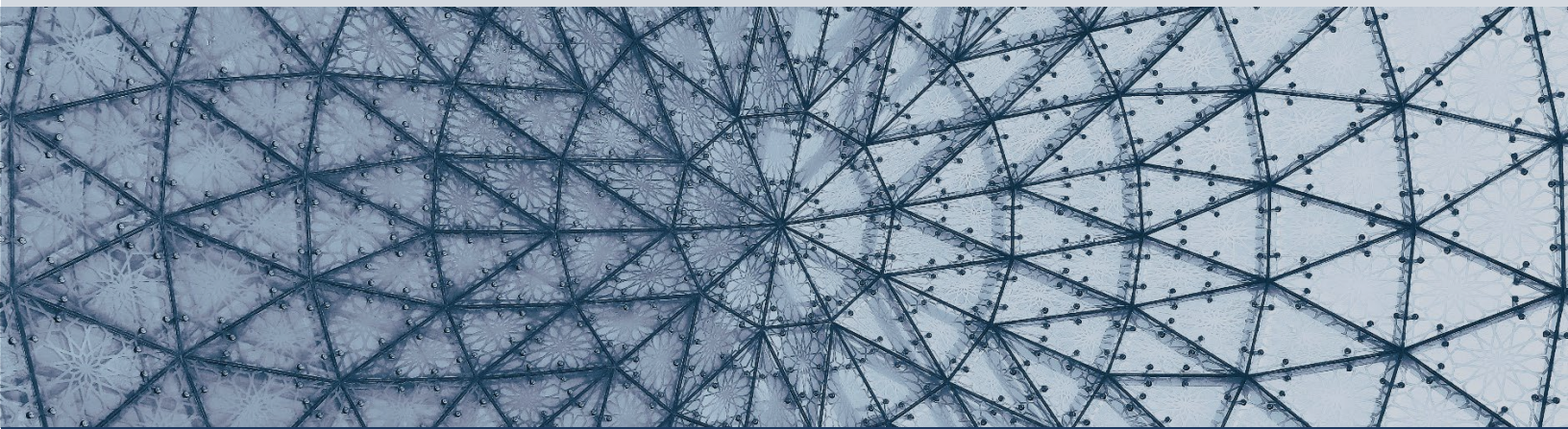




Utah Victim Services Funding: Distribution, Access, and Stability

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An economic analysis prepared for the Utah Victim Services Commission

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Executive Summary

Federal funding for victim services is in decline¹, raising new vulnerabilities for survivors and their networks of care, and forcing states to recalibrate spending to meet public safety needs. In Utah, increases in state allocations have sustained services throughout this period of funding uncertainty. Going forward, meeting the needs of victims of crime will require careful attention to service access and program stability across the state. This report reviews three years of state and federal funding data collected by the Utah Criminal Justice Center and the Economic Evaluation Unit to assess key dimensions of the victim services funding landscape: geographic distribution, access to critical services, and funding stability. The data show that over this period, state allocations have not only closed the federal funding gap, but expanded total funding for services in the state. However, funding increases have not reached all service categories, funding per person and per crime vary across regions, and critical services remain unavailable in much of the state.

Identifying patterns of funding and service availability provides more than just a budgetary overview; it also offers a path forward. This report introduces a funding priority framework built from the analysis of Utah's funding landscape. The framework combines standardized measures of funding gaps, service coverage gaps, and funding fragility into a composite measure. The output is a priority score and ranking that indicates the counties or services with critical need, and a tool that policymakers may use to inform allocations of new funding. The framework is transparent, reproducible, adaptable to agency priorities, and supports evidence-informed policy.

Key findings

- **Total state and federal funding for victim services grew 38 percent in real terms from FY 2023 to FY 2025.** Federal funding declined by almost 13 percent while state funding more than doubled.
- **Utahns face limited access to some core services.** Services for survivors of human trafficking and tribal services are widely unavailable, with each service funded in just two counties. The nearest funded legal services and sexual assault forensic medical examinations/SANE are located out of county for more than half of rural populations.
- **Rural counties are more likely to lack funded core service programs.** Half of rural counties are funded for three or fewer of the eight core services, while the median urban county is funded for six.
- **Funding intensity is higher in rural counties than urban counties.** Although urban counties receive higher absolute funding levels, rural counties receive more than four times as much funding per resident and per crime as urban counties. Despite this difference, critical service gaps remain.
- **Funding fragility is most severe in Rich, Piute, and Wayne counties, and in criminal justice system-based victim advocacy, services for survivors of human trafficking, legal services, and Children's Justice Centers.** While other counties and services are exposed to risk from future

¹ Office for Victims of Crime, "FY 2007–FY 2023 State Victim Assistance Formula Allocations," April 2023, <https://ovc.ojp.gov/about/crime-victims-fund/state-victim-assistance-allocations.pdf>. Federal allocations have continued to decline through the period covered by this analysis; see Section 3.

federal funding declines, these groups exhibit declining or unstable funding levels and high concentration of funding from a few sources.

Priorities

The key findings above denote distinct policy responses to offset federal contraction, close coverage gaps, and stabilize fragile networks. The analysis supports the following priorities for the Commission's consideration.

- **Adopt the priority framework to inform funding decisions and reflect the core goals of victim services.** The Victim Services Commission should use key funding concerns from the framework to weight the composite score, and consider a floor that maintains real dollar allocations across fiscal years.
- **Expand capacity targeted to services and counties with limited availability.** Targeted services based on the priority framework include services for survivors of human trafficking and tribal services across the state, and legal services and sexual assault forensic medical examinations/SANE in rural counties.
- **Stabilize funding where real declines and year-to-year volatility threaten program continuity.** Rich and Piute counties are the two most financially fragile counties and the most immediate stabilization priorities.
- **Expand state appropriations to ballast victim services against future federal declines and reduce dependence on the Victims of Crime Act program, the state's largest and steadily declining federal source.**

The analysis describes a system that has weathered substantial federal contraction through state investment, but one in which coverage gaps and fragility risks remain concentrated in specific counties and service categories. The priority framework offers a transparent starting point for allocation decisions while preserving the roles of policy judgment and stakeholder input in setting weights and translating priorities into specific funding actions. These findings provide an evidence base for the Commission's continuing work on behalf of victims of crime in Utah.

1. Introduction

Victim services encompass a range of public and private programs that secure the rights of victims of crime, enhance their well-being, and incorporate the interests of victims in criminal justice institutions. In Utah, these services include a spectrum of program categories that range from direct services for survivor safety, recovery, and growth, to training and technical support for service providers. These services are funded by a combination of sources. Federal funding flows through the Victims of Crime Act (VOCA), the Violence Against Women Act (VAWA), the Crime Victim Compensation Grant Program, and other federal programs. State funding is administered through agencies such as the Utah Office for Victims of Crime, the Utah Department of Children and Family Services, the Attorney General, and the Department of Corrections. County and municipal contributions and private donations supplement the state and federal systems. In 2023, the State Legislature established the Utah Victim Services Commission to facilitate effective provision of this large and complex network of services through coordination and strategic oversight.

In support of its mission, the Victim Services Commission contracted the Utah Criminal Justice Center (UCJC) and the Economic Evaluation Unit (EEU) for a comprehensive assessment of victim services through a multi-phase, mixed methods research program. This report contributes to that assessment through quantitative analysis of victim services program funding data collected by the UCJC and EEU. The research that follows benefits from collaboration with the UCJC and should be interpreted within the context of the larger research enterprise, including the landscape analysis, comparative analysis, and best practices presented in parallel with this report.

This report introduces an economic analysis of victim services in Utah through the lens of program funding. It draws on three years of data collected from state agencies and program providers to develop new insights into funding patterns. The data characterize the attributes of funding allocations and are thus best suited to distributional analysis. The following sections develop three diagnostic tools that exploit the strengths of this data: a benchmark funding-gap measure, a service coverage-gap measure, and a financial fragility profile. Each tool presents a relative framing for service accessibility or stability and a means for evaluating different types of funding need.

Next, the three diagnostic tools are combined into a composite measure that ranks counties and service categories according to the three dimensions of funding. This composite translates the descriptive findings into an actionable decision rule for allocating new or reinvested dollars. It is a transparent framework for ranking relative need within the existing schema of Utah's victim services. It is also adaptable to the priorities of policymakers through simple relative weighting of the three component tools.

The analysis in this report relies on data from fiscal year 2023 through fiscal year 2025, but it is clear that substantial changes in state investment within that time period have made important improvements in the availability, stability, and continuity of services across the state. Real state funding for victim services more than doubled over the three years of available data, offsetting a federal funding contraction of \$3.3 million over the same period. Without the growth in state appropriations, the system would be substantially smaller today than it was three years ago. The analysis that follows demonstrates the critical gains for survivors since 2022. The most recent year of data available, FY 2025, provides a baseline level of funding from which future gains will require continued state investment to maintain services at their

current levels. Sustaining recent gains, and addressing the gaps that remain, will require continued state investment in future budget cycles.

In 2021, the EEU reviewed the existing funding data frame housed within the Utah Office for Victims of Crime and the evaluation practices for services in nine peer states or districts. The findings from that research demonstrate that cost benefit analysis is of limited applicability to victim services due to a lack of available outcome measures and the importance of qualitative and social or environmental aspects of services.² Authors at the Justice Research and Statistics Association point to cost-benefit estimates that are highly sensitive to sampling and methods.³ Appendix A briefly discusses these limitations and presents a literature review on the benefits of victim services. In light of these limitations, states have developed alternative data management and evaluation procedures that emphasize the core goals of victim services. The specific goals are collaboratively determined and allow for a range of options for evidence-based measurement that enable organizations to identify gaps in services, improve performance, and track the continuum of care.⁴ One contribution of this report is to build a policy-relevant quantitative framework that avoids the pitfalls of cost-benefit analysis in victim services. The framework relies on data that are currently available but can exist alongside practices that align provider reporting with the core goals of victim services.

The following sections of this report present our analytical framework and results. Section 2 introduces the data. Section 3 provides an overview of victim services funding in Utah. Sections 4, 5, and 6 present the three diagnostic tools, the benchmark funding-gap measure, the service coverage-gap measure, and the financial fragility profile. Each of these sections presents results for service categories, for counties, and for rural versus urban populations where appropriate. Section 7 introduces the composite priority score and ranks funding need across service categories and counties. Section 8 translates the findings into clear policy recommendations and concludes.

Identifying the presence of funding and funding priorities is not the same as establishing a floor for adequate funding. No tool can generalize the adequate funding level for victim services programs or victim services in aggregate because the cost of service delivery is heterogeneous across contexts.⁵ These challenges imply that the priority framework will be most effective when combined with the essential local knowledge of programs and community needs. Throughout the development of this quantitative analysis, the EEU benefited from the participation and expertise of representatives from service-providing organizations and state agencies. Their contributions made this report possible and will be critical to the success of implementing any related policy recommendations.

² Sheena Yoon, "Utah's Victims Services: Developing a Well-Defined and Meaningful Evaluation Framework" (Utah Office for Victims of Crime and Economic Evaluation Unit, University of Utah, August 2021), https://eeu.utah.edu/resources/documents/uovc_final.pdf.

³ Kristina Lugo and Roger Przybylski, *Estimating the Financial Costs of Victimization* (Washington, DC: National Institute of Justice, 2018), <https://doi.org/10.3886/ICPSR37260.v1>.

⁴ Yoon, "Utah's Victims Services."

⁵ Lugo & Przybylski, *Estimating the Financial Costs of Victimization*.

2. Data

Data sources

The analysis in this report employs a unique data set gathered with the cooperation of state agencies and service-providing organizations. In 2025, the UCJC and EEU developed an Excel-based survey that was sent to important stakeholders in victim services funding, including the Utah Office for Victims of Crime, the Department of Child and Family Services, the Department of Corrections, the Victim Compensation Formula Grant Program, the Department of Workforce Services, and the statewide network of Children's Justice Centers. The survey captured general information regarding the organizational structure of the agency or institution and details about program funding administered over three fiscal years. Many of the survey items included information required for state and federal grant reporting, but the survey aimed to capture the broader universe of public funding in the state. Surveys were distributed in May 2025 and all agencies and organizations responded between May and December 2025.

The data document the universe of state and federal funding allocations for fiscal years beginning July 1, 2022 (FY 2023), July 1, 2023 (FY 2024), and July 1, 2024 (FY 2025). The data set includes 1,180 individual funding records representing 172 distinct programs and approximately \$149.6 million in total nominal funding. Several additional data sources supplement the collected data. UCJC and EEU researchers added physical address locations for each program to facilitate distributional analysis and mapping. Utah population data from the US Census⁶, county-level crime data from Utah's Bureau of Criminal Identification (BCI)⁷, and US Department of Agriculture Economic Research Service Rural-Urban Continuum Codes⁸ were added to characterize state and county attributes. The full data set supports detailed analysis of the distribution of state and federal funding in Utah.

Inflation adjustment

Dollar value results throughout the report are expressed in July 2024 dollars. Nominal dollars reported in the surveys were inflated using the US Bureau of Labor Statistics Consumer Price Index for All Urban Consumers and a July-to-July anchor using the July 2024 index value as the base. The real dollar adjustment is employed throughout the data analysis. Year-over-year changes measured in the funding overview and fragility profiles represent changes in real purchasing power.

Service categories

Data characteristics include the amount of funding, the funded program, the funding source, the funding method (such as grant/RFP, funding formula, etc.), the purpose of funds (such as type of victimization, service, or program), and restrictions or limitations on funding. UCJC and EEU researchers utilized one or more of these variables to categorize each allocation by primary and secondary services funded. The

⁶ U.S. Census Bureau, Population Division, *Annual Estimates of the Resident Population for Counties in Utah: April 1, 2020 to July 1, 2024*, CO-EST2024-POP-49, 2025, <https://www2.census.gov/programs-surveys/popest/tables/2020-2024/counties/totals/co-est2024-pop-49.xlsx>.

⁷ Utah Department of Public Safety, Bureau of Criminal Identification, "Crime in Utah Dashboards," accessed May 22, 2026, <https://bci.utah.gov/crime-in-utah-dashboards/>.

⁸ U.S. Department of Agriculture, Economic Research Service, "Rural-Urban Continuum Codes," accessed April 20, 2026, <https://www.ers.usda.gov/data-products/rural-urban-continuum-codes>.

reported descriptions result in 30 distinct service categories in the original data. For the analysis in this report, these service categories were consolidated to 17 categories.

UCJC identified a set of eight *core services* through literature review of victim services policies and practices at local, state, and national levels. Core services include Children’s Justice Centers, criminal justice system-based victim advocacy, domestic violence services, sexual assault forensic medical examinations/sexual assault nurse examiner (SANE) response, legal services for crime victims, services for survivors of human trafficking, sexual assault services, and tribal victim services. Peer-reviewed research and evidence-based model programming suggest that these core services are essential resources for securing the rights and meeting the needs of victims of crime.⁹ In order to assess core services availability and funding using Utah’s data, EEU and UCJC researchers added data flags for any dollar allocation with descriptive data indicating that funding contributed to the provision of core services.

Core service categories are flagged discretely to avoid double-counting funding dollars. Tribal services are the only category that overlaps systematically with multiple other core service categories in the data, including domestic violence services, sexual assault forensic medical examinations/SANE, legal services, and sexual assault services. While the service flags accurately represent the funding data, which is allocated categorically in most cases, in practice victim services routinely cross the boundaries of discrete categorization. Trauma-informed practices such as the “No Wrong Door” approach depend on the ability of service providers to respond to all victims regardless of crime or victimization type. This principle exists to facilitate victims’ access to care regardless of their point of entry and prevent compounding trauma that may occur in navigating the criminal justice system and networks of support.¹⁰ Children’s Justice Centers, domestic violence service providers, and sexual assault service providers all report regular support for survivors of human trafficking. Children’s Justice Centers, in particular, provide services for children and adolescents for all crime and victimization types, including tribal services. The use of funding categories that reflect legal and administrative funding structures therefore underrepresents survivors’ actual access to services, which flows through coinciding service models and resources. Discrete categorization should not be read as a complete description of the services any one program provides.

Victim Compensation totaled approximately \$17.5 million (nominal) over the three-year period and is the third-largest funding category for victim services in the state. Victim Compensation operates as a direct-payment program to individual victims rather than as service-provider funding and follows a different administrative model than the rest of the victim services network. Due to this distinction, victim compensation funding is excluded from analysis throughout the report. Including it in the analytical sample would conflate program-level allocation choices with statutory eligibility.

State and county-level analysis

System-level appropriations and coalition funding are not ascribed to a particular county location and only included in state-level analysis. These statewide funding allocations amount to approximately \$11.1 million (nominal) over the three years of data and include funding for IHC Safe and Healthy Families, the

⁹ Christian M. Sarver and Mariah C. Mercier, *Best Practices for Serving Victims and Survivors of Crime: A Research Review* (Utah Criminal Justice Center, 2025).

¹⁰ Washington State Office of Crime Victims Advocacy, *Victims of Crime Indicators of Success* (2012), https://ovc.ojp.gov/sites/g/files/xyckuh226/files/pubs/InnovativePractices/Practices_Indicators%20of%20success-508.pdf.

Utah Coalition Against Sexual Assault, the Utah Domestic Violence Coalition, and investments in conferences, data tracking, and some statewide program supports. Analysis that assesses or compares county-level service coverage and funding only includes county-attributable data. For statewide totals and source-composition analyses, both county-attributable and statewide funding are included.

Utah's Children's Justice Centers serve a number of counties through satellite services from centers in nearby counties. Base funding for satellite services is apportioned through the Children's Justice Center's statewide funding formula but, in some cases, does not appear as distinct location funding in the data set used for this report. At the request of the Children's Justice Center program leadership, funding for multicounty service hubs was apportioned to their associated satellite county or counties. The satellite allocations were calculated according to each county's share of crimes against persons in the fiscal year. For multicounty groups that include a county that does not report crime data, population shares were used instead. Apportioned amounts represent a share of regional funding, rather than funding for a facility physically located within the county. For satellite counties whose funding consists predominantly of apportioned shares, coverage and fragility measures describe the county's relationship to a regional allocation rather than programs located in the county.

Data limitations

The analysis in this report is descriptive. The data describe how funds were allocated, not which services produced what outcomes.

The data do not detail the use of funding below the level of service category. Follow-up discussion between the EEU and financial officers in individual agencies confirmed that ascribing an allocation to specific interventions would require detailed budgetary data at the program level. During statewide listening sessions, program representatives further reported that a significant portion of funding comes from private sources – up to 60 percent of total organizational funding in some cases. County and municipal contributions are important for many programs as well. Any claims about the cost of services would require more complete program evaluation and budgetary analysis than the available data provide.

The crime data used to construct the benchmark funding gap are counts of crimes against persons by county and fiscal year, retrieved from the Utah Bureau of Criminal Identification. Three counties (Daggett, Morgan, and Wayne) are served by law enforcement agencies that did not report to the state during part or all of the period, and consequently have no recorded crimes against persons in one or more years. Section 4 describes the treatment of counties with no reported crime under the benchmark funding gap analysis. Their funding and population data are unaffected.

The survey data did include entries for the number of individuals served and the number of service contacts associated with each funding allocation. These output measures are required for recipients of some state and federal grants. However, these data do not support causal inference about program effectiveness, the identification of best practices through outcome evaluation, or the estimation of monetized benefits for individual programs or service categories. Moreover, more than one-third of records lack output information for victim and/or service counts. Any claims about the benefits of services would require data related to program outcomes, as opposed to the output counts available. Some service programs, such as Children's Justice Centers, collect outcome data that includes qualitative and quantitative data collection post-intervention. At Children's Justice Centers these efforts are supported by a national organization. The State of Utah has not aligned around similar reporting practices. Statewide

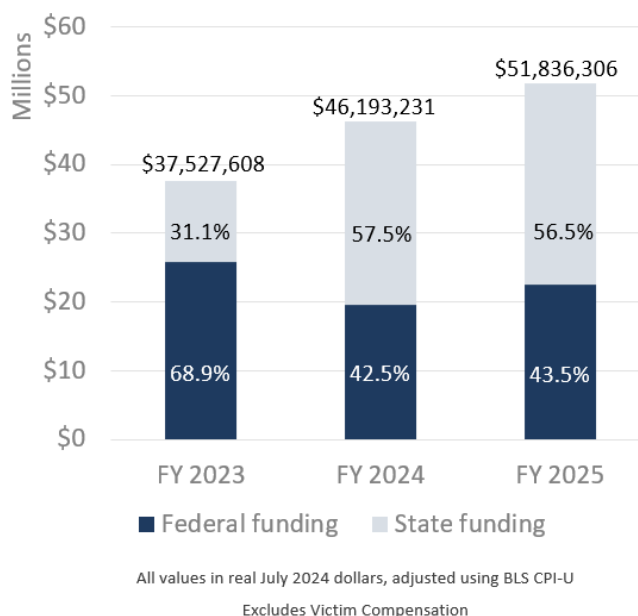
adoption of outcome reporting frameworks would substantially expand the kinds of analysis possible in future versions of this work.

Addressing this limitation should be a priority for victim services. Appendix B presents a proposed reporting framework that would allow providers to demonstrate how their services advance the core goals of victim services drafted by the Commission, drawing on approaches used in other states. The framework is designed to build on existing grant reporting and to accommodate exemplary outcome reporting practices in place, without replacing them. Over time, statewide adoption would support performance measurement and accountability, and would establish the collection of outcome data that performance measurement requires.

3. Utah's Statewide Funding Landscape

Between FY 2023 and FY 2025, total state and federal funding for victim services programs grew by 38.1 percent in real terms, for a total of \$51.8 million in FY 2025. Figure 1 below illustrates this growth and its state and federal components.

Figure 1: Total program funding from state and federal sources, FY 2023 through FY 2025



Changes over the period represent a striking compositional shift in funding for victim services. From FY 2023 to FY 2025, state funding more than doubled, growing 151.2 percent and driving overall expansion. During the same period, federal funding fell 12.8 percent.

The federal funding decline observed in Utah's recent data follows a period of deteriorating federal allocations that began in 2018.¹¹ Utah weathered this transition by reinforcing state contributions at a level that more than compensates for lost federal funds. As a result, the state's share of funding rose from 31.1 percent of total state and federal allocations in FY 2023 to a peak of 57.5 percent of the total in FY 2024. In the last year of data, FY 2025, Utah's allocations accounted for 56.5 percent of total state and federal funding.

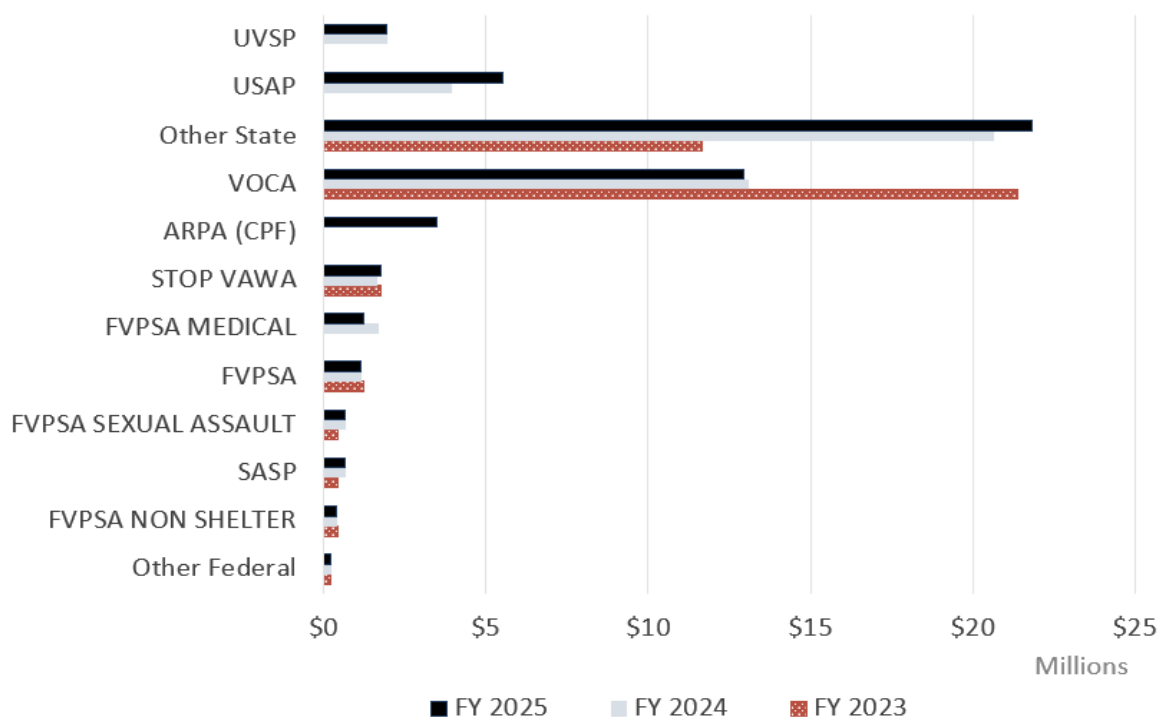
Figure 2 below disaggregates the three-year change by source of funds. The primary reduction in federal funding occurred with the sharp contraction in VOCA funds after FY 2023. In that year VOCA was the largest source of program funding in the state at approximately \$21.4 million. By FY 2025, it had fallen to just under \$13 million, a 39 percent decline. VOCA remains an important source of funding in Utah, but it no longer dominates all other sources.

Funding labeled 'other state' in Figure 2 aggregates state appropriations outside of the named state grant programs Utah Sexual Assault Program grants (USAP) and Underserved Victim Services Program (UVSP).

¹¹ Office for Victims of Crime, "State Victim Assistance Formula Allocations."

This categorical funding grew from \$11.7 to \$21.8 million, or 87 percent. Combined with the USAP and UVSP grant programs, growth in state funding more than offset the VOCA decline.

Figure 2: State and Federal Funding Allocations by Source, FY 2023 through FY 2025

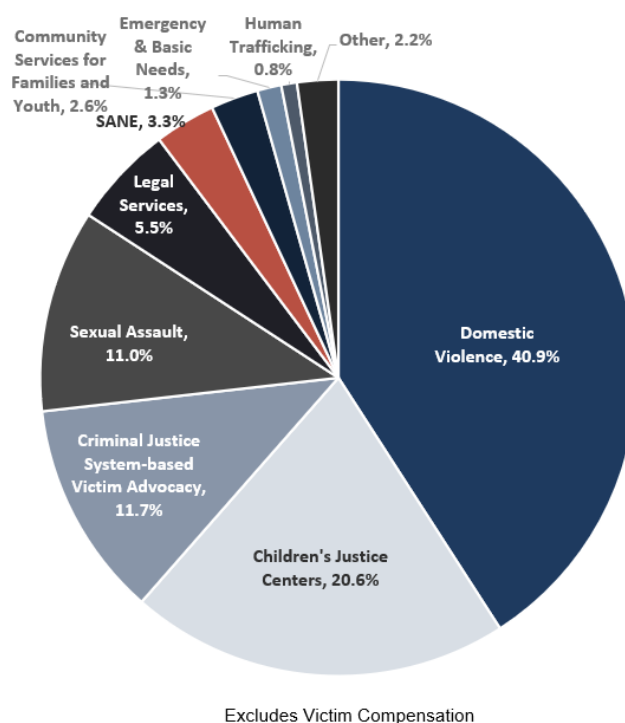


All values in real July 2024 dollars, adjusted using BLS CPI-U

The compositional shift away from a VOCA-dominated funding landscape creates new flexibility for Utah to set priorities for service provision by concentrating more funding authority within state government rather than federal grant programs. It also shifts a larger share of the system's exposure to state budget cycles and state revenue conditions. Further implications of this change are considered in Section 6 on funding fragility.

Figure 3 shows the allocation of total state and federal funding across the three years of data, according to service category. Across Utah, core services absorb the majority of program funding. The largest three categories make up almost three-quarters of total funding, with domestic violence services accounting for 40.9 percent, Children's Justice Centers 20.6 percent, and criminal justice system-based victim advocacy accounting for 11.7 percent of the total.

Figure 3: Funding Allocation by Service: Share of 3-year Total Program Funding



A small number of service categories experienced real funding declines over the period. Most notably, criminal justice system-based victim advocacy funding fell 20.7 percent in real terms.

Several service categories experienced substantial funding growth over the period. Funding for sexual assault forensic medical examinations/SANE grew 245 percent, rising from \$600,000 to \$2.1 million from FY 2023 to FY 2025. These funds cover the SANE service model, which may include medical examinations, evidence collection, coordination with Sexual Assault Response Teams, and the accompaniment of a victim advocate. Sexual assault funding tripled, adding \$4.6 million over the period. The next-largest dollar increase was awarded to community-based services for family and youth, which benefitted from a one-time American Rescue Plan Act (ARPA) Capital Projects Fund award. Funding for domestic violence services rose by a similar \$3.3 million, but from a much larger base.

Behind these category-level changes is a consistent compositional shift toward state funding. The increase in funding for sexual assault services is entirely state-funded, driven by the expansion of the Utah Sexual Assault Program (USAP) grant from zero in FY 2023 to \$5.5 million in FY 2025. Federal contributions to sexual assault services slightly declined over the same period. Sexual assault forensic medical examinations/SANE funding shows the same pattern in smaller proportion, with state appropriations accounting for roughly two-thirds of the \$1.5 million increase. The composition shift is most pronounced for domestic violence services. VOCA funding for domestic violence services declined by \$4.3 million in real terms, while state appropriations grew by \$6.7 million. State funding growth more than offset the federal contraction to produce the \$3.3 million net gain. Across all three of these categories state appropriations not only drove funding growth but absorbed federal declines as they occurred.

4. Geographic Distribution of Funds

The distinct geographic and population characteristics of counties across Utah give rise to structural differences in the cost and delivery of victim services. Utah's geographic borders encompass 29 counties. The 20 counties designated nonmetropolitan in the USDA Rural-Urban Continuum comprise 78 percent of land area but just 12 percent of the population.¹² In these rural counties, service delivery is constrained by limited potential for economies of scale, lower access to public goods such as transportation, and social and environmental barriers to maintaining victim privacy. These structural differences mean that observed funding allocations across counties reflect a mix of cost differences and policy choices that cannot be fully disentangled.

This section examines funding allocations relative to two proxies for need: county population and the reported incidence of crimes against persons. These two measures identify two different types of need. Funding scaled by county population (dollars per capita) indicates how funding is allocated relative to where people live. The same funding scaled by crime incidence indicates how funding is allocated relative to where victimization occurs. Both measures have important limitations. Funding per capita ignores demographic risk gradients such as age and income. Funding per crime is vulnerable to underreporting issues that understate the need for services. Despite these limitations, scaling allocations by need provides a first look at whether services are accessible where demand for them exists.

Funding Intensity

Table 1 shows total program funding per crime and total program funding per capita for FY 2025. Across Utah, total state and federal funding for victim services amounts to \$14.80 per person and \$1,440 per crime against persons. Rural counties receive disproportionately high shares of total victim services funding relative to their share of state population and crime. Over the three-year period, the 20 rural counties received 33 percent of county-attributable funding, compared to their approximately 12 percent of the population and 10 percent of reported crimes. This pattern produces substantially higher per-capita and per-crime funding intensity in rural counties than in urban counties. In 2025, rural counties received more than four times as much funding as urban counties per person and nearly five times as much funding per crime.

¹² USDA, Economic Research Service, "Rural-Urban Continuum Codes." U.S. Census Bureau, *Annual Estimates of the Resident Population for Counties in Utah*. U.S. Census Bureau, "Annual Geographic Information Table," table GEOINFO, 2022, accessed April 20, 2026, <https://data.census.gov/table/GEOINFO2022.GEOINFO?g=040XX00US69>.

Table 1: Program Funding Per Crime and Per Capita, FY 2025

	Rural Counties	Urban Counties	Utah
Total funding per crime	\$4,629	\$937	\$1,440
State funding per crime	\$2,528	\$512	\$813
Total funding per capita	\$41.96	\$9.79	\$14.80
State funding per capita	\$22.92	\$5.34	\$8.36

Excludes Victim Compensation

Per crime figures are based on the count of crimes against persons.

The rural-urban funding intensity ratio grew by more than one third over the three years of data as new state funding was directed disproportionately to rural areas. This change may reflect, in part, recognition of higher costs of service delivery in rural areas. The higher per-capita and per-crime funding in rural areas has not, however, resolved differences in the availability of services. The accessibility analysis in Section 5 documents substantial coverage gaps in rural counties for core service categories including legal services and sexual assault forensic medical examinations/SANE.

Benchmark Funding Gap

The funding gap analysis evaluates the county share of total funding relative to two benchmarks for need: the county's share of state population and the county's share of reported crimes against persons. A county with a funding share below the relevant benchmark is identified as having a funding gap, calculated as the dollar amount that would bring funding into proportion with the need-based share.

For each county i and fiscal year t , the funding gap is equal to

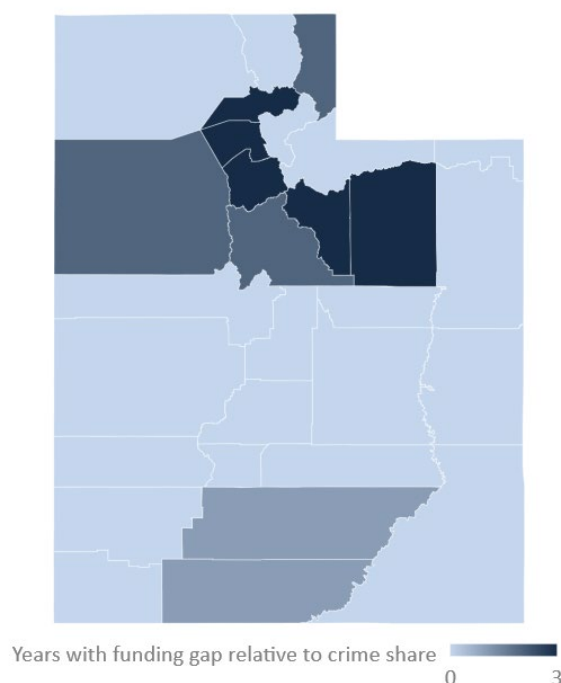
$$Gap_{it} = F_{it} - \left(\frac{V_{it}}{\sum_j V_{jt}} \right) \sum_j F_{jt}$$

where F_{it} is total funding for county i in fiscal year t , V_{it} is either the population or the number of crimes against persons (calculated in separate iterations), and j indexes all Utah counties. Negative values of Gap_{it} indicate under-allocation relative to the benchmark. This measure reveals variation in funding over counties. It does not impose a threshold for funding adequacy.

The benchmark funding gap reveals a striking asymmetry between rural and urban counties. Under the population-share benchmark, gaps are present in a substantial majority of urban counties (eight of nine), and are typically persistent across all three years of data. Under the crime-share benchmark, the urban gap is concentrated in three large counties, Salt Lake, Davis, and Weber, where the gaps are large and persistent. Fewer than half of rural counties face funding gaps in any year, and where they do occur, they are predominantly transient, appearing in one or two years as funding fluctuates. Four counties (Salt Lake,

Davis, Wasatch, and Weber) show a persistent shortfall under both benchmarks, falling below their population and crime shares in all three years; of these, only Wasatch is rural. Figure 4 below illustrates the presence of benchmark funding gaps relative to the county share of crime. This pattern reveals that urban county funding below the crime benchmark is a stable, structural feature of victim services funding in Utah.

Figure 4: Persistent County Funding Gaps Relative to Share of Crime, FY 2023 through FY 2025



Rural counties with funding gaps also face much smaller absolute shortfalls than urban counties. Using the crime-share benchmark, those rural counties that were relatively underfunded had a collective gap of \$350,000 in real terms over the three years of data; urban county gaps sum to approximately \$35.8 million. Using the population-share benchmark, the underfunded rural county gaps sum to \$851,000; urban county gaps sum to approximately \$32 million. The absolute scale of the funding shortfall is concentrated in urban counties.

Salt Lake County has the largest absolute funding gap by either measure. Using the population-share benchmark, Salt Lake's three-year gap is approximately \$14.3 million in real terms. Using the crime-share benchmark, the gap is approximately \$31.8 million. The counties with the next-largest gaps differ by benchmark. Under the crime-share benchmark, Weber (\$2.9 million) and Davis (\$1.1 million) follow Salt Lake. Under the population-share benchmark, Utah (\$10.3 million) and Davis (\$5.1 million) rank highest after Salt Lake, reflecting that these counties carry larger shares of population than of reported crimes.

5. Service Access and Coverage

Measuring service coverage reveals whether the resources that victims need are available where they live. A county may receive substantial funding concentrated in a few service types while lacking others entirely. Coverage captures a dimension of need distinct from funding adequacy. A victim of human trafficking in a county with no funded trafficking response, or a sexual assault survivor in a county without access to a sexual assault nurse examiner, faces a barrier that additional funding to existing programs would not resolve.

Core Service Coverage Ratio

This section examines the accessibility of services within each county using the core service categories identified by UCJC and described in Section 2 of this report: Children’s Justice Centers, criminal justice system-based victim advocacy, domestic violence services, legal services, sexual assault forensic medical examinations/SANE, services for survivors of human trafficking, sexual assault services, and tribal victim services. For each county, the core service coverage ratio is the share of these eight service categories with any funded program.

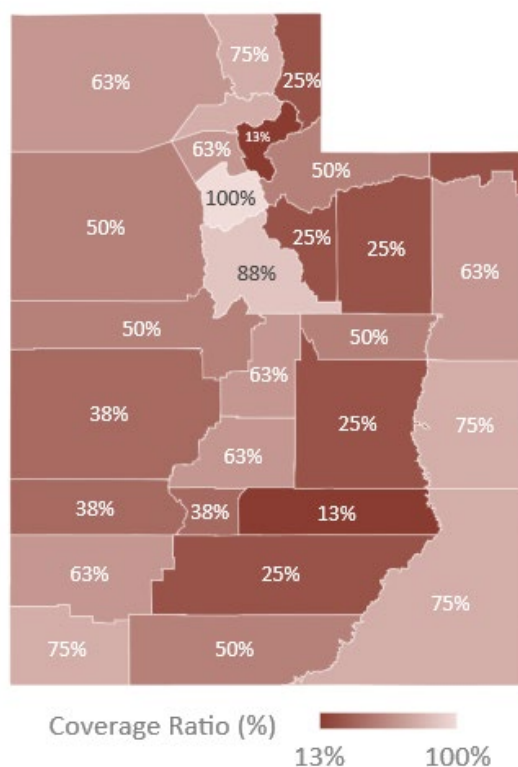
$$covered_{ic} = \begin{cases} 1 & \text{if any program in category } c \text{ received funding in county } i \\ 0 & \text{otherwise} \end{cases}$$

$$coverage_i = \frac{1}{8} \sum_{c=1}^8 covered_{ic}$$

The measure is deliberately neutral regarding funding amount: any positive funding establishes coverage, so a minimally funded legal services program and a generously funded one count equally. This approach isolates the question of service presence from the question of service adequacy, which would require program-level evaluation data beyond the scope of this analysis. Funding distribution and funding stability, related but distinct dimensions, are examined in Sections 4 and 6.

Coverage of the eight core service categories is uneven across Utah, and the gaps fall heavily on rural residents. Salt Lake County is the only county with funding representing all eight core service categories. All other counties experienced coverage gaps in at least one service category over the period. Eight counties (Daggett, Duchesne, Emery, Garfield, Morgan, Rich, Wasatch, and Wayne) received funds for at most two core categories over the period, leaving their residents to seek six or more of the eight core services outside their county of residence. Half of rural counties are funded for three or fewer of the eight core services. Among urban counties, all but Morgan received funding for four or more core services and a majority were funded for at least six. Figure 5 shows the average core services coverage ratio over the three years of data available.

Figure 5: Average Core Service Coverage Ratio, FY 2023 through FY 2025



In addition to county coverage, the core services ratio makes it possible to evaluate the presence of individual service categories across the state. Table 2 disaggregates coverage by core service and by population in rural and urban counties for the three years of data.

Table 2: Share of Population in Covered Counties (FY 2023 through FY 2025)

Core Service Category	Rural	Urban	Utah
Tribal Services	3.5%	39.5%	35.1%
Services for Survivors of Human Trafficking	0.0%	63.7%	56.0%
Legal Services	45.4%	84.1%	79.5%
Sexual Assault Forensic Medical Exam/SANE	44.1%	96.4%	90.1%
Sexual Assault Services	72.2%	99.6%	96.3%
Domestic Violence Services	74.9%	99.6%	96.6%
Criminal Justice System-based Victim Advocacy	80.0%	99.6%	97.2%
Children's Justice Centers	100%	100%	100%

Estimates exclude statewide program allocations that cannot be attributed to any county.

Two categories of core services are effectively unavailable across most of the state. Services for survivors of human trafficking were funded in only two counties (Salt Lake and Utah) over the entire three-year period. Tribal victim services were also funded in just two counties (Salt Lake and San Juan). No rural resident lives in a county with funding designated for services for survivors of human trafficking, and only 3.5 percent of rural residents have access to funded tribal services within their county.

A second tier of core services is concentrated in urban counties and largely absent from rural ones. Fewer than half of rural residents live in a county with funded legal services (45 percent) or a funded sexual assault nurse examiner program (44 percent), compared to 84 percent and 96 percent of urban residents, respectively. For a sexual assault survivor in much of rural Utah, the nearest funded sexual assault forensic medical examination/SANE is located in another county. This accessibility gap is particularly consequential for time-sensitive services like sexual assault forensic medical examinations/SANE. Domestic violence and sexual assault services show a rural/urban disparity that is less extreme. These services are available to nearly all urban residents (99 percent) but to only 70-75 percent of rural residents.

Broader statewide coverage exists for the remaining core service categories. Sexual assault services are funded in 18 counties. Funded locations are present in 20 or more counties for criminal justice system-based victim advocacy and domestic violence services. Only Children's Justice Centers attain universal county coverage, with funding for smaller counties apportioned from neighboring regional centers.

Several core services have improved coverage over the three years of data. Sexual assault forensic medical examinations/SANE coverage expanded from five counties in FY 2023 to 14 counties in FY 2025, an increase that primarily reflected the addition of rural SANE programs. This expansion demonstrates that coverage gaps can be closed when funding is directed toward them. Yet even after expansion, fewer than half of rural residents have a funded SANE program in their county. The remaining gaps in legal services, services for survivors of human trafficking, tribal services, and rural sexual assault forensic medical examinations/SANE represent the clearest opportunities for targeted investment in expanding access to services.

6. Funding Fragility

Federal funding declines in recent years have shown that victim services face disruption risks that funding gaps and service coverage indicators cannot capture. This section implements three measures of funding fragility to describe structural exposure to risk. Each measure is applied to funding streams at the county level as well as for service categories statewide. This approach reveals dimensions of risk that cut across survivor populations. Higher-risk programs are vulnerable to changes in funding streams that impede program planning and investment and interrupt service continuity.

This section introduces three measures of funding fragility and integrates them into a composite value that characterizes funding fragility overall. The first measure is the coefficient of variation, a measure describing past funding volatility over the three years of data available. The second measure is the share of total funding from federal sources, a measure which describes exposure to future federal declines. The third measure is a Herfindahl-Hirschman Index measuring whether funding sources are concentrated or dispersed. More concentrated funding indicates more exposure to changes in individual funding programs. The composite standardizes these measures to summarize structural risk and identify the counties or services where funding fragility is most pronounced.

Coefficient of Variation

The coefficient of variation (CV) measures the volatility of a funding stream over time. It is calculated as the standard deviation of annual real-dollar funding divided by the mean, across the three fiscal years of data:

$$CV_i = \frac{\sigma_i}{\mu_i}$$

where σ_i is the standard deviation and μ_i the mean of real funding in county i (or service category i) over the three years. A higher CV indicates greater year-to-year variation. A funding stream that is identical across all three years has a CV of zero; one that fluctuates considerably has a high CV.

The CV alone cannot differentiate volatility from growth. A county whose funding rises smoothly from one year to the next produces a positive CV even though its funding has become more secure. Table 3 below presents the CV for core service categories and a brief description of the source of volatility. While most core service categories have CVs that are higher than that of the statewide total, the values for domestic violence services, sexual assault services, tribal services, and sexual assault forensic medical examinations/SANE are driven by real funding growth. The remaining four categories exhibit volatility from other sources.

Table 3: Funding Volatility: Coefficient of Variation for Core Services

Core Category	FY 2023	FY 2024	FY 2025	CV	Source of Volatility
All Funding	\$37,527,608	\$46,193,231	\$51,836,306	0.130	Growth
Services for Survivors of Human Trafficking	\$378,120	\$387,277	\$386,412	0.011	Funding increase < inflation
Legal Services	\$2,435,201	\$2,588,049	\$2,489,355	0.025	Transient spike
Domestic Violence Services	\$16,501,884	\$19,095,490	\$19,825,581	0.077	Growth
Children's Justice Centers	\$8,249,630	\$9,874,778	\$9,780,063	0.080	Funding increase < inflation
Criminal Justice System-based Victim Advocacy	\$5,862,158	\$4,873,495	\$4,688,492	0.100	Real Decline
Tribal Services	\$759,888	\$1,542,260	\$1,782,223	0.321	Growth
Sexual Assault Services	\$2,322,195	\$5,627,542	\$6,949,207	0.392	Growth
Sexual Assault Forensic Medical Exam/SANE	\$599,648	\$1,807,213	\$2,071,163	0.429	Growth

All values expressed in July 2024 dollars, adjusted using BLS CPI-U

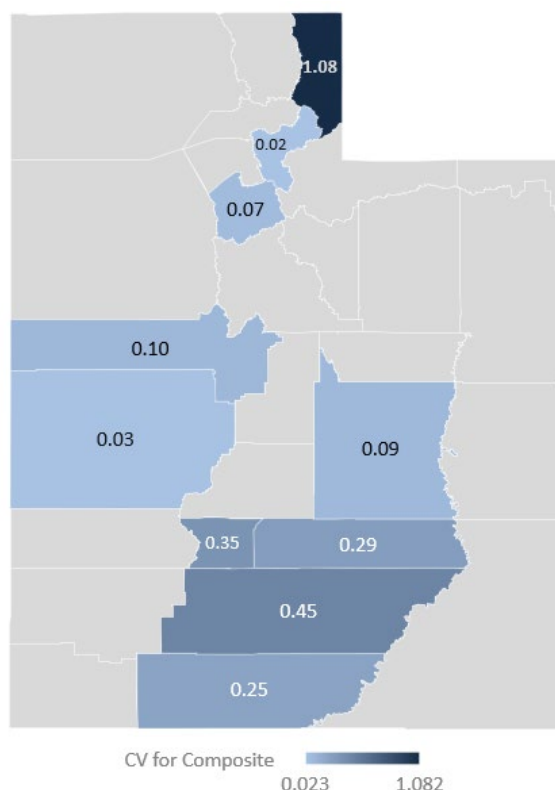
Criminal justice system-based victim advocacy services have the highest CV among those exhibiting real volatility, driven by a steady decline in real funding over the period. In legal services, the modest CV reflects a small, transient spike in funding from FY 2023 to FY 2024, and then a fall back in FY 2025. Children's Justice Centers and services for survivors of human trafficking exhibit modest CVs. In these service categories nominal funding actually grew each year, but in FY 2025 that nominal growth was not enough to keep up with inflation.

To distinguish growth from genuine volatility, the fragility composite employs a monotonic-growth rule: when a funding stream increases in real terms in every year of the period, its CV is set to zero. The rule is asymmetric by design: monotonic growth is zeroed while monotonic decline is retained, because growth and decline carry opposite implications for fragility. A funding stream that rises every year is stabilizing; one that falls every year is not.

The CVs for counties in Figure 6 below incorporate the monotonic growth rule, and the 19 counties with real funding growth are not shown. CVs for the remaining counties represent real-dollar declines of varying severity. Six counties, Garfield, Emery, Kane, Morgan, Millard, and Salt Lake, experienced nominal growth over the period but real declines in at least one year. The remaining counties, Juab, Piute, Rich, and Wayne, experienced both nominal and real funding declines.

Rich County, with the largest CV at 1.08, experienced a real funding collapse from \$33,398 in FY 2023 to \$2,634 in FY 2025, a decline of 92 percent. In Piute and Wayne counties funding fell from similar initial levels in FY 2023 by 60 and 51 percent respectively through the end of the period. For these three counties the CV represents significant financial disruption, and the same counties reappear at the top of the composite fragility index, where volatility combines with the two measures that follow.

Figure 6: Funding Volatility: Coefficient of Variation by County



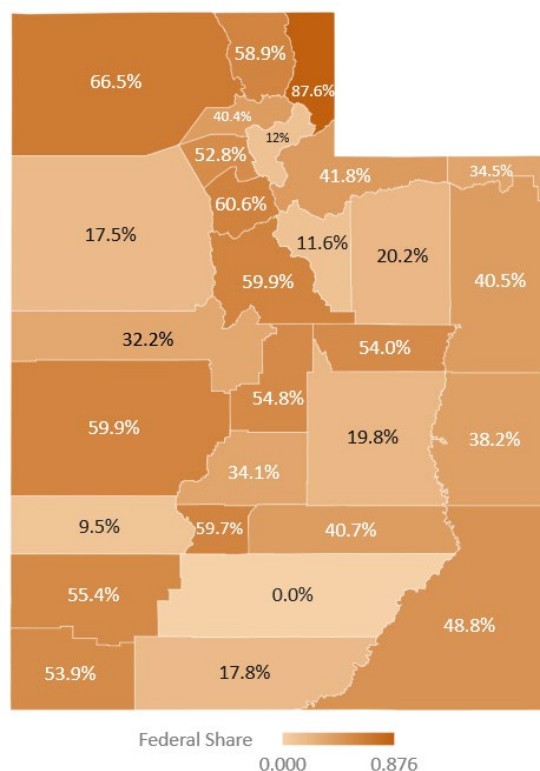
Federal Share of Funds

The federal share of funding measures how exposed a county or service category is to changes in federal allocations. It is the proportion of total real-dollar funding, summed over the three years, that derives from federal sources:

$$\text{Federal Share}_i = \frac{\text{Federal Funding}_i}{\text{Total Funding}_i}$$

Federal dependence varies far more across rural counties than across urban ones, as shown in Figure 7 below. Among the 20 rural counties, the federal share ranges from zero to near-complete dependence, with a median of 40.6 percent. The nine urban counties cluster in a narrower band, with a median of 53 percent. The wider rural spread reflects the small scale of many rural funding bases: where a county receives only one or two grants, a single federal award can constitute most or all of its funding.

Figure 7: Federal Share of Funding for Counties



The counties most exposed to federal funding are predominantly rural. Of the 10 counties with the highest federal shares, seven are rural. One rural county, Rich, stands apart. A striking 88 percent of its small funding base is federal, drawn almost entirely from VOCA. The federal shares of the next 12 counties range from roughly 50 to 66 percent.

Urban funding is more uniform than rural, with five of nine urban counties drawing more than half their funding from federal sources. This federal exposure runs primarily through the Victims of Crime Act. Among urban counties, VOCA accounts for 79 percent of all federal funding. The dependence is deepest in the largest counties. In Salt Lake and Utah counties, VOCA alone constitutes roughly half of all funding from any source. Because these counties together account for 62 percent of crimes against persons in the state, their concentration in a single declining federal source represents a system-level exposure. A contraction in VOCA would fall hardest on the counties that serve the most people.

Federal exposure thus takes two distinct forms: a set of small rural counties whose funding base is heavily federal and concentrated in one or two grants, and the VOCA dependence of the large urban counties that serve most of the state's victims.

Federal dependence contributes to fragility among service categories, with some core services particularly vulnerable to disruptions associated with federal funding declines. This vulnerability is most pronounced for criminal justice system-based victim advocacy where funding is 86 percent federal, in services for survivors of human trafficking (85 percent), and legal services (81 percent). Federal dependence in these three categories runs almost entirely through VOCA. Between 70 and 73 percent of all funding in criminal justice system-based victim advocacy, services for survivors of human trafficking, and legal services comes

from VOCA alone. Children’s Justice Centers, by contrast, draw only 23 percent of their funding from federal sources, reflecting substantial state investment in this category. Table 4 shows the federal share of funding for all eight core services.

Table 3: Federal Share of Funding for Core Services

	Federal Share of Funding
Criminal Justice System-based Victim Advocacy	86.5%
Services for Human Trafficking Survivors	85.4%
Legal Services	81.2%
Sexual Assault Forensic Medical Examinations/SANE	46.1%
Domestic Violence Services	44.4%
Sexual Assault Services	42.9%
Tribal Services	39.6%
Children's Justice Centers	22.9%

Funding Source Concentration

The Herfindahl-Hirschman Index (HHI) is a well-known measure of concentration used in the field of economics with well-established thresholds for interpretation. Applying this index to funding concentration reveals the dispersion in funding sources and the importance of large funding programs to sustaining services. The HHI is calculated as the sum of the squared shares of each funding source in total funding for a given county or service category i .

$$HHI_i = \sum_s \left(\frac{\text{Funding}_{is}}{\text{Total Funding}_i} \right)^2$$

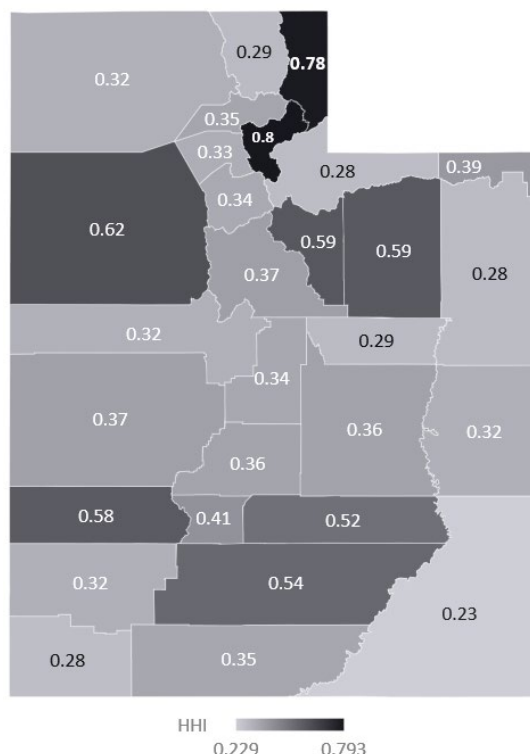
HHI values range from zero to one, with higher values reflecting more concentration. The U.S. Department of Justice and Federal Trade Commission currently apply a threshold of $HHI > 0.18$ to indicate high concentration; results in this section are interpreted following that convention.¹³ The Herfindahl-Hirschman index for each county and service category is computed based on its three-year aggregate funding, in real July 2024 dollars.

Funding source concentration is pervasive in Utah’s victim services, with HHI values reflecting high concentration in every county and every core service category. This concentration includes those small rural counties with the highest federal dependence and counties where funding relies primarily on state appropriations or grants. Rich County presents the clearest case of federal exposure and source concentration coinciding, with an HHI of 0.78, and 88 percent of its funding drawn from VOCA. VOCA alone accounts for 40 percent or more of all funding in nine counties, a list that includes both the smallest rural bases and the state's two most populous urban counties.

¹³ U.S. Department of Justice and Federal Trade Commission, *Merger Guidelines* (2023), §2.1, <https://www.justice.gov/atr/merger-guidelines/applying-merger-guidelines/guideline-1>.

In contrast are counties where similarly high HHI values are driven by state appropriations. Morgan County's HHI of 0.79 is based almost entirely on a single state source. In Tooele, Wasatch, Beaver, and Duchesne, 74 to 78 percent of services are funded through state appropriations. In these counties, concentration is real but the underlying source is comparatively stable.

Figure 8: Herfindahl-Hirschman Index for County Funding Sources



The same pattern holds among core service categories, shown in Table 5. Every core service category exceeds the threshold for high concentration, but the degree varies considerably. Children's Justice Centers are highly concentrated (HHI = 0.64) but draw only 23 percent of their funding from federal sources, relying instead on concentrated state support. The next-highest service categories by HHI, criminal justice system-based victim advocacy (HHI = 0.57) and services for survivors of human trafficking (HHI = 0.56), are the same two categories that show the highest federal dependence. Legal services follow at 0.52. The least concentrated categories are tribal services (0.25) and sexual assault forensic medical examinations/SANE (0.22), which draw on a broader mix of funding sources.

Table 4: Herfindahl-Hirschman Index for Funding Sources Among Core Services

	HHI
Children's Justice Centers	0.64
Criminal Justice System-based Victim Advocacy	0.57
Services for Human Trafficking Survivors	0.56
Legal Services	0.52
Domestic Violence Services	0.40
Sexual Assault Services	0.38
Tribal Services	0.25
Sexual Assault Forensic Medical Exam/SANE	0.22

While concentration in federal sources leaves programs exposed to future cuts in VOCA and other federal funding, concentration in state sources carries its own risk, tying programs to state budgetary cycles and appropriations decisions. In either case, a diversified funding base that draws on multiple federal and state sources would minimize exposure to disruption of any single funding stream.

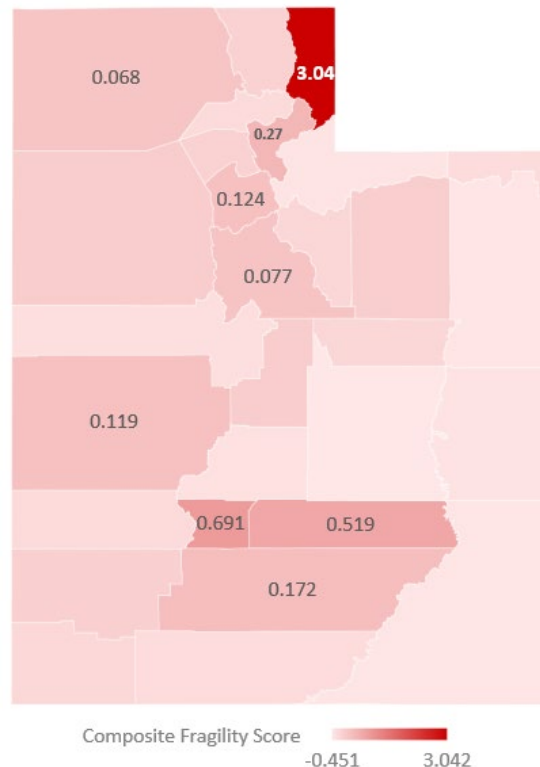
The Fragility Composite

The three fragility measures, CV, federal share, and HHI, capture three distinct dimensions of risk. In this section they are combined into a single composite measure to describe where fragility is more pronounced overall. In order to calculate the composite, each measure is standardized using a z-score so that they share a common scale. The composite is the average of these standardized values.

$$\text{Fragility}_i = \frac{1}{3} [z(\text{CV}_i) + z(\text{Federal Share}_i) + z(\text{HHI}_i)]$$

The fragility composite is a relative measure. A positive fragility score indicates above average fragility, defined as a county or service category whose combined fragility exceeds the mean across all counties or categories. A negative score indicates below-average fragility rather than the absence of risk. Higher scores indicate greater overall fragility, which enables counties and service categories to be ranked by combined risk.

Figure 9: Fragility Composite Score by County



Among all counties in Utah, nine have a positive fragility score. These counties and their scores are shown in Figure 9. Six of the counties with positive scores are rural: Rich, Piute, Wayne, Garfield, Millard, and Box Elder. Urban Morgan, Salt Lake, and Utah counties also have a positive score. Among the identified counties, the sources of fragility can be categorized according to the following attributes.

- **Acute disruption** characterizes Rich, Piute, and Wayne counties. Each county experienced a real funding decline of 51 to 92 percent over the three years from FY 2023 to FY 2025. Each depends on one or two funding streams, so the erosion of a single source translated into county-level collapse. With the top scores on the fragility composite, these three counties are the most precarious in the state.
- **Structural concentration** characterizes Morgan County. While Morgan's funding shows modest year-to-year variation, its funding draws on a single state source, leaving services exposed to changes in that critical stream.
- **Concentrated state funding with year-to-year volatility** characterizes Garfield County. Garfield is the only positive-composite county with effectively zero federal exposure, drawing more than 99 percent of funds from state sources. Its fragility reflects high concentration and a single large funding swing that was not maintained in real terms. Its trajectory and reliance on state funding represent a more benign profile than other positively scored counties.
- **Dependence on federal funds** characterizes Millard, Salt Lake, and Utah counties where VOCA alone accounts for roughly half of total funding. For these counties federal dependence is the sole source of their elevated fragility scores. With Salt Lake and Utah counties accounting for a large share of the state population and a large share of total crime, their exposure to the risk of a future

VOCA contraction is a system-level concern even though their individual fragility scores are not extreme.

Among the core service categories, the composite identifies four with positive scores, shown in Table 6. Criminal justice system-based victim advocacy ranks highest by a wide margin. Funding for this service category combines a real-dollar decline with high federal dependence and high concentration. The second- and third-ranking services, services for survivors of human trafficking and legal services, are exposed primarily through federal dependence and source concentration. Children's Justice Centers are the final category exhibiting above-average fragility, with nominal funding increases that lagged inflation and concentration in state funding sources. The remaining four categories, supported by more diversified funding or steady real growth, show negative composite scores and are not included in Table 6.

Table 5: Funding Fragility Measures by Core Service Category

	z(CV)	z(Federal Share)	z(HHI)	Fragility Composite
Criminal Justice System-based Victim Advocacy	1.816	1.239	0.821	1.292
Services for Survivors of Human Trafficking	-0.404	1.195	0.772	0.521
Legal Services	-0.044	1.025	0.499	0.493
Children's Justice Centers	1.316	-1.357	1.273	0.411

The composite values show that fragility in Utah is concentrated in a few counties and service categories. Most counties and services have diversified, stable funding. Acute fragility is confined to a small number of identifiable cases. The fragility that does exist is closely tied to a narrow funding base, through both federal dependence and concentration.

7. The Priority Framework

The benchmark funding gap, the service coverage ratio, and the fragility profile are diagnostic tools that describe three dimensions of funding need. Each identifies counties or service categories where additional funding would address a measurable need. In this section, we combine the three tools into a single index value that summarizes the intensity of need across all three measures and translates the descriptive findings in this report into an actionable decision rule for the allocation of new or reinvested dollars.

Composite priority score

The priority score combines the three diagnostic measures. Each component is standardized using a z-score and the composite is equal to the sum of the standardized measures. The fragility profile, itself a composite of three standardized measures, is re-standardized so that it enters the priority score on the same scale as the funding gap and coverage measures. Both the funding gap and the coverage ratio are inverted before standardization so that counties with larger benchmark shortfalls and fewer funded service categories receive higher z-scores on these dimensions.

$$\text{Priority}_i = w_1z(\text{Gap}_i) + w_2z(\text{Core}_i) + w_3z(\text{Fragility}_i)$$

Unlike the fragility profile, the framework here includes potential weights for each component. These weights are adjustable parameters; alternative weightings reflect an explicit policy choice to emphasize one dimension over another. For example, if the Commission regards gaps in service coverage as the most urgent funding concern, it would increase the weight on the standardized core service coverage ratio, w_2 . The analysis that follows applies equal weights to the three components.

The framework is applied to both counties and core services. However, the benchmark funding gap is omitted in the calculation for core services, so that the priority score is the sum of the standardized core service coverage ratio and the standardized fragility profile. Benchmark funding is not measured for service categories, because the denominator values of population or crimes against persons do not map to unique service categories, and the cost of providing services can be expected to differ substantially across categories.

The benchmark funding gap included in the county analysis is measured relative to the county share of crimes against persons. The components are each standardized over the 26 counties for which all three components are defined. Three counties are excluded from the priority ranking: Daggett, Morgan and Wayne, which lack reported crime data over the period. The coverage and fragility characteristics of these counties are discussed separately in the preceding sections of this report.

County priorities

The priority score ranks Utah's counties by severity of need. Ten counties have positive scores, indicating above-average need across the three diagnostics. These ten counties and their scores are included in Table 7 below. In addition to priority ranking, the standardized components of the scores make it possible to identify the key factor driving the score in each county. The ranking identifies which counties have the greatest need; the dominant component indicates the appropriate policy response.

Table 6: Composite Priority Scores for Counties

Rank	County	z(Benchmark Gap)	z(Core Coverage)	z(Fragility)	Priority Score	Profile
1	Rich	-0.004	1.424	4.548	5.968	Establish missing services Stabilize fragile funding
2	Salt Lake	4.672	-2.158	0.213	2.727	Expand existing services Stabilize fragile funding
3	Piute	-0.010	0.827	1.055	1.871	Establish missing services Stabilize fragile funding
4	Garfield	-0.015	1.424	0.285	1.693	Establish missing services Stabilize fragile funding
5	Duchesne	0.028	1.424	-0.080	1.371	Expand existing services Establish missing services
6	Wasatch	0.020	1.424	-0.278	1.166	Expand existing services Establish missing services
7	Millard	-0.068	0.827	0.206	0.965	Establish missing services Stabilize fragile funding
8	Emery	-0.018	1.424	-0.641	0.764	Establish missing services
9	Beaver	-0.032	0.827	-0.357	0.438	Establish missing services
10	Tooele	-0.051	0.230	-0.052	0.126	Establish missing services

The top three county priority scores are Rich, Salt Lake, and Piute counties. Rich and Piute have high scores from the combination of acute funding fragility and severe coverage gaps. The standardized score for each of these components is among the highest of all counties. In Rich County, there are only two funded core service categories out of eight. In Piute County, there are three. Both counties have experienced real-dollar funding decline over three years from an already small base. These counties register above-average need on two dimensions at once. A response addressing only one dimension would leave the county with a relatively high priority score based on the other unmet need.

Salt Lake County ranks second overall, but its priority score arises almost entirely from the benchmark funding gap. Because Salt Lake County's crime-share shortfall is far larger than that of any other county, the standardized gap is dominated by Salt Lake, making this county the principal expansion priority in the data. Salt Lake's need is one of scale. The county includes established programs serving a large share of the state's crime survivors, but the county is funded well below the level consistent with its share of crime. Salt Lake County's fragility score is also above state average due to its dependence on federal sources. The appropriate response is expansion of existing capacity and the stabilization of a fragile funding base.

The coverage gap component of the index is the largest component of the positive scores of every other county on the list. Each of these counties lacks funded programs across several core service categories. In these seven counties the appropriate response is to establish services where none currently exist. For the smallest of these counties, multi-county or regional service arrangements may deliver core services more viably than standalone local programs. In Garfield and Millard counties, this approach should be paired with attention to the fragility of their existing funding.

Two features of the table warrant interpretive caution. First, the priority score ranks relative need within the existing system; it does not establish an absolute standard of adequacy, and a county with a negative score is not necessarily well served. Second, several of the highest-ranked counties are very small. Rich

and Piute each have populations under three thousand, and their high ranks reflect the severity of their coverage and fragility conditions rather than the scale of funding required to address them. The dollar cost of raising a small county to full core-service coverage may be modest in absolute terms, even where the county's relative need is among the greatest in the state.

Core Service Priorities

The priority framework applied to core service categories identifies four of the eight categories with positive scores indicating higher relative priority. Table 8 reveals these four service categories, their scores, and the appropriate policy response based on the components driving their priority.

Table 7: Core Services with Positive Priority Scores

Rank	Core Service Category	z(Coverage Gap)	z(Fragility)	Priority Score	Profile
1	Services for Survivors of Human Trafficking	1.071	0.663	1.734	Establish Missing Services Stabilize Fragile Funding
2	Criminal Justice System-based Victim Advocacy	-0.671	1.645	0.974	Stabilize Fragile Funding
3	Tribal Services	1.955	-1.091	0.864	Establish Missing Services
4	Legal Services	0.080	0.628	0.708	Stabilize Fragile Funding Establish Missing Services

Services for survivors of human trafficking rank highest by a wide margin. This service category shows a severe coverage gap, with funded programs available in just two counties. It also shows a positive fragility score, reflecting nominal funding increases that lagged inflation, federal dependence, and concentration of funding among a small number of sources. Services for survivors of human trafficking combine the near-absence of services with instability in the little funding that exists. As a result, it warrants the highest priority for targeted investment.

Criminal justice system-based victim advocacy ranks second based on the fragility of funding. It is among the most widely available core services, funded in 22 counties, so its coverage gap is well below average. Its positive priority arises entirely from fragility: the category combines a real-dollar funding decline with high federal dependence and concentrated sources. Its priority profile calls for stabilization of an established but eroding funding base.

Tribal services rank third based on the coverage gap. Tribal services are among the least available core services in Utah, with funding in only two counties. But the funding that does exist is comparatively stable and diversified. In this service category the targeted response is to establish funded services in more communities, developed in partnership with tribal governments, rather than to shore up an unstable funding base.

Legal services rank fourth with a positive priority score reflecting moderate coverage and fragility driven by funding concentrated in a few federal sources. Legal services are currently funded in 10 counties. Addressing need in this service area calls for expanding access by establishing services in more counties across the state and stabilizing existing funding streams.

The four remaining categories have negative priority scores. These categories are generally more broadly available and more consistently funded than the four positive categories. Their negative scores indicate lower relative priority for marginal investment, not that they are adequately funded in absolute terms. Even for the most widely available core services in the state, coverage measures presence, not sufficiency.

8. Recommendations from the Priority Framework

The priority framework identifies where investment is most needed and what purpose it may serve. The preceding analysis supports four recommendations for the consideration of the Victim Services Commission.

1. Adopt the priority framework to inform allocation decisions

The priority framework provides a starting point for directing new and reallocated funds. This tool ranks priorities by their severity across three critical dimensions of funding need, and it makes the tradeoffs between these elements explicit. It is transparent and reproducible, and the basis for any ranking can be traced to its components.

Using the framework requires two careful choices. The first is the relative weighting of the three component dimensions of funding need. This weighting implies a policy judgment regarding the relative importance of funding concerns and should be based on the core goals of the Victim Services Commission. The second choice is whether to prioritize a funding floor that preserves real-dollar funding for counties and categories from year to year, so that directing new money toward the highest-priority needs does not come at the expense of maintaining existing services.

The priority framework provides an explicit, auditable evidence base for allocation decisions that distinguishes between types of funding need. It is a tool designed to complement and inform the judgment of policymakers in deliberation, where priorities are determined by expertise and core goals.

2. Expand capacity where core services are absent

The priority framework identifies three core service categories where coverage gaps are the clearest statewide priorities: services for survivors of human trafficking, tribal services, and legal services. Services for survivors of human trafficking are funded in only two counties over the three-year period. No rural Utahn lives in a county with a funded program. Tribal victim services are funded in only two counties and serve just 3.5 percent of rural residents. Because both categories are nearly absent statewide, establishing new capacity should be a priority. Expansion of services for survivors of human trafficking should be coordinated with steps to address the coincident problem of funding stability.

Smaller, rural counties lack funded programs across several core service categories. In addition to human trafficking and tribal services, fewer than half of rural county residents live in a county with funded legal services or a funded sexual assault forensic medical examinations/SANE program. Coverage gaps in sexual assault services and domestic violence services also affect rural residents, though to a lesser degree. For the smallest of these counties, multi-county or regional service arrangements may deliver core services more viably than standalone local programs, particularly for services with high fixed costs or specialized staffing requirements such as sexual assault forensic medical examinations/SANE. The objective in these counties is not to match urban funding levels but to establish a funded presence where none currently exists, at a scale appropriate to the population served.

Recent experience demonstrates that targeted state investment can close these gaps. Between FY 2023 and FY 2025, funded sexual assault forensic medical examinations/SANE programs expanded from five counties to 14, with six of the nine newly covered counties in rural Utah. State funding for SANE drove

this growth, more than quadrupling over the same period and accounting for most of the category's geographic expansion.

3. Stabilize funding where decline and volatility threaten continuity

The analysis in this report shows that there are counties and service categories experiencing real-dollar decline and acute fragility. Rich and Piute counties are the most immediate priorities. Both have seen their funding bases contract sharply over the period studied while depending on a narrow set of sources, and both have funding for only two or three of the eight core service categories, including satellite services with funding apportioned from neighboring counties. In these counties, the needs to establish new services and to stabilize existing ones coincide. Wayne County, which could not be ranked due to lack of crime data, shows the same pattern of decline through its apportioned share of a regional center's contracting allocation.

Among service categories, criminal justice system-based victim advocacy is the clearest stabilization priority. It is among the most widely available core services, but its funding base has declined 20 percent in real terms over the three-year period examined and it remains heavily dependent on federal sources. Services for survivors of human trafficking and legal services require stabilization alongside expansion, given the federal dependence and concentration of the limited funding these categories receive.

Recent experience shows that state appropriations can substitute for declining federal support. Legal services received no state funding in FY 2023, but state appropriations through UVSP and other state sources now provide approximately one-third of the category's funding, offsetting a real decline in VOCA over the period to sustain the program base.

4. Augment state appropriations to diversify the funding base

Maintaining a stable and adequate network of services may require continued state expansion to ballast against future federal declines. Over the three years studied, growth in state appropriations offset federal contraction and reduced the system's dependence on the Victims of Crime Act, the state's largest and steadily declining federal source. Continued state investment is the most direct lever available for sustaining the system amid federal uncertainty.

The objective of augmenting funding should be diversification, not merely substitution. Concentration in any single source of funding, whether federal or state, leaves programs exposed to risk. The large urban counties most exposed on this dimension illustrate the stakes. The most resilient funding base draws on multiple federal and state sources, so that no single funding decision can disrupt service delivery. The compositional shift toward state funding has already given Utah greater authority to set its own priorities for victim services; directing that authority toward a broad and diversified funding base will do the most to stabilize the system over time.

A recent example of this approach is the Utah Sexual Assault Program (USAP), which did not exist as a statewide program in the FY 2023 funding data and now provides \$5.5 million in real funding for sexual assault and related services. The state share of sexual assault services funding rose from three percent in FY 2023 to 70 percent in FY 2025, and total real funding tripled over the same period. As a result, sexual assault services are now funded in counties that previously received no support; per-county funding for sexual assault programs has more than tripled across the period; and reliance on federal sources has meaningfully declined.

Conclusion

Over the period from FY 2023 to FY 2025, growth in state appropriations has done more than replace declining federal dollars; it has reshaped Utah's victim services system. New state funding has established services where none previously existed, expanded access in rural communities, and stabilized programs facing federal contraction. The Utah Sexual Assault Program established a statewide funding source for sexual assault services that did not exist three years ago. State funding for sexual assault forensic medical examinations/SANE programs quadrupled and expanded coverage to nine new counties, six of them rural. State support for legal services has more than offset the recent VOCA decline. These compositional shifts demonstrate that state investment can do more than substitute for federal sources: it can expand capacity, close geographic gaps, and stabilize fragile funding streams.

The priority framework presented in this report ranks the urgency of need across three dimensions of the victim services funding landscape; the recommendations that follow build from the framework and Utah's demonstrated capacity to improve service access and stability through state investment. By combining what the data reveal with the expertise of program providers and the judgment of the Commission, Utah can translate this evidence into funding decisions that strengthen services for victims of crime across the state.

Appendix A: Connecting Victim Services Costs and Benefits

A cost-benefit analysis (CBA) of victim services would compare the dollar cost of providing services to the monetized value of the benefits they produce. In 2021, the EEU concluded that such an analysis was not feasible with the available data, and the analysis in this report reinforces that conclusion based on the funding data collected from agencies in Utah.¹⁴ This appendix explains why cost measurement remains a barrier, assesses victim services against the standards for a credible cost-benefit study, and summarizes what the research literature does establish about the benefits of victim services.

A1. Measuring Costs

A valid CBA requires a comprehensive and accurate accounting of the true resource cost of delivering services. The data available from Utah's administering agencies represent disbursements, rather than costs, and do not support the attribution of funds to specific services. A 2018 assessment of victimization cost research by the Justice Research and Statistics Association (JRSA) found that this barrier is not unique to Utah. The authors note that, when measured for the purposes of program evaluation or reporting to funders, providers approximate the cost of victim services using labor costs divided by the number of individuals served.¹⁵ This method requires detailed budgetary data from individual service providers, and yet exhibits several weaknesses: it omits the cost of capital, it lacks a standard denominator for comparing costs across service categories, and it may be confounded by programs that offer multiple service categories difficult to distinguish across spending records. Moreover, as the JRSA report notes, data collection on the part of service providers lacks the standardization and detail that would be necessary to relate these costs to outcomes.

The limitations of Utah's funding data align with the broader limitations for CBA in the study of victim services. Critically, the data collected by state agencies capture only state and federal funding disbursements. County, municipal, and private funds may be equally important to covering program costs. In listening sessions, program representatives described a central role for philanthropic contributions, with leaders reporting a range from 5 to 60 percent of their budgets financed by private donations. Assessing the full cost of services would require a focused inquiry at the program level to establish conventions around the role of complementary sources of funds.

The problems of incomplete, generalized, and nonstandard data noted by JRSA are present in the Utah data as well. A significant share of funding records in the data collected for this report omitted service category indicators or output counts. Even where available, these records have limited applicability to CBA. Funded programs are identified in the Utah data in terms of broad service categories or victim/crime type, rather than identifying the specific interventions that would correlate to research on the benefits of services. For example, the literature review below notes measured effects of domestic violence enhanced services teams, and domestic violence fatality review on victim outcomes. The spending categories identify only domestic violence services broadly. Follow-up discussions with financial officers at the state's administrative agencies confirmed that ascribing an allocation to specific interventions would require detailed budgetary data at the program level. This problem of generality is shared in the reported output

¹⁴ Yoon, "Utah's Victims Services."

¹⁵ Lugo & Przybylski, *Estimating the Financial Costs of Victimization*.

counts, including number of victims served or number of victim contacts. Victim services are tailored to individual need by design; the volume and combination of services a client receives reflects the nature and severity of their victimization. As a result, reported outputs are not consistent with a defined unit of service nor aligned with observed benefits. There are no established conventions for translating these reported outputs into standardized units.

A2. The Application of Cost-benefit Analysis to Victim Services

A credible CBA requires that both costs and benefits be measured and expressed in comparable monetary terms, and that the benefits be causally attributable to the service provided. Even setting aside the cost-measurement problems above, victim services fail to meet these conditions, for reasons that are both conceptual and empirical.

CBA is most meaningful when the intervention being analyzed is discrete and bounded, so that the benefits of a single program can be isolated. Victim services, by design, do not work this way. Best-practice models, including the no wrong door approach and warm handoff protocols, are built on the premise that services must be coordinated across providers and responsive to wherever a victim first enters the system. Multidisciplinary teams linking law enforcement, advocacy, healthcare, legal services, and housing are the standard of care for complex cases. In this environment, attributing outcomes to a single service or provider is not merely difficult; it misrepresents how victim services function. The intentional overlapping of services further complicates the dollar-for-dollar comparisons of alternative funding scenarios that result from CBA. When services are not independent, changes in the funding of one may impact the costs and benefits of another. In victim services provision, standards of care suggest that the highest net benefits are likely to arise from a strong network of services.

Attaining a credible estimate of the costs of victim services is difficult, but attaining a credible monetization of benefits is the most contentious aspect of crime-related CBA.¹⁶ The selection and valuation of outcomes in a CBA reflect normative assumptions about which parties have standing, what impacts are valued, and how much they are worth. Intangible costs such as deterioration in mental health, loss of feelings of safety, pain, grief, and suffering are widely recognized as a significant portion of the victim costs of violent crimes.¹⁷ The primary methods used to quantify these intangible costs carry significant limitations and result in wide variation in estimated costs.¹⁸ Monetizing the benefits of victim services extends these difficulties one step further. The exercise requires estimating the share of an uncertain cost of crime that is offset by intervention, a step in the cost-of-crime methodology for which no conventions currently exist.

A3. Evidence on the benefits of victim services

Estimating the value of benefits in the cost-benefit framework requires more than evidence that a program works. A credible CBA depends on multiple studies of the same program, a research design that allows benefits to be attributed causally to the intervention, and outcome measures that can be translated

¹⁶ Mark A. Cohen, "The Crime Victim's Perspective in Cost-Benefit Analysis: The Importance of Monetizing Tangible and Intangible Crime Costs," in *Costs and Benefits of Preventing Crime*, ed. Brandon C. Welsh, David P. Farrington, and Lawrence W. Sherman (Boulder, CO: Westview Press, 2001).

¹⁷ Ted R. Miller, Mark A. Cohen, David I. Swedler, Bina Ali, and Delia V. Hendrie, "Incidence and Costs of Personal and Property Crimes in the USA, 2017," *Journal of Benefit-Cost Analysis* 12, no. 1 (2021): 24–54.

¹⁸ Lugo & Przybylski, *Estimating the Financial Costs of Victimization*.

into monetary terms. Only narrow aspects of victim services research literature meet these conditions. The body of research on the outcomes of victim services lacks standardization around basic design features that facilitate comparison of estimates across studies, including the operational definition of an intervention, the time period over which benefits are measured, and the composition of comparison groups. The limitations of the current research mean that the existing evidence base does not support cost-benefit analysis of the breadth of services in the victim services network, regardless of how complete the cost data may become.

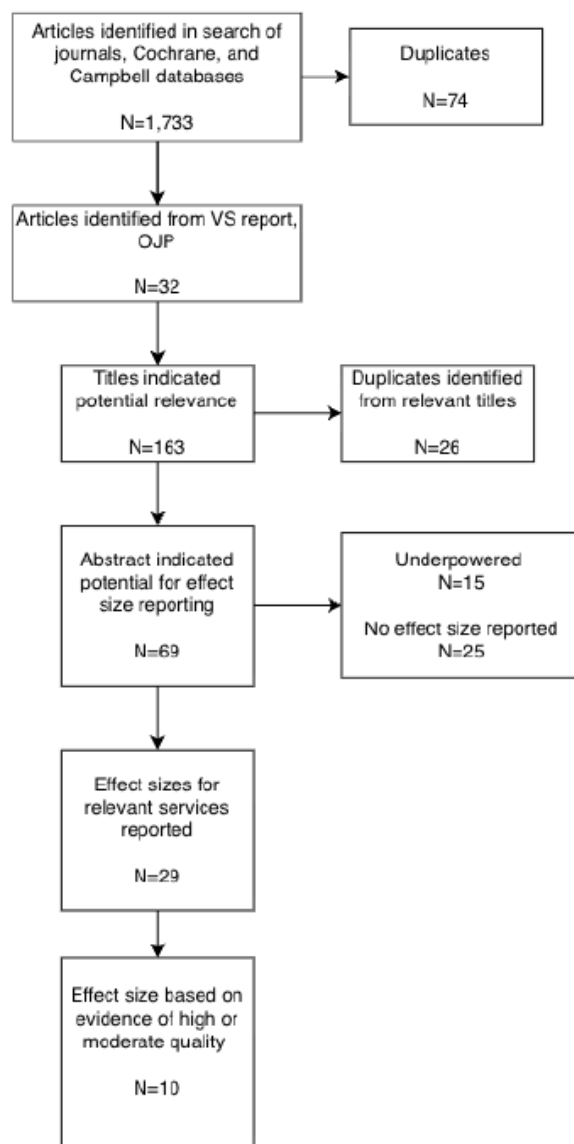
A review of the existing evidence for benefits of victim services is nonetheless valuable. It establishes that effective services exist, identifies the outcomes most consistently supported by evidence, and documents which service categories are best understood in the research record. The summary below documents what the most credible studies have found about the benefits of services for victims of crime. For policymakers allocating funding among programs whose monetary returns cannot be computed, knowing where the evidence base is strong and what kinds of effects services have produced is an appropriate empirical foundation for allocation decisions.

Literature survey

Summarizing the benefits of victim services required a broad literature survey, which proceeded through three databases and three journals. Database searches without restriction were completed using the Cochrane Database of Systematic Reviews, the Campbell Collaboration Library of Systematic Reviews, and the Washington State Institute for Public Policy (WSIPP) benefit-cost results. Next, the journals *Trauma, Violence, and Abuse*; *Victimology & Victim Justice*; and *Violence Against Women* were searched for articles published in or after January 2020. These searches were supplemented by articles cited in the National Institute of Justice's *CrimeSolutions* listing of victim services interventions rated "Effective" or "Promising," along with grey literature from the WSIPP Cost-Benefit database, the Office of Juvenile Justice and Delinquency Prevention model programs literature, Blueprints for Healthy Youth, and the Victim Services Commission's prior reports.

The survey yielded 1,765 articles. Of these, 163 articles were judged potentially relevant on the basis of title, 69 indicated effect-size reporting in their abstracts, and 29 reported usable effect sizes for victim services interventions. The strongest evidence available comes from large-scale meta-analyses, here defined as those pooling at least 1,000 cases across constituent studies, or from analyses encompassing the full population of a state. Seven studies met these criteria (Arroyo et al. 2017, Hackett et al. 2016, Hameed et al. 2020, Karakurt et al. 2022, Montanez et al. 2023, Schroeder et al. 2024, Toohy et al. 2023) and anchor the summary below. Where these studies leave a gap that other recent work helps to fill, three additional studies are noted (Campbell et al. 2014, Regehr et al. 2013, Rivas et al. 2015). Figure A1 documents this screening process.

Figure A 1: Literature survey PRISMA diagram



The research on the effects of victim services rarely produces a monetary value. The standard outcome measure is an effect size, which describes the magnitude of the difference in outcomes between victims who received a service and a comparison group who did not, scaled by the variation observed across both groups. This appendix reports effect sizes in terms of Hedges' g , the most common standardized measure used in the meta-analyses reviewed.¹⁹ By convention, a Hedges' g value of 0.2 represents a small effect, 0.5 a medium effect, and 0.8 or larger a large effect. A negative value indicates a detrimental effect, in which the comparison group experienced better outcomes than the group that received services. Each estimate is reported with its 95 percent confidence interval, which represents the range within which the true effect can be expected to fall. Effect sizes describe the magnitude of an intervention's impact on a

¹⁹ Hedges' g is calculated as the difference between group means divided by the pooled standard deviation, with a small-sample correction. For sample sizes greater than 50, $g \approx (\mu_1 - \mu_2) / \sigma_{pooled}$.

particular outcome but are not directly comparable across outcomes, and they cannot be translated into monetary terms without additional information that is not available in the current literature.

The studies surveyed reported effect sizes in several different metrics. Where conversion was needed and sufficient information available, the results were converted to Hedges' g using the Campbell Collaboration Effect Size Calculator (Wilson 2023).

Findings by service area

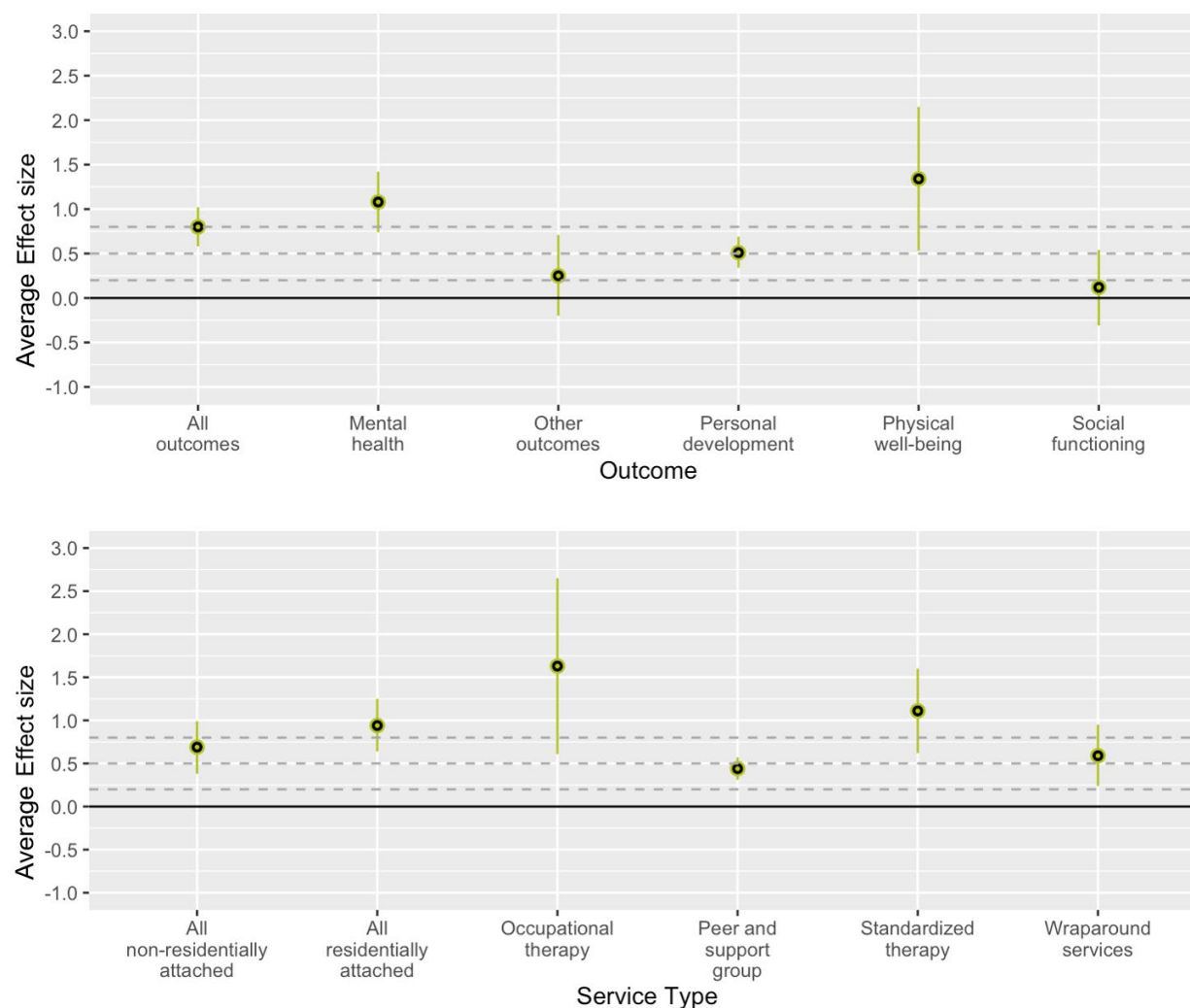
The strongest evidence for the benefits of victim services is available for five service categories: human trafficking, female-victim intimate partner homicide, adult sexual assault, domestic violence and intimate partner violence, and SANE. Each is summarized below.

Services for survivors of human trafficking

The benefits of services for survivors of human trafficking are among those most clearly documented in the recent meta-analytic literature. A recent meta-analysis of 15 international studies found statistically significant effects for interventions including physical-based interventions (such as occupational therapy), standardized therapy, wrap-around services, and peer and support group settings.²⁰ Averaged across all outcomes, the estimated effect size is 0.80 (CI: 0.58, 1.02), a large effect that places services for survivors of human trafficking among the most well-supported interventions in the review. Effects are particularly large for mental health outcomes ($g=1.08$, CI: 0.74, 1.42) and physical well-being ($g=1.34$, CI: 0.53, 2.15), smaller for personal development ($g=0.51$, CI: 0.34, 0.69), and positive but not statistically significant for social functioning ($g=0.13$, CI: -0.3, 0.54). The meta-analysis distinguishes between residentially attached services and non-residentially attached services and some service subtypes. Figure A2 displays these results.

²⁰ Elizabeth Schroeder, Hui Yi, David Okech, Claire Bolton, Lydia Aletraris, and Anna Cody, "Do Social Service Interventions for Human Trafficking Survivors Work? A Systematic Review and Meta-Analysis," *Trauma, Violence, & Abuse* 25, no. 3 (2024): 2012–2027, <https://pubmed.ncbi.nlm.nih.gov/37897353/>.

Figure A 2: Average effect size of interventions for survivors of human trafficking by outcome and service type



Schroeder, et al., 2024

Domestic violence and intimate partner violence

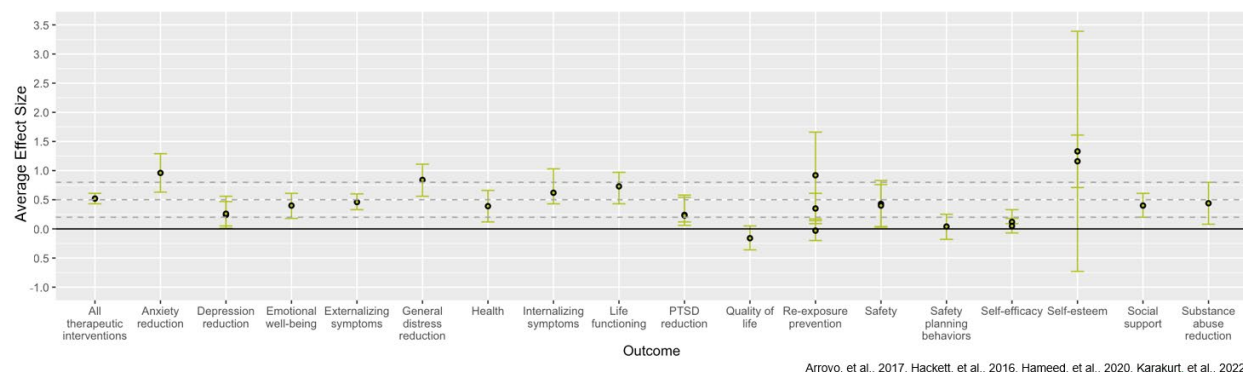
The literature on services for victims of domestic and intimate partner violence is the most extensive found in the survey, with five highly credible studies evaluating therapeutic and advocacy interventions. The two service types operate differently and produce different patterns of effects.

Therapeutic interventions, primarily involving cognitive-behavioral therapy and other structured psychological treatments delivered to survivors, produce moderate effects across a wide range of mental health outcomes.²¹ The largest effects are observed for reductions in anxiety ($g=0.96$, CI: 0.63, 1.29) and

²¹ Karla Arroyo, Brad Lundahl, Rob Butters, Mindy Vanderloo, and David S. Wood, "Short-Term Interventions for Survivors of Intimate Partner Violence: A Systematic Review and Meta-Analysis," *Trauma, Violence, & Abuse* 18, no. 2 (2017): 155–171, <https://pubmed.ncbi.nlm.nih.gov/26335794/>; Shannon Hackett, Paula T. McWhirter, and Susan

general distress ($g=0.84$, CI: 0.56, 1.11). Smaller but still meaningful effects appear for depression, PTSD, internalizing symptoms, and life functioning. Where multiple meta-analyses estimate the same outcome, such as for reductions in anxiety or depression reduction, the point estimates and confidence intervals largely overlap, suggesting consistent findings across the literature. The exception is the prevention of re-exposure to abuse, where three meta-analyses produce notably different estimates. Figure A3 displays these results.

Figure A 3: Average effect size of therapeutic interventions for survivors of domestic and intimate partner violence



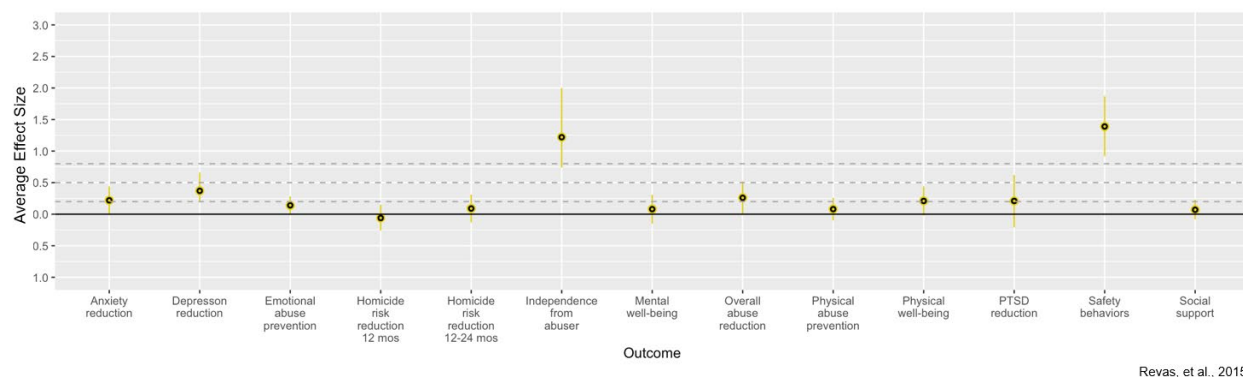
Advocacy interventions produce a pattern of effects that differs from therapeutic interventions. Advocacy here is defined as active support by trained professionals, including legal, housing, financial, and safety planning advice, facilitating access to community resources, and ongoing support. A 2015 Cochrane systematic review of 13 US studies finds large effects for outcomes including increased adoption of safety planning behaviors ($g=1.39$, CI: 0.92, 1.87) and increased independence from the abuser ($g=1.22$, CI: 0.74, 2.00).²² These effects are sustained for up to 12 months post-intervention. For mental health outcomes, advocacy interventions show smaller effects with confidence intervals often crossing or approaching zero. Figure A4 displays these results.

The contrasting patterns suggest that therapeutic and advocacy interventions address different dimensions of domestic violence and intimate partner violence survivor need. Therapeutic services produce mental health gains; advocacy services produce concrete safety and autonomy gains. Neither category appears to substitute fully for the other.

Leshner, "The Therapeutic Efficacy of Domestic Violence Victim Interventions," *Trauma, Violence, & Abuse* 17, no. 2 (2016): 123–132, <https://pubmed.ncbi.nlm.nih.gov/25612799/>; Mohajer Hameed, Lorna O'Doherty, Gail Gilchrist, Judit Tirado-Muñoz, Angela Taft, Patty Chondros, Gene Feder, Melissa Tan, and Kelsey Hegarty, "Psychological Therapies for Women Who Experience Intimate Partner Violence," *Cochrane Database of Systematic Reviews* 7 (2020): CD013017, <https://pubmed.ncbi.nlm.nih.gov/32608505/>; Günnur Karakurt, Esin Koç, Pranaya Katta, Nicole Jones, and Shari D. Bolen, "Treatments for Female Victims of Intimate Partner Violence: A Systematic Review and Meta-Analysis," *Frontiers in Psychology* 13 (2022): 793021, <https://pubmed.ncbi.nlm.nih.gov/35185725/>.

²² Carol Rivas, Jean Ramsay, Laura Sadowski, Leslie L. Davidson, Danielle Dunne, Sandra Eldridge, Kelsey Hegarty, Angela Taft, and Gene Feder, "Advocacy Interventions to Reduce or Eliminate Violence and Promote the Physical and Psychosocial Well-Being of Women Who Experience Intimate Partner Abuse," *Cochrane Database of Systematic Reviews* 12 (2015): CD005043, <https://pubmed.ncbi.nlm.nih.gov/26632986/>.

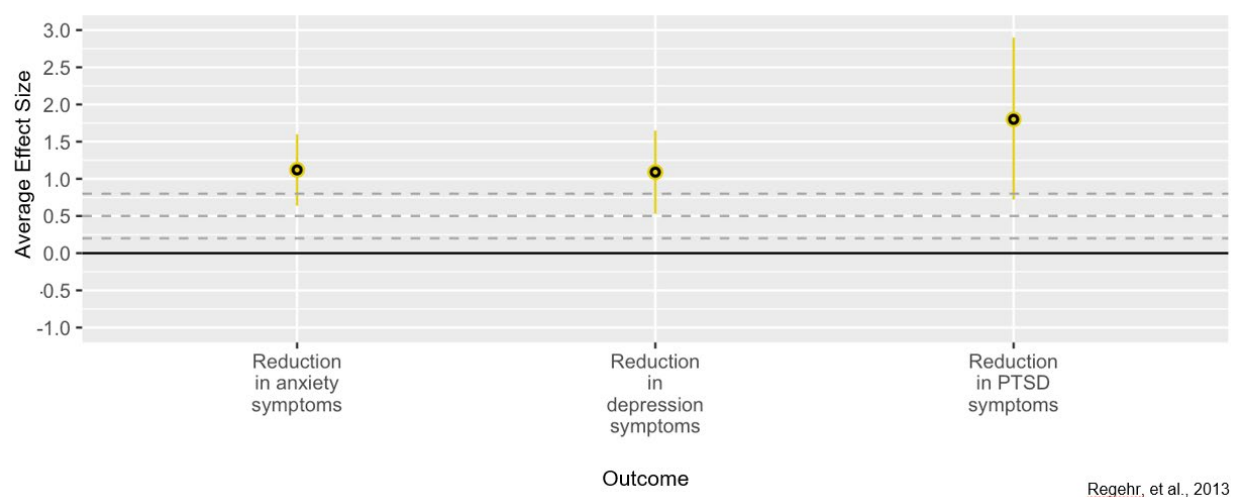
Figure A 4: Average effect size of advocacy interventions for survivors of domestic and intimate partner violence



Adult sexual assault

Therapeutic interventions for adult victims of sexual assault produce moderate-to-large reductions in mental health symptoms. A 2013 Campbell systematic review of 6 US studies of outpatient therapeutic treatments reports significant beneficial effects on anxiety reduction ($g=1.12$, CI: 0.64, 1.60), depression reduction ($g=1.09$, CI: 0.53, 1.65), and PTSD reduction ($g=1.81$, CI: 0.72, 2.90).²³ The confidence intervals are wide but exclude zero in all three outcomes, supporting the conclusion that therapeutic services produce measurable improvements in mental health outcomes for adult sexual assault victims while leaving substantial uncertainty about the magnitude of those improvements. Figure A5 displays these results.

Figure A 5: Average effect size of therapeutic services for adult sexual assault victims



²³ Cheryl Regehr, Ramona Alaggia, Jane Dennis, Annabel Pitts, and Michael Saini, "Interventions to Reduce Distress in Adult Victims of Sexual Violence and Rape," *Campbell Systematic Reviews* 9, no. 1 (2013): 1–172, <https://onlinelibrary.wiley.com/doi/full/10.4073/csr.2013.3>.

Domestic violence services and female-victim intimate partner homicide

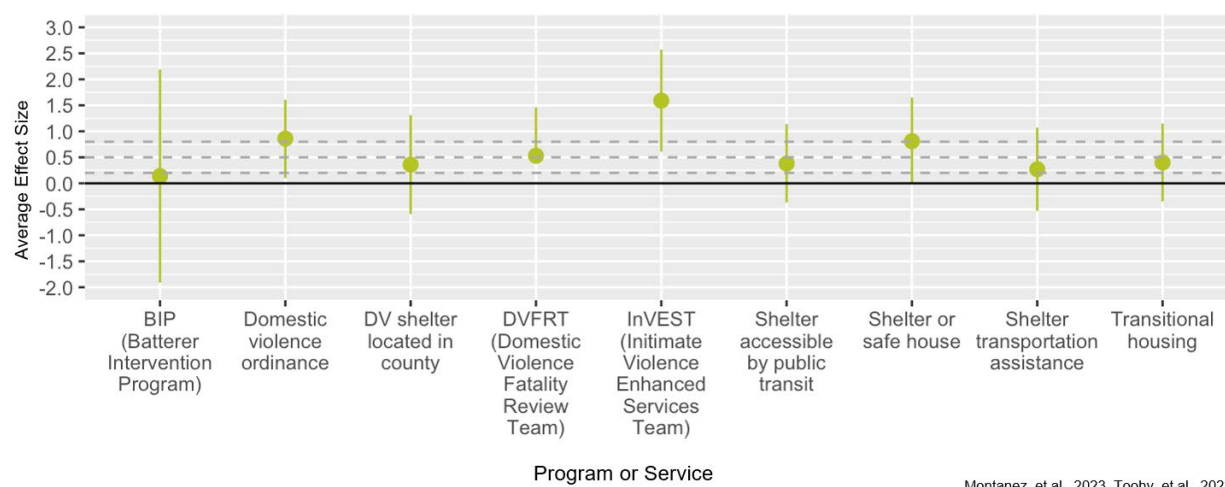
Two studies of Florida county-level service presence and availability evaluate the effects of local domestic violence services such as community coordinated response, batterer intervention programs, local domestic violence ordinances, domestic violence fatality review teams, and domestic violence shelter programs on intimate partner homicide.²⁴ The estimated effects vary widely across program types.

Several features of this evidence warrant care in interpretation. Both studies estimate negative binomial regression models of county-level homicide counts, controlling for population and other county characteristics. The estimated regression coefficients are converted to Hedges' *g* using standard effect-size conversion formulas (Wilson 2023), so the resulting estimates are on a county-level scale: they describe standardized differences in homicide rates between counties with and without specific programs, holding covariates constant. They are not directly comparable to the individual-level effect sizes reported for therapeutic interventions or services for survivors of human trafficking discussed elsewhere in this appendix. The wide confidence intervals in the figures reflect both the difficulty of attributing county-level homicide outcomes to specific programs in the presence of many confounding factors, and additional uncertainty introduced by the conversion to a standardized effect-size scale.

With these limitations in mind, the estimates do identify patterns worth noting. The studies found that InVEST teams (multidisciplinary teams that pair law enforcement officers with specialized advocates to manage high-risk domestic violence cases) and county-level domestic violence ordinances are associated with reduced female-victim intimate partner homicide rates, while batterer intervention programs and transitional housing show no statistically reliable association. Some of the programs that appear effective may operate less as direct interventions than as markers of broader community investment in domestic violence response. Distinguishing programmatic effects from underlying community characteristics is one of the recurring limitations of this literature. Figure A6 displays the full results.

²⁴ Julio Montanez, Amy Donley, and Amy Reckdenwald, "Evaluating the Impact of Policy Programming on Female-Victim Intimate Partner Homicide at the County Level in Florida," *Violence Against Women* 29, no. 2 (2023): 253–275, <https://journals.sagepub.com/doi/10.1177/10778012221083328>; Kayla Toohy, Amy Reckdenwald, Christine Peebles, and Jodi Ford, "The Association Between Resources, Accessibility, and Female Victim Intimate Partner Homicide at the County-Level in Florida," *Violence Against Women* 29, no. 11 (2023): 2147–2169, <https://pubmed.ncbi.nlm.nih.gov/36131514/>.

Figure A 6: Average effect size of county-level programs on female-victim intimate partner homicide

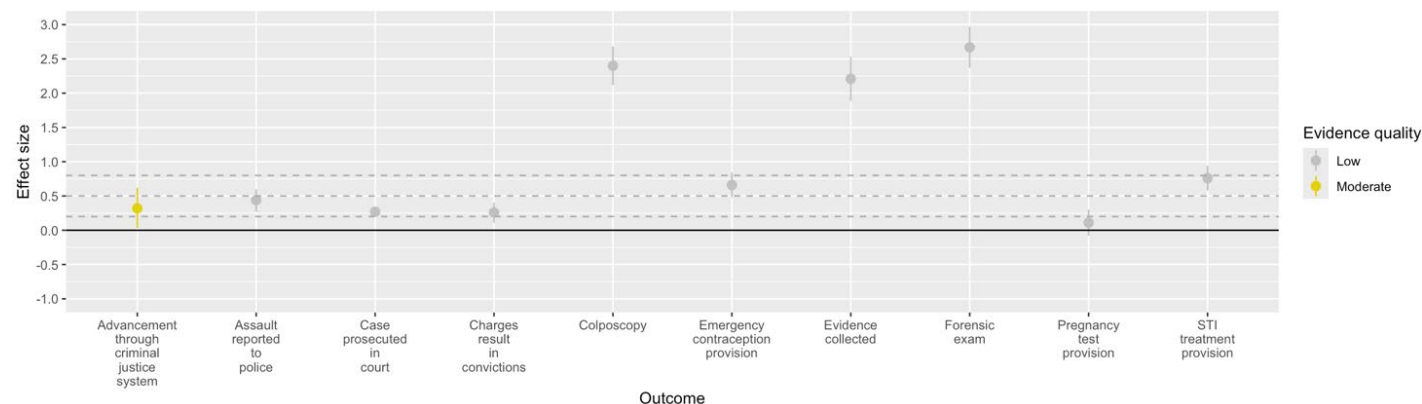


Sexual assault forensic medical examinations/SANE

The effectiveness of sexual assault forensic medical examinations/SANE programs is the most difficult to summarize in effect-size terms. The clearest documented benefits are improved coordination across police, prosecutors, and clinical staff, enhanced specialization in evidence collection, and greater victim confidence in the criminal justice process. These outcomes are documented qualitatively in systematic reviews but cannot be reduced to a single effect size.²⁵ Campbell et al. (2014), a multisite replication study, reports a moderate effect on case advancement through the criminal justice system. Crandall and Helitzer (2003), a single-site pre/post study at a university hospital in New Mexico, finds large effects on service-delivery outcomes such as sexual assault forensic examination provision, evidence collection, colposcopy, STI treatment, and emergency contraception provision, and smaller effects on criminal justice outcomes such as charges resulting in convictions. The Crandall and Helitzer study is the only source identified that reports effect sizes across the full range of SANE service outcomes, but its findings are based on a single non-representative setting more than two decades ago and should be interpreted accordingly. Figure A7 displays these results.

²⁵ Rebecca Campbell, Debra Patterson, and Lauren Lichty, "The Effectiveness of Sexual Assault Nurse Examiner (SANE) Programs: A Review of Psychological, Medical, Legal, and Community Outcomes," *Trauma, Violence, & Abuse* 6, no. 4 (2005): 313–329, <https://doi.org/10.1177/1524838005280328>.

Figure A 7: Effect sizes for SANE programs



Campbell, et al., 2014, Crandall and Helitzer, 2005

What the evidence supports

The studies summarized above demonstrate that effective services exist across each of the five service areas reviewed. The estimated effects are large for several categories, including services for survivors of human trafficking, therapeutic interventions following sexual assault, and advocacy services for survivors of domestic violence and intimate partner violence focused on safety and autonomy. These effect sizes are large by conventional standards and replicated across multiple studies in some cases. The estimated effects are smaller and more uncertain in other categories, particularly county-level programs affecting homicide rates and the criminal justice outcomes of SANE services. The literature does not currently support a monetary translation of these effects, and many service categories examined in the main report are not well-represented in the recent effect-size literature. The absence of effect-size evidence in these categories reflects the difficulty of designing rigorous studies of services that are inherently coordinated, individualized, and dependent on community context. It does not reflect an absence of service value.

The funded programs documented in the main report, when they reach the populations and communities served, produce effects of the kinds and magnitudes documented above. This evidence reinforces the analytical case for closing coverage gaps and stabilizing fragile funding streams. It does not substitute for the kind of program-level analysis that would support cost-benefit comparison.

Appendix B: Core Goals and Outcome Reporting

In a December 2024 presentation to the Victim Services Commission, the EEU outlined the limits of cost-benefit analysis using the existing UOVC data frame and proposed a pathway toward program reporting organized around a set of collaboratively-established core goals for victim services. Over several months following that presentation, the Victim Services Commission undertook a working-group process that produced a set of draft goals for Utah. This appendix builds from that work and the examples of other states that provide a model for outcome-based reporting. This reporting schema offers a data-driven alternative to cost-benefit analysis that enables providers and the state to identify service gaps, improve performance, and track the continuum of care.

The approach in this appendix reflects the national trajectory of the victim services field toward measuring the outcomes of services rather than only their volume. The US Department of Justice's Office for Victims of Crime (OVC), Office on Violence Against Women, and the Justice Research and Statistics Association have led the development of this method. Research funded by the National Institute of Justice produced the first conceptual model for defining and evaluating success in victim legal services, organized as a logic model that links program activities to short-term outcomes and longer-term objectives.²⁶ The model has been tested through formative evaluability assessments in Arizona, Oregon, and Maryland. OVC funded the development of a free outcome-measurement instrument (iMPROVE) that launched in 2023.²⁷ States such as Georgia and Washington have developed their own reporting frameworks that organize funded services around core goals.²⁸ This body of research and practice centers on a common premise: services should be organized around and evaluated against a defined set of goals and the outcomes they are meant to produce.

The following sections document the collaboratively-drafted core goals for victim services in Utah, outline the characteristics of reporting models, and propose a potential path forward.

B.1 Core goals for victim services in Utah

Core goals describe collective objectives for victim services and establish consensus around what a successful network of services achieves. They are outcome oriented and may evolve with changing needs in the state. Providers nest their activities within the network-wide goals and report outputs (count data indicating the efforts of the service provider) and outcomes (quantitative or qualitative evidence of whether intended results were achieved) to demonstrate program fidelity and progress toward goals. The data provide the basis for service evaluation at multiple organizational levels, including at the levels of the intervention, client population, service provider, community, county, funding administrators, and legislative bodies. At each level, the measures inform alignment with common goals, accountability, and strategic coordination of services.

²⁶ Kristina A. Lugo-Graulich et al., *What Constitutes Success? Evaluating Legal Services for Victims of Crime* (Washington, DC: Justice Research and Statistics Association, 2021), <https://nij.ojp.gov/library/publications/what-constitutes-success-evaluating-legal-services-victims-crime-final-report>.

²⁷ RTI International, "Shifting the Focus of the Victim Service Field from Measuring Outputs to Outcomes," accessed June 29, 2026, <https://www.rti.org/impact/shifting-focus-victim-service-field-measuring-outputs-outcomes>.

²⁸ Georgia Criminal Justice Coordinating Council, *Outcome Performance Measurement Guide for Georgia's Crime Victim Assistance Programs* (2016), <https://cjcc.georgia.gov/document/outcome-performance-measure-guide/download>; Washington State Office of Crime Victims Advocacy, *Victims of Crime Indicators of Success*.

The working group met between January and May 2025, and included individuals from service-providing organizations, coalitions, and state agencies. Throughout their discussions, group members emphasized that goals should represent what is currently possible and should not create pressure for service providers to fulfill roles that cannot be supported by victim services. Importantly, individual service providers are not likely to perform activities that contribute to every core goal, but rather specialize in the goals most closely aligned with their service mission and practices. The working group recommended that measures should be flexible and accommodate multiple ways of documenting activities and outcomes, and that funding agencies in the state should align grant and contract requirements with core goals to avoid increasing or conflicting reporting burdens. Finally, the working group emphasized that measures should not be used to create competition between service providers but rather directed toward meeting victims' needs and improving service effectiveness, identifying gaps in services, and aligning public funding decisions with desired outcomes.

In June 2025, a set of draft goals was presented to the Victim Services Commission. These included:

- Accessibility across a range of domains that include crime type, geography, and culture
- Collaboration between service providers and stakeholders to ensure there is “no wrong door” for accessing assistance
- Information regarding the range of criminal justice, community, and other options available
- A survivor-led focus on treatment, engagement, and identifying and addressing needs
- Quality services that are delivered as intended
- Addressing the root causes of vulnerability

Further discussion within the Commission focused on the appropriate scope of provider responsibility for addressing root causes of vulnerability, and on more targeted language for collaboration and survivor-led focus. These refinements remain in the domain of the Commission.

B.2. Reporting framework principles

The recommendations and concerns that emerged from the Victim Services Commission working group are reflected in existing state and federal models of outcome reporting and provide a set of guiding principles for developing a reporting framework in Utah. These include multiple pathways for reporting progress toward common goals, a reporting system that builds from existing data, and the use of these data to improve services and meet victims' needs rather than to rank providers. State and federal examples exist for each of these commitments.

The first principle is that Utah's outcome reporting framework should recognize the heterogeneity of victim services. Programs may advance the same goal through very different work, and individual providers typically focus on one or two core goals rather than contributing to all of them. A framework that allows providers to demonstrate their progress toward common goals through an instrument suited to their service type preserves comparability at the level of goals while respecting the diversity of services at the level of measurement. States support this principle through different models. Georgia provides distinct survey instruments for each type of program.²⁹ The District of Columbia's Office of Victim Services

²⁹ Georgia Criminal Justice Coordinating Council, 2016.

and Justice Grants defines goals and measures separately for each service category.³⁰ The Massachusetts Office for Victim Assistance (MOVA) permits grant recipients to select the outcome measures best suited to their programs.³¹

The second principle is for Utah to build on existing data infrastructure and requirements. Massachusetts illustrates this principle most directly. Its requirements extend the federal Performance Measurement Tool through which grant recipients already report, using standardized definitions of service categories from OVC's Performance Measure Dictionary to facilitate comparability between programs.³² Georgia anchors its framework on the core purposes of services under the Victims of Crime Act to align with the goals under which providers are already funded, but adds new reporting activity.³³ In Utah, some providers, like Children's Justice Centers, already use validated survey instruments and participate in nationally supported outcome reporting. Under this principle, an appropriate reporting framework would support the continued use of tested and reliable instruments that align with the state's core goals while extending requirements and standardizing definitions for all providers.

The third principle is for Utah to emphasize the use of outcomes data for evaluation of victim experiences, service gaps, and coordination. This principle is consistent with the formative purpose that federally funded work assigns to outcome measurement.³⁴ Outcome measurement provides a means of improving services and strengthening the service landscape. These data track the success of services and are central to performance evaluation. They provide the foundation for more rigorous analysis, including impact and cost-effectiveness analysis, though outcome data alone do not establish that a service produced a specific result.³⁵

B.3. State Models

States that organize reporting around core goals use several models that differ primarily in the degree of standardization of the measures used. The choice among models involves a trade-off between comparability and fit. More standardized measures aggregate more readily across the state. More flexible measures accommodate the circumstances of individual providers. Three principal options are listed below.

- *Common goals and common measures.* In this framework, the same core goals apply to all services and the state specifies the measures providers use to report against them, typically through standardized instruments assigned by service type. Georgia follows this model.
- *Common goals and provider-selected measures.* The same core goals apply to all services and the state defines the outcomes to be reported but allows providers to select the specific measures they use. Massachusetts follows this model.
- *Goals and measures defined by service area.* Core goals and associated measures are defined separately for each service area, and a range of documentation methods are allowed within them.

³⁰ Office of Victim Services and Justice Grants, "Performance Measurement Initiative," accessed June 29, 2026, <https://ovsig.dc.gov/page/performance-measurement-initiative-pmi>.

³¹ Massachusetts Office for Victim Assistance, *Data and Performance Reporting Guide* (January 2025), <https://www.mass.gov/doc/mova-data-and-performance-reporting-guide-0/download>.

³² Massachusetts Office for Victim Assistance, 2025.

³³ Georgia Criminal Justice Coordinating Council, 2016.

³⁴ Lugo-Graulich, et al., 2021.

³⁵ Georgia Criminal Justice Coordinating Council, 2016.

The District of Columbia follows this model and Washington State's indicators of success reflect a similar structure.

The three models listed here are not mutually exclusive, and a framework may combine or adapt their features. For example, Georgia standardizes its core measures while permitting programs to add supplementary measures of their own. The appropriate model for Utah depends on the priorities of the Commission.

Georgia's outcome performance measurement system is a fully developed instance of the reporting approach described in this appendix. It is also the most standardized of the models listed above. The approach is summarized here to provide a concrete example of outcome reporting and its uses.

The Georgia Criminal Justice Coordinating Council (CJCC) requires the direct-service programs it funds to collect outcome data from the clients they serve, and to report those data annually. CJCC organizes its measures around a set of goals defined by the four purposes of VOCA funding: responding to the emotional and physical needs of victims, assisting victims to stabilize their lives, assisting them to understand and participate in the criminal justice system, and restoring a measure of safety and security. Georgia defines an outcome as a change in a client's knowledge, skills, attitudes, behaviors, or condition, which allows each program to specify the changes its services are intended to produce while reporting against goals held in common across the field.

Outcome survey instruments are tailored to program type to accommodate the diversity of services. Under the 2016 Outcome Performance Measurement Guide, Georgia provides ten survey instruments, corresponding to domestic violence services, sexual assault services, adult counseling, prosecution-based and law-enforcement-based victim-witness assistance, legal advocacy, legal services, child advocacy centers, family and child counseling, and court-appointed special advocate programs. The survey instruments were developed through a collaborative process which included advisory groups representing each major program type, feedback from individual subgrantees, and a private performance-management consulting group. Service providers select the instrument corresponding to their program type based on their program design, and an agency operating more than one type of program uses a separate instrument for each rather than combining them, which preserves the interpretability of the data. Programs must use the core measures as stated and a common five-point response scale so that results can be aggregated across the state, but they may adapt the presentation of the instruments and add measures beyond the required core. Outcomes are measured once a client has substantially completed services. CJCC identifies the resulting data as intended primarily for the management and improvement of the programs that collect them, and for benchmarking across comparable programs.

Georgia's Outcome Performance Measurement Guide (2016) is explicit about the limits of the data produced. It states that the data document whether an intervention was accompanied by the intended changes, but cannot establish that a particular service produced them because it does not control for other influences. It also notes that the data should not be treated as evidence of cost-effectiveness. Instead, the outcomes approach provides a management tool that may identify opportunities for improvement in services and a foundation for performance evaluation and more rigorous analysis.

B.4 Implementation

Implementing a model of outcome measurement and data collection in Utah would require a phased approach that builds from common definitions to consistent reporting to improve coordination and funding decisions across the state.

The first stage begins with improving Utah's existing data, including data on the prevalence of victimization and output reporting. Throughout the working group process, participants noted a desire to centralize and coordinate data collection and analysis at the state level. This coordination would streamline program reporting, identify measures necessary for effective service provision, and establish standardized reporting requirements and data definitions. The working group noted redundant data collection and collection inconsistencies across service categories. In particular, a lack of data on the extent of victimization makes assessing service adequacy difficult. Moreover, this report documents that output data is missing for one-third of records in the state. Extending the federal reporting requirements and standardized definitions would resolve gaps in the data and establish a consistent basis for describing the delivery of services. These improvements would enhance descriptive analysis and provide a foundation for outcome measurement in later stages of implementation.

The infrastructure for improving data collection and data quality may already exist at the state level. Under HB 403 (2022), Utah created the Public Safety Portal, a centralized, standardized system to consolidate data across criminal justice agencies.³⁶ The Portal demonstrates the technical capacity and statutory authority to standardize data at scale. A data working group drawn from the Victim Services Commission's Domestic Violence Subcommittee, in collaboration with CCJJ, recommended broadening the Public Safety Portal data to include data collected from community-based service providers and standardizing data definitions, intake, and assessment data across providers.³⁷ Their recommendations include a centrally managed, statewide database for domestic violence services data. This proposal could be extended to the full range of victimization.

The second stage of implementation would finalize the core goals of victim services and identify a reporting model. The Commission would resolve the core goals refinements already discussed, adopt a set of clear and achievable goals, and determine the optimal extent of flexibility or standardization in Utah's reporting measures. Once the core goals and reporting model are identified, service and provider types would be mapped to reporting pathways.

Next, the Commission would develop, adapt, or adopt suitable instruments for outcome measurement and introduce outcome reporting under the core goals. Providers that already maintain this reporting capacity would provide an initial point of reference or template for their service category. Depending on the desired degree of flexibility, these programs could begin reporting before broader participation across the state. Technical assistance and support for reporting capacity are essential for the success of reporting at this stage. Interviews with Utah's providers in 2020 found that many providers have little capacity for data collection, despite some interest in developing it given the appropriate resources.³⁸ The iMPROVE outcome measurement platform and its associated resources, developed with support from the United States Office for Victims of Crime, provide an entry-point to reliable measurement as well as training and technical assistance.³⁹

³⁶ Utah Commission on Criminal and Juvenile Justice, Division of Technology Services, and Department of Public Safety, *Public Safety Portal Report 2025* (2025), <https://justice.utah.gov/wp-content/uploads/Public-Safety-Portal-Report-2025.pdf>.

³⁷ Utah Commission on Criminal and Juvenile Justice, *Domestic Violence Data in Utah: Annual Report to the Legislature* (November 2025), <https://justice.utah.gov/wp-content/uploads/Domestic-Violence-Data-in-Utah-2025-Statutory-Report-with-Supplementary-Docs-Jan2026-Update.pdf>.

³⁸ Yoon, "Utah's Victims Services."

³⁹ RTI International, 2024. The iMPROVE platform is available at <https://www.improve-tool.org//home>.

The final stage of implementation would connect outcome reporting to evaluation. A foundation of outcome data demonstrates the value of victim services and provides support for allocation decisions that strengthen the service landscape. This evidence would complement the descriptive approach presented in this report. The priority framework provides insight into the distribution of resources relative to need, accounting for access and stability. The outcome reporting framework concerns what funded services accomplish. Together, they provide a more complete basis for allocation than either offers alone. Over time these data would build the foundation for program effectiveness and cost-effectiveness analysis that the available data cannot presently support.

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