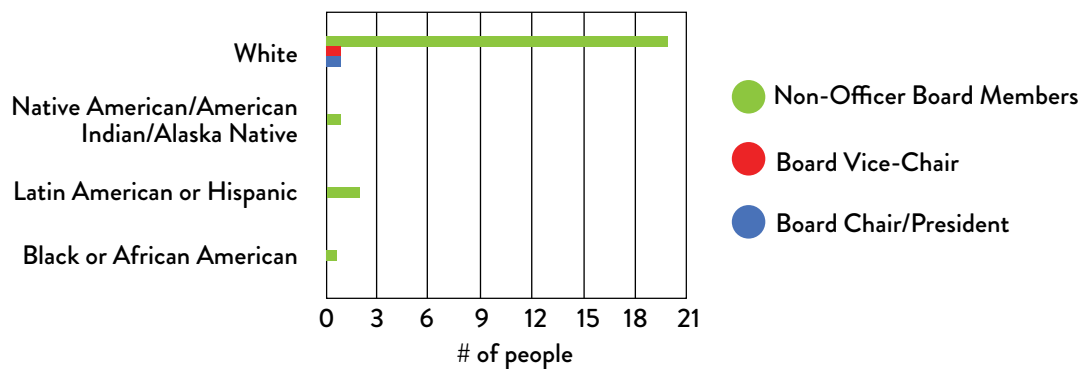


Chart 3: OVP-Crime Services Advisory Board Demographics (N=26)



The following data in Chart 4 and Chart 5 was derived from a total of 111 out of 170 (65% response rate) OVP-funded organizations that responded to the race/ethnicity demographic survey. (Note: Less than 40% of funded criminal justice organizations (law enforcement, district attorney, city attorney) replied to this survey and it is assumed that the data would be even more skewed to

majority White leadership if more criminal justice agencies had responded.) According to the Bureau of Justice, 72% of full-time sworn officers in local police departments identify as White, 13% identify as Hispanic, 11% identify as Black, and 3.6% identify as other races (Asian, Native Hawaiian, other Pacific Islander, American Indian, Alaska Native, or two or more races).³

The board and staff race/ethnicity of OVP-funded programs is as follows:

OVP-Funded Board Chairs – 81% White, 10% Latin American/Hispanic, 5% African American, 2% Asian, and 2% Multiracial/ethnic

OVP-Funded Other Board Members – 81% White, 10% Latin American/Hispanic, 5% African American, 2% Asian, and 2% Multiracial/ethnic

OVP-Funded Executive Directors – 87% White, 6% Latin American/Hispanic, 3% African American, 3% Multiracial/ethnic, less than 1% Asian, less than 1% Native American

OVP-Funded Senior Staff – 74% White, 15% Latin American/Hispanic, 4% African American, 4% Multiracial/ethnic, 2% Asian, less than 1% Native American

Chart 4: OVP Grantee Board Demographics (N=857)

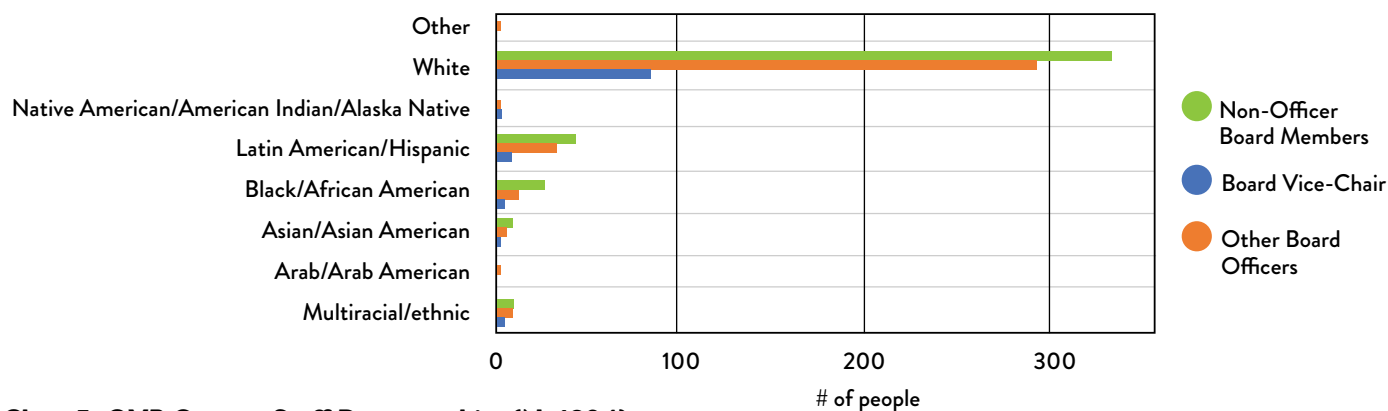
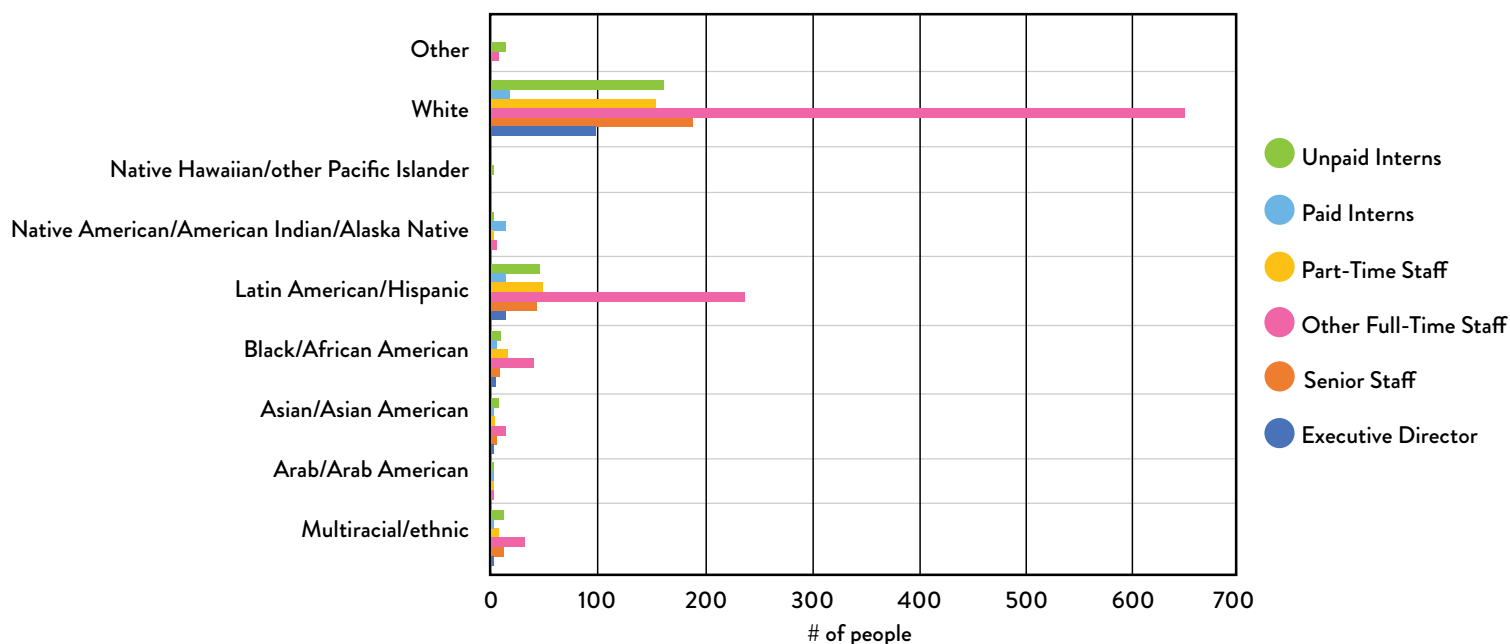


Chart 5: OVP Grantee Staff Demographics (N=1894)



3 U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Statistics: Local Police Departments, 2016: Personnel: October 2019. <https://bjs.ojp.gov/content/pub/pdf/lpd16p.pdf>

SURVEY FINDINGS continued

Domestic Violence Program/Colorado Department of Human Services

The Domestic Violence Program staff at CDHS ***all identify as White***, as demonstrated in Chart 6. Seventy-one percent of the Advisory Board and Funding Committee, which provides oversight and funding recommendations to the DVP, identify as White, as demonstrated in Chart 7.

Chart 6: DVP Staff Demographics (N=4)

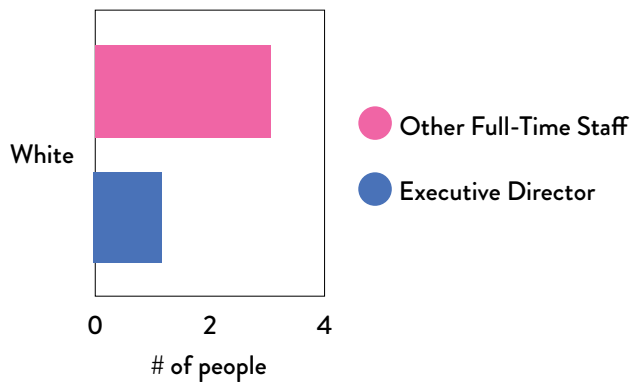
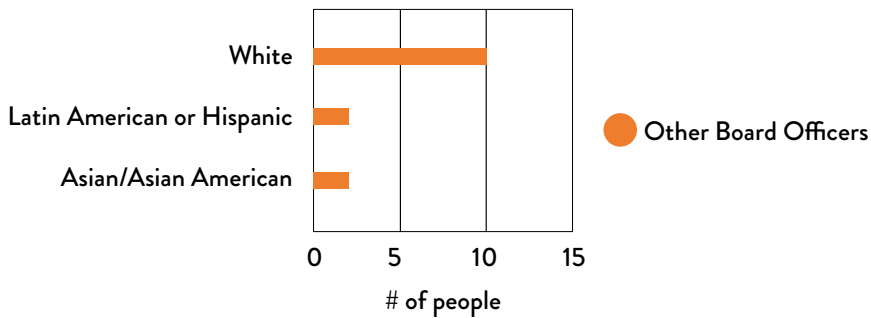


Chart 7: DVP Advisory Board Demographics (N=14)



The following data in Chart 8 and Chart 9 was derived from a total of 37 out of 44 (84% response rate) DVP-funded organizations that responded to the race/ethnicity demographic survey. The board and staff race/ethnicity of DVP-funded programs is as follows:

The board and staff race/ethnicity of DVP-funded programs is as follows:

DVP-Funded Board Chairs - 80% White, 12% Latin American/Hispanic, 4% Multiracial/ethnic, 2% Native American, 2% African American

DVP-Funded Other Board Members - 83% White, 8% Latin American/Hispanic, 5% African American, 2% Asian, and 2% Multiracial/ethnic

DVP-Funded Executive Directors - 81% White, 5% Latin American/Hispanic, 5% Asian, 3% African American, 3% Native American, 3% Multiracial/ethnic

DVP-Funded Senior Staff - 67% White, 17% Latin American/Hispanic, 7% African American, 3% Asian, 3% Native American, 3% Multiracial/ethnic

Chart 8: DVP Grantee Board Demographics (N= 372)

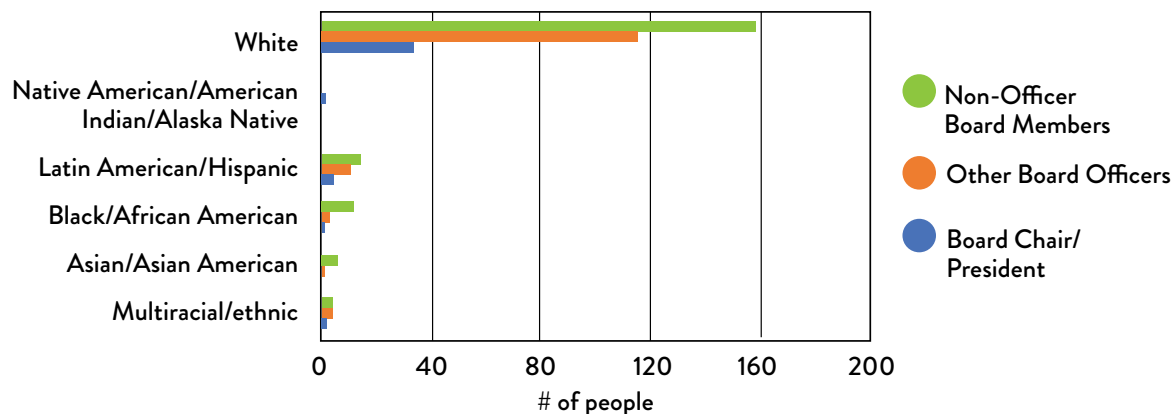
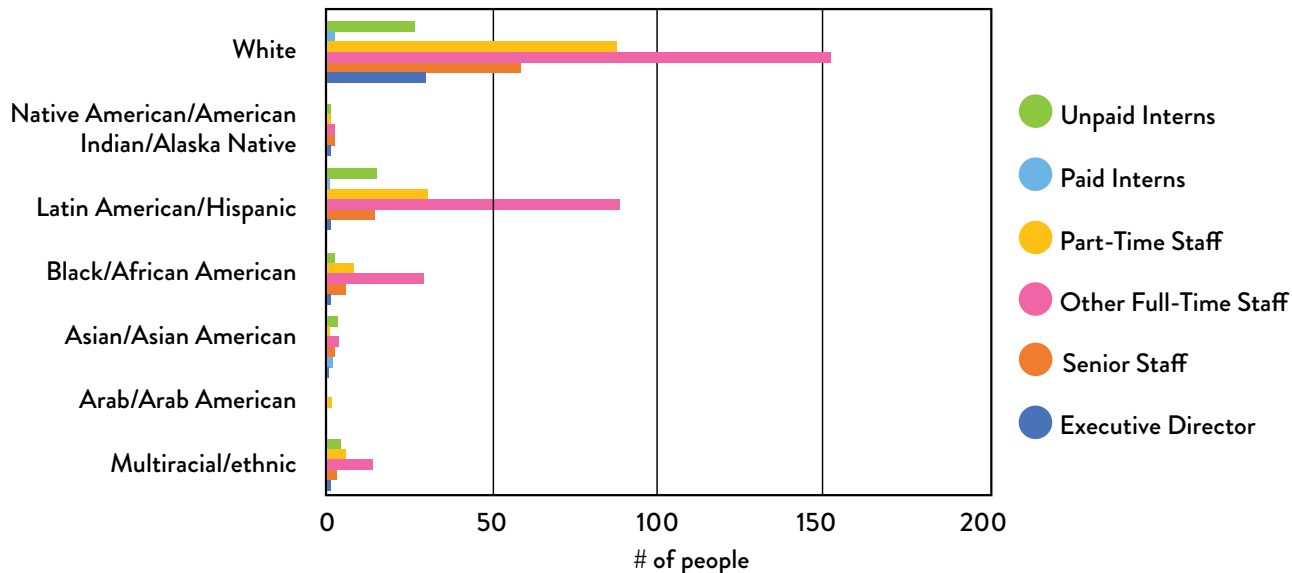


Chart 9: DVP Grantee Staff Demographics (N=614)



SURVEY FINDINGS continued

Community Crime Victim Services/Colorado Department of Public Health & Environment

The Latino Coalition for Community Leadership (LCCL) was selected as the third-party intermediary to administer the Community Crime Victim Services grant program. The LCCL was competitively selected based on its track record of serving historically underserved populations. The LCCL staff, board, and grantee demographics look markedly different from OVP and DVP. Sixty-seven percent of senior staff identify as people of color. Forty-eight percent of all staff identify as Latin American/Hispanic, 43% identify as White, and 9% identify as Black. No senior staff identify as African American. Sixty-seven percent of the Advisory Board identify as people of color.

Chart 10: LCCL Staff Demographics (N=21)

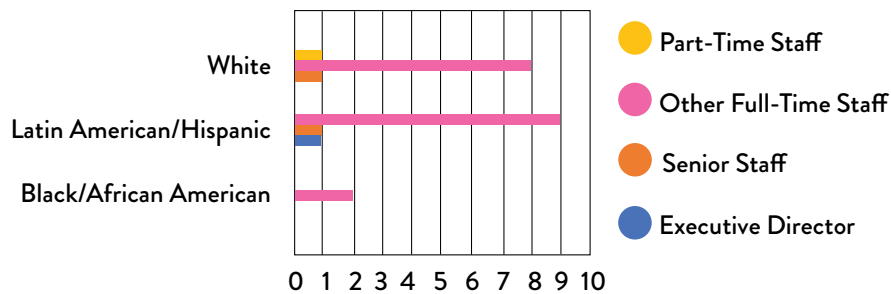
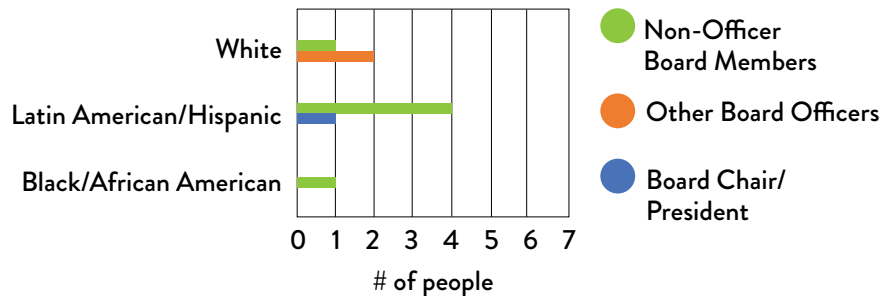


Chart 11: LCCL Board Demographics (N=9)



The following data in Chart 12 and Chart 13 was derived from a total of 6 out of 6 (100% response rate) CCVS-funded organizations that responded to the race/ethnicity demographic survey. 100% of Executive Directors and senior staff identify as people of color. Ninety-four percent of all staff identify as people of color.

The board and staff race/ethnicity of CCVS-funded programs is as follows:

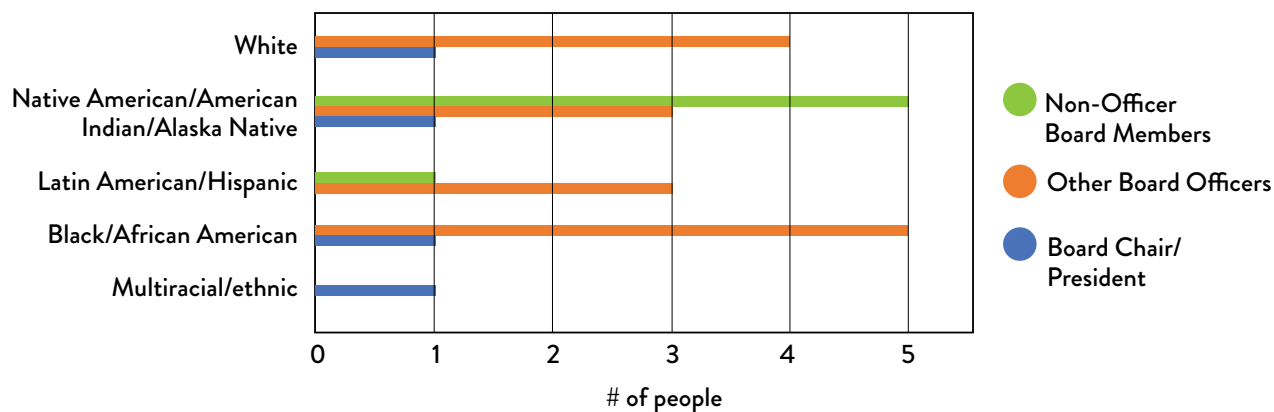
CCVS-Funded Board Chairs – 25% African American, 25% Native American, 25% White, 25% Multiracial/ethnic

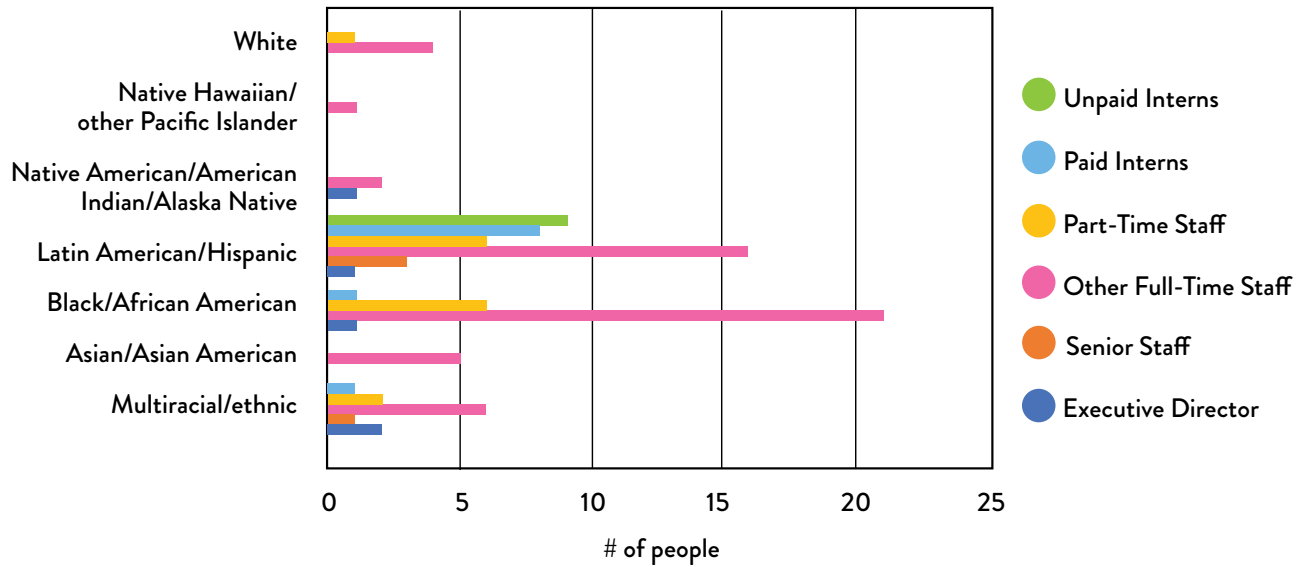
CCVS-Funded Other Board Members – 38% Native American, 24% Black, 19% Latin American/Hispanic, 19% White

CCVS-Funded Executive Directors – 40% Multiracial/ethnic, 20% Black, 20% Native American, 20% Latin American/Hispanic

CCVS-Funded Senior Staff – 75% Latin American/Hispanic, 25% Multiracial/ethnic

Chart 12: CCVS Grantee Board Demographics (N=25)



SURVEY FINDINGS *continued*CCVS/Colorado Department of Public Health & Environment *continued***Chart 13: CCVS Grantee Staff Demographics (N=90)**

WHO IS BEING SERVED BY VICTIM SERVICES IN COLORADO?

The charts below highlight the racial/ethnic demographics of victims served by each program. Like staff and board demographics, most victims served by both OVP and DVP identify as White, while the largest demographic served by the CCVS identifies as African American. Twenty-three percent of OVP-funded victims served were not tracked or not reported, and it is assumed that this data would be largely white, resulting in greater disparities. The CCVS program stands out in terms of its ability to reach communities of color and provides an opportunity to consider alternatives to our traditional approach to funding victim services.

As demonstrated below in Charts 14-16, excluding those victims served where race/ethnicity data was not collected, the victims served by each program were:

OVP - 58% White, 24% Latin American/Hispanic, 8% African American, 4% Other, 3% Multiracial/ethnic, 2% Native American, 1% Asian

DVP - 51% White, 29% Latin American/Hispanic, 10% African American, 5% Other, 3% Native American, less than 2% Asian, less than 1% Native Hawaiian

CCVS - 47% African American, 28% Latin American/Hispanic, 16% White, 7% Native American, 2% Asian

Chart 14:

**OVP Victims Served
(VOCA, VAWA, SASP)
N=116,381
\$70,161,788**

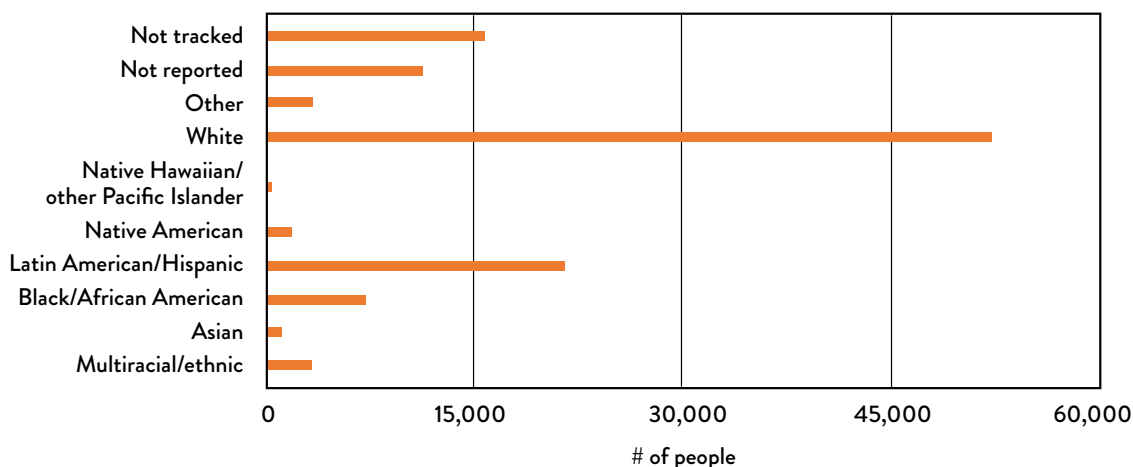


Chart 15:

**DVP Victims Served
N=24,955
2,956,420**

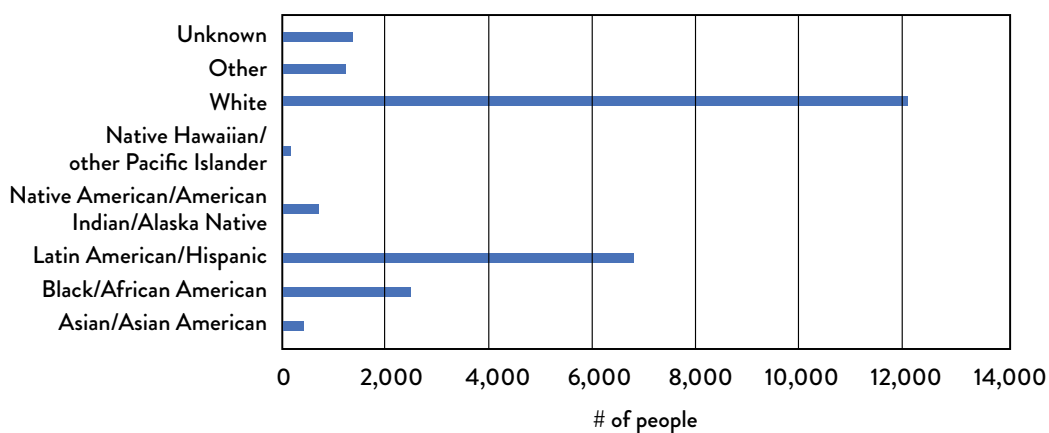
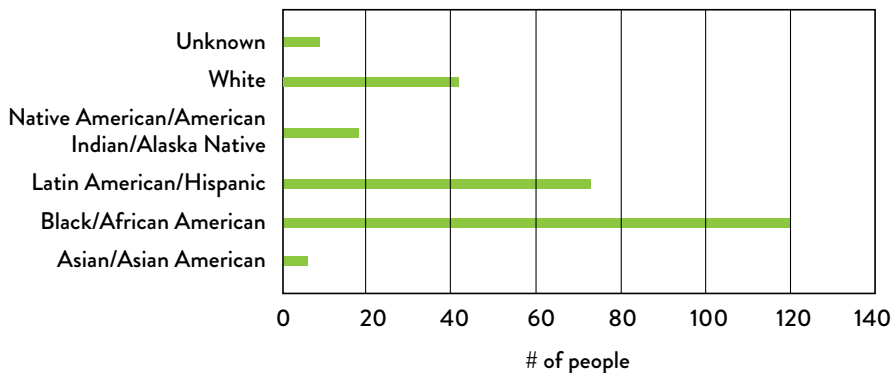


Chart 16:

**CCVS Victims Served
N= 268
\$1,084,167**



RECOMMENDATIONS

We hope this report amplifies the disparities within the victim services field, based both on programmatic data and from interviews with leaders of color in the field. The information from leaders of color provides a critical examination of the barriers to accessing services and resources and opportunities to shift our approach. CCJRC offers the following five recommendations specifically to policymakers and eight recommendations specifically to agency leadership/grant administrators.

CCJRC OFFERS THE FOLLOWING
RECOMMENDATIONS TO

LEGISLATORS

1. UTILIZE INNOVATIVE MODELS FOR COMMUNITY ENGAGEMENT TO MAKE RESOURCES MORE ACCESSIBLE TO UNDER-RESOURCED COMMUNITIES.

A. Require state agencies to implement an equitable community engagement process early to ensure deep community outreach prior to funding announcements, and/or expand successful third-party intermediary models to better serve communities of color.

Government run grant programs are notorious for their lack of integration of deep community outreach prior to the submission deadline. Most often organizations already must “be in the loop” to know what grant opportunities there are, understand the criteria, and navigate the application process and deadlines. This creates inequities in terms of access to funding. It is further exacerbated by capacity requirements that favor well-established, largely White-led organizations.

To address this problem, the state must require state agencies to implement community engagement and outreach early in the grant funding process. This approach necessitates the identification of credible messengers to lead community engagement efforts and dedicated resources and time to meaningfully engage community before releasing funding announcements.

Jointly, the state should examine the success of the CCVS grant program, created by the Colorado General Assembly through House Bill 18-1409 in its ability to secure applicants from leaders of color, the majority whom their staff are also people of color, and who have demonstrated a capacity to reach and serve victims of color.

A key to the success of CCVS grant program was the intentional and intensive community engagement approach that was led by and facilitated by people of color. Through both one-on-one discussions and community meetings, people were able to learn more about the grant program, application, and deadlines well before the application deadline. A focus was made to reach out to organizations with competency in serving communities of color, even if they had not historically sought funding to provide victim services. In other words, they had been serving people with victim histories, but they may not have labeled their program specifically a victim services program. This outreach and engagement occurred frequently and well before the funding application process began. This gave people enough time to consider this opportunity and have time to discuss it with staff or even get Board approval, if necessary. It also allowed organizations to develop strategic relationships, program design (or redesign) that could be reflected in their grant proposal. In one instance, a whole new entity was created, Element of Discovery (dba Therapists of Color Collaborative), which is a collaboration between over 30 therapists of color. This is the type of intentional outreach and engagement by trusted messengers that is needed to integrate communities of color more equitably in the victim services field both as providers and clients.

2. CREATE EQUITABLE OPPORTUNITIES FOR PEOPLE OF COLOR TO PARTICIPATE IN FORMAL DECISION-MAKING

A. *Create an independent Equity Oversight Committee responsible for reviewing and analyzing the victim service implementation efforts.*

The lack of racial/ethnic equity in the victim services field at all levels is obvious and long-standing. The victim services field must acknowledge that it has failed to meet the needs of communities most at risk for experiencing violence and commit to taking steps to rectify this injustice. To ensure accountability to systematic improvements, the state should create an independent Equity Oversight Committee to review the policies, practices, and programming for the three state agencies, including the race/ethnic make-up of Boards, staff, and victims served by funded programs. This Equity Oversight Committee should be tasked with developing equity goals, and assessing status on work plans, in conjunction with state administrators and staff. This Equity Oversight Committee should be authorized to report directly to the General Assembly, including the Joint Budget Committee, and the committees of reference for the respective state agencies.

B. *Legislators mandate that OVP and DVP staff develop and report on accountability metrics to require more diverse representation on the Crime Services Advisory Board and DVP Funding Committee.*

The Crime Services Advisory Board (CVSAB) is tasked with making funding recommendations to the department. The current composition of the CSAB is overwhelmingly White, with 85% of members identifying as White.

Currently ten seats of 26 seats are filled by people who work at a district attorney's office, though some are filling the community member role rather than representing a district attorney's office. This means there is no one truly representing the community member role on the board. Additionally, leaders of color interviewed recommend that a policy be developed to ensure that members serve limited terms that allow new member perspectives that are heard and valued. The Equity Oversight Committee could serve as an entity to ensure transparency and accountability to these appointments and address the disparities in victim service funding.

The DVP is not legislatively required to create a funding committee, nor does such a committee exist in DVP rules. Rather, the DVP has informally created a funding committee and a review panel. The funding committee is responsible for determining the funding formula and making funding decisions and the review committee reviews applications and makes recommendations to the funding committee. Both entities are appointed by DVP staff and per DVP's Funding Administration Guide, representatives to each group must "consist of individuals knowledgeable in the field of domestic violence, representing various disciplines to provide a broad perspective of how funding should be awarded". There is no reference to demographic diversity. Given the disparities within the victim services workforce, the state should require DVP to develop formal rules, subject to public input, including a requirement that there be racial/ethnic diversity represented on the funding committee and review panel, and accountability metrics for performance should be developed. The Equity Oversight Committee should approve these formal rules and performance metrics. DVP should report annually to the Equity Oversight Committee on progress.

C. *Provide reimbursement, including mileage, child-care, lost wages, or other costs associated with people who volunteer to participate on boards and other decision-making entities when not compensated by employer to attend meetings.*

Leaders of color shared that communities cannot participate in boards or other leadership spaces because volunteering is valued without recognition of who has resources and time to volunteer. Those with jobs outside of the state system do not always have the ability or time to take off work to participate in boards that make funding and programmatic decisions. This creates a vacuum of limited perspectives and is reflected through funding the status quo in victim services. To broaden representation to community members and youth, it would be necessary to identify means to reimburse an individual's expertise, particularly when their job does not pay for them to attend meetings as well as exploring more accommodating options to enhance participation including weekend or evening meetings.

3. REQUIRE BETTER DATA COLLECTION FOR STATE VALE AND LOCAL VALE FUNDING

A. Require OVP to collect and report demographic data from recipients of State VALE and Local VALE.

The State VALE program has a competitive arm and a non-competitive arm. Neither the competitive funding nor the non-competitive funding collects demographic data on who is served by this funding and that should be required by the state. The non-competitive funding is awarded to state agencies mandated to implement the Victim Rights Act. The competitive funding is awarded to victim service projects designed to have a statewide or multi-jurisdictional impact. Collecting data would be the first step in addressing this issue, followed by intentional community engagement to understand unmet needs.

The OVP is tasked with collecting data from each of the local VALE jurisdictions and providing an annual report. Most Local VALE grantees did not provide or collect victim demographic data. (Three out of 23 judicial districts provided data for this report.) Some local VALE Administrators indicated that their HR departments do not collect information on the race/ethnicity of staff. There is no oversight or accountability for whom these dollars are supporting. Over \$12 million of local VALE funding were administered in 2019 and we have no information about who was served with those dollars. Further a large percentage of funding supported scholarships for conferences and trainings that leaders of color emphasized always lacked much diversity in participants, and rarely offered content that would advance equity or enhance cultural competence in the field.

4. SUBSTANTIALLY INCREASE STATE FUNDING FOR VICTIM SERVICES

A. Increase state funding for victim services with the specific intention of aggressively addressing the equity gap.

The state approach to funding for victim services has relied too heavily on federal funding. The lack of funding not only creates inevitable gaps, but it also puts the victim services field in the horrible position of knowingly having to “ration” services, that is excluding whole swaths of survivors, or play “hunger games” where programs must aggressively compete against one another for resources. None of this is in the best interest of victims or the victim services field. Unless the state makes a much greater commitment to funding community-based victim services, we will not adequately bridge the equity gap nor meet the needs of victims who are deserving of support and services so that they can heal and flourish in their lives, despite those experiences. The state should increase its funding for victim services and should establish equity standards that must be met for an organization to receive funding.

5. IMPLEMENT AN ADVANCE REIMBURSEMENT MODEL

A. Pass legislation that allows state agencies to award a percentage of the total value of an annual grant upon execution or renewal of the grant contract.

The state’s reimbursement funding model is challenging and creates barriers. Leaders of color noted this barrier, particularly for small organizations or new organizations who do not have the cash flow to advance salaries and other expenditures and then wait months for reimbursement from the state. The Community Crime Victim Services grant program legislatively addressed this barrier by requiring in the enabling legislation that an advance up to 25 percent of the total grant award be made available as an advance on the first day of the grant period.

HB 21-1247 was just passed which allows CDPHE to award a percentage of the total value of an annual contract to a grantee upon the execution or renewal of a contract. This requirement should be mandated legislatively to apply to other state agency grant programs.

CCJRC OFFERS THE FOLLOWING RECOMMENDATIONS TO

DEPARTMENT LEADERSHIP/ PROGRAM ADMINISTRATORS

1. CREATE COMMUNITY-LED EQUITY FUNDING STANDARDS AND FUNDING PLAN

A. Begin collecting, analyzing, and publicly reporting on data related to race/ethnicity to support the creation of a more just and equitable system of funding victim services.

Although leaders of color were not surprised by the data in this report, they also indicated that this is the first time they have seen it quantified and reported.

As part of the grant making process, applicants should be required to include, at a minimum, the race/ethnicity and gender demographics of their senior staff, other staff, Board of Directors (or other oversight entity, if any), and victims served. If the applicant specializes in serving a particular population (men, immigrants, transgender, people of color, youth, etc.), then staff and Board demographics provided by the applicant should also include those demographic categories that align with their target population to be served.

The state administrative agencies should implement policies and practices in their grantmaking that align with the state equity standard so that grant decisions factor whether the applicant organization, internally, reflects the diversity of victims to be served and demonstrates competency to effectively reach and serve underserved victims considering the geographical area where services are provided.

After grant decisions have been made, the state administrative agencies should report in a publicly accessible form, the agencies/organizations funded, the amount of the funding, and the demographics of staff, Board, and victims served. Further quality checks across state hiring practices, funding practices, and board recruitment should be developed to identify improvements and progress made to better serve victims of crime.

In developing equity standards, the OVP and DVP grant administrator must engage with leaders of color so that their expertise and perspectives can be heard, valued, and acted upon. These steps are essential for creating more equity and accountability in the victim services field.

B. Develop a funding formula using existing data such as race/ethnicity, age, and poverty levels to address long-standing gaps in the victim services field.

State victim service administrators use census data as their parity benchmark regarding victims served. However, this is not an equitable strategy that invests resources in communities most at risk for experiencing violence. The state should integrate race/ethnicity, age, and poverty levels to develop a funding formula to address long-standing gaps in the victim services field and support victims most at risk of experiencing violence (See Center for Victim Research).

Coupled with the development of an equitable funding formula that prioritizes those most at risk for experiencing violence and least served, state agencies should identify and/or build the capacity of organizations led by leaders of color, who center their service models on culturally relevant practices within the communities prioritized by the funding formula. Integral to this approach is the identification of organizations led and staffed by people of color who represent the victim population served. Leaders of color in the field emphasized the importance of having staff that look like the population served. While mainstream organizations absolutely can and should get better at serving communities of color, they cannot fully offer services to victims of color because they lack the experience of history and culture. Therefore, quotas for mainstream organizations are not what is proposed here. Intentional community engagement deep into community prior to funding announcements is crucial to the success of the implementation of an equitable funding formula and state agencies must dedicate time and resources to this capacity building step.

C. Waive match requirements to increase access to victim services funding.

The 2016 Program Final Rule allows states to waive the match requirement. In March 2020, the Department of Justice, Office for Crime Victims (OVC) changed its rule related to match requirements. The OVC will no longer require prior OVC review and approval of match waiver determinations made by state administrators (See 28 C.F.R. § 94.118(b)(3)). The Office for Victim Programs (OVP) currently requires a 20 percent match for existing grantees or 25 percent cash or in-kind match for new grant recipients. This not only builds in an advantage for existing programs, but it excludes completely smaller or new organizations, which limits innovation and diversity. OVP should waive the match requirement in its entirety.

2. FUND CULTURALLY SPECIFIC PROGRAM COSTS FOR UNDER-RESOURCED COMMUNITIES**A. Prioritize funding for culturally specific healing models that reflect needs and expertise from communities of color and culture.**

For many communities and survivors, traditional victim services and Western approaches to healing can be limited when considering their cultural practices to healing. Given the high rates of victimization in communities of color, and particularly Native American communities, it is imperative to support and fund culturally specific healing models. Several leaders of color noted that most funders do not understand culturally specific program costs and thus do not fund things that are necessary for the unique healing needs of communities of color. Leaders of color noted that if you are culturally specific in your delivery, then it should show up everywhere in your organization, including indigenous healing costs, gift giving cultural practices, and other costs specific to community healing. One leader of color noted that these are not religious costs; rather they are culturally specific healing modalities.

B. Waive exclusion of fee-for-service organizations from receiving victim service dollars.

The Program Final Rule allows states to request a waiver to fund organizations that assess a fee-for-service. Many leaders of color noted the vast unmet needs victims have for behavioral health and trauma recovery services and how difficult it is to access these services that are culturally appropriate for communities of color. Further, funding for behavioral health requires individuals to meet a lot of criteria and many go unserved. One example of success in waiving the exclusion of fee-for-service organizations from accessing victim service dollars is the Community Crime Victim Services grant program. The enabling legislation, HB18-1409, specifically permitted “a professional who is regulated by the Department of Regulatory Agencies” to be eligible to apply for a CVVS grant. (See CRS 25-20.5-801) As a result, Element of Discovery (dba Therapists of Color Collaborative), the Therapists of Color Collaborative was developed and received a CCVS grant. The Collaborative includes over 30 therapists of color in private practice who can collaborate under an umbrella LLC to serve survivors of color, and other underserved victims with therapeutic services that are culturally responsive, culturally sensitive, trauma-informed, and delivered with compassion to advance racial equity within the mental health profession.

3. CREATE EFFICIENCIES FOR SMALL ORGANIZATIONS TO SUPPORT COMPLEX ORGANIZATIONAL NEEDS**A. Centralize duplicated services across state agencies to support organizations.**

Leaders of color interviewed for this project spoke about the many hats that an Executive Director of color must wear and the lack of capacity building and support. Some leaders of color suggested the creation of a centralized administrative hub to support organizations in managing complex organizational needs. For example, fund one organization to fund the language line for the whole state rather than each agency paying into that service. Another option would be to expand the utilization of a third-party intermediary model which can offer infrastructure support and provide capacity building like the Community Crime Victims Services grant program.

4. ELIMINATE PROHIBITION ON PERPETRATOR REHABILITATION AND COUNSELING.

A. Provide funding that supports the intersection of perpetration and victimization.

The 2016 Program Final Rule removed the decades old rule preventing funding to support perpetrator rehabilitation and counseling. The rule does not require states to provide services to incarcerated victims of crime but removes the express prohibition of services. As noted in CCJRC's Victims Speak report, we often identify "victims" and "offenders" as distinct groups. However, this report found that one fourth of crime survivors interviewed said they had also been convicted of a crime and among those victimized eight or more times, 39 percent also had a criminal record. The findings were reaffirmed by the Public Health for Public Safety Community Leadership Team, Crime Victims Research Report, which found that being a victim of a crime is significantly associated with having committed an act of violence. These findings suggest that examining the intersection of victimization and perpetration of crime will be critical to support community healing and health. Further interviews with leaders of color conducted for this project noted that there is a lack of funding that supports the intersection of perpetration and victimization. True community healing must acknowledge the complexity of this intersectionality and be prepared to meet these needs if we want to truly reduce victimization. Colorado has not leveraged this new rule.

5. PROVIDE VICTIM SERVICES FUNDING ONLY TO COMMUNITY-BASED ORGANIZATIONS THAT ARE INDEPENDENT OF THE CRIMINAL JUSTICE SYSTEM

A. Legislatively make criminal justice organizations ineligible from receiving unrestricted federal victim service dollars, except in limited circumstances where federal law mandates.

According to the Office for Victims of Crime, Vision 21 Transforming Victim Services report, "only 42 percent of serious violent crimes and 40 percent of property crimes are reported to law enforcement and only 9 percent of violent crime victims receive direct assistance from a victim services agency". The difference between those who report victimization to the police versus those who do not has funding implications and service prioritization. Given the high percentage of victims who chose not to report to the police, it will be important to consider the investment and expansion of services in non-justice system organizations. Additionally, leaders of color interviewed for this project highlighted that, due to the continued criminalization of communities of color, and the inequities inherent in the legal system, funding victim services within criminal justice agencies creates its own barrier to access care. Leaders interviewed noted the large amounts of funding that go to agencies that are linked to the criminal justice system. Approximately 22 percent of VOCA funds are distributed to state law enforcement agencies, police departments, and district attorney offices. It is recommended that OVP make criminal justice organizations ineligible from receiving unrestricted federal victim service dollars, except in limited circumstances, particularly when VOCA funding does not require a crime to be reported for direct services to be offered. Victims can be better and more comprehensively served by community-based programs that are independent of the criminal justice system and can competently serve a demographically diverse range of victims. Criminal justice agencies could still access services to support victims through developing a referral mechanism between criminal justice agencies and community-based victim service programs. The critical quality is that victim services are independent, and community-based. And any monies that do go to the criminal justice system must comply with the same data collection standards and equity priorities.

6. CREATE TRANSPARENCY IN VOCA EMERGENCY FUNDING

A. Increase transparency, including public education, around funding decisions and rules in the VOCA Emergency Fund.

In 2015, the Office for Victim Programs created the VOCA Emergency Fund. This noncompetitive funding is administered by staff at the Colorado Organization for Victim Assistance (COVA). In FY19, this funding totaled \$3,167,876. This funding should be subject to competitive bid. The purpose of this funding is to provide emergency funding for things such as: clothing, food, supplies, rental assistance, hotel stay, utilities assistance, bus tickets and transportation, relation, short-term nursing home shelters for elder abuse victims, and childcare. Funding decisions and the rational for the rules guiding the program are not transparent. For example, there is confusion in the field around how the decision to administer this funding was made and the entity chosen. Additionally, it is unclear where the rules related to only reimbursing licensed childcare are derived from as they do not appear to be VOCA-specific requirements. Colorado significantly lacks affordable childcare, and there are disparities in terms of who can access and afford those limited licensed childcare slots. Further, family, friend, and neighbor care may be more culturally relevant for some families and more practical. This limitation seems to create an undue burden and a bias toward licensed childcare providers. If this is not a federal rule or a state statute, it would be strongly encouraged to remove unlicensed childcare providers as unallowable expenses. Further, according to the Program Final Rule, security deposits are an allowable expense for VOCA funds. The COVA website indicates that security deposits are not an allowable expense. Safe Housing Partnerships recommends leaning into the flexibility afforded through the Program Final Rule and cites security deposit support as a strategy to support victims of crime, particularly domestic violence victims.

7. UTILIZE STATE VALE COMPETITIVE FUNDING TO ENGAGE COMMUNITIES OF COLOR AND IDENTIFY SPECIFIC TRAINING AND CAPACITY BUILDING NEEDS

A. Actively engage, fund, and build relationships with leaders of color to increase access to culturally relevant trainings and capacity building opportunities.

The remaining balance of the State VALE spending authority each fiscal year is awarded through a competitive grant process to victim service projects designed to have a statewide or multi-jurisdictional impact or model projects that can demonstrate success and a plan for statewide replication. This funding largely supports statewide coalitions that provide training and conferences. Many leaders of color discussed the lack of culturally relevant trainings/conferences and capacity building opportunities to support their experience and expertise in victim services. Some of the leaders of color interviewed believe that funders should focus on capacity building to support smaller organizations with things like sustainability and financial management. While this funding is competitive, it would behoove the Office for Victim Programs and statewide coalitions to build relationships with leaders of color in the field, beyond their membership base, to identify specific training needs and fund work focused on their unique needs, ensuring that leaders of color are providing the training and support. Many leaders of color described how much work was required of them to build relationships with funders and did not feel that relationships were intentionally being built with them. If they are not seen by funders, they do not exist. This funding creates an opportunity for funders to actively engage, fund, and build relationships with communities of color.

8. UTILIZE RACIAL EQUITY LENS IN RULE DEVELOPMENT

A. Examine existing program rules with a racial equity lens and identify and remove rules that prohibit certain programs or populations from receiving funding and identify opportunities to increase program accessibility.

The DVP Program is legislatively mandated to create rules that guide the funding and implementation for all grantees. The flexibility to develop rules provides DVP with great opportunity to increase its focus on equity. DVP has not revised its rules since 2018 and considering the disparities demonstrated in this report, additional work needs to be done. Further many leaders of color interviewed for this report talked about the lack of flexibility in DVP funding and the challenges of being a new organization accessing DVP funding. The Equity Oversight Committee could serve as an external entity to support DVP in creating and implementing equity standards to address the disparities in domestic violence funding created through DVP rules and funding decisions.

CONCLUSION

We hope this report will inspire deeper and more honest dialogue in the victim services field and serve as a call to action.

To acknowledge the structural barriers for equitable victim service delivery is a step towards a more comprehensive way Colorado can adequately serve and help victims heal. Our investments must represent the values of all victims and reach deeply into communities impacted by crime, violence, and victimization.

The only way to achieve this is to proactively re-examine statutes, policies, procedures, and practices through an equity lens and establish equity standards, real transparency of outcomes, and accountability measures to performance ensure that real progress is made in reducing the racial/ethnic equity gap in victim services.

We must be more inclusive regarding race, ethnicity, sexual orientation, and gender representation in agencies, commissions, boards, and organizations that make decisions on funding and administer victim services. This is paramount for the equitable distribution of power and diversity needed for relevant responses to the need of victims.

Furthermore, the concentration of power and resources to established victim service entities continue to illustrate the historical and current gap we face in serving all victims. It is time we expand our purview to do something different that includes being able to reach more deeply and broadly across diverse communities, make smart investments tied to outcomes, and allow innovation in strategies that both serve victims and promote public health and safety.

We hope that this report is understood from the perspective that greater diversity in decision-makers, staff, and victims served would benefit the field of victim services. It would provide richer understanding about the complex experiences of victims from diverse backgrounds and identities so that resources can be deployed more effectively and equitably. Although this report focuses on equity from a race/ethnicity lens, we would be remiss not to elevate the need to consider all underserved crime survivors including men, young adults, members of the LGBTQ community, disability and immigrant communities. This is the time to take actions that invest deeply in communities of color, recognizing that the well-being of communities of color is necessary and valuable to the well-being of Colorado.

APPENDIX A

OVERVIEW OF STATE VICTIM SERVICES ADMINISTRATION AND PROGRAM-SPECIFIC RECOMMENDATIONS

Colorado Department of Public Safety, Office for Victim Programs Profile

Background: In 2019, the Colorado Department of Public Safety, Office for Victims Program (OVP) administered over \$70 million of funding for victim services. This funding is the combination of three federal sources and one state funding source, specifically: Victims of Crime Act, S.T.O.P. Violence Against Women Act, Sexual Assault Services Program, and State Victim Assistance and Law Enforcement. The OVP is the designated administrator of these funds and determines eligibility requirements not mandated in federal or state legislation, in conjunction with recommendations from its Crime Services Advisory Board.

Grant Awards: \$70,161,789 Awarded between January 1, 2019, and December 31, 2019.

VOCA (federal): \$63,423,431 Awarded between January 1, 2019, and December 31, 2019. A total of 161 organizations were awarded funding from VOCA to support organizations providing direct services for victims of crime. Much of the funding support community-based organizations (62% community-based organizations; 6% nonprofit legal services; 8% statewide coalitions; 2% hospital) while the remaining funds support systems advocates (5% state agencies, 8% police departments, 9% district attorneys). VOCA funding may be used for direct services regardless of a victim's participation in the criminal justice system. Further, eligibility for direct services is not dependent on the victim's immigration status.

VAWA (federal): \$3,751,210 Awarded between January 1, 2019, and December 31, 2019.

A total of 16 organizations were awarded funding from the S.T.O.P. VAWA Program to develop and strengthen effective law enforcement and prosecution strategies and victim services in crimes of domestic violence, sexual assault, stalking, and dating violence. VAWA funding requires that each state allocate 25 percent of funding for law enforcement, 25 percent for prosecutors, 30 percent for victim services (of which at least 10 percent must be administered to culturally specific community-based organizations), five percent to state and local courts, and 15 percent for discretionary distribution.

SASP (federal): \$597,107 Awarded between January 1, 2019, and December 31, 2019.

A total of four organizations were awarded funding from the Sexual Assault Services Program to support rape crisis centers and other nonprofit, nongovernmental organizations, or tribal programs that provide services, direct intervention, related services to victims of sexual assault.

State VALE (state): \$2,390,041 Awarded between January 1, 2019, and December 31, 2019.

A total of 13 organizations were awarded funding from the State VALE Program to support implementation of the rights afforded to crime victims. Approximately \$600,000 of this funding is non-competitive awards to state agencies/divisions who are statutorily mandated to implement the Victim Rights Act statewide.

Local Victim Assistance & Law Enforcement (Local VALE): \$12,425,003 Awarded between January 1, 2019, and December 31, 2019.

A total of 295 grants and 398 scholarships were awarded from the Local VALE boards in each judicial district. The two priority funding areas include: funding for programs that implement the Victim Rights Act and funding for victim and witness services (crisis intervention, referrals of victims to appropriate community services and victim compensation programs, translator services, and counseling).

Colorado Department of Human Services, Domestic Violence Program Profile

Background: In 1983, the Colorado General Assembly created the Domestic Violence Program (DVP), Section 26-7.5-101-104, C.R.S. DVP is authorized to contract for domestic violence services and establish standards for domestic violence services delivered by funded programs. The Domestic Violence Program is the combination of two federal sources and two state funding sources, specifically: Family Violence Prevention Services Act (FVPSA), Temporary Assistance for Needy Families (TANF), Colorado Domestic Abuse Fund, and Marriage License, Civil Union, and Divorce Filing Fees. The DVP is the designated administrator of these funds and determines programmatic requirements not mandated in federal or state legislation, in conjunction with recommendations from its Domestic Violence Advisory Board.

Eligible organizations include governmental organizations, non-governmental community-based nonprofits, and tribes. Domestic violence services must be confidential and free of charge to be eligible for DVP funding.

Grant Awards: \$2,956,420 Awarded between October 1, 2018, and September 30, 2019.

A total of 44 organizations were awarded funding from the Domestic Violence Program between October 1, 2018, and September 30, 2019. All funded-organizations are community-based organizations.

Family Violence Prevention Services Act (FVPSA -federal): \$1,737,899.

This is the only dedicated federal resource for domestic violence. Funds are designated to provide shelter, supportive services, or prevention resources to adult and youth victims of family violence, domestic violence, or dating violence.

Temporary Assistance for Needy Families (TANF - federal): \$629,677.

TANF funds are administered by the CDHS Division of Employment & Benefits, and a portion of the funds are designated for DVP by annual appropriations in the State budget to sub-contract to community-based domestic violence organizations. These dollars are to be used to provide services to TANF eligible survivors of domestic violence and their families.

Cash Funds: \$588,844

Colorado Domestic Abuse Fund:

The Colorado Domestic Abuse Fund (CDAF) was created under CRS § 39-22-801 to allow Colorado taxpayers to make voluntary contributions on their individual income tax forms. Funds are scheduled to sunset in 2021.

Marriage License, Civil Union, and Divorce Filing Fees:

Beginning in 2009, \$20 of the fees collected from marriage and civil union licenses and \$5 from each divorce filing are directed to DVP for distribution to domestic violence advocacy organization.

Colorado Department of Public Health and Environment, Community Crime Victim Services Program

Third-Party Intermediary: Latino Coalition for Community Leadership

Background: In 2018, the Colorado legislature passed HB 18-1049, the Crime Survivors Grant Program, which created the community crime victim services grant program at the Colorado Department of Public Health and Environment (CDPHE). The purpose of this funding is to prevent repeat victimization with a specific emphasis on communities historically underserved by the current victim service model. This bill defines historically underserved as “people of color, men, and young adults”. This bill also requires CDPHE to fund a third-party administrator with experience serving historically underserved communities, to provide infrastructure, case management, financial management, data collection systems, and technical support to sub-grantees. This innovative third-party administrator model is the first of its kind in the field of victim services in Colorado, although it has been used in other state grant programs. In the first 15 months of implementation, the CCVS grant program has consistently served over 90% historically underserved victims of crime each quarter.

Grant Awards: \$1,084,167 Awarded between July 1, 2019, and June 30, 2020.

A total of six organizations were awarded funding from the Community Crime Victim Services grant program. Four organizations are community-based, one organization is a local health department foundation, and one organization is for-profit collaboration of therapists of color called Element of Discovery (dba Therapists of Color Collaborative). All six organizations are led by leaders of color.

APPENDIX B

Organizations that responded to the survey and funding sources received.

Organization Name	VOCA	VAWA	State VAE	SASP	DVP	CCVS
12th Judicial District Attorney	●					
15th Judicial District Attorney	●					
16th Judicial District Attorney	●					
20th Judicial District Attorney	●					
22nd Judicial District Attorney	●					
2th Judicial District Attorney	●	●				
4th Judicial District Attorney	●					
5th Judicial District Attorney	●					
7th Judicial District Attorney	●	●				
9th Judicial District Attorney	●					
A Kids Place	●					
A Woman's Place, Inc.	●				●	
Advocate Safehouse Project	●				●	
Advocates Against Domestic Violence	●				●	
Advocates for Victims of Assault, Inc.	●				●	
Advocates of Lake County	●				●	
Advocates of Routt County	●				●	
Alamosa County Sheriff's Office	●					
Alternative Horizons Corporation	●				●	
Alternatives to Violence, Inc.	●				●	
Archuleta County Victim Assistance Program (Rise Above Violence)	●				●	
Aurora-Arapahoe Battered Women's Shelter, Inc. (Gateway)	●				●	
Bright Future Foundation	●				●	
CASA of Adams and Broomfield Counties	●				●	
CASA of Jefferson and Gilpin Counties	●					
CASA of Larimer County	●					

Organization Name	VOCA	VAWA	State VALE	SASP	DVP	CCVS
CASA of Mesa County	●					
CASA of the 7th Judicial District	●					
CASA of the Continental Divide	●					
CASA of the Ninth	●					
CASA of the Pikes Peak Region Inc	●					
Catholic Charities of Central CO	●					
Centro de la Familia	●					
Children's Advocacy and Family Resource (Sungate)	●					
ChildSafe Colorado						
City of Brighton Police Department	●					
City of Cortez Police Department	●					
City of Englewood Police Department	●					
City of Federal Heights Police Department	●					
City of Greeley Police Department	●					
City of Gunnison Police Department	●					
City of Lakewood Police Department	●					
City of Westminster Police Department	●					
Clear Creek County Advocates	●				●	
Colorado Coalition Against Sexual Assault		●	●			
Colorado Department of Public Safety, Division of Criminal Justice, Office of Community Corrections	●	●				
Colorado Legal Services	●					
Colorado Organization for Victim Assistance	●		●			
Colorado Springs Police Department	●	●				
Community Clinics at Memorial Regional Health (Open Heart Advocates)					●	
Crisis Center	●				●	
Crossroads Safehouse, Inc		●			●	

APPENDIX B continued

Organization Name	VOCA	VAWA	State VALE	SASP	DVP	CCVS
CU School of Public Affairs (END Violence Project)	●					
Denver CASA	●					
Denver City Attorney	●	●				
Denver Domestic Violence Coordinating Council		●				
Denver Health Foundation						●
Denver Indian Family Resource Center						●
Division of Criminal Justice, Human Trafficking	●					
Domestic Violence Initiative for Women with Disabilities (The Initiative)	●					
El Paso County Sheriff's Office	●					
Element of Discovery – Therapists of Color Collaborative						●
Estes Valley Victim Advocates	●				●	
Family Crisis Services, Inc.	●				●	
Family Tree, Inc.	●				●	
Four Corners Child Advocacy Center	●					
Grand Junction Police Department	●					
Help for Abused Partners	●				●	
Hilltop Health Services Corporation (Larimer House)	●				●	
Justice and Mercy Legal Aid Clinic	●					
Karis	●					
Kingdom Builder's Family Life Center						●
Laboratory to Combat Human Trafficking	●					
Lake County Sheriff's Office	●					
Larimer County Sheriff's Office	●					
Life-Line						●
Mothers Against Drunk Driving	●					

Organization Name	VOCA	VAWA	State VALE	SASP	DVP	CCVS
Muslim Family Services of Colorado	●					
Northwest Rocky Mountain CASA	●					
Park County Sheriff's Office	●					
Peaceworks, Inc.	●					●
Phillips County Sheriff's Office	●					
Project Hope of Gunnison Valley	●				●	
Project PAVE, Inc.	●				●	
Project Safeguard	●				●	
Pueblo Child Advocacy Center	●					
Pueblo Rape Crisis Services	●			●		
Ralston House	●			●		
Renew, Inc.	●				●	
RESPONSE	●				●	
River Bridge Regional Center	●					
Rocky Mountain Children's Law Center	●					
Rocky Mountain Immigrant Advocacy Network	●					
Rose Andom Center	●					
S.H.A.R.E., Inc.	●				●	
Safe Shelter of St. Vrain Valley	●				●	
SafeHouse Denver, Inc.	●				●	
Safehouse Progressive Alliance for Nonviolence	●				●	
San Luis Valley Immigrant Resource Center	●					
San Miguel Resource Center	●				●	
SARA Inc.						
Sexual Assault Services Organization	●			●		
St. Anthony Health Foundation	●					
The Alliance	●			●		

APPENDIX B continued

Organization Name	VOCA	VAWA	State VALE	SASP	DVP	CCVS
The Blue Bench	●					
The Center for Trauma and Resilience	●					
The Dolphin House						
University of Colorado Regents/ The Phoenix Center	●				●	
Victim Outreach Incorporated	●					
Violence Free Colorado	●		●			
Voces Unidas for Justice		●				●
Voices for Victims			●			
Volunteers of America Colorado Branch (Southwest Safehouse)	●				●	
Weld County Sheriff's Office	●					
WINGS Foundation	●					
Young Women's Christian Association of Pueblo					●	

APPENDIX C

Organizations that did not respond to the survey and funding sources received. Of note, less than 40% of all law enforcement agencies that receive victim services funding (district attorney, city attorney, sheriffs, and police departments) responded to this survey.

Organization Name	VOCA	VAWA	DVP	SASP	State VALE
10th Judicial District Attorney	●				
11th Judicial District Attorney	●				
17th Judicial District Attorney	● * All working from home, unable to access employee files at physical office, unable to complete this survey.				
18th Judicial District Attorney	● * HR now asks for race /ethnicity when hiring. This practice not in place until recently so staff cannot respond to this survey.				
19th Judicial District Attorney	●				
1st Judicial District Attorney	●	●			
21st Judicial District Attorney	● *Unable to provide this information. Do not have access to staff race/ethnicity.				
3rd Judicial District Attorney	●				
8th Judicial District Attorney	●				
Advocates for Children	●				
Advocates Victim Assistance Team	●		●		
Alpine Legal Services Inc.	●				
Arkansas Valley Resource Center, Inc	● *Program declined to participate; noted too busy and too small to complete this request.				
Asian Pacific Development Center	● *ED indicated no capacity to complete this survey - do not have demographic data for board and not available for all staff.				
Blue Sky Bridge	●				
Boulder County Sheriff's Office	●				
CASA of Pueblo	●				
Catholic Charities and Community Services of the Archdiocese of Denver	●				
City of Delta Police Dept.	●				
City of Longmont Police Dept.	●				
City of Montrose Police Dept.	●				
City of Thornton Police Dept.	●				
City of Woodland Park Police Dept.	●				
Colorado Coalition for the Homeless	●				

APPENDIX C

Organization Name	VOCA	VAWA	DVP	SASP	State VALE
Colorado Dept. of Personnel & Admin. (Address Confidentiality Program)	●				
Colorado District Attorney's Council		●			
Colorado Judicial Branch - Office of Court Administrators	●				
Deaf Overcoming Violence through Empowerment	●		●		
Denver Children's Advocacy Center	●				
Denver Health & Hospitals Authority	●				
Domestic Safety Resource Center					
Elbert County Sheriff's Office		●			
Fort Collins Police Department	●				
Fremont County Sheriff's Office	●				
Gilpin County Sheriff's Office	●				
Jefferson County Sheriff's Office	●				
Kit Carson County Sheriff's Office	●				
Lutheran Family Services of the Rocky Mountains	●				
Memorial Hospital		●			
Mental Health Partners (MESA)	●				
Mesa County Partners	●				
Montrose County Sheriff's Dept.	●				
Morgan County Sheriff's Office	●				
Parkview Medical Center	●				
Pro Bono Project of Mesa County	●				
Pueblo County Sheriff's Office	●				
Rocky Mountain Victim Law Center		●			
Red Wind Consulting		●	*Received an error message upon completing the survey.		
Safe Passage	●				
Saguache County Sheriff's Office	●				

Organization Name	VOCA	VAWA	DVP	SASP	State VALE
Servicios de la Raza	● * Data entered incorrectly into the system and no response to clarifying questions.				
Sexual Assault Victim Advocate Center					
Tennyson Center for Children	●				
TESSA	●		●		
Tu Casa	●		●		
Voices Carry Child Advocacy Center	●				
Voices for Children	●				
Washington County Sheriff's Office	●				
Western Slope for Children	●			●	
Yuma County Sheriff's Office	●				



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