

# STATE OF UTAH

UTAH OFFICE FOR VICTIMS OF CRIME



## **S.T.O.P. VIOLENCE AGAINST WOMEN FORMULA GRANT PROGRAM**

**2022 - 2025 IMPLEMENTATION PLAN**

**JUNE 2, 2022**

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# I. INTRODUCTION

The Utah Office for Victims of Crime (UOVC) is the State agency appointed by the Governor to administer the Federal STOP Violence Against Women (VAWA) Formula grant program. UOVC's mission for the STOP Violence Against Women funding is to reduce and ultimately eliminate violence against women in the state of Utah.

The state values its citizens living in communities that are healthy, where they can grow, learn, feel safe, and thrive economically. Utah strives to remove obstacles in communities, neighborhoods, schools, businesses, homes, and faith-based organizations and aims to enhance the criminal justice system, improve public safety, and support crime victim services programs throughout the state. UOVC is dedicated to ensuring services are available and accessible in every community.

The purpose of the STOP VAWA grant program is to develop and strengthen the criminal justice system's response to violence against women and to support and enhance services for victims. The Department of Justice, Office on Violence Against Women requires all states to develop an implementation plan for the use of funding from the STOP VAWA grant program. The 2022-2025 Plan builds upon the prior successes of previous plans and continues to strengthen our response to provide victims with the protection and services they need while enabling communities to hold offenders accountable.

One of the guiding principles for this planning process was to look at the needs within the state, regardless of funding eligibility or availability. The plan addresses the needs and how we can leverage the funds we have in order to meet those needs and use this information to secure resources for areas where services do not currently exist.

As we learned with the 2017-2020 Implementation Plan, developing a statewide plan, in coordination with the Family Violence Prevention and Services Act (FVPSA), programs under the Victims of Crime Act (VOCA), and the Public Health Service Act (Rape Prevention Education), not only decreases duplication of services, but increases awareness of services within the state and promotes effective strategies for serving victims of crime throughout Utah. It is through collaboration among law enforcement, prosecutors, the judiciary, victim service providers, health care providers, faith leaders, and others that the plan goals and objectives will be effectively carried out.

This plan will be utilized for the time period in which the federal 2022-2025 awards are administered. It includes an overview of the planning process, needs and context, and plan priorities and approaches. The state completes annual updates to address the changing needs as identified by stakeholders. This document was approved by the State of Utah on June 2, 2022.

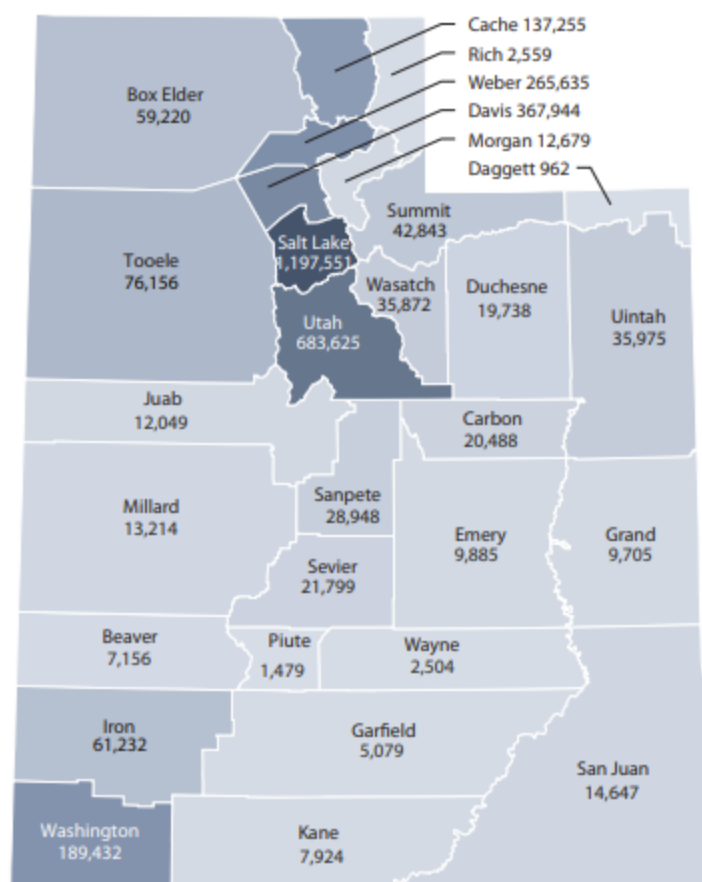
## II. NEEDS AND CONTEXT

### Population Demographics and Geographical Information

Utah has a land area of 82,355 square miles making it the 12th largest state by geographical size. Yet due to Utah's mostly rural nature and an overall population of 3,337,975, its citizens are quite spread out with an overall population density of 33 people per square mile (compared to the average US population density of 92 people per square mile). Most of Utah's population is concentrated along the Wasatch Front which encompasses the four urban and suburban counties of Salt Lake, Utah, Davis, and Weber; with largely rural areas encompassing the southern and eastern sections of the state as shown in the map.

Utah has grown by 7.4% in the past decade making it the fastest-growing state in the nation (*America Counts Staff, 2021*). This is due to its high birth rate (highest in the nation at 14.9 per 1,000 population) and the percentage of new incoming residents from other states (3.1% as compared to the national average of 2.1%). Below is a breakdown of Utah demographics in comparison to the national average:

**Figure 1: Utah Population Estimates, 2021**



Source: Utah Population Committee, Kem C. Gardner Policy Institute

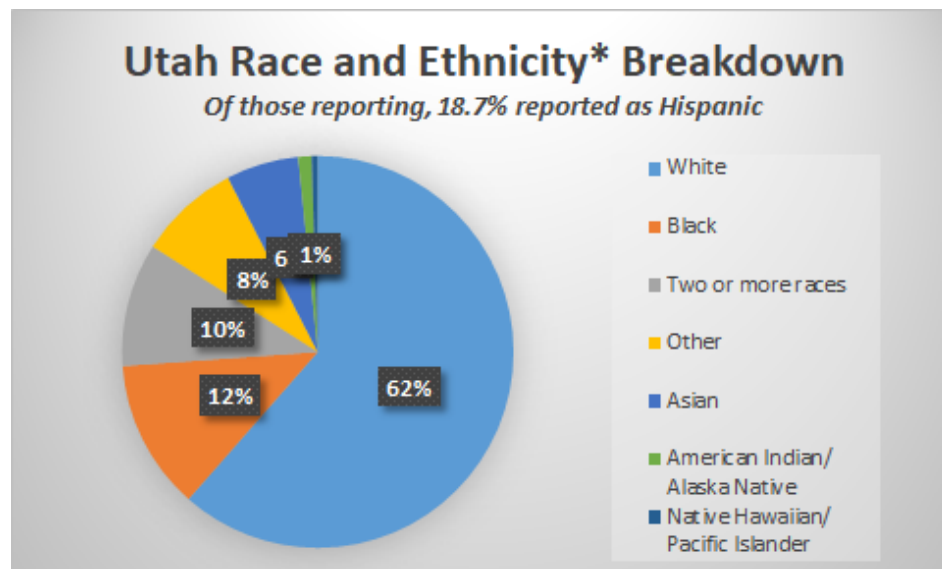
Utah Quick Facts (2020 Census):	Utah	Nationwide
Median Age	31.1	38.2
Percentage of population under 18 years old	29.4%	22.4%
Percentage of population over 65 years old	11.1%	16.0%
Average family size	3.58	3.21

Median household income	\$74,197	\$64,994
Bachelor's Degree or Higher	34.7%	32.9%
Employment Rate	66.1%	59.6%
Poverty Rate	9.1%	12.8%
Disabled population	9.7%	12.7%
Population without health insurance	9.0%	8.7%
Median gross monthly rent	\$1,090	\$1,096
Occupied housing units	91.8%	90.3%

## Demographic Data on the Distribution of Underserved

### *Race/Ethnicity and Speakers of Other Languages*

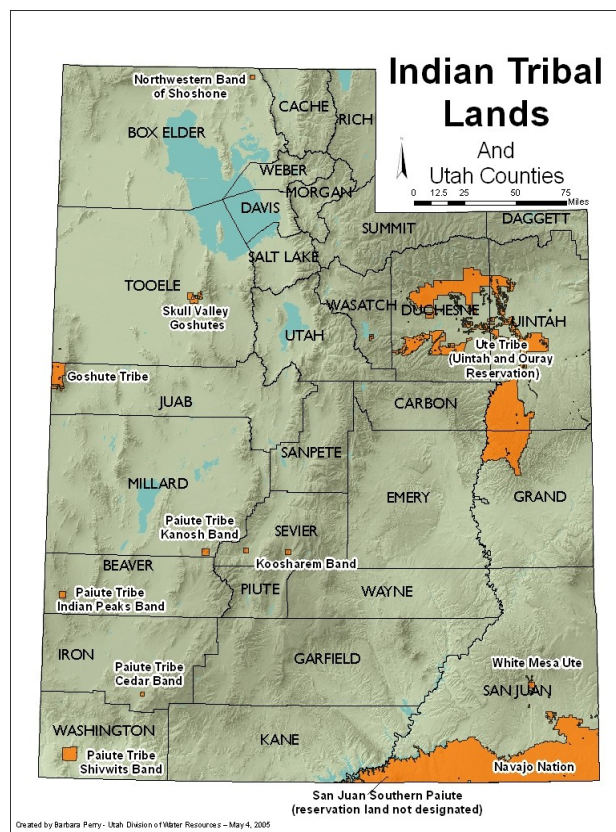
Over the past decade, Utah has grown more diverse with a diversity index of 61.1%, up from 54.9%. Approximately 15% of Utah's population speaks a language other than English at home and approximately 8% of its population is foreign born. Utah's race and ethnicity breakdown is as follows:



## *Tribal Nations*

Utah is home to eight distinct tribal nations: the Confederated Tribes of the Goshute, the Paiute Indian Tribe of Utah, the San Juan Southern Paiute Tribe, the Northwestern Band of the Shoshone Nation, the Skull Valley Band of the Goshute, the Ute Indian Tribe of the Uintah and Ouray Reservation, the Ute Mountain Ute Tribe, and the Navajo Nation.

Each tribe is a sovereign government and interacts as such with state and federal governments. Tribal lands are located in rural and frontier areas of Utah. More than half of Utah's American Indian populations live in rural (24%) and frontier (28%) areas. About 48% live in urban areas. This urban population is composed of members of Utah tribes and other tribes outside of Utah. Each of these sovereign nations are spread out across the state as shown (*Utah Division of Indian Affairs, n.d.*).



## *Refugees*

Utah has a history of welcoming refugees to our state with over 60,000 refugees who reside here. In recent years, refugee arrivals to Utah decreased from about 1,100 per year to an average of 400. The vast majority live in Salt Lake County and represent countries such as Somalia, the Democratic Republic of the Congo, Syria, Iraq, Vietnam, the former Soviet Union, and Burma. Salt Lake City schools with large refugee populations report over 30 languages spoken (*Kem C. Gardner Policy Institute, 2021*).

## *Homelessness*

The following data was reported on homelessness in Utah for January-December 2021 (*Utah Department of Workforce Services-Homeless Services, 2022*):

- A total of 13,810 Utahns experienced homelessness, of which 77.6% were newly homeless
- Of those reported as homeless, 5,272 (38%) were exited into permanent, temporary, or institutional housing

- 10,655 individuals accessed emergency shelter which was an increase of 4% from the previous year

### *LGBTQ+*

In Utah, there are approximately 104,000 people who identify as LGBTQ, or 3.7% of the state's population. (*State Profiles*, n.d.) A majority of this population resides in Salt Lake County as its policies and culture have been shown as friendlier than other areas of the state. The Salt Lake County Council is unique in that the majority of its members identify as LGBTQ and most are people of color. (*Associated Press*, 2022) However, this is not the same across the state. Overall, Utah received a score of 8/20.5 on the Sexual Orientation Policy Tally and 6.25/22 on the Gender Identity Policy Tally according to the Movement, Advancement, Project (*State Profiles*, n.d.). According to the National Center for Domestic Violence members of the LGBTQ suffer higher rates of violence than the overall community as shown below (*National Coalition Against Domestic Violence*, 2018):

- 43.8% of lesbian women and 61.1% of bisexual women have experienced rape, physical violence, and/or stalking by an intimate partner at some point in their lifetime as opposed to 35% of heterosexual women
- In a study of male same sex relationships, only 26% of men called the police for assistance after experiencing near-lethal violence

Furthermore, according to the Sexual Violence Resource Center transgender individuals suffer even higher rates of abuse (*Sexual Violence Resource Center*, 2019):

- Almost half (47%) of all transgender individuals have been sexually assaulted at some point in their lives, and these rates are even higher for trans people of color and those who have done sex work, been homeless, or have (or had) a disability
- While overall rates of trans and non-binary people receiving unequal treatment at rape crisis centers are low (4.9%), trans women were 2.44 times more likely to have experienced unequal treatment. Those who engaged in sex work were four times more likely

### *Plural Families*

Utah is unique in the presence of polygamous families (or plural families) that reside within its borders. There are approximately 54 distinct organized sects (ranging from a few dozen adherents to several thousand) within the Fundamentalist Mormon background plus a larger population of independent families who are not part of any group. There are an estimated 80,000 people from this background, but the number is most likely much higher. Due to its isolated nature, members of these communities experience rates of violence at a much higher rate than the mainstream population. Furthermore, they are much less likely to report violence to law



enforcement (*Cherish Families, 2021*). The legal ramifications of practicing bigamy (the act of going through a marriage ceremony while already married to another person) have been highly debated in Utah. In 2021, Utah declared the decriminalization of bigamy, making it an infraction. The penalty jumps to felony status if trickery, threat or coercion or any other violent crime is used to engage in bigamy.

## **Nature of Violence in Utah**

### *Domestic Violence in Utah*

The following statistics show the prevalence of domestic violence in Utah (*National Coalition Against Domestic Violence, 2021*):

- 33.6% of Utah women and 21.4% of Utah men experience intimate partner physical violence, intimate partner sexual violence, and/or intimate partner stalking in their lifetimes.
- In 2020, there were 103 homicides in Utah; 22.7% homicide victims died in an intimate partner or domestic violence related incident. 85.9% of these victims were female.
- In 2020, 3,168 adult and child clients were served in domestic violence shelters; 2,191 requests for shelter went unmet.
- As of December 31, 2020, Utah had submitted 1,683 misdemeanor domestic violence and 1,403 active domestic violence records to the NICS Index.

According to the Utah Department of Public Safety, there has been a steady increase in reported domestic violence incidents across the state over the past five years. More significantly there was a notable increase of 8.6% reported incidents in 2020. This number increased again in 2021 for a total of 14,883 domestic violence incidents in Utah that year. Rural counties have shown more dramatic increases in domestic violence for the same time period. (*Utah Department of Public Safety, 2022*)

### *Sexual Assault in Utah*

The rate of rape in Utah at 56.8 (per 100,000 population) is 33% higher than the U.S. rape rate at 42.6. According to the Utah Bureau of Criminal Identification (BCI), just one out of every three rape offenses in Utah were cleared in 2019, meaning only about 33% of reported sexual assaults ended in arrest with charges and prosecution of a perpetrator (*Utah Department of Health: Violence and Injury Prevention Program, 2021*).

Sexual violence costs Utah approximately \$5 billion per year, roughly \$1,700 per Utah resident with the largest amount of costs from loss of quality of life and its related pain and suffering (*Cowan, 2015*).

According to the Utah Department of Public Safety, there has been an overall increase in reported rape and sexual assault over the past five years. Between 2020 and 2021, there was a considerable increase of 22% of reported rape and sexual assault for a total of 4,672 reported offenses in 2021 (*Utah Department of Public Safety, 2022*)

### *Dating Violence in Utah*

In 2017 (most recent data available), among Utah teens who were dating or going out with someone (*Centers for Disease Control and Prevention, 2017*):

- More than one in four (26.5%) students were verbally or emotionally harmed by someone they were dating or going out with one or more times during the past 12 months (33.2% of females and 19.7% of males)
- More than one out of every 11 students were forced by someone they were dating or going out with to do sexual acts they did not want to do during the past 12 months
- Almost twice as many females (9.6% of females compared to 5.1% of males) students were physically hurt on purpose by someone they were dating or going out with one or more times during the past 12 months

### *Stalking in Utah*

Stalking is serious, often violent, and can escalate over time. An estimated 13.5 million people are stalked in a one-year period in the United States. Nearly 1 in 3 women and 1 in 6 men have experienced stalking at some point in their lifetime. 69% of female and 80% of male stalking victims were threatened with physical harm. (*Stalking, Prevention, Awareness, and Resource Center, n.d.*)

In Utah, civil stalking injunctions are much more prevalent than criminal stalking injunctions. According to the Utah Administrative Office of the Courts report in 2021, 831 temporary stalking injunctions were granted, of which 145 civil stalking injunction orders were issued for three years.

## **Existing Needs of Victims**

While survivors of violence have a host of complex, varying needs, there have shown to be commonalities among them. The Utah Domestic Violence Council along with the Gender Based Violence Consortium at the University of Utah conducted a needs assessment on domestic violence, sexual violence, and human trafficking victims. The purpose of this study was to “understand the resources available to address domestic violence/intimate partner violence, human trafficking, and sexual violence in Utah; assess for the presence and extent of gaps pertaining to geographic location (rural and urban), service type, and accessibility, including underserved communities” (*Fukushima, 2022*). The assessment provided useful information to better understand the needs and barriers of victims and how service providers can best assist

them. Among the findings were the following data points (*Fukushima, 2022*):

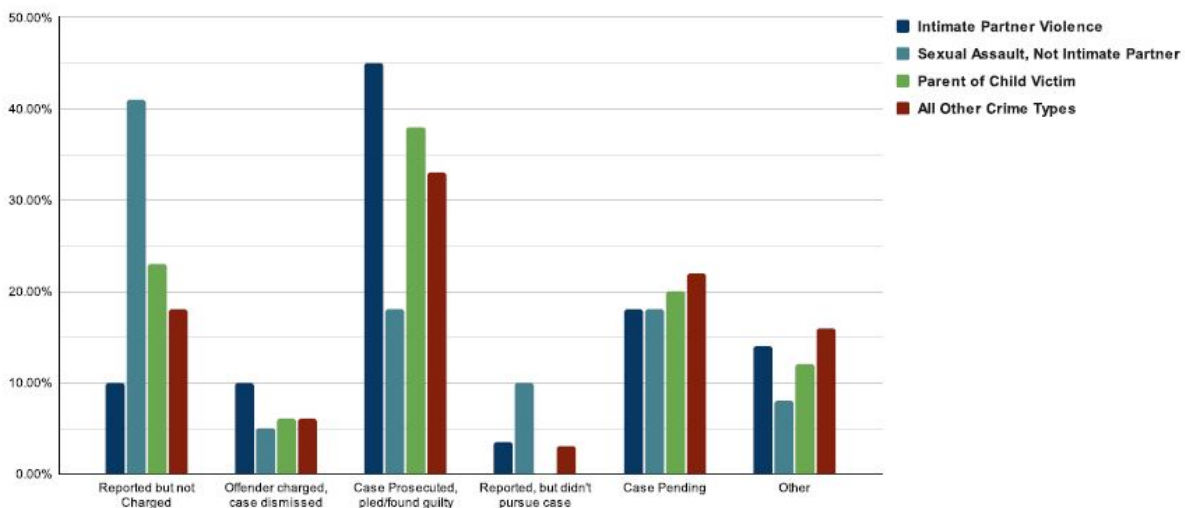
- Top five needs for survivors of violence are: (1) housing, (2) financial, (3) emotional support, (4) mental health, and (5) family
- Top five barriers for survivors are: (1) fear of abuser, (2) don't want to get their abuser in trouble, (3) lack of knowledge about resources to assist them, (4) lack of financial resources to leave, and (5) lack of childcare for children
- Reasons survivors call crisis lines: safety and emotional support and assistance with urgent needs (housing, medical, etc.)
- Top five reasons housing is insufficient: (1) not enough beds/housing options, (2) housing is unaffordable, (3) ineligibility for services, (4) unaware of housing services, and (5) fearful because of anti-immigration sentiment
- Top five reasons reporting abuse to law enforcement was difficult: (1) fearful of law enforcement because of legal status, (2) maltreatment from law enforcement, (3) bias/discrimination from law enforcement, (4) denied support, and (5) racial profiling.
- Top five pressing legal needs: (1) protective order, (2) child custody, (3) divorce, (4) legal needs related to DV, and (5) prosecution of their abuser

The Utah Office for Victims of Crime in conjunction with the Utah Criminal Justice Center also conducted a needs assessment for crime victims. This study was directed towards all victims of crime of which 63% were victims of sexual assault, stalking, and/or intimate partner violence. The study consisted of interviews and surveys from both service providers and victims and focused on the criminal justice system response for crime victims as well as gaps in victim services. Among the highlights were the following data points (*Utah Criminal Justice Center, 2022*):

- The overall suggestions to improve victim services:
  - Safety: Improving the process for getting protective orders
  - Mental Health: increase access to therapy and peer support opportunities and increase the number of trauma-informed therapists
  - Housing: increase housing options including temporary housing when safety is a concern
  - Medical: increase the number of sexual assault nurse examiners statewide and increase support to victims in the medical system
- The overall concerns with the provision of victim services:
  - Communication: lack of follow-up, information was not accurate, and communication ended before victims concerns' were resolved
  - Availability of services: not enough capacity to meet victims' needs or no services available because of circumstances of victimization and/or case characteristics
  - Financial: lack of financial support and assistance with transportation
  - Quality of services: victims felt blamed, demeaned, and/or not supported
  - Safety: lack of resources to ensure victim safety, including length of protective order and general support to enhance sense of safety
- The overall suggestions for criminal justice system improvement:

- Help victims navigate the criminal justice system and keep them informed
- Ensure victim's feel they are taken seriously and use trauma informed language
- Ensure victim's opinions are considered, especially in criminal justice proceedings
- Providing victims with choices and opportunities to make decisions
- An additional point of interest is the consistency in filing charges and successful prosecutions in these cases. The data showed that among the survey participants that had reported their case to the police, sexual assault cases were far less likely to have their case charged or not pursued than any other crime victim type (see chart below):

**Case Resolution by Incident Type**



By better understanding the needs of victims, service providers are more equipped to provide assistance in a manner that is meaningful and productive. Furthermore, it is vital that service providers have an understanding of where victims are coming from in order to best assist them.

### III. DESCRIPTION OF PLANNING PROCESS

#### Description of the Planning Process

In order to develop a comprehensive STOP VAWA Implementation Plan that addresses the problems related to domestic violence, dating violence, sexual assault, and stalking, including the gaps in services and the solutions and resources needed to improve Utah's response, it is critical to solicit and obtain a broad range of input. This was accomplished through a variety of methods, including:

- A review of several key statewide planning documents, reports and recommendations from advisory boards and councils from recent years;
- A review of the Victim Service Providers and Crime Victims Needs Assessment,

Attachment A;

- Needs Identification Meetings with other collaboration partners, not included on the planning committee. Attachment B provides a list of names, affiliations, and areas of expertise of the individuals participating in these meetings.
- A statewide survey distributed to all state and federally recognized tribes, representatives from underserved populations and culturally specific organizations. Attachment C provides a list of survey questions.
- The creation of a planning committee representing various advisory boards, councils, agencies and projects working collectively to address violence against women in Utah. Attachment D provides a list of names, affiliations, and areas of expertise of the individuals participating in the planning process.

## **Documentation from the Planning Committee**

The planning committee is comprised of key stakeholders representing various advisory boards, councils, agencies and projects working collectively to address violence against women in Utah. These stakeholders represent diverse populations and perspectives on the issues of sexual assault, domestic and dating violence, and stalking. The planning committee includes representation from 18 community-based victim services organizations to ensure meaningful participation and input into the plan. Representation from these organizations, along with representatives from the three statewide coalitions contributed significantly to guiding the development of the 2022-2025 Implementation Plan. Additionally, nine of the community-based agencies represented rural areas of the state. The committee continues to seek membership from both underserved and culturally specific communities. The planning committee has representatives from communities of color and Tribes.

The seven Stakeholder Meetings were hosted online due to COVID-19 related restrictions and precautions. Additionally, to increase accessibility and participation, forms requesting valuable input were sent monthly to the Committee listserv. The Stakeholder meetings were held throughout May through November of 2021.

The committee participated in discussions to acquire their input on needs and priorities for the 2022-2025 Utah STOP Violence Against Women Implementation Plan. In order to obtain fully informed needs and goals for the 2022-2025 plan, committee members spent time:

- Envisioning an ideal future of non-violence against women in Utah;
- Considering the statistical violence against women data trends in Utah;
- Identifying the significant underserved populations in Utah;
- Reviewing and enhancing the vision, themes, and goals to address violence against women identified in the 2017-2020 STOP Violence Against Women Implementation Plan;
- Discussing Utah's achievements for each of the issues identified in addressing violence against women;
- Identifying the gaps under each issue identified that still need to be addressed;
- Matching the gaps to the goals that will address them;

- Creating new goals;
- Creating new process objectives for each goal;
- Developing specific outcome measures for each STOP allocation area to measure the effectiveness of STOP VAWA grant funds;
- Reviewing drafts and issuing final approval of the implementation plan.

After reviewing the goals of the 2022-2025 STOP Violence Against Women Implementation Plan, the committee matched each of the identified gaps to the goals that will address them. Next, the committee created process objectives for each goal regarding the provision of funds to address the gaps. Utah looks forward to accomplishing the identified goals and, by doing so, seeing a more coordinated, comprehensive, and positive impact on domestic violence, dating violence, sexual assault and stalking statewide.

Attachment D provides a list of names, affiliations, and areas of expertise of the representatives that participated in the planning process. The planning committee's participation in creation of this plan was documented by meeting agendas, sign-in sheets for in-person and online meetings, email messages, as well as completion of a documentation of collaboration form.

## **Consultation with other Collaboration Partners**

Another step in the planning process included Needs Identification Meetings. These meetings were conducted with representatives from many agencies and organizations. The six groups are described below. By conducting these meetings, UOVC was able to spend more time with each group. Additionally, the individual sessions provided an environment where entities could speak to the issues that affected their specific population, clientele, discipline, or community. An emphasis was placed on maintaining existing, improving and developing new collaborative efforts across all systems that work with victims of crime throughout the state. During the meetings, participants were asked who they felt were missing from the table. Agencies and/or individuals that were identified were included in the invitation process. Suggestions brought forth from these meetings are also incorporated throughout this plan.

*Underserved Communities:* On February 6, 2020, UOVC conducted a meeting to gather input from various community leaders representing the underserved communities throughout the state of Utah. Twelve individuals attended this meeting representing eleven different agencies in both rural and urban areas. Each agency represented a different underserved population, including Plural Families, Persons with Disabilities, Sex Workers, Human Trafficking, Incarcerated Victims, Native American, Pacific Islander, Hispanic, Latino/a, and Immigrant communities. A majority of these individuals expressed their appreciation for a safe environment to share their voice. They have conveyed their willingness to continue to collaborate throughout the 2022-2025 program years.

*Victim Services Domestic Violence Shelters:* On February 20, 2020, UOVC conducted a meeting to gather input from the 14 domestic violence shelters throughout the State. Sixteen Program Managers/Shelter Directors attended via in-person or by phone representing both urban and rural

areas.

*Prosecution/Courts/Legal:* On February 27, 2020, UOVC conducted a meeting to gather input from 13 individuals representing Prosecution/Court/Legal Agencies throughout the State. Four agencies (Legal Aid of Salt Lake City, Utah Crime Victim's Legal Clinic, Timpangos Legal Center, and Utah Legal Services) represented are non-profit agencies providing services to victims of domestic violence, sexual assault, stalking, and dating violence. Other agencies in attendance included Layton City Attorney's Office, Wasatch County Attorney's Office, Cache County Attorney's Office, and the Utah State Courts.

*Law Enforcement and Advocates:* On March 3, 2022, UOVC conducted a meeting to gather input from law enforcement/system-based advocates. Thirteen law enforcement agencies were represented, including Herriman Police Department, Iron County Sheriff's Office, University of Utah, Provo Police Department, Lone Peak Police Department, South Salt Lake Police Department, Carbon County Sheriff's Office, Price City Police Department, Payson Police Department, Vernal Police Department, SBI, and Kaysville Police Department. In addition, an Army Community Service Advocate attended and provided critical input.

*Domestic Violence Local and State Coalitions:* On March 5, 2020, UOVC conducted a meeting to gather input from the local and state Domestic Violence Coalitions. Representatives from each of the State Coalitions (UCASA, UDVC, and RAW) were invited to attend. Two individuals attended and represented the following two agencies: Utah Coalition Against Sexual Assault (UCASA) and Restoring Ancestral Winds (RAW). Due to their knowledge, skills, experience, and frequent interaction with crime victims, these individuals are highly qualified to provide input through the STOP Implementation Planning Process. It is important to note that representatives from all three state coalitions are part of the Implementation Planning committee and have attended numerous planning meetings to provide input.

*Child/Adult Protective Services (APS) Workers:* On March 10, 2020, UOVC conducted a meeting to gather input from child and APS workers. Seven individuals attended and represented the following agencies: Adult Protective Services, Salt Lake County District Attorney's Office, Attorney General's Office-Children's Justice Center, Utah County Children's Justice Center, Washington County Children's Justice Center, and Salt Lake County Children's Justice Center.

*Online Survey & Statewide Needs Assessment:* In May 2020, The Utah Office for Victims of Crime implemented an online statewide survey using Google Forms. The survey was crafted to gather the opinions from underserved communities throughout the state about the use of STOP VAWA funds as well as gaps in services and the needs in order to improve the services to victims. A copy of the survey questions can be found in Attachment C. A total of 23 responses were received which provided invaluable information about domestic violence, dating violence, sexual assault, and stalking as well as their perspective on how the STOP funds should be used. All of the respondents to the survey serve underserved and marginalized victims residing in rural areas. The information obtained through the survey has been incorporated throughout the plan

*Victim Service Providers & Crime Victims Needs Assessment:* October - December 2021, the

Utah Office for Victims of Crime completed a Needs Assessment with victims of crime and victim service providers. UOVC contracted with the Utah Criminal Justice Center (UCJC) within the College of Social Work at the University of Utah. We distributed the needs assessment survey widely across the state to 820 victim service providers and 14,378 crime victims that had applied crime victim reparations in the last five years. We also asked victim service providers to send the needs assessment survey to victims of crime they had worked with. We had 191 victim service providers fill out the assessment. We had 704 victims fill out the victim needs assessment. The research team did 51 interviews, 35 with victims and 16 with victim service providers. UCJC then analyzed the data from the assessments and the interviews.

UCJC gave UOVC the results and findings. There was a lot of data from the two assessments and interviews. There are a few highlights from the findings. Of the victims that filled out the survey, 98% of the victims reported to law enforcement. We recognize that this is not the typical representative of overall victimizations, but since we had sent out the assessment to anyone that applied for Crime Victim Reparations in the past five years this skewed the percentage of reported cases. The findings also showed that sexual assault cases had the highest percentage of cases being reported and no charges being filed. Intimate partner violence had the highest rate of favorable prosecution. The overall theme we received from the victim needs assessment is that often the victim is overwhelmed and does not feel heard in the criminal justice process. We received a lot of helpful ideas from victims of ways to improve the victim service and criminal justice processes.

In the victim service provider assessment, we asked about their workloads, training, organizational support systems, credentialing, and suggestions to improve victim services. The findings showed that 39% of victim service providers feel overwhelmed with their caseloads. We also identified a need to provide more training, particularly about victim's rights and the complaint process. The assessment indicated that 39% of advocates have not received training on victim rights. This will be an area of focus from UOVC to broaden victim rights training and make it more accessible. We also identified that victim service providers saw credentialing for advocates as favorable as long as provisions were set-up to eliminate barriers for agencies to have the advocates credentialed. We also identified a large gap in victim service providers seeking feedback or evaluation of their agency's effectiveness. Moving forward UOVC will develop a strategic planning task force, made up of direct service providers as well as a victim/survivor lead task force. The purpose of these two task forces will be to improve victim services so that victims can be better supported. This will be an important area that will rely on UOVC to provide technical support. This will start by holding listening sessions in all eight court district regions and tribal regions to discuss the needs assessment and what ways we can move forward on a strategic plan to improve victim services in the state of Utah. A copy of the needs assessment results can be found in Attachment A. The information obtained has been incorporated into the plan.



## **Consultation and Coordination with Tribes**

There are eight federal and state recognized tribal governments in Utah: Ute Mountain Ute Tribe, Navajo Nation, Paiute Indian Tribe of Utah, Confederated Tribes of Goshute, Skull Valley Band of Goshute, Northwestern Band of Shoshone Nation, San Juan Southern Paiute Tribe, and Ute Indian Tribe, Uintah and Ouray Reservation. Each of these sovereign nations has its own history, culture, lands, treaty rights, governmental structure, membership criteria, court system, criminal jurisdiction and tribal laws.

UOVC reached out to Utah Tribal Nations to strengthen collaboration in the 2022-2025 Implementation planning process. UOVC uses various methods of communication to build and strengthen relationships with each of the tribes in a meaningful way, including: in-person (group and individual) meetings, virtual meetings, on-site meetings, surveys, emails, and phone calls. It is important to note because of COVID-19, in-person interaction was heavily restricted. By request of tribal leadership, meetings were mostly held virtually.

The following outlines the effort to reach each tribe, the means by which tribes were given the opportunity to offer their opinions, and a broad overview of the main activities that were conducted:

- UOVC invited representatives from each tribe to participate as members of the 2022-2025 Implementation Planning Committee. Each representative is invited to all of the committee meetings via email and/or phone. Three tribal representatives were able to regularly participate in the planning process. Additionally, representatives from Restoring Ancestral Winds (RAW) and the Urban Indian Center were part of the committee. All committee members receive meeting documents via email before and after each meeting. UOVC follows up with each tribe to ensure all questions are responded to and any feedback provided is addressed in the plan.
- UOVC representatives are invited to attend quarterly Utah Tribal Leaders meetings. Eight meetings were attended virtually between June 2020 and April 2022. During four of these meetings, Tribal Leaders provided UOVC with time to present updates on the plan and to gain input from all Tribal Leaders present. A majority of the input is provided verbally and has been incorporated throughout this plan.
- UOVC conducted an Underserved Communities survey in May 2020. This survey was designed to help inventory the resources available to victims within the tribal communities and to recognize gaps in services and identify training or technical assistance needs. Attachment C provides a copy of the questions asked in the survey.
- UOVC held listening sessions with the eight federally recognized tribes in Utah. These sessions included 22 (in-person and/or virtual) meetings between October 2019 and April 2022. The purpose is to understand the level of collaboration, barriers to service delivery and how to effectively address those barriers and provide inclusive service delivery.

- UOVC consulted with tribal leaders as the STOP VAWA application guidelines and priorities were developed and provided technical assistance throughout the application process.

The following include activities conducted between UOVC and tribal representatives:

- UOVC and Ute Mountain Ute have been working together to create and maintain a coalition meeting to unite all tribal, state, and local government and other entities within the White Mesa community.
- UOVC and Utah Navajo Health Systems (UNHS) worked together throughout 2020-2021 to successfully reopen a domestic violence shelter in San Juan County, Utah. This is significant because this represents the only DV shelter located in the four corners area of Utah.
- For the past several years, UOVC has collaborated with tribal elders from Skull Valley to provide a blessing during the National Crime Victims' Rights annual candlelight vigil.
- UOVC representatives work in collaboration with the Urban Indian Center to assist in holiday drives for Tribal members living in Urban areas.

## Summary of Major Concerns

The 2022-2025 Implementation Plan utilizes the insight of previous plans, while incorporating recently compiled data as described in this section. It should be noted that in the 2022-2025 Implement, several areas of concern were raised during the planning process. The following chart identifies the concerns, along with how they are being addressed in this Plan:

Identified Concern/Need	How does the Plan address this concern?
Lack of resources available to victims; lack of access to services; Long wait lists for services	Goal 1 & 4
Lack of outreach, insufficient outreach materials	Goal 1
Need for increased meaningful services to underserved populations	Goal 1
Need for increased use of lethality assessments	Goal 1
Lack of interpretation services; Language	Goal 1

barriers	
Lack of education and training to professionals	Goal 2
Need to address protective order and stalking injunction gaps	Goal 2 & 4
Lack of education/knowledge working with underserved/culturally specific populations	Goal 2 & 4
Inconsistent screening of cases	Goal 4
Lack of collaboration and coordination between organizations serving victims, need for better relationships	Goal 2 & 3
Retention of staff and high advocate turnover; Lack of peer support for professionals; Need for mentoring	Goal 2 & 3
Lacking a best practice guide; lack of sharing information between providers; Improve data collection	Goal 1 & 3

One concern that was repeatedly highlighted during the planning process was the need for more training and education, to include: culturally specific training, trauma informed training, training to law enforcement, prosecution, judges, frontline staff, and mental health personnel, crime victims reparations and restitution training, training SARTs, victims' rights training, and training specific to sexual violence. Goal 2 of this plan addresses the need to provide basic and advanced training to systems that provide services to crime victims.

Another area of concern that was frequently mentioned in the planning process was the need to enhance collaborations and improve relationships between victim services systems (Goal 3). Several planning team members indicate collaboration between service providers is key to victims receiving better, more consistent levels of care.

Specific to Tribal communities, additional areas of concern involve jurisdictional issues, funding rules providing barriers to healing, and distrust between communities and government. Planning team members, specific to individuals serving Native Americans and/or victims on reservations, believe using federal funds to serve victims could provide barriers to what they define as healing. In recent years, funding has been given to perform ceremonies and it is reported they are seeing increased healing in those communities. Representatives also report silos between tribes, with no major connecting programs. Both UOVC and the Administrative Office of the Courts (AOC)

have tribal liaisons within their organizations that are committed to building trust and improving relationships between victim services providers and government, and the tribal communities.

The need for safe housing for victims was identified in the planning meetings and in the aforementioned Needs Assessments. Through the VOCA funding, administered by UOVC, victim services programs can receive funding for housing needs. Since this program currently exists, we will not be addressing this specific concern with STOP VAWA funds; we will encourage STOP VAWA subrecipients to collaborate with programs that receive housing funds through VOCA and other resources.

In summary, major concerns raised during the planning process have been addressed and thoughtful approaches to resolve these concerns have been incorporated into this plan. UOVC, along with the planning committee are confident that problems faced by victims of violence against women across the state will be met head on in a more knowledgeable, efficient, and culturally-sensitive manner than ever before.

## **State Coordination of Plan**

The Utah Office for Victims of Crime (UOVC) administers the Victims of Crime Act Compensation and Victim Assistance grants. All subgrantees of UOVC, regardless of their funding source, are required by contract to educate and assist victims with the compensation application.

The Utah Department of Health and Human Services, Division of Child and Family Services administers the Family Violence Prevention and Services Act for the State of Utah. Their grant program managers closely collaborate with UOVC and sit on the implementation team, reviews grant proposals and provide input regarding funding priorities. UOVC also reviews the annual strategic plan issued by the Division of Child and Family Services.

The Utah Department of Health administers the Rape Prevention Education funds. Their program manager collaborates with UOVC and provides input regarding funding priorities. The Department of Health administers funding to sexual violence programs, in addition to the Utah Coalition Against Sexual Assault (UCASA).

Collaboration between UOVC, the Division of Child and Family Services, and the Department of Health programs are critical to ensure no duplication of services. Information about funding and services provided by the Victims of Crime (VOCA) grant, Sexual Assault Services (SASP) grant, and the Violence Against Women (VAWA) grant is also critical to ensure that the geographical areas with the least amount of available services receive adequate funding.

## **IV. DOCUMENTATION/LETTERS**

Please see Attachment E for letters from prosecution, law enforcement, courts, and victim services programs that describe the need for grant funds, the intended use of grant funds, the

expected result of grant funds, and the demographic characteristics of the population to be served.

## **V. PLAN FOR THE FOUR-YEAR IMPLEMENTATION PERIOD**

### **Goals and Objectives**

The 2022-2025 Implementation Plan goals and objectives outlined in the corresponding subsections below were developed through the planning process results, coordination with other state and federal funding streams, data outlined in the “Needs and Context” section above, and previous implementation plans.

### **Identified Goals and Objectives**

The vision of the current project is to provide trauma-informed services to victims of domestic violence, dating violence, sexual assault, or stalking. These services will be available to victims whether they choose to participate in the civil or criminal justice systems. To support the achievement of the overall vision and address the needs in the section above, the committee created specific goals and objectives for STOP VAWA grant funding to address needs identified and the gaps identified for each issue identified.

Overall goals are stated and followed by their corresponding objectives.

#### ***Goal 1: Improve and strengthen the State of Utah’s response to crime victims***

- Identify and maintain core services for victims of domestic violence, sexual violence, stalking, dating violence, DV-related homicide, and sex trafficking.
- Increase support and services for victims of domestic violence, sexual violence, stalking, dating violence, DV-related homicide, and sex trafficking.
- Develop infrastructure or enhance or establish services for victims of crime identified around the state as underserved.
- Support efforts to collect data regarding the nature and incidence of violence within the state across all systems targeting tribal and/or underserved populations.
- Implement evidence-based risk/danger assessments to identify and prioritize victims who are considered to be in relationships with a high risk of lethality.
- Ensure all organizations receiving federal funding take reasonable steps to make their programs, services, and activities accessible by eligible persons with limited English proficiency.

#### ***Goal 2: Provide basic and advanced training to systems that interact with crime victims***

- Provide culturally specific services and training to underserved communities based on factors such as race, ethnicity, language, sexual orientation, or gender identity.
- Provide basic and advanced training to tribal victim services, tribal law enforcement, and tribal courts regarding services for victims in tribal communities.
- Provide comprehensive training to victim services, law enforcement, prosecution, and court personnel on domestic violence, sexual violence, stalking, dating violence, DV-related homicide, and sex trafficking to encourage increased reporting, arrest, successful prosecution, and enforcement of protective orders.
- Improve quality of victim services and promote consistency of core training for victim professionals by collaborating with statewide training programs to align training and mentoring programs.

***Goal 3: Enhance collaborations and improve relationships between victim services systems***

- Increase collaboration between system-based and community-based organizations to address domestic violence, sexual assault, stalking and dating violence in communities that provides a forum for interagency communication and collaboration and work to develop and implement policies and procedures that improve interagency coordination and lead to more uniform responses to domestic violence, sexual assault and stalking crimes.
- Utilize the State Victim Advocate Liaison, within UOVC, to improve the provision of core services, best practices, trauma informed responses and organizational capacity, thus creating consistent services throughout the state.
- Increase collaboration with UOVC and statewide coalitions to enhance existing services, increase services to areas with underserved needs, and improve the overall systemic response to victims of violence in our state.

***Goal 4: Improve victim experience within the criminal justice system process***

- Create and implement best practice models of communication methods and notification protocols between criminal justice professionals and crime victims.
- Define, implement and enhance current trauma-informed care practices.
- Enhance the education and awareness surrounding victims' rights and the complaint process.
- Increase safety of victims by improving the process to obtain protective orders and stalking injunctions.
- Strengthen the criminal justice system response to sexual assault and domestic violence through developing and maintaining specialized law enforcement detectives and prosecutors.

## **Description of Funding Allocations**

In accordance with federal guidelines at least 25% of the funds granted will be allocated for prosecution purposes, at least 25% percent will be allocated for law enforcement purposes, at least 30% will be allocated for victim services purposes, and at least 5% will be allocated for the judiciary. Approximately 15% will be allocated under the discretionary category. No more than 10% will be used for eligible administrative expenses. The 30% dedicated for victims services will meet the Violence Against Women Act definition as “services provided to victims of domestic violence, dating violence, sexual assault, or stalking, including telephonic or web-based hotlines, legal advocacy, economic advocacy, emergency and transitional shelter, accompaniment and advocacy through medical, civil or criminal justice, immigration, and social support systems, crisis intervention, short-term individual and group support services, information, and referrals, culturally specific services, population specific services, and other related supportive services”. Of the 30% allocated for victim services purposes at least 10% will be allocated towards culturally specific community-based organizations.

## **Statutory Priority Areas**

This section outlines the specific priorities of the 2022-2025 STOP VAWA Implementation Plan and describes the approaches that Utah will take to address them as outlined in our statewide goals and objectives.

### *Meeting the Sexual Assault Set-Aside*

As required by the VAWA statute, twenty percent (20%) of Utah’s STOP Formula grant funds will be awarded to serve sexual assault victims within a minimum of two allocation categories.

Over the past several years, approximately 20 percent of the Utah VAWA grant funds supported sexual assault victims throughout all five allocation categories. A review of the data indicates the majority of these sexual assault funds were expended throughout the prosecution and victim service categories. Therefore, Utah’s 2022–2025 STOP Implementation Plan will continue to follow this precedence and increase services provided to sexual assault victims within these two categories. The sexual assault set aside plan will be written by UOVC’s VAWA staff in consultation with the STOP Implementation Planning committee and sexual assault service providers. Unmet needs of sexual assault victims will be the target of planning meetings conducted. The plan will encompass services to stranger rape, acquaintance rape, alcohol and/or drug-facilitated rape, rape in prison, and rape within intimate partner relationships.

In 2021, Utah legislature passed a bill regarding Prison Rape Elimination Act Compliance. This law meets national standards made under the federal Prison Rape Elimination Act of 2003 by mandating the implementation of policies and data collection relating to the sexual assault of

inmates. STOP funds will be supportive of programs developed to address the needs of sexual assault victims within the prison system.

The State will only include subgrantees toward the 20% set aside that have dedicated sexual assault victims and services rather than subgrantees that are focused primarily on domestic violence. Subgrantees must demonstrate meaningful partnerships between systems based and community-based programs/projects. The State will ensure sexual assault programs are meaningful and victim centered. The State will also ensure that subgrantee program personnel counted in 20% sexual assault set aside have a substantive understanding of the issue. UOVC will prioritize funding for programs that demonstrate quality culturally relevant and bilingual services. UOVC is highly concerned about rape and sexual assault and wants to ensure highly effective services are funded and will work with subgrantees to create standards of care.

Current STOP VAWA funded programs that meaningfully address sexual assault include:

- Supporting SANE programs;
- Supporting sexual assault victim services; especially targeting underserved populations;
- Supporting sexual assault victim services; especially targeting sex trafficked victims;
- Supporting specialized sex crime units in law enforcement and prosecution agencies; and
- Supporting training, policy, and protocol development for the courts.

### *Domestic Violence-Related Homicides*

In an attempt to better understand the impact of Intimate Partner Violence (IPV) and Domestic Violence (DV), and to identify ways to prevent IPV/DV related fatalities, the Utah Department of Health (UDOH) Violence and Injury Prevention Program (VIPP) established the Domestic Violence Fatality Review Committee (DVFRC) in 2002. The DVFRC is a multi-disciplinary team that reviews all adult homicides perpetrated by an intimate partner, former intimate partner or stalker, or any other death that occurred in the context of a domestic dispute (e.g., bystander, police officer shooting, etc.). The Committee consists of individuals from multi-disciplinary backgrounds, including: Salt Lake Police Department, Office of the Attorney General, Utah Domestic Violence Coalition, Utah Commission on Criminal and Juvenile Justice, Utah Office for Victims of Crime, Utah Department of Corrections, Utah Department of Health, Office of the Medical Examiner, Utah Department of Human Services, and Utah Department of Workforce Services. The primary purpose of the DVFRC is to establish effective strategies to improve agency and community response to prevent and respond to IPV/DV as well as to cultivate discussion and action to establish a unified multi-agency approach to addressing this public health issue.



Homicides are reviewed after they have been adjudicated and a report is available only after five years of homicides have been reviewed. The committee reviews cases over a five-year time period. The most recent report, the Intimate Partner and Domestic Violence Fatalities Report put out by the DVFRC reports on homicides issued in 2020. It is based on data compiled in 2018, and reports on homicides from 2009-2016. Therefore, there is some delay in receiving the most recent data. In the report, the following overall findings were identified:

- 85 IPV/DV homicides over 5-year period
- 22.7% of homicide victims in Utah died in an intimate partner or domestic violence related incident.
- Utahns of all ages are fatality victims of intimate partner violence-related incidents.
- 85.9% of intimate partner violence related homicide victims were female
- 53.9% of victims had a known intimate partner violence history that was reported to authorities by friends, family members, neighbors, etc.
- 44 children were impacted by homicide incidents
- Between 2009 and 2016, the number of IPV/DV related deaths have steadily increased. Crime Victim Reparations paid out \$700,000 to IPV victim's family members
- 49% of the perpetrators committed suicide after the homicide
- In 54% of the IPV incidents, the suspect had a prior arrest. Known risk factors for intimate partner homicides include: IPV suspect's access to and use of a firearm
- 26% had escalation in violence prior to homicide
- 70% of homicides occurred along the Wasatch Front.

Below are the top recommendations, based on DVFRC committee prioritization:

- Work with key stakeholders and conduct strategic planning to address the factors that increase risk for the perpetration of IPV and to promote factors that create healthy, sustainable families, and communities.
- Identify and document known risk factors that exist in each fatality review to ensure the development of informed recommendations focused on shared risk and protective factors and primary prevention strategies for IPV and DV.
- Provide training to professionals on how to encourage and facilitate contact with a victim advocate and explain the importance of safety planning.
- Support expansion of the Lethality Assessment Program to all police agencies statewide and establish collaborations with community-based victim service providers to aid victims in accessing counseling, housing, medical, financial, legal, and other needs.

In 2017, the Utah State Legislature passed HB 017 which amends aggravated assault to include strangulation. According to the bill, strangulation is considered a second-degree felony if action results in a loss of consciousness and is defined as, any act that impedes the breathing or the circulation of blood of another person by the actor's use of unlawful force or violence that is likely to produce a loss of consciousness. Historically, non-lethal strangulation is common in domestic violence, however since external bruising is slight, the seriousness of strangulation has been minimized by law enforcement, medical personnel, and victims. What most victims, and many professionals who deal with domestic violence every day, don't know is that it can cause brain damage, pneumonitis (inflammation of lung tissue), miscarriage, heart attacks, and delayed death, days or even weeks after the assault. Strangulation is not necessarily a cause of DV/IPV homicide, but it is an escalator that indicates the potential for further harm and even homicide.

The Implementation Planning Committee members recognize the usefulness of the finding presented by the DVFRC. The 2022-2025 Implementation Plan has adopted the recommendations from the 2020 report and all future reports as goals and objectives for statewide priorities. Some of the overarching goals might not fit within the eligible purposes of the STOP VAWA awards, however the 2022-2025 Implementation Plan addresses the totality of recommendations and supports programs that would address these areas. See Attachment F for a full list of recommendations found in the 2020 IP/DV Fatality Review Report.

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

Meeting the needs of underserved populations has always been a priority for programs funded through STOP VAWA. The 2022-2025 Implementation Plan continues to emphasize the coordination of services and training to meet the needs of unserved, underserved, and inadequately served victims within the state. UOVC continues to use the following definition to determine how a program addresses the needs of underserved populations. *“Underserved populations” is defined as “populations who face barriers in accessing and using victim services, and includes populations underserved because of geographic location, religion, sexual orientation, gender identity, 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.”*

The implementation planning process helped identify populations within the state that are historically underserved because of geographic location, religion, sexual orientation, gender identity, underserved racial and ethnic populations, populations with special needs (such as language barriers, disabilities, alienage status, or age). During the planning process, key stakeholders identified Utah-specific underserved populations, including the following:

- Persons with disabilities;
- Immigrant populations, including undocumented;
- Rural populations;
- Persons of color;

- Persons with limited English-proficiency;
- Lesbian, Gay, Bisexual, Transgender, Queer/Questioning (LGBTQ) community;
- Tribal/Native populations;
- Elderly persons;
- Persons of low socio-economic status, especially persons experiencing poverty and/or homelessness;
- Incarcerated or arrested persons;
- Human trafficking victims;
- Sex trafficking victims;
- Those with substance addiction; and
- Those who are afflicted with mental illness

UOVC constantly seeks input from representatives from all underserved groups, as well as those who provide services to them on a daily basis. The needs identification meetings (described earlier) offer representatives from each of our underserved populations. These meetings provided the opportunity to voice their concerns and desires in a completely neutral environment. By hosting these needs identification meetings, those who participated had the opportunity to share their concerns with UOVC without feeling conflicted or challenged by another group. In the future, UOVC will look to hold more frequent individual consultation meetings and group meetings so that potential STOP VAWA recipients, to include representatives from the underserved populations, have the ability to network with one another. As it has been found in the past, attendees will likely discover that many of their concerns and desires are very similar. This will allow them to develop new contacts and share information and resources.

As part of the development of the Implementation Plan, the online survey described earlier specifically asked about the needs of underserved and unserved populations in the various communities.

All subgrantee applications for STOP VAWA funds must address the needs of underserved populations, including geographically isolated victims. All grant applicants are required to submit information about underserved populations in their communities and how they plan to provide services to them. Every effort will be made to distribute funds equitably throughout the state, either through local or statewide grant projects, which will assist underserved populations. Each applicant will be accountable to gender equity and culturally relevant services and materials provided by their agencies.

### *Culturally Specific Set-Aside*

In accordance with the guidance issued by the Office on Violence Against Women, at least 10% of the victim services allocation for the STOP VAWA award will be dedicated to culturally specific community-based organizations. Culturally specific community-based organizations are defined as *a nonprofit, nongovernmental organization or tribal organization that serves a specific geographic community that: focuses primarily on domestic violence, dating violence, sexual assault, or stalking; has established a specialized culturally specific program that addresses domestic violence, dating violence, sexual assault, or stalking; has a primary focus on*

*underserved populations (and includes representatives of these populations) and addresses domestic violence, dating violence, sexual assault, or stalking; or obtains expertise, or shows demonstrated capacity to work effectively, on domestic violence, dating violence, sexual assault, and stalking through collaboration; and: is primarily directed toward racial and ethnic minority groups; and is providing services tailored to the unique needs of that population.*

In an effort to meet the culturally specific set aside, Utah will provide the solicitation announcement to various cultural associations in the state. Utah will ask for the assistance of the associations to further disseminate the solicitation to potentially eligible organizations. Because STOP VAWA funds are distributed using a competitive application process, UOVC elicits applications from a wide variety of agencies serving a wide variety of victims, including underserved victims that meet the VAWA definition of culturally specific. Priority consideration is given for applicants that specifically improve services to underserved victims. Utah will consider equitable distribution of the set aside when reviewing subgrant applications.

The following agencies will be STOP VAWA funded for the 2021 and 2022 funding years and meet the required 10% set aside for culturally specific organizations within the victim services allocation:

- *New Hope Crisis Center*: STOP VAWA funds support New Hope's advocate program that provides culturally informed direct services to Northwest Band of the Shoshone Nation victims of domestic violence, sexual assault, and stalking.
- *Seekhaven*: STOP VAWA funds support Seekhaven's victim service program and provides assistance to domestic violence and sexual assault immigrant victims in San Juan County, Utah.
- *Ute Mountain Ute Tribe*: STOP VAWA funds support the Hands Down, Standing Strong program that provides assistance to domestic violence and sexual assault victims living on or near the reservation.
- *Peace House*: STOP VAWA funds support bi-lingual and culturally relevant services to immigrant women.

UOVC closely coordinates VAWA and VOCA funding streams to ensure that culturally specific programs have ample access to federal award money. While not funded through VAWA, the following VOCA funded organizations and programs are examples of UOVC's ongoing commitment to fund projects that are tailored to the unique needs of underserved communities across the state:

- *Holy Cross Ministries*: Employs bilingual legal-advocates to assist Spanish-speaking immigrant victims' petition for U-Visas, which will assist them and their families in staying in the United States.
- *San Juan County Victim Service Program*: Provides services to our Native American populations. This agency provides services to the Northwest Band of the Shoshone and the Navajo Tribes.
- *Utah Navajo Health Systems (UNHS)*: The UNHS program provides both a victim

advocacy response team and domestic violence shelter. This program targets victims living on or near the Utah strip of the Navajo Nation who have limited English comprehension.

Through various federal awards, UOVC funds a multitude of culturally specific projects that meet the federal mandates to ensure the continued existence and vitality of projects aimed at providing services to underserved communities. UOVC will continue to use STOP VAWA funding to ensure monies are set aside to fund culturally specific services and activities for underserved populations are distributed equitably among those populations.

## **Grant-Making Strategy**

The goal of Utah's STOP VAWA grant making strategy includes generating an awareness of the STOP VAWA Formula grant purposes and encouraging the development of comprehensive State and local programs to stop violence against women and to hold perpetrators accountable.

### **Timeline for the STOP grant cycle**

UOVC, with relation to STOP VAWA funding, adheres to a calendar year cycle, January 1st through December 31st. The competitive funding request for proposals for the STOP VAWA formula grants are issued in August. Grants are awarded on a two-year cycle. Below is a chart illustrating the timeline for the STOP VAWA grant cycle:

Jan-July	Determine funding amounts with target areas; Meet with workgroups; Conduct outreach to underserved populations; Develop applications; Identify priority areas
Early Aug	Send out the VAWA RFP Solicitation
Early Sept	VAWA Grant Training Online Workshop
Sept-Oct	Provide technical assistance to applicants
Mid Oct	VAWA Grants due
Oct-Nov	Prescreen review; SME Review Meetings; Management Review
Early Dec	UOVC Board Meeting; Award recipients notified of funding
Dec	Contract revisions; Meet with new subgrantees
Jan 1st	Contracts finalized; Risk assessments; Funding cycle begins
Jan-Mar	Grantee orientation and training
Jan-Dec	Monitoring (throughout grant contract)

\*Grant closeout occurs within 90 days after the grant contract ends. Closeout includes verification of all completed quarterly and annual reports, audit completion/paybacks as appropriate, deobligation of funds letter as appropriate, and verification of match as appropriate.

<b>Grant Reporting Timeline</b>	
<b>Report Type</b>	<b>Due Dates</b>
Progress Reports	Apr 30th, July 30th, Oct 30th, Jan 30th
Financial Status Reports	Apr 30th, July 30th, Oct 30th, Jan 30th
Annual Report	Due Annually by Jan 31st

### **Methods for Request for Proposal**

The Utah Office for Victims of Crime (UOVC) issues a request for proposal for the STOP VAWA formula grant every two years. The request for proposal is developed specific to federal funding regulations. Strict adherence is given to the eligible purposes, projects and guidance of the federal award. The request for proposal establishes a clear sequence of events for the issuance of the solicitation, due date of the applications, application review process, preliminary awards process, and final award.

Solicitation announcements are included on the UOVC website as well as sent out to listservs such as: current subgrantee and prior applicant email lists, Statewide Advocates for Victims Organization (SWAVO), Utah Coalition Against Sexual Assault (UCASA), Utah Domestic Violence Coalition (UDVC), Police Chief's and Sheriff's Bar Association, Non Profits Association, Prosecutors Association, and Utah Tribal Leaders. Additionally, UOVC announces funding opportunities at state and local meetings and task forces, requests that state partners disburse information to their stakeholders, and ensures that culturally, linguistically, and population specific victim services programs are aware of each funding opportunity.

### **Consultation with Victim Service Providers to Ensure Victim Safety**

In an effort to increase collaboration across systems, improve the systemic response to victims of crime and guarantee that proposed activities are designed to promote the safety, confidentiality, and economic independence of victims, all programs seeking STOP VAWA are required to submit, with their application, certification that they have consulted with victim services programs during the course of the development of their application. All applicants must describe their agency's collaborative efforts to coordinate the response of law enforcement, prosecutors, courts, victims' services, and other agencies to end violence against women. In addition, to

improve meaningful collaboration, all programs with STOP VAWA are required to clearly state the purpose/focus of the collaborative project and include the system or target population that is the focus of the project. Three collaboration letters from identified partners, indicating their willingness to collaborate, ensure victim safety, and hold perpetrators accountable, are required in their application.

### **Identifying and Selecting Applicants for Funding**

The award process for STOP VAWA funding is highly competitive and is achieved through a request for proposal process. Once the applications are submitted, five screening and allocation committees are organized and trained. Each Subject Matter Expert (SME) signs a non-disclosure agreement and a conflict-of-interest form. If a conflict of interest is presented, UOVC management will determine if a replacement is needed. These committees are developed specifically for each STOP VAWA program category: prosecution, law enforcement, victim services, discretionary, and courts. Each committee membership includes experts from the violence against women field and includes representatives from the criminal justice system, private non-profit victim services, allied professions, diverse and under-served populations, rural and urban communities, and state level leadership. Members of the State STOP VAWA Planning Committee participate on review committees which help ensure compliance with the priorities established in the State Implementation Plan. During the review process, information is provided to the review committees on the demographics of Utah's 29 counties and available resources. SME reviews use a guided scoring system (Attachment G), which is outlined in the request for proposal, to score the applications. The applicants are scored based on the mandatory elements of the proposal, which includes at a minimum, a comprehensive narrative, program plan, budget and standard assurances. The SME members review the proposals independently and then meet to discuss the merits of the proposal prior to assigning each of their final scores. These recommendations from the SME committees are reviewed by UOVC's management team, and the UOVC Board of Directors for final approval.

As the administering agency, UOVC assesses a potential subgrantee's history of grant compliance with their awards. If applicable, a potential subgrantee's previous award(s) are reviewed for programmatic and financial compliance. This identifies potential risks for future funding and assists the Grant Administrator with establishing additional monitoring with subgrantees with a less than favorable assessment. This assessment can result in an agency not receiving a subgrant award due to repeated history of poor compliance, probationary/conditional awards with established performance measures, increased programmatic and financial reporting requirements, or other measures necessary to ensure proper grant management. The additional requirements become part of the individual agency's subgrant award and contract. UOVC follows their grants' monitoring policies and procedures for subgrantees.

## **STOP Subgrant Projects Periods**

STOP VAWA projects in Utah are currently funded under a multi-year model. Each of the subaward contracts were written with two-year terms.

## **Determination of Subgrants Based on the Population and Geographic Area**

Utah recipients of OVW awards, OVC awards, the FVPSA, state and local funding sources will be reviewed as part of the decision-making process. Also, the Utah Coalition Against Sexual Assault (UCASA), Utah Domestic Violence Coalition (UDVC), and Restoring Ancestral Winds (RAW) will provide information about available services in all the regions of the State to help determine areas that are in most critical need of services, without duplicating efforts. Applicants whose geographic area includes tribal populations must include grant activities specifically designed to meet the needs of tribal populations in their service area.

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

## **Priority to Areas of Varying Geographic Size**

Priority consideration for project funding is based on geographic diversity and existing service availability in the respective regions of the state. Demographics are a critical consideration when making funding decisions. Subject Matter Expert (SME) reviewers look for evidence-based applications that discuss the demographics of the underserved populations that the project will serve. Applications are required to discuss existing services in their region that are addressing the needs of these populations and to discuss collaborative efforts that will address the problems. SME reviewers look for evidence that collaborative agencies have been involved in the planning process and assess the ways in which application projects plan to provide linguistically, culturally and accessible services for the populations served. SME reviewers may look for a plan for staff training on providing culturally appropriate services, as applicants are invited to include training of their staff by members of the underserved populations in their respective regions of the state. SME reviewers also look at the progress a program has made towards developing a plan or protocol to meet the needs of people with limited English proficiency.

UOVC management provides a second review of each application. Applications originating in underserved areas receive special administrative considerations for funding to ensure rural areas and victims receive STOP VAWA support. Applications from culturally specific entities such as Tribal Nations, also receive preferential consideration, if they meet grant purpose areas and requirements.



## **Description of Equitable Distribution of Monies on a Geographic Basis**

Utah does not follow a specific strategy for allocating STOP VAWA funds around the jurisdiction. However, applicants must illustrate that the proposed grant goals and objectives are not already adequately provided to residents in the targeted community. This requirement helps prevent a build-up of services in any particular area of the state and increases coordination among agencies. Additionally, the grant review process for determining subgrant awards does take location, population, and demographics into consideration to ensure an equitable distribution of funds. UOVC looks to distribute funds so that STOP VAWA funding may have the greatest statewide impact.

Funds are distributed between rural and urban areas of the state. Attachment H illustrates the services currently funded and the location of those services.

## **Types of Programs and Projects**

STOP VAWA dollars will be used to support projects to communities in which the applicants can demonstrate work with criminal justice agencies and victim service providers in responding to victims' needs. Funds may be awarded to units of state and local government, Native American Tribes, and nonprofit, community, or faith-based organizations for the defined grant project purposes.

Based on the goals identified by the committee and the Federal statutory purposes, grant awards will be made to communities in which applicants can show they work with criminal justice agencies and victim services providers in responding to victim's needs and holding offenders accountable for their actions. Utah will fund programs that meet one or more of the Federal statutory purpose areas. Applicants must identify which type of purpose area(s) they are targeting in order to be considered for funding. Applicants must also demonstrate how their proposed project will impact the goals and objectives as stated in this plan. The purpose areas Utah will consider for funding are as follows:

- 1. Training law enforcement officers, judges, other court personnel, and prosecutors to more effectively identify and respond to violent crimes against women, including the crimes of sexual assault, domestic violence, stalking, and dating violence, including the use of nonimmigrant status under subparagraphs (U) and (T) of section 101(a)(15) of the Immigration and Nationality Act (8 U.S.C. 1101(a));*
- 2. Developing, training, or expanding units of law enforcement officers, judges, other court personnel, and prosecutors specifically targeting violent crimes against women, including the crimes of sexual assault, dating violence, stalking, and domestic violence;*
- 3. Developing and implementing more effective police, court, and prosecution policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women, including the crimes of sexual assault, dating violence, stalking, and domestic violence, as well as the appropriate treatment of*

victims;

4. Developing, installing, or expanding data collection and communication systems, including computerized systems, linking police, prosecutors, and courts or for the purpose of identifying, classifying, and tracking arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women, including the crimes of sexual assault, dating violence, stalking, and domestic violence;

5. Developing, enlarging, or strengthening victim services and legal assistance programs, including sexual assault, domestic violence, stalking, and dating violence programs, developing or improving delivery of victim services to underserved populations, providing specialized domestic violence court advocates in courts where a significant number of protection orders are granted, and increasing reporting and reducing attrition rates for cases involving violent crimes against women, including crimes of sexual assault, dating violence, stalking, and domestic violence;

6. Developing, enlarging, or strengthening programs addressing the needs and circumstances of Indian tribes in dealing with violent crimes against women, including the crimes of sexual assault, dating violence, stalking, and domestic violence;

7. Supporting formal and informal statewide, multidisciplinary efforts, to the extent not supported by State funds, to coordinate the response of state law enforcement agencies, prosecutors, courts, victim services agencies, and other state agencies and departments, to violent crimes against women, including the crimes of sexual assault, domestic violence, stalking, and dating violence;

8. Training of sexual assault forensic medical personnel examiners in the collection and preservation of evidence, analysis, prevention, and providing expert testimony and treatment of trauma related to sexual assault;

9. Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and others to address the needs and circumstances of older and disabled women who are victims of domestic violence, dating violence, stalking, or sexual assault, including recognizing, investigating, and prosecuting instances of such violence or assault and targeting outreach and support, counseling, and other victim services to such older and disabled individuals;

10. Providing assistance to victims of domestic violence and sexual assault in immigration matters;

11. Maintaining core victim services and criminal justice initiatives, while supporting complementary new initiatives and emergency services for victims and their families;

12. Supporting the placement of special victim assistants (to be known as “Jessica Gonzales Victim Assistants”) in local law enforcement agencies to serve as liaisons between victims of domestic violence, dating violence, sexual assault, and stalking and

personnel in local law enforcement agencies in order to improve the enforcement of protection orders. Jessica Gonzales Victim Assistants shall have expertise in domestic violence, dating violence, sexual assault, or stalking and may undertake the following activities— (A) developing, in collaboration with prosecutors, courts, and victim service providers, standardized response policies for local law enforcement agencies, including the use of evidence-based indicators to assess the risk of domestic and dating violence homicide and prioritize dangerous or potentially lethal cases; (B) notifying persons seeking enforcement of protection orders as to what responses will be provided by the relevant law enforcement agency; (C) referring persons seeking enforcement of protection orders to supplementary services (such as emergency shelter programs, hotlines, or legal assistance services); and (D) taking other appropriate action to assist or secure the safety of the person seeking enforcement of a protection order;

13. Providing funding to law enforcement agencies, victim services providers, and state, tribal, territorial, and local governments (which funding stream shall be known as the Crystal Judson Domestic Violence Protocol Program) to promote— (A) the development and implementation of training for local victim domestic violence service providers, and to fund victim services personnel, to be known as “Crystal Judson Victim Advocates,” to provide supportive services and advocacy for victims of domestic violence committed by law enforcement personnel; (B) the implementation of protocols within law enforcement agencies to ensure consistent and effective responses to the commission of domestic violence by personnel within such agencies such as the model policy promulgated by the International Association of Chiefs of Police (“Domestic Violence by Police Officers: A

Policy of the IACP, Police Response to Violence Against Women Project” July 2003); and (C) the development of such protocols in collaboration with state, tribal, territorial and local victim services providers and domestic violence coalitions. Note: Any law enforcement, state, tribal, territorial, or local government agency receiving funding under the Crystal Judson Domestic Violence Protocol Program shall, on an annual basis, receive additional training on the topic of incidents of domestic violence committed by law enforcement personnel from domestic violence and sexual assault nonprofit organizations and, after a period of two years, provide a report of the adopted protocol to the Department, including a summary of progress in implementing such protocol. As such, states and territories are responsible for ensuring that each subgrantee receiving funds under this purpose area will receive the required annual training. States are also responsible for ensuring that subgrantees submit their two-year report to the Department. States and territories must notify and provide OVW with a list of subgrantee recipients awarded STOP funds under the Crystal Judson Domestic Violence Protocol Program;

14. Developing and promoting state, local, or tribal legislation and policies that enhance best practices for responding to domestic violence, dating violence, sexual assault, and stalking;

*15. Developing, implementing, or enhancing Sexual Assault Response Teams, or other similar coordinated community responses to sexual assault;*

*16. Developing and strengthening policies, protocols, best practices, and training for law enforcement agencies and prosecutors relating to the investigation and prosecution of sexual assault cases and the appropriate treatment of victims;*

*17. Developing, enlarging or strengthening programs addressing sexual assault against men, women, and youth in correctional or detention settings;*

*18. Identifying and conducting inventories of backlogs of sexual assault evidence collection kits and developing protocols and policies for responding to and addressing such backlogs, including protocols and policies for notifying and involving victims;*

*19. Developing, enlarging, or strengthening programs and projects to provide services and responses to male and female victims of domestic violence, dating violence, sexual assault, or stalking, whose ability to access traditional services and responses is affected by their sexual orientation or gender identity, as defined in sec 249(c) of title 18, US Code;*

*20. Developing, enhancing, or strengthening prevention and educational programming to address domestic violence, dating violence, sexual assault, or stalking, with not more than 5 percent of the amount allocated to a state to be used for this purpose.*

The following projects are currently funded through STOP VAWA awards. Each of these programs meets the mandatory eligibility requirements of the award.

#### *Victim Services Programs*

- Support for projects that address the priorities identified in this current plan.
- Access to shelter and emergency shelter services to victims of sexual violence.
- Case Management services for victims of domestic violence.
- Case Management services for victims of domestic violence, targeting underserved populations.
- Counseling, peer support groups and therapy for victims of domestic violence and sexual violence.
- Counseling, peer support groups and therapy for victims of domestic violence, targeting underserved populations.
- Civil legal advocacy and civil legal assistance for victims of domestic violence, sexual assault, stalking or dating violence.
- Advocacy services for victims of sexual violence, including support of rape crisis center programs.
- Support for Sexual Assault Nurse Examiner programs.

- Support for a Statewide SANE Coordinator who provides a statewide SANE training for nurses to ensure quality and standardized acute medical and forensic response to sexual assault patients.
- Programs that provide advocacy and therapy to survivors of DV-related homicide. Programs that provide advocacy and support to victims of sex trafficking.
- Access to interpretation and translation services for victims with Limited English Proficiency and deaf and hard of hearing victims.

#### *Law Enforcement Programs*

- Support for projects that address the priorities identified in this current plan.
- Law Enforcement based victim advocates who provide support services to victims of domestic violence, sexual assault, stalking, dating violence or victims of crime by law enforcement.
- Designated law enforcement officers who will work to improve the quality of domestic violence and sexual assault investigations, will assist with service and enforcement of protection orders.

#### *Prosecution*

- Support for projects that address the priorities identified in this current plan.
- Dedicated prosecutors who work on domestic violence, sexual assault, talking and/or dating violence cases to increase and enhance the prosecution of domestic violence offenders and to train law enforcement officers on improved investigation.

#### *Court*

- Support for projects that address the priorities identified in this current plan.
- Support for a Domestic Violence Program Coordinator who serves the Court's legal resource for domestic violence, sexual assault, dating violence, stalking, sex-trafficking, and protective order issues.
- A Domestic Violence Program to provide training activities, training materials, technical assistance, domestic violence resources, protective order management, and policy changes for the Utah Courts.
- Support for a Tribal Outreach Specialist whose primary role is to improve communication between Utah State courts and tribal courts.

#### *Discretionary*

- Support for projects that address the priorities identified in this current plan.
- To support efforts to collect data regarding the nature and incidence of violence within the state across all systems, victim services, law enforcement, prosecution, and courts.

- To support efforts that improve access to resources and sharing of information to improve services to victims of crime.
- To support community coordinated response and multidisciplinary teams to improve services to victims of crime.
- To support training cultural competency across all systems; victim services, law enforcement, prosecution, and courts.
- To support training regarding best practices for working with victims of domestic violence, sexual violence, stalking, dating violence, DV-related homicide, and human trafficking across all systems; victim services, law enforcement, prosecution, and courts.

The state does not plan to address the Crystal Judson purpose area (No. 13) at this time. However, should a project be submitted under this purpose area, UOVC will ensure the required training is met.

## VI. CONCLUSION

This 2022-2025 Implementation Plan updates, refines and builds upon plans submitted in previous years. The Implementation Plan draws upon information and data from a wide range of individuals, agencies and organizations concerned with violence against women in the State of Utah. This information provides the rationale for the priority funding areas for Utah's STOP VAWA grant program. The Implementation Plan describes how these priority areas are currently being addressed through guidelines for competitive request for proposal processes and methods for funding distribution and allocation that recognizes federal requirements.

The ongoing commitment and dedication of the implementation planning process has resulted in a Plan that embraces innovation while also providing ongoing funding for critical services to reduce the occurrences of domestic violence, dating violence, sexual violence, stalking, homicide, and human trafficking in the state.

With a continued focus on statewide and local collaboration, STOP VAWA funding will encourage and support subgrantees in local planning efforts to address violence against women. STOP VAWA funded projects will model collaboration through its participation in statewide efforts to ensure victims have meaningful access to services. Training projects funded by STOP VAWA will give law enforcement, prosecution and courts the tools to more effectively identify and respond to violence against women. With the resources the STOP VAWA grant program provides, Utah looks forward to accomplishing the identified goals and, by doing so, seeing a more coordinated, comprehensive, and positive impact on domestic violence, dating violence, sexual assault and stalking statewide.

## VII. APPENDIX

Attachment	Title of Document
Attachment A	<a href="#">UOVC Needs Assessment</a>
Attachment B	<a href="#">Needs Identification Meetings</a>
Attachment C	<a href="#">Statewide Underserved Populations Survey</a>
Attachment D	<a href="#">STOP Planning Committee List &amp; Forms</a>
Attachment E	<a href="#">Documentation Letters</a>
Attachment F	<a href="#">2020 IP/DV Fatalities Report</a>
Attachment G	<a href="#">VAWA Application Scoring Sheet</a>
Attachment H	<a href="#">Funding Distribution Map</a>

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