
Utah Victim Services Overview Report

Gary Scheller, Director, Utah Office for Victims of Crime
Ned Searle, Director, Utah Office on Domestic and Sexual Violence
Diane Moore, Director, Utah Division of Child and Family Services
Tracey Tabet, Director, Utah Children's Justice Center Program

Prepared for the Executive Offices and Criminal Justice ([2022 GS H.B. 2, item 11](#))
and Social Services Appropriations Subcommittees ([2022 GS S.B. 3, item 60](#))

May 27, 2022

Executive Summary

This report seeks to first establish and clarify the many facets of “Victim Services” in the state of Utah, and secondly to detail the current system’s mandates, funding, accountability, and needs assessment approaches. The contributors to this report acknowledge the importance of including subcommittee staff and service providers in this process, and view this report as a first step, and not representative of a full assessment involving all appropriate stakeholders. The recommended next steps of this report will demonstrate the need for an ongoing collaborative process to evaluate and assess the current and ongoing needs and demands for services.

Agencies and Organizations Involved in Victim Services

Victim services can be defined as services to a person who experiences mental, physical, financial, social, emotional, or spiritual harm as the direct result of a specified action committed on their person or property. Sometimes this will involve the criminal/judicial system. Sometimes it will not. Victim services differ from other services in that they are provided with the thoughtful awareness of the trauma a victim has experienced, and the deliberate intent and purpose to help the victim through that trauma.

State Agencies

- **Attorney General’s Office (AG):** Employs a victim advocate to assist victims. Funding to pay the victim advocate includes state funds.
- **Children’s Justice Center Program (CJC):** Victim advocates assist child victims of physical and sexual abuse, as well as children who have been a victim of/or witness to other crimes. Funding sources to pay CJC employees include state funds, county funds, and federal grants. The CJC Program is administered by the AG’s office, but individual CJs are locally operated. (<https://utahcjc.org/>)
- **Adult Protective Services (APS):** Investigates cases of abuse, neglect, and exploitation of vulnerable adults. Trained staff in a statewide system of offices, work with local law enforcement and community partners to educate and assist victims to access appropriate resources within the community. Utah law (62A-3-305) mandates any person who has reason to believe that a vulnerable adult is being abused, neglected, or exploited must immediately notify Adult Protective Services or the nearest law enforcement office. (<https://daas.utah.gov>)
- **Division of Child and Family Services (DCFS):** Investigates child abuse and neglect, including domestic violence related child abuse, and provides services to strengthen families and protect children. DCFS administers federal Family Violence Prevention and Services Act (FVPSA) funding,

pass through for State General Funds and administration of Domestic Violence and Sexual Assault contracts/grants. (<https://dcfs.utah.gov/>)

- **Utah Commission on Criminal and Juvenile Justice (CCJJ)**
 - **Domestic and Sexual Violence:** Dedicated to advancing topics on domestic violence, rape and sexual assault and dating violence. Focuses on gaps in the state and judicial systems addressing problems and recommending solutions. Other responsibilities include encouraging policies that increase a positive response for these issues, strengthening language in law and bills that negatively affect these social ills, and direct and support agencies and organizations that work to prevent domestic violence and rape and sexual assault in our local communities. (<https://justice.utah.gov/>)
 - **Utah Office for Victims of Crime (UOVC):** Provides financial compensation for victims of crime, administers and monitors Victim of Crime Act Compensation and Assistance grants and Violence Against Women Act grants, networks victim services across the state, provides enhanced training, and provides staff support to the Utah Council on Victims of Crime. (<https://crimevictim.utah.gov/>)
- **Department of Public Safety (DPS):** Works to provide crime victims with a continuum of support from the crisis period through the investigative and judicial processes, as well as assisting persons with resources or emotional needs following traumatic events. Their goal is to enhance the treatment of victims and survivors of criminal acts by providing them with services that can assist them in recovery, as quickly and fully as possible. This includes the provision of sexual assault kits directly to victims and a victim's bill of rights. They also manage the VINE (Victim Information Notification Everyday) victim notification system. Funds for VINE come through the Department of Corrections, DPS and UOVC. (<https://publicsafety.utah.gov/>)
- **Department of Workforce Services (DWS):** Assist individuals in preparing for and finding jobs, meeting workforce needs of Utah businesses, administering temporary assistance, and providing economic data and analysis. They provide TANF (Temporary Assistance to Needy Families) funding for Domestic Violence services. (<https://jobs.utah.gov/>)

Non-State Organizations (not comprehensive)

The following organizations are limited examples of independent non-state entities that assist victims of crime. These organizations are funded by state, federal, and private funds. Organizations include court/legal, community based DV providers, community based SA providers, system based (prosecution/law enforcement), underserved, child abuse, and culturally specific organizations.

- **Asian Association:** Employs victim advocates serving victims from Asian communities, particularly non-English speaking refugees and immigrants. Funding comes from grants and other sources. (<http://aau-slc.org/>)
- **Cherish Families:** Cherish Families is an organization employing victim advocates who work with individuals and families, primarily from polygamist cultures. Funding to support these advocates comes from VOCA grants, fundraising, and private donations. (<https://cherishfamilies.org/>)

- **District Attorney's Offices:** District Attorney's Offices employs victim advocates, some of which are licensed clinical social workers (LCSW) and some who hold Bachelor's Degrees. Funding sources to pay county advocates include: county funding, Victims of Crime Act (VOCA) grants.
- **Utah Coalition Against Sexual Assault (UCASA):** Operates a rape and sexual assault hotline for victims of rape and sexual assault in Spanish and English. UCASA will also refer victims to other service agencies. Funding includes FVPSA, VOCA, Violence Against Women Act (VAWA), and the Utah Department of Health (DOH). (<https://www.ucasa.org/>)
- **Utah Domestic Violence Coalition (UDVC):** While UDVC doesn't employ front-line victim advocates per se, victims often reach out to UDVC initially. Funding to pay UDVC staff comes from: FVPSA, TANF, VOCA Grant, OVW (Office for Violence Against Women) Grant, and other contributions. They also administer the Home Safe and LINKLine programs. (<https://udvc.org/>)
- **Restoring Ancestral Winds (RAW):** Will begin operating a Resource, Information and Support Telephone Line July 1, 2022 to respond to Native American victims of domestic and sexual violence during business hours. To pay advocates answering this line, RAW receives funds from state general funds. (<https://restoringawcoalition.org/>)
- **Utah Crime Victim's Legal Clinic (UCVLC):** Employs attorneys and one victim advocate who advocate legally for survivors of domestic violence, sexual assault and other violent crime. UCVLC is a nonprofit and receives funding through VOCA grants, VAWA grants, and private donations. (<https://www.ucvlc.org/>)
- **Legal Aid:** Legal Aid is an organization that employs attorneys and victim advocates who work within the legal system to obtain orders of protection and/or seek divorce or custody orders on behalf of victims. Funding to support these advocates comes from: Third District Court, state ongoing general funds, DOJ/Sexual Assault Funding, Community Development Block Grant, VOCA Grant, And Justice for All Joint Campaign, United Way, foundations, corporations, Utah Bar Foundation, annual fundraising gala, Bar Foundation and individual donations. (<https://www.legalaidsocietyofsaltlake.org/>)
- **Rape Recovery Center:** The Rape Recovery Center employs advocates working within the center as well as those who respond on the Hospital Response Team after hours to serve survivors of sexual assault during the forensic examination process. Funding to pay these advocates comes from VOCA grants, VAWA grants, SASP (Sexual Assault Set-Aside Program) grants, fundraising, and private donations. (<https://www.raperecoverycenter.org/>)
- **PIK2AR:** Employs Pacific Islander (PI) victim advocates who serve PI survivors of violent crime, particularly domestic violence. PIK2AR receives funding from DHS funding, self funding, and sponsors. (<https://pik2ar.org/>)
- **Victim advocates**
 - **Domestic violence shelter victim advocates:** Working within domestic violence shelter programs are victim advocates survivors of domestic, dating and family violence, as well as sexual violence. Funding to pay shelter advocates includes FVPSA federal funding, VOCA grants, VAWA grants, SASP grants, private donations, and state general funds.
 - **Law enforcement victim advocates:** Throughout Utah, many police departments have victim advocates based within their agencies. Funding to pay systems-based advocates comes from local city funding, VOCA grants, VAWA grants, and SASP grants.

- **Prosecution-based victim advocates:** Throughout Utah, victim advocates are often based in city prosecutor's offices. Funding to pay for these systems-based advocates comes from local city funding, VOCA grants, VAWA grants, and SASP grants.
- **Federal Bureau of Investigation (FBI) victim advocate:** The Salt Lake City Office of the FBI employs a victim advocate, who works with federal victims of crime. Funding to pay this victim advocate comes from the federal government. (<https://www.fbi.gov/contact-us/field-offices/saltlakecity>)
- **United States Attorney's Office:** The United States Attorney's Office employs a victim advocate to assist victims. Funding to pay the victim advocate comes from federal funds. (<https://www.justice.gov/usao-ut>)
- **Victim Specialized Treatment:** Clinicians often assist victims of violent crime and sexual assault to process their trauma. They may operate through a treatment center or on their own. Funding is paid, through reparations by the Utah Office of Crime Victims, through FVPSA federal funds through DCFS for DV specific treatment, through Medicaid, through private insurance, or private pay.

Other Victim-Involved Services and Supports

- **Community healthcare providers:** Victims of sexual abuse and domestic violence often seek out medical interventions through emergency rooms, hospitals and community clinics. Medical providers are often paid by private insurance. Forensic nurses are paid through UOVC funding for the forensic examination, which comes into Utah through federal funding.
- **Faith Leaders:** Victims often turn to church leaders for support after victimization. Funding comes from private donations.
- **Family and Friends:** Very often victims turn to their family or friends first when suffering violent crime victimization. There is not a cost associated with this interaction, however victims may be impacted positively or negatively depending on how family/friends respond.

Victim Services Structures and Funding Sources

Utah relies upon federal and state funds allocated to Utah communities through both competitive and entitlement federal grants to fund victim services. Most dollars are passed through state agencies in order to partner with service providers to foster and coordinate seamless victim services at the local level in every Utah community. This partnership of federal and state resources, coupled with a patchwork of local government, community-based private, and nonprofit resources, works to support victims in each and every individual community of our state. Below are three examples of this collaboration and structure:



Example 1: Maintaining a Domestic Violence Shelter Network

Of the nearly \$12 million awarded to domestic violence shelters for providing exclusively domestic violence services in FY 2022, only one third of the total operating costs of those programs were provided by state funds (other funding also includes TANF and private donations).

1. DCFS contracted with 15 private, nonprofit community-based domestic violence shelters in SFY 2022 to provide domestic violence services:
 - a. \$4 million in state general fund dollars allocated to DV providers for this purpose
 - b. \$1.25 million in federal FVPSA
2. DCFS currently runs one domestic violence shelter in Price. Attempts have been made to identify a private provider to run the shelter with no success. Thus, this shelter is not comparable to other shelters in its scope, services, or fundraising ability.
3. UOVC allocated \$345,383.15 from the STOP VAWA grants.
4. UOVC allocated \$6.2 million from the VOCA grant.
 - a. \$375,000.00 of the VOCA dollars were dedicated to the opening and re-establishing of the Gentle Ironhawk domestic violence shelter in Blanding Utah, operated by the Utah Navajo Health System. The opening of the new shelter will create a 2% decrease in the share of state funding for all other shelters to facilitate the state funds contract to Gentle Ironhawk.
 - b. TANF is a legislative appropriation extended to domestic violence shelters to assist families with essential victim services with a focus of maintaining families and children within a safe environment.
 - c. Private Donations: Domestic violence shelters often fundraise, and conduct public awareness campaigns and community events wherein citizens make private donations toward the operation of the domestic violence shelters.
 - d. Other Grants: Domestic violence shelters make applications for other local, state and federal grants to assist in the operation of their facilities and to permit the operation of programming which will ensure the safety of survivors and assist in trauma recovery needs.
 - e. UDVC is the state domestic violence coalition supporting the fifteen private domestic violence shelters across Utah.



Example 2: Supporting Services at the Community Level

Tens of millions of federal VOCA, VAWA and SASP grant dollars are awarded by UOVC every year to community based, local government and private nonprofit organizations like rape crisis centers, legal clinics, DV shelters, police department victim advocates, prosecutor office’s victim/witness coordinators, and forensic sexual assault nurse.

These funds are allocated in accord with the federal guidelines, purposes and requirements for these programs through a competitive grant process, with the intent to supplement, not supplant or fully support, their program or organizational efforts. This is the source for the concept of requiring the grant recipient to provide a “program match” of either “cash” or “in-kind” which is common for federal grants.

This approach gets the community engaged, increases awareness and understanding within the community and combines investment from the community, the state and the federal government. The placement of UOVC within UCJJ allows the office to access, participate in, and help to shape the impact of criminal justice policy on victims of crime.



Example 3: Child Abuse and Neglect Investigations and Support

No single agency, individual, or discipline has the necessary knowledge, skills, or resources to serve the needs of all child abuse victims and their families. This philosophy is the foundation for Utah’s CJs. These 25 child-focused, community-based facilities collaborate with representatives from core disciplines—law enforcement, child protection, prosecution, mental health, medical, and victim advocacy— to investigate child abuse reports, conduct forensic interviews, provide evidence-based interventions, and assess cases for prosecution. CJs are core providers and facilitators of victim services, plus so much more.

The Legislature established a similar funding philosophy, setting expectations in statute that funding for CJs be broad-based and include a state appropriation, federal grant money, local government money, and private donations. As a result of this diversification, the amount of funding and in-kind support from these four sources, as reported by CJs and other contracted service providers, totals around \$14 million annually, with just under a third being state funds.

CJs are administered by the Attorney General’s Office through the Utah CJC Program: the nationally accredited, statewide entity statutorily charged with providing oversight, guidance, training, technical assistance, and other support for the development and maintenance of CJC services. Through contracts between the State and counties, and in coordination with local multidisciplinary teams and other partners, CJs provide services to child victims of sexual abuse and physical abuse, as well as to children who are victims of or witnesses to any crime (including domestic violence).

Agency Responses, Data and Information

Utah Office for Victims of Crime: Assistance Grants Program

The Assistance Grants Program administers federal funding from the Department of Justice to public and nonprofit organizations that provide services to victims of crime. The three major grant programs are VOCA, STOP VAWA, and SASP. More information on these grants, amount of funding distributed, allowable expenses, rules, eligibility, application processes, and current sub awardees can be found below and on the UOVC Grants Website (<https://crimevictim.utah.gov/grants/>).

- a. VOCA
 - i. [VOCA Board Report](#) (List of awards w/ recommendations)
 - ii. [VOCA Recommendations Summary](#) (overview of the process)
 - iii. [Board Report Presentation](#)
 - iv. [10 year funding chart](#) (including distribution of funds and percentages of decreases)
- b. VAWA/SASP
 - i. [VAWA Board Report](#)
 - ii. [VAWA Recommendations Summary](#)
 - iii. [VAWA Funding History](#)
 - iv. [SASP Board Report](#)
 - v. [SASP Recommendations Summary](#)
 - vi. [SASP Funding History](#)

Tribal outreach and coordination: to Utah's tribes and underserved communities.

Statewide victim service provider directory: for victims of crime to access needed services within their communities.

Training: provide training and technical support and assistance to victim service providers statewide. This includes but is not limited to quarterly training, victim assistance academies, the mass casualty victim response team, and other virtual training. More information can be found at the [training and technical assistance portion of UOVC's website](#).

State Victim Liaison: Recently UOVC was awarded a grant for a State Victim Advocate Liaison. The purpose of this program is to ensure crime victims across the state receive seamless services, regardless of where they are located, and victim service providers receive the support and resources they need to assist victims.

In order to achieve this purpose, the Liaison has completed a [needs assessment](#) based on feedback from victims and service providers, and will be engaging in listening sessions with stakeholders in order to develop and implement a statewide strategic plan, which will be used as a guiding document for victims

services statewide. Other products and resources developed under this program include but are not limited to: a seamless services map, standard victim advocate job description, a statewide resource guide, and a policy to credential victim advocates statewide. Furthermore, the work being completed under this program coincides directly with [proposed legislation from the 2022 session, HB490](#), which proposes to “routinely assess the needs of crime victims and victim services statewide; develop and routinely update strategic plans for a coordinated statewide victim services delivery model and infrastructure; and recommend victim advocate training credentials.”

1. All ongoing funding by source (and activity), allowable uses, and any applicable funding formulas:

- a. VOCA: The general purpose of VOCA is to assist public and private nonprofit organizations in providing services to victims of crime. VOCA victim assistance funding is also utilized to develop new programs in underserved victim populations and geographic areas and to enhance successful programs. The Victims of Crime Act of 1984 (VOCA) is federal legislation aimed at helping victims of crime and established the Crime Victims Fund to compensate crime victims. The fund is financed by fines and penalties by convicted federal offenders not by tax dollars. UOVC is the agency authorized to administer the grant program.
 - i. [Overview of VOCA, Eligibility, and Reporting Requirements](#)
 - ii. [Allowable Uses](#)
 - iii. There are no funding formulas for VOCA funds as it is a competitive grant as stated in [CFR Section 94.104 \(e\)](#)
 - iv.
 - v. UOVC is required to allocate at least 10% of its overall award to each of the following categories: domestic violence, sexual assault, child abuse, and underserved populations.
- b. VAWA: STOP (VAWA) Grants promote a coordinated, multidisciplinary approach to improving the criminal justice systems’ response to violence against women. This approach envisions a partnership among law enforcement, prosecution, the courts, victims advocates and service providers to ensure victim safety and offender accountability. This grant program provides funding for projects that assist in efforts to reduce violence against women and men, specifically domestic violence, sexual assault, stalking, and dating violence. Utah, as all states, must allocate STOP Violence Against Women funding within the parameters of the Act as follows: 5% to support court programs; 25% to support law enforcement programs; 25% to support prosecution programs; 30% to support nonprofit, nongovernmental victim services programs (of which 10% must go to culturally specific community based organizations); 15% to further support law enforcement, prosecution, court or victim services programs, at the state’s discretion.
 - i. [Overview of VAWA, Reporting Requirements, Eligibility, and Allowable Costs](#)

- ii. [VAWA Implementation Plan](#)
 - iii. [VAWA Program Purposes](#)
- c. SASP:The Sexual Assault Services Program (SASP) was created by the Violence Against Women and Department of Justice Reauthorization Act of 2005 (VAWA 2005), 42 U.S.C. §14043g, and is the first Federal funding stream solely dedicated to the provision of direct intervention and related assistance for victims of sexual assault. Overall, the purpose of SASP is to provide intervention, advocacy, accompaniment (e.g. accompanying victims to court, medical facilities, police departments, etc.), and related assistance for adult, youth, and child victims of sexual assault, family, and household members of victims and those collaterally affected by the sexual assault.
- i. [Overview of SASP, Reporting Requirements, Eligibility, Allowable Costs and Program Purposes](#)

2. Accountability and oversight for such funding:

UOVC follows all state and federal guidelines for the administration of grant funding. These guidelines include but are not limited to: [DOJ Grants Financial Guide, 2 CFR 200](#), [OMB Uniform Guidance, VAWA Act, VOCA Rule](#), and applicable [Certified Assurances and Grant Conditions](#). Moreover, UOVC has put into place extensive policies and procedures to administer grant funding in accordance with all state and federal guidelines. An outline of the policies with corresponding links is as follows:

- a. Subaward Management
 - i. Programmatic Requirements-Pre-Award
 - 1. [Program Planning and Design](#)
 - 2. [Program Solicitations/Request for Applications](#)
 - 3. [Grant Screening & Allocation](#)
 - 4. [Award Acceptance and Grant Activation](#)
 - 5. [SAM Verification and FFATA/SAR Input](#)
 - 6. [Pre-Award Approval for New Programs](#)
 - ii. Programmatic Requirements Post-Award
 - 1. [Grant Management Training](#)
 - 2. [Grant Management System](#)
 - 3. [Grant Reporting](#)
 - 4. [Grant Amendments](#)
 - 5. [Technical Assistance and Support for Subgrantee](#)
 - 6. [Closeout Process for Subawards](#)
 - iii. Financial Requirements
 - 1. [Financial Reports/Reimbursement Requests](#)
 - 2. [Negotiation of Indirect Cost Rate](#)
 - 3. [Match Requirements](#)
 - 4. [Monitoring Priority Allocations \(VOCA and VAWA\)](#)

5. [Accounting for Audit Paybacks](#)
 6. [Confirmations of Subgrantee External Audits](#)
- iv. Audit Requirements
1. [Auditee Responsibilities](#)
 2. [Subrecipient Single Audit](#)
 3. [Risk Assessment](#)
 4. [Subrecipient Management and Monitoring](#)
 5. [Noncompliance](#)
 6. [Reporting Fraud, Misuse, and/or Waste of Funds](#)

3. How the Utah Office of Victims of Crime currently assesses the needs and demand for services:

In accordance with UOVC grant policies and procedures, grant staff review the following elements in preparation for grant applications and instructions to determine what should be included:

- i. Compliance with any state-wide strategic initiatives.
 - ii. How much money is available.
 - iii. The time period for grant: one or two-year grants
 - iv. How much money is assigned to each category and type of programs:
 - v. A timeline: due dates for submitting the application, training, when the application will be on the website.
 - vi. Training strategies: including any travel calendar, virtual training, and training agendas.
 - vii. Any policies or protocols that have changed.
 - viii. Assignment of job duties for the grant staff
 - ix. A review of past instructions, certified assurances, and past presentations
- b. [VOCA](#): In addition to reviewing the funding available and compliance with state-wide strategic initiatives and the time period for grants, the VOCA Program Manager ensures that they are in compliance with [CFR Section 94.103](#). UOVC undertakes a strategic funding strategy that considers the following: (a) The range of direct services throughout the State and within communities; (b) The sustainability of such services; (c) The unmet needs of crime victims; (d) The demographic profile of crime victims; (e) The coordinated, cooperative response of community organizations in organizing direct services, (f) The availability of direct services throughout the criminal justice process, as well as to victims who are not participating in criminal justice proceedings; and (g) The extent to which other sources of funding are available for direct services. Recent efforts to assess need and demand for services has included but is not limited to: national research on an evidence-based housing first program; contracting the University of Utah Economic Evaluation Unit for a [cost benefit analysis of victim services in Utah](#);

contracting with U of U Social Research Institute on needs assessments for [domestic violence victims](#), [sexual assault victims](#), and [trauma informed services](#); contracting with the Utah Criminal Justice Center to [determine gaps in the victim service system and best practices](#); and numerous listening sessions and receiving feedback from victim service providers on need/demand for services in their areas.

- c. [VAWA](#): UOVC is the state agency appointed to administer the STOP VAWA grant program. 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 a four year implementation plan (IP) for the use of funding from the STOP VAWA grant program. The IP demonstrates a comprehensive, coordinated plan reflecting the strengths and needs of the state in regards to use of STOP VAWA Formula Grant Funds. This [DRAFT 2022-2025 Implementation Plan](#) will be utilized for the time period in which the federal 2022 - 2025 awards are administered. The [Implementation Plan Checklist](#) tracks the elements required for a STOP IP.
- d. [SASP](#): The SASP Program Manager ensures meaningful involvement with its sexual assault coalition and representatives from underserved communities, including tribes, in developing the application and plans for the funding. This includes meeting with the coalition and representatives from underserved communities regularly, allowing opportunities to review the application and provide comment, and to incorporate feedback and input into the application for funding.

Utah Office for Victims of Crime: Reparations Program

The Victim Reparations Program provides financial reparations to victims of "criminally injurious conduct" as defined UCA 63M-7-502(9) which includes a wide range of crime, including rape, domestic violence, homicide, child physical and sexual abuse, assault, aggravated assault, DUI, chapter 5 offenses, etc. The program also pays for all sexual violence forensic exams in Utah. The Reparation Program is made up of 5 teams:

- a. The Support Staff: receive and load all the documents into the database.
- b. The Advocates: help victims complete their reparation applications.
- c. The Reparation Officers: determine eligibility of the victim/claim and pay on non-medical expenses.
- d. The Claims Analysts: pay on all medical expenses.
- e. The Restitution Team: seeks restitution orders from offenders on all expenses paid by UOVC for crime related victim expenses.

1. All ongoing funding by source (and activity), allowable uses, and any applicable funding formulas:

It is difficult to say exactly what percentage of funding goes specifically to DV victims because the categorized crime types are based on what the crime is called in the police report or court charges. An offender may be charged with Aggravated Assault in a DV situation due to the injuries that were inflicted on the victim. However, the database currently being developed, will provide greatly enhanced data collection. Here is a listing of the revenue and expenses for the reparation benefits and administrative costs:

f. [Comp Financials.pdf](#)

g. FY21 example:

a. General Fund	\$6,113,546.00
b. Inmate withholdings	\$76,596.46
c. Subrogation	\$144,668.58
d. Restitution	\$1,136,218.77
e. Diversion	\$9,880.00
f. Interest	\$29,944.53
g. Miscellaneous	\$1,099.85
h. Grants	\$2,687,000.00
i. Total Admin Budget	\$10,198,954.19

h. A newer program within the Reparation Program called the Advocacy Enhancement Program is grant funded and not on the above financials. That program received a grant for \$86,000 this FY and \$71,000 next FY. The reduction in amount between FY's is due to federal funding cuts.

Revenue for reparations is deposited into the "Victims Fund" and is limited to reparations, other victim services as defined in Rule [R270-1-25 Victim Services](#) and as appropriated by the legislature, administrative costs for the office. The Reparation program is governed by state law [Utah Code Part 63M-7-5](#) and Administrative Rule as established by the Crime Victim Reparation and Assistance Board ([R270 Reparations Standards.pdf](#)).

2. Accountability and oversight for such funding:

The reparations program is under the guidance of state law, administrative rule established by the CVRA Board of Directors, which establishes administrative rule and can also set policy for the office. The program receives annual audits from the state auditor, quarterly audits from the Division of Finance and is subject to routine audits from the U.S. Department of Justice's Office of the Inspector General, Office for Victims of Crime and the Office on Justice Programs. UOVC is a division of CCJJ and the director is appointed and supervised by the Executive Director of CCJJ.

3. How the Utah Office of Crime Victims currently assesses the needs and demand for services:

Staff participate in a number of councils and work groups such as:

- a. Sexual Violence Council
- b. Domestic Violence Council
- c. Domestic Violence Offender Management Board
- d. Utah Trafficking in Persons Task Force
- e. Domestic Violence Fatality Review
- f. Child Fatality Review
- g. SART
- h. DV Coalitions (Spanish and SLC)
- i. Utah Tribal Leaders Meeting
- j. Too many additional to continue to list

The Reparation Program received a federal grant to pay for an assessment from an outside agency on our program, and to identify unmet needs that the Reparation Program may be able to assist with. This assessment is scheduled to be completed by October 2023.

Through our participation in the above listed groups and our continued efforts to identify unmet needs and better serve victims in Utah, the Reparation Program applied for grant funds to provide financial assistance that the regular program is unable to provide. We call this program our Advocacy Enhancement Program. Program funding is able to provide victims with:

- a. **Emergency shelter** (hotel rooms)
- b. **Rental assistance:** This is primarily used to keep victims in their home when the offender leaves and is no longer helping with the rent. It is also used in conjunction with the Reparation Program (which pays the security deposit) if a victim is the one that needs to leave in cases of DV.
- c. **Food:** This has been used most often in cases with women and children after incidents of DV.
- d. **Clothing:** This has been used in cases of DV when women have fled without taking a stitch of clothing. We order undergarments and clothing from the Target closest to the victim's location and they go pick it up.
- e. **Other:** Additional types of assistance are provided to meet the individual needs of the victim.

Utah Office on Domestic and Sexual Violence

The Utah Office on Domestic and Sexual Violence works to strengthen the state and judicial systems by encouraging the development and coordination of policies that increase a positive response and strengthen language in statute that negatively affect these issues.

Support department heads and state agencies, private and public organizations which work to reduce domestic and sexual violence in Utah.

Rape and sexual assault in Utah: Sexual violence in Utah is a serious public health problem affecting thousands of residents each year. Studies in Utah suggest that one in six women and one in 25 men experience rape or attempted rape during their lifetime and nearly one in three women will experience some form of sexual violence during their lives. Rape is the only violent crime in Utah that is higher than the national average. In a state where other violent crimes, such as homicide, robbery, or aggravated assault, are historically half to three times lower than the national average.

The Utah Department of Health has identified priority risk and protective factors for preventing sexual violence in Utah:

- a. Societal norms that support violence/sexual violence
- b. Adherence to traditional gender norms
- c. Gender equity
- d. Association with prosocial peers
- e. Skill-solving problems in a non-violent manner
- f. Community support and connectedness

In recent findings from the FBI show in 2019 the rape rate in Utah was 56.8 per 100,000 adults, compared to 42.6 per 100,000 adults nationally. Those are only reported rapes, as the Utah Commission on Criminal and Juvenile Justice has projected just 11.8% of women report sexual assault to law enforcement.

The Centers for Disease Control and Prevention has calculated that 18.1% of Utah women have been raped, with nearly half of Utah's female population (47.8%) having experienced some form of sexual violence in her lifetime other than rape.

The Centers for Disease Control and Prevention published the results of their report Youth Risk Behavior survey. One in five Utah girls (grades 9 through 12) report having been sexually assaulted in the last year. While more than three-fourths of all sexual assault victims in Utah (78.7%) reported being sexually assaulted before their 18th birthday, with more than one-third of these victims (34.9%) saying they were assaulted before their 10th birthday.

1. All ongoing funding by source (and activity), allowable uses, and any applicable funding formulas and accountability and oversight for such funding:

Hospital Response Teams (HRT): \$290,000 of competitive grants disseminated throughout Utah to respond to rape and sexual assault survivors during forensic exams. Each grantee reports on:

- a. The number of advocates who covered on-call shifts to ensure crisis response advocacy is available for all sexual assault forensic exams.
- b. Number of volunteer advocates that are recruited, trained, and supervised to ensure availability of HRT.
- c. Number of individual contacts with community and system-based partners to ensure follow-up services are provided for survivors of sexual assault.

2. How the Utah Office on Domestic and Sexual Violence currently assesses needs and demand for services:

Coordinate the Domestic Violence Council and Sexual Violence Council (subcommittees of the Commission on Criminal and Juvenile Justice) to support, advise, participate in, and develop policies and procedures, legal and legislative action, initiatives, training, and quality research about the causes and impacts of domestic and sexual violence. The goal of these councils is to assist in creating a viable collaborative effort for advising the administrators of domestic and sexual violence funding, policy, and services in Utah.

Children’s Justice Centers

In 1994 the Legislature established the Children’s Justice Center (CJC) Program within the Attorney General’s Office to provide a comprehensive, multidisciplinary, intergovernmental response to child abuse victims in a facility known as a Children’s Justice Center (CJC). The Program is not a direct service provider, but by law, it plays a significant role in providing oversight, guidance, training, technical assistance, and other support for the development and maintenance of CJC services. Pursuant to [Section 67-5b-102\(1\)](#), the CJC Program allocates state funding, administers grant applications, maintains a state advisory board, assists in the development of new centers, coordinates services between centers, contracts with counties and other entities for the provision of services, provides training, technical assistance, and evaluation to centers, and provides other services to comply with established minimum practice standards.

Under [Section 67-5b-102\(3\)](#), the attorney general and each center are jointly responsible for fulfilling the purpose of the center. The statute outlines the various activities that must be completed to fulfill that purpose. Those activities are reflected and more specifically detailed in contracts between the Attorney General and each county responsible for operating a CJC (or multiple CJs, in some instances). To support the full range of services, the Program also contracts with other entities, such as Primary Children’s Hospital Center for Safe and Healthy Families, for the CJC medical assessment program, and Utah County for the maintenance of the CJC statewide case management system. ([Organizational Chart for CJC Program and CJs](#))

1. All ongoing funding by source (and activity), allowable uses, and any applicable funding formulas and accountability and oversight for such funding:

By law, CJs are intended to have broad-based funding that includes state, local, federal, and private funding. In setting this expectation, the Legislature did not mandate minimum matching requirements—only that center funding be diversified. While the State does not have direct authority over or responsibility for each CJC’s non-state funding sources, the Program requires each CJC to report those sources and projected amounts in its annual budget preparation and contract renewal process.

- a. State Funding Administered to CJs/Partners by CJC Program (based on FY22): The Program administers state funding to CJs/other entities via contracts.
 - i. For CJC Operations and Services. ([allowable/unallowable guidelines](#))
 - ii. In the absence of applicable county cost principles/policies, state principles/policies apply
 - iii. Funding allocated by formula approved by Legislature (formula includes base funding by center, plus additional funding tied to weighted caseload/service criteria).
 1. Contracts for CJC Operations, FI, and Medical Services: \$4,200,000 Ongoing (does not reflect any appropriated one-time funds)
 2. Program also funds training, case management, resource materials, and accreditation support directly for the benefit of CJs: \$100,000 Ongoing
- b. Federal Funding Administered by CJC Program: The Program funds most of its personnel and services via federal grants, which require annual applications and multiple reports; funding is subject to HHS and DOJ restrictions (eg, DOJ Grants Financial Guide, 2 CFR 200, OMB Uniform Guidance, links already in report)
 - i. Children’s Justice Act (HHS): \$229,000 annually
 - ii. National Children’s Alliance (NCA) Org Capacity grant for state programs: \$80,000 annually
 - iii. Western Regional CAC: \$15,000 (grantor eliminating funding as of 6/22)
 - iv. Program historically administered subgrants from NCA to CJs annually; NCA eliminated subgrants in 2022; Program must now apply for annual NCA Statewide Projects grant to support Program training, TA, other support to CJs: \$84,000 annually
 - v. Program receives \$217,648 from DCFS CAPTA grant to support medical assessment program
- c. Other Funding Received Directly by CJs/Other Partners (as reported by CJs/Partners)
 - i. Federal Funding
 1. VOCA Funding: \$3,091,461
 2. Other Federal Funding: \$125,429 (Some phasing out 6/22)
 - ii. County Funding and In-kind Support
 1. Cash: \$1,667,858; In-kind: \$238,963
 - iii. Private Funding and In-kind Support

1. Cash: \$1,478,953; In-kind: \$424,633
- iv. County and Private Funding Supporting Medical Services
 1. County Cash: 91,000; Private Inkind: \$1,955,428
- v. CJC buildings are assets (some are county owned; some were purchased with private donations and owned by CJC-affiliated Friends Boards) – not evaluated here)
- vi. CJs also utilize volunteers (not evaluated here)
- vii. The Program periodically facilitates other private donations and grants to CJs, but funds are not ongoing, nor are they administered by the Program. Examples include:
 1. \$100,000 to CJs from the Church of Jesus Christ of Latter-Day Saints
 2. \$1 million Cambia Foundation grant to support CJC Mental Health Services in Rural Areas (30 month project; ends 6/23)

Historically, the Program has secured an increase to the CJC line item appropriation each time a CJC has been newly established. This approach has prevented existing CJs from experiencing significant budget cuts to support the addition of new centers. Any other increases to the line item have been for the expansion of services, such as: 1) onsite forensic interview specialists: 2) medical services to previously unserved counties; and 3) services to kids in cases not previously eligible (originally services were limited to sexual abuse and serious physical abuse). Past legislative efforts to index the CJC line item for periodic cost of living adjustments did not pass, and consequently the amount of state funds for basic operations has remained fairly flat. Consequently, CJs have come to rely more on county and federal funding to cover increasing costs. While mental health has always been a component of the CJC model, historically services were handled largely through referrals and therefore were not factored into basic operations allocations. The approach to mental health services changed dramatically when VOCA offered CJs trauma assessment program grants beginning in 2017. Since then, many CJs have used those grants to maintain mental health services, while some continue to rely primarily on referrals but do not otherwise fund services.

2. **Accountability and oversight for such funding:**

The CJC Program follows state contract and federal grant guidelines for the administration of funding as applicable. In assessing CJC performance, the Program utilizes nationally recognized minimum practice standards. Contracts are reviewed annually; the Scope of Work is amended as needed to remain current with practice standards, applicable financial policies, and restrictions.

- a. Accountability and Oversight by CJC Program for Funding
 - i. Program Financial Analyst, in coordination with the Program Administrator, is responsible for:
 - ii. CJC budget review and approval; Budgets are submitted by CJC annually for contracts

- iii. CJC expense review and approval; Expenses submitted, reviewed, and approved quarterly by finance analyst
 - iv. Budget modifications are allowed during the year, provided they are for allowable uses
 - v. Program staff engage in monthly meetings with CJs; quarterly advisory board meetings; annual strategic planning meetings
 - vi. CJC Program staff provide daily technical assistance and support to CJs
- b. Accountability and Oversight by CJC Program for Performance: Quality Assurance Analyst, in coordination with the Program Forensic/MDT Specialist, is responsible for:
- i. Monitoring contract compliance, site reviews
 - ii. Monitoring Statewide Case Management System data
 - iii. Monitoring [CJC Outcome Measurement System](#): Qualtrics-based survey system (used by centers nationally) collects data/performance outcomes from victims/families and MDT partner agencies to identify strengths and opportunities for improvement
 - iv. Monitoring [Care Process Model](#) Data – tool used to screen victims for trauma symptoms and suicide ideation (partnership with Primary Children’s and U of U)
 - v. Promoting and supporting CJC accreditation, per [nationally recognized minimum practice standards](#). Program utilizes standards in determining substantial compliance with the contract Scope of Work. Standards contain performance/accountability measures, including:
 - 1. Minimum education and training requirements for CJC staff and MDT members
 - 2. Audit and organizational capacity requirements (eg, policies for HR, Finance, records retention, applicable insurance, etc)
 - 3. Child safety and protection requirements (eg, background checks, building safety)
 - 4. Case Review/coordination and related operating requirements

3. How the Children’s Justice Centers currently assesses the need and demand for services

Just as with centers, there are [nationally recognized minimum practice standards for state programs/chapters](#), and as an accredited chapter, the CJC Program maintains a growth and development plan, as well as a strategic plan. A consistent goal in its plans—having every county served by a CJC—was accomplished in 2020. The state achieved this milestone by using a combination of traditional CJs as well as satellites. Satellites are smaller CJs supervised by a neighboring CJC. It has proven to be a cost-effective approach for rural counties with smaller caseloads.

Under the Program’s growth plan, development is not limited to establishment of new centers, but includes expansion/enhancement of services (eg, the implementation of telemental health services, the implementation of interview specialists; security software for the storage of child forensic interviews). Program and centers use various metrics to determine need/demand, including but not limited to:

- a. CJC caseload, forensic interview, and medical forensic exam data
- b. CPS intake and case data, law enforcement data, census data, other partner data
- c. Outcome measurement system data: via surveys, clients and MDT partners identify service strengths as well as needs/areas for improvement

Under the minimum practice standards, CJs are also expected to conduct their own community assessments to identify needs, gaps, and areas for improvement. Furthermore, the Program conducts an annual needs assessment with CJs and routinely consults with county leaders to identify needs, gaps and barriers to service; including resources, training, and technical support they need to improve operations and serve children and families more effectively. Finally, NCA conducts a national chapter and center census, which collects critical data to inform our work, including statistics on types of abuse cases handled, center budget and staffing trends, barriers to service by case type and service type, and other data useful when trying to ensure the stability and quality of CJC services.

Division of Child and Family Services

- a. Domestic Violence Services
 - i. DCFS state office oversees Family Violence Prevention and Services Act (FPVSA) grant for DV shelter and non-shelter/prevention services, and legislative pass through of state funds to DV shelters, UDVC, hotline, and Home Safe program
 - ii. DCFS has contracts with community providers for DV treatment services, funded with state general funds
 - iii. Funds 14 private shelters in FY 22
 - iv. Will fund 15 private shelters in FY 23
 - v. DCFS operates one DV shelter directly (Price)
 - vi. TANF MOU for FY 22 and FY 23 only (limited participation of DV shelters)
- b. Child Welfare Services
 - i. DCFS’s primary focus is child safety, and working to strengthen parents and caregivers who are otherwise unable to meet their own child’s needs. The work is focused on effective interventions regarding safety issues related to child abuse and neglect.
 - ii. After a report of child abuse or neglect is accepted for DCFS assessment, an assigned caseworker will first determine whether a community referral could

address concerns in the home, or if ongoing in-home services are needed to support the family and allow the child to remain safely in the home. If it is recommended that a child be brought temporarily into state care due to safety concerns in the home, DCFS will work with the parents toward reunification when appropriate, and connect them to services to assist them in building their capacity to safely care for their child.

- iii. DCFS maintains a 24 hour, 7 day a week hotline for reporting child abuse and neglect.
- iv. In order to manage child safety issues, DCFS provides in-home services, foster care services, adoption services, and transition to adult living services. They are the sole state administered public child welfare agency for Utah.
- v. A prevention administrator collaborates with community and federal partners to address prevention assessments and intervention services in order to reduce the incidents of victimization.
- vi. An ICWA Administrator collaborates with tribes located in Utah to provide prevention and intervention services for Native American and Alaska Native victims.

1. All ongoing funding by source (and activity), allowable uses, and any applicable funding formulas:

a. Domestic Violence Services

- i. FVPSA grant funding - about \$1.3 million
 - 1. 70% for DV shelter services (with state funds to meet 20% local match requirement)
 - 2. 25% for DV non-shelter/prevention services (with state funds to meet 20% local match requirement)
 - 3. 5% for State Office administration of grant (maximum allowed)
- ii. State General Funds for DV shelter services - Just under \$4 million (+ \$2 million FY 23 and forward)
- iii. State General Funds for crisis lines - UDVC, RAW starting FY 23 (Part of \$2 million)
- iv. State General Funds for DV treatment services/Price Shelter (\$2 million)
- v. Marriage license fees funding (restricted fund) to DV shelters \$5k FY 21

b. Child Welfare Services

- i. DCFS budget for the division is primarily made up of a mix of state general fund and federal funds, including IV-E entitlement grant, IV-B, minor grants. Many of the Division children and families may also be eligible for foster care and adoption Medicaid and other social welfare programs.
- ii. Legislative appropriations (state funds), Federal Grant Funds (CAPTA, ARPA, FVPSA, CHAFEE, Post Adoption), and Casey Family Foundation Support. Link to the Annual Report that gives an overview of services and funding.

<https://dcfs.utah.gov/wp-content/uploads/2022/01/DCFS-2021-Annual-Report.pdf>

2. Accountability and oversight for such funding:

- a. Child Welfare Oversight Legislative Panel
- b. Program Administrator oversees DV operations
- c. Subrecipient monitoring conducted by DCFS Finance, DCFS DV Program Administrator, and DHS Contract Audit Team
- d. Licensing monitored by Office of Licensing for Residential Support License
- e. Program Administrators oversee each of the federal funding grants along with their allocations and monitoring.
- f. Office of Services Review within DHHS. Which audits the case processing review (CPR), and the Child and Family Services Review (CFSR)

3. How the Division of Child and Family Services currently assesses needs and demand for services:

- a. Core child welfare services must be provided as received from the community regardless of number or cost.
- b. Domestic violence shelters report use of DV services for federal reporting purposes
- c. Community needs assessment being conducted in cooperation with UDVC (lead)
- d. State Youth Council, Family Voice, Foster Parent and Kinship Board
- e. Annual Audits that include a full review of random family cases and discussions with the family and team members in order to determine best practices and areas needing improvement.

Recommendations and Next Steps

Moving forward it will be critical to involve current service providers, local leaders, legislators and legislative staff in exploring how to best understand and support victim services. Focus should be on effective investments, outcome data, gaps in services, duplication of services, elimination of barriers, and increased access in underserved populations and communities.

Victims' voices are paramount throughout all services in understanding their experience, barriers to receiving services, needs related to crime in their communities, and equity of access and quality services. An initial in-depth assessment of victim services that maps current services thoroughly, identifies gaps, makes recommendations, and then implements recommendations has the potential to

be a multi-year and extensive process, and these recommendations should be considered through that lens.

It is recommended that the following be considered:

1. Thorough evaluation of all Utah Code involving victim services, including an assessment of any needed clarification of responsibilities in statute. An ongoing body should be created to further assess gaps, identify strategies, and create a more holistic understanding of victims services and how to best serve all victims. This could be the body identified in [HB490](#) from the 2022 General Session which requires the continual and routine assessment, evaluation, strategic planning and ongoing reporting regarding the needs of crime victims and the development and improvement of seamless victim services. However, its scope needs to be representative of all victim services, and not constrained by the traditional parameters of prosecutorial or judicial identification of crime victims, or the current statutory duties of the Utah Office of Victims of Crime. This process needs to involve all state agencies directly providing victim services, as well as family voices and representative service providers.
 - a. Utilization of an outside consultant, or support from an academic institution may be prudent, in order to provide assistance with both data collection, and detailed recommendations regarding a consolidation or streamlining of services for victims. Additional resources are likely to be needed for this consultation.
2. The [needs assessments](#), statewide listening sessions and strategic planning currently in process in UOVC's [Victim Advocate Liaison](#) grant described in this report should continue. This process needs to involve all state agencies directly providing victim services, as well as family voices and representative service providers.
3. A [statewide DV services needs assessment](#) has been conducted through combined efforts of UDVC, DCFS in collaboration with researchers at the University of Utah beginning in late 2020. Initial efforts targeted domestic violence service providers. Results from the initial studies were published in early 2022. Studies will continue into 2022 and 2023 and will target survivors of domestic violence and will focus on identifying underserved communities and barriers to services within these communities. The legislature could evaluate and potentially implement items identified by these reports.

Appendix A

List of Acronyms

AG	Attorney General's Office
APS	Adult Protective Services
CCJJ	Commission on Criminal and Juvenile Justice
CJC	Children's Justice Center
DCFS	Division of Child and Family Services
DPS	Department of Public Safety
DOH	Department of Health
DOJ	U.S. Department of Justice
DV	Domestic Violence
DWS	Department of Workforce Services
FBI	Federal Bureau of Investigation
FVPSA	Family Violence Prevention Services Act
LCSW	Licensed clinical social worker
OMB	Office of Management and Budget
OVW	Office for Violence Against Women
PI	Pacific Islander
PIK2AR	Pacific Island Knowledge to Action Resources
RAW	Restoring Ancestral Winds
SAA	State Administering Agency
SART	Sexual Assault Response Team
SASP	Sexual Assault Set-Aside Program
STOP	Grants: Services, Training, Officers, Prosecutors (VAWA Programs)
TANF	Temporary Assistance for Needy Families
UCASA	Utah Coalition Against Sexual Assault
UDVC	Utah Domestic Violence Coalition
UOVC	Utah Office for Victims of Crime
UODSV	Utah Office on Domestic and Sexual Violence
VAWA	Violence Against Women Act
VINE	Victim Information Notification Everyday
VOCA	Victims of Crime Act