



VSTOP

VIRGINIA'S STATE IMPLEMENTATION PLAN

2018–2022



DCJS

Virginia Department of Criminal Justice Services

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I. Introduction

A. STOP State Implementation Plan

The Virginia Services, Training, Officers, Prosecution (VSTOP) Implementation Plan was developed over the course of a year by the VSTOP State Planning Team. After developing the plan, the Planning Team had the opportunity to provide any revisions to the draft before it was submitted to the Virginia Department of Criminal Justice Services (DCJS) for final approval. Final approval of the plan was provided by DCJS on May 17, 2017. The implementation plan will provide policy and funding priorities that will cover the period of 2018–2022.

B. Administering Agency

The Virginia Department of Criminal Justice Services was designated in 1995 by Governor George Allen as the agency to implement the STOP grant program of the Violence Against Women Act. Virginia's STOP grant program is referred to as VSTOP. The grant program is designed to develop and strengthen the apprehension, prosecution and adjudication of persons committing violent crimes against women.

Effective October 1999, DCJS became the administering agency for state-funded sexual assault programs. There are currently 44 local and one statewide sexual assault crisis centers receiving funding through DCJS.

In 2004, the Virginia General Assembly passed legislation creating the Virginia Sexual and Domestic Violence Victim Fund (VSDVVF). DCJS was designated as the administering agency for this fund. Approximately \$2.4 million is generated by the fund each year and used to support prosecution, law enforcement and victim's services initiatives that assist in protecting and providing necessary services to victims of and children affected by domestic violence, sexual abuse, stalking, and family abuse.

In addition to administering funds that address violence against women, DCJS was also designated by the governor in 1984 to administer the Victims of Crime Act (VOCA) grant program. DCJS has statutory authority to promulgate rules and regulations for making funds available to local governments for establishing, operating and maintaining victim and witness assistance programs (*Code of Virginia*, 9.1-104). There are currently 116 local victim/witness programs receiving funding through DCJS. DCJS provides grant funding, training, technical assistance, and written resources to crime victim assistance programs throughout the state and is also responsible for implementing the Virginia's Crime Victim and Witness Rights Act.

II. Description of the Planning Process

A. History of the State Team

Since 2007, the VSTOP state planning team has met at least twice each year, not only to serve as an advisory group to provide guidance and direction for the expenditure of STOP funds, but also (as the only multidisciplinary group to address violence against women continuously for the past 15 years) to provide observations, input, and recommendations on other relevant statewide issues on sexual and domestic violence. Many members of the team took an active role in advocating, supporting, and monitoring the passage of the statutory requirements included in VAWA 2005. Virginia was one of the first states to become fully compliant.

After the VAWA Reauthorization of 2013, Virginia moved forward to become compliant with the new requirements. One of the new directives changed the way that courts were funded in Virginia. Prior to CY2014, there were five programs funded under the Courts category. Upon the new directive that the 5% allotted to the Courts should now go *to* courts, instead of *for* courts, four local programs previously funded under this category were moved to the prosecution and discretionary categories. The remaining statewide project, the Virginia Supreme Court within the Office of the Executive Secretary (OES) submitted an application and was awarded the full 5% of Court allocated money to sub grant local and/or statewide projects. Due to the financial impact of funding these four local court-related programs in other categories, and the decrease in STOP funding, no new projects were funded in CY2014. All current continuation grants that performed at a high level and remained in compliance with grant conditions and assurances were awarded level funding.

In 2016, the VSTOP State Team adopted a three-year grant period, i.e. grant applications would be for three years, the second and third years, of course, dependent on the amount allocated to Virginia.

In the CY2016–18 grant cycle, level funding was awarded to all continuation grantees that were performing at high levels. Three new law enforcement agencies were also funded through VSTOP, using the priorities set by the VSTOP State Team, and began in CY2016. In addition, due to the increase in the STOP allocation for FFY2016, DCJS offered a competitive solicitation and ultimately funded seven new projects, over four categories in CY2017.

B. Membership of the State Team

In developing the State Plan, DCJS works in conjunction with a State Planning Team which was originally formed in 1995 and includes non-profit, non-governmental organizations such as the Virginia Sexual and Domestic Violence Action Alliance (VSDVAA) and local sexual and domestic violence service programs. DCJS also works closely with the Supreme Court of Virginia, the Office of the Attorney General, other state agencies, local law enforcement departments, and local prosecutors.

The Act currently requires that the State Planning Team collaboration process involve 1) statewide sexual and domestic violence coalition, 2) law enforcement agencies, 3) prosecutors, 4) State and local courts, 5) Indian tribal government representatives, and 6) Population-specific organizations. To fulfill these requirements, to reflect the geographic, racial, and economic diversity of the Commonwealth, and to include policy makers, there are currently 18 people representing the following agencies:

Non-Profit, Nongovernmental State Coalition

Kristine Hall, *Virginia Sexual and Domestic Violence Action Alliance*

Non-Profit, Nongovernmental Victims Services

Teresa C. Berry, *Sexual Assault Response & Awareness, Roanoke, serving a city in the southwestern region of Virginia*

Pamela Decamp, *Virginia Legal Aid Society, Farmville, serving a large rural area in central Virginia*

Other Services

Susheela Varky, *Virginia Poverty Law Center, Richmond*

Culturally Specific Populations

Tanya Gonzalez, *Sacred Heart Center, Richmond*

Patricia Jones Turner, *Women of Color Caucus, Richmond*

Tribal Government

Chief Anne Richardson, *Rappahannock Tribe of Virginia, Indian Neck*

Population-specific Services

Stacie Vecchietti, *Virginia Anti-Violence Project, Richmond*

Law Enforcement

Dana Schrad, *Virginia Association of Chiefs of Police, Richmond*

Tim Meacham, *University of Richmond Police Department, Richmond*

Prosecution

Elliott Casey, *Commonwealth's Attorneys' Services Council, Williamsburg*

Nancy Oglesby, *Commonwealth's Attorney Office, Fluvanna County, a rural locality outside Charlottesville*

State Government Agencies

Nancy Fowler, *Office on Family Violence, Virginia Department of Social Services (also currently administers FVPSA funding)*

Madelynn Herman, *Office of the Executive Secretary, Virginia Supreme Court*

Melissa McMenemy, *Office of the Attorney General*

Virginia Powell, *Fatality Review and Surveillance Programs, Office of the Chief Medical Examiner, Virginia Department of Health*

Anya Shaffer, *Division of Prevention and Health Promotion, Virginia Department of Health (also currently administers RPE funding)*

Administering Agency

Julia Fuller-Wilson, *VSTOP and Virginia Sexual and Domestic Violence Victim Fund Program Manager*

Kristina Vadas, *Program Coordination Supervisor, Victims Services (SASP and VOCA representative)*

Kassandra Bullock, *Section Manager, Victims Services*

C. Documentation of Participation

The state team formally adopted goals and priorities for this plan on January 30, 2017.

The VSTOP State Team continues to use its mission statement developed in 2003 to guide its efforts: *the purpose of the VSTOP State Team is to oversee the implementation of the VSTOP State Plan, including prioritizing the allocation of STOP funding in Virginia, while utilizing interdisciplinary expertise to encourage and promote collaborative and inclusive efforts in developing and strengthening the criminal justice system's response to violence against women.*

All Planning Team Members were invited to attend Planning Team Meetings via email and using an online scheduling application (Doodle Poll). Meeting minutes were taken and accounted for all participants in attendance and were sent to each member prior to the next meeting date. The meeting dates in Calendar Year 2016, where the implementation plan for 2018–2022 was developed, were held on April 15, July 15, October 14, and December 2, 2016. In addition, a meeting was conducted on January 30, 2017 to allow members to finalize the priorities. A final plan was sent to each member after its final approval. Each member was asked to complete the documentation of collaboration form and is in Appendix C of the plan.

D. Summary of Concerns with the State Plan

The VSTOP State Planning Team met four times in 2016 to develop the 2018–2022 *STOP Implementation Plan*. These meetings were important to develop priorities and to discuss what is working, what areas need improvement and what areas can benefit from being addressed through STOP. The biggest issues that were identified and addressed were the need to utilize the Grants to Encourage Arrest Policies and Enforcement of Protection Orders (GEAP) Project's Needs Assessment findings to set priorities that will impact victims statewide. This would utilize the data about gaps in services and policies that impact underserved, unserved, and inadequately served victims of sexual assault, domestic violence, and stalking.

In addition, the VSTOP State Team had concerns that VSTOP funded projects should be held to a high standard of service delivery. After much discussion, it was decided that all newly funded VSTOP projects must detail how their services will be trauma-informed and evidence based to ensure that projects are utilizing these models to serve victims.

Both of these issues were addressed through identifying them as priority areas in the implementation plan. In order to be newly funded under VSTOP, projects must utilize the GEAP project data to identify how to best meet the needs of an underserved, unserved, or inadequately served population and/or must use evidence based and trauma-informed methods in providing services, delivering training, and developing policies.

E. Consultation with Collaborative Partners

The VSTOP State Planning Team has a membership that includes those not required by the STOP guidelines. Members include staff from local sexual assault and domestic violence programs, other state agencies, legal aid, college campuses, as well as several culturally and linguistically specific groups. Their feedback is essential to developing a plan that is inclusive and identifies the unique barriers that different victims must face to increase their safety and navigate the criminal justice system. In addition, domestic violence, sexual assault, and victim/witness programs (funded and unfunded through VSTOP) are routinely asked about the demographic, geographic, and historical

barriers that victims must endure when trying to access services in their communities. This information is extremely helpful in determining how state and federal resources can be levied to make the biggest impact for victims and the program that serve them.

F. Coordination with Other State Plans

The VSTOP State Implementation Plan was developed and created with assistance from the State Administrators for the Family Violence and Prevention Services Act (FVPSA) (Nancy Fowler at the Virginia Department of Social Services), the Victims of Crime Act (VOCA) (Kristina Vadas, VOCA representatives, at the Virginia Department of Criminal Justice Services), and the Rape Prevention Education Program (RPE) (Anya Shaffer at the Virginia Department of Health). The Administrators of each funding source are members of the STOP planning team and provide guidance on how STOP can best be used to compliment the plans for these other funding programs.

FVPSA

FVPSA funds are currently administered through the Virginia Department of Social Services (VDSS) and are combined with three other state and federal funding sources to fund core domestic violence services. The current statewide goals of FVPSA relate to the core services provided to victims of domestic violence such as hotline, referrals, shelter, and safety planning. New goals that were effective in fiscal year 2015 utilize “Documenting our Work” to seek to measure the increase in knowledge regarding safety, resources, and the impact of victimization from victims of domestic violence and their children due to the services rendered by local programs.¹ FVPSA also emphasizes outreach and services to traditionally underserved populations. Currently, much emphasis has been placed on reaching out to and providing appropriate services to the Lesbian, Gay, Bisexual, Transgender, and Queer communities. This is in line with the importance that STOP funding places on serving underserved populations, both linguistically and culturally specific and population-specific. VSTOP funding is currently administered to 13% linguistically and culturally specific programs and those programs that seek to outreach to and better serve underserved populations are encouraged to apply when new projects are funded. In addition, VSTOP funds are used to support projects within an organization, not the base expenses that are required to maintain a domestic or sexual assault agency.

RPE

RPE funds are currently administered through the Virginia Department of Health. Prevention strategies implemented through this grant are culturally relevant and based on the best available evidence. These activities include conducting educational seminars, curriculum based trainings, public awareness events and leveraging resources through partnerships. The RPE program encourages the development of comprehensive prevention strategies through a continuum of activities that address all levels of the social ecological model.¹ Some RPE funded programs are:

- Implementing primary prevention strategies such as engaging bystanders, educating youth about healthy relationships, and changing social norms in local communities;
- Building state and local capacity for program planning, implementation, and evaluation;
- Updating the state sexual and domestic violence primary prevention plan; and
- Assessing state system and local organization evaluation capacity.

¹ Information provided by the Virginia Department of Social Services, Office on Family Violence.

Because the STOP funds could not be used towards prevention efforts until the VAWA Reauthorization of 2013, the primary prevention focus of RPE funding helps to fill the void of other funding streams that prohibit these activities. Though 5% of STOP funding can be used for prevention, a need continues to exist in this area throughout Virginia.

VOCA

VOCA funding is administered through the Virginia Department of Criminal Justice Services (DCJS) and Kristina Vadas, who serves as the SASP Administrator and VOCA Representative, is also a member of the VSTOP planning team. In 2016, DCJS retained full control of the VOCA administration responsibilities to domestic violence programs, which was previously coordinated through the Virginia Department of Social Services, as a pass through from DCJS. VOCA funds are utilized to support direct services and fund a variety of victim services programs throughout Virginia, including government-based victim witness assistance programs, sexual assault and domestic violence programs, child abuse treatment programs, Court-Appointed Special Advocate (CASA) programs, legal assistance programs, and additional projects that focus on services to victims from underserved populations. In addition, approximately 27% of VSTOP funding is used towards sexual assault services and supplements the existing sexual assault services that are funded through VOCA funds.

III. Needs and Context

A. Demographics

The estimated population of Virginia in 2015 is over 8.4 million persons.² Approximately 20% are African American, 9% are Hispanic, 6.5% are Asian/Pacific Islander, and 0.5% Native American. Approximately 51% of Virginia residents are female, 22.3% are under the age of 18 and 12.2% are over the age of 65. Between 2011 and 2015, 11.2% of Virginians live below the poverty level.³

For the past 22 years, STOP funding has been, and will continue to be, provided to localities and programs in every geographical region of the state. Funds will also be distributed to localities and programs demonstrating the greatest need and to those which have underserved populations.

B. Geographic Location and Population Density

The geographical category, which includes location and population of each locality, was based on the 2015 Census Bureau figures and the definitions used in the *Uniform Crime Report*. The populations are as follows:

Central Cities	– 50,000 and over; in metropolitan areas
Suburban Cities	– fewer than 50,000; in metropolitan areas
Suburban Counties	– counties in metropolitan areas
<i>Other Cities</i>	– <i>cities outside metropolitan areas</i>
<i>Rural Counties</i>	– <i>counties outside metropolitan areas</i>

According to 2010 Census Bureau figures, over half of Virginia’s localities are rural. However, 78% of Virginians live in metropolitan areas. Virginia has 11 localities that qualify as central cities.⁴ All Virginia’s localities have access to victim services.

In order that subgrantees reflect the geography and diversity of Virginia, during the review of grant applications, geographical location and population density are considered. For grant review purposes, Virginia is divided into five regions:

Southwest – a rural, low-income, mountainous area, impacted by the coal industry.

Shenandoah Valley – a large agricultural area bisected by Interstate 81.

Northern Virginia – a heavily urban/ suburban multicultural area neighboring Washington, D.C., heavily impacted by federal government and military installations.

Central – includes the state capitol of Richmond, a large affluent suburban area, and some economically depressed south side counties.

Tidewater – includes several large industrial cities, Virginia Beach—a resort destination, the rural areas of the Northern Neck, Middle Peninsula, and the Eastern Shore. This area also is heavily impacted by the military as well as the shipbuilding industry.

² U.S. Bureau of the Census, “State and County Quickfacts, 2015.” www.census.gov/quickfacts/table/PST045216/51 (accessed February 3, 2017).

³ U.S. Bureau of the Census, “State and County Quickfacts, 2015.” www.census.gov/quickfacts/table/PST045216/51 (accessed February 3, 2017).

⁴ *Id.*

VSTOP grants are distributed across all geographical areas of the state. Table 1 and Figure 1 indicate the location of STOP funded initiatives in CY2017. The southwest region of the state is very large and is primarily rural. With limited resources, the southwest region experiences high levels of unemployment, poverty, and limited access to services that improve victim safety (See Figure 3). VSTOP funds have been used to fund projects to improve victim safety and improve the criminal justice response to violence against women. Every effort has been made, and will continue to be made, to equitably distribute funds across all regions of Virginia.

Twenty-five programs in the southwestern region and eleven programs in the central region are funded through the use of STOP funds (Figure 1). The need for services in these areas are evident and STOP funding will continue to be used to address the criminal justice response to crimes against women, particularly in areas where the risk for victimization is higher and where additional resources are needed.

As of January 1, 2014, the 5% courts category funding has been awarded to the Virginia Supreme Court to be used to improve the courts response to violence against women. The first year reflects the planning phase which will be centrally located.

Table 1. 2017 VSTOP-Funded Programs by Region

	Southwest	Valley	Northern	Central	Tidewater	Statewide
Courts	0	0	0	0	0	1
Law Enforcement	12	3	2	3	1	4
Prosecution	1	3	3	4	8	1
Victims Services	9	5	12	2	7	1
Discretionary	3	0	4	2	2	5

Source: Virginia VSTOP Annual Report Data, Virginia Department of Criminal Justice Services (2017)

C. Health Outcomes

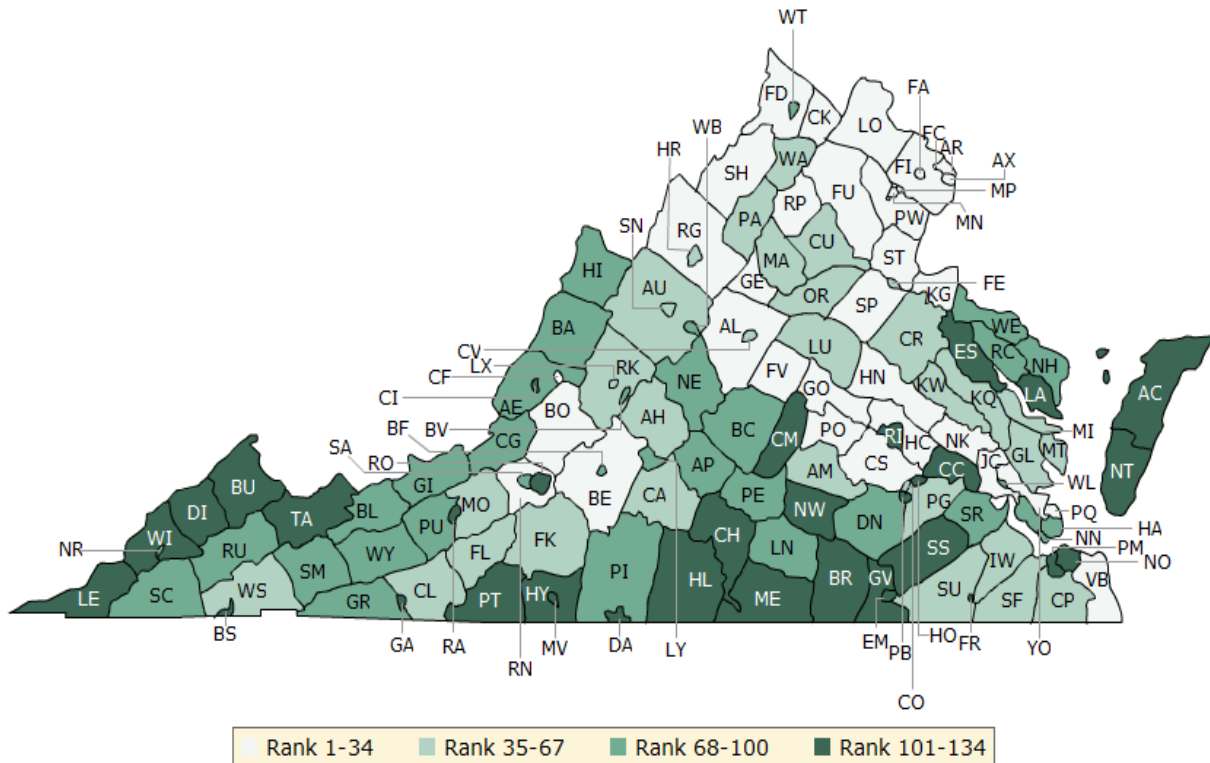
Health outcomes are important measures that assess the health of a locality or region and include rates of morbidity and mortality. The map in Figure 1 shows the rankings for Virginia Counties. The health outcome ranking is based on the health factors that influence the health of individuals such as rates of high school graduation, unemployment, children in poverty, inadequate social support, and community safety.⁵

It is clear that counties in the southern and southwest regions along the North Carolina, Tennessee, and West Virginia border have among the poorest health outcomes in the state. These areas are plagued with high rates of unemployment, uninsured persons, and poverty. They also struggle with lower levels of educational attainment, poor access to physical and mental health services, and inadequate family and social support.⁶ These factors often influence rates of crime and can be barriers to victims that are seeking safety and support.

⁵ County Health Rankings and Roadmaps. "2016 Health Outcomes—Virginia". www.countyhealthrankings.org/sites/default/files/state/downloads/2016%20Health%20Outcomes%20-%20Virginia.png (Accessed on February 16, 2017).

⁶ *Id.*

Figure 1. Health Outcomes by County



Source: www.countyhealthrankings.org (2016)

D. Availability of Services

♦ Sexual Assault Programs

According to Department of Criminal Justice Services' records and 2015 Census data, of the 136 localities in Virginia, only Surry County is not being served by a sexual assault program, approximately .0008% of Virginia's population.

♦ Domestic Violence Programs

According to the Virginia Sexual and Domestic Violence Action Alliance (VSDVAA), victims in all localities in Virginia have access to domestic violence services.

♦ Victim/Witness Programs

According to DCJS records and 2015 Census data, of the 120 prosecutorial districts in Virginia, 118 have a victim/witness program. Two localities remain unserved by victim/witness programs, approximately .0009% of Virginia's population.⁷

⁷ U.S. Bureau of the Census, "State and County Quickfacts, 2016." www.census.gov/quickfacts/table/PST045216/51 (accessed January 19, 2017).

E. Key Findings

◆ **Destabilization of Programs**

A deteriorating economy and uncertainty of federal, state, and local support have resulted in staff turnover, compromised services, and program instability, particularly in rural areas of the state and in areas with increasing ethnic diversity. However, the increase in VOCA funds has helped programs increase their service delivery and ability to respond.

◆ **Inadequate Response to Sexual Violence**

Localities continue to experience challenges in its overall response to victims of sexual assault. A stronger emphasis and focus to enhance the law enforcement response continues to increase at the state and local levels. Yet, sexual assault programs continue to express a need for increased training and system changes.

◆ **Inadequate Services for/ Inadequate Response to Underserved Populations**

There are inadequate services for elderly and disabled victims of sexual and domestic violence as well as victims who suffer from mental illness. Appropriate services are needed for victims of ethnic minorities, particularly those who speak Spanish and victims of sexual and domestic violence who are gay, lesbian, bisexual, transgender, and queer. Law enforcement officers, prosecutors, court personnel, victim advocates continue to express a need for training and resources in these areas to respond effectively to these individuals.

◆ **Insufficient Training**

There is a critical need for training of law enforcement, prosecution, and the courts, especially in the area of sexual violence.

IV. Plan Priorities and Approaches

A. Identified Goals

- **Support efforts and projects that build from the Grants to Encourage Arrest Policies and Enforcement of Protection Orders (GEAP) Statewide Assessment.**
 - Projects that meaningfully address unserved, underserved, and inadequately served populations as identified in the GEAP statewide assessment.
- **Support new initiatives that address the priority areas in an evidence and trauma informed manner.**
 - Agencies that utilize evidence based and trauma informed strategies to address a priority area outlined will be given priority in funding.

1. Relation to Prior Implementation Plans

For the past 18 years, Virginia’s approach to reducing and preventing violence against women has been to fund programs that can articulate a need for support and that have the capacity to effectively address sexual and domestic violence. The state team has always placed a high priority on collaborative efforts and VSTOP will continue to fund projects that successfully address violence against women with a coordinated community response.

It has been the policy of the VSTOP state team in the past to both sustain ongoing efforts and encourage new initiatives. In the years covered by the previous plan, STOP funds decreased significantly and the opportunity to fund new initiatives was limited. See Table 2 for further details on the numbers of new and continuation projects that have been supported since STOP funds began to be distributed in Virginia.

After much deliberation by the VSTOP State Team in 2007, a policy was instituted beginning with the funding cycle that includes 2008 and 2009, to reduce by 15% the budgets of all continuation grantees who have been receiving STOP funding for 10 or more years. This policy was continued in the funding cycle that includes 2015 and 2016.

Table 2.

Funding Year	Grant Period	New Grants	Continuation Grants
FY 10	1/1/11 – 12/31/11	0	88
FY 11	1/1/12 – 12/31/12	0	92
FY 12	1/1/13 – 12/31/13	0	88
FY 13	1/1/14 – 12/31/14	0	88
FY 14	1/1/15 – 12/31/15	3	88
FY 15	1/1/16 – 12/31/16	3	91
FY 16	1/1/17 – 12/31/17	7	98

Source: Virginia Department of Criminal Justice Services (2017)

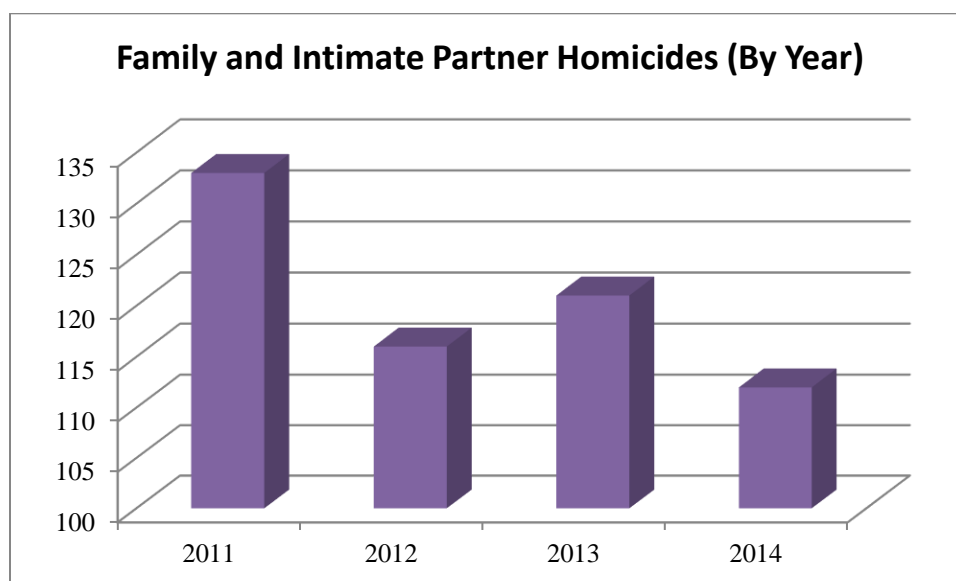
The strategy agreed upon for the upcoming VSTOP grant cycle, which includes CY2016 and CY2017, will be to continue the 15% reduction for grantees reaching their tenth year of funding. If the allocation for CY2017 and the funding freed up by the 15% reduction does not result in sufficient dollars, an across the board percentage reduction may be taken off every grantee to assure support for at least one new initiative in each category (\$50,000).

2. Reducing Domestic-Violence Related Homicides

In 2012, the Virginia Department of Criminal Justice Services conducted research to examine the incidence of domestic violence in Virginia. Through this research, it was determined that between 20–27% of homicides involved domestic violence.⁸

More recent research shows an increase and then notable decrease in Family and Intimate Partner (FIP) homicides in Virginia between 2011–2014. The total number of homicides in Virginia in 2014 increased from 2013 by 5%, while the number of homicides related to family and intimate partner violence decreased by 8% to 112—the lowest number recorded since surveillance began in 1999 (Figure 2). While Intimate Partner Homicide comprises the largest category of Family and Intimate Partner Homicides (43% in 2014), 31% of all homicides in 2014 in Virginia were attributed to family and intimate partner violence. While the overall number of homicides has generally decreased over the past decade, 2014 was the first year since 2007 that the proportion of deaths attributed to Family and Intimate Partner Violence has fallen below one in three.⁹

Figure 2. Family and Intimate Partner Homicide (2011–2014)



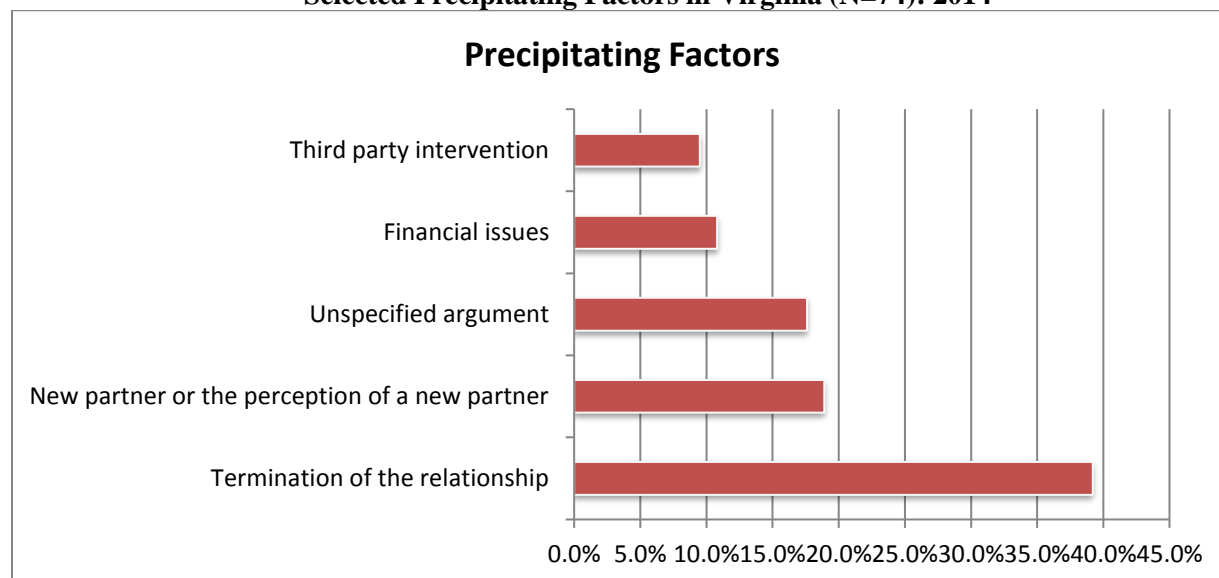
Source: Office of the Chief Medical Examiner, Virginia Department of Health (2015)

⁸ Virginia Department of Criminal Justice Services. “Domestic Violence in Virginia 2006–2010” www.dcjs.virginia.gov/research/documents/DVReportSept2012.pdf. Accessed February 18, 2014.

⁹ Office of the Chief Medical Examiner, Virginia Department of Health. “Family and Intimate Partner Homicide in Virginia’s Cities and Counties: 1999–2013.” www.vdh.virginia.gov/content/uploads/sites/18/2016/04/Localities-Report.pdf. Accessed February 16, 2017.

In 2014, 85% of IPR Homicides had one or more identifiable precipitating factors. The most common triggers for lethal violence remain the same from previous years, including the ending of a relationship (39%) and the presence or perceived presence of a new intimate partner relationship.¹⁰

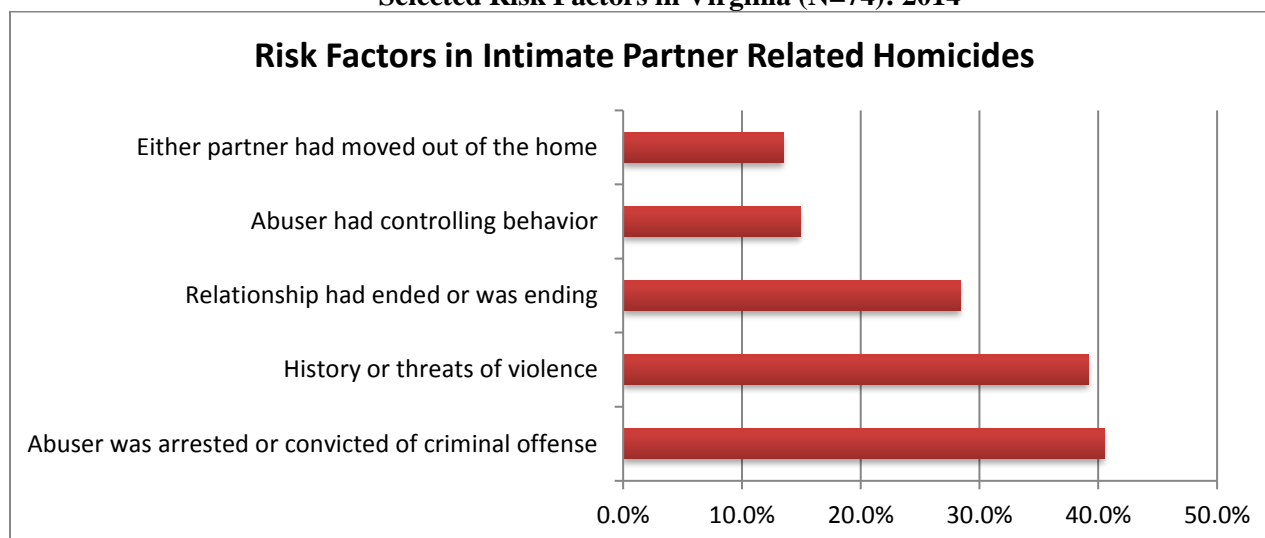
Figure 3. Percent of IPR Homicide Deaths by Selected Precipitating Factors in Virginia (N=74): 2014



Source: Office of the Chief Medical Examiner, Virginia Department of Health (2014)

Additional risk factors for Intimate Partner-Related (IPR) homicides were identified in many cases¹¹. Figure 4 outlines some of these factors, to include:

Figure 4. Percent of Intimate Partner Related Homicide Deaths by Selected Risk Factors in Virginia (N=74): 2014



Source: Office of the Chief Medical Examiner, Virginia Department of Health (2014)

¹⁰ Office of the Chief Medical Examiner, Virginia Department of Health. Family and Intimate Partner Homicide (2014). www.vdh.virginia.gov/content/uploads/sites/18/2016/04/2014-FIPS-Report-FINAL.pdf. Accessed on February 16, 2017.

¹¹ *Id.*

In addition, research from 2015 revealed that a number of important trends continued from previous years:

- Females had a greater probability of being killed by a current or former intimate partner¹²
- African American Virginians were at a significantly greater risk for domestic violence homicide than other racial/ethnic groups for each year studied.¹³
- A firearm was most often used to inflict the fatal injury in every year studied.¹⁴

In 2016, Virginia lawmakers worked to effectively legislate a way to attempt to decrease domestic violence homicides in Virginia. Effective July 1, 2016, *Virginia Code* § 18.2-308.1:4(B) was implemented and provides that it is a Class 6 felony for a person who is subject to a permanent protective order (i.e., a protective order with a maximum duration of two years) for family abuse to possess a firearm while the order is in effect. The bill also provides that such person may continue to possess and transport a firearm for 24 hours after being served with the order for the purposes of selling or transferring the firearm to another person. This is important legislation that seeks to address and decrease the number of domestic violence homicides in Virginia by limiting access to firearms by violent offenders of domestic abuse. Some STOP funds were made available to programs developed by law enforcement agencies which utilize a multi-faceted approach that encompasses education, prevention, and enforcement designed to carry out the provisions of the legislation to enhance victim safety and offender accountability.

Due to these factors and trends, initiatives that address domestic violence fatalities will be given priority when additional funding is available. The following strategies have been identified to help address this issue in Virginia:

1. Increase collaboration between key criminal justice system entities

Virginia continues to address the issue of domestic violence-related homicides through requiring collaborative efforts between law enforcement, prosecution, and victim services. Every grantee receiving STOP funding is required to demonstrate their collaboration with these other entities through the use of cooperative agreements. Collaborative relationships between these key components of the criminal justice system allow for services that are better focused on victim safety and offender accountability.

2. Provide Training on Lethality Assessments, Community and High Risk Teams, and other Best Practices

In CY2014, DCJS conducted a statewide conference focused on reducing domestic violence-related homicides. The conference included training for law enforcement, prosecutors, and advocates on lethality assessments, community and high risk teams, and the dynamics of intimate partner violence. After the conference, a Lethality Assessment Program (LAP) State Planning Team was formed and includes the sexual and domestic violence coalition, DCJS, and the Office of the Attorney General. This planning team developed a Memorandum of Understanding between our state agencies and developed a process and application to begin training localities that were ready to implement the protocol. A LAP Advisory Committee was also formed that includes members of the Office of the Chief Medical Examiner, the Commonwealth's Attorneys' Services Council, and local law enforcement, advocates, and prosecutors that are currently implementing the LAP.

¹² Office of the Chief Medical Examiner, Virginia Department of Health. Family and Intimate Partner Homicide (2014). www.vdh.virginia.gov/content/uploads/sites/18/2016/04/2014-FIPS-Report-FINAL.pdf. Accessed on February 16, 2017.

¹³ *Id.*

¹⁴ *Id.*

In addition, DCJS, in partnership with the Virginia Office of the Attorney General, trained law enforcement, prosecutors, and advocates on the Maryland Model of Lethality Assessment Program. As of February 2017, there are 20 local law enforcement agencies trained on LAP and are implementing or are beginning the process for implementing the protocol. The LAP Planning Team will continue to train localities on the LAP and provide technical assistance to implement the protocol.

3. **Provide court judges with information regarding Lethality Assessments and DV-related homicide prevention**

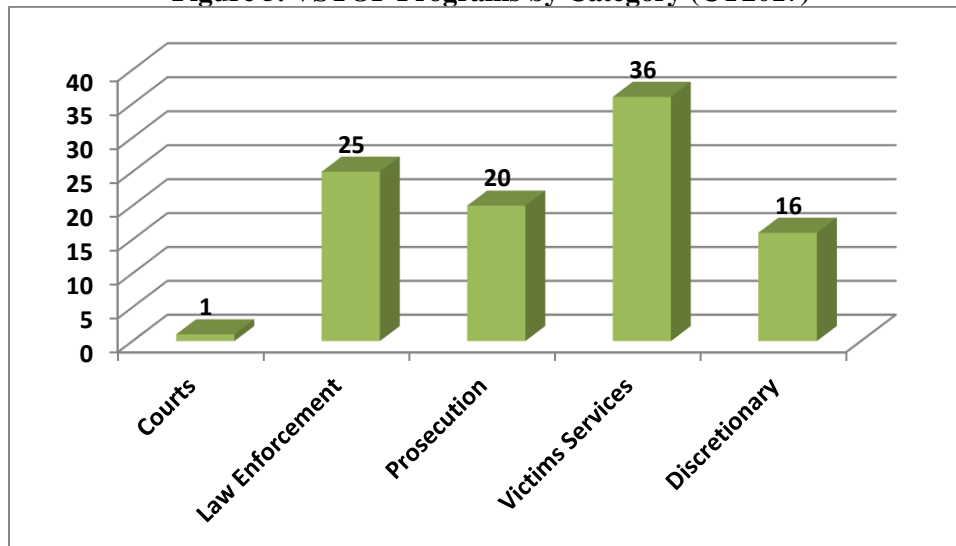
The Domestic Violence Advisory Committee at the Office of the Executive Secretary (OES) convened in March 2014 to discuss options to provide dangerousness assessment bench cards and/or additional information to judges on reducing domestic violence homicides in Virginia. The bench card is distributed to all judges, including substitute judges in Virginia. In an upcoming conference scheduled for March 2017, OES will present several workshops on lethality assessment and risk in domestic violence cases to over 100 judges.

In addition, OES currently maintains and distributes a family violence manual for judges. The family violence manual that is provided to all new Juvenile and Domestic Court and General District Court judges has already been reviewed and revised to add sections regarding lethality assessments and domestic violence-related homicides to inform judges on this issue. This manual is reviewed and revised annually.

B. Priority Areas

The state of Virginia will continue to utilize the VSTOP funds to meet the goal of STOP funding which is to increase the apprehension, prosecution, and adjudication of persons committing violent crimes against women. Currently, there are 98 programs funded using STOP funds in Virginia (Figure 5).

Figure 5. VSTOP Programs by Category (CY2017)



The goal of the VSTOP program is to promote a coordinated, multidisciplinary approach to improving the criminal justice's response to violent crimes against women. The STOP program encourages the development and strengthening of effective law enforcement and prosecution strategies to address

violent crimes against women and the development and strengthening of victim services in cases involving violent crimes against women.

Virginia continues their commitment to coordinating and integrating law enforcement, prosecution, victim services, and the judiciary to prevent, identify, and respond to crimes against women. Our approach for CY2018 through CY2022 will be to continue to build on partnerships created in previous years, as well as identify new partners to adequately identify priorities, incorporate best practices, and enhance the overall VSTOP purpose.

Currently, STOP funds are not utilized to fund the Crystal Judson purpose area, due to a lack of applications that seek to develop projects for this purpose area.

In shaping strategies for CY2018–2022, the state used small groups to develop recommendations for specific activities in each of the required STOP categories: law enforcement, prosecution, courts, victim services, and discretionary.

New initiatives are strongly encouraged to address the key priorities that were generated by the VSTOP State Team based on identified need and emerging issues in Virginia.

The first priorities for each category are to:

- 1. *Support projects that address the needs identified in the GEAP Statewide Assessment addressing the needs of underserved, unserved, and inadequately served populations and/or***
- 2. *Support new initiatives that address the priority areas in an evidence and trauma informed manner***

❖ **Law Enforcement**

1. Homicide Reduction
 - Training initiatives, policy or program development addressing domestic violence-related homicides
 - Lethality assessment program
 - Evidence/Research-based homicide reduction protocols
 - High risk teams—preventative approach to high risk DV cases
2. Trauma-Informed Practices
 - Consulting with subject matter experts in the development of law enforcement best practices in investigating cases and working with victims of sexual violence, domestic violence, dating violence and stalking with a focus on Trauma Informed approaches (i.e. Trauma Informed Interviewing)
 - Development of joint training resources for law enforcement and prosecution to enhance the response to victims of VAW
 - Policy Development and Training for Evidence-Based Law Enforcement Investigation and Prosecution (DV)
3. Higher Education Intersections in Investigations and Prosecutions
 - Training campus and other law enforcement and prosecutors on cooperative efforts involving the Clery Act, Title IX and the Family Education Records Protection Act (FERPA) and their impact on sexual violence, domestic violence, dating violence, and stalking investigations
4. Strangulation

- Training for LE in investigating strangulation cases, including working with forensic nurse examiners and medical personnel
- 5. Under-Served/Unserved Populations/Inadequately Served
 - Develop and strengthen law enforcement and community relations with identified populations to aid in better investigations of sexual violence, domestic violence, dating violence and stalking incidents (Examples may include listening sessions, collaborative efforts, and community-driven projects)
- 6. Training focused on Investigation and Prosecution of Non-Stranger Adult Sexual Assault cases

❖ Prosecution

1. Homicide Reduction
 - Training initiatives, policy or program development regarding addressing domestic violence-related homicides
 - Lethality assessment program
 - Evidence/Research-based homicide reduction protocols
 - High risk teams—preventative approach to high risk DV cases
2. Trauma-Informed Practices
 - Consulting with subject matter experts in the development of best practices in prosecuting cases and working with victims of sexual violence, domestic violence, dating violence and stalking with a focus on Trauma Informed approaches (i.e. Trauma Informed Interviewing)
 - Development of joint training resources for law enforcement and prosecution to enhance trauma-informed response to victims of VAW
 - Training for Evidence-Based (proceeding without the use of victim testimony) Investigation and Prosecution (DV)
3. Higher Education Intersections in Investigations and Prosecutions
 - Training campus and other law enforcement and prosecutors on cooperative efforts involving the Clery Act, Title IX and the Family Education Records Protection Act (FERPA) and their impact on sexual violence, domestic violence, dating violence, and stalking investigations
4. Strangulation
 - Training in prosecution of strangulation cases, including working with forensic nurse examiners and medical personnel
5. Underserved, Unserved, Inadequately served
 - Develop and strengthen prosecutor and community relations with identified populations to aid in better prosecutions of sexual violence, domestic violence, dating violence and stalking incidents (Examples may include listening sessions, collaborative efforts, and community-driven projects)
6. Training focused on Investigation and Prosecution of Non-Stranger Adult Sexual Assault cases

❖ **Courts**

1. Projects that educate judges on best practice models for establishing domestic violence dockets
2. Project that will compile statewide protective order statistical data on both Acts of Violence Protective Orders and Family Abuse Protective Orders
3. Training on sexual and domestic violence and the impact of trauma for judges, clerks, and magistrates
4. Dangerousness/Lethality Assessment training for judges and magistrates
5. Training for court personnel on domestic violence resources in the community
6. Training judges in the intersection of firearms and interpersonal violence

❖ **Victim Services**

1. Projects that build organizational capacity to provide culturally responsive services to victims that identify as African American; immigrants, particularly non-English speaking persons; LGBTQ+ ; elderly ; persons with disabilities; and/or other underserved populations
2. Prevention projects with youth
3. Projects that provide intervention for victims identified through Adverse Childhood Experiences (ACEs) or the Virginia Victimization Screen
4. Community-based, culturally specific organizations to provide domestic and sexual violence services
5. Projects that respond to the needs of victims of sexual assault, domestic violence, stalking, and/or dating violence on community or residential college campuses

❖ **Discretionary**

1. Develop a model training curriculum and/or regulations to train campus staff (Title IX investigators) who adjudicate sexual assault claims
2. Develop promising practices for addressing gender and racially biased policing in Virginia, based on Department of Justice's recommendations on the topic from their 2015 report: www.justice.gov/opa/pr/justice-department-issues-guidance-identifying-and-preventing-gender-bias-law-enforcement
3. Develop and implement language access plans to insure access to the criminal justice system and services for all victims. These access plans should address language interpretation, culturally responsive, and translation services across the spectrum of systems involved in DV/SA response: law enforcement, prosecution, courts, and victim services
4. Develop guidance and protocol for safely managing custody and visitation in cases of domestic violence
5. Develop model approaches to community based victim safety and offender accountability alternatives (such as restorative justice) to the criminal justice system that are evidence and trauma informed
6. Develop policies and protocols for implementing the firearm provisions of recent protective order legislation across the spectrum of systems involved in DV/SA response: law enforcement, prosecution, courts, and victim services

1. Description of Programs and Projects

The following is an analysis by category of the currently funded STOP programs in Virginia. This includes a brief description of the types of projects funded in each category, MEI data from 2012–2014 on arrest, prosecution, and services, a listing of the projects receiving funds in CY2017, and a graphics showing the locations of the projects.

a. LAW ENFORCEMENT

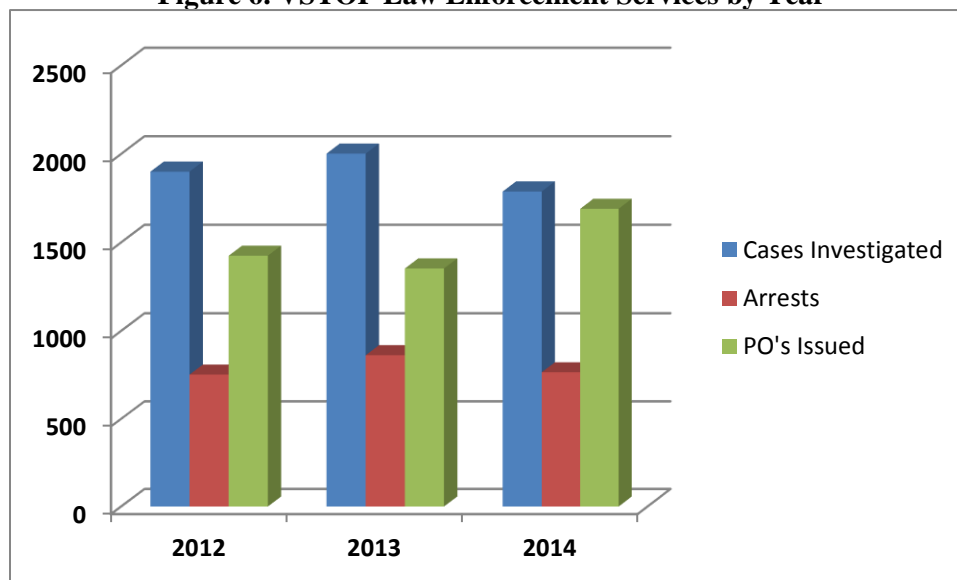
Overview of VSTOP Funded Programs

The size and type of law enforcement agencies receiving funds vary widely. For example, VSTOP funds are used to fund a full time law enforcement officer in the Washington County Sheriff's Office. Washington County is a rural locality located in the very southwest corner of the state. This region typically has limited resources and struggles with high rates of poverty and unemployment. It is important to have a specialized law enforcement officer within the county to address the needs of victims of domestic violence. VSTOP funds are also utilized to fund part of the salary of a Detective in the urban City of Harrisonburg. Having this officer within this large police department allows for more intimate and ongoing contact with victims of domestic violence and stalking in this region.

With additional resources available in CY2016, three new law enforcement agencies were able to receive funding. For CY2017, 25 law enforcement agencies in Virginia are supported through VSTOP. Positions supported by grant funds included full or partial support for 15 law enforcement officers and eight civilian liaisons. In CY2017, funds in the law enforcement category will be used to provide scholarships for officers to attend state/national training. Funds have also been designated to support a trauma-informed interviewing training, a weeklong training on a victim-centered, trauma informed approach to investigating and prosecuting sexual assault cases.

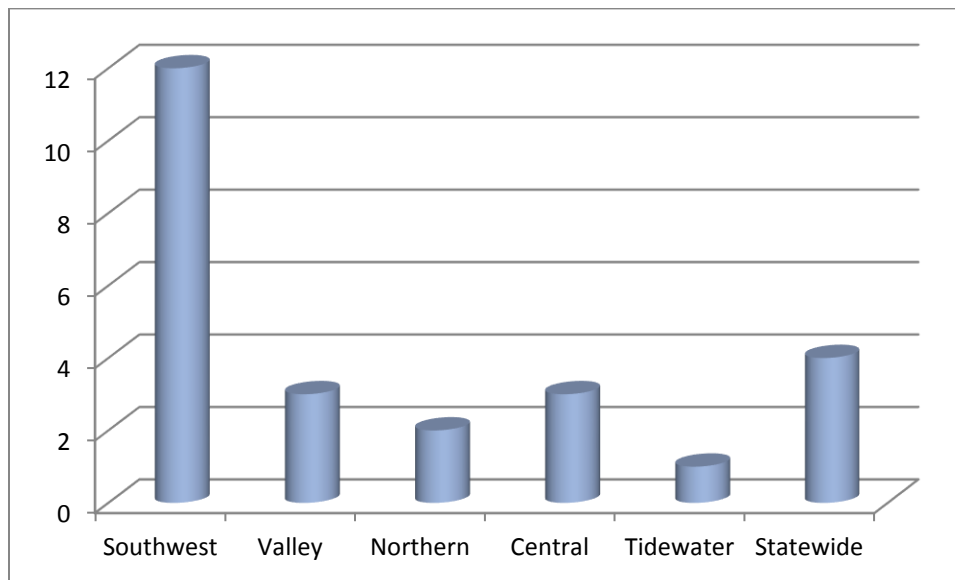
Data provided by VSTOP funded law enforcement officers is shown in Figures 6 and 6a. Please note that much of the work done by civilian liaisons is not captured by the MEI system.

Figure 6. VSTOP Law Enforcement Services by Year



Source: Measuring Effectiveness Initiative, Muskie Institute (2012–2014)

Figure 6a. VSTOP Law Enforcement Projects by Region (CY2017)



Source: Virginia VSTOP Annual Report Data, Virginia Department of Criminal Justice Services (2017)

Grant #	Law Enforcement Location Name	Type of Program	Synopsis	CY2017 Recommended
A3242	Patrick Co. SO	DV/SV/ST	1 FT Officer	\$53,333
A3245	Harrisonburg PD	DV/SV/ST	1 FT Officer	\$53,333
A3247	Lancaster Co. SO	DV/SV/ST	2 PT Dispatchers, Portion of Liaison and Investigator, consultant, supplies	\$44,304
F6137	Lawrenceville Police Dept.	DV/SA	FT Officer	\$56,097
F6165	DCJS	DV/SA	Training Support	\$-
H5462	CASC	SA	Consultants, travel, supplies	\$48,753
K4704	Augusta Co. Sheriff's Ofc.	SA	PT Project Coordinator, on-call SANES, supplies, training	\$20,312
K4705	Russell Co. Sheriff's Ofc.	DV/SA/ST	FT Officer	\$33,176
L4160	Mecklenburg Co. Sheriff's Ofc.	DV/SA/ST	FT Investigator	\$57,227
L4437	Campbell Co. Sheriff's Ofc.	DV	Portion of FT Investigator	\$42,377
L4439	Franklin Co. Sheriff's Ofc.	DV	FT DV Advocate/Coordinator	\$47,187
O3717	Washington Co. Sheriff's Ofc.	DV	Portion FT Deputy	\$37,081
P3496	Lee Co. Sheriff's Ofc.	DV	FT Officer	\$48,075
P3520	Scott Co. Sheriff's Ofc.	DV/SA/ST	FT Officer	\$36,725
P3521	Floyd Co. Sheriff's Ofc.	DV	FT Deputy	\$41,333
Q3131	Wise Co. Sheriff's Ofc.	DV	FT Deputy & supplies	\$32,787
Q3153	City of Roanoke Police Dept.	DV	FT DV Specialist	\$37,591
R9831	Rockbridge Co. Sheriff's Ofc	DV/SA/ST	Portion of FT Investigator	\$42,383
R9836	Fairfax Co. Police Dept.	DV/SA/ST	FT Advocate	\$52,993
R9845	Chesterfield Co. Police Dept.	DV	Portion of FT DV Coordinator	\$46,929
T9206	Wythe Co. Sheriff's Ofc.	DV/SA/ST	FT Deputy	\$33,225
T9215	City of Bristol Police Dept.	DV	FT Officer	\$29,028
A6044	Fairfax Office on Women	DV	Portion of a full time position	\$53,100
A6058	VCU Center on Aging	DV/SA	Portion of two full time positions	\$53,333

b. PROSECUTION

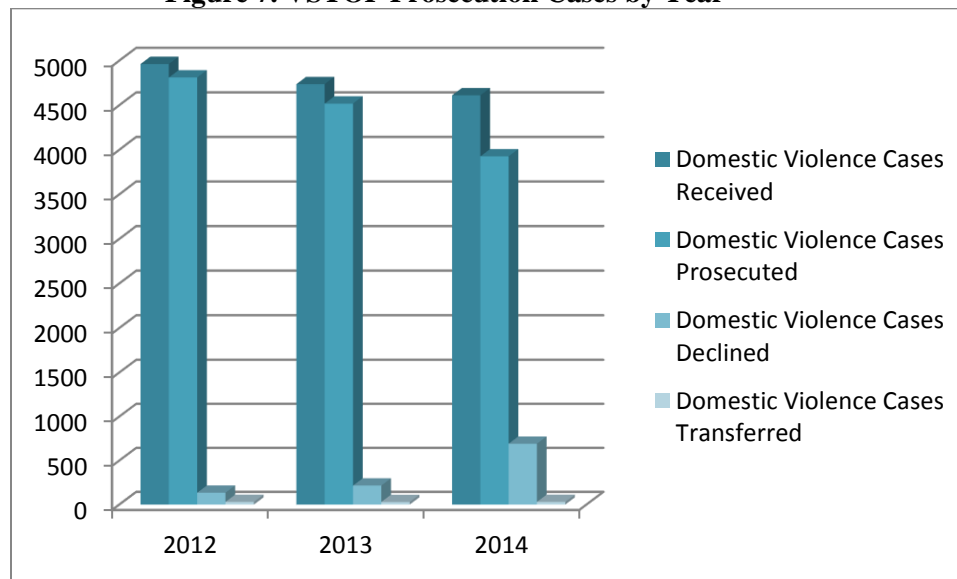
Overview of VSTOP Funded Programs

The size and type of prosecution offices receiving VSTOP funds also vary. One program that is funded through STOP funds is a part-time prosecutor in the rural locality of Louisa County. The addition of this position has allowed the prosecutor's office to put specialized effort on violent crimes against women and be a leader on the county's sexual assault response team. In addition, STOP funds are used to fund a portion of two Violence Against Women Prosecutors in the urban City of Norfolk. Prosecution funds also support a domestic and sexual violence resource attorney in the office of the statewide Commonwealth's Attorneys' Services Council.

For CY2017, 20 prosecution programs in Virginia will be funded utilizing STOP funding. Positions supported by grant funds include full or partial support for 13 full or part time prosecutors and 11 part or full time victim assistants or program coordinators. Several prosecution programs also provide training to local criminal justice personnel and most are active participants on local coordinating response teams.

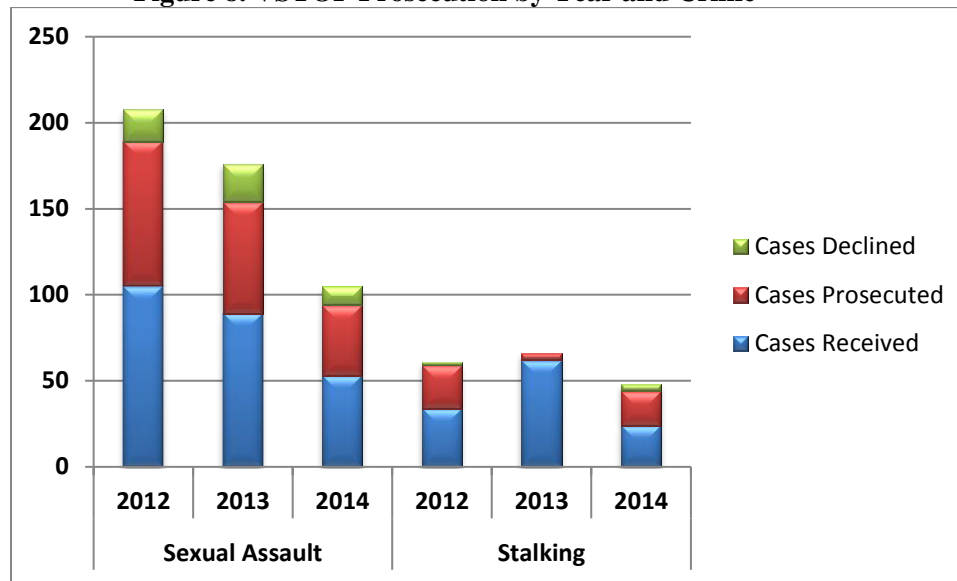
Figures 7 and 8 show data provided by VSTOP-funded prosecutors. Please note that the work done by advocates in prosecutors' offices is captured and described in the victim services section of the required reporting form.

Figure 7. VSTOP Prosecution Cases by Year



Source: Measuring Effectiveness Initiative, Muskie Institute (2012–2014)

Figure 8. VSTOP Prosecution by Year and Crime



Source: Measuring Effectiveness Initiative, Muskie Institute (2012–2014)

Grant #	Prosecution Location Name	Type of Program	Synopsis	CY2017 Recommend
F6135	Gloucester Co. CA	DV	PT Domestic Violence Advocate	\$26,969
F6138	Caroline Co. CA	DV/SA/ST	Portion of 2 VAW Advocate	\$34,753
F6139	CASC	DV/SA/ST	Half of FT Resource Prosecutor	\$43,891
F6141	Lynchburg CA	DV/SA/ST	FT Prosecutor	\$94,823
L4438	Clarke Co. CA	DV/SA/ST	PT Prosecutor, PT Asst., PT Legal Secretary, travel, training	\$37,404
Q3161	Augusta Co./City of Staunton CA	DV/ST	FT Coord., travel, supplies, training	\$41,360
R9824	City of Suffolk CA	DV	Portion of FT Prosecutor	\$75,533
S9336	Gloucester Co. CA	DV/ST	Portion PT Prosecutor	\$31,975
S9342	City of Alexandria CA	DV	FT DV Specialist	\$94,404
S9349	Rockingham Co./City of Harrisonburg CA	DV/ST	Portion of PT DV Services Coord.	\$30,027
S9360	Louisa Co. CA	DV/SA/ST	PT Prosecutor	\$36,467
S9367	City of Hampton CA	DV	FT Prosecutor, PT Paralegal	\$86,401
S9370	Chesterfield Co. CA	DV/SA/ST	Portion of 2 FT Prosecutors	\$77,873
S9389	Culpeper CA	DV/ST	Portion of FT Prosecutor	\$48,851
S9413	City of Charlottesville CA	DV/ST	Portion of FT Coordinator	\$51,115
S9425	Isle of Wight Co. CA	DV/SA/ST	Portion of PT Advocate, travel, training	\$30,795
T9223	City of Norfolk CA	DV/SA/ST	Portion of a FR Prosecutor	\$61,856
T9228	York Co./City of Poquoson CA	DV/SA/ST	PT Prosecutor, PT Admin. Asst.	\$36,488

c. COURTS

Overview of VSTOP Funded Programs

As of January 1, 2014, there is only one grantee within the Courts category, as VAWA Reauthorization 2013 directed that STOP money shall go *to* courts rather than *for* courts. The Executive Secretary of the Supreme Court is the sole grantee of funds in this category and has made small sub-grants available to localities to improve the judicial response to violence against women. In addition, they continue to develop and implement their training program for judges and magistrates that have included an expanded section on sexual assault and stalking. They have developed a bench guide to inform judges of dangerousness risk factors in domestic violence cases and have distributed it to all judges in Virginia. In addition, they will conduct a conference for judges and other court personnel with a large portion of the workshops focusing on domestic violence lethality. They continue to work diligently to improve the accessibility to those with disabilities through the web-based self-help module known as I-CAN!.

d. VICTIM SERVICES

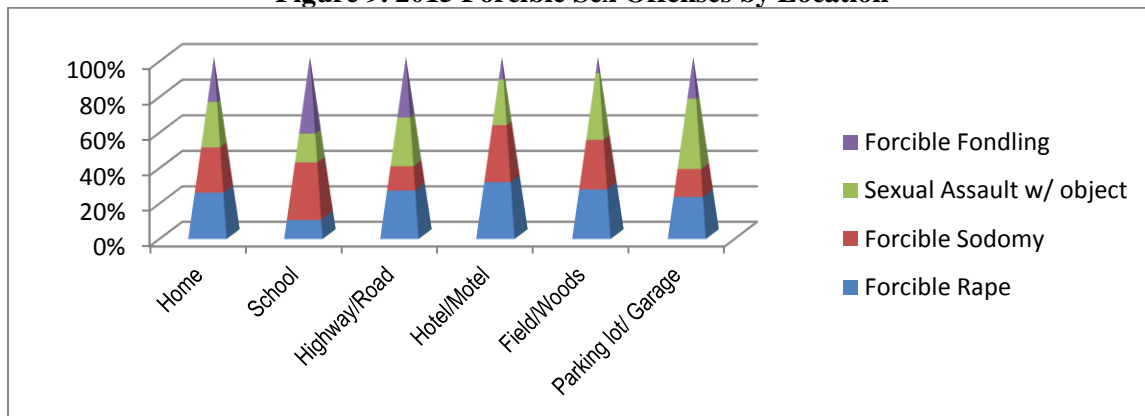
Overview of VSTOP Funded Programs

There are several models for victim services programs in Virginia. They include sexual assault centers, domestic violence programs, and court advocacy projects. In CY2017, there are 36 non-profit victim services programs that were funded through VSTOP. Funds were mainly used to support salaries for advocates, outreach workers, and attorneys. Types of programs funded include sexual assault, domestic violence, culturally specific and legal services programs.

❖ Sexual Assault Programs

In 2015, sexual violence service providers in 36 sexual assault crisis centers across the Commonwealth provided 5,471 adult and 1,849 child victims with 84,258 hours of advocacy services in an effort to ease the emotional trauma and to facilitate the reporting process.¹⁵ In CY2014, 22 sexual assault crisis centers received VSTOP funding to provide services.¹⁶ Approximately 27% of VSTOP funding is awarded to projects that meaningfully address sexual violence. According to Virginia State Police data, forcible sex crimes were overwhelmingly committed within a residence setting (Figure 9).

Figure 9. 2015 Forcible Sex Offenses by Location



Source: Virginia State Police, *Crime in Virginia, 2015*

¹⁵ Virginia Sexual and Domestic Violence Action Alliance, *Domestic Violence Services in Virginia — VAdat Report, 2015*. http://vadat.org/published_reports/2015%20adv_sv_report.pdf. Accessed on February 17, 2017.

¹⁶ The Muskie Institute, *Measuring Effectiveness Initiative* (2014)

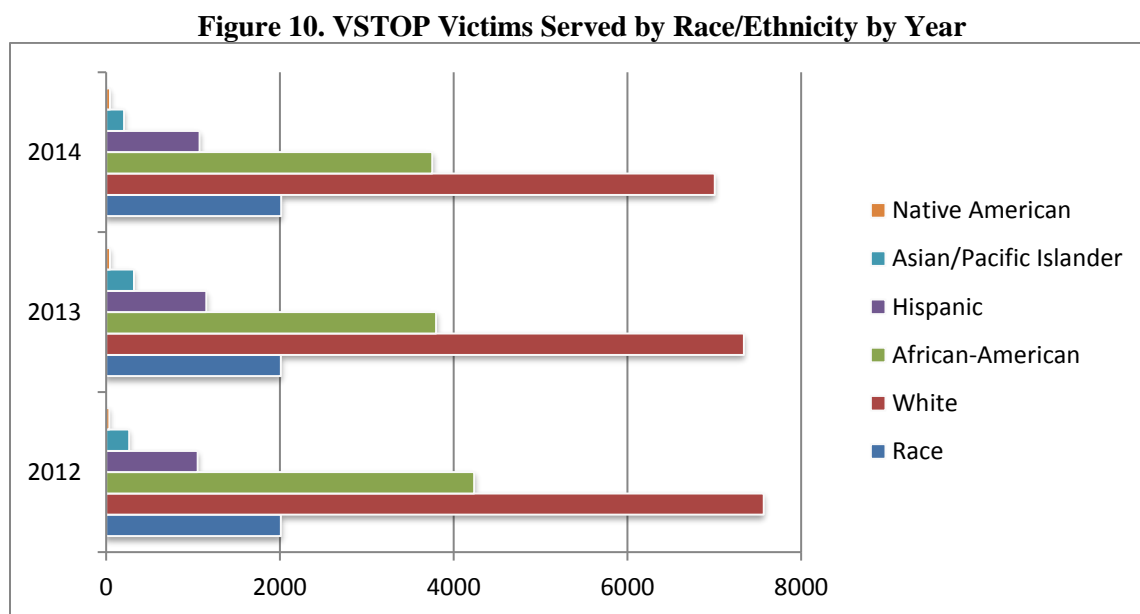
❖ Domestic Violence Programs

In 2015, local domestic violence service providers from 51 local programs responded to 42,996 domestic violence-related hotline calls through Virginia domestic and sexual violence hotlines.¹⁷ Through hotline calls, local programs responded to requests for services, including crisis intervention, counseling and support, emergency housing/shelter, emergency financial assistance, safety planning, transportation, and information/referral. In CY2015, 32 local domestic violence programs received VSTOP funds to provide services.¹⁸

❖ Culturally and Linguistically Specific Services

Since 2011, three community-based, culturally specific non-profit service programs were funded: the Northern Virginia Family Services/Center for Multi-cultural Human Services, the Asian Pacific Islander Domestic Violence Resource Project, and Tahirih Justice Center. In January 2017, Ayuda was awarded funding to provide culturally specific services to Hispanic victims of sexual and domestic violence. In 2017, VSTOP funded part of 16 positions that address the needs of culturally-specific victims.¹⁹

Figure 10 details data regarding ethnicity and race from all VSTOP programs providing direct services to victims.



Source: Measuring Effectiveness Initiative, Muskie Institute (2012–2014)

¹⁷ Virginia Sexual and Domestic Violence Action Alliance, *Domestic Violence Services in Virginia—VAdata Report, 2012* (2013).

¹⁸ *Virginia VSTOP Annual Report Data, Virginia Department of Criminal Justice Services* (2017)

¹⁹ *Id.*

Grant #	Courts Location Name	Type of Program	Synopsis	CY2017 Recommend
L4161	Supreme Court of Virginia	DV/SV	Portion of the FT DV Coordinator and DV Analyst, travel, supplies, and court sub-grants	\$206,916

Grant #	Victims Services Location Name	Type of Program	Synopsis	CY2017 Recommend
C3044	(Q9207) Prince William Co./SAVAS	SA	Portion of FT Volunteer Coord., portion of Hispanic Serv., portion of PT Client Services	\$34,887
C3046	(Q9423) Washington Co. Abuse Alt.	DV	Portion of 2 FT Outreach Coord. For Washington County and Bristol City	\$53,195
D2567	(Q9217) YWCA of Central VA	DV/SA/ST	Portion of FT Volunteer Coord., travel, supplies	\$18,202
E2318	YWCA-SHR (Norfolk Court/SAFE)	DV/SA/ST	Portion of FT Program Coord.	\$30,376
H5460	Tahirih Justice Center No VA	DV	Portion of 3 Attorney and 2 paralegals, travel	\$36,904
I5925	Northern VA Family Services/Multicultural Human Svcs. Program	DV	Portion of FT Program Manager, Bi-lingual info/referral staff, bi-lingual counselors, Psychiatrist, Clinical Knowledge Expert, travel, equipment, supplies, training	\$26,059
L4435	People Inc.	DV	Portion of 2 FT Court Advocates, travel, supplies, training	\$14,792
M4188	Asian Pacific Islander DV Resource Project	DV	Portion of Advocate Prog. Dir., consultants, travel, supplies	\$20,830
M4191	Charlottesville SHE	DV	PT Spanish-speaking advocate, travel, supplies, training	\$17,227
M4440	Family Crisis Support Services	DV/SA/ST	FT Violent Crimes Against Women Advocate	\$27,045
Q3129	Portsmouth H.E.R Shelter	DV	Portion of 2 PT Court Advocates	\$15,915
Q3139	Culpeper/SAFE	SA	Portion of FT SA Coordinator, portion of 2 FT SA outreach workers, travel	\$32,295
Q3144	Avalon: Ctr. for Women & Children	DV/SA/ST	Portion of FT Legal Adv., travel, equipment, training, supplies	\$17,938
Q3157	Prince William Co./ACTS Turning Point	DV	Portion of 2 FT Advocates	\$25,341
R9430	Collins Center - Harrisonburg	SA	Portion of FT Victims Services, Outreach Coordinators, and Prevention Specialist	\$30,689
R9841	Winchester Laurel Center	DV/SA	Portion of FT Criminal Justice Coord., portion of 4 PT Crisis Intervention Companions	\$22,901
R9860	South Hampton/YWCA	DV	Portion of FT Victim Services Liaison; travel	\$19,637
R9872	Quin Rivers CAA/Project Hope	DV	Portion of FT DV Coordinator, travel, equipment, training, supplies	\$27,800

Grant #	Victims Services Location Name	Type of Program	Synopsis	CY2017 Recommend
R9876	Empowerhouse (Formerly RCDV)	DV	Portion of FT Court Advocate	\$18,208
S9334	Virginia Poverty Law Center	DV/SA/ST	PT Attorney, travel	\$21,894
S9338	Southwest Va. Legal Aid	DV	Portion of 2 FT Staff Attorneys, portion of 1 FT Managing Attorney	\$15,062
S9340	Genieve Shelter	DV	Portion of FT Advocate	\$18,430
S9346	New River Valley/ WRC	DV/SA/ST	Portion of FT Community Outreach Coord.	\$32,877
S9352	Wytheville Family Resource Center.	DV/SA/ST	Portion of 2 FT Advocate, travel, supplies	\$28,249
S9365	Project Horizon Inc.	DV/SA/ST	Portion of Community Services Director	\$27,520
S9366	Hampton CURE Transitions	DV/SA	Portion of FT CURE Coord., portion of FT CURE Adv.	\$41,993
S9399	Lynchburg YWCA	DV/SA/ST	Portion of FT DV Advocates, travel, supplies, training	\$26,720
S9402	Rappahannock CASA	SA	2 PT Court Advocates	\$31,389
S9404	Rappahannock Legal Services	DV/SA/ST	Portions of 5 FT Staff Attorneys	\$23,558
S9411	Hanover Safe Place	DV/SA	Portion of 2 Advocates	\$30,184
T9202	Page Co./Choices	DV/SA/ST	Portion of FT Court Advocate	\$27,659
T9205	Loudoun LAWS	DV/SA/ST	Portion PT Attorney, portion of PT Legal Services Coord.	\$24,416
T9211	Martinsville Citizens Against FV	DV/SA/ST	Portion of FT Women's Advocate, travel, supplies	\$30,702
T9214	Richmond Co./The Haven	DV/SA/ST	Portion of FT Victim Advocate, travel, supplies, training	\$32,226
A6033	Ayuda	DV/SA/ST	Portion of five full time positions	\$40,000
T9239	Charlottesville SARA	SA	Portion of 2 positions, training, supplies	\$31,720

e. DISCRETIONARY

Discretionary funds have been used to support sixteen programs under this category. Positions supported include two full-time court advocates, one full time and one part time advocate that provides culturally specific services to Hispanic and Spanish-speaking victims of crime, five full-time and three part-time services and/or training coordinators. Programs include three statewide initiatives, one community coordinating council, one community corrections program, one center of aging, and one campus sexual assault program. The Department of Juvenile Justice is also funded under this category as a part of the currently required PREA set aside.

◆ Statewide Initiatives

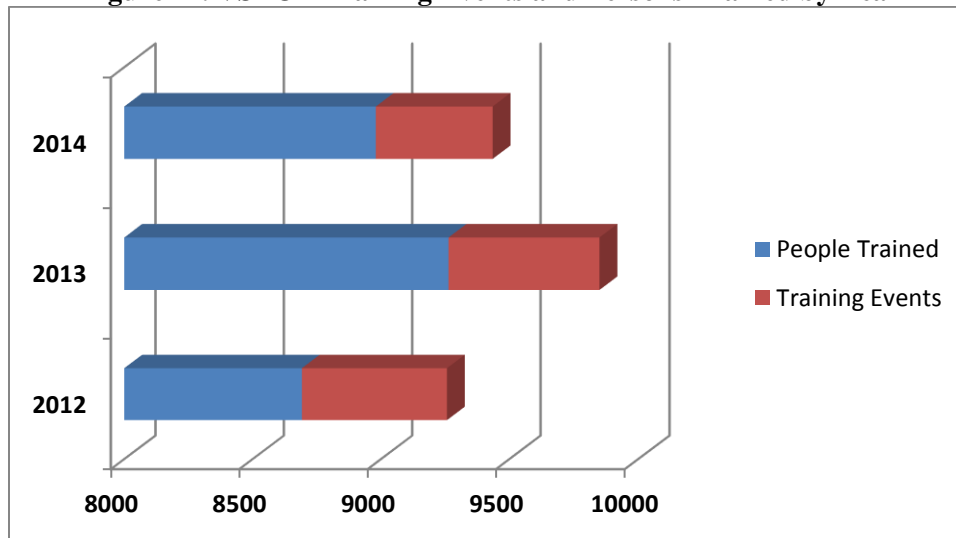
Three grants have been awarded to three state organizations. The Virginia Sexual and Domestic Violence Action Alliance (VSDVAA) received a grant to provide training on identifying and addressing the needs of African American victims. The Office of the Attorney General is continuing projects designed to increase access to services by Native American, Hispanic, and Asian ethnic minorities. Virginia Commonwealth University's Center on Aging is the third

statewide grant funded through this category and they provide training to service providers that serve older victims of sexual assault, domestic violence, and stalking.

Several VSTOP programs in each category provide training at the local and state levels. These trainings help to improve the local and statewide responses to violent crimes against women.

Figure 11 reflects the training efforts provided by VSTOP supported projects in all categories.

Figure 11. VSTOP Training Events and Persons Trained by Year



Source: Measuring Effectiveness Initiative, Muskie Institute (2012–2014)

◆ **Community Corrections**

The Chesterfield County Domestic and Sexual Violence Resource Program operate a project which provided 282 new victims with specialized direct services during the 2016 calendar year.²⁰

The specialized direct services offered by the funded staff include safety planning, protective order information and assistance, criminal justice advocacy and crisis intervention. The funded staff also works closely with other agencies, such as the Commonwealth Attorney’s Office, Victim Witness, CASA, Child Protective Services, Mental Health, local probation and the local domestic and sexual violence program to coordinate domestic violence services.

◆ **Aging Services**

The Virginia Commonwealth University Center on Aging, serving the Richmond metropolitan area, provide training to service providers in the region on how to identify victims of sexual and domestic violence who are elderly or aging. This project also assists agencies to develop protocols on how to provide appropriate and effective services to this vulnerable population.

◆ **Campus Sexual Assault Centers**

George Mason University, located in Fairfax County, a northern Virginia urban area, receives a grant to support outreach and education as well as direct services to students, faculty, and staff.

²⁰ Information provided by the Chesterfield Sexual and Domestic Violence Resource Center.

Grant #	Discretionary Location Name	Type of Program	Synopsis	CY2017 Recommended
C6164	DCJS	DV/SA	Scholarships for Action Alliance Annual Retreat	\$10,000
M4145	VCU Center on Aging	DV/SA	Portion of FT Project Coordinator	\$43,928
M4192	VSDVAA	SA	PT Training Coord., PT Resource Coord., consultants, travel, supplies, training	\$25,924
M4193	Office of the Attorney General	DV	Portion of FT Program Coord., portion of FT training manager and training coordinator consultants, travel, supplies, training	\$54,083
P3523	Bedford Co. DSS	DV	Portion of FT Court Advocate	\$16,788
R9826	Tazewell Co. CA	DV	FT Victim Advocate	\$36,779
R9848	Prince William Co. OCJS	DV	FT DV Coord., travel, supplies, training	\$41,647
S9333	Office for Women & Domestic and Sexual Violence Services	DV/SA/ST	PT Hispanic DV Counselor; travel; supplies	\$33,951
S9369	George Mason University	SA/ST	Portion of PT Outreach Spec., portion of PT Education Spec.	\$50,859
S9371	Chesterfield Co. DV Center	DV	Portion of FT Victim Advocate	\$51,901
S9388	Roanoke/Council Community Services	DV/SA/ST	PT Council Coordinator, supplies, travel	\$17,757
S9393	Alexandria SARA	SA	portion of FT Hispanic Outreach worker	\$56,501
S9412	City of Williamsburg/James City Co. CA	DV/SA/ST	Portion FT Victim Advocate	\$37,829
A6046	The James House	DV/SA/ST	Portion of two positions- one Immigration Services Coord.	\$53,333
A6057	Transitions	DV	Full time legal advocate	\$44,473

f. LETTERS OF SUPPORT

Many current VSTOP grantees offered letters of support that identify their need for STOP grant funds, their intended use of grant funds, the result of funding, and the demographics of the populations served through the funding. Grantees from law enforcement, courts, prosecution, and victim services have offered their letters of support to emphasize the importance of VSTOP funds to their programs, communities, and the victims they serve. Letters of support can be found in Appendix D.

g. SEXUAL ASSAULT SET-ASIDE

The Violence Against Women Act Reauthorization of 2013 requires that states use at least 20% of their funding to “meaningfully” address sexual violence. As a means to measure the term “meaningfully,” programs were assessed by their sexual assault training efforts and their direct services to victims of sexual violence. Those programs that provide at least 50% of their time serving

victims of sexual violence and/or 50% of their time training on sexual violence were deemed as meaningfully addressing sexual violence. Using these calculations, approximately 34% funds are used towards projects that meaningfully address sexual assault. Thus, Virginia fully meets the new 20% set-aside requirement. In addition, the projects that were deemed as meaningfully addressing sexual violence fall under four of the five VSTOP categories. Currently, the courts are the only category that does not meet this standard. It is a priority in the next four years to further increase the number of grantees providing meaningful sexual assault services. As previously indicated, over the next four years, should resources allow, projects that meaningfully address sexual assault will receive priority for funding.

C. Grant-Making Strategy

1. Grant Solicitation and Review

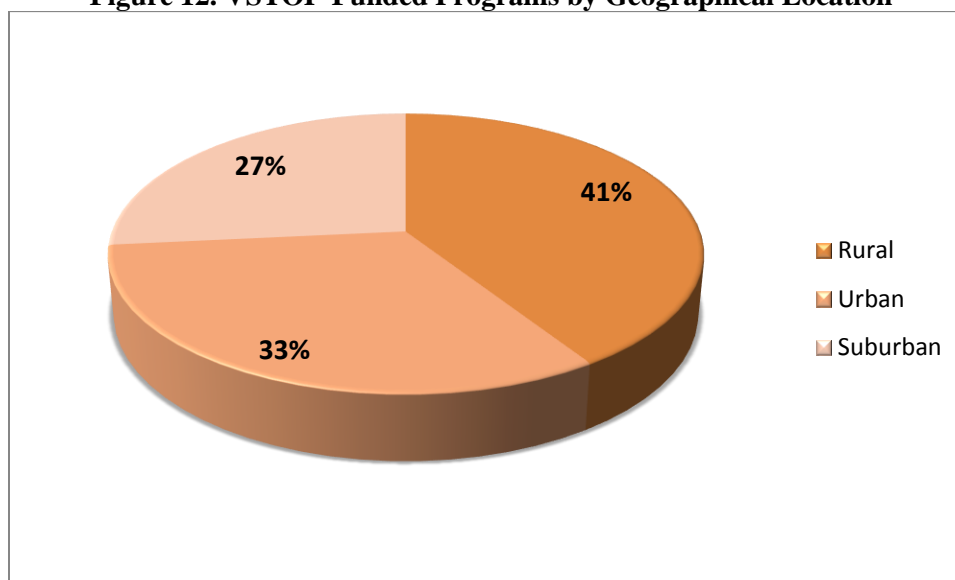
During the period covered by this plan, new grants will be awarded on a competitive basis and continuation applicants will be funded if they demonstrate progress on their goals and objectives. Continuation applicants who have been funded for ten or more years will be required to reduce their budgets by 15%. Grants will be awarded on a three year cycle.

Continuation grants will be reviewed by DCJS staff familiar with the programs. New initiatives will be reviewed by both DCJS staff and outside reviewers with specific expertise.

The VSTOP State Planning Team has developed priorities that will fund innovative projects that address the needs of victims of sexual assault, domestic violence, dating violence, and stalking. These include trauma-informed, evidence-based approaches and training initiatives that better enable the criminal justice response to increase victim safety and hold offenders accountable (see STOP priorities on pages 16–18).

Virginia strives for an equitable distribution of VSTOP funding across the state. Attention to geographic diversity and availability of services is a part of the review team's deliberations. Rural localities in Virginia continue to receive a larger portion of VSTOP funding (Figure 12). In addition, applicants are required to submit a needs justification with their grant application that allows them to detail gaps in services and resources in their locality. When determining funding, the locality size, current victim service resources, community support, crime and offense data, underserved populations identified and level of need are all considered carefully. Currently, with 98 programs funded, 41% are within rural localities, 33% are urban, and 27% are suburban (Figure 12).

Figure 12. VSTOP-Funded Programs by Geographical Location



Source: Virginia VSTOP Annual Report Data, Virginia Department of Criminal Justice Services (2017)

After grants are reviewed, recommendations are presented to the Grants Review Subcommittee of the Criminal Justice Services Board (CJSB). The Grants Review Subcommittee are a smaller group of CJSB members that examine the grants that have been submitted for funding and discuss the staff recommendation to fund or not fund each project. The CJSB is a 29-member board and is the Department's policy board. It has representation from all aspects of the criminal justice system on both state and local levels of government, as well as representatives of the private security industry, the public-at-large and the General Assembly.

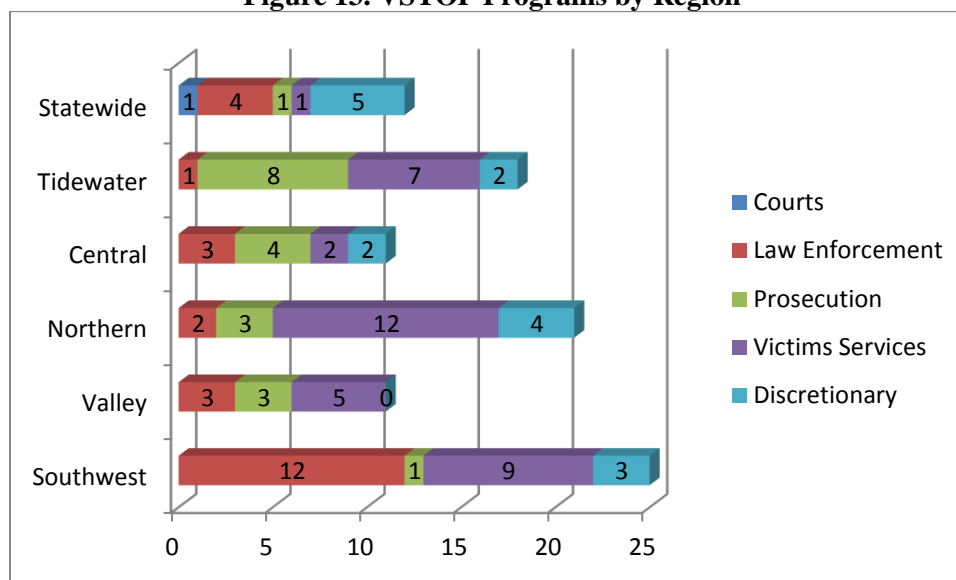
The CJSB is the approving authority for the regulations the Department promulgates in accord with the Administrative Process Act and approves most of the grants the Department awards to localities, state agencies and private non-profit organizations.

If there are any continuation grants denied or cut by 20% or more, applicants are eligible to appeal. A special appeals subcommittee of the CJSB hears the appeals, and the recommendations from both subcommittees are reported to the CJSB. The CJSB makes the final decision.

Distribution by Category

In calendar year 2017, approximately 25% of the funds awarded were allocated to both the law enforcement and prosecution categories. Five percent were allocated to the courts. Thirty one percent were allocated to victim services, with 12% directed to community-based, culturally specific non-profit agencies to provide services to victims of sexual and domestic violence. The remaining 14% was used to support statewide initiatives, local government-based service programs, and a forensic nurse examiner program. As seen in Figure 13, there is a wide distribution of programs in each category (excluding courts) that are funded within rural, suburban, and urban regions of the state. Based on all of the demographic, crime statistics, and knowledge of available resources, funding is directed towards localities where the biggest impact can be made.

Figure 13. VSTOP Programs by Region



Source: Virginia VSTOP Annual Report Data, Virginia Department of Criminal Justice Services (2017)

2. Grant Cycle and Timeline

The VSTOP grant cycle in Virginia is three years. CY2016 was the first year in this current grant cycle (see CY2016–2018 VSTOP Grant Solicitation in Appendix E). The VSTOP grant timeline for CY2016 is shown below:

Activity	Date
Post VSTOP Guidelines on website	August 7, 2015
First VSTOP Teleconference	August 17, 2015
Second VSTOP Teleconference	August 19, 2015
VSTOP Applications DUE	September 18, 2015
Assign Grants to Reviewers (Monitors)	September 22, 2015
Pre-Review Meeting <ul style="list-style-type: none"> Discuss At-risk Programs Discuss Review Process 	October 21, 2015
Grant Review Committee meets; makes recommendations for subcommittee consideration	October 23, 2015
Enter data/grant programmatic special conditions into GMIS	November 2, 2015
Verify/Enter Budget/Special Conditions	November 5, 2015
Grants Administration sends grant summaries to CJSB Subcommittee via email	November 12, 2015
Subcommittee meets; makes recommendations for CJSB	December 1, 2015
CJSB Meets to receive Subcommittee Recommendations	December 10, 2015
Statements of Grant Award Issued	January 2016

Monitoring and Evaluation

OVW requires subgrantees to participate in the Measuring Effectiveness Initiative (MEI) developed in 2003 by the Muskie Institute. STOP grantees and subgrantees from across the nation now report using the same form and definitions. Statistics provided earlier in this document were extracted from

the annual reports that the Muskie Institute has provided on data collected for calendar years 2012–2014.

While this method of reporting accurately reflects what STOP funds specifically supports, it does not provide much insight on the impact of STOP funding. Therefore, applicants for VSTOP funding are still required to submit an evaluation plan and analysis as a part of their application.

Data Collected

Information about the activities and/or services provided is submitted by sub grantees bi-annually. The bi-annual progress reports are the same format as the MEI sub-grantee annual report. All grantees have received training on how to complete the MEI report.

For those offering direct services, demographic information is required. This information includes, but is not limited to type of crime, age, race/ethnicity, disability, language spoken, and relationship to the offender. Records will be kept by sub-grantees of the number of victims served and the services provided.

Sub-grantees that provide training are required to report the number of hours of training as well as the professional group that received the training. All sub grantees are required to maintain attendance records, number of hours of training provided, copies of the curricula, and evaluation information. Records are also kept on the training received by staff and the participation of staff members in community council meetings. Current and accurate financial records and narrative summary reports are required from all programs.

Evaluation

Evaluation on the local level is done by measuring progress bi-annually. Sub-grantees are also required to conduct consumer surveys if they are direct service providers. They must submit a copy of their consumer feedback form, collated results, and an analysis of those results with their application.

Sub grantees providing training and resources are required to evaluate their curricula and methodology. To achieve this, written evaluations are completed by recipients of resources and training to determine the effectiveness of the materials. Pre and post tests may also be used by providers of training to determine the amount of knowledge gained by participants.

Monitoring

Five full-time employees from DCJS are assigned to monitor VSTOP programs. This is done by conducting risk assessments routinely and by reviewing bi-annual progress reports. Information gleaned from the risk assessments is used to prioritize programs for on-site monitoring visits. Staff conducts on-site and/or desk monitoring of approximately 25% of the sub grantees every year. On-site monitoring includes a comprehensive review of compliance with federal regulations and state guidelines. A report is generated after each visit with comments and recommendations and is provided to the staff, Project Director, and Project Administrator of each grantee.

Monitoring enables staff to determine if programs are operating efficiently and meeting their goals and objectives. Projects that are not meeting their goals may receive technical assistance to improve their programs. In some cases, weak or less than satisfactory programs will not receive continued funding. DCJS constantly aims to award funds to localities that have developed strong program objectives and who work diligently to achieve them. Technical assistance has been, and will continue to be, one way to improve programs. The stronger and more effective the program, and the more community support for the program, enhances the sustainability of the program without a dependence of federal or state grant funds.

3. Consultation with Victim Service Providers

Per the new requirements of VAWA Reauthorization 2013, when applying for funding, sub grantees will verify, through a signed assurance that they have consulted with victim service providers when developing their applications to ensure that proposed activities are designed to promote victim safety, confidentiality, and economic independence.

4. Raising Awareness about STOP Funding

When funding becomes available for new initiatives, DCJS makes every effort to ensure that all eligible entities are aware of the opportunity. This includes posting the solicitation on the agency website, notifying all registered users that request agency updates of the grant funding opportunity, utilizing victim service-related listservs, requesting that state partners disburse information to their stakeholders, announcing funding opportunities at state and local meetings and task forces, and ensuring that culturally, linguistically, and population specific victim services programs are aware of the funding opportunity.

D. Addressing the Needs of Underserved Victims

Virginia is committed to continuing its efforts to meaningfully respond to the needs of various underserved communities by ensuring that monies set-aside to fund linguistically and culturally specific services and activities are distributed equitably among Virginia's various diverse communities. Currently, VSTOP funding supports four culturally specific, community-based organizations to work with linguistic and culturally specific communities and makes up 13% of the total victim services category funding. These projects are: the Asian/Pacific Islander Domestic Violence Resource Projects, the Center for Multi-Cultural Services, the Tahirih Justice Center, and Ayuda (see the following table).

Grant #	Victims Services Location Name	Type of Program	Synopsis	CY2017 Recommended
A6033	Ayuda	DV/SA/ST	Portion of five full time positions	\$40,000
H5460	Tahirih Justice Center No VA	DV	Portion of 3 Attorney and 2 paralegals	\$36,904
I5925	Northern VA Family Services/Multicultural Human Services Program	DV	Portion of FT Program Manager, Bi-lingual info/referral staff, bi-lingual counselors, Psychiatrist, Clinical Knowledge Expert	\$26,059
M4188	Asian Pacific Islander DV Resource Project	DV	Portion of Advocate Program Dir., consultants	\$20,830

DCJS and the VSTOP State Team examined the distribution of STOP funds to underserved populations and the relevant census data and came to the following conclusion. ***In order for Virginia to more equitably distribute STOP funds across the Commonwealth’s linguistically and ethnically underserved communities, additional funds need to be provided to support projects developed by community based organizations that serve Hispanic/Latino and LGBTQ survivors of domestic violence, dating violence sexual violence, and/or stalking.***

Currently, VSTOP funds support six programs that provide services to **Spanish-speaking victims of sexual and domestic violence**. However, state funds (the Virginia Sexual and Domestic Violence Victim Fund) support another six programs providing culturally and linguistically relevant services to Spanish-speaking survivors. Programs have reported overwhelmingly that they need more resources for victims that identify as Hispanic and/or have limited English proficiency. The VSTOP State Planning Team has made it a priority to develop policies and direct funding in the next implementation plan cycle to projects that help identify the needs of Hispanic victims and assist them in culturally and linguistically meaningful ways.

Tribal Consultation

At the time of the last Implementation Plan due date in 2014, Virginia did not have any federally recognized tribes. However, on July 2, 2015, the Pamunkey tribe was granted federal recognition and remains the only Virginia tribe to have this distinction.

Many of Virginia’s tribes are not organized in a way where their leadership and/or membership can be easily identified. The few tribes that are more organized, have developed a strong leadership, and have created more accessible information online have not expressed a desire to participate in the STOP planning process.

In an effort to engage Native American tribes in the planning and decision making process for the STOP funding program, several efforts have been made to contact and encourage tribes to participate in the process. A copy of the *2014–2017 STOP Implementation Plan* was provided to all tribal leaders with an opportunity to provide feedback. In addition, the Chief of the Rappahannock Tribe, Ann Richardson, has been a member of the VSTOP State Team since 2006. However, she has not attended a meeting in many years. All meeting minutes, correspondence, and meeting reminders have been sent to her, but she has declined to formally participate in the process. Finally, all tribal leaders were sent a formal letter inviting them to participate in the January 30, 2017 STOP State Team meeting, where the implementation plan was being finalized by the State Planning team. Unfortunately, the team did not receive any participation from tribal leadership.

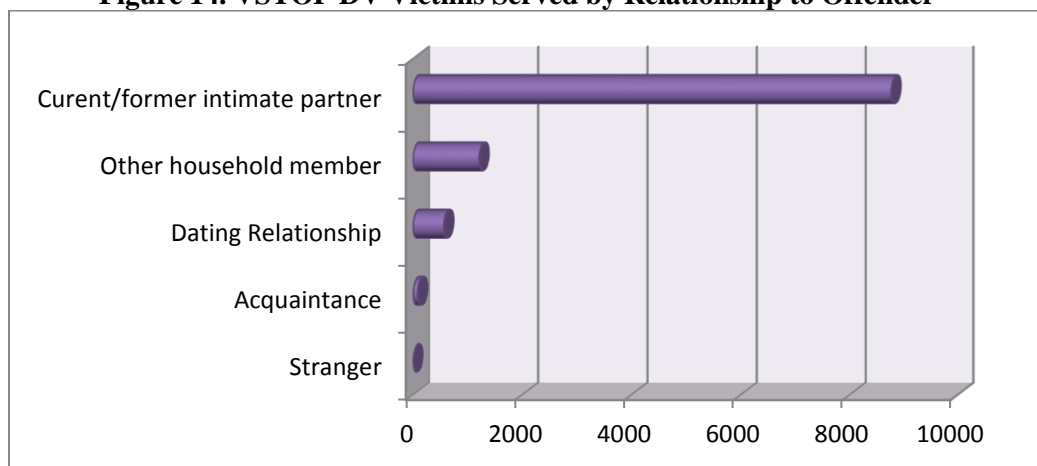
More outreach and consultation with other projects that serve the native population will be conducted during this implementation cycle to try to engage tribal leadership in a more meaningful way.

Currently, two VSTOP funded programs are attempting to provide outreach to **Native women** residing in Virginia. Several tribes have sought federal recognition for years but have never succeeded. Lobbying efforts are continuing.

The VSTOP award to the Office of the Attorney General helps to support some activities of Native American Advocates Against Violence (NAAAV), a statewide coalition whose mission is to develop and implement strategies to empower Native Americans whose lives have been affected by violence. Over the past eight years, NAAAV has sponsored annual Indigenous Women’s Conferences which provide a safe, supportive environment for Native Women to come together and exchange ideas and concerns, gather information, build skills, and mutually support one another.

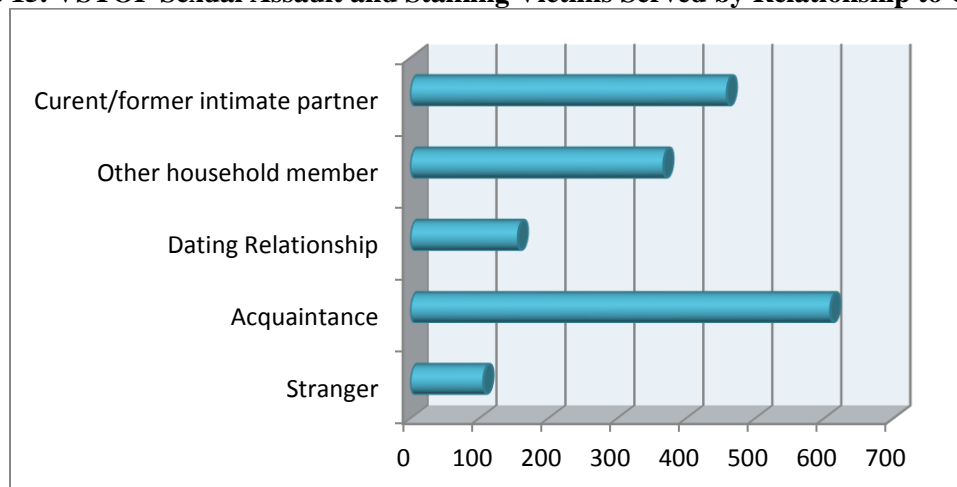
Due to the VAWA Reauthorization of 2013, STOP funding has allowed grant funded programs to serve victims that are 11 years and older. This change will better allow our programs to reach **young victims of dating violence, sexual and domestic violence, and stalking**. In 2014, 89% of victims served were female, over 25% were younger than 24 years, and almost 5% were older than 60 years.²¹ Figures 14 and 15 show the relationship to offender of victims served by VSTOP-funded staff.

Figure 14. VSTOP DV Victims Served by Relationship to Offender



Source: Measuring Effectiveness Initiative, Muskie Institute (2014)

Figure 15. VSTOP Sexual Assault and Stalking Victims Served by Relationship to Offender



Source: Measuring Effectiveness Initiative, Muskie Institute (2014)

²¹ The Muskie Institute, Measuring Effectiveness Initiative (2014)

Victim Accessibility to services is an important component of programs receiving VSTOP grants. Programs are expected to have services available or referrals to services for **disabled, hard-of-hearing, or visually-impaired victims**. This may include a Telecommunications Device for the Deaf (TDD), sign language interpreters, or Braille materials. In 2014, 683 victims with mental or physical disabilities were served by VSTOP funded staff.²² Of note, State funds (Virginia Sexual and Domestic Violence Victim Fund) are used to support the I-CAN! Project that increases accessibility to the criminal justice system for persons with disabilities that are victims of sexual and domestic violence.

Virginia has a significant number of **Hispanic and Asian residents who do not speak English or speak English as a second language**. Programs continue to develop mechanisms, if appropriate, for providing language access to language interpreters, materials in other languages, and services to victims with limited or no reading skills. In CY2014, 1,077 Hispanic victims and 207 Asian victims received services through VSTOP supported programs.²³

Accessibility to services for **African American victims** continues to be a high priority for VSTOP. Several programs in Virginia emphasize outreach services to African American victims. In CY2014, 31% of victims served by VSTOP funded programs were African American.²⁴ Approximately 20% of Virginia's population is African American.²⁵ The need to outreach African American victims is more evident with recent data that shows that African American victims are victims of domestic violence related homicides at higher rates than other racial and ethnic groups.²⁶

The Lesbian, Gay, Bisexual, Transgender, and Queer (LGBTQ) community is another underserved group in Virginia. The Virginia State Team has identified this community as a priority for funding when additional funds become available. Currently, the required data collected for VSTOP funded projects does not include statistical information for the LGBTQ community. Tracking this data would be helpful to help identify where additional resources are needed. Though rates of intimate partner violence in LGBTQ relationships occur at approximately the same frequency as in heterosexual relationships, rates of reporting are often much lower for this population due to factors such as discrimination, shame, isolation, fear of re-victimization, and victims often face significant barriers to getting help.²⁷ More resources are needed to create systems that provide a sense of community, support, and information that will allow these victims to heal and to navigate the criminal justice system, if they choose to report the crime to law enforcement.

Since funding is limited, programs will be encouraged to offer referrals to services for underserved populations, if they are unable to fill the need themselves. All programs are monitored for their compliance of providing accessibility of services. Monitoring will be conducted through on-site visits and the review of bi-annual progress reporting.

²² The Muskie Institute, Measuring Effectiveness Initiative (2012)

²³ *Id.*

²⁴ *Id.*

²⁵ U.S. Bureau of the Census, "State and County Quickfacts, 2016." www.census.gov/quickfacts/table/PST045216/51. (Accessed February 22, 2017).

²⁶ Office of the Chief Medical Examiner, Virginia Department of Health. Family and Intimate Partner Homicide (2014). www.vdh.virginia.gov/content/uploads/sites/18/2016/04/2014-FIPS-Report-FINAL.pdf. Accessed on February 16, 2017.

²⁷ National Center for Victims of Crime and the National Coalition of Anti-Violence Programs, Why It Matters: Rethinking Victim Assistance for Lesbian, Gay, Transgender, and Queer Victims of Hate Violence and Intimate Partner Violence, 11 (2010). Accessed on February 22, 2017. www.ncdsv.org/images/NCVC_WhyItMatters_LGBTQreport_3-2010.pdf.

V. Conclusion

The VSTOP grant program is now in its 22nd year and the Virginia Department of Criminal Justice Services is dedicated to upholding the mission of the STOP grant program. Ninety-eight high performing projects will be supported during the 2017 calendar year. These projects not only provide assistance for victims and consequences for offenders, but continue to promote community engagement, collaboration, and training in an effort to thwart violent crimes against women.

The VSTOP State Team is the longest standing organization in Virginia that has addressed and is continuing to address sexual and domestic violence issues. The dedication of this diverse group of members makes the planning and implementation process for the STOP program a success. The team will continue their efforts to find ways to keep women safer and to ensure that services and resources reach those that are traditionally unserved or underserved.