

VSTOP

Virginia's State Implementation Plan
Federal Fiscal Years 2022–2025



Virginia Department of Criminal Justice Services
www.dcjs.virginia.gov

Table of Contents

I. Introduction	3
A. STOP State Implementation Plan	3
B. Administering Agency	3
II. Needs and Context	5
A. Demographics	5
B. Availability of Services	7
C. Key Findings	8
III. Description of the Planning Process	9
A. History of the State Team	9
B. Documentation of Participation	9
C. Consultation with Collaboration Partners	11
D. Tribal Consultation	13
E. Summary of Concerns	14
F. Coordination with Other State Plans	14
IV. Documentation from Prosecution, Law Enforcement, Court, and Victim Service Programs	16
V. The Four-Year Implementation Plan	17
A. Goals and Objectives	17
1. Reducing Domestic Violence-Related Homicides	17
B. Statutory Priority Areas	21
1. Description of Programs and Projects	24
A. Law Enforcement	24
b. Prosecution	27
c. Courts	29
d. Victim Services	29
e. Discretionary	32
f. Sexual Assault Set-Aside	33
C. Grant-Making Strategy	34
1. Grant Solicitation and Review	34
2. Grant Cycle and Timeline	36
3. Consultation with Victim Service Providers	37
4. Raising Awareness about STOP Funding	38
D. Addressing the Needs of Underserved Victims	38
V. Conclusion	41

I. Introduction

A. STOP State Implementation Plan

The Virginia Department of Criminal Justice Services (DCJS) was designated in 1995 by former Governor George Allen as the agency to implement the Violence Against Women Act STOP grant program. Within the Commonwealth of Virginia, the Virginia Services, Training, Officers, Prosecution program is known as VSTOP. This VSTOP Implementation Plan was developed over the course of 24 months by the VSTOP State Planning Team, which included phases of recruitment, feedback solicitation, and virtual consultation with team members via Google Meet and Zoom. After developing the plan, the Planning Team had the opportunity to provide any revisions to the draft before it was submitted to DCJS leadership for final approval. Final approval of the plan was provided by DCJS leadership on May 31, 2022. The Implementation Plan will provide policy and funding priorities that will cover the four-year period of Federal Fiscal Years (FFY) 2022–2025.

B. Administering Agency

The VSTOP grant program is designed to develop and strengthen the apprehension, prosecution and adjudication of persons committing violent crimes against women. DCJS serves as the state administering agency for a multitude of federally and state funded programs geared towards planning and carrying out programs and initiatives to improve the functioning and effectiveness of the criminal justice system as a whole (§ 9.1-102 of the *Code of Virginia*). In calendar year (CY) 2022, DCJS has awarded 87 VSTOP continuation grants to programs across the Commonwealth of Virginia. These organizations are representative of prosecution, law enforcement, court, and victims services entities.

Within the DCJS Division of Programs and Services, the Victims Services Team administers grants, coordinates training, provides technical assistance, implements statewide initiatives, develops best practice resource materials, drafts and reviews policies, and supports victim-serving organizations throughout the Commonwealth. Victims Services staff also assist individuals and communities impacted by mass casualty events through victim assistance emergency response. Victims Services currently administers five grant programs that support projects in victim-serving organizations throughout the Commonwealth. Approximately 379 grant awards are made annually totaling over \$70 million in state and federal funds.¹

Effective October 1999, DCJS became the administering agency for state-funded sexual assault (SA) 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. On average, annual revenues to the fund are approximately \$2.4 million and these funds are used to support prosecution, law enforcement, and victim 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. Currently DCJS funds 45 initiatives under the VSDVVF program.

The Office on Violence Against Women also awarded DCJS with the Improving Criminal Justice Responses (ICJR) Grant (FFY 2019–2022). Of these funds, \$733,231 was awarded to five sub-recipients, including the Office of the Attorney General, Virginia Sexual and Domestic Violence Action Alliance, Virginia Victim Assistance Network, Virginia Poverty Law Center, and the Office of the Chief Medical

¹ Virginia Department of Criminal Justice Services, “Victim Services”, 2021. www.dcjs.virginia.gov/victims-services (Accessed on March 17, 2022).

Examiner. This federal grant supports a three-year partnership project that includes advancing the work of Fatality Review Teams, Lethality Assessment Programs, Sexual Assault Response Teams, and legal advocacy throughout Virginia.

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. Within the Victims Services section, VOCA funding supports the Victims Services Grant Program (VSGP). VSGP funding is used to support the delivery of direct services to victims of crime. Services must respond to the emotional, psychological, or physical needs of crime victims; assist victims to stabilize their lives after victimization; assist victims to understand and participate in the criminal justice system; and restore a measure of security and safety for the victim. There are 100 domestic violence, sexual assault, and other victim-serving programs receiving \$64,439,559 for a 24-month period. VSGP awards are comprised of VOCA, state general and local match funds. Fifty-seven of these programs are sexual assault/domestic violence (SADV) entities that provide “Core Services” to victims of these crimes.

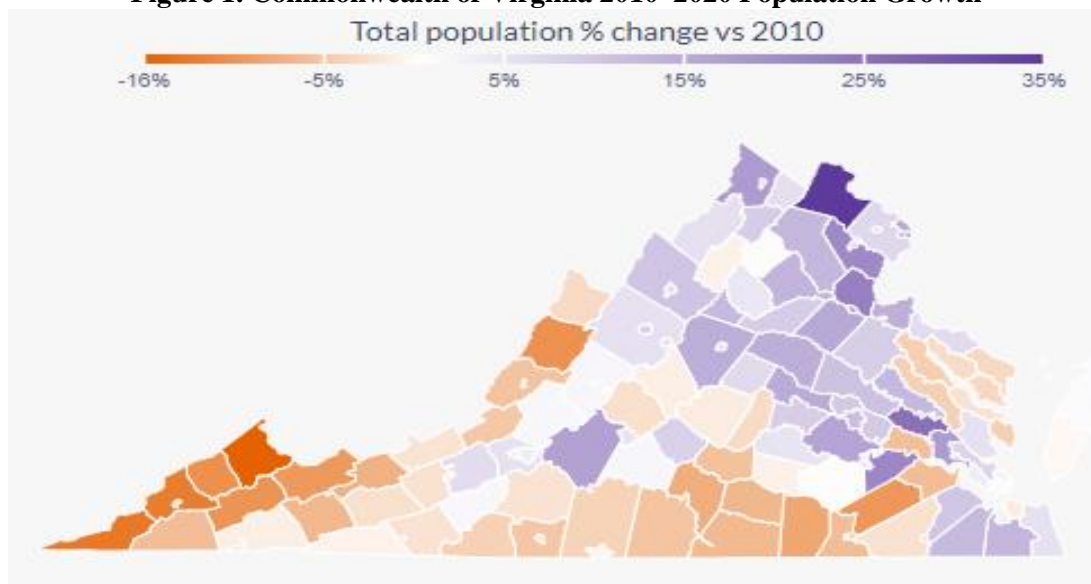
The aid of VOCA funds also allows DCJS to fulfill its statutory authority to promulgate rules and regulations for making funds available to local governments for establishing, operating and maintaining victim and witness assistance programs (*Code of Virginia § 9.1-104*). There are currently 114 victim/witness programs receiving \$19,375,584 through the Victim Witness Grant Program (VWGP). 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 Crime Victim and Witness Rights Act.

II. Needs and Context

A. Demographics

The estimated population of Virginia in 2021 was 8,642,274², which was a 0.1% increase from the estimated state population in 2020. Of Virginia residents, approximately 69.4% are White, 19.9% are African American, 0.5% are American Indian and Alaskan Native alone, 6.9% are Asian, 0.1% are Native Hawaiian and Other Pacific Islander, and 9.8% are Hispanic or Latino. Within the state 50.8% of persons are female. 16.5% are 65 years of age or older, and 13.6% of residents are foreign born persons. From 2015–2019, 8.63% of Virginia residents were under the age of 65 and identified as having a disability. Data further indicates that from 2015–2019, Virginia households had a median household income of \$62,834 and 11.4% of the Virginia population were persons in poverty.³

Figure 1. Commonwealth of Virginia 2010–2020 Population Growth



Source: United States Decennial Census

Virginia has 591 places: 229 incorporated places and 362 census designated places (CDPs). The incorporated places consist of 39 cities and 190 towns. The 190 towns in Virginia are dependent on county subdivision. The Town of Culpeper is coextensive with two magisterial districts. The 39 cities in Virginia are independent of any county and county subdivision.⁴ All Virginia's localities have access to victim services.

DCJS identifies underserved populations by use of state and national resources as well as obtaining feedback from current sub-recipients on their demonstrated needs as indicated within their requests for funding in addition to their biannual/annual reporting requirements. In addition, data analyzed from the U.S. Census and VSTOP Needs Assessment reflects the geography and diversity of Virginia. During the comprehensive review of grant applications, geographical location and population density are considered. For grant review purposes, Virginia is divided into eight regions:

² U.S. Bureau of the Census "Change in Population by county from 2010 to 2020." www2.census.gov/programs-surveys/decennial (Accessed February 3, 2022).

³ Id.

⁴ Library of Virginia, "Southside Repositories, 2019." www.lva.virginia.gov/public/archivesmonth/2003/southside (Accessed March 9, 2022).

Capitol/Northern Neck – the region comprises localities on the eastern border of the state with the rural areas of the Northern Neck, Middle Peninsula, and the Eastern Shore. The land consists of low-lying swamps, wide rivers, and deep-water harbors.

Central I95 Corridor – a large affluent suburban area spanning along Interstate 95, as well as rural western counties along Interstate 64.

Hampton Roads – includes several large industrial cities, and Virginia Beach—a resort destination. This area is also heavily impacted by the military as well as the shipbuilding industry.

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

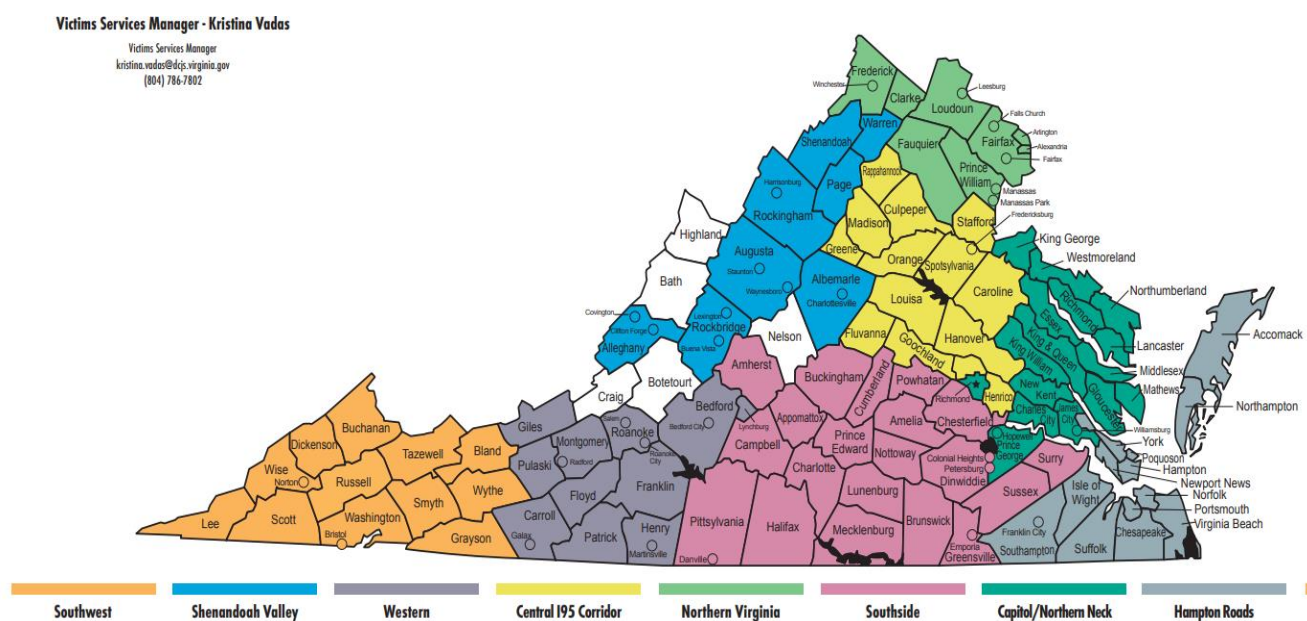
Shenandoah Valley – a large agricultural area bisected by Interstate 81.

Southside – Southside Virginia stretches from the James River south to the North Carolina border. The 21st century brought economic challenges to the population due to the decline of the textile, furniture and tobacco industries.

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

Western – combination of rural and suburban communities nestled between the Southwest and Southside Virginia.

Figure 2. Victims Services Monitor Regions



Source: Victims Services Monitoring Regions, Virginia Department of Criminal Justice Services (2022)

For over 26 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 that have underserved populations.

Table 1. 2022 VSTOP-Funded Programs by Region

	South-west	Shenandoah Valley	Western	Northern Virginia	Central I-95 Corridor	Hampton Roads	Southside	Capitol/Northern Neck	Statewide
Courts	0	0	0	0	0	0	0	0	1
Law Enforcement	7	3	3	1	1	0	4	1	1
Prosecution	2	2	1	2	3	5	1	3	1
Victims Services	5	3	3	8	5	4	1	3	1
Discretionary	0	0	2	4	0	0	2	1	2

Source: CY 22–23 VSTOP Awards, Virginia Department of Criminal Justice Services (2022)

Aside from ensuring that there are culturally specific services to meaningfully address the unique needs of underserved communities, DCJS and the VSTOP grant program continue to assess and consider the overwhelming need to have adequate victim services across all geographic areas of the state. Table 1 indicates the location of STOP funded initiatives in CY 2022. 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 obtain optimal victim services. At DCJS, the VSTOP program has been a premier source of funding for victim service programs within this region. The VSTOP program also continues to allocate 5% of funds to the Virginia Supreme Court to improve the courts' response to violence against women, in addition to funding statewide initiatives in all categories.

As the agency aims to enhance victim services, it remains intentional in its efforts to analyze current program performance as well as needs and resources through monitoring practices, survey distribution and promoting ongoing dialogue with state and local partners. Every effort has been and will continue to be made to equitably distribute funds across all regions of Virginia.

B. Availability of Services

◆ Culturally Specific Services

Currently, VSTOP funding supports four culturally specific, community-based organizations to work with linguistic and culturally specific communities. The VSDVVF and VSGP grant programs also provide additional funding to multiservice organizations geared towards providing core services to undeserved victims of various types of crime.

◆ Sexual Assault Programs

According to DCJS records, there are 24 organizations receiving funds for the maintenance, expansion, and establishment of sexual assault services, including direct intervention, core services, and related assistance to adult, youth, and child victims of sexual assault. In addition, there are five sexual assault crisis centers and 42 dual sexual/domestic violence programs providing “core services”.

◆ Domestic Violence Programs

According to information supplied by programs, the COVID-19 pandemic was accompanied by an increase in domestic violence cases. Throughout the Commonwealth of Virginia, 42 dual service programs provide services to victims of both domestic violence and sexual assault. Four organizations within the state provide domestic violence services only.

◆ Victim/Witness Programs

Currently, DCJS is using federal VOCA funds, as well as state Special Funds, and General Funds to provide financial support to 114 local victim/witness programs and statewide victim assistance

programs designed to provide direct services, information, and assistance required by Virginia's Crime Victim and Witness Rights Act.

C. Key Findings

◆ **Impact of COVID-19**

The COVID-19 pandemic has presented a combination of challenges to victim service providers. Programs have indicated difficulties in providing services due to increased risk associated with in-person service delivery. The pandemic also attributed to issues related to staff recruitment and retention, as well as increased rates of staff burnout and limited access to professional development opportunities. With staffing limitations, programs expressed difficulty with facilitating grant management activities and providing adequate services to victims in need.

◆ **Destabilization of Programs**

Ongoing 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.

◆ **Inadequate Response to Sexual Violence**

Localities continue to experience challenges in their overall response to victims of sexual assault. One of the biggest challenges in the state is how to encourage programs to think critically about sexual violence. A lot of traditional domestic violence programs identify as dual programs that serve sexual assault victims, but their services are not specialized to meet the unique needs of this population. They often treat the sexual violence that victims experience as a part of a bigger domestic violence situation.

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

Another known issue is that many programs do not look at the unique needs and experiences of underserved victims of violence. They do not consider (or adequately consider) how culture and historical references affect a victim's experience of violence. This includes African American, Latinx, Native American, and Asian communities. It also includes rural, LGBTQ+, older, disabled, and military victims as well. It is essential to have services that are culturally appropriate and responsive to meaningfully meet the needs of diverse populations.

◆ **Ongoing Barriers to Service Delivery**

Sexual and domestic violence are linked to other forms of oppression, which disproportionately affect women, children, and marginalized people. Even with sufficient staff and resources to serve victims, additional barriers have been evident. Programs continue to report that safe and affordable housing, transportation, childcare, and culturally appropriate services/insufficient language capacity are the primary barriers to victims receiving services.

III. Description of the Planning Process

A. History of the State Team

The VSTOP State Team has been in existence for over 20 years. The membership has changed over the years, but the mission has remained the same: to make policy, planning, and funding recommendations that impact service providers and victims of sexual assault, domestic violence and stalking. The State Implementation Plan is designed to provide policy and funding priorities for four year periods. In addition, the VSTOP State Team has provided recommendations on strategies to address violent crimes against women and the development and strengthening of victim services in cases involving violent crimes against women.

We have representatives from DCJS, the Virginia Department of Social Services (VDSS), and the Virginia Department of Health (VDH), who all provide funding to victim service organizations. Their participation on the team helps to ensure that we are coordinating our efforts and leveraging our funding to have the greatest impact. Other members include representatives from law enforcement, prosecutors, victim advocacy agencies, the state domestic and sexual violence coalition, as well as representatives from underserved and marginalized groups, amongst others.

It typically takes between 12–18 months to complete the State Implementation Plan, get approvals, and submit it to the Office on Violence Against Women (OVW). This plan lays out policy and practice recommendations that impact funding to projects that assist victims of sexual and domestic violence and stalking through the criminal justice system. Priorities for funding are developed, and planning for state administration efforts are discussed. The VSTOP State Team is the only multidisciplinary group to address violence against women continuously for over 20 years and provides the blueprint for ensuring that victims of sexual and domestic violence and stalking are served in culturally responsive, victim-centered ways.

On average, the State Team meets twice a year at a library in the Richmond area. Mileage and/or lodging and per diem expenses are covered for members that are traveling more than 50 miles outside of the Richmond area. When we are working on the State Implementation Plan, the Team may meet more often, such as three or four times a year. In between meetings, members may be contacted to review Team documents or generate ideas for consideration at upcoming meetings. The COVID-19 pandemic significantly impacted the traditional methods of coordination previously detailed. To promote member safety during the pandemic and ensure adequate contributions of all members, most Team activities were completed virtually after our January 2020 in-person meeting. Members had access to a password protected Google Document which allowed for all members to contribute to the proposed priority areas given their experiences and expertise within their respective areas. Members were also consulted individually to contribute to specific components of the plan as well. In addition, the Team met virtually in March and April of 2022 to finalize the priority areas and to discuss the progress of the drafting process.

B. Documentation of Participation

In developing the State Implementation Plan, DCJS works in conjunction with the State Planning Team. Coordinated by the VSTOP Coordinator, this group 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.

During the initiation of planning in 2020, the DCJS staff identified the ongoing need to have not only required members represented, but also to consider the diversity in persons, disciplines, and service providers represented. The current VSTOP Program Coordinator at DCJS engaged in extensive recruitment efforts to ensure that the current State Team reflected the diverse make-up of residents within the Commonwealth of Virginia and that recommendations and funding priorities were inclusive and considerate of the unique needs of all victims of crimes. Recruitment involved identifying local, state, and national representatives with expertise in various sectors and knowledge/skills specific to victim service work. The Coordinator provided potential members with comprehensive information on the mission of the State Team as well as meeting content and the past plan. As requested, the Coordinator also met with participants as requested to provide additional insight and information. This focus on recruitment has allowed the team to become more racially, geographically, and professionally diverse.

Currently it is required 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 27 people representing the following agencies:

Non-Profit, Nongovernmental State Coalition

Ruth Micklem, *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 western region of Virginia*

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

Other Services

Angelina Campbell, *Forensic Nurse Examiner, Mary Washington Healthcare*

Monika Kral-Dunning, *Forensic Nurse Examiner, Mary Washington Healthcare*

Susheela Varky, *Virginia Poverty Law Center, Richmond*

Culturally Specific Populations

Elvira De la Cruz, *Latinos in Virginia Empowerment Center*

Tiffany Turner, *Nonprofit Prince George's County*

Tribal Government

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

Population-Specific Services

Courtney Meyer, *Assistant Director, Women's Center, Old Dominion University (transitioned in process)*

Christine Smith, *Co-Director, Women's Center, Virginia Polytechnic Institute and State University*

Law Enforcement

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

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

Prosecution

Nancy Oglesby, *Domestic and Sexual Violence Resource Prosecutor, Commonwealth's Attorneys' Services Council, William and Mary Law School*

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*
Tricia Smith, *Fatality Review and Surveillance Programs, Office of the Chief Medical Examiner, Virginia Department of Health*
Lisa Wooten, *Office of Family Health Services, Virginia Department of Health (also currently administers RPE funding)*
Maria Altonen, *Office of Family Health Services, Virginia Department of Health*
Paul D. Ronca, Sr. *Office of Family Health Services, Virginia Department of Health*

Administering Agency – Virginia Department of Criminal Justice Services

Julia Fuller-Wilson, *State Crisis Response Coordinator & Federal VAWA Grant Administrator*
Anndelynn Martin, *Sexual Assault Intimate Partner Violence Program Coordinator*
Anya Shaffer, *VOCA Administrator, Virginia Department of Criminal Justice Services*
Justin Shreve, *Diversity, Equity, and Inclusion Officer*
Tierra Williams, *VSTOP & Virginia Sexual and Domestic Violence Victim Fund Program Coordinator*
Kristina Vadas, *Manager, Victims Services*

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 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 following in-person and virtual meetings. Members met in-person on January 24, 2020 under the coordination of the VAWA Administrator. Members met virtually on March 17, 2022 and April 22, 2022. Members were notified one-month in advance of upcoming meetings. Due to executive orders issued in response to promoting the safety of Virginia State Government employees in March 2020, members were consulted via email and various Google platforms to provide input on the priority areas on the following dates:

- February 2, 2021
- April 15, 2021
- November 21, 2021
- February 17, 2022

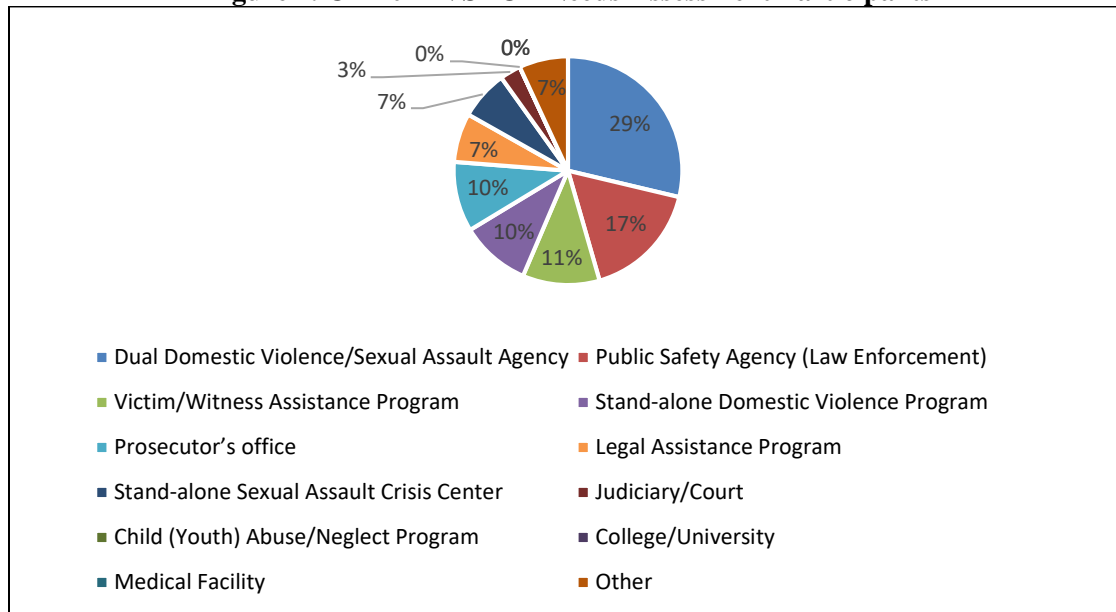
This method allowed for ongoing contributions by members in all areas so as to not delay the process. Members were asked to reflect on categories one at a time with at least a month to contribute; however, members were encouraged to contribute as needed even after the one-month period. Requests for input were submitted via email by the VSTOP Coordinator, who also engaged in virtual and telephonic meetings, as requested, by team members to further process their recommendations. The draft of the plan was disseminated for review by the team and was officially approved by DCJS leadership on May 31, 2022.

C. Consultation with Collaboration Partners

The current VSTOP State Team includes members that are explicitly required by the plan. In addition, to promote an objective unbiased perspective, the Team also includes representatives from organizations not currently funded by the VSTOP grant program. Members include sexual assault and domestic violence programs, other state agencies, legal aid, college campuses, as well as several culturally and linguistically specific groups. The diversity of the group is vital as it allows for the unique experiences and needs of various types of victims to be reflected as priorities are developed.

In addition to prioritizing the versatility of the State Team, all current VSTOP sub-recipients were invited to participate in a Needs Assessment Survey, which was electronically disseminated by DCJS on January 14, 2022 (Appendix B). The confidential survey was designed to inform the VSTOP Statewide Implementation Plan on the provision and development of services for victims of intimate partner violence (IPV), sexual assault, and stalking. Participants were asked to provide information on their experiences with the availability of resources designed for victims of intimate partner violence, sexual assault, and stalking in the Commonwealth of Virginia. Of the current 87 programs that are funded by VSTOP, 72 responded to the request to complete the survey.⁵ Participants reflected all funding categories under the VSTOP program.

Figure 2. CY 2022 VSTOP Needs Assessment Participants



Source: CY 22 VSTOP Needs Assessment

Participants provided significant information regarding their identified needs. Participants indicated that the services with the most need in their respective areas were housing/relocation services, emergency financial assistance, and counseling services.⁶ The top three service provider trainings that were reported were topic specific trainings to include: child on child victimization, investigation of IPV, and Juvenile and Domestic Relations judge specific matters; trauma-informed/sensitive services and support; and Virginia law. Moreover programs also reported that their biggest challenges to effective community collaboration included staffing limitations, time/capacity, and funding. Despite noted limitations to collaborations, 55 participants reported that they work closely with culturally-specific organizations within their service area.⁷

The Victims Services Team at DCJS also engages in collaboration with service providers across funding programs as well. Coordinators within this section regularly survey the needs of their sub-recipients through electronic surveys, listening sessions, and focus groups. Feedback is also obtained during onsite monitoring visits which provide insight from staff ranging from direct service professionals to administrative personnel. In addition, some of the progress reporting forms developed by DCJS, **which supplement any federal reporting forms**, afford grantees the opportunity to provide feedback regarding challenges, technical assistance needs, funding or program updates. Appendix E provides a sample of a supplemental form used to obtain additional information on performance and needs of current grantees.

⁵ Virginia Department of Criminal Justice Services, "CY 22 VSTOP Needs Assessment" (2022).

⁶ Id.

⁷ Id.

Moreover, the VSTOP Coordinator has consulted and coordinated with subject matter experts within the field to provide optimal training opportunities to victim services providers. In January 2021, DCJS collaborated with Justice 3D Services to offer the Evidence-Based Domestic Violence Investigation and Prosecution training. The training, which was developed in response to technical assistance needs identified by the field, was designed to provide law enforcement and prosecutors with practical skills and strategies for determining the predominant physical aggressor in domestic violence cases. The presenters also discussed evidence-based prosecution techniques that would enable the prosecution of domestic violence cases where the victim is an absent or reluctant witness. In addition, the presenters discussed strategies for successfully prosecuting these challenging cases and the practical steps necessary to be successful.

Aside from the resourceful contributions of current State Team members, DCJS staff has remained intentional in engaging in collaboration and coordination with additional partners.

D. Tribal Consultation

As of January 29, 2018, Virginia has seven federally recognized tribes: the Pamunkey Indian Tribe, Chickahominy, Eastern Chickahominy, Upper Mattaponi, Rappahannock, Nansemond, and Monacan. In 2019, there were 23,873 Native Americans within Virginia⁸. The relationship between the Commonwealth and Native American tribes has varied greatly over the years. DCJS staff has conducted research to assess additional methods for consideration when engaging tribal communities and will continue to prioritize efforts for engaging tribal communities (See Appendix C). With consideration to ensuring adequate access of services to tribal communities, the current and previous VSTOP Coordinators have conducted research and consulted state partners to address the lack of a meaningful relationship with our tribal populations. In addition, all inquiries received from tribal communities by DCJS for service referrals have been addressed in a timely manner.

Currently, the Rappahannock Tribe is represented on the State Team. Chief Anne Richardson has contributed to the Plan and has provided vital insight. Moreover, the VAWA Administrator for the Commonwealth has provided service referrals to local organizations as requested by the Rappahannock Tribe. Although ongoing requests for additional feedback have been submitted, the extent to which we have been able to meaningfully engage with tribes has been limited. To address this, the Coordinator has continued to attend federal forums for engaging tribal communities as well as contacted a community leader with connections to a tribe. At the time of this plan, two VSTOP-funded programs have service areas which include reservations.

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 *2022–2025 STOP Implementation Plan* was provided to all tribal leaders identified during independent research efforts, with an opportunity to provide feedback as well as an invitation to the team.

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

⁸ United States Census Bureau, "State and County Quickfacts, 2021." www.census.gov/quickfacts/fact/table/US/PST045221
Accessed on February 7, 2022

E. Summary of Concerns

During the course of the VSTOP Implementation Plan process, the State Team engaged in virtual and in-person meetings. The meetings were designed to develop and discuss current and future priorities. Members were afforded the opportunity to provide feedback based on their expertise as well as areas of success and areas for improvement.

Within the feedback provided, there was a focus on ongoing training efforts dedicated to law enforcement officers (LEO). During the course of the planning process, social justice reform efforts surged throughout the country, which caused shifts in ideologies related to LEO. It was notated during this process that alternatives to calling the police when IPV occurs were common practice due to the “defund the police” movement. It was noted that LEO standardization in training was necessary to strategically work with victims of domestic violence, sexual assault, or stalking who identified as people of color, non-citizens, and/or a member of the LGBTQ+ population.

Another concern that appeared to be at the core of each priority was the need to ensure adequate collaboration between service providers across categories. Feedback provided on trainings, protocols and service provisions implied that there continues to be a need for resources geared towards developing and strengthening community relations to promote optimal victim services. These include “developing joint training resources for law enforcement and prosecution to enhance the response to victims of violence against women.”

Both of these areas have been addressed by this plan. We have maintained priority areas dedicated to trauma-informed practices for LEO to include training on various forms of violence, as well as use of safety plans that involve community-based advocates and other service providers. In addition, the VSTOP program continues to require evidence of community collaborations by all current and future sub-recipients. This plan will continue to place emphasis on diverse training topics for all victim service providers. Lastly, as funding permits, the Victims Services Team at DCJS will continue to support scholarship opportunities for professional development for all VSTOP sub-recipients.

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) (Anyia Shaffer, VOCA Administrator, at the Virginia Department of Criminal Justice Services), and the Rape Prevention Education Program (RPE) (Maria Altonen 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 complement the plans for these other funding programs.

FVPSA

FVPSA funds administered through VDSS, are combined with two other state and federal funding sources to fund core domestic violence services distributed through the Domestic Violence Prevention and Services Grant. The current statewide goals of FVPSA relate to domestic violence services such as hotline, shelter, advocacy, children’s services, community education and primary prevention. VDSS continues to utilize “Documenting our Work” to measure the impact of services provided to victims of domestic violence and their children. FVPSA also emphasizes outreach and services to traditionally underserved populations and VDSS continues to emphasize the provision of culturally specific services. With this in mind, a separate funding opportunity was developed for Domestic Violence Services for Underserved Populations. Currently, ten culturally-specific community based organizations provide domestic violence services. 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, with an intentional focus on community level strategies.⁹ 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 and implementation; and
- Assessing state system and local organization evaluation capacity.

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

Victims of Crime Act (VOCA) funding is a federal funding stream administered through DCJS. Anya Shaffer, VOCA Administrator, is a member of the VSTOP planning team. VOCA funds are utilized to support direct services to victims of crime and fund a variety of victim services programs throughout Virginia. This includes government-based victim witness assistance programs, sexual assault and domestic violence programs, Child Advocacy Centers (CACs), Court Appointed Special Advocate (CASA) programs, legal assistance programs, and additional projects that focus on services to victims from underserved populations.¹⁰ In addition, approximately 22.7% of VSTOP funding is used towards sexual assault services and supplements the existing sexual assault services that are funded through VOCA funds.

VOCA funds are also used to support the implementation of Hospital Based Violence Intervention Programs (HVIPs) in four hospitals. The goal of this program, the Virginia Hospital-Based Violence Intervention Program Collaborative (HVIP Collaborative), is to improve public safety and health outcomes for victims of violence in Virginia's high-crime areas by implementing the HVIP model. The HVIP Collaborative aims to enroll victims in local HVIP programs to serve patients with injuries from firearms, stabbing, and assault, reduce incidents of re-injury, retaliation, recidivism, and victim mortality by augmenting services and resources available to victims during and after their hospital stay. In addition to providing crisis intervention in the hospital, case managers provide wrap-around services intended to address root causes of violence and reduce the incidence of future acts of violence. Further, this work is intended to address modifiable risk and protective factors that are related to violent victimization.

⁹ Information provided by the Virginia Department of Health, Office of Family Health Services.

¹⁰ Id.

IV. Documentation from Prosecution, Law Enforcement, Court, and Victim Service Programs

Letters of Support

Appendix D provides documentation from current grantees and includes comments on the proposed use of grant funds through the VSTOP program within the Commonwealth of Virginia.

V. The Four-Year Implementation Plan

A. Goals and Objectives

Virginia’s approach to reducing and preventing violence against women involves legislative reform and coordination of disciplines and funding sources. The State Team has always placed a high priority on collaborative efforts and ensuring optimal victim services to all communities impacted by domestic violence, dating violence, sexual assault, and stalking.

Through consultation with state team members and additional collaborative efforts, the current planning process justifies the need to revise our previous goals for the 2022–2025 plan. The following goals have been identified:

Support efforts and projects that meaningfully address unserved, underserved, and inadequately served populations impacted by domestic violence, dating violence, sexual assault, and stalking.

Promote the collaboration of multidisciplinary teams to enhance the criminal justice system’s response to victims of domestic violence, dating violence, sexual assault, and stalking.

It has been the policy of the VSTOP state team in the past to both sustain ongoing efforts and encourage new initiatives through funding and collaborative efforts across victim service providers. In the years covered by the previous plan, STOP funds have remained stagnant and the opportunity to fund new initiatives has been limited. See Table 2 for further details on the number of new and continuation projects that have been supported since FY 16.

After much deliberation by the VSTOP State Team in 2007, a policy was also 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 has continued to be practiced even with the current CY 22–23 funding cycle.

Table 2.

Funding Year	Grant Period	New Grants	Continuation Grants
FY 2016	1/1/17 – 12/31/17	7	98
FY 2017	1/1/18 – 12/31/18	0	88
FY 2018	1/1/19 – 12/31/19	0	90
FY 2019	1/1/20 – 12/31/20	0	90
FY 2020	1/1/21 – 12/31/21	0	91

Source: Virginia Department of Criminal Justice Services (2022)

1. Reducing Domestic Violence-Related Homicides

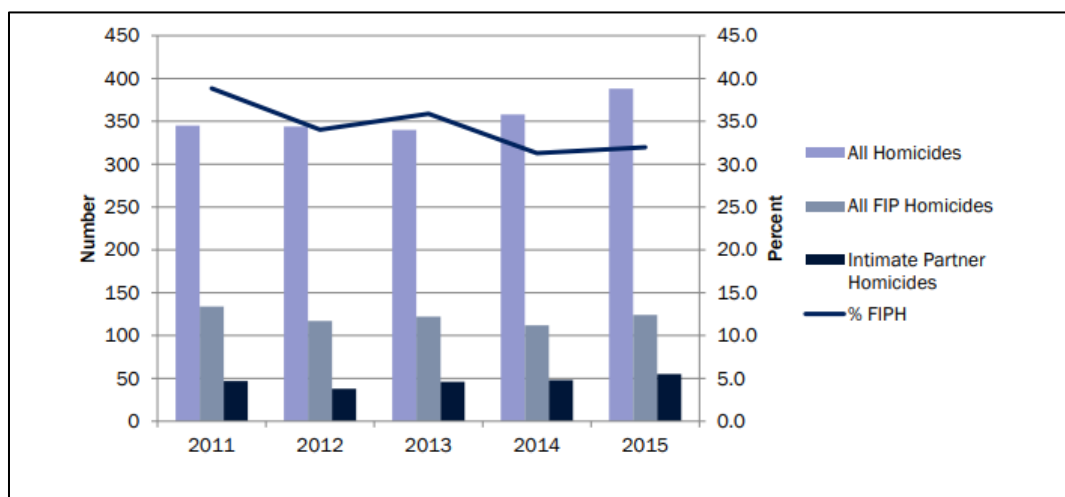
Data obtained from the Virginia Department of Health (VDH), indicated that in 2015, there were 119 family and intimate partner homicide (FIP) events, resulting in 124 deaths. This suggests a 15% increase in the rate from 2014.¹¹

¹¹ Office of the Chief Medical Examiner, Virginia Department of Health. *Family and Intimate Partner Homicide* (2018). www.vdh.virginia.gov/content/uploads/sites/18/2018/02/2015-FIPS-Annual-Report.pdf. Accessed on March 1, 2022

According to VDH, intimate partner homicide (IPH) is defined as a homicide in which a victim is killed by a current spouse (married or separated) or former spouse; current or former boyfriend, girlfriend or same-sex partner; or current or former dating partner. This could also include individuals who have children in common, whether or not they have ever lived together, or whether the relationship was ever reciprocated (e.g., one person perceived a relationship with the other, as with some stalking offenses).¹²

More recent research provided by VDH indicates that intimate partner homicide continues to compromise the largest number of fatalities of all FIP typologies. The total number of homicides in Virginia in 2015 increased from 2014 by 8%, likewise, the number of homicides related to family and intimate partner violence increased. The proportion of deaths attributed to family and intimate partner violence remained below one in three. Compared to 2014, this figure increased from 31% to 32%.¹³

Figure 2. Number of All Homicide, FIP Homicide, and IPH Victims and Percent FIP Homicide (FIPH) in Virginia, 2011–2015



Source: Office of the Chief Medical Examiner, Virginia Department of Health (2018)

Of the 54 IPH events that occurred in 2015, there were 55 deaths. This resulted in a slight increase from 2014 to 2015. Data collected highlights characteristics of IPH victims. Approximately 74.5% were women. Victims ranged in age from 15–82 years old with females ages 15–24 having an elevated risk of IPH. In 2015, 32 victims of IPH were White, 21 were Black and two were classified as “Other”. In 2015, the risk of IPH among geographic locations in Virginia was equal with consideration to the Central, Northwest, Eastern, and Southwest Health Planning Regions with a rate of 0.8. For males and females across the state, the most common method of fatal injury was a firearm, which accounted for 65.5% of all fatal agents.

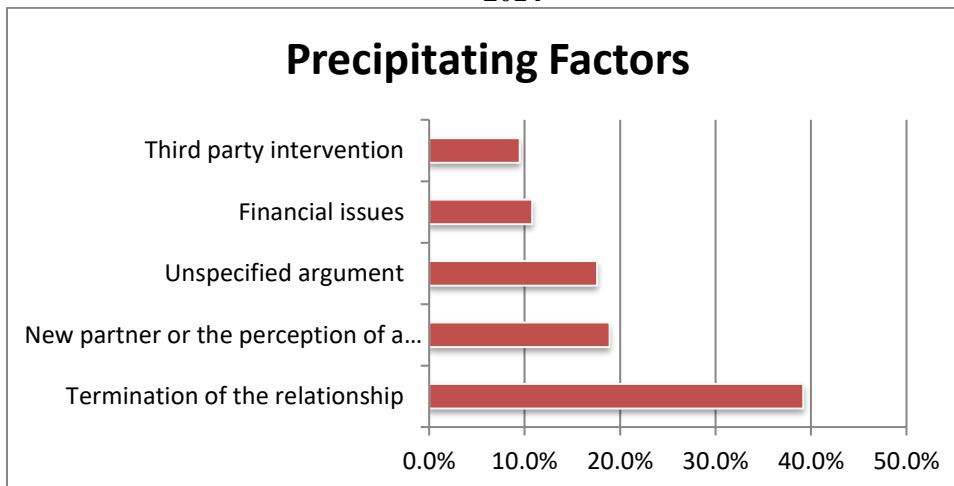
In addition to noted characteristics, Figures 3 and 4 provide additional information on precipitating factors related to events of intimate partner related homicide (IPRH).¹⁴ In 2014, 85% of IPR Homicides had one or more identifiable precipitating factors. The most common triggers for lethal violence 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.

¹² Id.

¹³ Id.

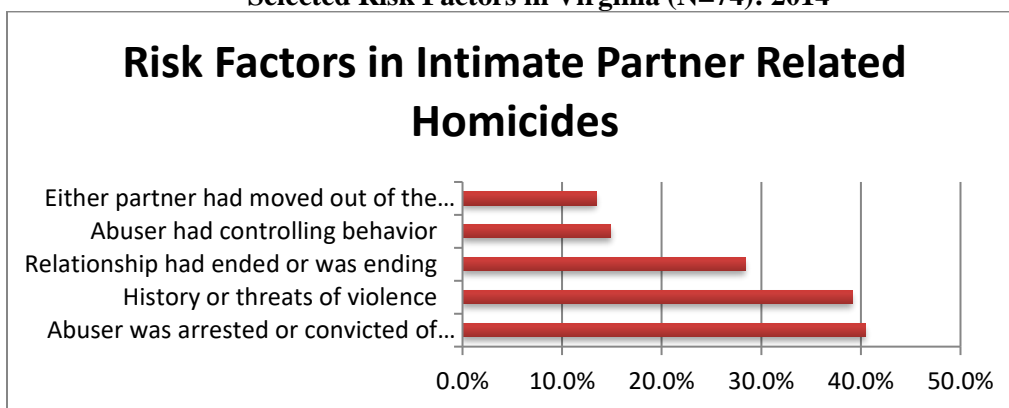
¹⁴ Office of the Chief Medical Examiner, Virginia Department of Health. *Family and Intimate Partner Homicide* (2014). www.vdh.virginia.gov/content/uploads/sites/18/2016/04/2014-FIPS-Report-FINAL.pdf. Accessed on March 25, 2022.

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)

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)¹⁵

Due to ongoing trends in domestic violence homicides within the state, 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 a 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 utilized a multi-faceted approach that encompassed education, prevention, and enforcement, designed to carry out the provisions of the legislation to enhance victim safety and offender accountability.

¹⁵ Id.

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

❖ 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 subgrantee 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.

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

In CY 2014, 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. LAP is an innovative, evidence-based strategy to prevent domestic violence homicides and serious injuries. It provides an efficient and effective method for law enforcement officers to identify victims of domestic violence who are at the highest risk of being seriously injured or killed by their intimate partners and immediately connect them to the local domestic violence service program. Currently, there are 52 law enforcement agencies and 27 domestic violence service providers that participate in LAP in Virginia. These numbers will continue to grow as new agencies are trained and implement the program each year.¹⁶

The DCJS Victims Services section, in partnership with the Office of the Attorney General and the Virginia Sexual and Domestic Violence Action Alliance, supports the implementation of LAP by local law enforcement agencies and domestic violence programs through training, technical assistance, and statewide networking. DCJS is also responsible for the collection and analysis of data from participating LAP agencies on a biannual basis. This detailed information is made available to the public and other state agencies in the form of a comprehensive report.

In 2022, training updates will be provided during quarterly LAP Coordinator Meetings and will focus on such topics as predominant aggressor identification, safety planning for victims, and curriculum changes being implemented by the Maryland Network Against Domestic Violence (MNADV).

❖ Provide court judges with information regarding Lethality Assessments and domestic violence-related homicide prevention

The Domestic Violence Advisory Committee at the Office of the Executive Secretary (OES) of the Supreme Court of Virginia 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, as well as posted online. The contents are updated regularly as well.

OES also continues to provide opportunities for judicial education on domestic violence via a pre-bench training series, domestic violence discussion groups, and two conference opportunities in 2022 with one being mandatory for district court judges and the other being a statewide opportunity for 100–125 judges.

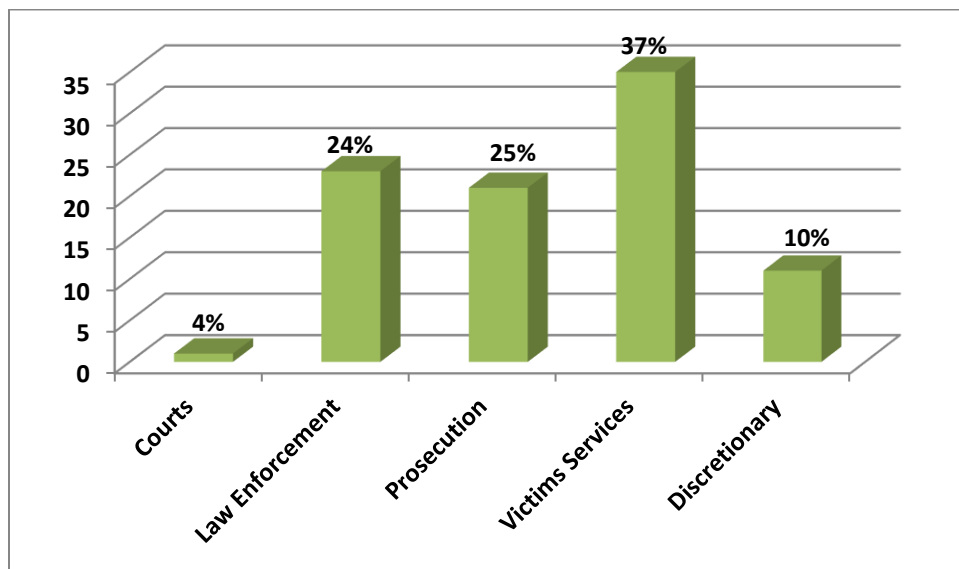
¹⁶ Information provided by Virginia Department of Criminal Justice Services, Victims Services (2022).

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. Statutory Priority Areas

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. In CY 2021, \$3,488,294 in VSTOP funds were awarded to 91 programs across the Commonwealth of Virginia (Figure 5).

Figure 5. VSTOP Funds by Category (CY 2021)



Source: Virginia Department of Criminal Justice Services CY 21 VSTOP Applications

The goal of the VSTOP program is to promote a coordinated, multidisciplinary approach to improving the criminal justice system'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 its 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 2022 through 2025 will be to continue to build on partnerships created in previous years, as well as identify new partners to adequately define 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 2022–2025, DCJS used a virtual platform as well as a needs assessment process for recommendations for specific activities in each of the required STOP categories: law enforcement, prosecution, courts, victim services, and discretionary.

As funding permits, we will strongly encourage new initiatives to address the key priorities that were generated by the VSTOP State Team based on identified needs and emerging issues in Virginia.

The planning process validated the importance of continuing to focus on the same long-term priority areas from our 2018–2022 implementation plan to sustain the progress that has been made towards our goals.

The first priorities for each category are to:

Support efforts and projects that meaningfully address unserved, underserved, and inadequately served populations impacted by domestic violence, dating violence, sexual assault, and stalking.

Promote the collaboration of multidisciplinary teams to enhance the criminal justice system’s response to victims of domestic violence, dating violence, sexual assault, and stalking.

❖ **LAW ENFORCEMENT**

Homicide Reduction

- Training initiatives, policy or program development addressing domestic violence-related homicides
- Development of High Risk Teams – prevention approach to high-risk domestic violence (DV) cases
- Lethality assessment program/training
- Evidence/Research-based homicide reduction protocols
- High risk teams – preventative approach to high-risk DV cases

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 violence against women
- Policy development and training for Evidence-Based Law Enforcement Investigation and Prosecution (DV)
- Enhanced training efforts and resources at the state and community level on proper/trauma informed investigations, knowledge of types of violence (i.e., dating violence)

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

Strangulation

- Training for LE in investigating strangulation cases, including working with forensic nurse examiners and medical personnel

Under-Served/Unserved/Inadequately Served Populations

- 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)
- Promote/Require collaboration with culturally-specific services
- Work to educate law enforcement about language access as a victim’s right
- Opportunities for training on appropriately engaging with Native populations following a victimization

Training focused on the investigation and prosecution of non-stranger adult sexual assault cases

❖ PROSECUTION

Homicide Reduction

- Training initiatives, policy, or program development regarding addressing domestic violence-related homicides
- Lethality assessment program – continue to research best practices and consider lethality assessment being given by advocates and not just LEO
- Evidence/Research-based homicide reduction protocols
- High risk teams – preventative approach to high-risk DV cases

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 violence against women
- Training for Evidence-Based (proceeding without the use of victim testimony) Investigation and Prosecution (DV) and ensuring dignity and worth of victims, even when there is no cooperation

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

Strangulation

- Training on the effective prosecution of strangulation cases, including working with forensic nurse examiners and medical personnel

Underserved, Unserved, Inadequately Served Populations

- 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)

Training focused on the investigation and prosecution of non-stranger adult sexual assault cases

❖ COURTS

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

❖ VICTIM SERVICES

- Projects that build organizational capacity to provide culturally responsive services to victims that identify as Native American, African American, immigrants, particularly non-English speaking persons, LGBTQ+, older adults, persons with disabilities, and/or other underserved populations
- Prevention projects with youth and adults across the lifespan to include later life

- Projects that provide intervention for victims identified through Adverse Childhood Experiences (ACEs) or the Virginia Victimization Screen
- Community-based, culturally specific organizations to provide domestic and sexual violence services
- 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**

- Develop a model training curriculum and/or regulations to train campus staff (Title IX investigators) who adjudicate sexual assault claims
- Develop a model training curriculum to train campus staff who serve as secondary first responders (anyone not law enforcement, such as Housing and Residence Life staff) to provide a trauma-informed response to intimate partner violence and sexual assault survivors
- Develop promising practices for addressing gender and racially biased policing in Virginia, based on the 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
- 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, cultural responsiveness, and translation services across the spectrum of systems involved in DV/SA response: law enforcement, prosecution, courts, and victim services
- Develop guidance and protocol for safely managing custody and visitation in cases of domestic violence
- Develop guidance and protocol for linking systems of care designed to address mistreatment of older adults
- 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
- 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, Measuring Effectiveness Initiative (MEI) data from 2019–2020 on arrest, prosecution, and services, a listing of the projects that received funds in CY 2021, and graphics showing the locations of the projects.

a. LAW ENFORCEMENT

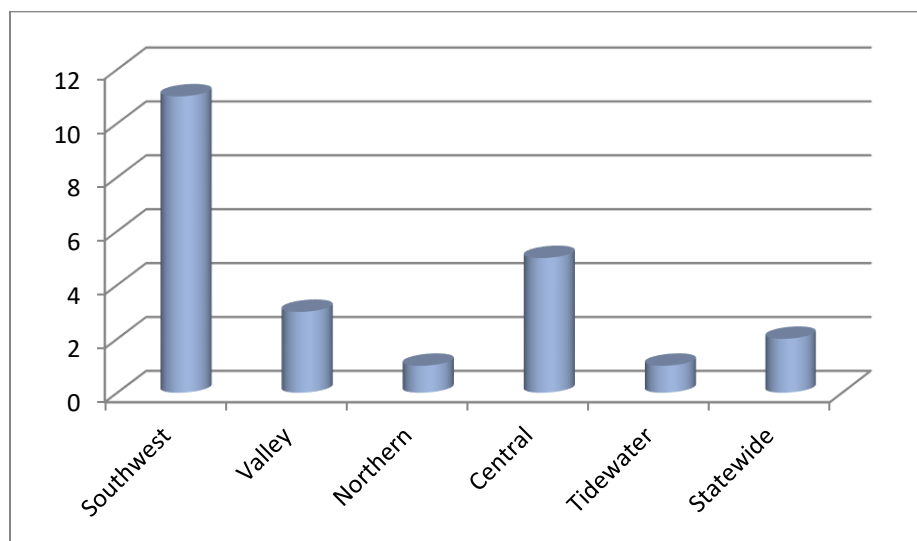
Overview of VSTOP Funded Programs

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. In CY 2020, law enforcement agencies funded by VSTOP investigated 1,988 cases¹⁷.

In CY 2021, the law enforcement allocation was 23.7%¹⁸. We have historically struggled with funding law enforcement projects because many law enforcement agencies do not know about the funding or felt that they did not have the capacity to write a good grant application. Further, many of the applications that we did receive from law enforcement were not within the scope of the grant or requested funding for items that were not allowable under the grant, such as child abuse investigators or equipment for policing duties. To help resolve these issues, we continue to conduct outreach and awareness efforts to ensure that more law enforcement agencies are aware of the funding. In addition, we continue to offer grant training to provide an overview of the funding and what kinds of activities and/or items are unallowable. We also awarded more funding for law enforcement training, which has been an identified area of concern and a barrier to creating safety for victims of domestic violence, sexual assault, and stalking.

Figure 6. VSTOP Law Enforcement Projects by Region (CY 2021)

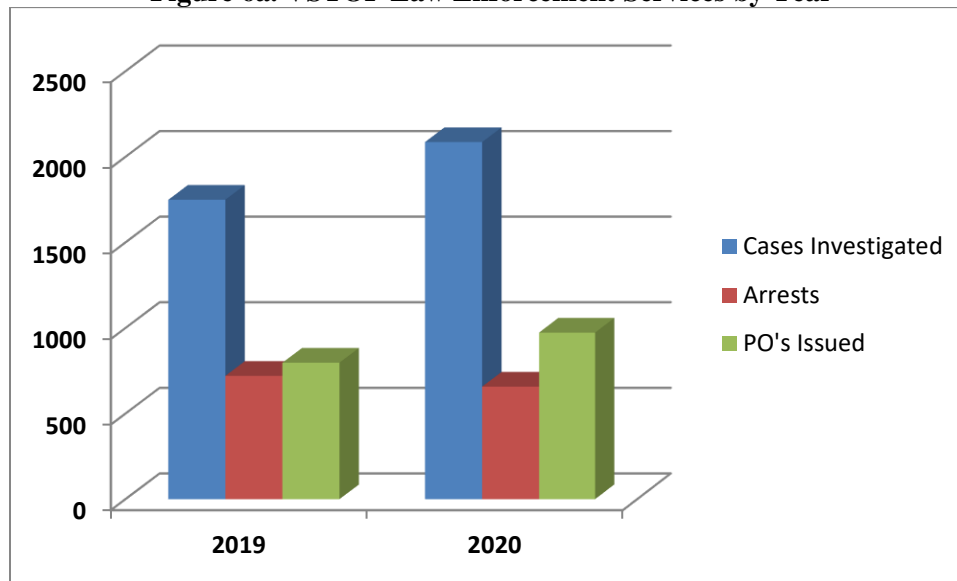


Source: Virginia VSTOP Annual Report Data, Virginia Department of Criminal Justice Services (2021)

¹⁷ Virginia Department of Criminal Justice Services, *CY 2020 VSTOP Annual Report* (2020).

¹⁸ Virginia Department of Criminal Justice Services, *FFY 2020 STOP Annual Report* (2021).

Figure 6a. VSTOP Law Enforcement Services by Year



Source: Measuring Effectiveness Initiative, Muskie Institute (2019–2021)

Grant #	Law Enforcement Location Name	Type of Program	Synopsis	CY 2021 Award
F3242	Patrick Co. SO	DV/SV/ST	1 FT Officer	\$53,333
F3245	Harrisonburg PD	DV/SV/ST	1 FT Officer	\$53,333
F3247	Lancaster Co. SO	DV/SV/ST	2 PT Dispatchers, Portion of Liaison and Investigator, consultant, supplies	\$44,304
L6137	Lawrenceville Police Dept.	DV/SA	FT Officer	\$56,097
L6165	DCJS	DV/SA	Training Support	\$26,129
Q4704	Augusta Co. Sheriff's Ofc.	SA	PT Project Coordinator, on-call SANES, supplies, training	\$20,312
Q4705	Russell Co. Sheriff's Ofc.	DV/SA/ST	FT Officer	\$33,176
R4160	Mecklenburg Co. Sheriff's Ofc.	DV/SA/ST	FT Investigator	\$57,227
R4437	Campbell Co. Sheriff's Ofc.	DV	Portion of FT Investigator	\$42,377
R4439	Franklin Co. Sheriff's Ofc.	DV	FT DV Advocate/Coordinator	\$47,187
U3717	Washington Co. Sheriff's Ofc.	DV	Portion FT Deputy	\$37,081
V3496	Lee Co. Sheriff's Ofc.	DV	FT Officer	\$48,075
R3520	Scott Co. Sheriff's Ofc.	DV/SA/ST	FT Officer	\$36,725
R3521	Floyd Co. Sheriff's Ofc.	DV	FT Deputy	\$41,333
W3131	Wise Co. Sheriff's Ofc.	DV	FT Deputy & supplies	\$32,787
W3153	City of Roanoke Police Dept.	DV	FT DV Specialist	\$37,591
X9831	Rockbridge Co. Sheriff's Ofc	DV/SA/ST	Portion of FT Investigator	\$42,383
X9836	Fairfax Co. Police Dept.	DV/SA/ST	FT Advocate	\$52,993
X9845	Chesterfield Co. Police Dept.	DV	Portion of FT DV Coordinator	\$46,929
Z9215	City of Bristol Police Dept.	DV	FT Officer	\$29,028
S4145	VCU Center on Aging	DV/SA	Portion of two full time positions	\$53,333
J2704	Buchanan Sheriff's Office	DV/SA	FT Sexual Assault Investigator	\$49,738
J2697	Caroline County Sheriff	DV/SA	FT DV/SA Investigator	\$63,065

b. PROSECUTION

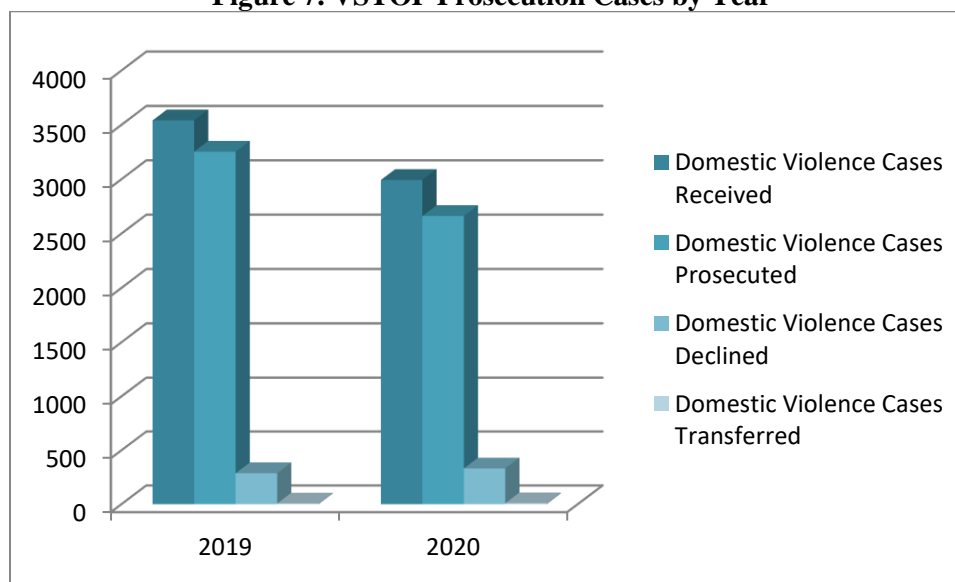
Overview of VSTOP Funded Programs

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 (CASC).

During CY 2021, 21 prosecution programs in Virginia were funded under the VSTOP program. Positions supported by grant funds include 13 full or part time prosecutors and 12 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.

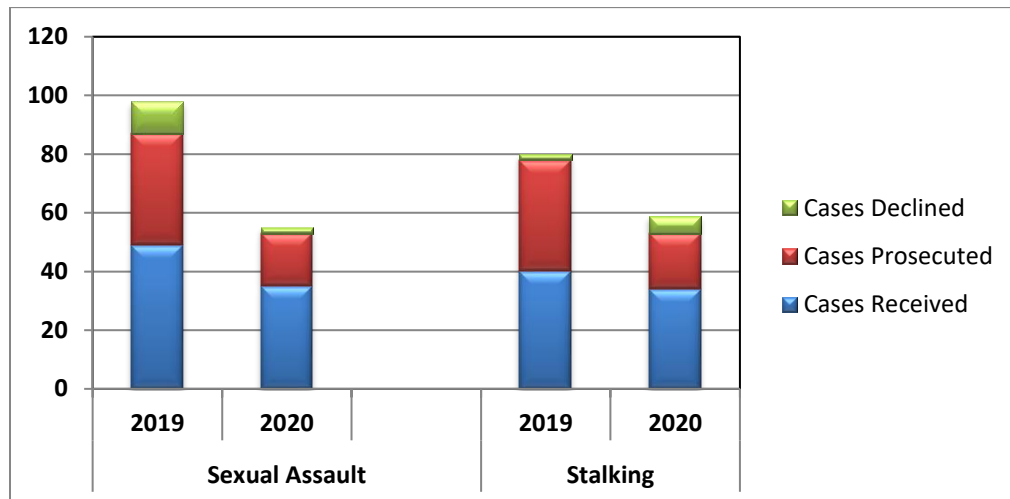
Figures 7 and 8 show data provided by VSTOP-funded prosecutors. Please note that the work done by advocates in prosecutors' offices is captured and described in the victim services section of the required reporting form.

Figure 7. VSTOP Prosecution Cases by Year



Source: Measuring Effectiveness Initiative, Muskie Institute (2019–2020)

Figure 7. VSTOP Prosecution by Year and Crime



Source: Measuring Effectiveness Initiative, Muskie Institute (2019–2020)

Grant #	Prosecution Location Name	Type of Program	Synopsis	CY 2021 Award
Y9336	Gloucester Co. CA	DV	PT Domestic Violence Advocate, Portion PT Prosecutor	\$54,899
L6138	Caroline Co. CA	DV/SA/ST	Portion of 2 VAW Advocate	\$34,753
M5462	CASC	DV/SA/ST	Half of FT Resource Prosecutor	\$86,060
L6141	Lynchburg CA	DV/SA/ST	FT Prosecutor	\$94,823
R4438	Clarke Co. CA	DV/SA/ST	PT Prosecutor, PT Asst., PT Legal Secretary, travel, training	\$37,404
W3161	Augusta Co./City of Staunton CA	DV/ST	FT Coord., travel, supplies, training	\$41,360
X9824	City of Suffolk CA	DV	Portion of FT Prosecutor	\$75,533
X9342	City of Alexandria CA	DV	FT DV Specialist	\$94,404
Y9349	Rockingham Co./City of Harrisonburg CA	DV/ST	Portion of PT DV Services Coord.	\$30,027
Y9360	Louisa Co. CA	DV/SA/ST	PT Prosecutor	\$36,467
Y9367	City of Hampton CA	DV	FT Prosecutor, PT Paralegal	\$86,401
Y9370	Chesterfield Co. CA	DV/SA/ST	Portion of 2 FT Prosecutors	\$77,873
Y9389	Culpeper CA	DV/ST	Portion of FT Prosecutor	\$48,851
Y9413	City of Charlottesville CA	DV/ST	Portion of FT Coordinator	\$51,115
Y9425	Isle of Wight Co. CA	DV/SA/ST	Portion of PT Advocate, travel, training	\$30,795
Z9223	City of Norfolk CA	DV/SA/ST	Portion of a FR Prosecutor	\$61,856
Z9228	York Co./City of Poquoson CA	DV/SA/ST	PT Prosecutor, PT Admin. Asst.	\$36,488
E6047	King William County CA	DV/SA/ST	Half of a Prosecutor	\$53,333
X9826	Tazewell County CA	DV	FT Victim Advocate	\$47,648
Z9206	Wythe County CA	DV/SA/ST	FT Deputy	\$42,045
Y9421	City of Williamsburg/James City Co. CA	DV/SA/ST	Portion FT Victim Advocate	\$59,779

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 CY 2021, there were 35 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

Data obtained from the Virginia Sexual and Domestic Violence Action Alliance indicates that in 2019, 6,922 adults and 2,094 children/youth received sexual violence advocacy services. Services included accompaniment, crisis intervention and counseling, group counseling, skills and systems advocacy, among other services¹⁹. In CY 2021, 22 sexual assault crisis centers received VSTOP funding to provide services.

❖ Domestic Violence Programs

In 2019, local domestic violence service providers from 51 local programs responded to 39,681 domestic violence-related hotline calls through Virginia domestic and sexual violence hotlines.²⁰ 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 CY 2021, 29 local domestic violence programs received VSTOP funds to provide services.²¹

❖ Culturally and Linguistically Specific Services

STOP funds are used to fund five culturally specific programs, including a new project, the Underserved Populations Learning Collaborative (UPLC). This accounts for 29% of the victim services category allocation. Ayuda, Tahirih, Northern Virginia Family Services, UPLC, and the Asian Pacific Islander Project are all subgrantees that fall under this category. STOP funding pays a portion of 14 staff positions. In CY 2021, these programs served 160 victims of domestic violence, 36 victims of sexual violence, and 3 victims of stalking. In addition, they have provided civil legal assistance to 148 victims and trained 215 allied professionals on

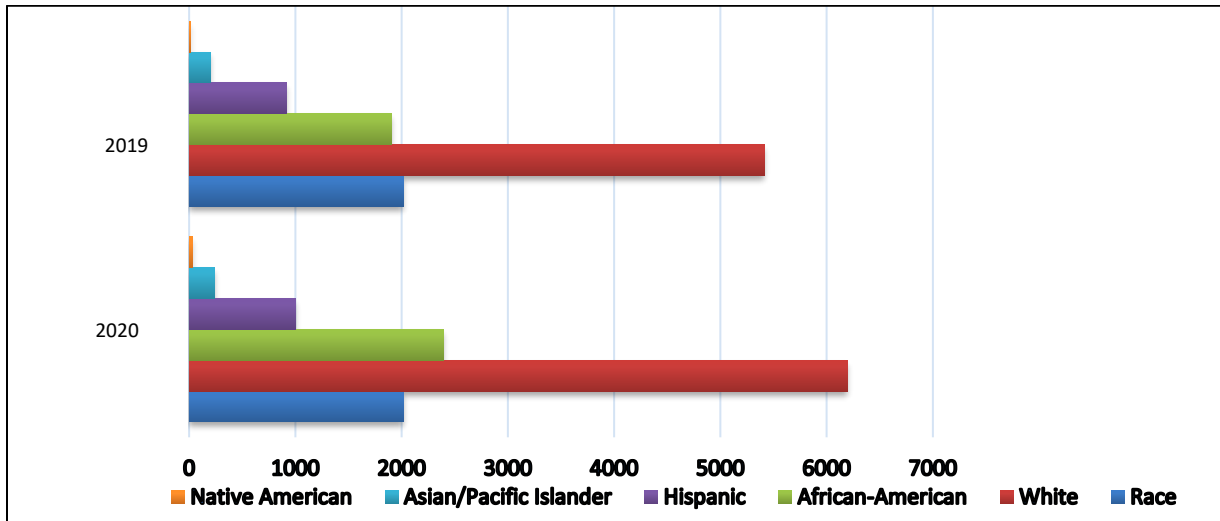
¹⁹ Virginia Sexual and Domestic Violence Action Alliance, *Domestic Violence Services in Virginia—VAdat Report, 2019* (2020). Accessed on March 28, 2020 www.vadata.org/media/2019%20adv_sv_report.pdf

²⁰ Id.

²¹ Virginia Department of Criminal Justice Services, *FFY 2020 STOP Annual Report* (2021).

providing culturally responsive services to victims of domestic and sexual violence. The impact that these programs have on victims and their communities at large cannot be measured by mere statistics. Their services provide essential support and increase safety for victims that are often underserved or not served at all by traditional victim service programs.

Figure 10. VSTOP Victims Served by Race/Ethnicity by Year



Source: Measuring Effectiveness Initiative, Muskie Institute (2019–2020)

Grant #	Courts Location Name	Type of Program	Synopsis	CY 2021 Recommend
S4161	Supreme Court of Virginia	DV	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	CY 2021 Recommend
I3044	(Q9207) Prince William Co./SAVAS	SA	Portion of FT Volunteer Coord., portion of Hispanic Serv., portion of PT Client Services	\$34,887
I3046	(Q9423) Washington Co. Abuse Alt.	DV	Portion of 2 FT Outreach Coord. For Washington County and Bristol City	\$53,195
X9860	YWCA-SHR (Norfolk Court/SAFE)	DV/SA/ST	Portion of FT Program Coord.	\$50,013
N5460	Tahirih Justice Center No VA	DV	Portion of 3 Attorney and 2 paralegals, travel	\$31,368
N5925	Northern VA Family Services/Multicultural Human Svcs. Program	DV	Portion of FT Program Manager, Bilingual info/referral staff, bilingual counselors, Psychiatrist, Clinical Knowledge Expert, travel, equipment, supplies, training	\$22,150
R4435	People Inc.	DV	Portion of 2 FT Court Advocates, travel, supplies, training	\$14,792
S4188	Asian Pacific Islander DV Resource Project	DV	Portion of Advocate Prog. Dir., consultants, travel, supplies	\$20,830

Grant #	Victims Services Location Name	Type of Program	Synopsis	CY 2021 Recommend
S4191	Charlottesville SHE	DV	PT Spanish-speaking advocate, travel, supplies, training	\$17,227
S4440	Family Crisis Support Services	DV/SA/ST	FT Violent Crimes Against Women Advocate	\$27,045
W3129	Portsmouth H.E.R Shelter	DV	Portion of 2 PT Court Advocates	\$15,915
W3139	Culpeper/SAFE	SA	Portion of FT SA Coordinator, portion of 2 FT SA outreach workers, travel	\$32,295
W3144	Avalon: Ctr. for Women & Children	DV/SA/ST	Portion of FT Legal Adv., travel, equipment, training, supplies	\$17,938
W3157	Prince William Co./ACTS Turning Point	DV	Portion of 2 FT Advocates	\$25,341
Y9430	Collins Center – Harrisonburg	SA	Portion of FT Victims Services, Outreach Coordinators, and Prevention Specialist	\$30,689
X9841	Winchester Laurel Center	DV/SA	Portion of FT Criminal Justice Coord., portion of 4 PT Crisis Intervention Companions	\$22,901
X9872	Quin Rivers CAA/Project Hope	DV	Portion of FT DV Coordinator, travel, equipment, training, supplies	\$27,800
X9876	Empowerhouse (Formerly RCDV)	DV	Portion of FT Court Advocate	\$18,208
Y9334	Virginia Poverty Law Center	DV/SA/ST	PT Attorney, travel	\$21,894
Y9338	Southwest Va. Legal Aid	DV	Portion of 2 FT Staff Attorneys, portion of 1 FT Managing Attorney	\$15,062
Y9340	Genieve Shelter	DV	Portion of FT Advocate	\$18,430
Y9346	New River Valley/WRC	DV/SA/ST	Portion of FT Community Outreach Coord.	\$32,877
Y9352	Wytheville Family Resource Center.	DV/SA/ST	Portion of 2 FT Advocate, travel, supplies	\$48,610
Y9365	Project Horizon Inc.	DV/SA/ST	Portion of Community Services Director	\$27,520
Y9366	Transitions	DV/SA	Portion of FT CURE Coord., portion of FT CURE Adv.	\$81,993
Y9399	Lynchburg YWCA	DV/SA/ST	Portion of FT DV Advocates, travel, supplies, training	\$26,720
Y9402	Rappahannock CASA	SA	2 PT Court Advocates	\$31,389
Y9404	Legal Works	DV/SA/ST	Portions of 5 FT Staff Attorneys	\$23,558
Y9411	Hanover Safe Place	DV/SA	Portion of 2 Advocates	\$30,184
Z9202	Page Co./Choices	DV/SA/ST	Portion of FT Court Advocate	\$27,659
Z9205	Loudoun LAWS	DV/SA/ST	Portion PT Attorney, portion of PT Legal Services Coord.	\$24,416
Z9214	Richmond Co./The Haven	DV/SA/ST	Portion of FT Victim Advocate, travel, supplies, training	\$32,226
E6033	Ayuda	DV/SA/ST	Portion of five full time positions	\$40,000
E4537	VSDVVA UPLC Project	DV/SA	Portions of seven staff and three trainers	\$343,711
Z9211	Southside Survivor Response Center (formerly CAFV)	DV/SA/ST	Portion of FT Women's Advocate, travel, supplies	\$30,702
Z9239	Charlottesville SARA	SA	Portion of 2 positions, training, supplies	\$31,720

e. DISCRETIONARY

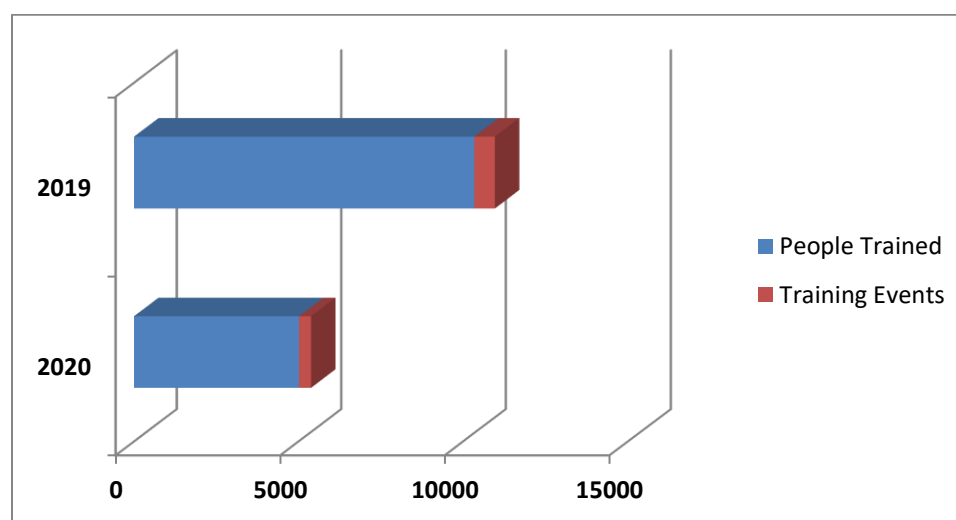
During CY 2021, discretionary funds in Virginia supported one sexual violence project of the state coalition (training to improve service provision, improving culturally appropriate services, and enhancing law enforcement response to crimes against women), one university program, a local corrections project which monitors the subjects of protective orders and provides services/referrals to victims, a coordinating council (to train and improve the response by allied professionals to violent crimes against women), a referral and resource program in the Office of the Attorney General, an in-house grant to DCJS to support training scholarships for advocates, five community-based victim service programs, and a statewide learning collaborative that focuses on building capacity for local domestic violence and sexual assault programs to become more culturally responsive.

◆ Statewide Initiatives

Three grants have been awarded to three state organizations. The Virginia Sexual and Domestic Violence Action Alliance (VSDVAA) receives a grant to improve service provision related to working with underserved populations. The Office of the Attorney General is continuing efforts to provide resource referrals. 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 (2019–2020)

◆ Community Corrections

The Chesterfield County Domestic and Sexual Violence Resource Center (DSVRC) operates a project that provided 233 new victims with specialized direct services during the 2021 calendar year.²² STOP funding enabled the Chesterfield DSVRC to employ its first Domestic Violence Advocate to provide civil legal advocacy and court accompaniment, safety planning, supportive counseling, and referrals to appropriate service providers.

²² Information provided by the Chesterfield Sexual and Domestic Violence Resource Center, *CY 2021 Annual Report*.

◆ **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.

Grant #	Discretionary Location Name	Type of Program	Synopsis	CY 2017 Recommended
L6164	DCJS	DV/SA	Scholarships for Action Alliance Annual Retreat	\$6,460
S4192	VSDVAA	SA	PT Training Coord., PT Resource Coord., consultants, travel, supplies, training	\$25,924
S4193	Office of the Attorney General	DV	Portion of FT Program Coord., portion of FT training manager and training coordinator consultants, travel, supplies, training	\$54,173
V3523	Bedford Co. DSS	DV	Portion of FT Court Advocate	\$16,788
X9848	Prince William Co. OCJS	DV	FT DV Coord., travel, supplies, training	\$58,084
V9333	Office for Women & Domestic and Sexual Violence Services	DV/SA/ST	PT Hispanic DV Counselor; travel; supplies	\$87,205
Y9369	George Mason University	SA/ST	Portion of PT Outreach Spec., portion of PT Education Spec.	\$50,783
Y9371	Chesterfield Co. DV Center	DV	Portion of FT Victim Advocate	\$51,901
Y9388	Roanoke/Council Community Services	DV/SA/ST	PT Council Coordinator, supplies, travel	\$17,757
Y9393	Alexandria SARA	SA	portion of FT Hispanic Outreach worker	\$123,568
E6046	The James House	DV/SA/ST	Portion of two positions- one Immigration Services Coord.	\$53,333

f. Sexual Assault Set-Aside

Approximately 22.7% of VSTOP funding has been awarded to projects that meaningfully address sexual violence²³. In addition, \$257,783 was used to fund the UPLC project, which meaningfully addresses sexual violence through training direct service providers on culturally responsive services to culturally specific victims of sexual violence. Counting service programs that are funded under the discretionary category, the percentage rises to 26.59%. We measure how programs meaningfully address sexual assault by the amount of time that is dedicated to providing training and services that are focused on sexual assault. A program must utilize at least 50% of their time to this effort, or been recognized as intentionally supporting sexual assault related services to be considered as meaningfully addressing sexual assault and be included as a part of the set-aside. Currently, 22 subgrantee programs meet the standard of meaningfully addressing sexual assault through their STOP-funded projects.²⁴

²³ Virginia Department of Criminal Justice Services, *FFY 2020 STOP Annual Report* (2021).

²⁴ Virginia Department of Criminal Justice Services, *FFY 2020 STOP Annual Report* (2021).

C. Grant-Making Strategy

1. Grant Solicitation and Review

The VSTOP Grant Program is supported by federal Violence Against Women Act funds through the U.S. Department of Justice's Office on Violence Against Women. The goals of the VSTOP program are to promote a coordinated, multidisciplinary approach to improving the criminal justice system's response to violent crimes against women; encourage 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.

Law enforcement, prosecution, victim services, courts, and discretionary entities are eligible for VSTOP funding. For the categories of Courts, Discretionary, Law Enforcement, and Prosecution, VSTOP funds may not be used to pay more than 75% of the total costs of proposed projects. The remaining 25% is to be provided by the applicant as cash or in-kind match. All funds designated as match are restricted to the same uses as the federal VSTOP funds and must be expended during the same project period. Match cannot be derived from other federal funds. Continuation applicants who have been funded for ten or more years are required to reduce their budgets by 15%. Currently the VSTOP grant program operates on a two-year grant cycle.

The current grant cycle for these awards is a 24-month period, from January 1, 2022–December 31, 2023. All grant awards are contingent upon program performance and funds available through the Violence Against Women Act. Separate award packages will be provided for each calendar year during the two-year cycle. Only grant recipients who received VSTOP funding in Calendar Years 2019–2021 were eligible to apply. Applicants were required to submit one grant application via the DCJS Online Grants Management System (OGMS). Two continuation applicants relinquished their VSTOP awards for CY 2022–2023 (City of Charlottesville and Virginia Sexual and Domestic Violence Action Alliance).

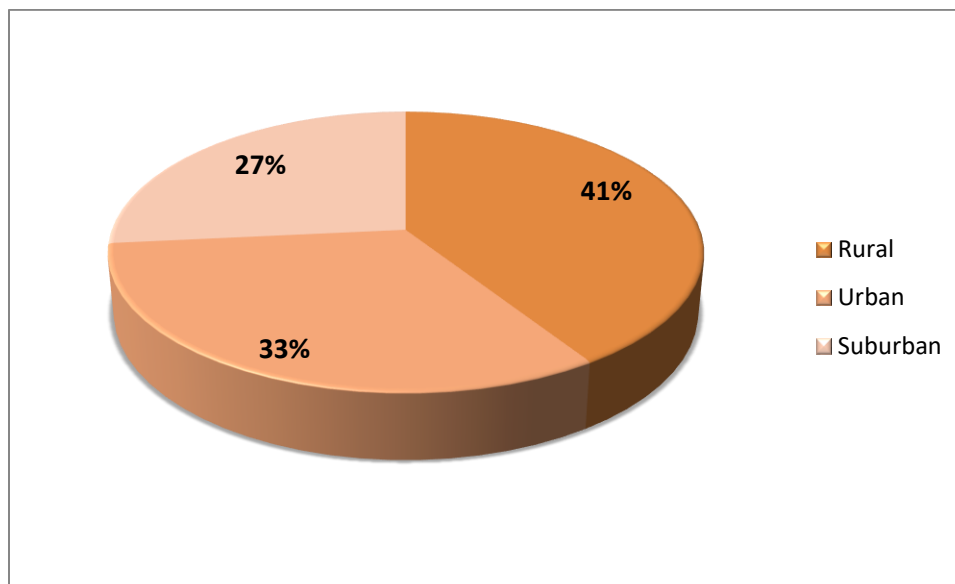
All materials that were submitted received a primary review by the recipient's current grant monitor, and a secondary review by the program coordinator for compliance and accuracy.

Continuation grants are reviewed by DCJS staff familiar with the programs based on their regional monitoring assignments.

The VSTOP State Planning Team has developed priorities designed to 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.

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 carefully considered. Currently, with 86 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 (2021)

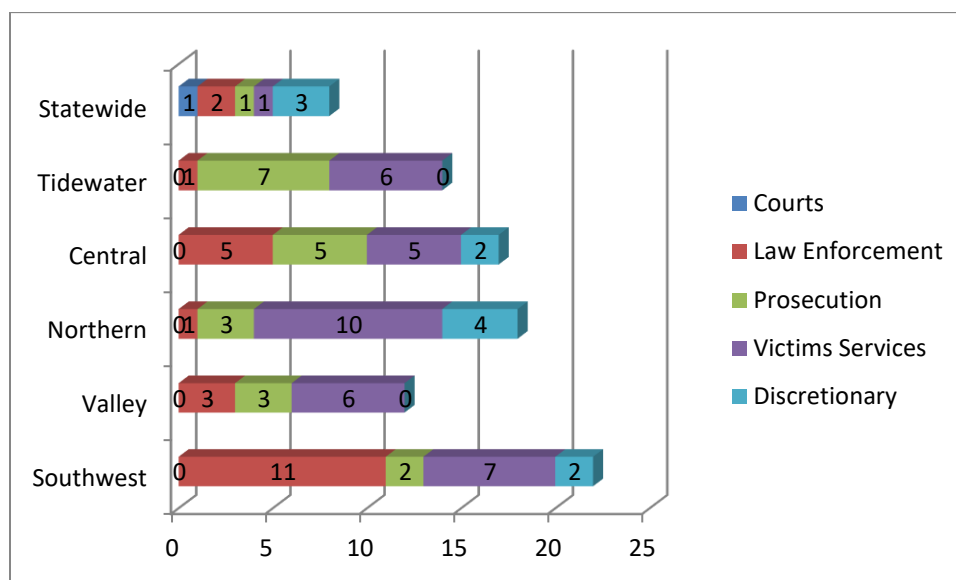
Upon receipt, all new and continuation applications are reviewed and recommendations are presented to the Grants Review Subcommittee of the Criminal Justice Services Board (CJSB). The Grants Review Subcommittee is a smaller group of CJSB members that examine the grants that have been submitted for funding and discuss the staff recommendation to fund or not fund each project. The CJSB is a 32-member board and is the DCJS 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 Virginia General Assembly.

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

Distribution by Category

In calendar year 2021, approximately 23.7% of the funds awarded was allocated to the law enforcement category, 25% was awarded in the prosecution category, 4% was allocated to the courts, and 37% was 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 demographics, 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 (2021)

2. Grant Cycle and Timeline

The current VSTOP grant cycle in Virginia is two years. CY 2022 was the first year in this current grant cycle (see CY 2022–2023 VSTOP Grant Solicitation in Appendix F). The CY 2022–2023 VSTOP grant timeline is shown below:

Activity	Date
Post VSTOP Guidelines on website	July 22, 2021
VSTOP Q&A Webinar	August 16, 2021
VSTOP Applications DUE	August 23, 2021
Pre-Review Meeting <ul style="list-style-type: none"> Discuss At-risk Programs Discuss Review Process 	August 25, 2021
Application Review and Negotiations	September 2021
Grant Review Committee meets; makes recommendations for subcommittee consideration	October 8, 2021
Verify/Enter Budget/Special Conditions	October 2021
Grants Administration sends grant summaries to CJSB Subcommittee via email	October 2021
Subcommittee meets; makes recommendations for CJSB	November 1, 2021
CJSB Meets to receive Subcommittee Recommendations	December 1, 2021
Statements of Grant Award Issued	December 22, 2021

Monitoring and Evaluation

OVW requires subgrantees to participate in the Measuring Effectiveness Initiative (MEI) developed in 2003 by the Muskie School at the University of Southern Maine. STOP grantees and subgrantees from across the nation now report using the same form and definitions.

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 to DCJS by sub-grantees bi-annually. The bi-annual progress reports are the same format as the MEI sub-grantee annual report. All sub-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 completed 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

Eight full-time employees from DCJS are assigned to monitor VSTOP programs. This is completed 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 their assigned 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 limited cases, weak or less than satisfactory programs will not receive continued funding. DCJS consistently 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, then the program will be further sustained without a dependence on 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

New census data indicates that over the last decade, Virginia has become more racially and ethnically diverse. People of color now make up 41% of the state's population compared to 35% a decade ago²⁵. Additionally, this data shows that within rural communities such as the state's Southwest and Southside regions there have been pervasive population declines.²⁶ Within various sectors of work, there is a noted trend of limited resources and opportunities for underserved populations.

Moreover, the State Team has historically noted that there are inadequate services for/inadequate responses to underserved populations. There is an ongoing need for appropriate services for ethnic minority victims, 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, and victim advocates continue to express a need for training and resources in these areas to respond effectively to these individuals. In addition, one of the biggest challenges that we face in Virginia is to ensure that our rural communities have the resources they need to service victims in their communities. While Virginia has several urban regions, a large part of the state remains rural. These areas do not have adequate resources such as public transportation, medical care, employment opportunities, and programs that serve victims. In some communities, victims must travel through several counties to get the help that they need. Moreover, the isolation and rural culture of silence creates barriers to victims of sexual and domestic violence. Programs in these areas must understand the challenges that victims face and be willing to make changes in their programming to address these issues.

Virginia is committed to continuing its efforts to meaningfully respond to the needs of various underserved communities by ensuring that money 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. This makes up 11.1% of the total victim services category funding²⁷. 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).

²⁵ Richmond Times Dispatch. "Virginia is growing more diverse; population growth reserved for urban and suburban areas, 2021." https://roanoke.com/news/state-and-regional/virginia-is-growing-more-diverse-population-growth-reserved-for-urban-and-suburban-areas/article_4c7d281d-a951-5244-829c-98db828d4fd7.html (Accessed on February 8 2022)

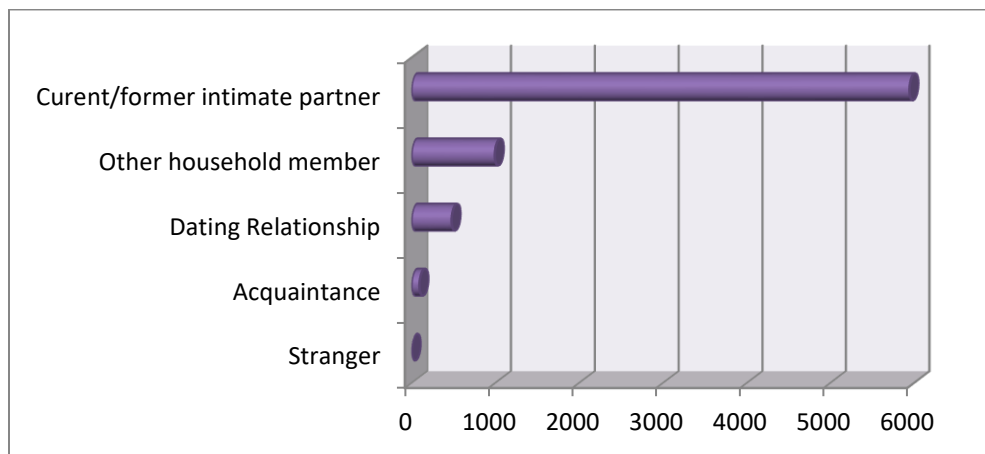
²⁶ United States Census Bureau, "State and County Quickfacts, 2021." www.census.gov/quickfacts/fact/table/US/PST045221 (Accessed February 7, 2022)

²⁷ Virginia Department of Criminal Justice Services, *FFY 2020 STOP Annual Report* (2021).

Grant #	Victims Services Location Name	Type of Program	Synopsis	CY 2021 Awards
F6033	Ayuda	DV/SA/ST	Portion of five full time positions	\$40,000
O5460	Tahirih Justice Center Northern VA	DV	Portion of 3 Attorney and 2 paralegals	\$31,368
N5925	Northern VA Family Services/Multicultural Human Services Program	DV	Portion of FT Program Manager, Bilingual info/referral staff, bilingual counselors, Psychiatrist, Clinical Knowledge Expert	\$22,150
T4188	Asian Pacific Islander DV Resource Project	DV	Portion of Advocate Program Dir., consultants	\$20,830

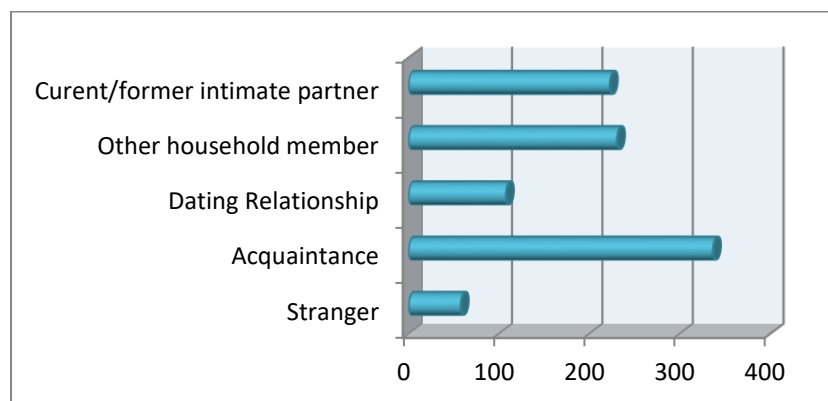
Due to the VAWA Reauthorization of 2013, STOP funding has allowed grant funded programs to serve victims that are 11 years and older. This change has allowed our programs to reach young victims of dating violence, sexual and domestic violence, and stalking. In 2020, 89% of victims served were female, 20% were younger than 24 years, and 8% were older than 60 years.²⁸ Figures 14 and 15 below show the relationship to the offender of victims served by VSTOP-funded staff.

Figure 14. VSTOP DV Victims Served by Relationship to Offender



Source: Measuring Effectiveness Initiative, Muskie Institute (2020)

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



Source: Measuring Effectiveness Initiative, Muskie Institute (2020)

²⁸ The Muskie Institute, *Measuring Effectiveness Initiative* (2020)

Many people with disabling conditions are especially vulnerable to victimization because of their real or perceived inability to fight or flee, to notify others, and testify about the victimization.²⁹ Victim accessibility to services continues to be an important component of programs receiving VSTOP grants. In Virginia, 8.0% of residents were under 65 with a disability in 2020³⁰. VSTOP 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 addition, state funds administered by DCJS (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, including language interpreters, materials in other languages, and services to victims with limited or no reading skills. In CY 2020, 915 Hispanic victims and 198 Asian victims received services through VSTOP supported programs.³¹

Currently 19.9% of Virginians are African American³². 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. The need to engage in outreach with African American victims is more evident with recent data that shows that African Americans are victims of domestic violence related homicides at higher rates than other racial and ethnic groups.³³ In CY 2021, 1,907 victims/survivors received services from VSTOP funded programs.³⁴

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 requests information in the Victims Services section on a victim's gender identity but not additional data specific to LGBTQ+ communities. Tracking this data would be critical 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, and fear of re-victimization. As a result, victims often face significant barriers to getting help.³⁵ 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 with providing accessibility of services. Monitoring is conducted through on-site visits and the review of bi-annual progress reporting, as well as requests for technical assistance and support.

²⁹ Office for Victims of Crime. "Working with Victims of Crime with Disabilities" (1998).

www.ncjrs.gov/ovc_archives/factsheets/disable.htm (Accessed on March 28, 2022)

³⁰ United States Census Bureau, "State and County Quickfacts, 2021." www.census.gov/quickfacts/fact/table/US/PST045221 (Accessed on February 7, 2022)

³¹ The Muskie Institute, Measuring Effectiveness Initiative (2020)

³² Id.

³³ 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 March 25, 2022)

³⁴ The Muskie Institute, Measuring Effectiveness Initiative (2020)

³⁵ 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). <http://avp.org/wp-content/uploads/2019/02/WhyItMatters.pdf> (Accessed on March 25, 2022)

V. Conclusion

For over 20 years, the VSTOP grant program administered by the Virginia Department of Criminal Justice Services has been dedicated to upholding the mission of the STOP grant program. Eighty-six high performing projects will be supported during the 2022 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 collaboration in Virginia that has addressed and is continuing to address sexual and domestic violence issues as well as stalking. The ongoing 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.